

# **OPERATIONAL GUIDANCE NOTE**

# **KUWAIT**

CONTENTS	
1. Introduction	1.1 – 1.4
2. Country assessment	2.1 – 2.8
3. Main categories of claims	3.1 – 3.5
Undocumented Bidoon	3.5
Documented Bidoon	3.6
Prison conditions	3.7
4. Discretionary Leave	4.1 – 4.2
Minors claiming in their own right	4.3
Medical treatment	4.4
5. Returns	5.1 – 5.2
6. List of source documents	,

### 1. Introduction

- 1.1 This document evaluates the general, political and human rights situation in Kuwait and provides guidance on the nature and handling of the most common types of claims received from nationals/residents of that country, including whether claims are or are not likely to justify the granting of asylum, Humanitarian Protection or Discretionary Leave. Caseowners must refer to the relevant Asylum Instructions for further details of the policy on these areas.
- 1.2 This guidance must also be read in conjunction with any COI Service Kuwait Country of Origin Information published on the Horizon intranet site. The material is also published externally on the Home Office internet site at:

#### http://www.homeoffice.gov.uk/rds/country\_reports.html

Claims should be considered on an individual basis, but taking full account of the guidance contained in this document. In considering claims where the main applicant has dependent family members who are a part of his/her claim, account must be taken of the situation of all the dependent family members included in the claim in accordance with the Asylum Instruction on Article 8 ECHR. If, following consideration, a claim is to be refused, caseowners should consider whether it can be certified as clearly unfounded under the case by case certification power in section 94(2) of the Nationality Immigration and Asylum Act 2002. A claim will be clearly unfounded if it is so clearly without substance that it is bound to fail.

### **Source documents**

**1.4** A full list of source documents cited in footnotes is at the end of this note.

# 2. <u>Country assessment</u>

- 2.1 Kuwait was invaded by Iraq in August 1990 and occupied for seven months until its liberation in February 1991 by an international military coalition in 'Operation Desert Storm'. Since that time Kuwait has had to recover from the economic, environmental and psychological damage caused by the occupation. In 2003 it was the launchpad for the invasion of Iraq.<sup>1</sup>
- 2.2 Kuwait is a constitutional hereditary emirate ruled by the Al Sabah family. The Amir has executive authority and is authorised to appoint a Crown Prince as well as the Prime Minister.<sup>2</sup> The former Amir of Kuwait, His Highness Sheikh Jaber Al Ahmad Al Sabah, died on 15 January 2006. His successor is the former Prime Minister, His Highness Sheikh Sabah Al-Ahmad Al-Sabah. HH the Amir appointed Sheikh Nawaf Al-Ahmed Al-Jaber Al-Sabah as the Crown Prince and Sheikh Nasser Mohammed Al-Ahmed Al-Jaber Al-Sabah as Prime Minister.<sup>3</sup>
- 2.3 The government and an elected National Assembly share legislative authority. The National Assembly is made up of 50 independent members drawn from 25 two-member constituencies. However, the National Assembly have voted in favour of reducing the number of constituencies to 5 at the 2011 elections. The new law permits each constituency to return 10 MPs. Political parties are not permitted. But a number of loose political blocs have developed in recent years including of Islamists and liberals. In 2003, candidates were allowed to run for elections only as individuals and not with a party; however, in many cases, a candidate's party affiliation was well known and may have influenced electoral performance.
- 2.4 On 4 March 2007 Kuwaiti state television reported that the Prime Minister and his sevenmenth old Cabinet had submitted its resignation to the Amir ahead of a vote of noconfidence in the Health Minister Sheikh Ahmad Abdullah al-Sabah, a member of the royal family, who faced accusations of mismanagement and incompetence.<sup>6</sup>
- 2.5 There has been an active campaign in Kuwait to grant women the right to vote. On 16 May 2005, following full debates on the issue, the National Assembly voted in favour of giving women the right to vote and stand for election. On 5 June 2005 the government named two women on the Municipal Council and on 12 June 2005 the government made an historic step by appointing Dr Massouma Al-Mubarak as the Minister for Planning and the Minister for Administrative Development. Dr Al-Mubarak is the first female minister and was sworn into office on 20 June 2005. The municipal elections in April 2006 gave women their first opportunity to vote. However, the 29 June 2006 parliamentary elections were the first national elections in which women had the right to vote and run for office. Local observers and the press considered the elections generally free and fair since there was genuine competition for seats and no significant reports of irregularities in voting procedures or counting.
- 2.6 Kuwait has ratified all six core UN human rights conventions. Press freedom is guaranteed by the constitution although a degree of self-censorship is exercised. There is a high level of freedom of expression and tolerance of Christianity. The Prime Minister has declared his intention to push for political rights for Kuwaiti women and for a solution to the long-standing problem of stateless residents of Kuwait (the Bidoon). The political, economic, and long-term budgetary implications associated with extending citizenship, and the

<sup>&</sup>lt;sup>1</sup> FCO Country Profile 22 December 2006

<sup>&</sup>lt;sup>2</sup> USSD 2006 Introduction

<sup>&</sup>lt;sup>3</sup> FCO Country Profile 22 December 2006

<sup>&</sup>lt;sup>4</sup> FCO Country Profile 22 December 2006

<sup>&</sup>lt;sup>5</sup> USSD 2006 Section 3

<sup>&</sup>lt;sup>6</sup> BBC News 4 March 2007

<sup>&</sup>lt;sup>7</sup> FCO Country Profile 22 December 2006

<sup>8</sup> USSD 2006 Section 3

<sup>&</sup>lt;sup>9</sup> FCO Country Profile 22 December 2006

- generous welfare benefits that come with it, to the equivalent of roughly 5 percent of the population have rendered the issue highly divisive.<sup>10</sup>
- 2.7 The constitution provides for freedom of religion; however, the government placed some limits on this right. The constitution protects the freedom to practice religion in accordance with established customs, provided that it does not conflict with public policy or morals. The constitution declares that Islam is the state religion and that Shari'a is "a main source of legislation." <sup>11</sup>
- Violence against women continued to be a serious and overlooked problem. The law does not specifically prohibit domestic violence, although cases are tried as assault. Each of the country's 83 police stations reportedly received weekly complaints of domestic abuse. The courts have found husbands guilty of spousal abuse; however, most domestic abuse cases are not reported, especially outside of the capital. Abusive husbands, if convicted, rarely faced severe penalties.<sup>12</sup>

# 3. <u>Main categories of claims</u>

- 3.1 This Section sets out the main types of asylum claim, human rights claim and Humanitarian Protection claim (whether explicit or implied) made by those entitled to reside in Kuwait. It also contains any common claims that may raise issues covered by the Asylum Instruction on Discretionary Leave. Where appropriate it provides guidance on whether or not an individual making a claim is likely to face a real risk of persecution, unlawful killing or torture or inhuman or degrading treatment/ punishment. It also provides guidance on whether or not sufficiency of protection is available in cases where the threat comes from a non-state actor; and whether or not internal relocation is an option. The law and policies on persecution, Humanitarian Protection, sufficiency of protection and internal relocation are set out in the relevant Asylum Instruction's, but how these affect particular categories of claim are set out in the instructions below.
- 3.2 Each claim should be assessed to determine whether there are reasonable grounds for believing that the claimant would, if returned, face persecution for a Convention reason i.e. due to their race, religion, nationality, membership of a particular social group or political opinion. The approach set out in *Karanakaran* should be followed when deciding how much weight to be given to the material provided in support of the claim (see the Asylum Instruction on Assessing the Claim).
- 3.3 If the claimant does not qualify for asylum, consideration should be given as to whether a grant of Humanitarian Protection is appropriate. If the claimant qualifies for neither asylum nor Humanitarian Protection, consideration should be given as to whether he/she qualifies for Discretionary Leave, either on the basis of the particular categories detailed in Section 4 or on their individual circumstances.
- 3.4 This guidance is **not** designed to cover issues of credibility. Caseowners will need to consider credibility issues based on all the information available to them. (For guidance on credibility see the Asylum Instruction on Assessing the Claim.)
- 3.5 All Asylum Instructions can be accessed via the on the Horizon intranet site. The instructions are also published externally on the Home Office internet site at:

http://www.ind.homeoffice.gov.uk/documents/asylumpolicyinstructions/

#### 3.6 Undocumented Bidoon

<sup>10</sup> USSD 2006 Section 5

<sup>&</sup>lt;sup>11</sup> USSD 2006 Section 2

<sup>12</sup> USSD 2006 Section 5

- **3.6.1** Most claimants will apply for asylum or make a human rights claim based on ill treatment amounting to persecution at the hands of the State due to their undocumented status.
- **3.6.2 Treatment.** The legal status of tens of thousands of Bidoon residents remained unresolved and since the mid-1980s, the government has actively discriminated against the Bidoon in areas such as education, employment, medical care, and mobility.<sup>13</sup>
- 3.6.3 The Bidoon (an Arabic term meaning "without" as in "without citizenship") are Arabs who have residency ties to the country, some persisting for generations and some for briefer periods, but who either lack or have failed to produce documentation of their nationality. This group includes:
  - Individuals descended from nomadic groups whose ancestral lands are within the borders of present day Kuwait but who were unable to claim automatic citizenship under the Nationality Law of 1959 because they could not prove continuous settled presence in Kuwait from 1920, as that law requires.
  - Individuals who could have registered as citizens under the Nationality Law and earlier citizenship regulations but neglected to do so.
  - Individuals who attempted to claim citizenship under the Nationality Law and earlier citizenship regulations and whose applications were accepted for consideration but never acted upon by the Kuwaiti authorities.
  - Individuals who migrated to Kuwait from nearby countries to work and over time lost effective links to and effective nationality in their country of origin, as well as children of such migrants who failed to establish nationality in their parents' country of origin.
  - Children of Bidoon parents, including notably the children of Kuwaiti mothers and Bidoon fathers.<sup>15</sup>

The exact number of Bidoon residents was unknown, but a 2004 government census estimated 107 thousand persons to be Bidoon.

- 3.6.4 In May 2000, parliament voted to ease the citizenship requirements for about 36,000 Bidoon who registered in a 1965 census. <sup>16</sup> Only Bidoon registered by 27 June 2000, could begin the process under which they could be documented as citizens. According to the new law, Bidoon who were able to prove sufficient ties to the country (that is, their presence, or the presence of their forebears, in the country prior to 1965) were eligible to apply for citizenship directly. The Government maintained that at least 40 to 50 percent of the Bidoon were concealing their true identities. While the law allows up to 2,000 registered Bidoon to be naturalized each year, the Government only granted citizenship to approximately 1,600 in 2003. In 2005, the figure was approximately 1,769 and in recent years has reached 10,600. However, in 2006, 89, 879 Bidoon citizenship requests were pending. There were no reports during 2005 of the government deciding the nationality of any Bidoon without a hearing. Many Bidoon were unable to provide documentation proving sufficient ties to the country or present evidence of their original nationality. Others obtained passports from foreign diplomatic representations to regularise their status and stay in Kuwait. Often such passports are not renewed once expired.
- 3.6.5 There continued to be reports of Bidoon obtaining false documents in order to apply for citizenship in 2005. 19 In addition, the government made it very difficult for Bidoon to obtain official documents such as birth certificates, civil identification, driving licenses and marriage certificates. Consequently, unregistered Bidoon, particularly younger Bidoon, find it difficult to find employment. In March 2006 the government allowed Bidoon to renew their identity documents, many of whom had not been able to do so in five or more years. However, some complained that the card in itself did not allow the Bidoon to work or obtain

<sup>13</sup> USSD 2006 Section 5

<sup>&</sup>lt;sup>14</sup> USSD 2006 Section 5

<sup>&</sup>lt;sup>15</sup> HRW 2000

<sup>&</sup>lt;sup>16</sup> RI Lives on Hold 2005

<sup>&</sup>lt;sup>17</sup> USSD 2006 Section 5

<sup>&</sup>lt;sup>18</sup> RI Lives on Hold 2005

<sup>19</sup> USSD 2006 Section 5

other documents and that issuing of the cards was simply a way for the government to track them.<sup>20</sup>

- 3.6.6 Bidoon are not routinely issued with travel documents by the government and if they travel abroad without documentation, risk being barred from returning to the country without advance permission from immigration authorities. The children of male bidoon inherit their father's undetermined legal status, even if born to citizen mothers. <sup>21</sup> When applying for travel documents, Bidoon must specify why they wish to travel. Documents provided are typically limited period, single use documents issued under article 17 of Passport Law 11/1962. <sup>22</sup> The government declared that it would facilitate the obtaining of travel documents by Bidoon for the annual Hajj pilgrimage, but whether these declarations had a tangible effect remained unclear at the end of 2006. The government announced it would allow 1,250 Bidoon to make the Hajj, but in November 2006 it declared that Saudi Arabia had reduced the number it would allow to 500. <sup>23</sup>
- **3.6.7** A member of the royal family initiated a charitable fund in 2004 to pay for Bidoon children to attend private schools; however, according to Bidoon informants and activists, the fund was insufficient to cover the needs of many Bidoon children. The Bidoon also began to receive free health care. A partially government-funded program concluded contracts with several insurance companies to pay the fees for Bidoon health services.<sup>24</sup>
- 3.6.8 Reports circulated early in 2006 that the prime minister ordered the easing of the difficult situation many Bidoon face. By year's end it was not clear what effect these orders may have had. On 12 July 2006, the National Assembly formed a committee for Bidoon affairs to address the Bidoon issue. The committee did not take any specific actions although it issued recommendations in November to issue driving licenses, improve education and housing conditions, and increase employment rights for Bidoon.<sup>25</sup>
- **3.6.9 Sufficiency of protection.** As this category of applicants' fear is of ill treatment/persecution by the state authorities, they cannot apply to these authorities for protection.
- **3.6.10** *Internal relocation.* As this category of applicants' fear is of ill treatment/persecution by the state authorities, relocation to a different area of the country to escape this threat is not feasible.

#### 3.6.11 Caselaw.

# BA and others UKIAT [2004] 00256 CG

The Tribunal noted that as a result of undocumented Bidoon not having civil identification documents, they are prevented from working with few exceptions, prevented from receiving the most basic government services, denied rights to medical treatment, housing, documentation, education, and drivers licences. (para 69) The IAT then concluded that undocumented Bidoon living in Kuwait experience discrimination so severe that it amounts to a form of persecution. (para 90) It was considered that the Bidoon have an extended tribal identity and that this was sufficient to bring them within the meaning of the term "race" under the 1951 Convention. (para 88) However in addition to this the IAT noted that the existence of a number of legislative and societal measures of discrimination marked the Bidoon out from others, and that this would be sufficient to qualify them as a particular social group. (para 89) The Tribunal took into consideration the particular circumstances of each case concluding that, "we are satisfied that the individual circumstances of the appellants neither significantly add to nor detract from the situation they would face in common with other undocumented Bedoon." (para 86)

#### HE [2006] UKAIT 00051 CG

The Tribunal noted that although recent improvements represent changes of clear relevance and may be indicative of an improving attitude on the part of the authorities towards the Bidoon, there

<sup>20</sup> USSD 2006 Section 5

<sup>&</sup>lt;sup>21</sup> USSD 2006 Section 5

<sup>&</sup>lt;sup>22</sup> HRW 2000

<sup>23</sup> USSD 2006 Section 2

<sup>&</sup>lt;sup>24</sup> USSD 2006 Section 5

<sup>25</sup> USSD 2006 Section 5

remain other significant problems. (para 35) The Tribunal therefore conclude on the general issue that undocumented Bidoon still face such a level of discrimination in a range of ways in their lives in Kuwait, as to continue to be the victims of persecution. There has not been a material change since the country guidance decision in *BA* and accordingly the Tribunal remain of the view that undocumented Bidoon are at risk as concluded in that determination.

**3.6.12 Conclusion.** The most recent country information suggests some slight improvement for the situation of undocumented Bidoon; free education for some children of Bidoon parents and free health care starting at the beginning of 2005. However whilst some Bidoon have evidently made very successful lives for themselves in Kuwait, others will have suffered severe discrimination and significant problems remain. For discrimination to amount to persecution, measures must involve persistent and serious ill treatment without just cause. They must be of a substantially prejudicial nature and must affect a significant part of the individual's or group's existence to the extent that it would make the individual's life intolerable if they were to return to the country in which they are likely to be persecuted. Most of the Kuwaiti undocumented Bidoon will fall within that category, however a few may not and if there is strong evidence that an individual has been treated differently and would be able to rise above the general discrimination that undocumented Bidoon suffer then they should be refused asylum. Such claimants may have had access to employment, health services, and education in Kuwait. Bidoon have an extended tribal identity which is sufficient to bring them within the meaning of the term "race" under the 1951 Convention. A grant of asylum will be appropriate in the majority of these claims.

#### 3.7 Documented Bidoon

- **3.7.1** Some claimants will claim asylum or make a human rights claim based on ill treatment amounting to persecution at the hands of the State due to their ethnic identity.
- **3.7.2** *Treatment.* Bidoon who were able to prove sufficient ties to Kuwait (that is, their presence, or the presence of their forebears, in the country prior to 1965) were eligible to apply for citizenship directly. Some Bidoon (the Government claims 26,000 over the past several years) have disclosed their true nationalities to the authorities and have obtained passports from their countries of origin (Iraq, Iran, Syria, Jordan, and Saudi Arabia). Once documented, Bidoon are able to obtain residency permits and other official papers.<sup>26</sup>
- 3.7.3 Article 17 passports may be issued to Bidoon who hold valid civil identification documents and who occupy high positions in the army or in the business community, or who work for the Kuwaiti government and are travelling on official business, and members of their families. To submit an application for an Article 17 passport the person may be requested to submit a birth certificate, a Kuwaiti civil identity card, or the applicant may be asked for a "reference": i.e., a Kuwaiti citizen who will support his or her application for a passport. It is reportedly difficult for a Bidoon to get an Article 17 passport without the intervention of an influential Kuwaiti citizen. Article 17 passports contain an annotation of three Arabic letters at the bottom of the biodata page indicating that the holder is not a Kuwaiti citizen. Article 17 passports are normally valid for a period of up to five years, and they allow the holder to return to Kuwait. Although Article 17 passports can only be issued within Kuwait, they can be renewed at Kuwaiti consulates outside of Kuwait with the approval of the Kuwaiti minister of the interior.<sup>27</sup>
- **3.7.4 Sufficiency of protection.** As this category of applicants' fear is of ill treatment/persecution by the state authorities, they cannot apply to these authorities for protection.
- **3.7.5** *Internal relocation.* As this category of applicants' fear is of ill treatment/persecution by the state authorities, relocation to a different area of the country to escape this threat is not feasible.

<sup>&</sup>lt;sup>26</sup> USSD 2006 Section 5

<sup>&</sup>lt;sup>27</sup> CIRB 2001

#### 3.7.6 Caselaw.

#### BA and others UKIAT [2004] 00256 CG

The IAT noted that documented Bidoon face societal discrimination on the grounds of extended tribal identity and family identity. However they concluded that, "whilst we would accept that documented Bedoon experience significant measures of discrimination, we do not consider, even when assessed cumulatively, that these give rise to persecution." (para 80)

3.7.7 Conclusion. Documented Kuwaiti Bidoon suffer significantly less problems than those who are undocumented. Documented Bidoon still suffer discrimination as a direct result of their ethnicity however they are able to access education, health care and employment, and the discrimination is not so severe as to amount to persistent and serious ill treatment. It is therefore unlikely that a Bidoon who has documentation would be able to demonstrate that return to Kuwait would put him/her at a real risk of persecution, and a grant of asylum will therefore not be appropriate in these cases.

#### 3.8 Prison conditions

- 3.8.1 Claimants may claim that they cannot return to Kuwait due to the fact that there is a serious risk that they will be imprisoned on return and that prison conditions in the Kuwait are so poor as to amount to torture or inhuman treatment or punishment.
- 3.8.2 The guidance in this section is concerned solely with whether prison conditions are such that they breach Article 3 of ECHR and warrant a grant of Humanitarian Protection. If imprisonment would be for a Refugee Convention reason, or in cases where for a Convention reason a prison sentence is extended above the norm, the claim should be considered as a whole but it is not necessary for prison conditions to breach Article 3 in order to justify a grant of asylum.
- 3.8.3 Consideration. Prison conditions varied in 2006 and some were reported to be poor. However the government permitted visits by independent human rights observers. In their 18 April 2005 report, the National Assembly's Human Rights Defense Committee (HRDC) reported severe overcrowding, poor sanitation, inadequate containment of infectious diseases, and lack of sufficient medical staff as common problems in the old prison complex.<sup>28</sup>
- **3.8.4** There were reports in 2006 that the authorities mistreated prisoners and failed to prevent inmate-on-inmate violence, including rape. During 2006 expatriates at the deportation facility in Shuwaikh were incarcerated between 10 days and 2 months, on average, awaiting deportation.<sup>29</sup>
- 3.8.5 Construction of a new men's prison was finished in 2004, and the first prisoner transfers took place during 2005, reducing previously severe overcrowding conditions at the older, 3,000-bed prison. The new facility met all international standards for prisons. The Ministry of Awqaf and Islamic Affairs (MAIA) offered job skills and societal values training to inmates, and the Social Reform Society, an Islamist nongovernmental organization (NGO), provided drug rehabilitation programs for incarcerated addicts.<sup>30</sup>
- 3.8.6 The government permitted visits by independent human rights observers in 2006. In previous years, the International Committee of the Red Cross (ICRC) had standard access to inmates in some categories, such as: Iraqi prisoners of war, bidoon, citizens of states without diplomatic relations with the country, and a returned citizen detainee from Guantanamo. During 2006 the government did not prevent the ICRC, which maintains an

<sup>28</sup> USSD 2006 Section 1

<sup>29</sup> USSD 2006 Section 1

<sup>30</sup> USSD 2006 Section 1

office in the country, access to inmates. However, due to internal problems, the ICRC did not carry out prisoner monitoring during the year.<sup>31</sup>

3.8.7 Conclusion. Whilst prison conditions in Kuwait are generally poor with overcrowding and lack of sanitary facilities being particular problems conditions are unlikely to reach the Article 3 threshold. Therefore even where claimants can demonstrate a real risk of imprisonment on return to Kuwait a grant of Humanitarian Protection will not generally be appropriate. However, the individual factors of each case should be considered to determine whether detention will cause a particular individual in his particular circumstances to suffer treatment contrary to Article 3, relevant factors being the likely length of detention the likely type of detention facility and the individual's status, age, and state of health. Where in an individual case treatment does reach the Article 3 threshold a grant of Humanitarian Protection will be appropriate.

# 4. <u>Discretionary Leave</u>

- 4.1 Where an application for asylum and Humanitarian Protection falls to be refused there may be compelling reasons for granting Discretionary Leave (DL) to the individual concerned. (See Asylum Instruction on Discretionary Leave) Where the claim includes dependent family members consideration must also be given to the particular situation of those dependants in accordance with the Asylum Instruction on Article 8 ECHR.
- 4.2 With particular reference to Kuwait the types of claim which may raise the issue of whether or not it will be appropriate to grant DL are likely to fall within the following categories. Each case must be considered on its individual merits and membership of one of these groups should *not* imply an automatic grant of DL. There may be other specific circumstances related to the applicant, or dependent family members who are part of the claim, not covered by the categories below which warrant a grant of DL see the Asylum Instruction on Discretionary Leave and the Asylum Instruction on Article 8 ECHR.

# 4.3 Minors claiming in their own right

- **4.3.1** Minors claiming in their own right who have not been granted asylum or HP can only be returned where they have family to return to or there are adequate reception, care and support arrangements. At the moment we do not have sufficient information to be satisfied that there are adequate reception, care and support arrangements in place.
- **4.3.2** Minors claiming in their own right without a family to return to, or where there are no adequate reception, care and support arrangements, should if they do not qualify for leave on any more favourable grounds be granted Discretionary Leave for a period as set out in the relevant Asylum Instruction.

#### 4.4 Medical treatment

- **4.4.1** Claimants may claim they cannot return to Kuwait due to a lack of specific medical treatment. See the IDI on Medical Treatment which sets out in detail the requirements for Article 3 and/or 8 to be engaged.
- 4.4.2 The health system is based on three levels of health care delivery: primary, secondary and tertiary health care. Primary health care is delivered through a series of health centres, with general or family health clinics, maternal and child care clinics, diabetic clinics, dental clinics, and preventive care clinics, school health services, ambulance services and police health services are also available. Secondary health care is provided through six general hospitals, each serving about 300 000 people. Tertiary health care is provided through a number of national specialized hospitals and clinics.<sup>32</sup>

<sup>31</sup> USSD 2006 Section 1

<sup>&</sup>lt;sup>32</sup> WHO 2001

- The implementation of health strategies has had an effective impact on the health status of 4.4.3 the population, as can be seen from the decrease in mortality indicators and the increase in life expectancy, as well as the decline in incidence of infectious diseases.<sup>33</sup>
- The large numbers of the general population affected with post-traumatic stress disorder have been the major focus of mental health care during recent years. A special unit, a REGGIE centre, has been set up with extensive human resources for care and systemic research relating to post-traumatic stress disorder. The official mental health policy favours the regionalisation of services and the integration of mental health into primary health care. The training of primary health care workers in mental health issues is a recognised priority.<sup>34</sup>
- The Article 3 threshold will not be reached in the majority of medical cases and a grant of Discretionary Leave will not usually be appropriate. Where a caseowner considers that the circumstances of the individual claimant and the situation in the country reach the threshold detailed in the IDI on Medical Treatment making removal contrary to Article 3 or 8 a grant of Discretionary Leave to remain will be appropriate. Such cases should always be referred to a Senior Caseworker for consideration prior to a grant of Discretionary Leave.

#### 5. Returns

- 5.1 Factors that affect the practicality of return such as the difficulty or otherwise of obtaining a travel document should not be taken into account when considering the merits of an asylum or human rights claim. Where the claim includes dependent family members their situation on return should however be considered in line with the Immigration Rules, in particular paragraph 395C requires the consideration of all relevant factors known to the Secretary of State, and with regard to family members refers also to the factors listed in paragraphs 365-368 of the Immigration Rules.
- 5.2 Kuwait nationals may return voluntarily to any region of Kuwait at any time by way of the Voluntary Assisted Return and Reintegration Programme run by the International Organisation for Migration (IOM) and co-funded by the European Refugee Fund. IOM will provide advice and help with obtaining travel documents and booking flights, as well as organising reintegration assistance in Kuwait. The programme was established in 2001, and is open to those awaiting an asylum decision or the outcome of an appeal, as well as failed asylum seekers. Kuwait nationals wishing to avail themselves of this opportunity for assisted return to Kuwait should be put in contact with the IOM offices in London on 020 7233 0001 or www.iomlondon.org.

#### 6. List of source documents

- Foreign and Commonwealth Office, Country Profile of Kuwait, updated 22 December 2006 http://www.fco.gov.uk/servlet/Front?pagename=OpenMarket/Xcelerate/ShowPage&c=Page &cid=1007029394365&a=KCountryProfile&aid=1020338123989
- United States department Human Rights Country Report on Kuwait, dated 6 March 2007. http://www.state.gov/g/drl/rls/hrrpt/2006/78856.htm
- Refugees International, Lives on Hold, The Human Cost of Statelessness dated 14 February 2005 http://refintl.org/content/issue/detail/5051?PHPSESSID=dcb23a56b2161700d5d753da9e96 3620

<sup>&</sup>lt;sup>33</sup> WHO 2001

<sup>&</sup>lt;sup>34</sup> WHO 2001

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- Human Rights Watch, Kuwait: Promises Betrayed Discrimination based on origin and Status: The Bidun, dated October 2000 <a href="http://www.hrw.org/reports/2000/kuwait/kuwait-04.htm#P168">http://www.hrw.org/reports/2000/kuwait/kuwait-04.htm#P168</a> 23590
- Canadian Immigration and Refugee Board, Kuwait: "a reporting card for Bidoons", KWT41648.E dated 9 June 2003
- Canadian Immigration and Refugee Board, Kuwait: Information on Article 17 passports, KWT37021.E dated 11 June 2001
- World Health Organisation, EMRO Country Profiles, 2001,
  C:\SIRIUS\App\_Temp\WHO EMRO WORLD HEALTH DAY 2001.htm
- BBC News "Kuwait's Emir Sheikh Jaber buried" Sunday, 15 January 2006, 13:35 GMT http://212.58.226.50/2/hi/middle\_east/4614736.stm
- BBC News "Kuwait's Prime Minister to Lead" Friday, 20 January 2006, 15:40 GMT http://212.58.226.50/2/hi/middle\_east/4632060.stm
- BBC News "Kuwait Seeks power transfer to PM" Saturday, 21 January 2006, 14:31 GMT http://212.58.226.50/2/hi/middle\_east/4634894.stm
- BBC News "Government of Kuwait steps down" Sunday, 4 March 2007, 12:21 GMT http://news.bbc.co.uk/1/hi/world/middle\_east/6416937.stm

Asylum Policy Directorate 3<sup>rd</sup> May 2007