First Periodic Report
on Conditions
at Reform and Rehabilitation Centers
In the
Hashemite Kingdom of Jordan
For the Period from
1 January 2013 until 30 June 2014
Prepared by
the National Monitoring Team
for the Prevention of Torture, KARAMA
Operating under the Mandate of the
National Centre for Human Rights (NCHR)
Pursuant to Article (10) of the NCHR Law

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National Monitoring Team for the Prevention of Torture, KARAMA

The National Monitoring Team was established under the KARAMA program which was launched in 2008 with the aim of improving the conditions of people deprived of their liberty in Jordan. The program reflects the vision of the National Centre for Human Rights (NCHR) to create a specialized team to conduct announced and unannounced, regular and periodic visits to places of detention in order to prevent acts of torture, and to act as the core team for a national preventive mechanism if Jordan decided to ratify the 2002 UN Optional Protocol to the Convention against Torture and Other Forms of Cruel, Inhuman and Degrading Treatment or Punishment (OPCAT). The KARAMA team is a monitoring and prevention team working to combat and mitigate acts of torture and other forms of cruel, inhuman or degrading treatment or punishment. It is independent and reports solely to the NCHR which handles the general supervision of the team’s work. The KARAMA team consists of persons operating in their personal capacity, on a voluntary basis, who do not receive any instructions or remuneration from any authority whatsoever.

- **Legal Mandate of the Team:**

  The KARAMA team operates under the umbrella of the NCHR, based on the legal mandate vested in the NCHR pursuant to Article 10 of the NCHR Law No. (51) of 2006, which authorizes the center to “visit correction and rehabilitation centers, detention centers and juvenile care homes”, and “any public place which has been reported to be the venue of past or present transgressions of human rights”, in order to monitor, reduce and endeavor to end such transgressions.

- **Team Structure and Organization:**

  The gender-balanced team consists of some 35 members from different backgrounds (human rights activists, psychiatrists, medical doctors, sociologists, psychologists, journalists, and specialists in prison management). Team members enjoy full functional and personal independence, in accordance with the definition established in Article 18 of the UN OPCAT.
Team members have received specialized training by international and national experts in multiple areas, particularly in monitoring; documentation; detainee interviewing techniques; methods of detecting torture and other forms of ill-treatment; and international mechanisms on monitoring and supervising the implementation of the UN Convention against Torture (CAT). The training also covered the implementation of visits to detention centers; investigating claims of torture and ill-treatment; the role of doctors in preventing and detecting torture crimes; and report writing. The work of the team is supervised by an administrative committee elected by team members, alongside a consultative committee headed by the Commissioner-General with the membership of the NCHR Head of the Criminal Justice Unit and a member elected by the team. The consultative committee handles the development of the team’s overall strategy, examines reports and submits recommendations to the relevant authorities.

- **Team Visits and Reporting:**

  The KARAMA team monitored the conditions of persons deprived of their liberty in all civil CRCs (15 centers) through regular monitoring visits.

- **Visits**

  The team made 50 in situ visits between 2011 and 2013: 41 visits to CRCs, 6 to security centers and temporary detention centers (TDCs), 1 to Tarabour Juvenile Detention Center, 1 to the National Center for Mental Health, and 1 to the Zaatari refugee camp. The team will carry out follow-up visits to CRCs and TDCs (security and detention centers of certain security departments).

- **Reporting**

  The team developed 50 specialized reports on the findings of those visits, in compliance with international standards on reporting, especially the Standard Minimum Rules for Treatment of Prisoners (detention environment, food, cleanliness, etc.).
Assessment of the Current Conditions at CRCs

First: Detention Environment:

Facilities, Service Utilities, Equipment and Quality of Provided Services:

There are 15 CRCs across the various governorates of the Hashemite Kingdom of Jordan. After visiting all such centers, the team recorded the following observations:

1) CRCs in Jordan are generally modern facilities, designed in accordance with the international principles and standards of human rights, e.g. Al-Muwaqqar 1, Al-Muwaqqar 2, Zarqa, Tafilah, Rumaimin and Marka. There are, however, other centers which are devoid of the healthy environment requirements, despite maintenance, such as Balqa and Juweidah CRCs (male inmates).

2) Certain CRCs are close to residential communities, while others are a long way off, making it difficult for the families of inmates to visit them, e.g. Tafilah, Aqabah, Al-Muwaqqar 1 and Al-Muwaqqar 2 CRCs. There have also been complaints by the residents of communities near CRCs, such as the Rumaimin CRC.

3) Most CRCs in Jordan are plagued by overcrowding as a result of judicial and administrative detention decisions, in addition to lengthy litigation procedures.

4) Several problems were detected at the Juweidah CRC, including humidity, overcrowding, and facilities that fail to meet the sanitary conditions required for inmate accommodation, which call for the center’s closure.

5) There are no dedicated spaces for inmates’ clothes. They also tend to hang their laundry on special ropes over their beds.

6) Cells at all CRCs are very humid and poorly lit and ventilated.

7) Most CRCs lack hot water and drinking (potable) water.

8) Some CRCs generally lack proper infrastructure facilities, particularly in relation to sanitary installations in particular as the case in Juwiedeh men’s prison, Suwaqa and Balqa.
Second: Inmate Conditions:

1) Some inmates are denied fair trial guarantees:

Many inmates complained about the undue delay in the litigation procedures before courts, especially in cases before the Grand Criminal Court and the State Security Court.

through conducting in situ visits and based on the inmates claims, the NMT concluded the following observations:

2) Depriving inmates of their right to privacy (inviolability on the private life) when making phone calls:

Inmates at CRCs do not enjoy full freedom when making phone calls, given the presence of security officers during any call. Moreover, inmates are only allowed limited time for phone calls.

3) Poor implementation of the classification system:

The team noted that the classification system is not accurately applied to inmates, in compliance with international human rights standards, due to overcrowding at some centers, considering that at some CRCs ,the number of the judicially and administratively detainees exceeds the number of the convicted ones , which makes it difficult for the CRCS administrates to implement an appropriate classification system.

4) Lack of cooperation on the part of some embassies with the competent Jordanian authorities in resolving the problems of their nationals who are detained at CRCs:

A considerable number of foreign inmates complained of their embassies’ lack of follow-up on their cases, especially those inmates of East Asian nationality.

5) Competent authorities failing to provide legal assistance to inmates:

Some inmates complained of the lack of legal representation provided for them during trial if they were unable to afford one, despite the existence of civil society organizations capable of doing so. However, the problem
sometimes lies in the absence of direct coordination between such organizations and inmates.

Third: Education and Training:

Inmates at CRCs may join the General Certificate of Secondary Education (GCSE) study program. The team especially commends the administrations of such centers for their responsiveness, for providing support to those inmates wishing to sit for GCSE examinations, and for making classes available at a number of CRCs. As for training, some CRCs offer no training courses or recreational/cultural programs to keep inmates occupied during their leisure time; while a number of training courses are available for inmates at other CRCs (i.e. Al-Muwaqqar 1, Umm Al-Lulu, Suwaqah, Aqabah, Balqa).

Fourth: Treatment of Inmates:

Inmates are generally treated well at all CRCs, but the team recorded some complaints by inmates claiming they were abused by the Center’s staff. Such complaints have been referred for further follow-up to the relevant units of the NCHR. During the period covered by the report, 5 such allegations of abuse that amount to be criminally penalized conducts such denigration , slander and contempt. However, such acts do not reflect a common policy, occurrence or practice within the Reform and Rehabilitation Centers.

Fifth: Health Services:

the team detected the absence of regular health records at most CRCs, and that the health and care services provided are of poor quality:

A. the provision of health care service sometimes is delayed and not all medications are available. Some inmates need a special treatment that is unavailable at centers;
B. lack of cooperation on the part of some administrators at CRCs by not providing the required medications for some patient inmates due to the rigorous measures that were, according to some CRCs administrators, mandatory by the law ;
C. Inmates cannot always be hospitalized due to the shortage in the number of beds allocated for CRC inmates at hospitals;
D. The women’s CRC still lacks a gynecologist for the female inmates;
E. Most CRCs need a permanent resident doctor. CRCs also lack orthopedic surgeons, dermatologists, and mental health professionals for patient follow-up on a daily basis instead of the current once or twice weekly visits. Nurses, however, are available round-the-clock at some centers.

Sixth: Hygiene Articles:

There is a shortage, at most CRCs, of hygiene and toilet articles being provided to inmates who, as a result, are forced to buy these at their own expense. Some CRCs directors stated that they refrain from providing such articles, fearing from using them in committing suicide as being hazardous chemical items that pose a threat to inmates.

Seventh: Water:

Some CRCs lack potable water (safe for human consumption). Consequently, inmates are forced to buy drinking water at their own expense. In addition, the amount of hot water provided by CRCs for showering is, in most cases, insufficient, since it is provided only once or twice a week.

Eighth: Library:

Libraries offering various books are available at all CRCs, and inmates can visit them to read or play chess. A number of inmates complained about the limited number and lack of variety of books, and the poor quality of their content.

Ninth: Food:

CRCs offer food to all inmates. The team recorded the following remarks by inmates with regard to food:

1) The quantity of food provided to inmates for breakfast and dinner is insufficient.
2) At some overcrowded centers, dinner is served together with lunch.
3) Meat is sometimes served undercooked at lunch.

However, the team noted the diversity of food served to inmates and that meals cater to the health conditions of inmates, especially hypertension and diabetes patients.
Principal Inmate Complaints:

- Inmates complained of irregular television transmission (which is controlled centrally at all CRCs).

- Some inmates complained about not being allowed to use electric razors for personal grooming, resulting in facial razor burns due to the use of disposable razors.

- Foreign embassies fail to follow up on the cases and personal affairs of their nationals at CRCs.

- Inmates complained of the narrow outdoor areas at some CRCs, including Rumaimin and Aqabah, as well as the limited time allocated for outdoor activities, where many inmates revealed they were only allowed a maximum of two hours per day outdoors, which adversely affects their health.

- Beds provided for inmates are of poor quality, old and made of metal. Mattresses are also in poor condition. Each inmate is given only one blanket, which is insufficient, according to most inmates, in winter. They are not allowed to bring in covers from outside the CRC.

- Some inmates complained of short visit durations, revealing that their families sometimes travel from remote areas and they are unable to spend sufficient time with them.

- Inmates complained about lengthy periods of administrative detention and detention at centers far from the places of residence of their families, thus burdening them with excessive financial expenses.

- Inmates at some centers complained of high prices at the supermarket located within those CRCs.

- Some inmates claim having been tortured or ill-treated by the Criminal Investigation Department and the Anti-Narcotics Department during interrogations.
- Inmates complained of the lack of lockers at dormitories in which they could store their personal belongings instead of keeping such belongings under or beside their beds.

- Inmates complained of the shortage of fans at some centers to cope with the high temperatures and humidity inside dormitories especially at the Tafilah, Maan, and Aqabah centers.
Inmate Living Conditions:

The team, based on information obtained from inmates, noted the following regarding living conditions:

- Many inmates claim the abuse of some CRCs administrators of the solitary confinement, by virtue of articles (3/6) of the CRCs Law No (9) for the year 2004 without having access to methods to appeal placement in those solitary cells.

- Inmates complained of being subjected to degrading searches when leaving CRCs to attend hearings, and upon their return. Some reported that they were forced to strip off their clothing, which they described as traumatizing.

- Inmates suffer from the distance separating their detention centers and their family homes, where the CRC administration does not take into account the place of residence of an inmate’s family upon detaining them in these centers.

- Inmates pursuing their studies within CRCs are not ensured favorable conditions for studying. The administration of some centers does not take seriously the matter of education and continuing study.
The different administrations of CRCs enjoy sufficient capacity to provide good treatment of inmates. Administrations are capable of resolving a number of complaints or problems directly, which was frequently witnessed by the monitoring team. The team also observed cooperation on the part of some administrations in providing the requested information, facilitating team visit procedures and following up on the remarks made by the team.
Comments on key Issues:

➢ Conditions of Dormitories and Solitary Confinement Cells

- Dormitories in CRCs are generally in good condition, although some are in need of maintenance. In practice, sanitary utilities in a dormitory are not adequate for the number of inmates, especially at overcrowded centers.

- Solitary confinement cells are in poor condition overall, and do not meet international human rights standards in terms of area, ventilation, and lighting.

➢ Detention of Migrant Workers

Migrant workers make up a significant part of the workforce in the Kingdom, especially workers of Egyptian and Asian nationality. The team recorded cases of female workers detained for accumulated fines (for expired residency) and the absence of legal assistance provided by their countries' embassies. This problem generally results in overcrowding at CRCs.
Main Positive and Negative Developments during the Period Covered by the Report

➢ Main Positive Developments:

- The team noted several positive developments that took place during the period covered by the report, mainly:

- 21 literacy courses were held for 447 inmates at Suwaqah, Juweidah (female inmates), Balqa, Maan, Al-Muwaqqar 1, Rumaimin, Zarqa, and Irbid CRCs.

- The Public Security Directorate carried out a range of awareness-raising and education programs for public security personnel at CRCs on the definition of torture, methods of preventing torture, and ways of avoiding cruel and inhuman treatment of inmates.

- The PSD Directors appointed Public prosecutors at all CRCs to follow up on and investigate inmate complaints.

- Boxes for inmates’ complaints were provided at most CRCs and are supervised by the Transparency and Human Rights Office.

- Specific rules and a working mechanism were devised for transferring inmates between centers.

- Special instructions on family and friend visits to CRCs were developed.

- A number of outdoor spaces were inaugurated within CRCs, and instructions were established for outdoor visitation (family visits).

- Medical clinics offering general practice (GP) services and dispensaries were created at most centers.

- Dental clinics were opened at most CRCs.

- All CRCs were provided with ambulances for transporting inmate patients.
- Medical visits to CRCs were organized for both the private and public sectors, in collaboration with the Ministry of Health.

- Inmate reform programs were adopted, such as the Tahween\(^{(1)}\) and Tahye'a\(^{(2)}\) programs, and the Ehtemam\(^{(3)}\) initiative.

➢ **Main Negative Developments**

- Failure to close the Juweidah CRC for men where conditions are generally dire due to the age of the buildings and the deteriorating infrastructure, despite the recommendations repeatedly made by the NCHR in its annual reports.

- Health care services extended to inmates are limited. CRCs have no specialized doctors. Dispensaries also lack certain medications, especially for patients with diabetes and hypertension.

- Social care services extended to inmates and their families are limited and ineffective due to understaffing at some centers, and as a result of the shortage of sociological studies conducted by specialists. Moreover, not every center has a mental health clinic to promote inmates’ mental health.

- Lawyers’ visiting rooms at some centers are inadequate, despite the repeated recommendations made by the NCHR in its annual reports.

- Poor and limited legal assistance services extended to inmates.

- Insufficient number of blankets and shortage and poor condition of mattresses at some centers, in addition to poor heating.

- Numerous foreign detainees (mainly of Asian nationalities) are awaiting deportation (6,224 foreign detainees were deported in 2013).

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\(^{(1)}\) The program targets convicted inmates and those judicially detained for minor misdemeanors the sentences of which do not exceed imprisonment for one year and who have not previously been admitted to CRCs.

\(^{(2)}\) The program targets convicted inmates whose sentences exceed 18 months and are almost fully served. The program aims to prepare them to deal with the difficulties that will face them upon release and to adjust to the outside environment.

\(^{(3)}\) The health initiative aims to give inmates the option of choosing a healthy lifestyle, away from violence and lawlessness, in a human environment that complies with laws and regulations.
- Some centers are overcrowded with administrative detainees (12,766 male and female inmates in 2013\textsuperscript{(4)}).

- Some centers are overcrowded with judicial detainees (23,593 male and female inmates in 2013\textsuperscript{(5)}).

- Limited visits by public prosecutors to CRCs (48 visits in 2013).

\textsuperscript{4} Refer to NCHR Annual Report 2013.
\textsuperscript{5} Refer to NCHR Annual Report 2013.
Recommendations

➢ Activate the role of public prosecutors and judges within CRCs; conduct regular and continued field visits; and ensure that persons responsible for inspecting CRCs and following up on inmates' conditions enjoy professional competence and an ethical commitment to integrity and neutrality.

➢ Adopt a special system for records and registers, including accurate documentation of inmates' legal, social, health and economic status.

➢ Expedite the undertaking of relevant amendments to all penal legislations to guarantee that alternatives are adopted for punishment that deprives a person of their liberty.

➢ Renovate the buildings and improve the infrastructure at dilapidated CRCs.

➢ Allocate round-the-clock medical staff, consisting of a doctor and a nurse, for every CRC. Provide a nutrition supervisor to oversee meals served to inmates suffering from health conditions. Supply at least one dentist at each CRC.

➢ Provide CRCs with more than one supermarket canteen in order to prevent congestion.

➢ Seriously address inmates' complaints of alleged exposure to torture and abuse prior to being admitted at the centers, and create an effective mechanism to that effect.

➢ Provide a timing clock at phone cabinets so that both inmates and security personnel can check the duration of each call, which will serve to considerably reduce inmates' protests about staff pressuring them to end a conversation.

➢ Fully abide by standards for the classification of inmates at CRCs.

➢ Reconsider the prices of some items in the centers’ supermarkets canteens.

➢ Increase the time permitted for outdoors breaks for inmates.
➢ Limit the use of administrative and judicial detention; establish practical controls for judicial detention; adopt alternative punishment that promotes community service, rehabilitates first-time offenders and reduces recidivism.

➢ Conduct a study on the Ministry of Justice mechanism for supervising CRCs, in collaboration with the various relevant authorities, which takes into consideration the purpose of such centers, i.e. the reform and rehabilitation of inmates.

➢ Limit administrative detention; activate the role of public prosecutors in conducting regular monthly visits and following up on detainee records and arrest warrants; restrict detention; resort to bails and fines; implement follow-up by the officer in charge of weekly dormitory visits at centers to note the urgent demands of inmates.

➢ Provide legal assistance by the State for inmates at all CRCs.

➢ Limit the number of cases lingering at security centers.

➢ Strive to organize rehabilitation and training courses for inmates; educate inmates on the basis of scientific and cultural principles in order to integrate them into the community after their release from centers; provide social and occupational activities; raise the awareness of public security staff on human rights, freedoms, and international conventions on freedoms.

➢ Enable the National Monitoring Team, KARAMA, to undertake unannounced visits to all detention centers to allow the team to make rigorous observations, fulfill their humanitarian duty, and meet the targeted objective which is to preserve human dignity and prevent transgressions against human freedom.

➢ Accelerate the transfer of CRC supervision to a civil agency other than the Ministry of Interior. If that proves to be impossible in the near future, a reform and rehabilitation plan should, at least in part, be conferred to a civil agency.
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