



Challenges and Obstacles: Women Breaking the Cycle of Violence in Jordan

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Chapter One:

Part 1: Introduction

Violence against women (VAW) is a universal problem, primarily related to human rights and is a severe violation of their rights as human beings. Arab women, like other women across the world, suffer from different forms of violence and discrimination, and this is due to religious factors as well as other social and cultural practices, in addition to the unequal power relationship between women and men in society, whereby violence against them is a result of gender discrimination. This is why dealing with this delicate issue whether by women or by other relevant organizations is a lengthy and intricate process.

VAW is a prevalent problem in all societies and among all social classes. It is not restricted to one nation or to a particular social or economic class, and can happen in many households in all countries, irrespective of educational or financial backgrounds. VAW takes different forms, ranging from emotional abuse to murder.

Many organizations and relevant bodies working in the area of women's rights on the international, regional and national levels in various parts of the world have joined forces to end violence against women and curtail its side effects on both women and society at large. Several conferences have been held to draft legislation and to reach agreements that serve to end all forms of violence and discrimination against women.

The Charter of the United Nations, ratified in San Francisco in 1945¹, is the first international treaty that makes reference to equal rights between women and men. In its Preamble, it stated: “and to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small.” And in paragraph (3) of Article (1) it is stated that among the objectives of the United Nations, “promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion...”

¹ Charter of the United Nations (1945), <http://www.un.org/en/documents/charter/>

The Universal Declaration of Human Rights of 1984² also stated in its Preamble the inalienable human rights and dignity for all people, and gave equal rights to women and men. In Article II, it was stated that *“Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as sex.”*

The Convention to Eliminate All Forms of Discrimination against Women (CEDAW)³ is the culmination of 33 years of effort and work by the UN Commission on the Status of Women (CSW) to improve women’s conditions and promote their rights. This Convention is significant because it placed women’s issues at the forefront of the UN’s objectives and priorities, affirming the human element in women’s rights, thus becoming part of the International Human Rights Law. It also tackled discrimination against women and treated it with depth and totality in order to achieve real change for women’s conditions. It introduced solutions and measures that must be adopted by signatory countries in order to end all forms of discrimination against women, which was never before stated in any previous conventions. Previous conventions tackled particular aspects only of women’s issues.

The United Nations report of **2006**⁴ on VAW also referred to “a number of principles that could be applied to help eliminate violence against women”, including:

- 1- To handle violence against women as a form of gender discrimination, and linked to other forms of women’s suppression and violation of human rights.
- 2- To promote the idea that violence against women is unacceptable, and eliminating violence against women is everyone’s responsibility.
- 3- To place legislations on violence against women under constant revision, and to work to continuously amend those legislations in view of emerging information and understanding.
- 4- To ensure there is no violence against women through laws and legislations that protect women from violence.
- 5- To respect women’s status and to protect them from violence, as well as to ensure their safety in public places”.

The World Health Organization (WHO)⁵ statistics reveals that violence among individuals is the third cause of death for people between the ages 15-44. As domestic violence is one of the most

² The Universal Declaration of Human Rights, <http://www.un.org/en/documents/udhr/>

³ CEDAW Convention, <http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm>

⁴ Report of the Secretary-General of the United Nations in 2006, in-depth study on violence against women, sixty-first session, p. 113-114.

prevalent forms of violence between individuals, it leads to non-availability of such data on the national and international levels. However, since violence occur within the household, it may be difficult to obtain statistics on the incidence rates of this form of violence and the side effects it causes to members of the household and the family.

VAW has gained increasing attention in the Arab World in general and in Jordan in particular over the past two decades. This attention is represented in the establishment of organizations that care for women's issues and their rights on both the public and private levels. Legislation was drafted and laws were amended in order to provide better protection for women as well as to achieve gender equality between women and men to allow women in several Arab countries to engage in the political life, including the right to run for parliament, and to assume ministerial and leading public positions. Furthermore, many Arab countries have in the past two decades ratified international conventions that advocate women's rights.

Jordan is also considered one of the pioneering countries that took measures to stop violence against women, as a reflection of a country's development and advancement in the cultural, social, scientific and economic fields. For this reason, Jordan sought to legislate and to draft laws that tackle violence against women and children in the family, and has ratified international conventions on discrimination against women with some reservations on certain provisions.

Part 2: Research Objectives

The research aims to:

- 1- Review the phases that abused women go through before they decide to break the silence.
- 2- Identify the factors that encourage women to break the silence.
- 3- Identify services provided by formal institutions and NGOs to women victims of violence.
- 4- Identify challenges facing professionals when dealing with abused women seeking to break the silence.
- 5- Identify obstacles faced by women during the phase of breaking their silence.
- 6- Review the role of organizations in encouraging women to break their silence.
- 7- Draft recommendations aimed at removing obstacles facing women and protecting their rights.

⁵ Institute for Family Health/Noor Al Hussein Foundation, directory of health workers in the private medical sector that deal with victims of violence against women, page 10.

In order to achieve the research objectives, the research was divided into three chapters; the first chapter presents general introduction on violence against women, the goals, and the methodology used. The second chapter discusses literature review on violence against women, and defines violence, its forms and its repercussions. The third chapter presents the outcome of interviews with professionals and representatives of relevant organizations working in the field of VAW, as well as interviews with victims of violence. The final chapter highlights key conclusions and recommendations for formal and non-formal social control agencies working in the field of violence against women.

Part 3: Research Methodology

The analytical descriptive methodology was used in this research as it meets its needs. The following quantitative and qualitative tools were utilized:

One: A questionnaire was used as one of the quantitative tools. It was designed in a way using closed questions, which were distributed among 18 NGOs to be filled out by the respective staff members. A total of 17 questionnaires that were filled out have been analyzed through the calculation of replication and percentages. The table below includes the respondent NGOs.

Name of Non-governmental Organization	Job title of respondent
Adala Center for Human Rights/ Amman	Lawyer
Families Development Society/ Amman	Dir. of Administration & Training
Justice Center for Legal Assistance/ Amman	Legal Advisor
Jordanian Women's Union/ Amman	Legal Advisor
ARD – legal assistance	Program Director
Mizan – Law Group for Human Rights/ Amman	Psychologist
Arab Women Organization/ Amman	Project Director
Queen Zain Al-Sharaf Society/ Tafileh	Project Officer
Tafileh Women's Society/ Tafileh	Society President
Sisterhood is Global Institute/ Jordan	Social worker/ expert
Tamkeen for Legal Assistance and Human Rights/ Amman	Executive Director
Women Against Violence Association/ Amman	Society President
Family Awareness and Guidance Center/ Housewives Society/ Zarka	Program Director/ legal Advisor
Family Health Institute – Noor Al-Hussein Foundation/ Amman	Legal Advisor
Protection of Victims of Domestic Violence Society/ Amman	Society President
Queen Zain Al-Sharaf Developmental Institute/	Project Executive

Amman	
Jordan River Foundation	Director

The qualitative questionnaire was designed by the researcher and a statistics expert. It includes the following components:

1. Services and programs provided by organizations working in the field of VAW, such as the Police Force, medical institutions, etc.
2. Services and programs provided by organizations in general.
3. Procedures followed by the organization/society/center when an abused woman asks for help and support.
4. Challenges facing organizations when dealing with abused women and with those hoping to break the silence.
5. Factors that encourage women to break the silence.
6. The role of organizations in encouraging women to break the silence

Two: Semi planned interviews were used as one of the qualitative research tools in order to obtain in-depth data over the phenomena of abused women breaking the silence. The questions were open ended, and a total of 24 in-depth interviews were conducted with professionals, decision makers, media, police, human rights groups and other women's associations' representatives. The data was analyzed and the responses were summarized. The table below includes the respondents interviewed:

#	Organization	Job title
1	Caritas/ Amman	Human Assistance Project Coordinator
2	Al-Bashir Hospital/ Amman	Forensic Medicine Advisor
3	Al-Wihda Party/ Amman	Former shelter Dir./ member of Women's Coalition/ Wihda Party
4	Sisterhood is Global Institute/ Jordan	Human rights activist/ worker at Solidarity Institute
5	Tamkeen for Legal Assistance and Human Rights/ Amman	Director
6	Ombudsman/ Amman	Lawyer/ advisor
7	National Center for Human Rights/ Amman	Dir. of Women's Unit
8	Family Protection Department/ Amman	Forensic medicine specialist
9	Judge	Retired judge
10	Jordanian National Commission for Women/ Amman	Lawyer, social worker
11	Jordan River Foundation/ Amman	Director, Psychological and social services Dir. for survivors of violence
12	Jordanian Women's Union/ Amman	Deputy dir. gen.

13	Jordanian Women’s Union/ Amman	Lawyer, private practice
14	Mizan/ Amman	Psychologist
15	Developmental Administration and Policies/ Amman	Advisor
16	National Council for Family Affairs/ Amman	Family program dir.
17	Hashimi Shamali Clinics/ Amman	Psychologist
18	Jordan Society for Women’s Empowerment/ Amman	Director
19	Jordanian National Women’s Forum/ Amman	Dir. of training and programs
20	Legal Assistance Institute (ARD) / Amman	Director
21	Sisterhood is Global Institute/ Jordan	Social worker
22	Jordanian Writers Union	Writer
23	Dar Al-Wifaq Shelter/ Amman	Director
24	Family Protection Unit, Dar Al-Wifaq Shelter/ Amman	Chief of family protection dept., representative of Public Security

The following questions were prepared by the researcher and the statistics expert:

1. What are the services and programs provided by organizations working in the field of VAW, such as the Police Force, medical institutions, etc. and are they sufficient?
2. What are the challenges facing organizations when dealing with abused women and women trying to break the silence?
3. What are the factors contributing to women breaking their silence?
4. What are the phases that abused women go through before they decide to break the silence and look for the relevant authorities to file a complaint?
5. What is the role of organizations in encouraging women to break the silence?
6. Is there a referral system in place used by organizations working in the area of VAW?

Three: Semi planned interviews were used as one of the qualitative research tools in order to obtain in-depth data on “breaking the silence” of abused women. There were closed and open questions, while six in-depth interviews were conducted with abused women (victims). The results of the interviews were analyzed and the responses were summarized.

Questions were prepared by the researcher and the statistics expert, and included the following:

1. Personal information of the victim (closed questions)

2. Information on the nature of the problem (closed questions)
3. The factors that pushed and encouraged an abused woman to seek help?
4. The phases that an abused woman has passed through before she decided to break her silence and seek help?
5. The challenges that abuse women face before they decide to seek help?
6. The role that organizations play in encouraging women to break the silence?

Four: The project team reviewed available literature on abused women deciding to break the silence in order to reach a better understanding of the problem.

Chapter two

Part 1: literature Review on VAW

There are many studies on VAW that include the definition of violence as a term. These studies look into forms of violence, the reasons behind it and the impact of violence on women. However, according to our best knowledge, there are no studies on the factors that motivate women to break the silence, nor the phases that these women go through before they decide to break their silence and seek the help of specialized organizations, or to file a complaint at security departments. This research could perhaps serve as a start for more and deeper studies on the issue.

A study by the National Council on Family Affairs entitled “Violence against Women in Jordan”- 2008⁶, indicates that the prevalence of violence ranges between 7,7% - 78% and in varying degrees and forms. Clark Study which was conducted in 2005 with 517 Jordanian women indicated that 78% of women suffer from their husband’s control and are not allowed to express their opinion. 54% of women said their husbands are jealous and limit their freedom, while 50% said their husbands don’t allow them to visit a doctor’s clinic. Furthermore, the study indicated that most available studies only focused on domestic violence, and not on violence against women and girls.

Definition of violence:

The definition of violence⁷ is “to practice some form of power, and to use excessive force to suppress and control an individual, or dominate that individual”. Violence is also defined as “using excessive unwarranted force to achieve submissiveness and dominance”.

VAW⁸, according to the Fourth International Conference on Women held in Beijing in 1995, is defined as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life”.

VAW is also defined as “behavior or action taken against women in particular, whether she is a mother, wife, sister or daughter. It varies in degree and form, ranging from discrimination, oppression, subjugation, or aggressiveness resulting from unequal relationship between men and

⁶ National Council for Family Affairs (2008), The Reality of Violence Against Women in Jordan, page 16.

⁷ Watfa, Ali Asad (2009), From Symbol and Violence to Symbolic Violence, page 91.

⁸ The United Nations, Fourth World Conference on Women, Beijing 1995, 60

women in the society and in the household in light of a prevailing patriarchal system in all its forms, including economic, social and cultural aspects”⁹.

The national definition of VAW¹⁰ is “any act against women resulting in physical, sexual or psychological harm or any other form of suffering, such as to the threat to take such action, or to oppress, or to practice force in any shape or form, or to deprive women of their rights, whether such action is taken within the family or in a social and professional setup”.

Throughout all the above definitions, we realize that VAW is any behavior or act based on force, coercion and oppression, manifested in different forms, whether psychological, physical or health related, and stems from an unequal relationship between men and women. We also have to touch on the term “discrimination against women” which was defined by CEDAW¹¹ as being “...any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.”

Forms of violence against women:

Violence against women is practiced in different forms, ranging from verbal and moral abuse to threats to inflict harm, or committing rape, coercion, physical abuse and murder. These forms of violence have a direct impact on women’s ability to live harmoniously and actively within the family and society. For the purpose of this study, we will state all forms of violence, which are interlinked.

Physical abuse: any physical action that involves violence on a woman’s body, ranging from a slap to murder.

Sexual abuse: any attempt to hurt the sexual consent of a woman or her feelings, ranging from verbal abuse (using improper language) to rape.

Psychological abuse: any act or behavior that hurts a woman’s emotions and feelings, that is not considerate to her dignity as a free person, but without leaving any signs of violence on her body. This includes not accepting the woman, not respecting or appreciating her, and intending to hurt or mock her, and avoiding a conversation with her. This is the most serious form of violence

⁹ Haidar, Wahideh, The Jordanian Women’s Union programs role in empowering victims of violence, 2010, page. 23.

¹⁰ The National Council for Family Affairs, Violence Against Women in Jordan: Reality and Facts, page. 1.

¹¹ CEDAW, page. 6.

against women. This form of violence also includes verbal aggression, such as swearing at a woman and using inappropriate and demeaning language against her. This form of violence greatly affects a woman's psychological health and leaves destructive consequences on her person. This form of violence is also the most prevalent in Arab societies in general, and in Jordan, in particular. Symbolic violence may also be classified as a form of psychological violence¹², manifested in underlying oppression and pressure, practiced against accepting persons. Women go through this form of violence not realizing it is violence, and oftentimes they defend it and find excuses for the aggression against them. Other studies have listed other forms of VAW, such as cultural, and verbal violence.

Health abuse: preventing a woman from or depriving her to enjoy a healthy living environment by not accessing her to medication when she is sick, and not providing her with a healthy physical environment, such as proper housing. This form of violence also includes preventing a woman from birth spacing and not offering her good health care during pregnancy and child birth.

Economic violence: this type of violence refers to the gender economic gap. 2006 statistics indicate that 11.9 of Jordanian women above the age of 15 are economically active, compared to 63.1% for males in the same age category. Furthermore, unemployment among females aged 15 and above is 25%, compared to 11.9% among males for the same year. There are several forms of economic violence against women, such as depriving a woman of her right to ownership, preventing her from work, or confiscating her wages by the family. In addition, women do not get equal pay as men for the same job or position, and do not enjoy any rights if divorce occurs¹³.

Causes of Violence against Women:

A recent study by the Arab Women Organization (AWO)¹⁴ on "Breaking the Circles of Silence, conducted in 2009, identified the following causes of the problem:

1. Economic: economic factors, such as poverty, insecurity and unemployment are the key causes of violence against women, as these factors affect the family's social and emotional conditions. These factors also affect a man's self image as the sole breadwinner of the family and the one responsible for it, and results in feelings of failure

¹² Abu Jaber, Jamal Fahed, Students from Jordanian universities' perceptions to some aspects of the hidden curriculum and symbolic violence in the raising of Jordanian women, page 16.

¹³ Arab Women Organization (AWO), Breaking the Circle of Silence, Violence Against Women, Case study 2009, page 11-12.

¹⁴ Arab Women Organization (AWO), Breaking the Circles of Silence, Violence Against Women, Case study 2009, page 11-12.

and frustration, which leads the man to take out this negative energy on the wife and children, as the weaker party.

2. Media: the media has a role to play in inflicting violence against women through asserting a stereotyped image for men and women in society without consideration to woman's new roles and its significance to the society and to the family. We assume that the stereotyped images promote violence against women and make it tolerant. The media, especially in the West, also helps to portray women as sex object, and this again encourages men to undermine women and look at them as merely sexual partners.
3. Misinterpretation of Religion: this factor plays a significant role in identifying the framework in which women are treated. While Islam is a religion that promotes respect as well as rights and freedoms for women, extremism and the wrong interpretations of Islam bring about converse practices. All such violations happen under the pretext of religion and nobody is able to challenge the actions. In the backdrop of social development, extremist voices call for stricter adherence to religion fearing it is being threatened by modernity, which again adversely affects women.
4. Customs & Traditions: often, the influence of customs and traditions is even stronger than the influence of religion. These enforce a patriarchal society, where men are dominant, and enjoy all the power, authority and rights. By accepting men's dominance, society at large becomes violent and is one that promotes violence. When women attempt to resist this dominance, they are often forced to pay the price because they have challenged and threatened the manhood of the males in the house. Faced with little choice, and with lack of family and social support for her needs and rights, they would rather be submissive to violence.
5. Violent, undemocratic region: the unstable conditions in the region affect the mood in the street, and affect Jordan's economic, political and social conditions, creating many challenges, which lead to placing women's issues at the bottom of national priorities. Widespread violence also helps put women in the "weaker link" category of society, mainly during such circumstances as wars and crisis. This is also used as pretext to justify delayed progress and needed change in women's pressing issues, using the excuse that attention to women may distract the focus from more important issues of political context.

The effect of violence¹⁵:

¹⁵ World Health Organization (WHO), Fact Sheet No. 239.

<http://www.who.int/mediacentre/factsheets/fs239/en/index.html>

Several studies have revealed that staying in a violent relationship would have adverse effects on women's health. A WHO report issued in 2002 and updated in 2011 stated the following effects of violence on women's health:

Physical effect: violence may lead to injuries or physical handicap. WHO stated in 2002 report that 40-70% of women subjected to physical violence have been physically injured.

Psychological effect: abused women and children suffer depression and stress among other problems. However the effects of psychological violence are many, including the inability to form normal relationships with other people, feeling isolated and inferior, losing self esteem and others' disrespect. It could also lead to other negative social behavior such as aggressiveness, alcohol abuse and suicide attempts. These effects may also affect the children of abused women. A study conducted by "Al-Batoush" 2007¹⁶ revealed that VAW affects a woman's relationship with her children and the way she raises them. It also affects her self esteem as a housewife due to constant feelings of stress, anxiety and frustration, which leads her to be violent with her children, thus creating a vicious circle of conflict and tension.

Economic effect: in addition to the psychological cost of VAW on women and children, there is the financial cost of losing a job, the cost of medical care and legal fees, all of which have a negative effect on the productivity of the family.

It is worth noting that all the above effects are interlinked in varying degrees, depending on the specific case, but all of which have an adverse effect on the society and its development.

Part 2: The International Conventions, laws and policies on VAW in Jordan

Jordan ratified international conventions on human rights, and on women's rights, and expressed consideration of and adherence to necessary measures to end discrimination against women in the national laws. Among those conventions is CEDAW, which was signed on 3rd December 1980, and ratified on 22nd August, 1991 with reservations on Article (9) Paragraph (2) on nationality, and Paragraph (1), c, d, & g of Article (16) on marriage and marital relationship. CEDAW was published in the Official Gazette on 1st August 2007, and was preceded by three other conventions on promoting women's rights and acknowledging their equal rights to men. Conventions ratified by Jordan:

1. Convention on the political rights of women, ratified by Jordan in 1992.
2. Convention on the nationality of married women for 1957, ratified by Jordan in 1992.

¹⁶ Al-Batoush, Reem Mohammed, (2007), The relationship between domestic violence and tension among victims of violence and abused children, a Master Thesis, Mutah University.

3. Convention on consent to marriage, minimum age for marriage and registration of marriages for 1964, ratified by Jordan in 1992.

A Royal Decree was issued in May 2009¹⁷ endorsing the decision of the Council of Ministers to lift the reservation on CEDAW Article 15 paragraph 4; the item pertaining to eliminating all forms of discrimination against women in travel and residence. That endorsement made the Council of Ministers' decision valid after it was published in the Official Gazette.

In 2008, Jordan issued the family protection law No. 6 (2008)¹⁸, which was published in the Official Gazette on 16th March, 2008. However, this law is still not implemented. Many organizations that we have met urged the implementation of the law to protect family members subjected to violence, and have called for its amendment due to the presence of several loopholes in its provisions. For example, the law does not incriminate any such violent action as depriving children of financial support, or marginalizing them, inflicting psychological abuse on the wife, using psychological manipulation and discriminating against her on the basis of gender, and preventing girls from receiving education. If the law does not have provisions to convict the abuser, the judge does not have the jurisdiction to impose penalty for lack of clear text. Article (11), b, 1 of the law states that “the suspect may not be allowed into the household for a maximum of 48 hours if there was no other means to provide protection to the abused member of the family or any other member of the family. Article (11), b, 2 states that “the suspect shall be held for a maximum of 24 hours at the Family Protection Department or any of its divisions until the abused or any other member of the family has been ensured protection, in the event that it was impossible to undertake the measure stated under item (1) of the same Article. Are these measures preventative? Also, to the best of our knowledge, we have not seen the establishment of family reconciliation committees, referred to in Article (6) of the law, which aims “to exert reconciliation efforts and bring harmony among family members, and to achieve this goal, may seek the assistance of specialized and expert people from any relevant body, and from within the local community.” There are also several demands to set up family courts that operate under the umbrella of the Ministry of Justice. For more information on this issue, please refer to the article written by Amal Mawqoufa, entitled “Protection from Domestic Violence.”¹⁹

A female judge interviewed during the research said that the family protection law on protection is not implemented for several reasons, of which is the fact that the Ministry of Justice has not formed the family reconciliation committees as stated in the law to activate it. Another problem

¹⁷ Enough Violence and Exploitation Organization, Arab Women Organization (AWO), CEDAW from Theory to Practice, page 39.

¹⁸ Justice, The Family Protection Law No. 6 (2008) published on page 821 from the official newspaper No. 4892 on 16/3/2008

¹⁹ Samar Haddadin / AlRai Newspaper, Protection from Domestic Violence, Amal Mawqoufa, 4/3/2009.

facing the implementation of the law is lack of continuity and sustainable training of judges on its provisions due to shortage of funds and the reliance on external financing. Furthermore, some judges are not aware of the existence of such law, coupled with insufficient knowledge on the part of lawyers on how to utilize provisions to support victims of violence. The judge, we interviewed, also affirmed the need to set up a special unit in courts to handle cases of domestic violence and violence against women, similar to the unit that was established at the Supreme Criminal Court, which looks into cases involving crimes against women and girls. This unit aims to accelerate the judicial process and serve justice²⁰.

Furthermore, Article (29) of the Labor Law number (8) 1996 and published on page 1173 of the Official Gazette number 4113 dated 16th April, 1996²¹, was amended in accordance with law number 48 for 2008. The amendment comprises an article on sexual molestation and rape during work. Paragraph (5) of Article (29) of the law states that “an employee preserves the right to quit work without prior notice while maintaining his/her full legal entitlements at the end of serve, including remuneration and compensation in any of the following cases: 5: if the employer or owner or any other person representing him, undertakes or causes to beat or demean that employee in any form of sexual assault punishable under the provisions of the prevailing law.

Despite creating and amending certain laws, some still require further amendments in order for women to reach equality under the law. For example, the penal law continues to discriminate between men and women in several incidences, including the provisions of Article (308) which invalidates any legal measure against the rapist in the event he decides to marry his victim. Article (340) grants a reduced penalty to a husband who may find his wife or any of his immediate kin red-handed in an act of infidelity, or in an illegitimate situation, while the same law grants women reduced penalty only in the event she finds her husband red-handed in an act of infidelity in their matrimonial home. Furthermore, there is absence of any legislation that incriminates the act of rape committed on a wife, in addition to amendments of Articles (321), (322)&(323) of Chapter Three of the Penal Code concerning abortion, as well as the incompatibility of adjudication with committed crimes against women in articles that deal with family and women in general.

Moreover, the Jordanian Penal Code falls short of implicit text on violence against women. Cases of violence are handled as part of the Penal Code, which provides protection to the victim in the event she has filed an official complaint with the security authorities. Oftentimes, women are hesitant about resorting to courts due to lengthy routine processes undertaken by the security and judicial bodies. The female judge interviewed said there are many reasons that cause

²⁰ Enough Violence and Exploitation Organization, Arab Women Organization (AWO), CEDAW from Theory to Practice, page 36.

²¹ Jordanian Labor Law and its amendments No. 8 (1996).

prolonged litigation, such as slowness in receiving forensic reports, calling witnesses for affidavit, which may take a long time due to incorrect notification measures, lawyers postponing the hearing, police not collecting sufficient evidence, or because of fear from the man that caused the act of violence and other factors such as the social environment and customs and traditions that obligate women to stay silent for fear of causing a scandal and shame to her family²². Also, the Civil Status Law further promotes discrimination against women on the issues of guardianship, polygamy, inheritance, location of the wife's dwelling, testimony of women at Shari'a courts, in addition to lack of implicit text in the law concerning joint ownership of assets or bank accounts between men and women after marriage, and other exceptions granted to judges in relation to marriage of minors.

Moreover, and despite amendments to the Social Security Law, the provisions continue to discriminate between men and women in relation to obligations to provide social security for women. The Criminal Law number (7) for 1954 allows the administrative governor to take back a woman by force to her guardian upon his request, or to place her under administrative detention at reform and rehabilitation centers to keep her "protected".

It is worth noting that several laws enacted in Jordan, including the above mentioned laws, are temporary laws and are at present on the table pending revision and endorsement by the Parliament. Many of those laws have been ratified by the Cabinet in accordance with Article 1/94²³ of the Constitution, which grants the Cabinet the mandate to issue temporary laws when parliament is in recess or dissolved.

Advocates of women and human rights call to draft laws and legislation that protect women from violence, and urge alternative penalty other than imprisonment to those who commit mild acts of violence against women, whereby such penalties could be more effective in curbing such acts in the future, while also protecting the family and preventing any acts of revenge against the victim, as was reported in several cases.

In relation to policies and referral procedures, which will be discussed in depth in Chapter Three, many people interviewed, including professionals, social workers and attorneys said that referral procedures among institutions that provide protection to abused women are not systematically functional and often are manipulated by personal contacts. Referral between those institutions, the interviewed people said, is usually done through bilateral or multilateral MOU's between

²² Haidar, Wahideh (2010), The Jordanian Women's Union programs role in empowering victims of violence, page. 8.

²³ Article 1/94 from the Jordanian Constitution "When Parliament is not in session or dissolved, the Council of Ministers is entitled, with the King's approval, to set temporary laws in the urgent matters that cannot be delayed or require urgent exchange expenses that cannot be delayed, and these temporary laws must not violate the provisions of the Constitution. These laws have to be presented to the Council at its first meeting and that the Council approves..."

them, however those procedures do not constitute a clear or consistent methodology that serves each case even when these employees change.

The Jordanian National Commission for Women (JNCW) developed a referral system to deal with cases referred to it through an ombudsman and an automated data base of all cases received. JNCW refers cases it receives to relevant authorities, having signed MOUs with 82 relevant institutions, including public, private bodies and civil society. JNCW has a liaison officer at each party responsible for the required coordination. On a case by case basis, the complaints are referred to the relevant authorities and JNCW follows up and provides the necessary assistance until the case file has been closed. Many men and women who were interviewed said this system that was developed by JNCW is not activated and requires the cooperation of all institutions working to protect abused women. They call for emulating the system with other institutions if it is proven effective.

On 25th November, 2012, JNCW organized a workshop on “ Referral System for abused women, opportunities and challenges” in view of the fact that violence against women is a violation of human rights, and threatens women’s dignity, security and independence. Through the ombudsman, JNCW drafted a code of conduct for the use of service providers/ care takers who deal with abused women. The Code aims to promote certain ethical values among counselors in order to ensure high quality service to women on the professional, scientific, humane and ethical levels. The experiences of several Arab countries were presented at the workshop, such as Lebanon and Palestine, on referral systems used in their countries.

Meanwhile, the National Council for Family Affairs developed in early 2011 an electronic referral system. Complaints filed by women are saved electronically at the relevant institutions that share the system, that provide health, accommodation, legal and counseling services, whereby referral from one institution to another of each case can be monitored. This system is currently being used by the Family Protection Department, Dar Al-Aman for Children, Dar-elWifaq, Dar Al-Hanan, and the Ministry of Health/ Domestic Violence Clinic at Al Bashir Hospital.

To sum up, one can say that there is a nucleus available for a referral system to enable the follow up of cases relating to abused women, whether the one used by the National Commission Ombudsman or that used by the National Council (electronic referral system). However, both systems require development and activation, as well as training of staff and financial sustainability. Several participants in the interviews conducted cautioned about a number of measures that must be taken to reach an effective and explicit referral system, including:

1. To activate the data base developed by the JNCW through the Ombudsman with the aim of unveiling cases of abused women and referring them to relevant authorities.

2. To convene a national conference to host all institutions and societies working as service providers to abused women with the aim of setting up a referral system and follow up mechanism that would be streamlined among all relevant institutions.
3. To promote transparency and cooperation among institutions in support of abused women.
4. To promote coordination among institutions and to divide responsibilities between them relating to abused women and define the work of institutions in a clear manner.
5. To set up a national communication network among institutions active in this field to ensure speedy and efficient sharing of information, as well as to define the services that each institution may provide.

It is also important for the government to streamline and organize efforts and programs aimed at ending violence against women within a unified national framework. The government may initiate the establishment of a clear referral system among institutions in support of women and in order to identify the extent of the problem of violence against women in society, especially in view of lack of available accurate data, which is limited to feedback from organizations on cases of abused women. Such data is fragmented and inaccurate and difficult to lead to policies and strategies aimed at ending violence, unless there is a clear referral system.

Part Three: Services offered to abused women in Jordan

Organizations that work with abused women in Jordan work in different areas, all of which aim to enhance and improve the legal and social status for women in general, and for victims of violence in particular. These areas can be classified as follows:

1. The legislative: many institutions that provide support to women are calling for amendment of laws that affect women's lives, such as the Penal Code number (16) for 1960, the Civil Status Law, the Trafficking Law, Domestic Laborers Law and the Nationality Law. There are also calls for developing and drafting a specific law to criminalize violence against women and for introducing a special provision in the constitution to outlaw discrimination on the basis of sex
2. The services: institutions provide direct services to women victims of violence, namely domestic violence through legal, social, psychological and health counseling, as well as protection services through safe shelters such as Dar Al-Wifaq, in addition to accommodation and empowerment through the women's home/shelter of the Jordanian Women's Union.
3. Raising Awareness: institutions implement awareness programs on the community level with the aim of changing people's attitudes that women are inferior to men. Awareness programs are also carried out to increase women's knowledge of their legal rights

through legal literacy workshops and to help women access institutions that provide services through the distribution of relevant flyers and other publications.

Most of these institutions focus their services on the family, including mother and child, and deal largely with domestic violence cases, and less with violence against women. The National Council for Family Affairs²⁴, established in 2001, works as a supportive umbrella to coordinate and facilitate the work of stakeholders including national state institutions, NGOs, and private institutions working to bring about a better future to Jordanian families. The Council contributes to policies and strategies related to the family, its development and protection, as well as to provide support to institutions, public and private bodies that deal with family issues. The Council implements the document on the National Framework of Family Protection for 2006; a national scientific and practical document that identifies the roles and responsibilities of institutions and the partnerships between respective organizations through a manual which can be used by such organizations to help provide speedy response to the needs of victims. The manual also helps institutions to plan a variety of social programs to protect families from violence, and lays down the principles of coordination among stakeholders to help them provide integrated, comprehensive services.

In 2006, the Council undertook a project to develop a set of measures relating to victims of domestic violence through institutionalizing internal procedures implemented at the Judicial Council, the Ministries of Social Welfare, Labor, and Education to improve the way they deal with cases of domestic violence using procedures and protocols that identify the roles and responsibilities of all the relevant departments that deal with domestic violence, including unveiling, reporting and providing the necessary services to ensure comprehensive care is given to victims. Furthermore, the Council revises and upgrades policies, laws and regulations that are disadvantageous to women's empowerment or to their enjoyment of their rights. Such examples are the draft bi-law for family rehabilitation bureaus at Sharia courts, the legal manual on marriage, and the reference paper on putting in place a legal system or amending legislation relating to reproductive health.

JNCW²⁵ established in 1992, as a semi governmental commission, works as a referral point to all state-run institutions working in the area of women's affairs. It has a systematic work methodology that aims to upgrade women's status in all areas, as well as to empower women and end all forms of discrimination against them in legislation, policies and national plans and programs. JNCW carries out several programs to curb violence against women and girls, such as societal awareness programs on changing people's attitudes against women's equality, as well as awareness on all forms of violence against them, how women can access service providers through the distribution of posters and other publication and legal literacy programs. JNCW also

²⁴ The National Council for Family Affairs

²⁵ The Jordanian National Commission for Women, <http://www.women.jo/en/home.php>

provides legal and social counseling to abused women through the Ombudsman office, which was established in 2009. Currently it is documenting cases of violence against women using an automated data base that saves information on the cases it receives; it also refers cases to other relevant service providers. JNCW has signed 82 MOU's with State and non-State institutions concerning VAW.

The Family Protection Department (FPD) at the Public Security Directorate²⁶ receives complaints from victims of domestic violence, documents the cases, and takes the necessary measures in accordance with the complainer's wish and the law. Administrative, legal or social measures are taken in light of the severity of the inflicted violence. Forensic medicine checkup is also carried out and other family counseling services, in addition to family reconciliation sessions at FPD building. Cases are referred to other organizations for the purpose of receiving specialized legal counseling, legal representation and psychotherapy. FPD also organizes lectures and seminars to introduce its services. Cases that need protection are referred to Dar-Wifaq, Dar al-Hanan, Khansaa Center, and the Jordanian Women's Union through coordination with the Ministry of Social Welfare. FPD works closely with sexual assault cases, whether inside or outside the family context, domestic violence or child negligence.

FPD has branches in the following governorates: Karak, Irbid, Zarqa, Aqaba, Madaba, Balqa, Mafraq, and Jerash, in addition to the headquarters in Amman, and two smaller offices, one in East Amman and one in Ruseifeh. Many interviewees in the research say FPD continues to deal with male/female victims of violence from a security perspective, noting that staff members are seconded from police stations and from the Ministry of Social Welfare, and often lack the professionalism and ability to handle cases with the required confidentiality. In an interview with a female lawyer who deals directly with abused women, said that FPD staff is in need of training skills on how to deal with victims of violence in a more professional way. FPD undertakes three actions to support victims of violence including: staff members refer a woman at risk to the Administrative governor, who requests the assailant to sign a legal commitment not expose the victim to danger and violence, or place the victim in the reform and rehabilitation center in Juwaideh, or conduct home visits in an attempt to reconcile the woman with her husband. Another course of action is taken is to refer the victim to court, if the impact of the abuse exceeds 10 days.

Since FPD was established in late 1997, police stations across the Kingdom ceased to have a major role in dealing with domestic violence cases or any violation against women. This was confirmed in an interview with an investigator at a police station in Amman, who mentioned that if the police station receives such cases, FPD would be informed about the case, and if the woman is at risk, she would be accompanied in person to FPD. The investigator again affirmed the need for the FPD to have trained staff capable of dealing with cases referred by security and

²⁶ The Family Protection Department / Public Security Directorate.

police stations. He also pointed to the fact that the Department's staff is generally unqualified to deal with cases of abuse and he recommended that they attend specialized training. He also called for awareness raising programs directed to the communities so as to change the attitudes concerning violence against women.

Despite the advice presented by the investigator, he appeared unsatisfied with the role that the FPD can play to help victims of violence, due to a prevalent male tribal attitudes that often impedes the assistance of women and girls. He said: "if my wife approaches the FPD I would divorce her". We can conclude that such male tribal mentality still prevails among the professional working cadres.

The Ministry of Social Welfare, through social security directorates, supervises homes and shelters such as Al-Wifaq, grants licenses and follows up on their performance. The Ministry refers abused women to such homes and shelters. Among the shelters under the direct supervision of the Ministry is Dar Al-Wifaq, established in 2004 under the Family Protection Law No. 48 for 2004, published on page 1445 of the official gazette No. 4651 on 1/4/2004. The law was issued in accordance with Article 4 of the Ministry of Social Welfare Law and the work on amendments No. 14 for 1956²⁷. The shelter aims to provide the following services:

1. Protect women who are victims of domestic violence and at risk in a manner that may affect their ability to live in a safe family environment. Providing them with shelter is a temporary measure until they are reconciled with their families, or until they are able to live in a safe and independent environment.
2. Contribute to policies and developmental plans relating to domestic security, through the provision of data and other logistics.
3. Support and empower women subjected to domestic violence and reintegrating them into society.
4. Amend negative attitudes and views on women and children victims of domestic violence.
5. Increase society's awareness in order to curb domestic violence in general.
6. Promote the values of dialogue among family members and increase their communication skills within the family.

The Ministry of Health²⁸ has an important role in the provision of health, social services and legal assistance to women victims of violence. The Ministry sends women referred from the

²⁷ Justice, info@adaleh.com

²⁸ The Ministry of Health, <http://www.moh.gov.jo/en/pages/default.aspx>

Family Protection Department to Forensic Medicine at public hospitals in order to assess the extent of physical abuse inflicted on them as a result of domestic violence. Examination and treatment in emergency cases is offered free of charge. The Ministry has modified its structure through the establishment of a special ward for domestic violence at public hospitals and the design of a form entitled "Reporting and referral of cases of domestic violence", which has been circulated among all public hospitals. The form includes descriptive details of the case of violence, description of the abuse and the forms of violence. It is then forwarded to the Family Protection Department in the district where the case was diagnosed for follow-up.

A forensic doctor who was interviewed said a domestic violence department at Al Bashir Hospital was set-up, but it is in dire need of human and financial resources in order to function in a professional way. In another interview, a doctor and a social worker from the Prince Hussein bin Abdullah II Hospital said the Emergency Room at the hospital receives cases of domestic violence. The ER notifies the FPD and transfers the case.

Public and private hospitals and their various medical staff fall short of specialized training on how to detect cases of domestic violence and violence against women. A doctor working in one of the private hospitals expressed the need for doctors and medical staff to attend continuous training on cases of violence and said such training programs must be ongoing and must have sustainable funding. He also proposed setting up a special fund to treat and support abused women. When asked about the relationship between the hospital and the FPD, he said the hospital administration informs the Department of any case of violence received, to which the case is immediately transferred along with a medical report.

Non-governmental organizations that work to provide services for battered women are few in number. One of them, **Sisterhood is Global Institute in Jordan (SIGI)**²⁹, which was founded in 1998 as an independent NGO, works to achieve multiple goals, including women's awareness of their basic rights under the Constitution and international law, detecting and documenting violations of women's rights, follow-up through the provision of legal, social and psychological services and referral of women at risk to the concerned authorities.

Mizan Foundation (Mizan Law Group for Human Rights)³⁰ is a civil organization concerned with the promotion of human rights, and outreach of human rights principles. It provides direct services to women (primarily legal), such as legal counseling, and representation, in addition to the protection program. Mizan implements a project "a new beginning", which aims to bring justice to women at risk, especially those in detention by finding long-term and alternative solutions to placing women in rehabilitation centers. It also provides legal advice, as well as

²⁹ Sisterhood is Global Institute in Jordan (SIGI).

³⁰ Mizan Foundation (Mizan Law Group for Human Rights), http://www.mizangroup.io/index_en.php

psychological and social assistance to women, and empowers them to find a safe environment free of violence and to achieve justice.

The Jordanian Women's Union (JWU)³¹ is a feminist organization concerned with women's issues, and offers comprehensive services for battered women through the provision of counseling , psychological, health, social and legal support, as well as economic empowerment. It provides protection services through the programs of Dar-Diyafa for victims of violence. In addition to the legal literacy program, this aims to raise the awareness of Jordanian women of their role and their rights, and to promote their participation in all sectors. JWU also works to organize and manage legal committees to examine discriminatory laws and to propose amendment of to the existing laws through setting up national and regional alliances that amend legislation, such as the human trafficking law, domestic labor law and the civil status law.

The Family Awareness and Counseling Center (FACC) works to educate members of the community of social and economic changes, namely in Zarqa Governorate, where there's high rate of poverty, unemployment, and overpopulation. The center also offers family counseling, as well as psychological and social counseling and rehabilitation.

The Jordan River Foundation (JRF)³² is a national civil institution, specializing in empowering the Jordanian society, especially women and children by improving the quality of life. It implements childhood and community development programs, and its vision is manifested in empowering the entire Jordanian society by ensuring a better future to all Jordanians. Its main objective is to establish social and economic programs targeting Jordanian women in order to provide them with work opportunities to raise their family income.

The Institute for Family Health / **Noor Al Hussein Foundation** provides services in the area of violence against women, such as detecting cases of violence against women, whether during women's visits to the Institute, or through home visits by the Institute's social workers as part of their follow-up work in the field. The Institute's social worker reviews a woman's case, monitors her family history, and refers her to the gynecologist for examination. A preliminary report is prepared by the doctor on the extent of abuse, whether physical or sexual, after which the woman is referred to a psychologist then to the legal adviser. The last stage is referral to the FPD, which carries out the remaining legal procedures for the victim and the offender.

Queen Zein Al Sharaf Institute for Development (ZENID) /Jordanian Hashemite Fund for Human Development implements several projects in the field of violence against women, including a project to combat violence against women, and the Makana project, to combat

³¹ The Jordanian Women's Union (JWU), <http://jwu.org.jo/Home.aspx?lng=1>

³² The Jordan River Foundation / Queen Rania Abdallah, <http://www.queenrania.jo/community-empowerment>

domestic violence in Jerash and Kafraïn. It also conducts studies on violence against women in all areas and publishes manuals on women's health and gender for the United Nations Development Fund for Women.

As we list all the institutions that provide services for women and girls, we notice that few of those institutions focus on empowering women. Most of those institutions focus on domestic violence and the stability of family life without considering the empowerment of women. JWU could be perhaps the only institution that claims to be a feminist organization that aims to empower and support women by contributing to amending laws and providing social, legal and psychological services to women victims of violence.

Furthermore, NGOs that actually provide social, legal and psychological services to women victims of violence are few. According to the survey conducted by the research team, there are only 18 institutions distributed across Jordan. In addition to being few, those institutions are concentrated in Amman. According to the table referred to in Chapter one, only three institutions provide counseling services to women victims of violence in Zarqa and Tafleh. In Chapter three, we will analyze the nature of these institutions and the services they provide and examine how sufficient they are. We will also shed light on the role expected of institutions to encourage women to break their silence and to disclose the abuse.

Chapter Three

This chapter analyses the outcome of the quantitative questionnaire which was designed using closed questions. It was distributed to 18 NGOs and was filled by one of their staff members. In addition, there is a qualitative questionnaire, which was used as a research tool in order to reach in depth data over the breaking of silence of women and girls. A total of 24 people were also interviewed, including professionals, decision makers, police officers, representatives of human rights organizations, women's institutions as well as male and female lawyers. The two questionnaires were designed by the researcher and the statistician. Furthermore, six women victims of violence were also interviewed in order to examine the challenges they face when breaking the silence and the phases they go through before deciding to speak out, in addition to the outreach and sufficiency of services provided by organizations.

Part 1: the outcome of the quantitative questionnaire on NGOs that provide services to victims of violence. The following questions were raised:

- What are the services and programs provided by professionals operating in the area of violence against women, such as the police, the medical establishment, etc., and are these services adequate?
- What are the services and programs provided by the organization in general?
- What are the procedures in the organization / society / center when battered woman approach them for help and support?
- What are the challenges that organizations face when dealing with victims of violence who seek to break the silence.
- What are the factors that motivate women victims of violence to break the silence?
- What is the role of institutions in encouraging women to break the silence?

The table below shows the organizations that participated in the questionnaire as service providers.

Name of Organization	Respondent's Job description
Adala for Human Rights Studies / Amman	lawyer
Families Development Association / Amman	Dir. of management and training
Justice Center for Legal Support / Amman	Legal adviser
Jordanian Women's Union / Amman	Legal Advisor
ARD - Legal Support / Amman	Program director
Mizan (Law Group for Human Rights) / Amman	psychologist
Arab Women Organization / Amman	Project director

Queen Zein Al Sharaf Association / Tafileh	Project officer
Tafila Women Association/ Tafileh	Project officer
Sisterhood is Global Institute/ Jordan	Social worker
Tamkeen Center for Legal Support and Human Rights / Amman	Executive Director
Women Association Against Violence / Amman	President
Family Awareness and Counseling Center- Housewives Association / Zarqa	Program director/ legal adviser
Family Health Institute - Noor Al Hussein Foundation / Amman	Legal adviser
Protection of victims of domestic violence Association/ Amman	President
Queen Zein Al Sharaf Institute for Development / Amman	Project executive
Jordan River Foundation / Amman	Director

1- The table below shows the services and programs provided by professionals.

	Services	Yes	No
1-	Receiving women victims of violence	(76%)	(24%)
2-	Follow-up on women victims of violence	(71%)	(29%)
3-	Sheltering battered women	(7%)	(93%)
4-	Referral to other centers	(82%)	(18%)
5-	Social services	(53%)	(47%)
6-	Awareness services	(94%)	(6%)
7-	Legal services	(82%)	(18%)
8-	Awareness programs and services on sexual harassment	(71%)	(29%)
9-	Health services	(40%)	(60%)
10-	Psychological services	(53%)	(47%)
11-	Economic empowerment	(67%)	(33%)
12-	Family care services	(46%)	(54%)
13-	Hotline services	(63%)	(37%)

The table shows that most organizations operating in the area of violence also provide social, legal and awareness services as well as economic, empowerment and health services. However, only seven of the organizations provide shelter while 93% do not provide shelter to women victims of violence. This means that shelters are very few in Jordan and do not meet the needs of society.

2- Services provided by organizations to women victims of violence:

	Services	Yes	No
1-	Awareness programs on violence against women	(100%)	
2-	Preventive programs	(81%)	(19%)
3-	Literacy programs	(44%)	(56%)
4-	Family protection services	(60%)	(40%)

5-	Social services	(57%)	(43%)
6-	Legal counseling services	(88%)	(12%)
7-	Legal counseling services/ court representation	(65%)	(35%)
8-	Health services	(43%)	(57%)
9-	Protection services/ (providing shelter to women victims of violence)	(22%)	(88%)
10-	Psychological services/ hotline services	(47%)	(53%)
11-	Rehabilitation services	47%	53%

The table above shows that all organizations provide awareness services on violence against women at the rate of 100%, while they provide legal counseling services at the rate of 88%, and 65% legal advice and representation in courts. They provide social services at the rate of 57% while sheltering women victims of violence is minimal, not exceeding 22% of services provided by these organizations. Several organizations agreed that there's a need to increase the number of shelters and to spread the service across the Kingdom, in the north, center and south. Furthermore, according to the table, there is shortage of psychological and hotline services, whereby 53% of the organizations do not provide such services.

3- Procedures undertaken by organizations when requested to assist and support battered women:

	Services	Yes	No
1-	Receive women victims of violence and review the case	(75%)	(25%)
2-	Home visits	(46%)	(54%)
3-	Fill personal form	(81%)	(19%)
4-	Listen to the abused woman and provide solutions	(76%)	(24%)
5-	Medical examination	(21%)	(79%)
6-	Provide shelter when there is need	(53%)	(47%)
7-	Referral to the relevant authorities	(81%)	(19%)
8-	Legal representation in case of need	(63%)	(37%)
9-	Testimony before the courts	(50%)	(50%)
10-	Document and monitor cases: reporting	(81%)	(19%)
11-	Follow-up on the case	(76%)	(24%)
12-	Social, psychological and legal counseling	(75%)	(25%)
13-	Support sessions	(81%)	(19%)
14-	Protection of women subjected to danger in case of need	(69%)	(31%)
15-	Rehabilitation of women through vocational training programs	(54%)	(46%)

The above table indicates that there's shortage of medical examination services, offered at the rate of 21%. The research revealed that women at risk often require medical reports to prove the violence inflicted on them, and to seek medical care. Shelter services are also minimal. As the

table indicates, most organizations receive women victims of violence and provide legal counseling and representation in courts, social and psychological counseling as well as support sessions and protection when needed. The question is how these services are provided and whether there is a certain criteria followed? Are there enough human and financial resources to provide such services; is there enough qualified professionals dealing with women victims of violence?

4- Challenges facing professionals in dealing with women victims of violence:

((Very Big (VB), Big (B), Moderate (M), Not Significant (NS))

	Challenges	VB	B	M	NS
1-	Women are not aware enough of their rights	(41%)	(53%)	(6%)	
2-	Not sufficient shelters for women	(71%)	(18%)	(5.5%)	(5.5%)
3-	Not enough awareness lectures and programs	(41%)	(24%)	(35%)	
4-	Marrying off girls at an early age which leads to broken families	(19%)	(38%)	(31%)	(12%)
5-	Victims don't take positive steps to improve their conditions	(50%)	(46%)	(4%)	
6-	Long and slow legal procedures at courts	(53%)	(35%)	(6%)	(6%)
7-	Customs & traditions and religion	(65%)	(29%)	(6%)	
8-	Opposition by Islamists to amendment laws	(36%)	(36%)	(21%)	(7%)
9-	Fear and pressure from family	(63%)	(31%)	(6%)	
10-	Woman's fear of her male employer/ lack of awareness of sexual harassment in the work place	(38%)	(24%)	(38%)	
11-	Professionals are not qualified enough to handle women's issues	(47%)	(41%)	(12%)	
12-	Women feel isolated	(47%)	(35%)	(18%)	
13-	Victims feel guilt, helplessness and self blame	(38%)	(44%)	(18%)	
14-	Women's lack of trust in the organizations providing the service	(35%)	(29%)	(29%)	(7%)
15-	Shortage of skillful staff and services at respective organizations	(29%)	(35%)	(24%)	(12%)
16-	Preventive services are not consistent	(47%)	(29%)	(18%)	(6%)
17-	Lack of legislation in favor of women	(40%)		(53%)	(7%)
18-	Not enough organizations specialized in women's issues	(35%)	(24%)	(35%)	(6%)
19-	Shortage of financial resources to follow-up on victims cases in case they need financial support	(59%)	(29%)	(6%)	(6%)
20-	Shortage of services offered to victims	(44%)	(38%)	(18%)	
21-	Women ask for immediate solutions to their problems	(59%)	(41%)		

We conclude the following main challenges:

1. Women are not aware enough of their rights

2. Customs, traditions and religion are key factors
3. Women are pressured by and fearful of their families
4. Women fear their male employers/direct supervisor, and are not aware of sexual molestation at the work place
5. Workers who deal with women's issues are not qualified enough in terms of skills and specialization
6. Women victims feel guilt, helplessness and self blame
7. There aren't enough organizations to deal with women victims of violence
8. There is shortage in services offered to women victims of violence

5- Factors that encourage women to break their silence/ from the point of view of interviewees:

((Strongly Agree (SA), Agree (A), Not Agree (NA), Strongly Not Agree (SNA))

	Factors	SA	A	NA	SNA
1-	Support to women by family & organizations providing services is available	(76%)	(24%)		
2-	Media and awareness raising	(65%)	(35%)		
3-	Economic empowerment through women's economic independence	(82%)	(12%)	(6%)	
4-	Women's confidence in organizations working with victims of violence	(69%)	(25%)	(6%)	
5- Raising Awareness	Women are aware of their legal rights and laws	(100%)			
	Women victims are aware of support services provided	(86%)	(14%)		
	Women are aware that there are solutions to their problems through organizations and the Family Protection Department	(75%)	(25%)		
	Women's awareness of conventions on women's rights	(78%)	(11%)	(11%)	
	Issuing decisions in favor of women by opponents	(78%)	(22%)		
	Women are aware of positive examples to end violence and abuse	(86%)	(14%)		
6-	Change community attitudes on women complainants as humans with full rights	(69%)	(31%)		
7-	Recurrence of violence encourages women to break their silence	(38%)	(38%)	(24%)	
8-	Availability of services offered to women in their areas	(69%)	(25%)	(6%)	
9-	Involvement in political work	(38%)	(19%)	(38%)	(5%)

The table above indicates the importance of women’s awareness of their legal rights, and of legal provisions that empower them to break the silence. This factor made up 100% of factors that encourage women to break the silence, followed by the knowledge of existing support services provided by organizations at the rate of 86%. Economic empowerment through women’s economic independence is another important factor, contributing to increasing women’s self confidence and ability to stand up against their aggressors. When women feel they have nothing to lose, that they are not subordinates, and are capable of supporting themselves and their children, they speak up, and this factor constitutes 82%. Finding support from family and from specialized organizations also encourages women to break their silence, at 76% and knowing there are services in their district makes up 69% of encouraging factors.

6- **The role of organizations with respect to breaking the silence on violence against women** is a major one, according to the survey. It revealed that organizations and the media play a leading role in legal awareness programs for women, youth and men. Respondents again asserted the need for sufficient legislation to protect women from violence, and amendment of family related laws, including the enforcement of the family protection law. They also urged for punitive laws against aggressors, and overseeing the enforcement of the law. They stressed the need for a robust referral system to enable proper follow-up on cases of violence against women. They recommended that service providers raise their level of professionalism and specialization and called for women’s economic empowerment, as well as to set-up more shelters across the Kingdom and to reach women in their respective locations.

((Strongly Agree (SA), Agree (A), Not Agree (NA), Strongly Not Agree (SNA))

	Role		SA	A	NA	SNA
1-	Awareness workshops for women	Hold awareness lectures for women	(94%)	(6%)		
		Preventive awareness on violence against women and girls	(90%)	(10%)		
		Awareness programs on violence against women and girls for different youth and men groups	(89%)	(11%)		
		Awareness programs for males and females before marriage	(89%)	(11%)		
		Focus awareness programs on rural and remote areas	(78%)	(11%)	(11%)	

		Awareness programs in various governorates	(83%)	(17%)		
2-	Awareness programs	Mass media (drama, theater, ads)	(88%)		(12%)	
		Increase legal awareness	(89%)	(11%)		
		Carry out all forms of media campaigns	(88%)	(12%)		
		Legal and social awareness programs, and outreach to remote and marginalized areas	(89%)	(11%)		
		Intensify NGOs' work on legal awareness programs	(89%)	(11%)		
		Organization to work more towards increasing women's awareness on their legal rights & legal literacy	(89%)	(11%)		
3-	Importance of having legislation to protect women from violence	Lobby decision makers to ratify legislation and laws	(88%)	(12%)		
		Contribute to policy making and legislation on violence issues	(56%)	(44%)		
		Achieve equality in legislation	(78%)	(22%)		
		Amend family related legislation and enact family protection law	(89%)	(11%)		
		Commit to mainstream procedures among organizations according to the law	(89%)	(11%)		
		Put forward a legislative framework on issues relating to domestic violence and violence against women	(89%)	(11%)		
		More work is needed with regards to legislation and policies on women	(89%)	(11%)		
		Work to issue punitive laws against aggressors and oversee the implementation of laws	(89%)	(11%)		
4-	Provide integrated, comprehensive services to families	Fair distribution/ access of organizations and services	(75%)	(19%)	(6%)	
		Dissemination of hotline numbers	(63%)	(37%)		
		Provide centers that receive victims of violence	(63%)	(37%)		
		Provide electronic services on organizations that services women & girls	(57%)	(29%)	(14%)	
		The need to have programs that enhance women's self esteem and ability to take decisions affecting	(86%)	(14%)		

		their life.				
		Implement long-term projects with lasting effect	(83%)	(17%)		
		Conduct research on obstacles facing women victims of violence.	(88%)	(12%)		
		Need for a clear unified referral system used by all organizations	(100%)			
		Need to streamline organization's work to create better cooperation and learn from each other experiences	(100%)			
5-	Targeting men/ the other side of the problem	Increase men's awareness because the increasing of women's awareness alone would not lead to men's stopping the abuse	(94%)	(6%)		
		Involve men in breaking the silence through their inclusion in awareness raising	(90%)	(10%)		
		Need for programs targeting men & boys to change their attitudes on women as inferior to men	(90%)	(10%)		
		Need for programs addressing parents, youth and men across the Kingdom on violence against women	(88%)	(12%)		
6-	Capacity building of social workers providing service to battered women	Specialized training for professionals	(88%)	(12%)		
		Train religious leaders on how to protect women from violence	(88%)	(12%)		
		Need to build the capacity of civil society that provide services to women	(100%)			
7-	Shelters	Need for shelters for women's protection	(94%)	(6%)		
8-	Sustainability	Sustainable services offered to women victims and not rely completely on external financial aid	(81%)	(19%)		
9-	Family economic empowerment	Help women become economically independent	(94%)	(6%)		
		Financial support to be available for women seeking services and the possibility of their representation in courts pro bono	(88%)	(12%)		

		Deal directly with women by finding them job opportunities	(88%)	(12%)		
10-	Specialization in work	Organizations working in the area of violence against women & children must be professional and specialized	(88%)	(12%)		
		Provide free legal counseling	(89%)	(11%)		
		Avoid duplication of services by specialized women organizations	(67%)	(33%)		
11-	Cooperation and coordination between organizations when working on cases of violence	Amend and enforce the family protection law	(78%)	(22%)		
		Define service providers' professional standards and implement them	(67%)	(11%)	(22%)	
		Mainstreaming the work of organizations	(67%)	(22%)	(11%)	
		Cooperation and coordination between organizations with unified agendas	(68%)	(14%)		
		Advertise services offered to women in a broader way	(78%)	(22%)		
		Produce a guide with the names of organizations working in the field, their specializations and locations	(75%)	(25%)		
		Need for shelters that provide social, psychological and legal counseling	(75%)	(25%)		
12-	Family protection law	Family counseling bureaus at Sharia courts	(82%)	(18%)		
13-	Provide legal advice	Outreach of pro bono legal advice	(100%)			
14-	Inform women of existing centers that receive complaints, and that are dealt with professionally and with secrecy	Encourage women to break their silence	(67%)	(33%)		
		Build on positive outcomes and spread them to encourage women to make their voices heard	(78%)	(22%)		
		Need for institutions to treat alcoholic women	(75%)	(12.5%)	(12.5%)	
		Preserve & affirms the principle of secrecy	(88%)	(12%)		
15-	Focal points for organizations	Need to find women's support groups/institutions in all governorates and locations	(82%)	(18%)		
		Organizations must stop lecturing about women's rights and do field	(67%)	(33%)		

		work instead				
		Reach women wherever they are in the field through awareness programs	(78%)	(22%)		
		Need to review policies of centers that provide women's services	(78%)	(22%)		
16-	Training	Train doctors and medical staff on how to deal with cases of violence received by clinics and hospitals	(100%)			
		Train religious leaders on dealing with cases of violence	(78%)	(22%)		
		Introduce concepts on violence against women in school and university curricula	(88%)	(12%)		
17-	Reach women in their respective locations	Need to find means and ways to reach different groups of the society	(88%)	(12%)		

Part Two: In the qualitative questionnaire, carried out through semi-organized interviews with 24 professionals, policy makers, police officers, and representatives of human rights and women's organizations, as well as lawyers (women and men) aimed to obtain in-depth data on ways and means of breaking the silence of women and girls. The following questions were addressed:

- 1- What are the services and programs provided by professionals operating in the area of violence against women, such as the police, the medical establishment, etc., and how adequate are these services?
- 2- What are the challenges that organizations face when dealing with women victims of violence seeking to break the silence?
- 3- What are the factors that stimulate women victims to break their silence?
- 4- What are the stages that women victims go through until they decide to break their silence and approach the police, for example, to file a complaint?
- 5- What is the role of institutions to promote the idea of breaking one's silence?
- 6- Is there a clear referral system between institutions working in the area of violence against women?

When asked about the services and programs offered by professionals operating in the area of violence against women, such as the police, the medical establishment, and whether these services are adequate or not, the majority of participants said, as indicated in the table below, that there are services provided to women victims, but these services are insufficient, and that organizations must work to provide social, psychological, health, and legal services to support women victims.

- 1- What are the services and programs offered by professionals operating in the area of violence against women, such as the police, the medical establishment, etc., and how adequate are these services?

Services offered to women victims	If the answer is No, what are the services and programs that should be there for women victims?
1.Presence of awareness programs on violence against women	<u>- Need for hotlines and counseling centers.</u>
2.Presence of family protection services such as the Family Protection Department, which leads a multidisciplinary order, including social, health, forensic, psychological and social services	<u>- Safe homes/shelters for women victims of violence by providing a larger number of shelters for women in all governorates.</u> <u>- Training of medical cadres to uncover cases of violence and how to deal with them, including counselors, educationists, police and security officers.</u> <u>- Social counseling & psychological services such as couple's counseling, which are weak services, and provide social and legal counseling to women in all governorates.</u>
3.Presence of a national family protection team and forensic medicine services	<u>- Awareness programs to inform women about their legal and social rights, such as awareness on the Civil Status law, Penal Code, and inform women of international conventions related to women's issues. Programs should be targeted on the concept of feminism and human rights, and conduct awareness programs for men, youth and teenagers in order to change their attitudes on violence against women.</u>
1.Social services	
2. Legal Counseling services	<u>- Legal counseling programs to provide legal assistance pro bono to women in all governorates, and to increase judicial representation and provide protection to the sector of women employees in companies and secretaries in private schools.</u>
3.Legal services/representation in courts	<u>- Enforce the Family Protection law, which was ratified and endorsed in 2008, and the need for a law that protects women from violence. Also to commit the Bar Association and the Supreme Judge Department to provide legal advice pro bono and represent women in courts pro bono. In addition, the Family Protection Department must enforce the family protection law, especially with relation to the provision on keeping the aggressor away from the household, and to provide the woman and her children protection.</u>
4.Health services	
5.Shelter services for women at risk of violence	<u>-Presence of special programs for women and girls at risk, such as</u>
6.Psychological services	

<p>7.Hotline services</p> <p>8.Rehabilitation services: Vocational rehabilitation and training, such as the family developmental society, and Jordan's women's union, and headhunting services to help women become economically independent</p>	<p><u>run away cases, to provide protection for rape victims (whether from within or outside family), the need for lectures on sexual harassment and rape, to assign an institution specialized in dealing with rape victims or civil status issues, to set up programs to reintegrate women into society, and the presence of awareness programs on services available to women by the civil society and NGOs.</u></p> <p><u>-Sustainability in civil society programs, and to avoid reliance on external financial aid which may lead to interruption of services according to the whims of donors, who try to influence the work of these institutions and their programs. Also to promote the concept of specialization in services being offered to families and women victims.</u></p> <p><u>-Networking and cooperation between institutions working in the area of violence against women, and the need for institutions to do field work and expand its services across the Kingdom.</u></p> <p><u>-Empower women economically, which helps them achieve independence, to build the capacity of women in local communities to help them deal with cases of violence against women. The need for economic rehabilitation programs to help women find jobs and to reintegrate them into society. The need to build the capacity of women leaders to help them reach the circle of decision makers, and to promote women's work in various fields and sectors, not only teaching and nursing.</u></p> <p><u>-Psychological support, as there is shortage in this area, namely psychological and psychiatric help with relation to battered women.</u></p> <p><u>-Presence of the media to cover services offered by organizations to women so that women may learn of such services in various areas across the Kingdom.</u></p> <p><u>-The presence of integrated and comprehensive services offered to women victims within one institution, including social, psychological, health and legal services.</u></p> <p><u>-Legal literacy programs and legal awareness programs in all governorates.</u></p> <p><u>-Presence of programs targeting male youth at schools and universities on gender discrimination in various areas. The need for programs aiming to change customs and traditions that promote patriarchy and male dominance, in addition to programs targeting men and male youth, local community leaders and religious leaders.</u></p>
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	<p><u>-Amending laws should be the responsibility of legislators who can lobby for amending laws and create suitable legislative environment for women. Other existing laws in favor of women and their protection must be activated and enforced, and oversee the implementation of such laws.</u></p> <p><u>-Family counseling services are unavailable, especially in governorates, therefore, there family counseling centers should be established and efforts must be geared towards developing guidelines for counselors and to train organizations on family counseling. Currently, the National Council for Family Affairs is developing such a service in four centers in Amman and Irbid in cooperation with the family and child protection society in Irbid, as well as the Jordanian Hashemite Fund for Human Development/ Princess Basma Center, The Jordan River Foundation in Aqaba, and Al-Raya Garden in cooperation with the Amman Municipality (a family counseling center).</u></p> <p><u>-Research and studies are quite sufficient on women victims in Jordan.</u></p>
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2 - What are the challenges facing organizations when dealing with women victims of violence who seek to break the silence?

Respondents stated a number of challenges they face when dealing with women:

1. Lack of sufficient awareness among women about their legal and social rights, and their acceptance of violence and sexual exploitation.
2. Lack of adequate safety shelters for women, especially outside the capital, and the prevalence of certain social and community perceptions of women who seek shelters, as well as women who live independently.
3. Lack of awareness- raising activities for youth and men in the community on violence against women and general lack of awareness programs targeting all segments of society, including men and women as well as security personnel and religious officials.
4. Permitting marriage of minors leads to broken families.

5. Women victims of violence generally do not take positive steps to improve their conditions, and women in shelters refuse certain solutions offered to them, and oftentimes they do not welcome external interference in solving their problems, in addition to refusal sometimes by the aggressor and the family of the services provided to women in shelters.
6. Lengthy legal proceedings and the slowness in the courts.
7. Customs, traditions and religion, as well as women's fear of taking certain steps due to tribal considerations and their concern over societal outlook and the prevailing culture when they file complaints in addition to the patriarchal mentality and the prevailing cultural heritage over women's issues.
8. Women's fear and sense of guilt are centered around the following:
 - The pressure and the fear of the family; lack of family support to the women, women's fear that their families would not accept their divorce, when the family find out that the woman filed complaint, in addition to denying women custody of their children which constitute obstacles towards taking positive steps.
 - Women's fear of the employer/direct administrator who might harass them for filing a complaint, in addition to the absence of policies that define sexual harassment and women's lack of awareness of sexual harassment in the workplace.
 - Women's sense of isolationism and high self-denial as well as suicidal thoughts believing they are worthless in society without their aggressors. Not getting social support and feeling isolated, women usually tend to attempt suicide and inflict physical self-harm, and may use a knife, etc. They are also concerned about "scandalous" reputation which leads them to shy away from filing a complaint.
 - Women victims feel guilty, and self-blamed. They also would believe that organization would blame them for the actions they took which oppose customs and traditions.
9. Women victims asking for help lack confidence in the organizations providing services. They are afraid to talk about their problems, and hesitate to file a complaint and oftentimes withdraw the complaint. Women continue to shy away from approaching the Family Protection Department, as an affiliate of the Public Security Directorate, despite the fact that the personnel are in civil clothes. Also they feel that these organizations lack confidentiality when dealing with cases of violence, so women hide the truth about their problems when seeking these organizations for their help and support. Sometimes this lack of confidence in the institution's ability to help leads women to insist on leaving, even when that decision poses a threat to their lives.
10. Weakness in professionalism and services of institutions working with women victims women, such as weakness in providing services to women in need of protection in

shelters. For example, Dar-Al-Wifaq's work is restricted to cases that are referred by the Family Protection Department, and does not receive cases from civil society institutions.

11. Lack of legislation on women, and gaps exist in the Penal Code to cover all cases of violence against women. Other laws are not implemented, such as the family protection law, in addition to absence of deterrent measures against recurrence of violence, coupled with lack of alternative penalties in the law and other issues relating to judicial execution.
12. There are not enough institutions to deal with victims, especially outside the capital, in addition to lack of qualified people to work on women's issues and lack of coordination with other health, social and legal bodies that offer such services.
13. Insufficient financial resources of organizations to provide financial assistance to clients, especially in the event women request immediate financial support to help them and their children. The government and relevant ministries do not provide financial aid to civil society institutions to support cases of women victims. Institutions generally lack consistent financing, which causes interrupted provision of services. Women victims who do not work face limited and little options and are financially dependent on their abusive husbands, which forces them in most times to return back to the cycle of violence.
14. Lack of services in most governorates limits the ability of male and female workers to provide services to clients in a professional manner.
15. Women's request for immediate solutions to their problem, expecting magical measures from the respective institution.

3 - What are the factors that encourage women victims of violence to break the silence?

1. Available support to women, whether from family or institutions providing services, as well as free legal representation. Furthermore the existence of laws in favor of women that encourage them to break the silence, in addition to the need of government support when women are suffering abuse through alternative examined solutions that are based on women's needs, as well as comprehensive support by civil society institutions to women's issues in a way that complements or participates in the role of government.
2. Media and awareness raising, whereby the media can play a stronger role in tackling issues of violence against women, in parallel with legal awareness campaigns for women.
3. Available alternative options for women, through better counseling and services options offered to them to encourage them to break their silence.

4. Economic independence: an economically independent woman or a woman who had the means to get economic empowerment services is better capable to break her silence.
5. Women's confidence in institutions providing services in the area of violence, and women's trust in institutions' credibility to deal with and preserve the confidentiality of information given by these women, as well as women's feeling they are being handled by highly professional people who they trust can find quick solutions to their problems, coupled with available security centers across the Kingdom and having guarantees that they will be have access to justice after filing the complaint, are all factors for breaking the silence.
6. Increased awareness of women's rights: women's awareness of their legal rights and of the relevant legal provisions, their knowledge of the existence of institutions that provide services, their knowledge that there are solutions to their problems by institutions and by the Family Protection Department, their knowledge of conventions on women's rights and raising their awareness on these conventions. The issuance of decisions that serve women victims and deter their aggressors, as well as their knowledge of successful experiences proving there can be an end to violence against them.
7. Transforming society's perception of women clients as citizens with full rights, and this can be achieved by targeting all segments of society to change their attitudes towards women as inferiors.
8. Recurrence of violence on women motivates them to break their silence, in addition to their inability to withstand the pressure.
9. The existence of services available to women in their communities, the presence of hotlines in organizations dealing with cases of violence, the presence of positive models to motivate women to break the silence (success stories of women) and seeing other women's positive experiences are encouraging factors for women to ask for help and talk about their problems.

The phases that women victims of violence go through before they decide to break their silence were recorded through responses as following:

1. Phase of exposure to violence: at this stage, women are subjected to one or more forms of violence; economic, physical, psychological, emotional, verbal, sexual, legal and political, and some forms of violence are interlinked in one way or another depending on the case, and can occur within the family, community or in the work environment.
2. The phase of fear and remorse: This phase is characterized by varying degrees of fear. Women fear for the future of their children and of depriving them of the breadwinner or of being denied their own children. They fear the consequences of divorce, including the

society's negative view of divorced women. They fear what may come after they file a complaint, especially in light of living in a society that condemns women. They are afraid to ask for help, are hesitant and feel guilty before taking any positive step. This phase comes as women believe they are expected to be mothers and wives bearing the heavier part of the family responsibility. They feel guilty especially when they are faced with an impotent social and institutional system that fails them and is not equipped to deal with their problems. Finally they fear society's negative attitudes towards them as victims of violence

3. Phase of indecision: Women are aware that neither the family nor the society are supportive, coupled with feelings of internal conflict between old traditions and freedom from oppression, and thinking of their families and children in particular, denial of the existence of violence inflicted on them, and attempting to overlook violence against them believing it is the norm in order to avoid divorce and separation from their children (because they are unable to support them financially). Another reason is the refusal of the victim's family to accommodate her and her children, because her children are "the strangers' children".
4. Phase of persistent violence or recurrent battering: this creates an incentive for victims of violence to reconsider their abusive relationship with their abusers and to re-evaluate their existence in a violent environment as well as hopes to break out from such feelings of unease.
5. Phase of despair: The lack of clarity of their life path due to the lack of support from people surrounding them, low self-esteem due to a sense that they exist for others, and feelings that separation from the other would rid them of their humanity, women start feeling desperate about the prospect of change. Moreover, they go through a phase of collision with reality for lack of options and alternatives and their inability to change.
6. The phase of incentives: in this phase, women's hesitation and despair serve to push them to take the decision to break their silence. The trigger could be a radio program or a television announcement renouncing violence or a religious sermon, or it could be an increasing level of violence inflicted on the woman.
7. Phase of seeking support and breaking the silence: the local community's support for women's issues, and women's awareness for the need to receive support by groups around them, who may advise them to seek the help of professionals and specialists or keep the problem within the context of family and friends. Also direct contact and communication with supportive women or those who have similar experiences may help them break their silence.
8. The phase of seeking to resolve the problem with the help of a close circle: At this stage, women disclose they are in trouble and need the help and intervention of family, friends

and neighbors whether through advice or reconciliation. Those people's attempts may or may not succeed, and when there's no positive outcome to finding a solution, women begin to look for specialized people to help them regain their rights.

9. The phase of defining one's position and looking at other alternatives: at this stage, women start to consider all factors pertaining to their problem with relation to being abused, and embark on finding a legal coverage for their problem, in addition to seeking the experiences of other women within the community and the institution.
10. Phase of learning about available services by institutions that provide assistance: during this stage, women realize the extent of the problem, and that reporting could help. They also learn that there are centers or institutions that receive complaints and are able to help.
11. Preliminary call to institutions without disclosing one's identity: women call to speak about their problem but maintain secrecy, which could gradually encourage them to further speak up.

In view of the above, it becomes clear that women go through several phases, which may be prolonged or short before breaking their silence, one of which is indecision, despair of their situations, recurrent violence, fear, more despair, remorse and feeling the threat of the spouse/abuser. It takes some women many years before they could take positive steps to exit the cycle of violence.

In view of interviews conducted with some social workers on this topic, the questionnaire indicated that women's awareness of their legal rights, and the possibility of keeping custody of their children, receiving support from family and her local environment of close girlfriends and relatives, in addition to their knowledge of the existence of institutions that provide services and support are all contributing factors that have immediate effect on women's decision to take positive steps forward.

4 – What is the role of institutions to promote the idea of breaking one's silence?

1. Awareness- raising activities for women, through awareness lectures targeting women as well as youth and men, with a focus on rural and remote areas, in addition to organizing direct contact with women through meetings in the field.
2. Awareness programs through various media (drama (short TV series, plays, commercials) to increase legal awareness; media campaigns in all its forms; legal and social awareness programs; field visit by organizations to remote areas and marginalized groups across Jordan, intensified work by NGOs on programs that promote legal awareness across Jordan and not only at their headquarters in the capital, alongside legal literacy courses.

3. The need for adequate legislation to protect women from violence; lobby decision-makers to pass laws and legislation; contribute to policy-making and legislation in favor of combating violence; work towards reaching equality in Jordanian legislations; amend legislations relating to family issues; activate the family protection law; work on issuing deterrent laws against offenders and oversee the implementation of laws.
4. Provision of comprehensive services for the family; fair distribution of institutions and their services across Jordan (governorates, cities, villages); dissemination of hotline numbers; provide centers that receive complaints in the various governorates not only in the capital; provide electronic services on institutions that provide services; the need for programs to enhance women's self confidence and the importance of taking her own decisions where her life is concerned; implementation of long-term programs to be more effective; conduct researches on obstacles faced by victims of violence, the need for a clear referral system; the need for a focal point to streamline the work of institutions and to create greater cooperation between them as well as to share experiences and expertise.
5. Targeting men and involving them in the process of breaking the silence by integrating them in awareness programs, through nationwide programs directed at youth and men to change their mindsets on women as inferior beings.
6. Building the capacity and skills of professionals who provide services to women to help them accept victims and ways of dealing with them; conduct specialized courses for professionals; train religious leaders on ways to protect women from violence; the need to build the capacity of civil society institutions that provide services to women in view of the delicacy of such type of intervention, and ensure that these institutions are equipped to provide counseling according to agreed standards.
7. The need for safe shelters for women in areas outside the capital; provided that these homes are professionally managed in terms of reception and rehabilitation of women.
8. Sustainability in the provision of services for women victims of violence and avoiding complete dependence on external financing.
9. Economic support for the family: to ensure financial support is available for women asking for assistance; the possibility of representing them in courts pro bono, and to deal directly with women through finding work opportunities for them.
10. Specialization at work: professionalism and specialization on the part of organizations that operate in the area of violence against women and children; broader provision of free legal assistance in the various governorates, and avoidance of overlapping of services by the various institutions.

11. Cooperation and coordination between the organizations working on issues of violence; setting standards for service providers and ensuring that these standards are applied; promote team work, participation and coordination among institutions and unification of work agendas; the broader marketing of services provided to women; and provide a guideline containing the names of all active organizations, the type of work they do, and their addresses.
12. The need for guest houses/shelters to provide psycho-social and legal counseling on temporary basis for women, i.e. providing emergency centers to protect women.
13. Despite the existence of the family protection law, there is a need to activate the law on the ground as it contains many loopholes and is implemented on a limited basis.
14. Provide free of charge legal advice on a wider scale; the need to establish offices for family counseling in Sharia courts, represented by social workers and legal advisors as a mechanism to reduce violence within the family, and work on the application of CEDAW, especially in courts, and to ensure that Sharia take speedy action, in addition to changing the mindsets of judges.
15. Inform women of the presence of centers that receive complaints and are capable of dealing with those complaints professionally and with confidentiality as well as motivating women to break their silence, to publicize positive experiences to encourage women on the (culture of complaints) to encourage women to complain through the dissemination of reports and statistics, and the need for institutions that deal with women alcoholics, provided that such cases are handled with secrecy.
16. A focal point for institutions in terms of committing to the national framework of family protection, which was approved by the Council of Ministries in 2011; the need to create support centers for women in the various governorates and locations; the need for institutions to stop theorizing about women's rights and get down to business in the field; and the need to review policies of centers that provide services for women.
17. Training: promote the training of doctors and medical staff on how to deal with cases of violence that reach clinics or hospitals, and also to train religious leaders on how to detect and deal with violence.
18. The introduction of concepts of violence against women in school curriculum, and to be part of university requirements as subjects.
19. Reach women in various locations, and work from the bottom up to reach women in all remote and marginalized areas, and conduct field visits to meet these women.

- 6- Is there a clear referral system between institutions working in the area of violence against women?

This question focused on whether a well-defined referral system exist among organizations dealing with women victims of violence, and if there is one, what are the procedures within this system, and if such a system does not exist, what are the measures to be taken to reach a clear and defined referral system. The responses varied:

1. There are bilateral agreements with some official and non-official institutions. Memos signed were either the result of initiatives by those institutions or were based on personal contacts among workers in these institutions serving women. For example, there are MOUs between the Ombudsman office in the Jordanian National Council for Women, the National Council for Family Affairs, Justice Center for Legal Aid, the Higher Council for People with Disabilities and the National Center for Human Rights.
2. There exists a referral system but not well defined or weak: despite the existence of a referral system among institutions, this system is not activated and these institutions do not implement it. Most institutions get sidetracked and tend to forget that the main objective is to serve the victim and not to compete with one another.
3. There exists a well defined system, but is not applied by all the parties and institutions that deal with violence against women. The International Relief Committee prepared a referral system in which it defined the duties of each institution. However, the system is not applied on the ground due to lack of professionalism of workers and the frequent turnover over of staff.
4. There exists the National Framework for Family Protection from violence, but this framework is not enforced. The aim of the framework was to define the roles and responsibilities of State and non-State institutions as well as civil society organizations working in the area of violence against women and domestic violence with regards to services. The result of evaluation carried out on the framework in 2009 indicated that it is ineffective in serving the target groups. Currently, the system is applied through an electronic data base used by the National Council for Family Affairs, and it could be further developed in the future to become a national referral system in Jordan.
5. There is networking among organizations, but we cannot claim that a defined referral system exist between these organizations. For example, Mizan has networking with 32 State and civil society institutions whether through MOUs, such as one signed with the Jordanian National Council for Women (Ombudsman office), or through

visits that Mizan conducts to Dar Al-Wifaq, Girls Protection Home in Amman, Ruseifeh Home, and the Zohour Society.

6. There is coordination between institutions through letters sent to the party who referred a case. For example, when the Family Protection Department refers the case to the safe shelter of the Jordanian Women's Union, a letter by the administration accompanies the client to the Union to receive the woman.
7. There is potential for the referral system through Sham'a network, which aims to coordinate efforts and exchange information on violence against women, in addition to monitoring and documenting such cases. There is a need for coordination with the Jordanian National Commission for Women to activate the ombudsman office in order to establish an effective referral system for a national registry of cases of violence against women.

We conclude from the above that no clear referral system exists among organizations regarding women victims of violence. There is potential for developing one since procedures that are currently in place are only based on personal contacts among workers in these organizations, or MOUs or trilateral agreements existing among organizations on receiving and referring cases.

The majority of participants in the research expressed that in order to reach a defined referral system for all staff working to assist women victims of violence; the following actions must be taken:

1. Join forces of all institutions (governmental organizations, NGOs and civil society organizations) working in the field of violence against women in order to attain a joint mechanism. Some respondents said that the Jordanian National Commission for Women could be the umbrella for such an action as it deals with women issues and especially because the Commission has a data base (complaint bureau) to monitor and refer women victims to relevant institutions.
2. Set up a national communication network among service providers to ensure a speedy and efficient exchange of information and to define the services that each party can perform. In addition, to lay down a clear and agreed upon mechanism that should be binding to all institutions and agreed on with respect to referral and follow up of cases, with the need for utmost secrecy.
3. Assign a body to follow up on the implementation of the agreed upon referral system and hold those who don't abide accountable. Also to assign an institution to be responsible for follow up and evaluation of the work on the system.

4. Convene a national conference for all organizations and institutions serving women who are victims of violence.
5. Review the national framework for family protection and develop it.
6. Prepare a code of conduct between all government organizations and NGOs working in the area of violence against women. The Code of conduct should acknowledge the broad concept of discrimination against women, should be binding to all, and must be adopted by the official governmental parties.
7. The need for a clear referral system among organizations in accordance with agreements and MOUs as well as the need for the government to shoulder the responsibility of such a task. The national framework for family protection could be the umbrella for such a system especially as it has begun using an electronic data base to monitor and document cases of women victims of violence.
8. The need to publish a guidebook containing all the names of organizations, governmental and private parties that work in the area of violence against women and girls, along with the telephone numbers and addresses for them and their branches.
9. To define the concept of violence against women, one that is agreed upon among all organizations, GOs and NGOs. All service providers must work with women using the same approach that ensures joint efforts to solve the problem. All organizations, irrespective of their specializations, must adopt a democratic approach that preserves the dignity of women and their citizenships.

Part Three: the outcome of interviews with clients seeking the service:

Women victims of violence live an internal strife and experience a state of loss as they find themselves in a spiral of conflicting psychological, moral, social and cultural considerations that prevent them from revealing the harm, violence and oppression they are exposed to. In most cases, they remain silent rather than expose the violence inflicted on them. Women victims of violence may tolerate violence for many years before they take positive steps to break their silence. Many reasons may prevent them from disclosing violence, including the fear of losing their children, their inability to sustain themselves and their children financially, lack of social support of their decisions to file for divorce, absence of adequate legislation to secure women's psychological and physical protection, in addition to the society's negative perception of divorced women, especially in rural areas, camps and villages.

In this research, interviews were conducted with six clients who were receiving assistance by an NGO that works with counseling women victims of violence. It was not easy to interview the women as they were reluctant about divulging their problems. The information obtained from the

clients does not reflect the reality of the situation of women victims of violence, the information, however, could provide indicators and a base for future more in-depth researches about women victims of violence.

The table below shows the demographic information of clients seeking services:

	(1)	(2)	(3)	(4)	(5)	(6)
Age	25	20	39	30	30	30
Marital status	Married	Single	Married	In dispute	Married	Married
Was the marriage consummated	Traditional Marriage	Traditional	Own Choice	Traditional	Traditional	Traditional
Age upon marriage (wife)	20	-	25	25	20	20
Age upon marriage (husband)	40	-	30	35	40	30
Years of current marriage	5	-	9	5	10	10
Profession	No work	No work	Salon	No work	No work	No work
Education of applicant	Elementary	Secondary	University	Elementary	Secondary	Secondary
Residence location according to governorate	City	City	Hitteen Camp	Baqaa Camp	City	City

When the interviewees were asked about the duration of abuse; all of them mentioned they were subjected to violence for many years before they finally decided to end the cycle of violence. In addition, they indicated that they were abused by their husbands in matrimonial home.

Age when abused	21	14	29	27	22	25
How many times	More than once	More than once	More than once	More than once	More than once	More than once
Is violence ongoing	Yes	No	No	No	Yes	No
Duration of violence	Years	Years	Years	Years	Years	years

The client's answers on the factors that encouraged them to seek help and break their silence were in harmony with the responses of interviewed professionals working in organizations providing services to women, in terms of:

1. Recurrence of violence on clients.
2. The inability to tolerate more violence and abuse.
3. Awareness of the need to solve the problem and ask for help and support.
4. Support of the family and the close circle of friends and relatives that encourage positive steps to break the silence.
5. Awareness of the existence of organizations that provide support and the belief that they could help women victims of violence.

In conclusion, the reasons behind women's decision to break the silence is the support of the family, which diminishes women's fear, in addition to their confidence in the ability of these organizations to help them to break the cycle of violence.

As for the stages that applicants have experienced before requesting assistance and support, they include:

1. The phase of desperation and reluctance.
2. Continued endurance of the situation.
3. Attempts to find solutions within the family.
4. Family support and dialogue with parents on breaking the silence.
5. Fear of the spouse and lack of security.
6. The need to escape from reality.

The challenges faced by clients before seeking help, include:

1. Parents do not accept the idea of separation or divorce
2. Fear of parents and a reluctance to seek help
3. Lack of confidence that there is solutions to their problems

When asked about the role that organizations must assume to support women and help them to break the silence; all of them affirmed the importance of franchising the service in all governorates, as well as the need for these organizations to inform the public of their services in order for women to learn about their presence and their ability to help if needed. Respondents also stressed the need for awareness programs targeting all members of society concerning violence against women, its side effects and repercussions.

Chapter Four

Part One: Conclusions and Recommendations

We have attempted in this research to outline the services offered by organizations working in the field of violence against women, to women victims of violence and to examine if these services are sufficient or not. We also sought to review the role of organizations to help women break their silence as well as the stages women victims women go through that push them to speak up and seek support and help. The results of questionnaires we have designed and distributed to organizations, both the qualitative and quantitative, and the outcome of interviews we conducted with professionalism were in harmony with the assumptions of the research. There was an indication that there is a pressing need for institutional work on both the official and unofficial levels to support women victims of violence and help them break the silence. In addition, the research tackled the phases women go through and the factors that encourage them to break their silence. We also highlighted the need for a defined and written national referral system that can help women break the silence. The main conclusions and recommendations:

1. On the level of services offered to battered women:

- It is the responsibility of the government to provide social, psychological and legal counseling services, and protection services for women victims of violence, and to place issues pertaining to women and girls victims of violence on top of their list of priorities through the provision of appropriate budgets for this issue.
- It is the responsibility of the government to do networking and cooperation with organizations working in the field in order to improve services provided to women to help them break their silence.
- It is clear that there are services provided to women, but these services are inadequate and non-existent in all governorates of Jordan, in addition to the prevalence of a distinct lack of protection services such as shelters distributed across Jordan in the north and the south.
- There is no defined or written referral system among institutions working in the area of violence against women to help monitor and document as well as follow up on cases of violence, which results in the lack of clear data on the situation of women victims of violence in Jordan.
- Lack of specialized and comprehensive work among organizations, where there is an urgent need for networking and cooperation among them that should gear clear of competition which only leads to fragmented efforts aimed at eradicating violence against women.

- There is a need for sustainability in services provided without the total reliance on external financing, but rather the creation of mechanisms through which the government can support such organizations to enable them to continue their work.
2. On the level of legislation, laws and policies
 - Activating the family protection law through the establishment of family counseling offices and family reconciliation committees that were stated in the law.
 - Drafting a special law on violence against women.
 - Preparing a national protocol to deal with cases of violence, including the activation of defined regulations to be applicable to all institutions working in this field.
 - Setting up a special body in courts to look into issues of domestic violence and violence against women, similar to the body established in the Criminal Court to look into cases of murder of women.
 3. On the level of awareness programs
 - Design programs targeting youth and men in order to change their stereotyped image of women.
 - Intensify legal awareness programs for women to inform them of their legal rights and to franchise those programs nationwide.
 4. On the level of training of cadres that provide services
 - Train health workers to detect and handle cases of violence.
 - Develop the skills of staff working in organizations where battered women are received and devise a mechanism to deal with these cases.
 5. On the level of providing incentives to women to break their silence
 - Availability of organizations that provide services in all governorates of the Kingdom.
 - Set up counseling centers for women in all governorates of the Kingdom equipped with qualified staff to deal with cases of violence and abuse.

- Open channels of communication with women victims of violence to increase their confidence in organizations that provide the service.

Part Two: Conclusion

National, regional and international efforts demonstrate that violence against women is a universal problem affecting women all over the world in varying degrees and levels. Violence is a societal issue that demands from countries and societies to work to eradicate it through drafting favorable laws and amending discriminatory ones. They should design awareness programs that target youth and men in order for them to change their mindsets towards women as interior beings. Governments must also provide legal, social and psychological services to battered women facing any form of verbal, psychological, physical or sexual abuse.

We have discussed in this research the challenges and phases that women victims of violence live in Jordan, the nature of services provided by official and non-official institutions and the role that these institutions play to help women break their silence, in view of the detrimental effects of violence on women and/or society at large.

Through the quantitative and qualitative questionnaire, which was designed and distributed to organizations working in the area of violence against women, we concluded that services offered to women must be enhanced to be more professional, specialized and comprehensive. Sustainability of services is also of utmost importance. Furthermore, the outcome of research revealed the necessity to implement the family protection law, which is enacted, and to draft a new specific law on violence against women. Effort must also be geared towards increasing the number of shelters to cover all governorates of Jordan, avoiding concentration of such shelters only in the capital. There must also be a national, well defined and professional referral system in place capable of dealing with cases of women victims of violence, far away from duplication or overlapping efforts or competition among institutions. This referral system must become the focal point on the national level, through which we can monitor and document data on violence against women. Support to women could be offered through job opportunities that provide her and her children with sustainable dignified living when they decide to break their silence. Capacity building of cadres is another important factor in ensuring proper and professional handling of women victims of violence.

All the above would not be achieved without a joint vision by all the organizations that deal with violence against women including clear mechanisms for joint action and proper distribution of roles and responsibilities between them, in addition to finding mechanisms to monitor and oversee the performance of these institutions in order for all to attain a society that respects the dignity and life of women as human beings.

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