

JORDAN



The ICRC has been present in Jordan since the 1967 Arab-Israeli war. Its work largely consists of visiting detainees to monitor their treatment and conditions of detention, providing tracing and RCM services to enable civilians and foreign detainees to restore contact with family members, and promoting IHL throughout Jordanian society, in close cooperation with the Jordan National Red Crescent Society. The delegation also provides logistical support to ICRC relief operations in the region and beyond.

CONTEXT

Protests at the beginning of the year calling for political change and moves towards a constitutional monarchy led King Abdullah II to appoint a new government in February with instructions to implement fundamental reform. However, this did not prevent violent clashes between the security forces and demonstrators in March amid reported doubts about the reform process. In October, the king appointed a new prime minister and changed other key personnel such as the chief of the royal court and the head of the General Intelligence Department (GID), while parliament continued to discuss measures to try to meet some of the protesters' demands.

Externally, Jordan was concerned by the situation in the Syrian Arab Republic and the potential for spillover. Thousands of refugees, including some defectors from the Syrian military, fled across the border into northern Jordan. With developments in the Israeli-Palestinian context also remaining a source of anxiety and many Jordanians continuing to question their country's own peace agreement with Israel, Jordan offered to host talks between the two sides.

The Gulf Cooperation Council (GCC) initially welcomed Jordan's announcement that it wished to join the GCC but, by the end of the year, several member States had rejected the idea.

ICRC ACTION AND RESULTS

The ICRC in Jordan continued to focus on visiting detainees to monitor their treatment and living conditions and on restoring and maintaining family links disrupted by past and current conflicts in the region.

Delegates conducted visits to some 6,800 detainees, monitoring their treatment and living conditions in relation to internationally recognized standards and sharing their findings and recommendations confidentially with the detaining authorities. Security detainees were followed up individually. Particular attention was paid to detainees' links with their family members and, in the case of foreign detainees, with their consulates.

The dialogue between the ICRC and the authorities on the proper and uniform application of the Crime Prevention Act also continued, with the Ministry of the Interior regularly reviewing individual cases, leading to the release of some administrative detainees and easing overcrowding. The Interior and Health Ministries continued to develop their working relationship on detention-related matters and to draw on ICRC support in this regard. Following

EXPENDITURE (IN KCHF)

| | |
|-------------------------------------|--------------------------------|
| Protection | 1,918 |
| Assistance | - |
| Prevention | 937 |
| Cooperation with National Societies | 224 |
| General | 21 |
| | ▶ 3,100 |
| | <i>of which: Overheads 209</i> |

IMPLEMENTATION RATE

| | |
|---------------------------|------------|
| Expenditure/yearly budget | 80% |
|---------------------------|------------|

PERSONNEL

| | |
|--|------------|
| Expatriates | 20 |
| National staff (daily workers not included) | 100 |

KEY POINTS

In 2011, the ICRC:

- ▶ lent the authorities technical support in addressing issues related to administrative detention
- ▶ organized a training course for the authorities on best practice in health care in detention
- ▶ responded to the spillover of the unrest in the Syrian Arab Republic by monitoring the situation of Syrian refugees who had crossed the international border
- ▶ supported efforts to heighten awareness of the dangers posed by explosive remnants of war
- ▶ continued to support measures to strengthen the family-links capacities of the National Society
- ▶ reinforced understanding of IHL among thousands of military and medical personnel through training sessions/briefings

| Main figures and indicators | PROTECTION | Total | | |
|---|--|-------|-----------|--------|
| CIVILIANS (residents, IDPs, returnees, etc.) | | | | |
| Red Cross messages (RCMs) | | | UAMs/SCs* | |
| RCMs collected | | 162 | | |
| RCMs distributed | | 241 | | |
| Reunifications, transfers and repatriations | | | | |
| People reunited with their families | | 2 | | |
| | <i>including people registered by another delegation</i> | 1 | | |
| Tracing requests, including cases of missing persons | | | Women | Minors |
| People for whom a tracing request was newly registered | | 15 | 1 | 5 |
| People located (tracing cases closed positively) | | 3 | | |
| Tracing cases still being handled at 31 December 2011 (people) | | 10 | 1 | 4 |
| Documents | | | | |
| People to whom travel documents were issued | | 52 | | |
| Official documents relayed between family members across borders/front lines | | 11 | | |
| PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses) | | | | |
| ICRC visits | | | Women | Minors |
| Detainees visited | | 6,872 | | |
| Detainees visited and monitored individually | | 571 | 1 | |
| Detainees newly registered | | 433 | | |
| Number of visits carried out | | 47 | | |
| Number of places of detention visited | | 14 | | |
| Restoring family links | | | | |
| RCMs collected | | 145 | | |
| RCMs distributed | | 90 | | |
| Phone calls made to families to inform them of the whereabouts of a detained relative | | 67 | | |
| Detainees visited by their relatives with ICRC/National Society support | | 1 | | |
| People to whom a detention attestation was issued | | 4 | | |

* Unaccompanied minors/separated children

| Main figures and indicators | ASSISTANCE | Total | Women | Children |
|---|---------------|-------|-------|----------|
| PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses) | | | | |
| Economic security, water and habitat | | | | |
| Essential household items | Beneficiaries | 4,370 | | |

further discussions and training of its personnel, the Directorate of the Interior Ministry's Correctional and Rehabilitation Centres (CRCs) began working on aspects of best practice in health care. The Ministry of Health appointed an official responsible for matters pertaining to health in detention.

The ICRC responded to the spillover into Jordan of the violence in the Syrian Arab Republic, assessing and monitoring the situation of Syrian civilians who had fled into northern areas of Jordan. Partly in response to the influx of Syrian refugees, the Jordan National Red Crescent Society received ICRC support to further strengthen its network of volunteers trained in providing family-links services, to improve its emergency preparedness and project management and to promote IHL and humanitarian principles.

People in Jordan affected by past or current armed conflicts throughout the region were able to restore or maintain contact with relatives and to exchange official documents through family-links services. Refugees without valid identity papers resettled or joined relatives in third countries with ICRC-issued travel documents.

Efforts to promote the integration of IHL into national legislation, university curricula and the theoretical and operational training of the armed and security forces continued. Military and security forces personnel attended IHL briefings before leaving on peace-keeping missions abroad.

The ICRC in Jordan remained a key logistical and administrative hub for ICRC operations, contributing to the ICRC's humanitarian response to the armed conflict in Libya and to its spillover

effects in Egypt and Tunisia. It also supported operations in Iraq, Lebanon, the occupied Palestinian territory, the Syrian Arab Republic and Yemen and, further afield, in Somalia. Purchase of relief items in the region expanded, resulting in cost savings, on-the-spot quality control and a better response time.

The delegation continued to manage the main training centre for ICRC staff working in the Middle East, the Balkans and the Caucasus.

CIVILIANS

Civilians in Jordan continued to rely on ICRC services to locate or exchange news, parcels and official documents with relatives abroad, often with those held in detention in Iraq, Israel or the occupied Palestinian territory. A total of 49 home visits from ICRC delegates helped families whose living conditions left them unable to travel to the ICRC office to remain in touch with relatives. With ICRC support, an elderly woman and an elderly man were able to rejoin their families in Gaza. One woman, accompanied by her two children, visited her husband detained in Lebanon (see *Lebanon*). Families wanting to visit their relatives detained in Israel were referred to the Jordanian Foreign Ministry. In exceptional cases, the ICRC, acting as a neutral intermediary, interceded with the ministry on their behalf to facilitate the process. Despite renewed efforts, the fate of 18 Jordanians missing in Israel since the 1980s remained unresolved.

A total of 52 recognized refugees without valid identity papers resettled or joined their families in third countries thanks to travel documents issued by the ICRC in coordination with UNHCR, the IOM and the embassies concerned.

Following the influx of thousands of Syrian refugees into northern Jordan, the ICRC assessed their humanitarian situation. No significant emergency needs were identified beyond family contact. Such services were provided within the country by the Jordanian Red Crescent (see *Red Cross and Red Crescent Movement*).

PEOPLE DEPRIVED OF THEIR FREEDOM

Security detainees in GID custody, security detainees in the CRCs who had been held by the GID and the Public Security Directorate of the Ministry of the Interior prior to their transfer, and other detainees in the CRCs continued to receive regular ICRC visits conducted according to the organization's standard procedures. Delegates monitored detainees' treatment and living conditions, with a particular focus on security detainees, including those detained in connection with civil unrest at the beginning of the year. Delegates' findings and recommendations were shared with the detaining authorities through oral and/or written reports and during follow-up meetings, including with the State Security Court regarding detainees in GID custody and with the Public Security Directorate of the Ministry of the Interior regarding detainees under its authority in the CRCs.

During visits, as necessary, some 130 vulnerable detainees received warm clothes and hygiene articles and some 4,200 recreational items, to ease the conditions of their incarceration. Many inmates used ICRC services to stay in touch with their families through the exchange of RCMs and/or oral messages relayed by delegates. Although security detainees were allowed to receive regular visits from family members, the ICRC advocated the introduction of special visits that permitted physical contact.

A total of 52 foreign detainees in Jordan benefited from consular protection and advice after the ICRC, according to their expressed wishes, notified their embassies in Amman of their detention. An Iraqi detainee received a visit from his mother after she travelled to Jordan with the ICRC's help. Through dialogue with the authorities, the ICRC also strove to ensure that foreign detainees fearing persecution in their home countries, including Iraqis awaiting deportation and Syrians fleeing violence in their own country, benefited from the principle of *non-refoulement*. UNHCR was notified of nine cases of foreign detainees seeking asylum in Jordan. Thanks to coordination between the ICRC delegations in Amman and Baghdad, the Jordanian authorities were informed of the detention of five of their nationals in Iraq. Jordanian nationals released from prisons in Iraq or Israel were repatriated to Jordan under ICRC auspices, in coordination with the authorities concerned. Some third-party nationals were repatriated via the country. Four former detainees in Jordan, or their families, were issued with certificates of detention, in some cases qualifying them for State welfare allowances.

Dialogue with the authorities on the proper and uniform application of the Crime Prevention Act also continued to show progress. Governors and deputies of the three provinces with the largest number of administrative detainees held meetings with the ICRC to discuss the matter in more detail. The Ministry of the Interior's ad hoc committee on administrative detainees, created in 2010, reviewed a number of cases of detainees brought to its attention by the ICRC, which resulted in the release of some of them and was a step towards easing the problem of overcrowding. With the endorsement of the authorities, the ICRC also referred some cases of administrative detention to specialized local NGOs for legal follow-up.

Cases of other particularly vulnerable detainees, such as women held to protect them from retribution for so-called "honour crimes" and some foreign detainees, were referred to local NGOs for various forms of assistance.

Coordination between the CRC Directorate and the Ministry of Health continued to develop. Staff from both bodies attended several days' training on stress management and best practice in health care in detention, including during medical transfers. Following the event, the Ministry of Health appointed an official to take charge of detention-related matters. The CRC Directorate finalized the guidelines on prisoner body searches drafted in 2010 with the ICRC's advisory input.

The ICRC also continued to facilitate dialogue and closer interaction on medical ethics among GID medical officers, the Jordanian Medical Association, the Ministry of Health and the Jordanian Armed Forces.

AUTHORITIES

The authorities continued working on the ratification of IHL treaties to which Jordan was not yet party and on the implementation of those already ratified. The Foreign Ministry began to review a draft law on the Rome Statute.

Government officials and members of the national IHL committee attended regional meetings and courses, including those organized by the ICRC and the League of Arab States in Rabat, Morocco (see *Tunis*) and Beirut (see *Lebanon*). These events aimed to stimulate greater interest in IHL and create momentum in terms of its implementation. With the same aim, the national IHL committee launched a research competition and organized meetings on IHL and its integration into national law for around 80 officials from all over Jordan. All such endeavours were backed up with relevant Arabic-language publications.

While continuing to advocate Jordan's accession to the Convention on Cluster Munitions, the National Committee for Demining and Rehabilitation pursued efforts to raise awareness of the dangers posed by explosive remnants of war. Drawing on ICRC support, the committee held training events on risk education and community liaison for its teams and advanced courses for instructors. It also produced a cartoon to better convey its message to children.

ARMED FORCES AND OTHER BEARERS OF WEAPONS

The Jordanian armed and security forces continued to work towards the systematic integration of IHL into their teaching and training programmes. High-ranking military and security officers held several meetings with the ICRC to discuss the promotion and integration of IHL and applicable human rights norms, and to share knowledge on the latest developments regarding IHL-related issues and ICRC activities. The Royal Command and Staff College held an IHL training exercise with the support of an ICRC-trained instructor.

As part of more general efforts to increase awareness of humanitarian principles among the rank and file, a senior armed forces representative attended an international IHL training course in South Africa (see *Pretoria*), while some 1,300 Jordanian medical and military personnel and 2,400 military officers of various other nationalities learnt more about IHL/the ICRC at other events. More than 4,200 military, police and *gendarmierie* personnel were briefed before leaving on peacekeeping missions. Participants in such events received related documentation in relevant languages.

In 2011, the PSD and the General Directorate of *Gendarmerie Forces* were involved in responding to the unrest in the capital. Regular ICRC briefings at places of detention familiarized staff with human rights and humanitarian norms relating to law enforcement, arrest and detention. Senior officials of both bodies maintained contact with the ICRC, which reiterated its offer to assist them with training.

CIVIL SOCIETY

Through briefings and presentations, backed up by ICRC publications, such as *Al-Insani* magazine, a wide range of civil society actors, including community leaders, members of think-tanks, political parties, universities (including sharia faculties) and professional associations, further developed their knowledge of humanitarian principles and Movement activities.

National media gave wide coverage to ICRC activities in Jordan and worldwide, conducting interviews with ICRC staff on humanitarian issues or drawing on information such as news releases, operational updates and other material available through the Arabic version of the institutional website.

Other events aimed to increase knowledge of IHL among young people and enlist their support. Three university law students participated in the 2011 Jean-Pictet moot court competition in France (see *Paris*), and other law and journalism students attended ICRC presentations, while a law professor attended a regional course in Beirut (see *Lebanon*) with the aim of boosting teaching of IHL upon his return. Leaders of Islamic youth groups participated in seminars to explore the common ground between Islamic law and IHL and to learn more about the ICRC's humanitarian action.

RED CROSS AND RED CRESCENT MOVEMENT

The Jordanian Red Crescent continued to receive ICRC technical, material and financial support to strengthen its capacities in IHL promotion, emergency preparedness, tracing, project management and reinforcing its own identity. It worked to bring its own strategy for family-links activities in line with the officially endorsed Movement-wide Restoring Family Links Strategy and organized three workshops to train 60 volunteers in the provision of family-links services, partly in response to the situation on the border with the Syrian Arab Republic (see *Civilians*).

The National Society also strengthened its visibility and relationship with local communities by implementing five projects at branch level, including improving kindergarten facilities and upgrading equipment to be used in computer training. Plans to reprint publications aimed at supporting the promotion of IHL were postponed until 2012, while sponsorship of a National Society representative to participate in a weapon contamination seminar abroad was cancelled owing to a lack of staff availability.

Through meetings, Movement components in Jordan coordinated their activities.