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Enhancing Gender-Based Violence Data Systems in Jordan: Legislative Frameworks and Best Practices



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List of Abbreviations

ABS	Australian Bureau of Statistics
AECID	Spanish Agency for International Development Cooperation
CAT	Committee Against Torture
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSEW	Crime Survey for England and Wales
CSOs	Civil Society Organizations
DHS	Demographic and Health Surveys
ESCWA	United Nations Economic and Social Commission for Western Asia
FGD	Focus Group Discussion
FJPD	Family and Juvenile Protection Department
GBV	Gender-Based Violence
GBVIMS	Gender-Based Violence Information Management System
ICESCR	International Covenant on Economic, Social and Cultural Rights
ICCPR	International Covenant on Civil and Political Rights
IFH	Institute for Family Health
JCL	Justice Center for Legal Aid
JRF	Jordan River Foundation
MoH	Ministry of Health
MoJ	Ministry of Justice
MoSD	Ministry of Social Development
NCFA	National Council for Family Affairs
NISVS	National Intimate Partner and Sexual Violence Survey
PSS	Personal Safety Survey
SDGs	Sustainable Development Goals
SIGI	Solidarity is Global Institute
UNFPA	United Nations Population Fund



1. Executive Summary^{1*}

The project “Improving Access to Comprehensive Gender-based Violence Services in Jordan” is funded by the European Union (4 M EUR during 42 months) and implemented by the Spanish Agency for International Development Cooperation (AECID), in collaboration with the United Nations Population Fund (UNFPA) and Jordanian organizations. The project aims to enhance access to essential gender sensitive prevention and protection services for refugees and host communities, especially women and girls. It adopts the “One-Stop Shop Model” to provide integrated legal, psychological and medical services, increasing the capacity of frontline service providers. With a focus on holistic approaches and sustainability, the project integrates prevention, response, and capacity-building measures.

This report, *Enhancing Gender-Based Violence Data Systems in Jordan: Legislative Frameworks and Best Practices*, underscores the critical need for robust, centralized, and standardized systems for gender-based violence (GBV) data collection and management in Jordan. While Jordan has made strides in addressing GBV through legislative amendments and international commitments, significant gaps remain, particularly in data collection, integration, and utilization. These deficiencies hinder effective policymaking, resource allocation, and the implementation of prevention and response strategies.

1.1 Key Challenges:

Jordan’s current GBV data systems are fragmented, with data collected independently by entities such as the Family and Juvenile Protection Department (FJPD), Ministry of Social Development (MoSD), Ministry of Health (MoH), and others. This fragmentation leads to overlapping and inconsistent data, mainly due to the lack of unified data collection systems among institutions working on domestic violence. While the NCFA serves as the national reference body—especially through its coordination of the National Family Protection Team, which includes both government and civil society actors and is developing an annual report—data consolidation remains limited. The issue lies not in the absence of efforts, but in the lack of standardized tools, reporting templates, and an integrated electronic system. A national database requires harmonized data practices and clear mechanisms to turn fragmented inputs into cohesive national statistics.

Cultural stigma and fear of retaliation also contribute to underreporting, further obscuring the true scale of GBV. International treaty bodies, including the Committee Against Torture (CAT) and the Committee on the Elimination of Discrimination Against Women (CEDAW), have emphasized the need for Jordan to establish comprehensive, disaggregated, and unified GBV data systems.

1.2 Methodology:

The report adopts a mixed-methods approach to analyze Jordan’s legislative and institutional frameworks governing GBV data collection. It incorporates:

- A legal analysis examining current laws and their implications for GBV data management.

1. ^{*}This policy brief was prepared by Professor Ayman Halaseh, Director of the Information and Research Center – King Hussein Foundation (IRCKHF), with contributions from the IRCKHF research team, including legal analysis by Feda’a Al Hmoud. The authors gratefully acknowledge the technical guidance and support provided by the Spanish Cooperation Office in Jordan (AECID) and the United Nations Population Fund (UNFPA) – Jordan throughout the preparation of this brief.

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- Stakeholder consultations, including focus group discussions (FGDs) with 10 civil society organizations and representatives from key government entities, such as the FJPD, MoSD, and the Ministry of Justice.
 - Informal interviews with stakeholders to gain candid insights into existing challenges and potential solutions.
 - A desk review of international and regional best practices to align recommendations with global standards.

1.3 Key Findings:

1. **Fragmented Systems:** Current data collection efforts lack coordination, leading to duplication and underreporting – where many GBV cases go undocumented due to survivor reluctance, institutional gaps, and inconsistent reporting practices.
2. **Limited Scope:** Data systems exclude marginalized groups and fail to comprehensively document all forms of GBV, including psychological, economic, and digital violence.
3. **Inconsistent Standards:** Absence of unified indicators and definitions across institutions impedes effective data comparison and integration.
4. **Institutional Gaps:** Stakeholders identified a lack of capacity and clear legal mandates for data collection and sharing.

1.3 Best Practices:

International models, such as Spain's National Observatory on Violence Against Women and Morocco's National Observatory for Violence Against Women, demonstrate the importance of centralized databases, standardized indicators, and health sector integration in enhancing GBV data systems. Regional examples, such as Tunisia's national reporting mechanisms and Egypt's disaggregated data initiatives, further provide actionable insights for Jordan.

1.5 Recommendations:

1. **Towards a Centralized Database:** Build on existing efforts—such as those led by the NCFA and the National Family Protection Team—to strengthen and coordinate data systems. This includes consolidating data from all relevant entities into a more unified framework, overseen by a national authority, and supported by standardized tools and reporting mechanisms.
2. **Standardize Data Collection:** Update national SOPs aligned with international frameworks like the Istanbul Convention to ensure consistency across institutions.
3. **Expand Inclusivity:** Ensure data systems capture all forms of GBV and include marginalized groups such as refugees and persons with disabilities.
4. **Build Institutional Capacity:** Provide training for stakeholders on ethical and accurate data collection practices.
5. **Enhance Collaboration:** Foster inter-agency data-sharing agreements while safeguarding survivor confidentiality.
6. **Secure Sustainable Funding:** Mobilize resources for maintaining and expanding GBV data systems, including regular national surveys and database infrastructure.



1.6 Conclusion:

This report emphasizes that a robust GBV data system is not only a critical tool for combating gender-based violence but also a legal and moral obligation under Jordan's Constitution and international commitments. By leveraging best practices, strengthening legislative frameworks, and prioritizing inclusivity, Jordan can develop a comprehensive system that empowers policymakers, supports survivors, and advances the nation's commitment to gender equality and justice.

2. Introduction

Gender-based violence (GBV) is a critical issue in Jordan, deeply rooted in cultural, social, and structural factors. The Jordanian Constitution, particularly Article 6 as amended in 2022, provides a foundation for addressing GBV. It emphasizes equality among citizens, stating:

- “Jordanians shall be equal before the law. There shall be no discrimination between them as regards their rights and duties on grounds of race, language, or religion.”
- Furthermore, the new amendment adds: “The state guarantees women's empowerment and support to participate actively in society's construction in a way that ensures equal opportunities based on justice and equity and protects them from all forms of violence and discrimination.”

Having a comprehensive and accurate GBV data system is, in fact, an obligation for the state to ensure the effective implementation of Article 6, which guarantees equality and protection from violence.

On the international front, Jordan has ratified several conventions addressing GBV, including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which it ratified in 1992. Jordan is also a party to the International Covenant on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR), both emphasizing equality and non-discrimination. However, aligning domestic policies and practices with these commitments remains a challenge.

Jordan is also committed to achieving the Sustainable Development Goals (SDGs), particularly Goal 5, which aims to eliminate all forms of violence against women and girls, and Goal 17, which emphasizes the importance of reliable, disaggregated data for informed policymaking. These global goals highlight the urgency of establishing a robust and unified system to monitor and address GBV effectively.

2.1 Challenges in GBV Data Collection

Despite these frameworks, Jordan faces significant challenges in combating GBV. A critical concern is the lack of reliable, centralized, and comprehensive data systems. As noted by the Secretary-General of the National Council for Family Affairs (NCFA),² stated that the National Team for Family Projection's annual reports on GBV, while highlighting key indicators, cannot be generalized as national statistics. For example, in 2023, 58,064 cases of domestic violence were reported to the authorities, yet these figures only serve as preliminary indicators due to fragmented reporting mechanisms across different entities.

2. Al-Ghad Daily Newspaper. [58,000 cases of domestic violence were recorded in 2023](#). Published on 23 Apr 2024. Retrieved 25 Jan 2025.



Data provided by entities such as the Ministry of Social Development (MoSD), the Family and Juvenile Protection Department (FJPD), and the Ministry of Health (MoH) often overlap. For instance, a single case might appear in both MoSD and MoH statistics, resulting in duplication. This fragmentation underscores the need for unified methodologies and clear frameworks to ensure data accuracy and reliability.³

International treaty bodies, including the Committee Against Torture, have recommended Jordan establish a centralized data-collection system and publish disaggregated GBV data.⁴ Similarly, the Committee on the Rights of the Child urged the establishment of a national system to collect both qualitative and quantitative data disaggregated by key factors such as age, sex, and socioeconomic background.⁵ Furthermore, CEDAW has recommended Jordan seek technical support for developing a system to collect disaggregated data on GBV incidents.⁶

2.2 Objectives

This report aims to:

1. Analyze the current legal and institutional frameworks governing GBV data collection in Jordan.
2. Identify gaps and challenges in existing systems.
3. Propose strategies to establish a centralized, standardized, and reliable GBV data system.
4. Draw on international and regional best practices to inform recommendations for Jordan.

2.3 Methodology

This report employs a mixed-methods approach, combining legal analysis, stakeholder consultations, focus group discussions (FGDs), and desk reviews to provide a comprehensive understanding of GBV data management in Jordan.

1. Legal Analysis

The report draws on the legal analysis, focusing on the legislative and institutional frameworks governing GBV data collection in Jordan.

2. Stakeholder Consultations

o Focus Group Discussions (FGDs):

Two FGDs were conducted:

- The first included 10 participants from civil society organizations (CSOs) and independent institutions, such as the Jordanian Women's Union Association, NCFA, JRF, SIGI, JCLA, Save the Children, IFH, and Dar Amneh.
 - The second included representatives from government entities, including the FJPD, MoSD, the Judicial Council, and MoJ, along with UNFPA as observers.
3. IRCKHF sent official letters to these entities from January 2024 to October 10, 2024, requesting their data and statistics on family violence according to their respective records.
 4. Committee against Torture (2024). Concluding observations on the fourth periodic report of Jordan, CAT/C/JOR/CO/4, paragraph 30.
 5. Committee on the Rights of the Child (2024). Concluding observations on the sixth periodic report of Jordan, CRC/C/JOR/CO/6, paragraph 11.
 6. Committee on the Elimination of Discrimination against Women (2017). Concluding observations on the sixth periodic report of Jordan, CEDAW/C/JOR/CO/6, paragraph 12.

○ **Interviews:**

Interviews were conducted with key entities involved in GBV data collection, including the MoH, MoSD, FJPD, and MoJ. These interviews were conducted informally by directly reaching out to concerned staff members. This approach bypassed bureaucratic procedures and eliminated the need for formal approvals, which can often delay progress. Informal interviews also created a more relaxed environment, enabling participants to speak openly about challenges and share valuable insights without the constraints of formal observation. This method proved effective in generating richer, more candid feedback, which significantly contributed to the depth and quality of the findings

3. Desk Review

A review of international and regional best practices informed the recommendations, ensuring alignment with global standards such as the Istanbul Convention and the GBV Information Management System (GBVIMS) toolkit.

4. Data Collection from Entities

Official letters were sent to MoH, FJPD, MoSD, the Ministry of Justice, and the Judicial Council to obtain official figures on reported cases from January to October 2024.

The mixed-methods approach ensures a holistic understanding of GBV data management in Jordan:

- **Legal Analysis** provides a foundation for identifying gaps and opportunities in the legislative framework.
- **Stakeholder Consultations** capture diverse perspectives from CSOs, government entities, and international organizations, ensuring recommendations are practical and inclusive.
- **Desk Reviews** integrate global and regional best practices, providing Jordan with evidence-based solutions.
- **Combination of Formal and Informal Interviews** allows for both structured insights and candid discussions, ensuring a comprehensive understanding of challenges.
- **Data Requests from Key Entities** provide quantitative insights and highlight existing fragmentation in data systems.





3. Key Findings

3.1 Gap Analysis

A review of Jordan's current systems for collecting and managing data on gender-based violence (GBV) highlights several critical gaps and challenges:

1. Fragmentation of Data Systems

Data on GBV is collected independently by various entities, including the Family Protection Department, Ministry of Health, Ministry of Social Development, courts, and shelters. However, the absence of a legally mandated centralized database results in data duplication, inconsistencies, and underreporting.

- **Example:** Article 21 of the **Family Protection Law No. 15 of 2017** mandates the Family Protection Department to maintain records of reported cases and related procedures but does not extend this requirement to other institutions, limiting national-level data aggregation.

2. Limited Scope and Coverage

While tools such as the Family Violence Tracking System (TSFV) have enhanced documentation of cases reported to the Family Protection Department (FPD), significant challenges remain in the **completeness, consistency, and inclusivity** of gender-based violence (GBV) data across sectors in Jordan.

- First, **not all institutions consistently classify or record cases of** psychological, economic, and digital violence, particularly when these forms of violence are not explicitly defined under the Domestic Violence Protection Law (DVPL) or the Penal Code. This legal ambiguity can result in such cases being excluded from official records or inadequately categorized.
- Second, **GBV data remains fragmented across multiple entities**—including law enforcement, healthcare providers, social services, and NGOs—each using different data systems, methodologies, and reporting standards. This lack of coordination leads to gaps, overlaps, or inconsistencies in national GBV statistics and limits the ability to track survivors' pathways across different service providers.
- Third, **marginalized groups are often underrepresented** in data collection efforts. Refugees, unmarried women, persons with disabilities, and other vulnerable populations may face barriers to accessing services or be overlooked by national surveys and administrative systems. Their exclusion contributes to an incomplete picture of GBV prevalence and patterns in Jordan.
- While the TSFV represents a valuable step toward standardizing GBV case management, **a more integrated and comprehensive data ecosystem is needed**—one that ensures the inclusion of all forms of GBV, harmonizes classification and reporting practices across sectors, and collects disaggregated data by gender, age, disability status, nationality, and marital status. Strengthening data governance and coordination is essential for evidence-based policymaking and effective protection and response services.

3. Inconsistent Standards

Institutions employ varying definitions and tools to record GBV cases, leading to a lack of standardization in data collection.

- **Example:** The **Personal Data Protection Law No. 24 of 2023** (Article 7) requires that data processing must be lawful, accurate, and consistent with its intended purpose, but there is no clear framework for GBV data standardization.

4. Underreporting

Cultural stigma, fear of retaliation, and mistrust of institutions discourage survivors from reporting GBV. Even when cases are reported, not all are documented comprehensively. Many survivors face social pressure to remain silent due to concerns about bringing shame to their families or being ostracized by their communities. Additionally, there is often a fear of retaliation from perpetrators, especially in cases involving power imbalances or when the perpetrator is a family member. Mistrust of institutions further exacerbates underreporting, as survivors may doubt that authorities will take their cases seriously or provide adequate protection and support. This mistrust is particularly pronounced when survivors are required to submit complaints to police stations rather than the Family Protection and Juvenile Department (FPJD), as police stations are often not conveniently located near the survivor's place of residence, making access to assistance more difficult and potentially unsafe.

5. Lack of National Oversight and Coordination of GBV Data

Currently, Jordan lacks a fully functioning national body responsible for the **comprehensive oversight, coordination, and publication** of gender-based violence (GBV) data. While individual institutions such as the Ministry of Social Development (MoSD), Ministry of Health (MoH), and the Family Protection Department (FPD) collect GBV-related data according to their respective mandates, **no centralized mechanism exists to consolidate, analyze, and present a unified national picture** of GBV trends and service responses.

The **National Council for Family Affairs (NCFA)** plays a key role in overseeing the **Tracking System for Family Violence (TSFV)**, primarily focusing on facilitating coordination among stakeholders and supporting the operational aspects of the system. However, the NCFA's current mandate does not extend to managing a national-level GBV data governance system that ensures standardized indicators, cross-sectoral data sharing, comprehensive analysis, and regular public reporting.

Recommendation:

The policy brief strongly recommends **formally designating or strengthening the mandate of the NCFA** to serve as the **central coordinating body** for GBV data management in Jordan. This enhanced role should include:

- Setting national data standards and definitions across sectors.
- Coordinating data collection efforts and ensuring consistency.
- Facilitating inter-agency data sharing and integration.
- Producing periodic analytical reports disaggregated by gender, age, nationality, and vulnerability status.
- Promoting transparency and accountability through public dissemination of findings.



A vertical illustration on the left side of the page shows a series of stylized, line-art human figures of various ages and ethnicities, representing a diverse group of people.

Justification:

A centralized and empowered oversight body is essential for improving the quality, accessibility, and policy relevance of GBV data. It would enable evidence-based programming, more efficient resource allocation, and stronger accountability in addressing GBV at the national level.

3.2 Stakeholder Consultations

Consultations with stakeholders, including government agencies, service providers, and civil society organizations, reveal the following insights:

1. Institutional Challenges

Stakeholders emphasized the need for clearer legal mandates to establish a centralized GBV database. They also highlighted capacity gaps among personnel handling GBV data, particularly in adhering to confidentiality and ethical standards as required by Article 18 of the **Family Protection Law No. 15 of 2017**.

2. Opportunities for Collaboration

Stakeholders supported a participatory approach where institutions collaborate to share data. The **National Framework for Family Protection from Violence**⁷ encourages coordination, but it primarily addresses case-specific information sharing (e.g., informed consent) rather than statistical data exchange.

3. Capacity Building Needs

Training programs are needed to enhance skills in data collection, analysis, and reporting. For instance, the **Regulation for the National Team for Family Protection No. 33 of 2016** (Article 6) mandates periodic reporting by institutions but lacks provisions for training or quality control.

4. Recommendations from Service Providers

Service providers suggested integrating GBV data collection with existing health, social, and legal services using standardized tools to improve accuracy and usability.

3.3 Legislative Framework and Its Impact on Data Collection

The legislative framework plays a central role in shaping GBV data collection practices in Jordan. Below are key laws and regulations and their contributions:

1. Family Protection Law No. 15 of 2017

- **Article 18:** Ensures the confidentiality of GBV-related information across all entities, including courts.
- **Article 21:** Requires the Family Protection Department to document all GBV cases in paper and electronic records. **Impact:** While this law emphasizes confidentiality and documentation, it does not mandate a centralized database or standardized reporting across institutions.

7. The National Framework for Family Protection from Violence in Jordan, established by the NCFA, outlines roles and responsibilities for government and non-governmental entities to address family violence. Approved in 2009, it promotes coordination, standardized procedures, and comprehensive responses to violence cases, emphasizing survivor protection, confidentiality, and privacy. The second version was published in 2016.



2. Personal Data Protection Law No. 24 of 2023

- **Article 6(1):** Permits data processing by public institutions without prior consent for official purposes.
- **Article 6(9):** Allows data collection for statistical and public interest needs.
- **Article 7:** Requires data to be lawful, accurate, and secure. **Impact:** This law enables data processing for GBV-related purposes but lacks specific mechanisms for enforcement in GBV contexts.

3. National Team for Family Protection Regulation No. 33 of 2016

- **Article 4(e):** Mandates monitoring institutional adherence to policies on GBV protection.
- **Article 6:** Requires quarterly reporting by institutions on GBV-related activities. **Impact:** This regulation supports oversight and coordination but focuses on individual case management rather than aggregate data.

4. Shelters for At-Risk Women Regulation No. 171 of 2016

- **Article 5(h):** Requires shelters to maintain detailed records for beneficiaries, including health, psychological, and legal data.

Impact: While comprehensive at the shelter level, the data is not integrated into broader systems.

5. Legal Aid Regulation No. 119 of 2018

- **Article 9:** Establishes records for lawyers providing legal aid to GBV survivors. **Impact:** This ensures documentation of legal interventions but does not contribute to statistical data collection.

6. National Framework for Family Protection from Violence

- Promotes confidentiality, informed consent, and case-specific collaboration among institutions. **Impact:** The framework is survivor-focused but lacks provisions for systematic data aggregation and sharing.

3.4 Best Practices

Global and regional best practices demonstrate the importance of robust and systematic approaches to data collection on gender-based violence (GBV). Several countries and international frameworks provide valuable models for improving GBV data systems:

1. Global Best Practices

A centralized database is a key mechanism for consolidating GBV data from multiple sectors, ensuring consistency and comprehensiveness.

- **Spain:**

Spain's **National Observatory on Violence Against Women** serves as a centralized hub for collecting, analyzing, and disseminating GBV data. Established under Spain's Comprehensive Law on Gender Violence (2004), the observatory collects data from police reports, judicial records, health services, and social welfare agencies. This multi-agency approach enables the production of detailed, disaggregated statistics by gender, age, relationship to the perpetrator, and geographic region. Regular reports are published to inform policymakers and track the effectiveness of interventions. Spain's system also integrates real-time data sharing among stakeholders, ensuring a swift response to GBV cases.⁸

8. [Consejo General del Poder Judicial. \(n.d.\). Poder Judicial.](#) Retrieved on 25 Jan 2025.



- **Kosovo:**

In 2018, Kosovo implemented a **Unified Database on Domestic Violence** under the supervision of the Ministry of Justice. This system consolidates data from police, social services, healthcare providers, and shelters. A memorandum of understanding among agencies ensures the inclusion of all relevant data while protecting survivor confidentiality. This system enables comprehensive tracking of GBV cases, including follow-up actions and outcomes.⁹

- **Albania:**

Albania's approach under its **Law on Measures Against Violence in Family Relations** assigns the Ministry of Labor and Social Affairs the responsibility for maintaining GBV data. The ministry collects and processes statistical data from police, healthcare providers, and social services, ensuring the integration of information into national policymaking.¹⁰

2. Regional Best Practices

Arab countries have taken notable strides in improving GBV data collection and management through innovative legislative frameworks and systems. These examples highlight effective approaches that can serve as models for Jordan:

- **Centralized Databases for GBV Cases**

The UAE's Federal Decree-Law on Domestic Violence mandates the creation of a centralized electronic register to document all domestic violence cases. This system enables data sharing across police, social services, and health institutions while maintaining survivor confidentiality. The database supports comprehensive tracking of cases and enhances coordination between stakeholders, ensuring a unified response.¹¹

- **Legal Obligations for Data Sharing**

In the UAE, entities such as police, healthcare providers, and shelters are legally required to share data with central authorities. This ensures seamless communication between agencies, allowing for an integrated approach to managing GBV cases and minimizing duplication.¹²

- **National Reports and Transparency in Tunisia**

The Organic Law No. 58 of 2017 in Tunisia emphasizes the production of regular national reports on GBV cases. These reports draw on data from multiple sectors and provide policymakers with insights to shape targeted interventions. This transparency strengthens accountability and public awareness around GBV issues.¹³

- **Health Sector Integration in Morocco**

The National Observatory for Violence Against Women in Morocco incorporates data from healthcare providers, enabling an in-depth analysis of the physical and psychological impacts of GBV. By involving the health sector, the legislation facilitates the development of survivor-centered healthcare policies and programs.¹⁴

9. [United Nations Kosovo Team \(n.d.\). Data-Driven Change: Improving Domestic Violence Response in Kosovo.](#) Retrieved 25 Jan 2025.

10. [Council of Europe. \(n.d.\). GREVIO publishes its first thematic report on Albania.](#) Retrieved 25 Jan 2025.

11. Article 19 of the UAE Federal Decree-Law on the Protection from Domestic Violence of 2024.

12. Ibid.

13. UN Women (2017). [Tunisia passes historic law to end violence against women and girls.](#) Retrieved 25 Jan 2025.

14. United Nations Population Fund (UNFPA) (2020). [Morocco Country Programme : Review of Health, Justice and Police and Social Essential Services for Women and Girls Survivors of Violence.](#) Retrieved 25 Jan 2025.

- **Disaggregated Data for Public Awareness in Egypt**

Egypt's National Strategy for Combating Violence Against Women (2015) prioritizes the collection and publication of disaggregated data by factors such as age, geographic location, and economic status. This allows for tailored responses to GBV and raises awareness **through evidence-based communication strategies.**¹⁵

3. Standardized Indicators

Standardized indicators are essential for harmonizing data collection and ensuring comparability across sectors and regions.

- **Istanbul Convention:**

The **Council of Europe's Istanbul Convention** mandates member states to collect data on all forms of violence covered by the convention. This includes physical, psychological, sexual, and economic violence. States are required to disaggregate data by gender, age, relationship between the victim and perpetrator, geographic location, and other relevant factors. The convention also emphasizes the importance of gathering data from various sources, such as healthcare, law enforcement, social services, and NGOs, to ensure a holistic understanding of GBV.¹⁶

- **Canada:**

Canada's **Statistics Canada** collects data through its Uniform Crime Reporting Survey, which standardizes the definitions of GBV-related crimes across provinces. The survey captures data on the relationship between victims and perpetrators, the nature of the violence, and the context in which it occurs. This enables policymakers to identify trends and develop targeted interventions.¹⁷

- **South Africa:**

South Africa's **Demographic and Health Survey** incorporates GBV modules that collect detailed data on physical, emotional, and sexual violence. Data is disaggregated by key factors such as ethnicity, education level, and socioeconomic status, enabling targeted policy responses.¹⁸

4. Regular Surveys

Periodic surveys provide insights into the prevalence, nature, and impact of GBV, helping to identify trends and inform policy.

- **Guatemala:**

Guatemala conducts household surveys that capture comprehensive GBV data, including physical, psychological, sexual, and economic violence. The surveys include questions on survivors' access to services and their perceptions of institutional responses. Data is analyzed by geographic region, enabling the identification of high-prevalence areas and resource gaps.¹⁹

15. The National Council of Women. [The National Strategy for Combating Violence against Women 2015-2-2020](#). Retrieved 25 Jan 2025.

16. Council of Europe. (2016). [Ensuring data collection and research on violence against women and domestic violence: Article 11 of the Istanbul Convention](#). Retrieved 25 Jan 2025.

17. Statistics Canada. [Uniform Crime Reporting Survey \(UCR\)](#). Retrieved 25 Jan 2025.

18. Bolarinwa, A. A., Tessema, Z. T., Okyere, J., Ahinkorah, B. O., & Seidu, A. (2023). [Spatial distribution and predictors of lifetime experience of intimate partner violence among women in South Africa](#). *PLoS One*, 18(10), e0291859

19. World Bank. 2023. [Gender-Based Violence Country Profile: Guatemala. GBV Country Profile. © World Bank, Washington, DC](#). Retrieved 25 Jan 2025.



A vertical illustration on the left side of the page shows a diverse group of people of various ages, ethnicities, and genders, drawn in a simple, line-art style. They are stacked vertically, with some overlapping.

- **Australia:**

- The **Australian Bureau of Statistics (ABS)** conducts the **Personal Safety Survey (PSS)** every four years. This survey provides national-level data on experiences of violence, including domestic and family violence. It collects information on the relationship between the victim and perpetrator, the frequency of violence, and survivors' help-seeking behaviors. The ABS also ensures data is disaggregated by gender, age, and disability status.²⁰

- **United Kingdom:**

The **Crime Survey for England and Wales (CSEW)** includes a specialized module on domestic violence and sexual assault. Conducted annually, the survey captures data on the prevalence of GBV, the impact on survivors, and their access to support services. The data is instrumental in shaping government strategies on violence prevention and survivor support.²¹

- **United States:**

The **National Intimate Partner and Sexual Violence Survey (NISVS)**, conducted by the Centers for Disease Control and Prevention (CDC), collects data on the lifetime and past-year prevalence of intimate partner violence, sexual violence, and stalking. The survey provides detailed information on the physical and mental health consequences of GBV and disaggregates data by race, ethnicity, and socioeconomic status.²²

4. Recommendations for Improving Gender-Based Violence (GBV) Data Collection and Management

Accurate and comprehensive data collection is essential for understanding and addressing gender-based violence (GBV) in Jordan. This section outlines a strategic approach to enhancing GBV data systems based on existing frameworks, international best practices, and national priorities.

1. Establish a Centralized Database

To ensure consistent and comprehensive data management, Jordan should introduce a centralized national database for GBV. This database would:

- Consolidate data from all relevant entities, including police, healthcare providers, social services, courts, and NGOs.
- Assign a **unique identifier** to each case to avoid duplication and facilitate tracking.
- Ensure data security and confidentiality as mandated by Article 18 of the **Family Protection Law No. 15 of 2017**.

The database could be overseen by an existing authority, such as the **National Council for Family Affairs (NCFA)**, leveraging existing infrastructure like the **TSFV** piloted in East Amman.

20. Australian Bureau of Statistics. (2022). [Personal Safety, Australia, 2021-22 financial year](#). Retrieved 25 Jan 2025.

21. Office of National Statistics. [Domestic abuse in England and Wales overview: November 2024](#). Retrieved 25 Jan 2025.

22. Smith, S.G., Zhang, X., Basile, K.C., Merrick, M.T., Wang, J., Kresnow, M., & Chen, J. (2018). [The National Intimate Partner and Sexual Violence Survey \(NISVS\): 2015 Data Brief – Updated Release](#). Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Retrieved 25 Jan 2025.

2. Standardize Data Collection

To ensure consistency across all institutions, Jordan should develop and implement national guidelines for GBV data collection, aligned with international standards such as the **Istanbul Convention**. These guidelines should:

- Define standardized indicators, including data disaggregated by gender, age, geographic location, and the relationship between the survivor and perpetrator.
- Use unified tools and forms for data collection across institutions.
- Include protocols for ethical and secure handling of sensitive data, in line with the **Personal Data Protection Law No. 24 of 2023**.

3. Expand Scope and Inclusivity

Current data systems must be expanded to include all forms of GBV and ensure representation of marginalized groups, including:

- Refugees, unmarried women, and persons with disabilities.
- Psychological, economic, and digital forms of violence, which are often underreported.

Expanding survey demographics, such as those used in the **Demographic and Health Survey (DHS)**, would ensure comprehensive data collection. Additionally, conducting surveys more frequently (e.g., every two years) would provide up-to-date insights.

4. Strengthen Institutional Capacity

Building institutional capacity is vital for ensuring accurate and ethical data management. This includes:

- Regular training for frontline personnel in police, healthcare, and social services on GBV data collection and confidentiality.
- Developing monitoring and evaluation systems to assess compliance with data standards.
- Promoting ethical data handling through guidelines and training programs.

5. Enhance Inter-Institutional Collaboration

Effective data sharing between institutions is crucial for creating an integrated GBV data system. Key actions include:

- Developing **memorandums of understanding (MoUs)** between stakeholders to ensure systematic and secure data sharing.
- Establishing a **shared electronic platform** to connect various data systems, similar to Kosovo's unified database model.

The **National Observatory on Violence Against Women** in Spain provides a strong example of multi-agency collaboration to produce comprehensive national reports.

6. Establish a Reporting Mechanism

A dedicated platform should be created for publishing periodic reports on GBV data and trends. This platform would:



- 
- A vertical illustration on the left side of the page shows a series of stylized, line-art human figures of various ages and ethnicities, representing a diverse population.
- Aggregate and anonymize data to ensure privacy.
 - Provide stakeholders with user-friendly dashboards and tools for analysis.
 - Publish annual and thematic reports to monitor progress and inform policy.

Existing efforts by the **NCFA** and the **Family Protection Department** can serve as a foundation for these reporting mechanisms.

7. Conduct Detailed Studies

In-depth studies and research are necessary to provide a deeper understanding of GBV and its socioeconomic impact. Recommendations include:

- Measuring the **economic cost of GBV** using guidelines such as those issued by ESCWA.
- Analyzing court cases through the **Mizan system**²³ to identify trends in judicial handling of GBV cases.
- Examining sociocultural factors that hinder reporting and addressing GBV.

These studies will enable policymakers to design targeted interventions and evaluate their effectiveness.

8. Secure Funding for Sustainable Data Systems

Adequate funding is critical for maintaining and expanding GBV data systems. Key funding priorities include:

- Financing regular national surveys, such as a dedicated **Violence Against Women Survey**.
- Supporting the development and maintenance of centralized databases.
- Collaborating with international organizations and donors to mobilize resources.

9. Use Data to Inform Policy

Comprehensive GBV data should directly inform national policies and programs by:

- Highlighting the economic and social costs of GBV to justify resource allocation for prevention and support.
- Integrating GBV statistics into national development plans and **sustainable development goals (SDGs)**.
- Supporting public awareness campaigns with evidence-based messaging to change societal attitudes.

10. Strengthening GBV Data Management: Lessons from Regional Models

To enhance its legislative framework and systems for GBV data management, Jordan should establish a centralized database, similar to the UAE's model, to streamline coordination between institutions and ensure comprehensive data integration. Additionally, adopting transparent reporting practices, such as publishing regular national reports as practiced in Tunisia, would build public trust and support evidence-based policymaking. Jordan should also prioritize health sector integration, following Morocco's example, to improve survivor care and

23. The Mizan System is an application that serves as the primary platform used by the courts for registering and tracking litigation procedures, from the moment a case is filed until it reaches a final resolution by the Court of Cassation.

ensure accurate, multi-sectoral data collection. These measures collectively would strengthen coordination, oversight, and the effectiveness of GBV interventions in Jordan.

11. Recommendations for CSOs and CBOs in Enhancing GBV Data Collection and Management

- **Strengthen Advocacy Efforts:** Advocate for the establishment of a centralized GBV data system and promote the inclusion of comprehensive data indicators that address the needs of marginalized groups.
- **Collaborate with Government Entities:** Establish formal partnerships with government institutions to share insights from community-level data, and participate in coordinated data-sharing initiatives while maintaining survivor confidentiality.
- **Enhance Community-Based Data Collection:** Conduct community-based surveys and needs assessments using standardized tools to gather qualitative and quantitative data on GBV experiences.
- **Ensure Survivor-Centered Approaches:** Prioritize the safety and confidentiality of survivors during data collection, and implement clear protocols for informed consent and voluntary participation.

5. Technical Guidelines for GBV Data Collection

This section provides simplified technical guidance for stakeholders involved in gender-based violence (GBV) data collection in Jordan. It incorporates international best practices, contextualized for the Jordanian framework, and aligns with legal and ethical standards.

5.1 Simplified Guidance for GBV Data Collection

1. Adhere to Ethical Standards

- Ensure the confidentiality and anonymity of survivors during all stages of data collection and management. **Reference:** Article 18 of the **Family Protection Law No. 15 of 2017** ensures the confidentiality of GBV-related data.
- Obtain informed consent before collecting personal data, following ethical guidelines outlined in **Jordan's Personal Data Protection Law No. 24 of 2023**.

2. Use Standardized Tools

- Employ unified forms and templates for data collection across all institutions, including healthcare providers, law enforcement, and social services. **Example:** The **National Council for Family Affairs (NCFA)** developed templates for managing GBV cases as part of the **National Framework for Family Protection from Violence**.

3. Disaggregate Data

- Collect data disaggregated by gender, age, geographic location, socioeconomic status, relationship to the perpetrator, disability status, refugee status, and nationality, aligning with **Istanbul Convention Article 11** requirements.





4. Capture Comprehensive Data

- Include all forms of GBV (physical, sexual, psychological, economic, and digital violence) to provide a holistic understanding of the issue. **Example:** Guatemala's GBV household surveys provide a model for capturing multiple forms of violence, tailored to Jordan's social and cultural context.

5. Integrate Technology

- Use digital tools such as the **GBV case automation system**, piloted in East Amman, to ensure efficient and secure data collection and tracking.

5.2 Key Tools and Frameworks for Stakeholders

1. National Framework for Family Protection from Violence

- This framework provides practical guidelines for service providers, including healthcare, law enforcement, and social work professionals, on managing GBV cases.
- Includes recommendations on documenting and sharing data ethically while maintaining survivor confidentiality.

2. Electronic Data Collection Systems

- Build on the **GBV automation system** launched by the NCFI in partnership with UNICEF, ensuring real-time case management and inter-agency coordination.

3. Unified Reporting Templates

- Develop templates for reporting GBV cases, ensuring consistency across institutions. **Reference:** The **GBV Information Management System (GBVIMS)**, implemented globally, offers a standardized approach for data collection, analysis, and reporting.

4. Training Modules

- Provide training for frontline workers on collecting GBV data ethically and securely. Training should cover:
 - Recognizing different forms of GBV.
 - Ensuring informed consent and confidentiality.
 - Using technology for case management.
- **Example:** Spain's **National Observatory on Violence Against Women** conducts regular training programs for stakeholders.

5. Collaboration and Data Sharing Protocols

- Establish inter-agency protocols for sharing GBV data securely while preventing duplication. **Example:** Kosovo's unified GBV database includes memorandums of understanding (MoUs) between police, healthcare providers, and social services to streamline data sharing.

6. Monitoring and Evaluation Tools

- Develop indicators to measure the quality of data collection and adherence to guidelines. **Reference:** The **Demographic and Health Survey (DHS)** conducted in Jordan includes modules on GBV, providing a model for monitoring national data collection efforts.

5.3 Recommendations for Implementing Guidelines in Jordan

1. Leverage Existing Frameworks

- Build on the work of the NCFA and institutions like the **Family Protection Department** to ensure compliance with national and international standards.

2. Promote Awareness

- Raise awareness among stakeholders about the importance of ethical and accurate GBV data collection for effective policy making.

3. Invest in Capacity Building

- Allocate resources for training programs, particularly for frontline workers and data analysts, to improve the quality of data collection and management.

4. Integrate Legal Requirements

- Ensure that all stakeholders comply with **Family Protection Law No. 15 of 2017**, **Personal Data Protection Law No. 24 of 2023**, and other relevant legislation.

5. Expand Pilot Programs

- Scale up the **GBV case automation system** piloted in East Amman to a national level, ensuring equitable access across all regions.

6. Capacity-Building Materials

To strengthen the capacity of stakeholders involved in GBV data collection and reporting, it is essential to provide targeted training resources. These materials aim to ensure ethical, accurate, and standardized data management while equipping personnel with the skills to navigate the complexities of GBV cases effectively.

6.1 Purpose of Capacity-Building Materials

The primary objectives of capacity-building materials are:

- To enhance the technical skills of stakeholders in collecting and reporting GBV data.
- To ensure alignment with national legal frameworks and international standards such as the **Istanbul Convention**.
- To promote ethical data practices, including confidentiality, informed consent, and survivor-centered approaches.
- To improve inter-agency collaboration and data-sharing mechanisms.

6.2 Key Training Topics

Capacity-building materials should address the following areas:

1. Ethical Principles in Data Collection

- Importance of confidentiality and informed consent, as outlined in **Family Protection Law No. 15 of 2017**.
- How to handle sensitive data securely to protect survivors from further harm or stigma.
- Real-life scenarios to practice ethical decision-making in challenging situations.





2. Standardized Data Collection Techniques

- Training on using unified forms and templates for consistent data collection across sectors.
- Guidance on collecting disaggregated data by gender, age, geographic location, socioeconomic status, and other critical factors.
- Overview of tools like the **GBV Information Management System (GBVIMS)** and the **Demographic and Health Survey (DHS)** modules on GBV.

3. Technological Skills

- How to use digital systems such as the **GBV case automation system** piloted in East Amman for efficient case management and reporting.
- Training on secure data entry, storage, and retrieval methods.
- Familiarity with dashboards and analytics for generating reports and insights.

4. Legal and Policy Frameworks

- Overview of national laws, including the **Personal Data Protection Law No. 24 of 2023**, and their implications for GBV data collection.
- Understanding international frameworks like the **Istanbul Convention** and **CEDAW** for aligning data collection with global best practices.

5. Collaborative Approaches

- Techniques for effective inter-agency coordination and data sharing while maintaining survivor confidentiality.
- How to establish and manage data-sharing protocols with other stakeholders (e.g., police, healthcare providers, NGOs).

6. Monitoring and Evaluation

- Tools for tracking progress and quality in data collection and reporting.
- Setting and measuring indicators for compliance with standardized guidelines.

6.3 Capacity-Building Formats

To ensure accessibility and engagement, training resources should be offered in multiple formats, including:

1. Workshops and Seminars

- Interactive sessions led by experts on GBV data management.
- Case studies and role-playing exercises to simulate real-world scenarios.

2. Training Manuals

- Comprehensive guides detailing standardized data collection processes and best practices.
- Step-by-step instructions on using digital tools and forms.

3. Online Learning Platforms

- Web-based modules for self-paced learning on key topics.
- Interactive quizzes and assignments to reinforce understanding.

4. Webinars

- Live sessions with opportunities for Q&A, addressing emerging issues in GBV data collection.
- Recordings made available for future reference.

5. Field-Based Coaching

- On-site support for frontline workers to apply learned skills in real-time settings.
- Continuous feedback to address challenges encountered during data collection.

6.4 Suggested Training Modules for Stakeholders

The following modules are recommended for different stakeholder groups:

1. Police and Law Enforcement

- Ethical handling of survivor data during investigations.
- Use of GBV data systems for tracking cases.

2. Healthcare Providers

- Documenting and reporting GBV cases while maintaining medical confidentiality.
- Understanding the link between GBV and health outcomes.

3. Social Workers

- Managing survivor data within case files.
- Coordination with other agencies to ensure comprehensive case reporting.

4. Civil Society Organizations

- Advocacy based on evidence derived from data.
- Using data to design and implement effective support programs.

5. Policymakers and Researchers

- Leveraging data for policy development and program evaluation.
- Conducting gender-sensitive analysis and reporting.





6.5 Examples of International Training Resources

1. **The GBV Information Management System (GBVIMS) Toolkit**²⁴

- Offers standardized tools and templates for GBV data collection and reporting.
- Provides e-learning modules for diverse stakeholders.

2. **WHO Clinical and Policy Guidelines**²⁵

- Offers practical guidance for healthcare providers on documenting and responding to GBV cases.
- Includes training materials on survivor-centered care and ethical reporting.

3. **GBV Risk Analysis Guidance**²⁶

- Provides a framework for assessing GBV risks in humanitarian and development contexts.
- Includes practical tools for integrating risk analysis into GBV programming and data collection.
- Emphasizes survivor safety and confidentiality as key components of data collection.

6.6 Considerations for the Jordanian National Context

To develop effective capacity-building materials in Jordan:

1. **Leverage Existing Frameworks:** Build on the training resources provided by the **NCFA** and other national institutions.
2. **Tailor to Local Context:** Adapt international tools to reflect Jordan's legal, social, and cultural realities.
3. **Engage Experts:** Collaborate with local and international experts to ensure the relevance and quality of training materials.
4. **Monitor Effectiveness:** Evaluate the impact of training programs through feedback and performance assessments.

24. [The GBV Information Management System \(GBVIMS\) Toolkit](#). Retrieved 25 Jan 2025.

25. World Health Organization (2013). [Responding to Intimate Partner Violence and Sexual Violence Against Women: WHO Clinical and Policy Guidelines](#). Geneva: WHO. ISBN 978 92 4 154859 5. Retrieved 25 Jan 2025.

26. Inter-Agency Standing Committee (IASC). [GBV Risk Analysis Guidance 2021](#). Retrieved 25 Jan 2025.

Annex I TOR of the Assignment

4 Policy Briefs: Improving Data Collection and Reporting on GBV

4.1 Objective

The objective of this series of policy briefs is to analyse the existing challenges in data collection on gender-based violence (GBV) in Jordan and propose strategies to enhance it. By identifying gaps and limitations in current data collection efforts, the aim is to contribute to informed policy-making and resource allocation for GBV prevention and response.

4.2 Technical Approach

- **Gap Analysis:** A comprehensive analysis of existing data collection systems and mechanisms for GBV in Jordan will be conducted to identify gaps, limitations, and areas for improvement. This analysis will examine the scope, coverage, quality, and accessibility of GBV data, as well as the challenges faced in collecting and reporting it.
- **Stakeholder Consultation:** Consultations will be held with key stakeholders involved in GBV data collection and reporting, including government agencies, non-governmental organizations (NGOs), service providers, and researchers. These consultations will provide insights into the challenges and opportunities associated with improving data collection efforts, as well as identify potential strategies and best practices for enhancing data quality and availability.
- **Best Practice Review:** A review of international best practices and standards for GBV data collection and reporting will be conducted to identify proven approaches and methodologies. This review will draw on global experiences and lessons learned to inform recommendations for enhancing data collection efforts in Jordan.

Box 4 | Deliverables

- **Policy Briefs:** A series of policy briefs will be developed, each focusing on a specific aspect of improving data collection and reporting on GBV in Jordan. These briefs will address key themes and challenges identified through the gap analysis and stakeholder consultation process and will propose targeted recommendations for addressing them.
- **Technical Guidelines:** Technical guidelines for GBV data collection and reporting will be developed based on international best practices and standards. These guidelines will provide practical guidance and tools for government agencies, NGOs, and other stakeholders involved in collecting, analysing, and reporting GBV data.
- **Training Materials:** Training materials for capacity-building workshops on GBV data collection and reporting will be developed. These materials will include presentations, case studies, and exercises designed to enhance the skills and knowledge of practitioners involved in data collection and reporting activities.
- **Presentation of Findings:** Presentations of the findings and recommendations from the policy briefs will be organized for relevant stakeholders, including government agencies, NGOs, and researchers. These presentations will provide an opportunity for stakeholders to discuss the recommendations and explore potential strategies for improving GBV data collection and reporting in Jordan.





Annex II Legal framework for data and statistics on domestic violence cases

Legal framework for data and statistics on domestic violence cases

King Hussein Foundation - Information and Research Center

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Executive Summary

The project “Improving Access to Comprehensive Gender-based Violence Services in Jordan” is funded by the European Union (4 M EUR during 42 months) and implemented by the Spanish Agency for International Development Cooperation (AECID), in collaboration with the United Nations Population Fund (UNFPA) and Jordanian organizations. The project aims to enhance access to essential gender sensitive prevention and protection services for refugees and host communities, especially women and girls. It adopts the “One-Stop Shop Model” to provide integrated legal, psychological and medical services, increasing the capacity of frontline service providers. With a focus on holistic approaches and sustainability, the project integrates prevention, response, and capacity-building measures.

This study explores the legal framework for collecting data and statistics on domestic violence cases in Jordan, highlighting the challenges stemming from the lack of a unified national data management system and the coordination of efforts among key stakeholders. The study seeks to assess current legislation, evaluate the effectiveness of existing legal frameworks, and propose actionable solutions to improve the quality and effectiveness of data, ultimately aiming to enhance prevention and the response to domestic violence.

The study highlights the critical role of accurate and comprehensive data in shaping national policies, identifying challenges, and efficiently allocating resources. Despite the efforts of official bodies such as the Ministry of Social Development and the Family Protection Department, significant gaps remain, including the absence of a unified national database, irregular case registrations, and insufficient coordination between institutions. The study observes that while current legislation, such as the Protection from Domestic Violence Law and the Personal Data Protection Law, offers a general framework for data collection, it does not mandate the creation of a comprehensive national system or designate a central authority responsible for data management. Additionally, the absence of systematic collaboration between institutions results in inadequate documentation and case repetition, which compromises the accuracy of statistics and the effectiveness of interventions.

Key recommendations

- 1. Establishing a National Data Management Authority:** This authority would coordinate efforts across various entities and develop a unified central database that ensures accurate standards for the preservation and analysis of information.
- 2. Standardization of data collection systems:** Use standardized forms and questionnaires to document cases, ensuring consistency in the information collected across different institutions.
- 3. Digital Infrastructure Development:** Improving automation systems and electronic connectivity between institutions to enable secure and efficient data exchange.
- 4. Issuing Periodic National Reports:** Providing up-to-date data that highlights the extent of the problem and trends in domestic violence, aiding in the formulation of effective policies.
- 5. Enhance Training and Capacity Building:** Providing training to stakeholders on best practices in data collection and analysis.
- 6. Promote field studies examine the economic impact of domestic violence,** emphasizing its societal consequences, and use the findings to advocate for policy reforms.





The study emphasizes the critical need to enhance data collection on domestic violence in Jordan, as a robust database is crucial for informing decision-makers and guiding national efforts to protect women, children, and other vulnerable groups.

1. Introduction

Data and statistics on domestic violence cases are essential for documenting the phenomenon and understanding its causes and effects. Collecting such data requires compliance with national and international laws and regulations that protect individuals' rights and maintain the confidentiality of information. At the same time, it is important to provide the necessary tools for data analysis to inform the development of effective preventive and curative policies and services.

The fifth Sustainable Development Goal (SDG 5), adopted by the United Nations in 2015, is central to achieving gender equality and empowering all women and girls. It includes several key targets, such as eliminating all forms of discrimination and violence against women and girls and ensuring their full and meaningful participation in political, economic, and public life.

The seventeenth goal (SDG 17) emphasizes strengthening the means of implementation and revitalizing the global partnership for sustainable development. Achieving this goal necessitates effective international cooperation among governments, the private sector, and civil society to ensure the availability of the resources and technologies required for sustainable development.

Additionally, the SDG 17 underscores the importance of collecting reliable and disaggregated data by gender, age, and other relevant characteristics to support informed decision-making and policymaking. A national system for continuous data collection on issues such as domestic violence against women and girls is essential to assess the scale of the problem and develop effective strategies to address it. States are encouraged to enhance their statistical capacity and establish data collection systems that allow for the monitoring of progress toward the Sustainable Development Goals.

1.1 Objective of the paper

This paper aims to highlight the challenges associated with the collection and analysis of domestic violence data in Jordan, both at the individual level (such as data on service beneficiaries or victims) and at the national level (to generate statistics on the reality of domestic violence and address it at the national scale). It will explore the legal framework that governs the data collection and statistical preparation process, assess the adequacy of this framework in establishing and providing a reliable data foundation, and propose practical solutions to improve the quality and effectiveness of the data. The paper emphasizes the importance of having a unified and centralized database to provide a clear understanding of the scale of the issue and support decision-makers in developing appropriate policies, as well as evaluating programs and services offered to victims. This will be presented through a set of key themes.

1.2 Problem identification

To address the issue of data and information on domestic violence cases, the paper will reference the study²⁷ conducted by JNCW and ESCWA. According to the study, "There is no comprehensive national system for collecting continuous data on

27. Estimation of the Economic Cost of Domestic Violence Against Women in Jordan, Jordanian National Commission for Women, 2023.

domestic violence against women and girls in Jordan. Estimates are often based on data collected by individual providers for specific purposes. For instance, hospitals gather information about survivors for patient care and billing under the national health insurance system. However, some details about the violence, the perpetrator, or his relationship to the survivor may be recorded or omitted, leading to gaps in reporting and data availability”.²⁸

In many cases, data is collected by service delivery units and manually communicated to a central unit, which can result in data loss if the central unit does not take the matter seriously. Furthermore, survivors are often reluctant to report violence, leading to an underestimation of the actual cost of delivery service. In instances where medical care is needed, women may attribute their injuries to other causes. Even if a service provider identifies that a woman has experienced violence, there is no obligation to report it, especially if the survivor falls within a certain age group.

Domestic violence instances are recurring, which shows that survivors may have experienced several incidents. However, it is unclear whether the given data represents the number of survivors or events. In Jordan, there are few studies that quantify the cost of providing services to women who have experienced domestic abuse, making it difficult to verify the veracity of such numbers.

Jordan does not have an official registry that clearly outlines the available service providers in the country. As a result, the research team had to use snowball sampling to identify the service providers, which could have resulted in some providers being overlooked.

In 2023, the National Team for Family Protection from Violence reported a total of 58,064 cases of domestic violence in Jordan. These cases included 34,732 instances of physical violence, 6,446 of sexual violence, 10,028 of psychological violence, and 6,858 of neglect. The report revealed that the majority of the victims were female, representing 80% of the recorded cases.

Stakeholders encounter difficulties in collecting accurate data on domestic violence due to the absence of a unified national data collection system, the inconsistent reporting of cases across different institutions, and the reluctance of survivors to report violence. Consequently, there is an urgent need to establish a comprehensive national system for continuous data collection on domestic violence against women and girls in Jordan, to ensure the delivery of effective and accurate services to survivors.”

28. Jordanian National Commission for Women (JNCW) and Economic and Social Commission for Western Asia (ESCWA). [Estimating the Economic Cost of Domestic Violence Against Women in Jordan](#). Beirut: United Nations, 2023.





2. Modify terminology and concepts related to data

Before examining the legal framework governing the process of collecting data on domestic violence and evaluating its adequacy in preparing, establishing, and managing a unified database for domestic violence-related data, statistics, and figures, it is important to clarify a set of key terms related to the data collection process, as follows:

- **Data:** A collection of objectives, discrete facts that are presented and highlighted without any preconceived interpretation or bias.²⁹
- **Information:** Data that has been categorized, reviewed, analyzed, and organized into a clear and comprehensible format for the recipient. When combined with the recipient's experience and expertise, this information transforms into knowledge.³⁰

Therefore, data is considered a collection of objectives, unrelated facts that are presented without any preconceived bias. It becomes information when it is classified, reviewed, analyzed, and organized into a clear and understandable framework for the recipient. This information then transforms into knowledge when combined with the recipient's experience and skills.³¹

The Personal Data Protection Law No. 24 of 2023 defines several terms related to the protection of personal data, which are relevant to the collection and processing of data on domestic violence in order to extract statistics and information on this phenomenon in Jordan. These terms include:³²

Personal data: Any information or data related to a natural person that can identify them, either directly or indirectly, regardless of its form or source. This includes, but is not limited to, information about the person's identity, family status, location, or other relevant details that could lead to the identification of the individual.

Sensitive Personal Data: Any information or data related to a natural person that directly or indirectly reveals their racial or ethnic origin, political opinions, religious beliefs, or philosophical views. It also includes data related to their financial situation, health, physical or mental condition, genetic data, biometric data (such as fingerprints), criminal records, or any other information that the governing body deems sensitive. The disclosure or misuse of this information could cause harm to the individual concerned.

Data: Refers to both personal data and sensitive personal data.

Databases: Files or records, whether electronic or non-electronic, that contain data.

Processing: Refers to any operation or set of operations performed on data, whether automated or manual, for purposes such as collecting, recording, copying, saving, storing, organizing, revising, exploiting, using, transmitting, distributing, publishing, linking, making available, displaying, anonymizing, encoding, destroying, restricting, erasing, modifying, characterizing, or disclosing data by any means or method.

29. Jordan Media Commission, [Knowledge Management Strategy \(2021-2024\)](#), Knowledge Management and Innovation Committee, Jordan, p. 4

30. IBID.

31. [Guidelines for Implementing Accreditation Standards and Quality Control for Services Provided to Domestic Violence Cases](#) / National Council for Family Affairs / 2017, p. 134

32. Personal Data Protection Law No. 24 of 2023, Article 2.

Accordingly, databases are systems that organize data in a sequential and coherent manner, eliminating redundancy. They allow for easy retrieval through specific commands, and provide the ability to modify, add, and delete data. Additionally, databases include mechanisms for setting conditions and restrictions to protect information and ensure confidentiality, while also determining who can access or modify the data. These rules are applied to ensure the data is well-organized, free of issues such as duplication, and structured in a way that promotes efficient retrieval, coherence, and security.

3. The significance and challenges of developing data systems on domestic violence

Paying attention to databases on domestic violence cases is crucial because they often contain large volumes of information that can be difficult to access, modify, or search effectively. In some cases, these databases may suffer from redundancy and incoherence, which diminishes the accuracy of the data and consumes unnecessary space in the computer's memory. For example, in 2023, 58,064 domestic violence cases were reported in Jordan, marking a 38% increase compared to 2022. Addressing these issues can improve the database's efficiency, accuracy, and overall utility in tackling domestic violence³³, these figures raised questions about the accuracy of statistics and the possibility of repeating the registration of some cases,³⁴ One of the primary reasons for the repeated registration of domestic violence cases is the absence of a unified central system for registering and tracking cases across various institutions. This lack of coordination often leads to the same case being registered by multiple parties. Additionally, the absence of effective mechanisms for information exchange between institutions, such as the Family Protection Department, hospitals, and shelters, further exacerbates the issue. The lack of training among staff members in these institutions may also contribute to their inability to distinguish recurring cases from new ones. These factors highlight significant challenges in data collection, as well as the need for better coordination and communication among stakeholders involved in addressing domestic violence.

This situation leads to inflated statistics, as inaccurate figures result from the repeated recording of the same case. This distorts the understanding of the magnitude of the problem and impacts the allocation of necessary resources to effectively address it. Duplicate data can also result in the design of policies and programs that are either ineffective or misaligned with the actual scope of the issue. Furthermore, the repeated handling of the same case by multiple parties without coordination leads to a waste of resources and efforts, ultimately undermining the efficiency of interventions and the overall response to domestic violence.

The repeated registration of cases in domestic violence databases is indeed a significant challenge that undermines data accuracy and the effectiveness of responses. Addressing this challenge requires the development of standardized systems for data registration, as well as strengthening coordination among institutions involved in responding to domestic violence. Additionally, training personnel across these institutions is crucial to ensure accurate data collection and reporting. These measures will contribute to the creation of informed, effective policies aimed at family and community protection, ensuring that resources are allocated appropriately, and interventions are tailored to the actual needs of those affected by domestic violence.

Databases play a crucial role in formulating policies and identifying interventions for societal issues, and countries have increasingly relied on them for these purposes.

33. Al-Ghad Newspaper, "[58,000 Domestic Violence Cases Recorded for 2023](#)," April 23, 2024, last visited December 22, 2024.

34. Al-Ghad Newspaper, "[Debate Over the Accuracy of 'Domestic Violence' Figures](#)," April 28, 2024, last visited December 22, 2024.





Therefore, having accurate databases on domestic violence, both at the individual and national levels, is even more essential for the following reasons³⁵ :

- Databases help track and report cases in real-time, allowing for quick and effective intervention. They also facilitate the monitoring of individual cases, ensuring the continuity of support, such as psychosocial rehabilitation, for both victims and perpetrators who require it.
- Databases facilitate the exchange of information between various actors, such as the police, judiciary, health centers, and social service providers, fostering a comprehensive and coordinated response to domestic violence.
- Databases allow for the analysis of patterns of domestic violence, such as geographical distribution and the most affected groups. This analysis helps create a map showing the distribution of violence cases at the governorate or city level, highlighting areas in need of urgent intervention. By doing so, officials can allocate resources—such as protection centers, support lines, and awareness programs—to the most affected areas. Additionally, databases enable the analysis of disparities in violence prevalence between rural and urban areas and allow for data disaggregation by age groups, gender, educational level, and economic status to identify the most vulnerable groups. This information is essential for designing targeted programs for specific groups, such as women, children, or the elderly. The data also helps identify risk factors by understanding the socio-economic conditions that increase the likelihood of certain groups being exposed to violence. Furthermore, studying the time periods when violence cases peak, such as during economic crises or social events, enables the implementation of preventive measures.
- Databases allow for the measurement of the effectiveness of programs and policies aimed at combating domestic violence by monitoring key indicators before and after program implementation. This includes comparing statistics, such as the number of reported cases, before and after the introduction of policies and programs. Databases also help track changes in patterns, such as reductions in physical or psychological violence, and monitor other important indicators like victims' satisfaction with the services provided. Additionally, they facilitate the evaluation of improvements in the quality of life for victims after interventions, offering valuable insights into the success or need for adjustments in policies and programs.

35 According to an article by Arab 21, titled [“Significant Increase in Domestic Violence Rates in Jordan. ‘The Husband’ is the Most Frequent Perpetrator.”](#) published on April 24, 2024, and last visited on December 22, 2024, a Jordanian report revealed that 58,064 domestic violence cases were recorded in 2023, reflecting a 38% increase compared to 2022. The report, prepared by the National Team for the Protection of the Family from Violence, highlighted that these cases included physical, sexual, and psychological violence. NCFV Secretary-General Mohammed Miqdadi stated that the data, though valuable, should not be regarded as national statistics and are considered preliminary readings due to the nature of the information provided by various parties. The team, representing 33 governmental and non-governmental entities, recorded 34,732 cases of physical violence, 6,446 of sexual violence, 10,028 of psychological violence, and 6,858 of neglect. The majority of victims were females, who made up 80% of the cases, with the central region accounting for 60% of the cases. The report categorized victims by age, with the youngest group (from birth to 12 years old) being the most vulnerable. It also found that females aged 18-60 were most exposed to violence. The report noted that husbands were the most frequent perpetrators of physical violence, and it linked the distribution of violence cases to population density, with the central region housing 60% of the population and recording 60% of the violence cases, while the northern and southern regions recorded lower rates of domestic violence.

- Databases enable tracking the frequency of violence experienced by the same victims after the implementation of policies, providing insights into the effectiveness of interventions. They also allow for measuring the time intervals between incidents of violence and reporting to the relevant authorities, helping to assess whether policies have improved the community's and victims' responses. Additionally, databases facilitate the comparison of violence rates in areas where policies have been implemented with those in areas without such policies, identifying regions that may require program improvements or increased investment based on geographical patterns.
- Databases can be used to generate periodic reports that include graphs and statistics, making it easier for decision-makers to understand both the improvements and challenges in addressing domestic violence. These visual and data-driven insights help guide informed decision-making and policy adjustments.
- Databases provide valuable insights into the factors contributing to domestic violence, such as economic or cultural conditions. This information is crucial for designing targeted preventive programs that address the root causes of violence and work toward long-term solutions.
- Information from databases allows for the development of targeted campaigns aimed at the groups most vulnerable to violence. By identifying these groups through data, campaigns can be tailored to address their specific needs and challenges.
- Databases help identify the areas or groups most affected by domestic violence, ensuring that resources and services are allocated fairly and effectively to those in greatest need. This targeted approach maximizes the impact of interventions and support.
- Databases reduce redundancy or duplication in service delivery by ensuring that cases are accurately tracked and managed, leading to optimal resource use and preventing the waste of efforts and resources.
- Databases play a crucial role in extracting figures and statistics on domestic violence, supporting the process of gaining support and advocacy for proposed amendments to related legislation. Many people may not be fully aware of the need to protect victims of domestic violence or the importance of legislative support and may view discussions on these issues as external agendas that harm societies and families. Therefore, numbers and statistics serve as a neutral tool for persuading others of the importance and feasibility of amendments and interventions. Digital statistics provide an accurate, objective understanding of reality, helping legislative bodies fulfill their oversight role. As the saying goes, "the language of numbers does not lie." These statistics represent measurable, repeatable facts, free from personal bias, and highlight the truth without emotional or subjective interpretation.





4. Legislation related to data collection on domestic violence cases

The legal framework governing the collection and documentation of data on domestic violence cases will be reviewed to develop a set of suggestions, recommendations, or improvements aimed at strengthening this framework. The goal is to support the creation of a central and unified database, along with a unified automation program for the services provided to individual cases by various parties. This is crucial for effectively addressing domestic violence and ensuring a timely and coordinated response to victims.

4.1 Domestic Violence Protection Law No. 15 of 2017

Protection from Domestic Violence Law addresses the issue of data and information related to domestic violence cases by requiring the Family and Juvenile Protection Department to document all reported or investigated cases. The law also outlines the procedures for reporting domestic violence cases by competent authorities or those obligated to report violence, such as health, social, and educational service providers. Additionally, the law mandates the protection of the confidentiality of data and information on domestic violence cases and imposes penalties on individuals who violate these provisions.

Among the most important provisions in the law related to data is Article 18, which ensures the confidentiality of information on violence: “All procedures and information related to domestic violence cases heard by any party, including the courts, shall be treated with complete confidentiality.” Additionally, Article 21 mandates the creation of a special paper and electronic register within the Family Protection Department, in which cases of domestic violence and the actions taken in response to them shall be documented.

4.2 Personal Data Protection Law No. 24 of 2023

Article 6 of the Law stipulates: “A- The processing is legal and legitimate and may be carried out without obtaining the prior approval or informing the person concerned in the following cases:”

Clause (1) of Article 6 stipulates: “Processing carried out directly by a competent public authority to the extent required to perform the tasks entrusted to it in accordance with the provisions of the applicable legislation or through other contracted entities, provided that the contract includes provisions ensuring compliance with all obligations and conditions set forth in this law, as well as the regulations and instructions issued pursuant thereto.

Clause (9) of Article 6 stipulates: “Processing may be carried out if necessary for statistical purposes, national security requirements, or in the public interest.”

Article 7 of the Law outlines that data processing must meet several conditions to ensure its legitimacy and protection. These conditions include the requirement that the purpose of processing must be legitimate, specific, and clear, and consistent with the original reasons for data collection. The processing must be conducted using legal and legitimate means, based on accurate, up-to-date data. It should not lead to the identification of the individual once the purpose has been fulfilled. Furthermore, the processing must not harm the person concerned or infringe on their rights, either directly or indirectly. It must also be carried out in a manner that ensures the confidentiality and integrity of the information, preventing any unauthorized alterations.

4.3 Regulation No. 33 of 2016 on the National Team for Family Protection from Violence

The law was issued to regulate the work mechanism of the National Team for the Protection of the Family from Violence and to monitor and supervise the implementation of national policies and directions on family protection. It ensures that institutions adhere to these policies, serving as a reference for preparing their institutional plans in the field of family protection and for its members. To achieve this, the team exercises a set of powers and responsibilities as outlined in Article (4) of the Law, including Paragraph (a), which mandates the team to “follow up on the commitment of institutions providing protection services from violence to implement and activate the decisions taken by the team on policies, strategies, and legislation related to family protection.

Paragraph (c) of Article (4) stipulates that the team is responsible for “supervising the implementation of the National Framework for the Protection of the Family from Violence, a document approved by the Council of Ministers, and following up on the implementation of the measures derived from it.

Paragraph (e) of Article (4) stipulates that the team is responsible for “monitoring the compliance of institutions providing protection services against domestic violence using the electronic domestic violence follow-up and supervision system.

Article (6) of the same system stipulates that “the team member shall commit to the following:

- (a) Submit periodic reports every three months on the follow-up of family protection activities, projects, and programs in their institution, the results of the implementation of the national framework document for family protection, the challenges faced by their institution during implementation, and submit periodic reports on the results of these activities, projects, and programs to the team.
- (b) Article 8 of the Law stipulates that “The Council shall facilitate the team’s performance of its tasks and provide specialized technical expertise in the following areas:
 - 1. Examine and assess the laws pertaining to family protection from violence.
 - 2. Drafting summaries of national policies and strategies aimed at protecting against domestic violence.
 - 3. Carrying out studies and research on family protection and providing relevant information and reports.
- (c) The Council shall establish a system to track domestic violence cases, outlining the procedures followed by each institution and their response to such cases.
- (d) The Council shall establish quality standards for the services offered by providers in the field of domestic violence protection.





4.4 Regulation No. 100 of 2019 on Measures Annexed to the Decision on Conflict Resolution in Domestic Violence Cases

The law contains several provisions related to the documentation of data and information on the measures imposed by the decision to approve the settlement in domestic violence cases, including:

Article (4) of the Law states: “The Department shall monitor the perpetrator’s implementation of the measures outlined in paragraph (a) of Article (11) of the Law.

A section shall be established within the Department to implement the adjudicated measures, tasked with the following responsibilities: 1. Organizing records of the provisions outlined in the measure and all actions taken in this regard.

Article 5 of the Law specifies the contents of the register, stating: “The register shall include details such as the type of measure, the name of the competent court, the case number, the judgment date, the executor’s name, health status, and marital status, the institution or body responsible for implementation, a summary of reports on implementation procedures, and any other relevant information regarding the measure.”

Article (11) of the Law mandates that once the competent court approves the settlement and determines the measure, the administration must: (a) establish a special register documenting the perpetrator’s name, the offense committed, the type and duration of the measure, and the implementing entity or institution; (b) create a dedicated file for each case, including a copy of the court’s decision and periodic reports tracking the measure’s implementation; and (c) submit a final report to the competent court upon completion of the measure.

4.5 Shelters for Women at Risk Regulation No. 171 of 2016

Article (4) of the Law aims to guarantee: (a) the protection and temporary shelter of at-risk beneficiaries until their issue is resolved or the danger is eliminated; (b) the provision of essential services, including social, psychological, health, guidance, cultural, and legal support; and (c) the establishment of a database for beneficiaries.

Article 5 of the Law states that, to fulfill its objectives, the House shall carry out various tasks, including: Paragraph (f): Gathering information about beneficiaries, such as their date of entry and exit from the House.

Paragraph (g): Providing the beneficiary with essential information and ensuring she has the means to communicate and seek legal and human rights assistance.

Paragraph (h): Establishing a confidential file for the beneficiary that documents the services provided to her, including information on health, psychological, social, legal, and empowerment aspects.

4.6 Legal Aid Regulation No. 119 of 2018

Legal assistance is offered through representation before the Public Prosecution Departments, regular courts, and the High Criminal Court in accordance with the applicable legislation. Additionally, it is provided through the Legal Aid Fund before

the Courts, established by the Ministry of Justice under the relevant legal provisions. The system sets forth the principles and priorities for granting legal aid to applicants.

- A. The legal aid system provides assistance based on the following categories: 1) Children, 2) The elderly, 3) Women, 4) Persons with disabilities, and 5) Any other category designated by the Minister.
- B. The length of the penalty for the felony, with priority given to those carrying a longer sentence.
- C. The number of family members, with priority given to the applicant for legal aid from the family with the most members. If the Minister's request for legal aid is approved:
 1. The expenses will be covered by the Fund, and a lawyer will be appointed from the list prepared for this purpose, in coordination with the Bar Association.
 2. The Bar Association will be requested to provide full legal assistance to the applicant.
 3. A lawyer will be assigned to provide legal aid from the list of volunteer lawyers.

Article (9) of the Law includes a legal provision regarding data, stating: "A register shall be established in the Directorate to record the names of lawyers appointed under the provisions of Article (208) of this Law.

The Director is required to prepare a report every three months, which will be submitted to the Minister. This report should detail the progress of work in the Directorate, the legal aid provided, and the services rendered by the lawyers.

4.7 Regulation of Family Protection Homes No. 48 of 2004

Paragraph (c) of Article (5) of the Law stipulates that the main objective of the Home is to "Contribute to the development of policies and development plans related to family security by providing the necessary information and data."

4.8 Regulations for Licensing Protection Homes No. 15 of 2009 and Its Amendments

Article 29 of the Instructions specifies that "the home must maintain the following documents and records: Clause (4): A medical record detailing the health status of the beneficiaries. Clause (7): Beneficiary Files, each of which includes: - Special medical reports. - The transfer decision or the decision to approve the reception, which is attached to the reception of emergency cases. - Acknowledgement and commitment by the beneficiary, confirming her voluntary entry into the home and adherence to the rules and regulations in place. - A copy of the family book or personal status card. - A case enrollment form containing details about the reception, such as the date, time, a general description of the case, and any companions. - A summary of the actions taken with the beneficiary."





5. National Documents Addressing Data and Information on Domestic Violence Cases

5.1 National Framework for Family Protection from Violence

The National Framework for the Protection of the Family from Violence included reference to the subject of information and data in more than one place, the most important of which are:

- 1- **Informed Consent:** The framework emphasizes that all stakeholders and professionals involved in providing support and services to domestic violence victims must fully commit to maintaining confidentiality and privacy. This includes sharing personal information only when absolutely necessary and to the extent required. Discussions should take place in designated, safe spaces, free from the presence of individuals not involved in the case. It is crucial to avoid discussing sensitive matters in front of other victims to preserve their privacy and respect their emotions. Victim-related information should only be shared with institutions or parties that are directly involved in providing necessary assistance or intervention. Unnecessary disclosures to any unrelated parties should be avoided, and all information related to the victim and her family members must be documented accurately and preserved in safe, protected locations (whether electronically or in writing) to prevent unauthorized access. Ensuring confidentiality fosters the victim's comfort, encouraging their active participation in support programs without the fear of privacy violations.
- 2- **Participatory approach:** He referred to the participatory approach based on the evening: the framework is based on a cooperative and coordinated approach between institutions working in the field of family protection, and requires that the roles and responsibilities must be clear and detailed and define the common roles and responsibilities of these institutions, in addition to mutual understanding and respect for different professional perspectives; exchange of information and experiences; and provide comprehensive services that are also high in high degree multisectoral and high-quality within the agreed standards. on them.
- 3- **Case assessment stage within case management:** This stage involves collecting and analyzing information related to the individual and their family to determine the appropriate services. The evaluation process begins by gathering and analyzing relevant data about the individual and their family, exchanging and sharing information with the relevant institutions to ensure protection for the individual and their family, while maintaining confidentiality and privacy of the information.
- 4- **Immediate response phase:** This stage emphasizes that documenting the information of the individual and their family is one of the most important tasks to be carried out by all partners. It also involves the development of detailed reports based on this documentation.

5.2 Action Plan for the National Priorities Matrix to Enhance the Protection System against Gender-Based Violence, Domestic Violence, and Child Protection (2021-2023)

The plan included a reference to the subject of data management as follows:

Comprehensive Approach to Data Management:

Service Providers	National Council for Family Affairs, National Team for Family Protection	Number of entities required to implement the case management system
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Implementation and Coordination in Case Management:

Action	Responsible Entities	Indicators
Generalization and activation of a unified case management system for handling violence cases at the national level.	National Council for Family Affairs, National Team for Family Protection, International Organizations, Relevant Entities	Number of trained individuals using the case management system
Training case management system users in legal and administrative procedures.	National Council for Family Affairs, National Team for Family Protection, International Organizations, Relevant Entities	Number of trained individuals
Conducting a study on intervention cases in shelters providing preventive and protective services.	Ministry of Social Development, National Council for Family Affairs, National Team for Family Protection, National Committee for Women's Affairs, International Organizations, Relevant Entities	Study prepared
Conducting a national survey on gender-based violence, domestic violence, and child protection issues (awareness, attitudes, responses).	Ministry of Social Development, National Council for Family Affairs, National Team for Family Protection, National Committee for Women's Affairs, International Organizations, Relevant Entities	Study prepared



Coordination and Governance Implementation:

Action	Responsible Entities	Indicators
Establishing a structured framework for issuing periodic reports on case tracking in the protection system.	National Council for Family Affairs, National Team for Family Protection, International Organizations, Relevant Entities	Number of issued periodic reports
Defining clear mechanisms for linking databases within the protection system and ensuring referential integrity.	National Council for Family Affairs, National Team for Family Protection, International Organizations, Relevant Entities	Reports on work progress and level of implementation on a regular basis
Developing a structured document outlining mechanisms for ensuring sustainability of emergency response for cases of violence in crisis situations.	National Council for Family Affairs, National Team for Family Protection, International Organizations, Relevant Entities	Approved framework document
Preparing a specialized document detailing mechanisms for providing care, protection, and communication services for all cases of violence, regardless of gender, disability, or language.	National Council for Family Affairs, National Team for Family Protection, Ministry of Social Development, International Organizations, Family and Protection Communications Organizations	Mechanisms document prepared
Developing an oversight framework to ensure the provision of services for cases of violence.	National Council for Family Affairs, National Team for Family Protection, Ministry of Social Development, International Organizations, Family and Protection Communications Organizations	Monitoring framework established

5.3 Accreditation and Quality Assurance Standards for Services Provided with Domestic Violence Cases / NCFVA

Referring to the guide for applying accreditation and quality control standards for services provided to domestic violence cases, and within the framework of institutional capacity standards, a specific section was included on “Methodologies/ Procedures and Models for Data and Information Management.” This section outlines the identification of relevant data, ensuring its preservation and security, retrieval processes, and utilizing the data for writing periodic reports and supporting decision-making. After reviewing the legal framework related to data on domestic violence cases, it is important to assess the current situation of various entities handling domestic violence cases, in the upcoming sections.

6. Authorities responsible for data related to violence by sector include³⁶

Social Services	Police and Justice Services	Health Services	Partnership and Coordination
Ministry of Social Development	Ministry of Justice, Judicial Institute	Ministry of Health (Hospitals, Health Centers, Specialized Clinics)	National Council for Family Affairs
“Shelter Homes”	Regular Courts	Emergency Medical Services	National Team for Family Affairs
Al-Moouna Fund	Religious Courts (Sharia and Ecclesiastical)	Royal Medical Services (Hospitals and Facilities)	Ministry of Health
The National Committee for Women’s Affairs	Civil Society Organizations	Private Hospitals Association	Ministry of Social Development
Women’s Institutions	Judicial Council	Jordan Medical Association	Judicial Council
Civil Society Organizations	Public Prosecution	Nursing Association	National Committee for Women’s Affairs
Non-Governmental Organizations	Ministry of Interior, Public Security Directorate	Local and International Medical Organizations	Family Protection and Juvenile Department
	Family Protection and Juvenile Department	Psychologists Association	Local and International Organizations (Non-Governmental Organizations)
	Royal Academy for Training		

The report on the economic cost of domestic violence against women in Jordan outlined some of the data maintained by the agencies handling violence cases, including the Ministry of Social Development, which is responsible for providing social care services to women survivors of domestic violence. These services include operating five public shelters that offer shelter and protection to women and girls who are survivors of domestic violence. Case management and follow-up: Psychosocial and legal support is provided to survivors through both office visits and home visits to ensure their rehabilitation and reintegration into society. The Ministry collects data related to these services through its specialized units, in cooperation with the Project Coordination Committee. Additionally, workshops are held with direct service providers to discuss and update the necessary information.

The Ministry also issued a “Guideline for the Design of a Gender-Responsive Results-Based Monitoring and Evaluation System” in collaboration with UN Women. This guideline aims to standardize monitoring and evaluation mechanisms and provide tools and models to assist in the evaluation process of programs and projects, enhancing transparency and accountability. These efforts highlight the Ministry of Social Development’s commitment to developing policies and programs based on accurate data, which ultimately contributes to improving the quality of services provided to women survivors of domestic violence, ensuring their needs are met effectively and efficiently.

36. Executive Plan for the National Priorities Matrix to Strengthen the Protection System from Gender-Based Violence, Domestic Violence and Child Protection 2021-2023 issued by the National Council for Family Affairs 2020





Ministry of Justice: According to data from the Mizan Court Information Management System, which records all cases pending before Jordanian courts, domestic violence cases against women and girls accounted for approximately 0.6% of the total cases resolved in 2021. The Mizan system was developed in several phases, with the Ministry of Justice beginning its first attempts to computerize court procedures at the Palace of Justice in Amman in 2004. By 2005, the initial version of Mizan 1 was developed, and the system continued to evolve, eventually covering most of the Kingdom's courts by 2007.

Ministry of Health: The Ministry of Health in Jordan provides services to survivors of domestic violence, including multiple visits for assistance. However, there is currently no system in place to track whether these figures align with recurrent cases. According to available information, the Ministry does not have a specific system to monitor the frequency of visits by survivors of domestic violence. While there are several health information systems in place, such as the Maternal Mortality Monitoring System and the Electronic Communicable Disease Monitoring System, there is no dedicated system to track the frequency of visits by survivors of domestic violence.

The Ministry of Health acknowledges the importance of developing advanced health information systems to enhance the quality of services provided. To this end, the Ministry has established a centralized system to monitor and assess hospital performance through a set of indicators. However, there is no specific system in place to monitor the frequency of visits by survivors of domestic violence.

Considering the significance of this issue, it would be beneficial for the Ministry of Health to develop a system to monitor the frequency of visits by survivors of domestic violence. This would help improve the quality of services provided and ensure more effective resource allocation.

Family and Juvenile Protection Department: The Family and Juvenile Protection Department in Jordan collects information related to reported incidents of domestic violence and sexual assault. This data is typically collected manually and entered into the electronic database of the Public Security Directorate (PSD).

7. Analyze the legal framework for domestic violence data

An examination of the legal framework, based on the comprehensive legislation mentioned above, reveals the following:

- **The lack of a legal requirement to establish a central database for domestic violence cases:** The Protection from Domestic Violence Act does not address data or information collection in its provisions. Article 21 of the Act only refers to the creation of a specific paper and electronic register to document domestic violence cases and the actions taken in the Family Protection Department. However, the UN Women's Guide to Legislation on Violence Against Women includes a recommendation for legislation to mandate the regular collection of statistical data on the causes, consequences, and frequency of all forms of violence against women, as well as the effectiveness of measures to prevent and punish violence. This data should be disaggregated by gender, race, age, affiliation, and other relevant characteristics.³⁷

On the other hand, the Council of Europe Convention on preventing and combating violence against women and domestic violence, also known as the "Istanbul

37. Handbook of Legislation on Violence against Women, UN Women, p. 20.

Convention,³⁸ highlights the gradual integration of indicators related to violence against women into existing official statistics and the collection of new data using a comprehensive approach. The data collection requirements set by the Istanbul Convention for States are notably extensive, as demonstrated by both the text of the Convention and the accompanying interpretative report. These obligations include:

- Collect data on a regular basis over time.
- Collect data on all types of violence addressed by the Convention.
- Collect additional relevant data, which may include, depending on the country, data gathered from healthcare services, social welfare services, law enforcement agencies, non-governmental organizations, and judicial bodies.
- Collect data at the federal, provincial, and local levels.
- Collect data disaggregated by gender, age, type of violence, victim-perpetrator relationship, geographic location, and other factors considered relevant by the State, such as disability.

The provisions of the Protection from Domestic Violence Law do not address the issue of “data or statistics” related to domestic violence. The law does not specify a national or official body or mechanism responsible for establishing, collecting, or extracting such data. Additionally, it does not require service providers to regularly provide any party with this data, nor does it outline the type of data to be included in the database. Furthermore, the law does not mention the development of statistics on cases of violence.³⁹

It is important to refer to the text of Article (19) of the Federal Decree-Law on Protection from Domestic Violence in the UAE, which states: “1. An electronic register shall be established in the Ministry and the competent authority, where all data, information, and statistics related to cases of domestic violence, as well as any changes or updates, shall be recorded.”

2. The competent authority shall connect and share the data, information, and statistics mentioned in paragraph (1) of this Article with the Ministry.
3. The data and information to be entered into the register shall be specified by the decision of the Minister, in coordination with the head of the competent authority.
4. The Ministry and the competent authority shall share and link all data recorded in the electronic register, along with any changes or updates, with the electronic

38. European Parliamentary Research Service, The Istanbul Convention: A tool for combating violence against women and girls, November 2022. Last visited 22 December 2024.

39. In 2018, Morocco enacted a national law to combat violence against women. Article 12 of this law established an independent national committee tasked with the following duties: coordinating efforts between various sectors involved in preventing and responding to violence against women, promoting integration between national, regional, and local institutions, providing advice on national, regional, and local action plans to combat violence against women, evaluating these plans, and offering recommendations for their improvement.

The committee was chaired by retired Judge Zohour El Horr, Morocco’s first female judge, who played a key role in drafting the national anti-violence law. The committee established terms of reference that outlined its objectives, tasks, membership, and secretariat support mechanism. It identified several key challenges, including the lack of a unified glossary for defining crimes against women and the absence of an integrated intersectoral information system to reduce data redundancy. The committee recommended the creation of a unified national database, the development of standardized indicators and definitions of violence against women, the improvement of technical infrastructure, and the enhancement of the capacity of specialized units in sectors such as health and justice.





databases of the authorities responsible for implementing the provisions of this Decree Law, ensuring real-time data linkage.

5. All information recorded on the register is confidential and may only be accessed by authorized specialists for work-related purposes or upon request by the judicial authority.

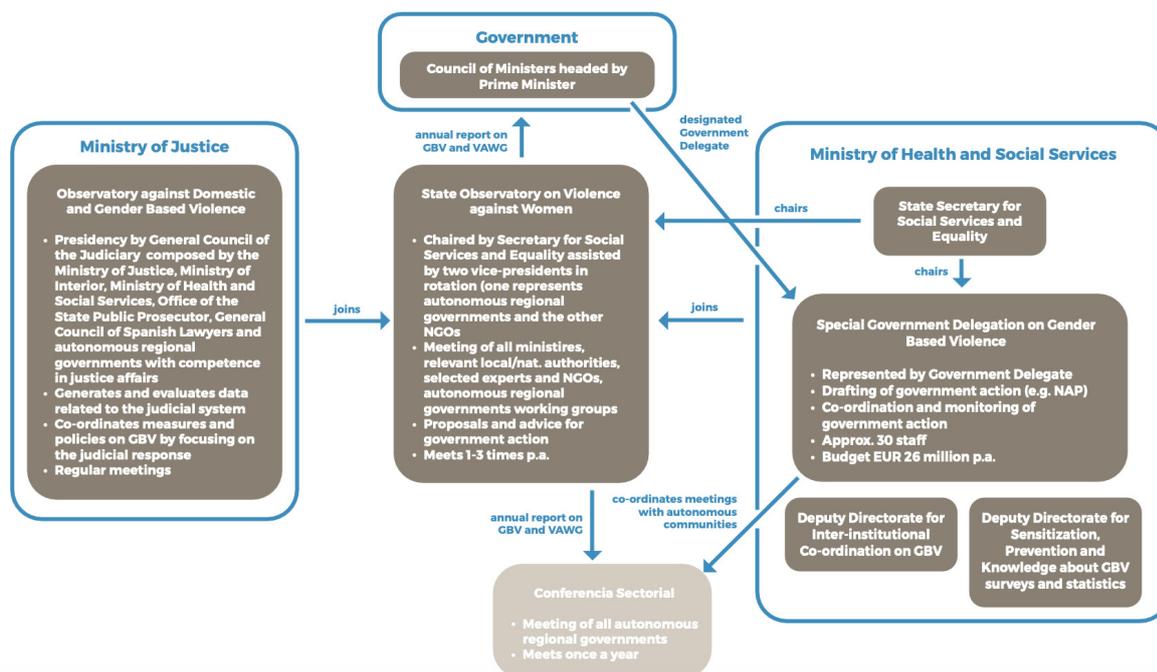
- **The absence of a designated entity responsible for collecting data on domestic violence.** The Jordanian legislator did not designate a specific entity responsible for collecting data, information, and statistics on domestic violence or for establishing official figures on the matter. The responsibility assigned to the Family Protection and Juveniles Department was limited to cases of domestic violence that were reported to the department and the actions taken in response. The law addressed a register rather than a comprehensive database. In contrast, the UAE legislator mandated the relevant ministry and authority to compile and update all data, information, and statistics on domestic violence. Drawing from the experiences of other countries, such as Guatemala, which collects accurate and regular data on violence from various sources, including government institutions (police, judiciary, health) and NGOs, and conducts surveys focusing on gender-based violence, can serve as an example. This data is then analyzed by types of violence (physical, psychological, sexual, economic) and categorized by age, geographical region, and socio-economic level, providing a clear understanding of the most affected groups. Similarly, the Albanian Law on Measures to Combat Violence in Family Relations mandates the Ministry of Labour, Social Affairs, and Equal Opportunities to maintain statistical data on domestic violence levels⁴⁰.

Spain has also developed a comprehensive regulatory framework to combat violence, where all ministries involved in the coordination mechanism generate specialized statistics, supported by the National Institute of Statistics.⁴¹

40. World Health Organization, *Improving Administrative Data Collection on Violence Against Women and Its Use*, 2023, p. 23. Last visited December 22, 2024.

41. Council of Europe, [Implementing Article 10 of the Council of Europe Convention on preventing and combating violence against women and domestic violence – establishing national coordinating bodies: Analytical report of common challenges and lessons learned from bodies set up under different international human rights treaties](#), 2016, p15. Last visited 22 December 2024.

Bodies involved in the national Co-ordinating Mechanism under Article 10 of the Istanbul Convention in Spain



The National Observatory on Violence Against Women is led by a president and two vice-presidents, appointed on a rotating basis. One vice-president represents one of Spain's 17 governments and autonomous communities, while the other represents a non-governmental organization (NGO). This structure is designed to ensure regional representation and incorporate the NGO perspective. The Observatory meets one to three times annually and includes representatives from all ministries, regional governments, civil society organizations, and academic experts. Members of the Observatory form working groups to address specific issues, compile reports on progress, and assess implemented policies and measures. The Observatory also releases annual reports and has established a detailed set of indicators, known as the "System of Indicators and Variables for Gender-Based Violence," to gather data on gender-based violence. Additionally, the Observatory organizes seminars and meetings with relevant institutions, such as the Ministry of Justice and the Ministry of Health and Social Services, to involve them in planning, execution, and data collection processes.

On the other hand, Article (8) of the system of the National Team for the Protection of the Family from Violence outlines the team's responsibility to conduct studies and research on family protection and provide related information and reports, with technical support from the Council. The Council has been working on issuing an annual report for the National Team, which includes the number of violence cases and some statistical data. However, this report is not considered official. The Secretary-General of the National Council for Family Affairs (NCFA) clarified that the data and statistics in the annual report "cannot be circulated as national statistics nor adopted as representative of domestic violence cases in the Kingdom." The numbers presented are viewed as "indicators of cases of domestic violence or preliminary readings," due to the nature of the information provided to the team by various parties. The team's goal is to enhance institutionalization through a more comprehensive and systematic approach.⁴²

42. Al-Ghad newspaper, [58,000 cases of domestic violence recorded for 2023](#), April 23, 2024. Last visited on 22 December 2024.



The Department of Statistics is the sole government entity authorized to collect statistical information and data from respondents. This includes the collection, classification, storage, analysis, and dissemination of official statistics across various sectors, such as social, demographic, economic, agricultural, environmental, cultural, and any other areas related to society's conditions, activities, and circumstances. This process is carried out in accordance with the recognized definitions, classifications, standards, methods, and techniques in the field.⁴³ The Department of Statistics typically includes a dedicated section on domestic violence in certain population and family health surveys. These surveys use questionnaires directed at families to gather data on domestic violence, covering aspects such as the number of individuals affected, the types of violence experienced (physical, psychological, emotional, sexual), and the relationship between the perpetrator and the victim. Individual interviews are conducted with women (aged 15–49 years) selected for the survey sample, and official records are reviewed. Police, court, and hospital records are analyzed to gather supplementary data on domestic violence complaints, medical or legal interventions provided to survivors, and registered cases of violence. Additionally, organizations working to combat domestic violence contribute extra data from their field studies or reports.⁴⁴

However, this survey includes only married or previously married women within the age group of 15–49 years, which negatively impacts the results of the survey in this area, as well as the policies and programs implemented.⁴⁵

In addition, this survey is conducted every five years or more, meaning it does not provide periodic or annual updates on violence and its indicators.⁴⁶

- **The legislator addressed individual records and personal data:** The Jordanian legislator addresses data and information related to domestic violence cases at the individual case level by focusing on records maintained by law enforcement agencies or service providers, rather than aggregate data or information. This approach is evident in the requirement for various authorities to maintain special files for the cases they handle. For instance, Article (5) of the Law governing dispute settlement in domestic violence cases outlines the contents of the record concerning measures imposed by the court. Similarly, Article (5) of the Law on Shelters for Women at Risk mandates the creation of a file for each case, which includes information related to the services provided, covering health, psychological, social, legal, and empowerment aspects. The data within these files is considered confidential. Additionally, Article (9) of the Legal Aid Law specifies the contents of the legal aid register, which records the names of lawyers assigned under Article 208 of the law, as well as the names of the courts and the case numbers of the cases filed before them.

43. Article 4 of the General Statistics Law No. 12 of 2012

44. Department of Statistics, Release of the 2023 Population and Family Health Survey Results, November 2023. Last visited December 22, 2024.

45. <https://www.sigi-jordan.org/article/5272>

46. One of the surveys conducted was the 1990 Population and Family Health Survey: the first of its kind in Jordan to gather data on reproductive health and family planning. The 1997 Population and Family Health Survey: it collected updated data on population and health indicators. Population and Family Health Survey (2002): Focused on reproductive and child health issues. Population and Family Health Survey (2007): For the first time, data on domestic violence was collected. Population and Family Health Survey (2009): An update of previous data with a focus on new indicators. Population and Family Health Survey (2012): Collected data on reproductive health, maternal, and child health. Population and Family Health Survey (2017–2018): Included data collection on nutrition and anaemia. Population and Family Health Survey (2023): [Details to be provided if available].

Although the legislator addresses the records and files for cases handled by each service provider, specifying the contents based on the services provided, the guide for applying accreditation and quality control standards for services offered to domestic violence cases also includes a provision related to the “establishment of databases.” This provision includes the following:

Establishing Databases

The process consists of four sequential stages:

First: The Stage of Identifying Data and Its Sources, Which Includes:

- Determining the data to be collected.
- Defining the four main types of data for the institution.
- Identifying key sources for collecting these data.
- Specifying the available means and methods for data collection.
- Establishing the mechanisms for collecting data from primary sources.
- Defining data collection and recording forms in alignment with institutional objectives.
- Setting a plan for the periodic review of data collection methods.

Second: The Stage of Obtaining, Storing, and Processing Data, Which Includes:

- Methods for obtaining data in various forms.
- Storing, sorting, and processing data.
- Analyzing data to support decision-making and goal achievement.
- Comparing data and deriving conclusions.

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Third: The Stage of Benefiting from Data and Information, Which Includes:

- Extracting and utilizing data in analysis and review processes.
- Integrating data into reports to be shared with partners and stakeholders.
- Using data to develop policies and service improvement plans.

Fourth: The Stage of Periodic Review and Ensuring Accuracy and Objectivity, Which Includes:

- Establishing a mechanism for reviewing and verifying the validity of data.
- Conducting periodic reviews to ensure the data aligns with the institution’s objectives.



Accordingly, this guide is considered as a guide for those who provide services to victims of domestic violence or dealing with the protection system, to build a database on domestic violence cases, but it is important to note that this pertains to databases maintained at the level of each individual entity, rather than a centralized database.

It should be noted that these entities handling domestic violence cases can process the data they have related to violence in order to access information about the services provided to victims, without the need for the data subject's consent, as per Article (6) of the Personal Data Protection Law. This processing is carried out by a competent public authority, as required to fulfill the tasks entrusted to it by applicable legislation, or through other contracted parties, provided that the contract includes provisions to ensure compliance with all obligations and conditions outlined in the law, as well as relevant regulations and instructions. This processing would enable the law enforcement authority to access the required data, as long as the identity of the data subject remains protected.

Here, we can highlight the efforts made by some official bodies that provide services to victims of domestic violence by extracting collective data. This is evident from the reports received by the Ministry of Development, the Ministry of Health, and the Department of Family Protection and Juveniles, which include the following information:

Data received from the Family and Juvenile Protection Department

#	Statement	2022	2023	End of October 2024
1	Total number of cases handled by the Family Protection Department and Juvenile Affairs since 2022	39,260	41,994	37,656
2	Number of "family file" cases referred to the judiciary in 2022	7,471	7,370	7,086
3	Number of crimes classified by prosecutors as sexual assault crimes within "family file" cases referred to the judiciary (sexual assault crimes and acts of indecency)	3,344	3,287	3,244
	Number of other miscellaneous crimes	3,179	3,209	3,178
	The statistical system in the Family Protection Department and Juvenile Affairs is linked to civil status records, ensuring comprehensive data control, and making all necessary data available in an accurate and secure manner.			
	Cases handled by the Family Protection Department and Juvenile Affairs rely on an integrated statistical system and electronic data rules, where data and statistics are shared with relevant entities and stakeholders within a protection system. No party is provided access without obtaining the necessary approvals.			

Data received from the Ministry of Health

Statistics on Domestic Violence Cases for the Ministry of Health in 2023

Type of Violence	day - 12 years 1 (Male)	day - 12 years 1 (Female)	years 18 - 12 (Male)	years 18 - 12 (Female)	years 60 - 18 (Male)	years 60 - 18 (Female)	Above 60 years (Male)	Above 60 years (Female)	Total
Physical Violence	398	353	752	928	3,487	75	71	71	6,135
Sexual Violence	10	9	5	35	1	37	3	0	100
Neglect	55	0	3	0	0	1	0	1	60
Psychological Violence	1	1	0	0	2	1	0	0	5
Total	464	387	757	931	3,525	79	71	72	6,286

Data received from the Ministry of Social Development

Admissions to Protection Shelters

Gender	Age Categories
	years 0-7
Male	376
Female	409
Women	3,940
Total (Male & Female)	1,732

Nationalities of Residents in Protection Shelters in 2024

Shelter Name	Jordanian	Syrian	Egyptian	Gazan	Moroccan	Lebanese	Identified Not	Nationality
Amman Shelter House	35	2	1	1	2	1	27	
Dar Al-Wifaq (Northern Region/Al-Mafraq)	7	1	1	1	0	0	50	
Dar Al-Wifaq (Irbid Region)	3	0	0	0	0	0	0	
Dar for Rehabilitation and Protection from Violence	3	0	0	0	0	0	11	
Dar for Elderly and Destitute Protection	5	1	0	0	0	0	14	



- **Information exchange:** The Protection from Domestic Violence Law does not include a provision mandating the exchange of information and data among entities involved in domestic violence cases for the purpose of compiling national-level data and statistics. However, the National Framework for Family Protection emphasizes the importance of cooperation between various stakeholders in addressing domestic violence, although it does not specifically address the obligation for systematic data sharing among these bodies.⁴⁷ The participatory approach mentioned in the context of domestic violence refers to a framework that is based on cooperation and coordination between institutions working in the field of family protection. It emphasizes the need for clear and detailed roles and responsibilities, along with the definition of common roles for these institutions. Additionally, it advocates mutual understanding and respect for different professional perspectives, the exchange of information and experiences, and the provision of comprehensive, high-quality multisectoral services within agreed standards.

In the case assessment stage within case management, the process involves collecting and analyzing information related to the individual and their family in order to identify appropriate services. This process begins with gathering and analyzing relevant information, including that related to the individual and their family. It also includes the exchange and sharing of this information with relevant institutions, ensuring that the confidentiality and privacy of the information are respected.

In the immediate response stage, documenting information about the individual and their family is identified as one of the most critical tasks to be followed by all partners. Additionally, the development of relevant reports is emphasized at this stage to ensure effective documentation and response.

The framework focuses on the exchange of information at the individual case level, defining the necessary boundaries for providing services by different parties. However, it does not address the exchange of macro-level information or the provision of such data to a specific entity. In this context, the experience of Kosovo in 2018 could serve as a valuable reference. Kosovo established an integrated and unified database that collects information on violence against women and institutional responses. The Ministry of Justice, under the supervision of the National Coordinator for Protection from Domestic Violence, became the central hub for this database. A memorandum of understanding was signed by the ministers responsible for police, social work, and the courts to ensure the provision of data for the unified database. Furthermore, shelters operated by civil society organizations were granted access to enter data into the integrated database, ensuring a comprehensive approach to tracking and responding to domestic violence cases.⁴⁸

The concerned authorities in Jordan have signed an agreement to institutionalize a project aimed at automating procedures for managing domestic violence cases at the national level. The project's objective is to standardize the immediate response procedures for domestic violence cases and ensure that necessary services are provided within a unified electronic system. This system will establish clear roles, responsibilities, and tasks for all involved parties, and facilitate the transfer and follow-up of cases between institutions. It will also create a unified case file to enhance coordination and ensure timely responses in accordance with the participatory approach. Additionally, the project includes an action plan that defines roles and responsibilities with a specific time frame for follow-up, as well as the establishment of a national database to record, track, and evaluate responses to cases. Efforts to update and develop the system are ongoing, based on feedback from the pilot phase.

47. NCFV website, [policies and legislation](#), last visited on December 22, 2024.

48. UN Women and WHO (2022), [Improving the collection and use of administrative data on violence against women](#), p. 45, last accessed 20 January 2025.



The National Council for Family Affairs (NCFA) and UNICEF launched a pilot phase for automating procedures to handle cases of violence within the service delivery locations of partner institutions, including the Family and Juvenile Protection Department, the Ministry of Social Development, the Ministry of Health, the Ministry of Education, and the Jordan River Foundation. The pilot, implemented in East Amman, was designed to align with the national framework for family protection and the respective institutional procedures. The system defines the methodology for addressing cases, specifying roles and responsibilities for all parties involved, and adopts a participatory approach aimed at enhancing service quality and the speed of response to cases of violence and protection. The system's pilot phase was closely monitored by a national advisory body (Leadership Index Company) and supported by a qualified field team to provide technical assistance and ensure the achievement of the pilot's objectives. The success of this phase depends on the active involvement of all partner institutions, with staff committed to using the system from the reception of a case, through intervention planning and referrals, until the closure of the case file.⁴⁹

The National Council for Family Affairs also introduced four comprehensive procedural guides aimed at standardizing and streamlining the processes for service providers addressing cases of gender-based violence, domestic violence, and child protection. These guides were adopted as official references by relevant institutions in responding to violence cases and implementing preventive measures. They outline the roles and responsibilities of institutions such as the Ministries of Interior, Education, Health, and the Family Protection and Juvenile Department within the Public Security Directorate in a clear and detailed manner.

The guides also specify the mechanisms for handling each case in a systematic process that ensures continuous supervision and follow-up. They are designed to align with the institutional frameworks of each organization, address the needs of cases effectively, and prioritize the best interests of individuals. Furthermore, they promote a unified approach and shared language among all professionals working in the field of violence protection.

Regarding aggregate or statistical data, some entities providing services compile total statistics based on the specific services they offer, as reflected in the documents received from them, which we referenced earlier. However, it is observed that official authorities in Jordan exchange statistics and data only as necessary to fulfill their duties. This exchange typically occurs through formal correspondence, where the requesting party sends official letters to the entity holding the data. These letters generally specify the type of data required and the intended purpose for the data request.

8. Recommendations

Considering the insights gathered from the current legal framework and the practices followed by entities providing services to victims of domestic violence, as well as the need to establish a national database for tracking cases and the services offered, and to prevent the recurrence of such cases, the following steps should be considered:

- **Establishing or Designating a Centralized Body:** It is essential to establish a mechanism, body, or designate an existing entity responsible for collecting and analyzing data on domestic violence and generating approved national statistical reports.

49. Jordanian Anbar Agency – Petra, [Launching the system of automating procedures for dealing with cases of violence in the places of service provision](#), published on January 15, 2023, last visited on January 20, 2025.

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- **Data Generation and Accessibility:** The entity responsible for generating data should monitor, record, and document the cases it handles, including the services and interventions provided. This data must be accessible not only to the producing entity but also to decision-makers, governmental and non-governmental bodies, international organizations, and civil society groups. The data should be organized and presented in a way that facilitates easy reference and use.
 - **Standardizing Data Collection and Recording:** To ensure consistency and avoid duplication, it is crucial to standardize the methods of data collection and recording across all entities involved. This requires identifying a central authority responsible for overseeing and coordinating these processes to create a unified and consistent approach to data management.
 - It is important to differentiate between the entity responsible for generating data —by monitoring, recording, and documenting the cases it directly handles, including the services and interventions it provides— and the central authority responsible for consolidating data from various sources. While the entity generating data focuses on collecting information specific to its own activities, the central authority's role is to oversee, aggregate, and analyze data from multiple entities to create comprehensive national statistics. This ensures that the data is accessible to decision-makers, governmental and non-governmental bodies, international organizations, and civil society groups.
 - This process is crucial for utilizing this data to derive numbers and statistical information at the entity level. However, it should be emphasized that the use of this data should not be limited to the entity that produces it. Instead, it must be accessible to decision-makers, governmental and non-governmental bodies, international organizations, and civil society groups. To facilitate this, the data should be organized and presented in a way that is easy to reference. Furthermore, as previously mentioned, the scope of data extraction is often restricted to the individual level of the body concerned, rather than incorporating data from other entities involved in the same case. Therefore, it is necessary to standardize the methods of data collection and recording to prevent duplication and ensure the consistency of data across different stakeholders. This necessitates identifying a central authority responsible for overseeing and coordinating these processes.

A national body or dedicated mechanism could be established specifically for the purpose of collecting and standardizing data from various institutions such as the police, hospitals, courts, and civil society organizations. This body would ensure that data is processed efficiently, eliminating duplication and overlapping, and produce periodic national reports that accurately reflect the true extent of domestic violence in the country. Alternatively, this responsibility could be assigned to an existing official entity, such as the Ministry of Social Development, the Department of Statistics, the Department of Family Protection and Juveniles, or the National Council for Family Affairs. This approach would streamline the process, saving time and resources while leveraging the existing infrastructure and expertise within these bodies.

The National Council for Family Affairs (NCFA) can be viewed as the primary national reference body for extracting data and statistics on domestic violence cases in Jordan. This is particularly relevant given the presence of the National Team for Family Protection from Violence, which is currently preparing an annual report on domestic violence across various sectors. The team includes representation from a range of official bodies and civil society organizations, further enhancing its capacity to provide comprehensive and accurate data.



For a unified national database to be effective, it is critical to standardize the data collection systems across the various entities involved in domestic violence response. This requires a thorough assessment of the existing data management practices within each organization, whether governmental or civil society—that provides services to victims. It is necessary to evaluate how data is collected, the types of data gathered, and how partial information is aggregated into comprehensive statistics.

To achieve this, the designated body or mechanism responsible for national data compilation must establish clear guidelines for the types of data required, the uniformity of reporting formats, and the use of standardized questionnaires when collecting information from victims. Furthermore, creating an integrated electronic system to link data across all concerned parties will ensure the efficient exchange and consolidation of information, thereby enhancing the quality and accessibility of domestic violence statistics for policymaking and response coordination.

Chapter VII of the manual, titled “Policies and Guidelines for Preventing and Responding to Cases of Violence in Jordan”⁵⁰

Chapter VII of the manual, issued by the National Council for Family Affairs, includes a dedicated section on “Documentation and Data Management” as a critical element of the case management process. This section outlines key considerations to ensure a secure environment for managing case files within the information management system. It also emphasizes the automation of procedures for handling domestic violence cases through an electronic system, which will be used by all institutions providing services to such cases. Additionally, three indicators have been identified to assess the level of commitment by institutions to the documentation mechanisms.

Here, we can refer to the report issued by the team on the GBV Information Management System, which highlights the involvement of a number of organizations that provide psychosocial support through the case management approach.⁵¹ The report also highlights the involvement of organizations that provide psychosocial support through the case management approach. These organizations signed an information-sharing protocol and agreed on a standardized format for the information to be shared with the team. This collaboration allows the team to compile the data, draft comprehensive reports, and offer strategic guidance for gender-based violence programs.⁵²

To ensure the accuracy and reliability of the data needed for policy and strategy development, the form and type of data that authorities must provide to the national entity or mechanism have been clearly defined. The guide on policies and guidelines for the prevention and response to cases of domestic violence includes three key indicators to assess institutions’ adherence to documentation protocols. The first indicator focuses on the documentation of services provided within the case file, emphasizing the existence of a specific documentation mechanism. This mechanism should ensure that information is recorded in approved, standardized forms with serial numbers, making it easy to track and classify the data.

- A national website for domestic violence data could be established, as decided by the Council of Ministers, to provide up-to-date statistics, including tables, data, and indicators prepared by service providers. This platform would enable the preparation of periodic reports on these statistics in one central location. The Jordanian National Commission for Women’s planned Women’s Observatory

50. The NCFCA website and training manuals were last visited on December 22, 2024.

51. The organizations involved include the International Relief Committee (IRC), Intersos, Jordanian Women’s Union, Noor Al Hussein Foundation, Jordan River Foundation, Arab Women Organization, and UNHCR.

52. Annual Report of the Jordanian Task Force on the Gender-Based Violence Information Management System, 2022. Last accessed on December 22, 2024.



could serve as a valuable resource for this initiative. The Observatory will monitor and collect both quantitative and qualitative data related to women in Jordan, supporting their participation in various economic and political sectors. It will also serve as a reference for stakeholders, aiding in the development of policies, studies, and evidence-based decision-making, thereby facilitating the provision of data and statistics on violence against women.⁵³

It is crucial to conduct comprehensive and precise studies that incorporate statistical, empirical, and qualitative dimensions when addressing issues related to the protection of women from violence. Policymakers often rely on limited, generalized data or qualitative insights influenced by stereotypes about women. Therefore, detailed studies are necessary to gain a more accurate understanding of the key obstacles hindering the reduction of violence against women. These studies should aim to develop indicators that can effectively measure progress in addressing these issues.

- Developing data on violence against women contained in the report of the National Center for Human Rights, adding more statistics, and using periodic and quarterly reports issued by the National Council for Family Affairs, and statistics issued by the Department of Family and Juvenile Protection and the Department of Statistics.
 - Monitoring cases of violence against women through the Mizan program should be conducted at various levels of the courts, analyzing factors such as conviction and innocence rates, case adjudication duration, the outcomes of sentences, and the application of aggravating and mitigating circumstances. Additionally, it is essential to assess the extent to which these cases are linked to the termination of personal rights. Annual reports based on this data would play a vital role in identifying different forms of interventions, including necessary legislative reforms, to enhance the protection of women from violence.
- Securing funding sources for data collection is crucial, as significant efforts have been made in recent years to reprocess and utilize existing data from the Department of Statistics, including data from censuses and surveys, to address gender-related issues. For instance, in the Population and Family Health Survey, additional questions were included to gather previously unavailable data on topics such as violence against women, child marriage, early marriage, forced marriage, and genital mutilation. One of the challenges faced is ensuring the financial resources needed to provide data for indicators that are currently unavailable, such as those related to the Violence Against Women Survey. These surveys are essential for generating data on the 80 gender-related indicators that intersect with the Sustainable Development Goals. In this context, the text of Articles 7 and 8 of the Polish Law on Domestic Violence can serve as a reference, as it mandates the Minister of Social Affairs to direct and finance research and analysis on violence.

Building studies to calculate the economic cost of domestic violence on women based on reliable data and information is crucial for understanding the broader impact of violence on society. In 2019, the Economic and Social Commission for Western Asia (ESCWA) issued the “Guidelines for Estimating the Economic Cost of Domestic Violence in the Arab Region⁵⁴”, The guidelines aim to assist government officials, program managers, and researchers in estimating the economic cost of domestic violence in the region, particularly considering the existing data gaps in this field. By highlighting the financial resources wasted due to domestic violence,

53. Jordan News Agency. Memorandum of Understanding between the National Committee for Women Affairs and Public Statistics, December 16, 2024. Last visited December 22, 2024.

54. Estimating the Economic Cost of Domestic Violence against Women in Jordan (2024). Last visited on December 23, 2024.

the assessment emphasizes the economic burden this issue places on society. This can motivate governments and institutions to implement measures to reduce domestic violence. Additionally, the assessment provides accurate data that can be instrumental in formulating effective policies and programs aimed at preventing domestic violence and addressing its lasting impacts.

Accurate and comprehensive data is essential for understanding and addressing domestic violence. Through the analysis of social data, patterns and trends that may not be readily apparent through traditional data collection methods can be identified. This helps in the development of more effective strategies to combat this issue. Moreover, consolidating statistical data from agencies involved in addressing violence against women enables the creation of an accurate and unified database. This, in turn, leads to a clearer understanding of the phenomenon of violence and helps in formulating more efficient policies and programs to protect and empower women.

Furthermore, the establishment of new mechanisms for collecting information on cases of violence improves the capacity of journalists and researchers to provide more precise and objective reporting. This not only enhances community awareness but also plays a significant role in addressing these issues more effectively.



