

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 living conditions, 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. It provides support to refugees who have fled the conflict in the Syrian Arab Republic.

CONTEXT

In Jordan, public demonstrations demanding further political and economic reforms and protesting high fuel prices took place year-round.

Beset by high unemployment and poverty rates, a burgeoning budget deficit and low foreign investment, Jordan looked to the International Monetary Fund and donor governments for financial aid. Jordan also called for international funding to support the high cost of hosting hundreds of thousands of people who had sought refuge in the country to escape the armed conflict in the neighbouring Syrian Arab Republic (hereafter Syria). Their presence, along with the impasse in the Israeli-Palestinian context, continued to cause some concern among Jordanians.

Despite regional tensions and pressure from other countries to take a political stand in relation to the events in Syria, Jordan managed to maintain stable relations with its neighbours. In October, the first Jordanian ambassador to Israel since 2010 was sworn in.

EXPENDITURE (IN KCHF)

Protection	2,339
Assistance	-
Prevention	1,210
Cooperation with National Societies	299
General	-

► **3,848**

of which: Overheads 235

IMPLEMENTATION RATE

Expenditure/yearly budget	87%
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PERSONNEL

Expatriates	22
National staff (daily workers not included)	102

KEY POINTS

In 2012, the ICRC:

- ▶ during a three-day regional seminar on health care in detention, facilitated the sharing of best practices among prison directors and health care experts from 11 countries in the Middle East
- ▶ with the National Society, provided hygiene parcels to some 7,500 people coming from the Syrian Arab Republic (hereafter Syria) and staying outside hosting camps and transit centres
- ▶ with the Jordan National Red Crescent Society, enabled Syrians who took refuge in the Al-Zaatari camp in Jordan to contact their relatives in Syria through over 4,700 free phone calls and the sending of some 400 RCMs
- ▶ through a three-month project agreement, helped the National Society boost its operational capacities in the fields of family links, communication and logistics
- ▶ succeeded through dialogue with the media faculty of Petra Private University in having IHL integrated into the university's journalism curriculum

ICRC ACTION AND RESULTS

The ICRC in Jordan continued to focus on visiting detainees in order to help the authorities bring their treatment and living conditions in line with internationally recognized standards. Security detainees received particular attention, while all detainees visited were offered Movement family-links services to contact their families and/or consulates. The ICRC lent its expertise to the Health and Interior Ministries, particularly the Health Ministry's unit dealing with health care in detention, in improving their coordination and enhancing health care services for detainees. At an ICRC-organized regional seminar on the topic held in Amman, representatives of both ministries exchanged best practices in prison health care with their counterparts from the region.

The delegation, in coordination with the Jordan National Red Crescent Society and other humanitarian organizations on the ground, monitored the humanitarian situation of people who had fled into Jordan to escape the armed conflict in Syria. With most of their needs being met by other organizations, the ICRC directed its efforts to filling any gaps in the assistance provided to them. Working in partnership with the National Society, it provided hygiene items to ease the displacement of those staying outside camps and transit centres. Particularly vulnerable groups, including unaccompanied/separated minors and the elderly, received help in contacting their relatives, while others were referred to

Main figures and indicators	PROTECTION	Total		
CIVILIANS (residents, IDPs, returnees, etc.)				
Red Cross messages (RCMs)				
			UAMs/SCs*	
RCMs collected		180		
RCMs distributed		209		
Phone calls facilitated between family members		4,739		
Reunifications, transfers and repatriations				
People reunited with their families		7		
Tracing requests, including cases of missing persons				
			Women	Minors
People for whom a tracing request was newly registered		103		1
People located (tracing cases closed positively)		18		
Tracing cases still being handled at the end of the reporting period (people)		90		1
Documents				
People to whom travel documents were issued		231		
Official documents relayed between family members across borders/front lines		3		
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)				
ICRC visits				
			Women	Minors
Detainees visited		10,641		
Detainees visited and monitored individually		1,727	71	
Detainees newly registered		1,607	70	
Number of visits carried out		61		
Number of places of detention visited		18		
Restoring family links				
RCMs collected		150		
RCMs distributed		53		
Phone calls made to families to inform them of the whereabouts of a detained relative		23		
Detainees visited by their relatives with ICRC/National Society support		4		
People to whom a detention attestation was issued		19		

* Unaccompanied minors/separated children

other organizations for specific assistance. Delegates interviewed people who reported abuses or arrests in Syria, with a view to making representations to the appropriate authorities. Dialogue with the Jordanian authorities aimed to ensure respect for the principle of *non-refoulement* for foreigners and foreign detainees.

Among the wider population, family members separated by past or current conflicts throughout the region also restored or maintained contact through Movement family-links services. Acting as a neutral intermediary, the ICRC facilitated family visits to Jordanians detained in Israel. Recognized refugees without valid identity papers resettled or joined relatives in third countries using ICRC-issued travel documents.

Despite frequent changes in the government, the ICRC kept up efforts to promote the integration of IHL into national legislation and into the teaching and training programmes of the Jordanian Armed Forces (JAF). Government officials and military personnel attended briefings/seminars on IHL, international standards applicable to peacekeeping, and neutral, impartial and independent humanitarian action.

Contact with a wide variety of civil society actors, including members of political parties, journalists and university lecturers and students, raised awareness of humanitarian issues and principles among a broader audience, helping generate more widespread support for the Movement.

ICRC financial and technical support helped the National Society to progress in building its capacities in emergency response and family-links services, particularly in relation to the people fleeing the Syrian armed conflict.

The delegation remained a key logistical hub for ICRC operations, contributing to the organization's humanitarian response mainly

in Syria, Lebanon and Yemen, but also in Afghanistan, Egypt, Iraq, Israel and the occupied territories, and Libya. Owing to the existing needs within the region, the Amman logistical hub expanded its emergency stocks. In addition, the regional training centre continued to serve ICRC delegations working in the Middle East, North America, Europe, the Balkans, the Caucasus and Europe.

CIVILIANS

On the basis of assessments conducted in coordination with the National Society and other humanitarian organizations and regular visits to people who had fled into Jordan from Syria, the ICRC, in partnership with the National Society, responded to unaddressed humanitarian needs in camps and transit areas. Some 7,500 people who had taken refuge outside the camps, in Amman and northern Jordan, received hygiene kits to ease their displacement. This helped alleviate the burden on host communities and prevent health problems arising among the wider population.

Movement family-links services proved invaluable as people sought information about relatives left behind in Syria. Since the ICRC office in Al-Zaatari camp started offering such services in September, Syrians re-established or maintained contact with their relatives through over 4,700 free phone calls and the sending of some 400 RCMs. Particularly vulnerable people staying in other facilities in northern Jordan, including separated/unaccompanied minors and the elderly, also benefited from these services; some of them were referred to other organizations for other types of assistance. People also approached ICRC delegates to report abuses or the arrest of relatives in Syria. These allegations were shared with the ICRC delegation in Damascus for tracing and other follow-up. To protect foreign nationals seeking refuge in the country, meetings with the Jordanian authorities concentrated on ensuring respect for the principle of *non-refoulement*.

Main figures and indicators	ASSISTANCE	Total	Women	Children
CIVILIANS (residents, IDPs, returnees, etc.)				
Economic security, water and habitat (in some cases provided within a protection or cooperation programme)				
Essential household items ¹	Beneficiaries	3,010	5%	15%
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)				
Economic security, water and habitat (in some cases provided within a protection programme)				
Essential household items	Beneficiaries	8,659		

1. Owing to operational and management constraints, figures presented in this table and in the narrative part of this report may not reflect all activities carried out during the reporting period

Other people in Jordan, nationals and foreigners alike, benefited from ICRC services enabling them to locate, or exchange news, parcels and official documents with, relatives abroad, mostly detainees held in Iraq, Israel or the occupied Palestinian territory. Those unable to travel to the ICRC office received home visits so they could avail of these services. Where necessary, the ICRC, acting as a neutral intermediary, interceded with the Jordanian authorities to facilitate visits by Jordanians to relatives detained in Israel. Two unaccompanied Somali minors received support to re-establish contact with their brother in Norway, while a widow and her five children reunited with relatives in the Gaza Strip (occupied Palestinian territory). A total of 231 refugees without valid identity papers resettled or joined their families in third countries with travel documents issued by the ICRC in coordination with UNHCR, the IOM and the relevant embassies.

Despite continued efforts, the fate of 18 Jordanians missing in Israel since the 1980s remained unresolved.

The National Society received ICRC support to boost its capacity to provide the above-mentioned services (see *Red Cross and Red Crescent Movement*).

PEOPLE DEPRIVED OF THEIR FREEDOM

Security detainees in the custody of the General Intelligence Department (GID) and in Correction and Rehabilitation Centres (CRCs), including those who had been held by the GID or the Public Security Directorate (PSD) of the Interior Ministry prior to their transfer to the CRCs, continued to receive regular visits conducted according to standard ICRC procedures. Delegates monitored detainees' treatment and living conditions, with a particular focus on security detainees and other particularly vulnerable groups such as death-sentenced inmates, women and migrants/foreigners, including foreign administrative detainees.

The detaining authorities were informed of the ICRC's findings and recommendations in confidential oral and written reports. In addition, the PSD was apprised of issues related to ordinary detainees' time in its custody prior to their transfer to the CRCs. CRC personnel attended ICRC briefings on the organization's activities for detainees and were reminded of the relevant law and internationally recognized standards relating to their duties. Reviews of cases of people held under the Crime Prevention Act conducted by an ad hoc Interior Ministry committee, with ICRC support, since 2010 led to some administrative detainees receiving shorter sentences or being freed, helping reduce the number of people under administrative detention. In order to tackle pending structural issues, the ICRC facilitated two round-tables on administrative detention with the authorities concerned towards the end of the year.

Detainees in CRCs, mainly those under GID authority and foreign detainees, stayed in touch with their relatives through RCMs conveyed by ICRC delegates. The ICRC advocated for increased

phone calls for security detainees (who were allowed family visits) and foreign detainees not receiving family visits. With ICRC assistance, two Iraqi detainees in Jordan received visits from relatives living in Iraq. A total of 258 foreign detainees in Jordan benefited from consular protection and advice after the ICRC, according to their expressed wishes, notified their embassies of their detention. At their request, the ICRC notified UNHCR of 20 cases of foreign detainees seeking asylum in Jordan and reminded authorities to uphold the principle of *non-refoulement* for foreign detainees fearing persecution in their home countries, including Iraqis awaiting deportation and Syrians fleeing the armed conflict in their own country. Following their release, 19 former detainees, or their families, received ICRC-issued attestations of detention, in some cases qualifying them for State welfare allowances.

Detainees benefited from ad hoc material support to ease their living conditions. In total, 2,600 detainees received essential items, including over 1,000 vulnerable detainees – among them Syrians – who received hygiene articles and some 1,500 who received recreational items. Particularly vulnerable detainees, such as women held to protect them from retribution by way of so-called “honour crimes” and some administrative and foreign detainees, obtained various forms of assistance from local NGOs after being referred to them by the ICRC.

Following the appointment of a focal point in 2011, the Health Ministry created a special unit dedicated to health matters in places of detention, further enhancing coordination with the Interior Ministry's CRC Directorate. In line with ICRC recommendations, the new unit organized workshops for staff of both ministries working in the CRCs in order to facilitate discussions on issues of common interest and to foster best practices in the provision of health services. Representatives of both ministries also participated in a three-day regional seminar on improving health care in detention, held in Amman and attended by prison directors and health care experts from 11 countries in the Middle East. To lay the groundwork for future health reforms, the Health Ministry, with ICRC technical assistance, conducted an assessment and mapping of the health care capacities of CRCs nationwide.

The ICRC continued to facilitate dialogue and closer interaction on medical ethics among Health Ministry representatives, the Royal Medical Services, and health staff working in CRCs and the GID detention facility.

AUTHORITIES

Frequent changes at government level affected the ratification and implementation of IHL treaties.

Pursuant to Jordan's obligations under the Mine Ban Convention, the National Committee for Demining and Rehabilitation (NCDR), having completed the demining of all known minefields in the country, pursued a verification exercise, which uncovered additional mines. Planned training of NCDR teams in mine

clearance and risk reduction did not take place owing to the unavailability of a trainer. Funds allocated for the training were used to purchase raw materials for prostheses for the NCDR's physical rehabilitation centre in Irbid.

Government officials and members of the national IHL committee enhanced their knowledge of IHL at regional events for policy-makers. These included a meeting of Arab governmental experts co-organized with the League of Arab States (see *Kuwait*). Domestically, the national IHL committee received ICRC support for its activities, including for the production of a brochure to promote the committee's work. With additional support from the Swiss embassy, it launched a series of IHL workshops tailored to local needs. It organized a seminar for NGOs regarding IHL implementation and an IHL moot court competition involving students from three leading Jordanian universities.

ARMED FORCES AND OTHER BEARERS OF WEAPONS

The JAF continued to work towards the systematic integration of IHL into its teaching and training programmes, occasionally drawing on ICRC expertise. Around 626 military personnel, including judges and medical staff, learnt about IHL on six ICRC courses conducted at various military training centres, while over 3,800 military officers of various nationalities attended basic presentations on IHL and the ICRC. Almost 3,000 military, police and *gendarmierie* personnel were briefed on the ICRC and its neutral, impartial and independent humanitarian action before leaving on peacekeeping missions.

Members of the armed forces of some 20 countries attending the Eagle Lion military exercise conducted by Jordan and the United States of America benefited from expertise shared by ICRC delegates on IHL-related topics, including peacekeeping. Selected JAF units involved in NATO peacekeeping operations received 4,000 IHL publications.

Because of time and staff constraints, the planned seminar for JAF personnel assigned in prisons did not take place. The JAF did not nominate a candidate for a military course abroad. However, contacts established with the joint chiefs-of-staff facilitated dialogue on the Syrian armed conflict and its repercussions in Jordan.

CIVIL SOCIETY

Through briefings, presentations and other events, a wide range of civil society actors further developed their knowledge of humanitarian principles and Movement activities. For example, leaders/members of Islamic groups attended a seminar to raise their awareness of the ICRC's mandate and humanitarian mission, while meetings with representatives of the Islamic Action Front and the Jordanian Engineers Association opened networking avenues with key groups.

National media brought ICRC activities in Jordan and further afield to a worldwide audience, using ICRC-issued press releases and operational updates, including those published on the Arabic version of its website. A journalist participated in a regional IHL workshop for the media (see *Lebanon*) and, at an informal meeting, representatives of media outlets learnt about current ICRC concerns, including those addressed by the Health Care in Danger project.

To stimulate further interest in IHL among future leaders, law students participated in IHL competitions, including a moot court (see *Authorities*), and a law lecturer from Al-Ahliyya Private University

attended a regional IHL course (see *Lebanon*). At Petra Private University, 30 journalism lecturers discussed IHL in relation to conflict reporting during an ICRC-run round-table; the university agreed to the integration of IHL into its journalism curriculum.

In support of ICRC efforts to shed light on the similarities between IHL and sharia law, lecturers from both fields attended a one-day event at the World Islamic Sciences and Education University.

RED CROSS AND RED CRESCENT MOVEMENT

The Jordanian Red Crescent continued to receive ICRC technical, material and financial support to help strengthen its capacities in emergency preparedness and response and restoring family links.

In line with a three-month agreement to help the National Society respond to the needs of people fleeing the Syrian armed conflict (see *Civilians*), the National Society focused on improving its capacities in logistics, communication and family-links services. To this end, it received a forklift and hygiene parcels for distribution to vulnerable Syrians. National Society warehouse staff improved their skills in managing relief supplies, and 20 volunteers/staff received family-links training and on-the-job support. An assessment was carried out to determine ways to reinforce the communication capacities of four Red Crescent branches in the north. Small-scale projects, as well as the production of posters and publications, helped boost the capacities of some branches, at the same time raising the National Society's visibility as a relevant humanitarian actor.

Regular meetings facilitated the coordination of activities between Movement partners. Starting in September, regular meetings with representatives of Movement partners operating in the country contributed to improved action in favour of Syrians in Jordan.