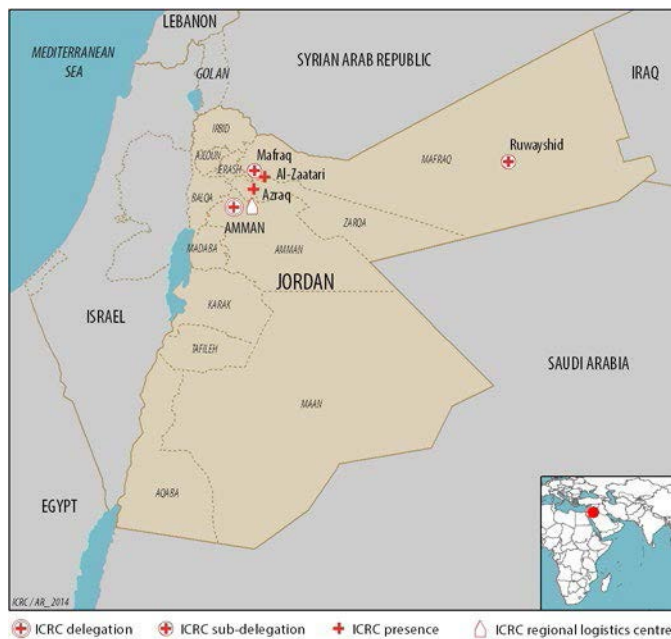


# JORDAN



The ICRC has been present in Jordan since the 1967 Arab-Israeli war. It visits detainees, monitoring their treatment and living conditions, and provides tracing and RCM services to enable civilians, including refugees, and foreign detainees to restore contact with their family members. In cooperation with the Jordan National Red Crescent Society, the ICRC supports and assists refugees from across the region. It also partners the National Society in promoting IHL throughout Jordanian society. The delegation provides logistical support to ICRC relief operations in the region and beyond.

## YEARLY RESULTS

Level of achievement of ICRC yearly objectives/plans of action **HIGH**

## KEY RESULTS/CONSTRAINTS

### In 2014:

- ▶ the authorities were reminded of their responsibilities under relevant law towards people who had fled the Syrian Arab Republic (hereafter Syria), including the need to respect the principle of *non-refoulement*
- ▶ concerted efforts to assist refugees from Syria increased; those arriving at the eastern border met their immediate needs through ICRC-provided food, essential items and water/sanitation facilities
- ▶ refugees passing through a registration facility were screened at an ICRC-run clinic and, as necessary, obtained primary health care there or were referred to ICRC-supported hospitals
- ▶ Syrians living outside camps benefited from cash assistance to help them cover their living expenses, and from infrastructure rehabilitation projects to improve water access for them and their host communities
- ▶ people held in Jordan received visits to monitor their treatment and living conditions; the authorities took steps to review prison health care and medical ethics in detention, for example, at a regional conference
- ▶ with a view to attaining full autonomy in IHL training, the Jordanian army drew on ICRC support to establish an IHL centre of excellence, where it held workshops for instructors and military legal advisers

EXPENDITURE (in KCHF)	
Protection	3,376
Assistance	24,724
Prevention	2,319
Cooperation with National Societies	767
General	965
<b>Total</b>	<b>32,151</b>

of which: Overheads 1,959

IMPLEMENTATION RATE	
Expenditure/yearly budget	<b>102%</b>

PERSONNEL	
Mobile staff	43
Resident staff (daily workers not included)	170

PROTECTION	Total
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>	
<b>Red Cross messages (RCMs)</b>	
RCMs collected	55
RCMs distributed	39
Phone calls facilitated between family members	9,002
People located (tracing cases closed positively)	45
People reunited with their families	2
<i>of whom unaccompanied minors/separated children</i>	1
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>	
<b>ICRC visits</b>	
Detainees visited	10,604
Detainees visited and monitored individually	960
Number of visits carried out	77
Number of places of detention visited	21
<b>Restoring family links</b>	
RCMs collected	366
RCMs distributed	115
Phone calls made to families to inform them of the whereabouts of a detained relative	5

ASSISTANCE	2014 Targets (up to)	Achieved
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>		
<b>Economic security, water and habitat (in some cases provided within a protection or cooperation programme)</b>		
Food commodities <sup>1</sup>	Beneficiaries 410,000	74,792
Essential household items	Beneficiaries 22,000	28,173
Cash	Beneficiaries 22,000	20,350
Work, services and training <sup>1</sup>	Beneficiaries 208	
Water and habitat activities	Beneficiaries 380,000	350,000
<b>Health</b>		
Health centres supported	Structures	1
<b>WOUNDED AND SICK</b>		
<b>Hospitals</b>		
Hospitals supported	Structures	2
<b>Water and habitat</b>		
Water and habitat activities	Number of beds	100
		77

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

## CONTEXT

Jordan continued to deal with the consequences of the conflict in the Syrian Arab Republic (hereafter Syria). Refugees entered mainly via its eastern border with Syria, though the influx dwindled as border entry policies were tightened in the last quarter of 2014. Reportedly, over 500,000 people were living in host communities, many of them in rented accommodations. Tensions between residents and refugees persisted, exacerbated by economic difficulties, including unemployment. Given the increased strain on its already-limited resources and public services, particularly on health-care and water-supply systems, the government drafted a national plan that aimed to improve the country's infrastructure over the next three years, with international support. In May, it opened a new refugee camp in Azraq to alleviate overcrowding in Al-Zaatari.

To maintain its stability amid regional turmoil, Jordan reinforced security along its borders with Iraq and Syria, amended anti-terrorist legislation, and launched a crackdown on perceived threats to national security, which often led to arrests. In September, it announced its participation in multilateral airstrikes against the Islamic State group.

## ICRC ACTION AND RESULTS

The ICRC continued to expand its activities for refugees from Syria, working with Movement partners and complementing the efforts of the authorities, UN agencies, and other actors. In May, it launched a budget extension appeal to strengthen its response to the regional effects of the Syrian conflict; sub-delegations were opened in Mafraq and Ruwayshid, to better reach people in need.

At the eastern border, refugees recovered from their journey through ICRC-provided food and essential household items, and had access to water/sanitation/shelter facilities installed and maintained by the ICRC at government-managed reception/collection points. In host communities, refugees covered some of their living expenses through cash distributions carried out with the Jordan National Red Crescent Society. In cooperation with the authorities, rehabilitated water infrastructure helped refugees and residents obtain water access, relieving potential tensions. Jordanian and Syrian women boosted their livelihood opportunities and mitigated their exposure to the risk of sexual violence through ICRC-supported vocational courses conducted by the National Society. Potential returnees to Syria reduced their exposure to mines/explosive remnants of war through training sessions conducted by an ICRC-supported national committee.

People in Jordan restored/maintained contact with relatives through National Society/ICRC family-links services. Refugees lacking identity papers resettled or joined relatives using ICRC-issued travel documents. Some especially vulnerable people received special assistance, following ICRC referrals.

Wounded and sick refugees were treated at ICRC-supported border health posts. Those passing through a registration facility were screened at an ICRC-run clinic and, as necessary, obtained primary health care there, or were referred to ICRC-supported hospitals or other facilities for further treatment. To boost emergency preparedness countrywide, surgeons and first-responders enhanced their skills at seminars and training sessions. Furthermore, the National Society received support for its first-aid training programme, helping refugees in host communities train in first aid.

While assisting refugees from Syria, the ICRC monitored their protection concerns, including those related to the principle of *non-refoulement*. The Jordanian authorities were reminded of their obligations in this regard through field interventions and, in cooperation with other actors, high-level dialogue. Delegates interviewed people who reported abuses or arrests in Syria and forwarded documented cases to the ICRC delegation there for follow-up.

In parallel, the ICRC continued visiting people held in Jordan, to help ensure that their treatment and living conditions were in line with applicable law and internationally recognized standards, paying particular attention to security detainees and other vulnerable inmates; based on these visits, the authorities received confidential feedback/recommendations. Some particularly vulnerable groups held in administrative detention benefited from water/sanitation initiatives to improve their living conditions. Cooperation with the authorities on prison health care and medical ethics continued; officials attended a regional conference thereon. Detainees, including those not receiving family visits, contacted their relatives, embassies or UNHCR with ICRC assistance.

With ICRC support, the national IHL committee continued actively promoting IHL and its implementation among decision-makers, and the armed forces – with a view to attaining full autonomy in IHL training – inaugurated an IHL centre of excellence at a training institute, where instructors and legal advisers honed their IHL-teaching abilities. At ICRC dissemination sessions, the armed/security forces bolstered their knowledge of IHL; at the ICRC's invitation, members of Syrian armed groups attended similar sessions. Contact with various civil society actors raised awareness of humanitarian issues/principles and ICRC activities in Jordan and elsewhere among a broad audience, helping generate more support for the Movement. To facilitate coordination during crises, the ICRC organized workshops with key government officials.

The National Society received support in boosting its organizational and operational capacities, particularly, for its national volunteer-training centre and activities for refugees from Syria.

The delegation remained a key logistical hub for ICRC operations in the region and beyond. Amman hosted the main training centre for staff members working in the Middle East, the Balkans and the Caucasus.

## CIVILIANS

In partnership with the Jordanian Red Crescent and in a complementary role to the authorities and UN agencies, the ICRC helped address the growing humanitarian needs of refugees from Syria.

### Travel-weary refugees receive food and essential services at the Jordanian-Syrian border

The eastern border received particular attention, owing to the concentration of the refugee influx there and the lack of public services and infrastructure. Some 90,500 people newly arrived or transiting through reception/collection points managed by the Jordanian Armed Forces (JAF) found respite from their journey with the help of ICRC-donated relief items – including high-energy biscuits and water/juice bottles – distributed by JAF border guards. They also benefited from up to three cooked meals daily, provided for by the ICRC through a local restaurant; some 1.5 million meals were served during the reporting period. In

February, the ICRC took over the programme completely after a partner charity exhausted its funding. Over 27,800 refugees, many of whom had fled without personal belongings, temporarily eased their conditions with ICRC-provided hygiene kits, clothing, blankets/mattresses and other essentials.

At these reception/collection points, people had access to essential services through facilities – including shelter caravans, tents, toilets and showers, water tanks/pumps, generators and heaters – installed, upgraded and maintained by the ICRC and cleaned regularly by a contracted company. Starting May, people benefited from supplementary water-trucking; by year-end, 48,000 litres were being delivered daily through ICRC funding. Upon arriving at the UN/Ministry of Interior-run Raba'a Al-Sarhan facility for registration and subsequent assignment to camps, refugees used similar ICRC-installed/maintained facilities. In all, these activities benefited some 200,000 people passing through.

The wounded and sick among them were treated at ICRC-supported border health posts (see *Wounded and sick*). Beginning in June, refugees passing through Raba'a Al-Sarhan were screened at an ICRC-run clinic, where they obtained primary health care or, through the National Society/ICRC, were referred to ICRC-supported hospitals or other facilities for further treatment.

#### **Syrians living outside camps cover their rent and other expenses with cash assistance**

In Madaba and Mafraq, National Society/ICRC cash distributions enabled nearly 4,100 Syrian refugee households (some 20,000 people) living in host communities to cover their rent and other expenses – including winter expenditures – for up to twelve months.

Some 140 economically vulnerable Syrian and Jordanian women improved their livelihood opportunities, helping mitigate their exposure to the risk of sexual violence, after completing vocational courses run by the National Society with ICRC financial/logistical support. During these courses, they also learnt first aid and became aware of risks related to sexual violence and the assistance available in this regard.

Potential returnees in northern Jordan reduced their exposure to mines/explosive remnants of war through mine-risk education sessions conducted by the National Committee for Demining and Rehabilitation with ICRC financial/technical support.

#### **Refugees and residents alike have improved water access**

In cooperation with local water boards, over 150,000 people in North Badia (Mafraq) obtained improved access to clean water thanks to the rehabilitation of pumping stations and other critical water infrastructure, helping alleviate tensions in communities hosting refugees.

#### **Authorities reminded of IHL-stipulated obligations towards people fleeing to Jordan from Syria**

During ICRC field visits, people in transit facilities, host communities and refugee camps reported their protection concerns. Where necessary, the ICRC documented these and raised them with the Jordanian authorities at field and central levels, reminding them of the need to uphold the principle of *non-refoulement* and facilitate unhindered access to health care. In some cases, oral interventions with border guards led to refugees being granted passage. High-level talks in cooperation with UNHCR and other humanitarian actors also tackled these issues.

People also reported their relatives' arrests in Syria; 558 such allegations were documented. Through expanded networking with Syrians in Jordan, the ICRC gathered first-hand information on potential IHL violations committed in Syria. These allegations were shared with the ICRC delegation there, which submitted representations to the parties concerned whenever possible and processed tracing requests (see *Syrian Arab Republic*).

An assessment of sexual violence against conflict-affected people from Syria took place, with a view to understanding/addressing their specific vulnerabilities.

#### **Jordanians and foreigners restore/maintain family links**

People in Jordan restored or maintained contact with relatives – including detainees held in Iraq and in Israel and the occupied territories – using National Society/ICRC family-links services. Those unable to travel to ICRC offices accessed these services during delegates' visits to their homes.

Some 720 refugees without valid identification papers resettled or joined their families in third countries using ICRC travel documents issued in coordination with IOM, UNHCR and the embassies concerned. Under ICRC auspices, an unaccompanied minor and a handicapped Syrian refugee from Lebanon were reunited with their respective families in Egypt and Jordan. Some especially vulnerable people at facilities in northern Jordan, including separated/unaccompanied minors and the elderly, received special assistance following ICRC referrals.

The National Society bolstered its capacities to provide family-links services through ICRC financial/technical support, though training on needs assessment and relief distribution was postponed, owing to administrative constraints.

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

#### **PEOPLE DEPRIVED OF THEIR FREEDOM**

People held by the General Intelligence Department (GID) or detained in police stations and Correction and Rehabilitation Centres (CRCs) under the authority of the Interior Ministry's Public Security Directorate (PSD), as well as Palestinians and Syrians interned under the authority of the Interior Ministry, were regularly visited according to standard ICRC procedures. Security detainees and vulnerable groups, including inmates sentenced to death, received particular attention. Women held for their own protection – against so-called 'honour crimes' – and some administrative detainees and foreigners/migrants were referred to NGOs for assistance, as appropriate. Support for a social rehabilitation programme initiated by the European Union was withdrawn after it was cancelled.

Based on these visits, the detaining authorities received confidential reports on the ICRC's findings and recommendations. During meetings, they were reminded of the need to uphold the principle of *non-refoulement*, particularly in relation to Iraqis awaiting deportation, Palestinians and former members of the Syrian armed/security forces.

CRC inmates received recreational/educational items to help them ease their situation.

## **Officials in the region boost their knowledge of detainee health care**

Continued dialogue with the authorities focused on detainees' access to health care and on medical ethics in detention. The ICRC conducted an assessment of prison health care to inform future activities in this regard.

Representatives from Jordan's Health and Interior Ministries, and prison authorities and health professionals from 12 Middle Eastern and North African countries, discussed internationally recognized standards for detainee health care and ethical considerations related to their work during a regional conference in Amman. They also exchanged best practices, for example, in the management of hunger strikes.

At a dissemination session, 50 GID personnel were reminded of applicable law and internationally recognized standards relating to their duties.

## **Syrian and Palestinian internees have improved living conditions**

Former members of the Syrian armed/security forces held in a facility in Mafraq mitigated their sanitation-related health risks through distributions of hygiene kits and other essentials to 367 people, and ICRC-supported improvements to water/sanitation facilities, including overhauled electrical and plumbing systems, that benefited up to 2,150 people. These were supplemented by water-trucking financed by the ICRC, which enabled them to have up to 6,000 litres of water daily until the facility's year-end closure and the internees' transfer to refugee camps.

Palestinians from Syria held at a facility in northern Jordan had more sanitary living conditions after water/toilet/kitchen facilities were rehabilitated.

## **Detainees contact relatives**

Some detainees, including foreigners and security detainees not receiving family visits, stayed in touch with their relatives through RCMs collected/distributed by the ICRC, which also lobbied for more frequent phone calls for these groups. With ICRC assistance, an Iraqi detainee received two visits from relatives in Iraq.

At their request, 336 foreign detainees obtained consular protection/advice after the ICRC notified their embassies/UNHCR of their detention. Embassy and NGO representatives discussed improving their services for migrant workers at an ICRC-organized round-table. Recently released detainees, or their families, received ICRC-issued attestations of detention, qualifying some of them for State benefits. Some former inmates were referred to other organizations for psychosocial/reintegration support.

## **WOUNDED AND SICK**

### **Refugees receive life-saving treatment at border health posts, and hospitals**

Wounded and sick refugees received treatment at three health posts/clinics at the eastern border, run by the JAF Royal Medical Services with ICRC infrastructural, material and technical support, such as for a new registration system to help improve patient management. In November, a clinic at the western border – which remained open for exceptional humanitarian cases, such as the weapon-wounded – received medical supplies to help them deal with mass-casualty situations.

At Health Ministry hospitals in Mafraq and Ruwayshid, residents and refugees, including referrals from other ICRC-supported facilities, were treated with the help of ICRC-donated medical equipment/supplies; minor infrastructural upgrades, such as the installation of air conditioners and ventilation units, helped the hospitals continue operations. Owing to the lack of weapon-wounded patients in Mafraq Hospital, the ICRC surgical team withdrew in February. It remained ready for emergency redeployment.

Efforts to boost emergency-response capacities countrywide increased. Refugees at the Al-Zaatari and Azraq camps and members of the Jordanian civil defence trained in first aid and emergency response during ICRC-conducted sessions; some went on to train others. Financial/technical support for the National Society's first-aid programme helped its staff/volunteers train over 4,300 Syrians in host communities.

Over 100 Jordanian and Syrian health workers treating Syrian casualties sharpened their skills during seminars on weapon-wound surgery and stabilization. They also learnt about the goals of the Health Care in Danger project.

## **ACTORS OF INFLUENCE**

### **High-level officials enhance their capacities in IHL implementation and crisis management**

Owing to the government's other priorities, little progress was made in ratifying/implementing IHL treaties. Nevertheless, with ICRC financial/technical support, the national IHL committee actively promoted IHL and its implementation among key stakeholders. For example, it organized workshops for newly elected governors from Jordan's 12 governorates, who discussed IHL enforcement at all administrative levels. With the ICRC, it co-organized workshops at which diplomats enhanced their knowledge of IHL, and journalists boosted their knowledge of conflict reporting and the protection afforded to them by IHL. It also published its biannual IHL magazine. Some of its members attended events abroad, including meetings on national IHL implementation (see *Algeria*) and strengthening legal protection for detainees (see *International law and policy*); along with law lecturers, representatives of Islamic circles, and government officials, they attended a regional IHL course (see *Lebanon*).

Officials from various ministries and the Civil Defence Department, GID, JAF and PSD attended crisis-management workshops in Amman, Aqaba and Irbid, jointly organized by the authorities and the ICRC at the Interior Ministry's request and with the National Society's participation. The workshops strengthened communication channels with the authorities and clarified Movement components' roles, with a view to facilitating improved cooperation during emergencies.

### **The armed forces draw on ICRC support to establish an IHL centre of excellence**

As part of the JAF's efforts to attain full autonomy in IHL training, it drew on ICRC expertise to inaugurate an IHL centre of excellence at its Peace Operations Training Centre. There, 60 officers participated in instructors' courses, boosting their ability to train people in IHL, and military legal officers attended a course to help them advise field commanders on IHL-related issues. A senior officer participated in an advanced IHL course abroad (see *International law and policy*).

Military officers/personnel learnt more about IHL and the ICRC's mandate at ICRC-conducted courses/presentations, including at training centres. Over 470 military/police/gendarmerie personnel enhanced their knowledge of internationally recognized standards relevant to their work, before embarking on UN or NATO-led missions. The *gendarmerie* submitted their revised curriculum and IHL training manual to the ICRC for feedback regarding the integration of IHL and other relevant laws.

At the ICRC's invitation, 35 commanders of Syrian armed groups increased their understanding of IHL, including rules governing the conduct of hostilities and the importance of facilitating unhindered access to health care, at four training sessions conducted by the ICRC in Amman. Further sessions were cancelled, owing to operational constraints.

### Events for the media and other civil society actors help garner support for the Movement

Contact with professors/students, including at dissemination sessions, focused on spreading knowledge of IHL among them. With a view to reaching future decision-makers, some universities incorporated IHL into their curricula, as a result of dialogue with the ICRC; their libraries received related publications. With ICRC support, professors attended IHL-related seminars/conferences abroad. Legal scholars discussed the dissemination, implementation and development of IHL at ICRC-facilitated meetings.

Local and international journalists covered ICRC activities in Jordan and worldwide, with the help of ICRC-organized field trips, and

ICRC-issued informational materials. Local/regional/international NGOs boosted their knowledge of the Fundamental Principles at a workshop co-organized by the ICRC with another organization.

During World Red Cross and Red Crescent Day celebrations, government officials and media outlets learnt about Movement activities, including those connected with the Health Care in Danger project, at International Federation/ICRC-supported events organized by the National Society. A wider audience learnt about ICRC operations in Jordan through Arabic/English publications such as the Arabic-language quarterly *Al-Insani*, audio-visual materials, and a photo exhibit on ICRC activities in the region in commemoration of "150 years of humanitarian action".

### RED CROSS AND RED CRESCENT MOVEMENT

High-level meetings with the National Society – including during the ICRC president's visit in end-August – tackled cooperation, particularly the involvement of its staff/volunteers in activities for refugees from Syria (see *Civilians* and *Wounded and sick*). It received technical/material/financial support to strengthen its emergency-response and family-links services and its organizational capacities, reinforcing its visibility as a relevant humanitarian actor while broadening its personnel's skills. Notably, it established a national centre for training its staff/volunteers. IHL dissemination training was cancelled, owing to staffing constraints.

The National Society continued to develop its five-year strategic plan with ICRC input.

MAIN FIGURES AND INDICATORS: PROTECTION		Total			
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>					
Red Cross messages (RCMs)			UAMs/SCs*		
RCMs collected		55			
RCMs distributed		39			
Phone calls facilitated between family members		9,002			
<b>Reunifications, transfers and repatriations</b>					
People reunited with their families		2			
<b>Tracing requests, including cases of missing persons</b>					
People for whom a tracing request was newly registered		563	Women	Girls	Boys
People located (tracing cases closed positively)		45	15	2	21
Tracing cases still being handled at the end of the reporting period (people)		902	18	3	30
<b>UAMs/SCs*, including unaccompanied demobilized child soldiers</b>					
UAMs/SCs newly registered by the ICRC/National Society		1			Demobilized children
UAMs/SCs reunited with their families by the ICRC/National Society		1	1		
UAM/SC cases still being handled by the ICRC/National Society at the end of the reporting period		2			
<b>Documents</b>					
People to whom travel documents were issued		720			
Official documents relayed between family members across borders/front lines		2			
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>					
<b>ICRC visits</b>					
Detainees visited		10,604	Women	Minors	
			528		
			Women	Girls	Boys
Detainees visited and monitored individually		960	142		
Detainees newly registered		809	124		
Number of visits carried out		77			
Number of places of detention visited		21			
<b>Restoring family links</b>					
RCMs collected		366			
RCMs distributed		115			
Phone calls made to families to inform them of the whereabouts of a detained relative		5			
Detainees visited by their relatives with ICRC/National Society support		3			
People to whom a detention attestation was issued		22			

\* Unaccompanied minors/separated children

MAIN FIGURES AND INDICATORS: ASSISTANCE		Total	Women	Children
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>				
<b>Economic security, water and habitat (in some cases provided within a protection or cooperation programme)</b>				
Food commodities <sup>1</sup>	Beneficiaries	74,792	55%	23%
	<i>of whom IDPs</i>	66,030		
Essential household items	Beneficiaries	28,173	33%	28%
	<i>of whom IDPs</i>	14,881		
Cash	Beneficiaries	20,350	55%	23%
	<i>of whom IDPs</i>	13,464		
Work, services and training <sup>1</sup>	Beneficiaries			
Water and habitat activities	Beneficiaries	350,000	25%	55%
	<i>of whom IDPs</i>	350,000		
<b>Health</b>				
Health centres supported	Structures	1		
Average catchment population		222,000		
Consultations	Patients	1,894		
	<i>of which curative</i>		526	841
Referrals to a second level of care	Patients	82		
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>				
<b>Economic security, water and habitat (in some cases provided within a protection programme)</b>				
Essential household items	Beneficiaries	10,800		
Water and habitat activities	Beneficiaries	2,150		
<b>Health</b>				
Number of visits carried out by health staff		20		
Number of places of detention visited by health staff		12		
<b>WOUNDED AND SICK</b>				
<b>Hospitals</b>				
Hospitals supported	Structures	2		
<b>First aid</b>				
First-aid posts supported	Structures	4		
<b>Water and habitat</b>				
Water and habitat activities	Number of beds	77		

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