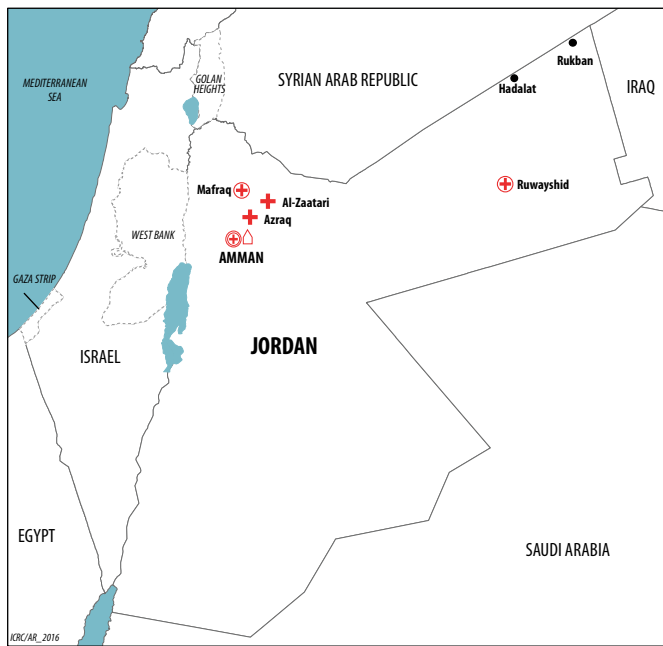


JORDAN



ICRC/AR_2016
 ⊕ ICRC delegation ⊕ ICRC sub-delegation ⊕ ICRC presence △ ICRC regional logistics centre

KEY RESULTS/CONSTRAINTS IN 2016

- ▶ Asylum seekers at the Jordan–Syria border and in transit and registration sites met their urgent needs with the ICRC’s help: 1.7 million servings of cooked meals, over 230 million litres of clean water, winter clothes and other aid.
- ▶ Asylum seekers at the border were treated at two ICRC-run mobile clinics. Those allowed to enter Jordan received health care and benefited from water, sanitation and shelter facilities at ICRC-supported transit and registration sites.
- ▶ Families separated by armed conflict and detention – including asylum seekers at the border and refugees in camps – reconnected using Movement family-links services, such as phone and video calls, RCMs and short oral messages.
- ▶ The authorities were apprised of the needs of vulnerable foreigners – in connection with the principle of *non-refoulement*, for example. ICRC efforts enabled some people to enter Jordan to receive medical attention.
- ▶ At ICRC-supported train-the-trainer courses, the Jordanian Armed Forces and the *gendarmierie* learnt ways to teach IHL and international human rights law, respectively, in view of gaining full autonomy in IHL education.
- ▶ The detaining authorities and the health ministry acted jointly to improve penitentiary health services. Prison clinics were provided by the ICRC with supplies and other equipment for tending to wounded, sick or pregnant detainees.

EXPENDITURE IN KCHF

Protection	3,897
Assistance	27,889
Prevention	3,206
Cooperation with National Societies	1,137
General	472
Total	36,600
<i>Of which: Overheads</i>	<i>2,206</i>

IMPLEMENTATION RATE

Expenditure/yearly budget	86%
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PERSONNEL

Mobile staff	57
Resident staff (daily workers not included)	266

The ICRC has been present in Jordan since the 1967 Arab–Israeli war. In cooperation with the Jordan National Red Crescent Society, the ICRC provides assistance to asylum seekers and refugees from across the region. 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. 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 RESULT

Level of achievement of ICRC yearly objectives/plans of action	HIGH
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PROTECTION	Total
CIVILIANS (residents, IDPs, returnees, etc.)	
Restoring family links	
RCMs collected	40
RCMs distributed	43
Phone calls facilitated between family members	17,043
Tracing cases closed positively (subject located or fate established)	30
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)	
ICRC visits	
Detainees visited	9,093
Detainees visited and monitored individually	975
Number of visits carried out	71
Number of places of detention visited	18
Restoring family links	
RCMs collected	650
RCMs distributed	209
Phone calls made to families to inform them of the whereabouts of a detained relative	240

ASSISTANCE	2016 Targets (up to)	Achieved
CIVILIANS (residents, IDPs, returnees, etc.)		
Economic security (in some cases provided within a protection or cooperation programme)		
Food commodities	Beneficiaries 33,000	86,947
Essential household items	Beneficiaries 33,000	86,153
Cash	Beneficiaries 30,000	10,335
Water and habitat (in some cases provided within a protection or cooperation programme)		
Water and habitat activities ¹	Beneficiaries 250,000	325,602
Health		
Health centres supported	Structures 4	4
WOUNDED AND SICK		
Hospitals		
Hospitals supported	Projects 2	

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

CONTEXT

Asylum seekers fleeing the conflict in the Syrian Arab Republic (hereafter Syria) sought to enter Jordan, mainly through the Hadalat and Rukban crossing points on the country's border with Syria. They remained stranded there for months, under extreme desert conditions, with poor access to essential services. In April, UN agencies began assisting them regularly, and the Jordanian authorities allowed the entry of a few thousand people, even as the number of arrivals mounted. In June, an armed attack near Rukban prompted the complete closure of the border; this prevented further entry by asylum seekers, and led to the suspension of all humanitarian operations there, which resumed only in November.

Asylum seekers allowed to enter Jordan stayed at transit sites which had limited essential services. Jordan already hosted some 640,000 refugees, straining the resources – such as water supply – of residents, State services and humanitarian agencies.

Jordan continued to take part in multilateral airstrikes against the Islamic State group and a Saudi-led coalition in Yemen (see *Yemen*). It cracked down on perceived threats to national security, often leading to arrests, and reinforced security along its borders with Iraq and Syria (see *Iraq* and *Syrian Arab Republic*).

ICRC ACTION AND RESULTS

The ICRC, with the Jordan National Red Crescent Society, focused on protecting and assisting asylum seekers from Syria, throughout their passage from the Hadalat and Rukban crossing points to transit and registration sites run by the Jordanian Armed Forces (JAF). As the humanitarian situation at the border worsened, the ICRC scaled up its assistance for people there¹. From January to March, asylum seekers met some of their urgent needs with ICRC-provided food, clean water and household essentials. Two ICRC-run mobile clinics provided them with health care on-site; first-aiders at the border and in southern Syria trained at National Society or ICRC workshops, to help ensure care for wounded asylum seekers. In April, UN agencies took over providing aid in Hadalat and Rukban; the ICRC concluded its distribution of emergency aid. Following the June incident, the ICRC also terminated its protection and health-related activities there, and did not resume them in November, owing to security reasons (see *Context*).

Asylum seekers allowed to proceed from the border benefited from emergency relief, and from water, sanitation, shelter and health-care facilities, at ICRC-supported transit and registration sites. In May, the ICRC concluded its support for the Bustana, Hadalat and Rukban transit sites, as asylum seekers no longer used them. It continued supporting or running clinics at the Ruwayshid transit site and Raba'a al-Sarhan registration center – including a Royal Medical Services (RMS) clinic – to provide asylum seekers with curative and preventive care.

On a smaller scale, the National Society and the ICRC helped people in host communities throughout the country to ease their situation. Over 220,000 refugees and residents had easier access to clean water, with ICRC-upgraded water systems. Vulnerable Syrian and Jordanian families, particularly those headed by women, benefited from cash assistance and livelihood training. Potential

returnees to Syria learnt more about the risks posed by mines or explosive remnants of war (ERW).

The ICRC documented the protection concerns of the above-mentioned people, and shared them with the Jordanian authorities, reminding them of the need to respect the principle of *non-refoulement* and to facilitate access to medical care. Afterwards, some people requiring medical attention were allowed entry into Jordan. Allegations of arrest and reported IHL violations in Syria were documented for discussion with the relevant actors there.

Families separated by conflict or detention reconnected using Movement family-links services. Refugees in camps made phone calls; asylum seekers at the border contacted their families abroad (see *Kuwait*). Some joined their relatives or resettled in third countries, using ICRC-issued travel documents. Foreign detainees were assisted in contacting their relatives, embassies or the UNHCR.

The ICRC visited detainees and gave the authorities confidential feedback to help them improve detainees' treatment and living conditions, and reminded them of the need to uphold the principle of *non-refoulement*. The authorities improved detainees' access to health care with ICRC technical and material support. At an international conference in Amman, members of medical associations discussed ways to foster respect for medical ethics in places of detention.

To facilitate the Movement's work in Jordan and the wider region, the ICRC broadened awareness of IHL and support for the Movement, for instance, among the JAF, the *gendarmierie* and Syrian armed groups. The ICRC organized train-the-trainer courses for instructors of the JAF and the *gendarmierie*, to help them attain autonomy in teaching IHL and international human rights law, respectively, to their troops.

The delegation remained a key logistical hub for ICRC operations, contributing to the organization's humanitarian response in the Middle East and beyond. Amman hosted the main training centre for ICRC staff members working in the Middle East, the Balkans and the Caucasus.

CIVILIANS

Asylum seekers in Hadalat and Rukban meet their urgent needs, partly with increased ICRC aid

From January to March, in response to the worsening situation of asylum seekers at the Hadalat and Rukban crossing points (see *Context*), the ICRC allocated more resources to adapt to their increased needs; it delivered aid to them with the help of 60 National Society volunteers, in coordination with the Jordanian border guard, and the UNHCR and other humanitarian agencies. People allowed to enter Jordan were again assisted, during their journey to transit or registration sites; beneficiaries were thus assisted several times. In April, UN agencies took over providing aid at these crossing points; the ICRC subsequently focused on delivering emergency aid to people at transit and registration sites.

Over 68,000 asylum seekers tided themselves over with food and water delivered daily by the ICRC. For up to three times a day, they ate rations which included: 1.7 million servings of cooked meals and freshly baked bread, and high-energy biscuits and food supplements for pregnant women, children and elderly people. At Hadalat and Rukban, they had access to water for drinking and washing; over 230 million litres of clean water were trucked in by the ICRC and its local partners. They protected themselves

1. For more information on the budget extension appeal, please see: [https://xnet.ext.icrc.org/applic/extranet/rexdonors.nsf/0/82C4BC34C3E93B3BC125802700227AE2/\\$file/BEA_Jordan_REX2016_310_Final.pdf](https://xnet.ext.icrc.org/applic/extranet/rexdonors.nsf/0/82C4BC34C3E93B3BC125802700227AE2/$file/BEA_Jordan_REX2016_310_Final.pdf)

from harsh weather, using ICRC-provided household essentials, including winter clothes and shoes, blankets, mattresses and tarpaulins. Distributions of hygiene items helped them maintain good hygiene despite the lack of sanitation facilities.

Asylum seekers passing through the Bustana, Hadalat, Rukban and Ruwayshid transit sites benefited from water, sanitation and shelter facilities maintained with ICRC material and financial support; they were also provided with food, water and household essentials. In May, the ICRC concluded its support for the Bustana, Hadalat and Rukban transit sites, as they were no longer used by asylum seekers. Ruwayshid transit site hosted, at one point, a maximum of 1,300 asylum seekers per day; after June, only some 350 people remained there to receive assistance.

Asylum seekers access health care on-site in Hadalat and Rukban or in transit sites

Asylum seekers at the border received care at two ICRC-run mobile clinics opened in late 2015. As these were the only health-care providers on-site, these clinics held scores of consultations a day – 110 in Hadalat and 235 in Rukban, on average, for a total of more than 28,000 curative and 2,500 antenatal consultations performed. The ICRC's installation of tents, caravans and a fence strengthened the clinics' capacity to deal with large numbers of people. However, the clinics were closed in June, owing to security developments (see *Context*).

Health activities elsewhere continued. At the Ruwayshid transit site, asylum seekers accessed curative and preventive care at the RMS clinic, supported by the ICRC with medical supplies. At the Raba'a al-Sarhan registration centre, about 22,470 asylum seekers were medically screened at the ICRC-run clinic there: some 5,800, including some pregnant women, availed themselves of consultations, and 158 weapon wounded and 39 critical cases were referred to a secondary health facility, with the help of the National Society.

Vulnerable Jordanians and Syrians in host communities cover basic household needs

In northern Jordan, over 220,000 refugees and residents had a more reliable supply of clean water after the ICRC repaired three pumping stations and over 16 kilometres of transmission pipelines. With ICRC support, local water providers trained in maintaining and operating the above-mentioned facilities, and reinforced the maintenance and operation of the Ruwayshid treatment plant with donations of two excavators and two sub-pumps. In five southern districts of Jordan, 14,295 Syrian refugees (2,859 families) eased their resettlement in host communities, partly through food rations, hygiene kits and clothing provided by the ICRC thrice throughout the year. Around 750 Jordanian households (3,750 people) taking care of orphans also received material assistance.

In host communities in Madaba and Mafraq, 3,000 Syrian refugee households (10,335 people), mostly headed by women, covered rent and winter-related and other essential expenses for up to five months, with cash distributed by the National Society and the ICRC. Moreover, 144 vulnerable Syrian and Jordanian women improved their livelihood prospects, potentially reducing their vulnerability to sexual violence, after they completed vocational courses run by the National Society with the ICRC's material and technical support (see *Red Cross and Red Crescent Movement*).

Jordanians and foreigners restore family contact

Families separated by armed conflict, detention or other circumstances maintained contact using the Movement's family-links

services. Refugees in camps made phone calls to their relatives abroad. Asylum seekers at the border and the Ruwayshid transit site requested tracing services to locate family members; 30 tracing cases were positively closed. Asylum seekers updated their relatives in Jordan or elsewhere on their situation through short oral messages (see, for instance, *Kuwait*). Families in Jordan made video calls to relatives detained at the US internment facility at Guantanamo Bay Naval Station in Cuba, and sent RCMs or short oral messages to their relatives detained abroad, such as Iraq and Yemen. Those unable to travel to ICRC offices availed themselves of these services during delegates' visits to their homes. With the help of the UNHCR, IOM, the embassies concerned and the ICRC, some 850 foreigners obtained travel documents, helping them resettle or rejoin their families in third countries.

Authorities are reminded of their obligations to people who have fled Syria

ICRC delegates documented the protection concerns of people at the border and transit sites, and in refugee camps and host communities, including allegations of abuse. Where necessary, the ICRC raised these concerns with the Jordanian authorities at field level and, in cooperation with the UNHCR and other humanitarian actors, at central level. The authorities were reminded of the principle of *non-refoulement* and the rights of asylum seekers, particularly those of the most vulnerable groups. Following such dialogue, some people requiring medical attention were allowed to enter Jordan to receive appropriate care. Allegations of arrest and first-hand accounts of alleged IHL violations committed in Syria were also documented for discussion with the relevant actors there (see *Syrian Arab Republic*).

In northern Jordan, 25,000 refugees – particularly children and potential returnees to Syria – were briefed by the National Committee for Demining and Rehabilitation and the ICRC on ways to reduce their exposure to the dangers of mines/ERW. At a train-the-trainer course, 120 Syrian refugees learnt to conduct such briefings themselves.

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 or detained in correction and rehabilitation centres (CRCs) run by the interior ministry received regular visits from the ICRC. Security detainees and particularly vulnerable people, including inmates sentenced to death, were followed up individually.

Following these visits, the ICRC confidentially shared its findings with the detaining authorities, to help them improve detainees' treatment and living conditions. They were reminded of the need to inform families of arrests of relatives, and to uphold the principle of *non-refoulement* for foreign detainees – including Iraqis, Palestinians and Syrians – fearing persecution in their countries of residence.

With ICRC assistance, the authorities improved detainees' access to health care: clinics in CRCs were provided with medical supplies and equipment; and a women's prison, with an ultrasound machine for pregnant detainees. At an international conference that the ICRC had helped organize in Amman, members of medical associations from Jordan and other countries met for the fifth consecutive year, and discussed ways of fostering medical ethics among detention staff.

Foreign detainees contact relatives or apply for relocation abroad

With the ICRC's help, Palestinian refugees from Syria held in a facility under the authority of the interior ministry applied for relocation abroad: 98 people were relocated. Following the closure of Cyber City, refugees there were transferred to King Abdallah Park; of the 130 remaining refugees in the latter, 110 submitted applications to various embassies.

Detainees, mainly foreigners and security detainees who could not receive family visits, contacted their relatives through RCMs and short oral messages; the ICRC advocated for more frequent phone calls for this group. Through the ICRC, 322 foreign detainees notified their respective embassies or the UNHCR of their situation. A few recently released detainees or their families were provided with attestations of detention, to help them apply for State benefits.

WOUNDED AND SICK

With ad hoc donations of medical supplies by the ICRC, the Ruwayshid hospital provided treatment to its patients, including 67 weapon-wounded people, who were afterwards evacuated to Amman. The health ministry accepted the ICRC's offer of technical assistance, with a view to strengthening the emergency-room capacities of this hospital in treating weapon-wounded patients.

Given the dire situation of asylum seekers at the Jordan–Syria border (see *Context*), the ICRC adapted its activities elsewhere. For instance, instead of training potential first responders among refugees, ICRC first-aid workshops were held for: border guards and RMS units in Hadalat and Rukban; and community members, weapon bearers and medical personnel, including female nurses, paramedics and ambulance staff, in southern Syria. Some medical personnel also underwent training in pre-hospital care. Such efforts helped ensure that wounded asylum seekers arriving in Jordan had access to some basic care.

An RMS medical facility at the border no longer received ICRC support because other humanitarian actors were helping it to cope with the influx of patients.

ACTORS OF INFLUENCE

Jordanian military commanders and leaders of Syrian armed groups train in applying IHL

More than 2,000 officers from the Jordanian armed and security forces participated in ICRC-conducted training in IHL and international human rights law, respectively. At the JAF's Peace Operations Training Centre (POTC), 58 JAF military commanders practiced using IHL principles in decision-making at an ICRC-facilitated session. At the request of the JAF's command and staff college, 158 cadets from the JAF and 106 from around the world were briefed on the same topic. At pre-deployment briefings, around 500 police officers participating in peacekeeping missions learnt more about international policing standards, particularly the use of force and firearms. Training abroad planned for members of the *gendarmerie* was cancelled owing to administrative constraints. Some 60 field commanders of Syrian armed groups discussed with ICRC experts the proper conduct of hostilities and people's right to safe access to humanitarian aid; they learnt more about the ICRC's mandate and protection-related activities.

With ICRC technical support, Jordanian military and security forces continued integrating IHL and other applicable international

norms into their training programmes. Continuing to work towards attaining full autonomy in IHL education, the JAF held an advanced course at the POTC, at which 42 military officers honed their skills in teaching and developing educational tools and exercises. The *gendarmerie* organized an instructors' course to help 16 officers teach to their peers topics relating to IHL, international human rights law, international policing standards and the prevention of sexual violence, with a view to establishing a dedicated unit for training in these topics.

Academic and Islamic circles boost their knowledge of IHL

Owing to the Jordanian government's other priorities, little progress was made in the ratification and implementation of IHL-related treaties. Efforts to promote IHL implementation continued; the national IHL committee, backed by the ICRC, worked to raise awareness of IHL and the contemporary challenges to implementing it, for example, by publishing its magazine featuring IHL-related themes, and by organizing workshops and other events for more than 1,200 officials and legal advisers of various ministries, and other stakeholders. Legal experts and diplomats attended a regional IHL course abroad (see *Kuwait*). With a view to reaching future decision-makers, the ICRC maintained its contact with academics: lecturers and students from the region exchanged ideas on ways to overcome challenges to implementing IHL, at an international conference co-organized by the ICRC with a local university; students put their IHL knowledge to the test at a national moot court competition. University professors and representatives of Islamic circles attended regional IHL courses abroad (see *Lebanon* and *Tunis*). Influential members of Islamic circles were briefed on IHL – notably, its common ground with Islamic law. Staff members and volunteers from six Islamic charities assisting Syrians in Jordan learnt more about the ICRC's neutral, impartial and independent humanitarian approach.

In coordination with media outlets, the National Society and the ICRC launched communication efforts that raised the public's awareness of IHL and ICRC activities in Jordan and elsewhere, including issues covered by the Health Care in Danger project. These included the production and distribution of audio-visual and print materials – video clips, leaflets, Ramadan greeting cards and other materials in Arabic and English – and public events, such as World Red Cross and Red Crescent Day (8 May). A planned workshop abroad for journalists did not push through (see *Egypt*).

RED CROSS AND RED CRESCENT MOVEMENT

The National Society actively addressed the needs of Syrian asylum seekers and refugees, and vulnerable Jordanians, conducting joint activities with the ICRC in Hadalat, Rukban and host communities (see *Civilians* and *Wounded and sick*). It drew on ICRC funding and expertise to train its volunteers and staff and develop their emergency response capacities, with a view to establishing emergency response teams in key branches; it was also provided with two vehicles for use in emergency operations. Volunteers practised their skills in administering first aid and delivering tracing and other family-links services, and were urged to apply the Safer Access Framework, in ICRC-supported workshops at the National Society's branches and national training centre. With continued ICRC assistance, the National Society expanded its vocational training for vulnerable Jordanian and Syrian women.

The National Society completed the construction of another centre for training its staff and volunteers and potentially for generating income from first-aid and vocational courses.

Backed by the International Federation and the ICRC, the National Society undertook organizational reforms. It revised its policies on finance, human resources and management of volunteers. It drew on ICRC funding to pay the salaries of key staff. Movement components in Jordan exchanged information – the ICRC updated

other Movement components on its operational constraints and the prevailing security situation – facilitating their work in the country. Movement components also met regularly to coordinate their activities for refugees from Syria.

MAIN FIGURES AND INDICATORS: PROTECTION		Total			
CIVILIANS (residents, IDPs, returnees, etc.)					
RCMs and other means of family contact			UAMs/SC		
RCMs collected		40			
RCMs distributed		43			
Phone calls facilitated between family members		17,043			
Tracing requests, including cases of missing persons			Women	Girls	Boys
People for whom a tracing request was newly registered		405	14	8	19
Tracing cases closed positively (subject located or fate established)		30			
Tracing cases still being handled at the end of the reporting period (people)		1,827	45	20	72
Documents					
People to whom travel documents were issued		851			
Official documents relayed between family members across borders/front lines		8			
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)					
ICRC visits			Women	Minors	
Detainees visited		9,093	415	26	
			Women	Girls	Boys
Detainees visited and monitored individually		975	189	3	4
Detainees newly registered		820	175	3	3
Number of visits carried out		71			
Number of places of detention visited		18			
RCMs and other means of family contact					
RCMs collected		650			
RCMs distributed		209			
Phone calls made to families to inform them of the whereabouts of a detained relative		240			
People to whom a detention attestation was issued		13			

MAIN FIGURES AND INDICATORS: ASSISTANCE		Total	Women	Children
CIVILIANS (residents, IDPs, returnees, etc.)				
Economic security (in some cases provided within a protection or cooperation programme)				
Food commodities	Beneficiaries	86,947	26,997	42,402
	<i>of whom IDPs</i>	68,867	17,057	37,878
Essential household items	Beneficiaries	86,153	27,438	41,354
	<i>of whom IDPs</i>	66,037	16,378	36,321
Cash	Beneficiaries	10,335	2,584	7,751
Water and habitat (in some cases provided within a protection or cooperation programme)				
Water and habitat activities ¹	Beneficiaries	325,602	81,401	156,289
	<i>of whom IDPs</i>	325,602	81,401	156,289
Health				
Health centres supported	Structures	4		
Average catchment population		26,824		
Consultations		54,819		
	<i>of which curative</i>	51,809	14,440	14,066
	<i>of which antenatal</i>	3,010		
Immunizations	Patients	60,497		
	<i>of whom children aged 5 or under who were vaccinated against polio</i>	3,539		
Referrals to a second level of care	Patients	295		
	<i>of whom gynaecological/obstetric cases</i>	71		
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)				
Economic security (in some cases provided within a protection programme)				
Essential household items	Beneficiaries	15,861	1,228	
Health				
Visits carried out by health staff		16		
Places of detention visited by health staff	Structures	15		
Health facilities supported in places of detention visited by health staff	Structures	10		

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