المركز الوطني لحقوق الإنسان

The National Centre for Human Rights

Second Periodic Report on the Conditions of Correctional and Rehabilitation Centers in the Hashemite Kingdom of Jordan

For the period 1 July 2014 – 28 February 2016

Issued by

The National Monitoring Team for the Prevention of Torture — "Karama"

operating under the mandate of the National Centre for Human Rights pursuant to Article (10) of its Law

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Introduction

The establishment of the National Monitoring Team against Torture in Jordan ("Karama") was one of the outcomes of the "Karama" project, which seeks to improve the conditions of persons deprived of their liberty in Jordan. The Team commenced its work in 2008, in furtherance of one of the principal objectives of the National Centre for Human Rights, namely the formation of a specialised team to conduct regular and unannounced visits to places of detention with a view to preventing torture, and to serve as the nucleus of the prospective national preventive mechanism to be established should Jordan ratify the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment of 2002. The "Karama" Team is a preventive monitoring body for combating acts of torture and other forms of cruel, inhuman or degrading treatment or punishment and for limiting their occurrence. It is likewise an independent team answerable solely to the National Centre for Human Rights, which exercises general supervision over its work. On the basis of these principles, the Team — composed of persons who volunteer to serve in their personal capacity and who receive no instructions or remuneration from any quarter — has preserved its independence in full.

The Legal Framework of the Team's Work

The "Karama" Team operates under the umbrella of the National Centre for Human Rights. The Centre discharges this function pursuant to the legal mandate conferred upon it by Article (10) of its Law No. (51) of 2006, which grants it "the power to visit correction and rehabilitation centres, places of temporary detention and juvenile care homes, and to visit any public place in which violations of human rights are occurring or have occurred, with a view to monitoring such violations, limiting them and seeking to bring them to an end."

Structure and Composition of the Team

The Team — in whose composition due regard was had to gender balance — consists of twenty-one (21) members drawn from a range of specialisations and professional backgrounds. Its members include human rights activists, forensic physicians, social workers and psychologists, journalists, and specialists in prison administration. The members of the Team enjoy the full functional and personal independence contemplated by Article (18) of the Optional Protocol to the United Nations Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.

The members of the Team have received specialised training courses at the hands of international and national experts in a variety of fields, in particular monitoring and documentation mechanisms, techniques for conducting interviews with detainees, methods of detecting violations amounting to torture and other forms of ill-treatment, and the international oversight mechanisms concerned with supervising the implementation of the United Nations Convention against Torture during visits to places of detention. Such training includes the acquisition of expertise in fact-finding in relation to

torture and ill-treatment. Emphasis is presently being placed on the role of physicians in combating and detecting the commission of the crime of torture. The members of the Team have also been trained in the preparation of reports on the visits they carry out (the visit report).

The work of the Team is supervised by an administrative body elected from among its members. In addition, there is an advisory body chaired by the Commissioner General, whose membership comprises the Commissioner for Protection at the National Centre for Human Rights, three members elected from the Team, and one member drawn from civil society organisations. The advisory committee is responsible for setting the general policy of the Team, examining its reports, and submitting recommendations to the competent authorities.

The Team's Visits and the Preparation of Reports

The "Karama" Team monitored the conditions of persons deprived of their liberty in all fifteen (15) civil correction and rehabilitation centres by means of regular monthly monitoring visits.

The number of visits carried out by the Team during the period from 1 July 2014 to 28 February 2016 amounted to thirty-nine (39) visits.[1]

In accordance with its forward plan, the Team intends to conduct follow-up visits to correction and rehabilitation centres, to places of temporary detention at security centres, and to places of detention attached to certain security administrations.

[1] The number of visits carried out to correction and rehabilitation centres during the period from 1 July 2014 to 28 February 2016 was 39 visits.

Preparation of the Reports

The Team prepared twenty-eight (28) specialised reports[2] on the findings of the aforementioned visits, drawing in doing so upon the international standards applicable to the preparation of reports, including the Standard Minimum Rules for the Treatment of Prisoners (covering such matters as the detention environment, food and cleanliness). The discrepancy between the number of visits carried out and the number of written reports arises because certain visits are conducted in two stages: the first is devoted to inspecting the prison environment, the registers and the facilities of the centre, while the second is confined to interviewing inmates and receiving their complaints, if any.

[2] On the basis of the 39 visits carried out, 28 reports were prepared, since certain centres required two visits for the purposes of a single report.

International Standards and National Legislation on the Treatment of Inmates

There exists a range of legislation, international treaties and conventions concerned with protecting the rights of persons deprived of their liberty, derived from the universal rights of the human person,

such as the right to life, the right to bodily integrity, the right to respect for human dignity, and other rights.

Article (10) of the International Covenant on Civil and Political Rights,[3] to which Jordan formally acceded in 2006, provides that persons deprived of their liberty shall be treated humanely and with respect for their inherent dignity.

The Economic and Social Council of the United Nations adopted the following Standard Minimum Rules for the Treatment of Prisoners:[4]

7. Separation of prisoners according to sex and age, and separation of prisoners against whom judicial sentences have been passed and those held in pretrial detention, and of those convicted of criminal offences from those convicted in civil matters.
8. The allocation of a separate cell to each prisoner; where this is not feasible, the number of prisoners in a cell must not exceed two.
9. Cleanliness of cells, of prisoners' clothing and of food; the right to take exercise for one hour daily; and the provision of medical care.
10. The right of prisoners to receive visitors. Where the prisoner is a foreign national, he shall be afforded facilities for communicating with the diplomatic and consular representatives of his State.
11. Protection of prisoners from insult and abuse when being transferred, and the use of appropriate vehicles in the transfer process.
12. The employment of prisoners on condition that the work is not arduous and is commensurate with their physical and mental capacities; prisoners have the right to choose work suited to them and are to be paid a wage for their labour.

[3] The International Covenant on Civil and Political Rights was published in 2006, at p. 2227 of Official Gazette No. 4764 of 15/6/2006.

[4] Economic and Social Council resolution 663 C (XXIV) of 31 July 1957 and resolution 2076 (LXII) of 13 May 1977.

The Standard Minimum Rules for the Treatment of Prisoners further provide:

13. The Standard Minimum Rules shall be applied impartially to all inmates, without discrimination between them.
14. No person shall be admitted to any prison without a lawful order of detention.
15. An accused person is presumed innocent until proven guilty, and shall at all times be treated on that basis.
16. The registration of prisoners is essential in order to avoid arbitrary detention.

17. The rehabilitation of the prisoner and his reintegration into civil society.
18. Protection of the prisoner and preservation of his dignity and rights.
19. Safety within prisons, for inmates and staff alike.
20. Prohibition of torture and of inhuman and degrading treatment.

Article (5) of the Universal Declaration of Human Rights provides that no one shall be subjected to torture or to cruel, inhuman or degrading treatment or punishment offensive to human dignity.[5] Article (7) of the Declaration further provides that all are equal before the law and are entitled without any discrimination to equal protection of the law, and that all are entitled to equal protection against any discrimination.

[5] *Adopted and proclaimed by General Assembly resolution 217 A (III) of 10 December 1948.*

Turning to the Correction and Rehabilitation Centres Law in Jordan, we find that the Correction and Rehabilitation Centres Law No. (9) of 2004 is foremost among the laws safeguarding the fundamental rights of inmates.

The Law addresses, throughout its provisions, the rights of inmates and their humane treatment, including by guaranteeing their right to maintain contact with the outside world, the provision of medical care, their vocational rehabilitation, and the provision of educational courses for them. The Correction and Rehabilitation Centres Law is to a considerable degree consistent with the international instruments concerning the treatment of inmates, as a minimum standard. The limited resources available to the Jordanian State, however, constrain the provision of all requirements within correction centres. The Correction and Rehabilitation Centres Law nonetheless represents a qualitative advance in Jordan in the field of promoting respect for the rights of inmates and their rehabilitation.

At the national level, Article (208), paragraph (1), of the Penal Code[6] criminalises torture, providing that "whoever subjects a person to any form of torture not permitted by law for the purpose of obtaining a confession to an offence or information concerning it shall be punished by imprisonment for a term of six months to three years", and further that "if such torture results in illness or serious wounding, the penalty shall be temporary hard labour for a term of three to fifteen years".

[6] *The Penal Code of 1960.*

The aforementioned Correction and Rehabilitation Centres Law prohibits the use of force against an inmate save in cases of necessity, to the extent required, and after the ordinary means have been exhausted (Article 6/a of the Correction and Rehabilitation Centres Law). The legislator likewise affirmed (Article 6/b of the Correction and Rehabilitation Centres Law) that no member of the

police force may use a firearm save in specified circumstances, such as the escape of inmates or violence against the personnel of the centre.

The Correction and Rehabilitation Centres Law specifies, in Article (37), the disciplinary offences applicable to inmates, and provides, in Article (38), for the disciplinary penalties that the director of the centre may impose upon an inmate. Article (39) of the same Law sets out a number of safeguards to which the inmate is entitled where a disciplinary penalty is imposed upon him, the most important of which are the conduct of a lawful investigation by a committee formed by the director, the enabling of the inmate to defend himself, and the requirement that the decision imposing the penalty be reasoned and substantiated. The difficulty nevertheless persists in the absence of judicial oversight of the lawfulness of penalties imposed upon inmates.

On the basis of the foregoing, we find that the Jordanian legislator has conferred the power of oversight of correction and rehabilitation centres[7] upon members of the Public Prosecution and the presidents of the courts. This requires repeated visits to correction centres in order to ascertain the circumstances of inmates, to examine the judicial registers, and to inspect detention orders. Article (7)(a) provides that the executive authority has the power of oversight of correction and rehabilitation centres in order to verify the implementation of the provisions of this Law, of the regulations and instructions issued thereunder, and of any decisions issued by a competent authority.

This oversight nevertheless remains formal in certain instances, owing to the lack of availability of public prosecutors and the absence of organised visits by the Public Prosecutor. The judiciary has an important role to play in promoting the rights of inmates and safeguarding their welfare through judicial oversight.

[7] Article (8) of the Correction and Rehabilitation Centres Law.

The Administrations of Correction and Rehabilitation Centres

Through the periodic visits it carried out and the conditions it observed in correction and rehabilitation centres, the National Monitoring Team "Karama" discerned the existence of cooperation and of a general awareness of human rights issues. Such awareness of, and concern for, human rights may in itself be reflected positively in the work of Public Security personnel and may facilitate the correction and rehabilitation endeavours pursued by those responsible for these centres.

The existence of such concern and awareness does not, however, negate the presence of certain shortcomings in the performance of some correction and rehabilitation centres, which are connected with, or attributable in essence to, an incomplete grasp of human rights issues — a matter that affects adversely both the correction and rehabilitation process and the work of the National Monitoring Team. The Team received a number of allegations from inmates concerning cruel,

inhuman and degrading treatment, such as assault by beating upon a group of inmates at Muwaqqar (2) Correction and Rehabilitation Centre, and allegations of failure to respect privacy during search procedures involving the complete stripping of the inmate without any screen, in the presence of officers and personnel.

Recurrent Complaints Received by the Team from Inmates During its Visits

The Team observed that the complaints raised by inmates recur in most visits, and these have been highlighted in previous reports of the Centre. A number of these complaints are not, however, directly connected with the administration of correction and rehabilitation centres — such as administrative detention, the slowness of litigation procedures, and legal representation for the purpose of following up the cases of inmates of other nationalities. Others relate to services which the administration is able to address and improve. The most significant complaints received by the Team during the period of preparation of the Report are as follows:

21. The period allowed for exposure to sunlight is insufficient, and there is humidity in certain rooms, which at times affects the health of inmates.
22. The duration of telephone calls is insufficient, and inmates are at times not permitted to contact their relatives; in addition, privacy is at times wholly lacking while calls are being made.
23. The short duration of visits and the presence of interference in the headsets in certain visiting rooms, which prevents the inmate from speaking clearly with the visitor.
24. Inmates are not permitted to receive money other than from relatives and family.
25. The wear and tear of blankets, their insufficiency at times and their poor cleanliness, together with the poor quality of the beds and the age of the mattress covers and pillows.
26. The failure to provide cleaning materials on a regular basis to inmates in certain centres, which compels them to purchase such materials at their own expense.
27. The failure to operate the heating in certain centres, the weakness of the lighting, and the failure to hand over to inmates their own clothing, particularly in cold weather, which leads to inmates contracting colds and winter illnesses.
28. Hot water is not continuously available.
29. Certain goods are at times unavailable in the canteen, and the prices of certain goods there — vegetables in particular — are high.
30. Meals are at times insufficient, and the food is not properly cooked.
31. The absence of specialist physicians in certain centres, such as specialists in psychiatry, internal medicine and dermatology, and of female physicians at Juwaideh (women) and Umm

al-Lulu (women) Correction and Rehabilitation Centres, in addition to the unavailability of certain medicines and their being administered in crushed form to some inmates.

32. Certain inmates complained of being held in a centre far from the places of residence of their families, which entails increased hardship and expense for the family, stating that the administration of correction and rehabilitation centres frequently fails to take this consideration into account.

33. The hardship endured during transfer from the centre to the courts, to hospitals, or to another centre.

34. The hardship arising from the unavailability of a hospital bed where a surgical operation is required.

35. Failure to comply with the classification procedures prescribed in Article (11) of the Correction and Rehabilitation Centres Law No. (9) of 2004, in that inmates are intermingled without regard to the nature and gravity of the criminal act.

36. Certain inmates complained of the interruption of television transmission and of central control over its programming.

37. Overcrowding in certain dormitories, which at times gives rise to altercations.

38. Administrative detention, its prolonged duration, and the difficulties arising therefrom.

Complaints of a Special Nature

Administrative detention under the Jordanian Crime Prevention Law No. (7) of 1954 and its incompatibility with the Jordanian Constitution and with the international human rights instruments

The Crime Prevention Law of 1954 is inconsistent with the principles of human rights, with national laws, and with the international treaties which Jordan has ratified. It further derogates from the principle of the separation of powers, in that this Law confers upon administrative governors, who belong to the executive authority, the right to exercise the powers of the judicial authority — foremost among them detention without limit — on the pretext of preserving public safety and preventing the commission of offences.[8]

Administrative detention is among the most serious problems affecting inmates and among the principal causes of overcrowding in correction and rehabilitation centres. It has grave and adverse consequences, arising as it does where personal liberty is curtailed without legal safeguards. The Team monitored numerous problems and complaints connected with the application of this Law, raised not only by detainees but also by the directors of correction and rehabilitation centres, who likewise complain of the increase in the number of inmates beyond the capacity of their centres,

with all that this entails by way of difficulties in providing beds, mattresses, blankets and food, and other necessities of life for these excess numbers — to say nothing of the problems generated by friction within correction and rehabilitation centres.

[8] *The problem of administrative detention will be addressed in greater detail below.*

Principal Observations on Correction and Rehabilitation Centres

The observations recorded by the National Monitoring Team in correction and rehabilitation centres during the period of the Report fall under four principal headings, each comprising a number of elements. These headings are: the environment of correction and rehabilitation centres; the rights of inmates; the rehabilitation process; and, finally, records and registers. These headings are set out below, together with the correction and rehabilitation centres in which the deficiencies identified were found:

First: The Environment of Correction and Rehabilitation Centres

The observations of the Team under this heading concern the buildings and the availability of the elements of healthy living within them.

39. **Humidity, ventilation and lighting:** The Team observed that a number of centres of recent construction require maintenance, in that they suffer from evident damp — such as Muwaqqar (2), Karak, Rumaimin and Marka Centres, the ceilings of which (in the case of Marka Centre) have been damaged as a result of water leaking from the bathrooms; and, in some (though not all) of the walls of Tafileh Correction Centre, ingress of water. At the last-mentioned centre, unclean water was seeping conspicuously in room (A 7), which led inmates to place vessels to collect the water inside it. As regards ventilation, lighting and high humidity, Balqa Centre is the worst affected. At Swaqa Centre the Team observed that the furnishings of the rooms require periodic exposure to sunlight in order to eliminate the insects that thrive in humidity, such as bedbugs, in certain rooms; the Team likewise observed that the windows of the rooms and of the wings require maintenance so as to admit sunlight and air.

40. **Availability of water:** Inmates at Karak Centre complained of the absence of water fit for drinking. Inmates at Balqa Centre complained that the water tanks are old, which affects the quality of the water at the taps, in addition to the unavailability of water for bathing. At Muwaqqar (1) Centre inmates stated that hot water is not continuously available, and the position is the same at Umm al-Lulu Correction and Rehabilitation Centre for women. At Zarqa Centre inmates complained of the absence of hot water for bathing.

41. **Heating and cooling:** Inmates at Karak Correction and Rehabilitation Centre complained of the absence of sufficient blankets to keep warm in winter. The central heating does not operate until the middle of November, although cold weather may arrive well before that, and the hours during which the heating operates are insufficient. At Balqa Centre a single covering is

issued to the inmate, which does not protect him from the winter cold; the Team observed that the quality of the beds is poor and that the coverings and mattresses are old and in poor condition. The Centre likewise suffers from poor heating of the dormitories. Furthermore, certain cells contain no pillows for sleeping. These observations concerning central heating apply to all centres save Istilah Correction and Rehabilitation Centre and Aqaba Correction and Rehabilitation Centre. In summer, the centres require cooling within the dormitories during the hot summer days (Rumaimin, Marka, Aqaba); the last-mentioned requires particular attention to the control of insects and flies in summer, and the provision of modern air-conditioning units in summer given the severity of the rise in temperatures.

42. **Sewage:** The Team observed a foul odour within Zarqa Correction and Rehabilitation Centre, which calls for work on its sewage system. This observation did not recur at the other centres; the water leakage referred to at point (1) above falls, however, within this same framework.

43. **Distance from public transport:** Certain centres are situated at a distance from means of public transport, such as Aqaba and Tafileh.

44. **Maintenance:** Certain rooms and wings at Swaqa Correction and Rehabilitation Centre require maintenance.

Second: The Rights of Inmates

45. **Classification:** Classification is a fundamental right of the inmate, in that it secures his rehabilitation and his return to his community as a productive member of it. To that end, recidivist inmates and those who have committed offences are separated from persons violating the law for the first time and from those whose offences are minor. The Team observed that, in the field of classification, adherence to the classification procedures and their application is not complete. At Karak Centre the Team observed non-compliance with classification as prescribed in Article (11) of the Correction and Rehabilitation Centres Law No. (9) of 2004, inmates being intermingled without regard to the nature and gravity of the criminal act. The Team made the same observation in respect of Juwaideh (women) Centre, where the classification system based upon the degree of criminal dangerousness is not adhered to. At Aqaba Correction and Rehabilitation Centre the classification system is ineffective. At Umm al-Lulu Centre there are no clear criteria for classification.

46. **The right to health:**

(a) A shortage of psychiatrists and of mental health services, owing to the severe shortage of psychiatrists in Jordan. In this context the centres require qualified psychological specialists to undertake the psychological rehabilitation of inmates and detainees.

(b) The absence of appropriate arrangements for dealing with drug addicts and users of psychotropic substances, whose number has increased considerably over the past five years

and who require psychological and social specialists and physicians trained to deal with such cases. According to the criminal statistical report issued by the Public Security Directorate, the prevalence of narcotic drugs has increased threefold over five years, and the rate of increase in seized cases reached 280% in 2015 compared with 2011.[9] This increase requires the mobilisation of human and material resources within correction and rehabilitation centres in order to address it.

(c) The hardship experienced by inmates on account of the mechanism for referral to hospitals, owing to the shortage of beds. According to the statistics of the Ministry of Health, the total number of beds allocated to correction and rehabilitation centres, together with the twenty-six (26) secure infirmary units in government hospitals, amounts to one hundred and eighteen (118) beds.

(d) The absence of a wing dedicated to medical isolation, our observation being that isolation takes place in rooms not otherwise in use by inmates. At Swaqa Correction and Rehabilitation Centre, what is required is the classification of medical cases and the allocation of a bathroom dedicated to persons suffering from a viral illness, together with the adoption of further health precautions to prevent transmission of the virus where cases of epidemic hepatitis and other infectious diseases arise. The Team likewise observed the absence of a wing dedicated to medical isolation at Zarqa Correction and Rehabilitation Centre, and the absence of persons qualified to deal with infectious diseases.

(e) The absence of specialist physicians in orthopaedics, dermatology, dentistry and psychiatry in correction and rehabilitation centres to follow up medical cases on a daily basis; this occurs rather once or twice weekly, notwithstanding the presence of nurses at certain centres around the clock.

(f) The Team observed the unavailability of (psychiatric) medication at Tafileh Correction and Rehabilitation Centre.

(g) The Team observed the failure of the Ministry of Health to appoint a physician at Marka Correction and Rehabilitation Centre, notwithstanding repeated correspondence from the administration of correction and rehabilitation centres; there is likewise no dental clinic at that centre, nor at Aqaba Correction and Rehabilitation Centre.

(h) The absence of beds suitable for elderly persons and persons with disabilities; there is a need to provide corridors and sanitary facilities suited to their requirements in all centres.

(i) At Swaqa Correction and Rehabilitation Centre, the Team recorded a shortage in the number of physicians and nurses working at the centre, in addition to a shortage of cardiac medication.

(j) At Bab al-Hawa Correction and Rehabilitation Centre, the Team observed the absence of records for cases presenting incidentally.

(k) At Umm al-Lulu Correction and Rehabilitation Centre, the Team observed the absence of specialist physicians in the psychiatric, dermatological and internal medicine fields. The Team likewise observed the absence of a resident pharmacist, the failure to provide medicines in full, and the poor condition of the dental chair. At Ma'an Correction and Rehabilitation Centre there is neither a dental clinic nor a pharmacy.

(l) In the field of health procedures and oversight, the Team observed the following problems at Swaqa Correction and Rehabilitation Centre:

- There is no clear health-care regime for the sheep and cattle farm — an important matter, given the existence of diseases transmissible between humans and animals.
- In the same connection, the Team observed the cutting of slaughtered meat inside the dairy factory.
- The dairy factory is not subject to the health regulations, notwithstanding the statement of those working in the factory that the health physician of the centre carries out continuous examinations of them.

[9] Omar Muharameh, "The threefold rise in the prevalence of narcotic drugs over five (5) years raises questions as to the success of efforts to combat them", Ad-Dustour newspaper, 24 May 2016.

47. **Food:**

(m) The Team received complaints concerning the failure to cook food properly and the small size of portions at Balqa, Muwaqqar (1), Rumaimin, Marka and Zarqa Correction and Rehabilitation Centres.

(n) The absence of nutrition supervisors to oversee the meals provided to inmates suffering from illnesses requiring a special diet.

(o) The kitchens at Rumaimin, Marka and Tafileh Correction and Rehabilitation Centres require an improvement in their standard of cleanliness.

(p) The Team observed the failure of the employees of the catering company to observe the utmost care in serving food at Zarqa Correction and Rehabilitation Centre, in that they wear gloves on one hand only.

48. **The right to work, to rehabilitation programmes and to the useful occupation of time:** There is a general observation applicable to correction and rehabilitation centres, namely the failure to occupy the time of inmates in a manner that develops their capacities and harnesses their energies for their own benefit and that of their community. The employment opportunities available are, moreover, very few — a matter that calls for a review of the

concept of correction and rehabilitation, given the existence of extensive idle time, which is described as corrupting even for those outside the walls of the prison, let alone those within it. There are no adequate educational or recreational programmes, and there are no sufficient or varied books in the libraries.

49. **The right to sunlight and exercise:** The time allowed for exposure to sunlight is short and is not commensurate with the needs of the inmate.

Third: Records and Registers

- The Team observed a serious practice in relation to records and registers at Gharb Irbid Correction and Rehabilitation Centre (Bab al-Hawa), in that solitary confinement cell No. (2), which has an open door, is used to store files and documents — exposing them to loss or to tampering by any person, particularly since one of the inmates performing labour works in the solitary confinement facility.
- Juwaideh (women) Correction and Rehabilitation Centre does not operate a system of records and registers providing accurate documentation of the legal, social, health and economic circumstances of the female inmates.

Fourth: Rehabilitation

- Notwithstanding the efforts made to occupy the time of inmates, to rehabilitate them and to educate them so that they may return as productive and effective individuals and as law-abiding citizens within their communities, these efforts are insufficient. In most instances — if not all — of the visits made by the Team to correction centres, the majority of inmates were asleep in their dormitories, which indicates a defect in the correction and rehabilitation process, both in concept and in practice. There is no clear conception of the notion of correction and rehabilitation, nor of the steps by which it is to be achieved within the correction and rehabilitation centre. There is a modest library, and there are activities that are not conducted daily, whereas what is required is daily activity occupying inmates for at least twelve (12) hours a day so that they do not fall victim to depression and dark thoughts. The accurate description of the position within correction and rehabilitation centres is that sentenced inmates and detainees are confined within the dormitory and do not leave save to eat or for an hour of exposure to sunlight; apart from that, they remain within the dormitory asleep, or watching a television channel offering nothing conducive to rehabilitation or education — save for certain sports and recreational programmes and certain courses at some centres.
- The sporting, cultural and recreational activities at the centres are insufficient.
- There is a clear failure to invest the energies and capacities of inmates so as to achieve benefit for themselves and for their communities, both while serving their sentences and after their completion.

Recommendations

Following several years of monitoring the conditions of correction centres in Jordan, the Team has arrived at the following recommendations:

50. The replacement of Balqa Correction and Rehabilitation Centre, since in the view of the Team it is incapable of repair or restoration, lacking as it does appropriate natural ventilation and lighting, which constitutes a health hazard to inmates.

51. The construction of a centre dedicated to female detainees, so as to resolve the problem of overcrowding at the Women's Correction and Rehabilitation Centre, and the expediting of the procedures relating to migrant workers.

52. In the field of rehabilitation:

    – The establishment of genuine correction and rehabilitation programmes for inmates, with the participation of social workers, psychologists and vocational specialists, so as to make use of the capacities, energies and competences of inmates in providing them with a source of employment within correction and rehabilitation centres and upon completion of their sentences, and so as to facilitate their reintegration into society as productive and effective individuals.

    – Consideration of the possibility of employing inmates in the qualified industrial zones in the Kingdom while they serve their sentences, within the framework of rehabilitating them and preparing them for their return to their communities with a defined trade enabling them to support themselves and their families, rather than leaving inmates without activity or work within the walls of the dormitory.

    – In the field of education and rehabilitation, the Directorate of Correction and Rehabilitation Centres is able to provide serious and varied books at minimal cost, or even free of charge, by cooperating with the Family Library project implemented by the Ministry of Culture, and likewise with the Greater Amman Municipality, which operated a project for the free distribution of books and whose stores remain full of them.

    – A focus upon sporting and recreational activities in a manner conducive to broadening the horizons of inmates and diverting their thoughts from destructive negative energies.

It is further to be noted that regard must be had to psychological rehabilitation, which is among the important matters in the rehabilitation of inmates of correction and rehabilitation centres. There are a number of important points in this connection:

    – Working upon the attitudes of the ranks and of those responsible for the affairs of inmates, by enrolling them in a series of training courses relating to communication skills and to the manner in which inmates are to be rehabilitated.

– Working to deepen the concept of rehabilitation across its psychological, social and occupational dimensions, so that it becomes a comprehensive and continuous process.

– Working with the inmates themselves, by enrolling them in rehabilitation programmes and thereafter in aftercare programmes and following up their progress.

– Working to reduce psychological tensions and the negative feelings and thoughts harboured by inmates towards themselves and towards society.

– Developing rehabilitation programmes designed to fill the idle time of inmates with positive thoughts, and endeavouring to develop occupational programmes aimed at expending energy positively, idle time being the enemy of all inmates in that it permits negative thoughts to develop and take root.

53. In the field of health care, the Team recommends as follows:

(q) The training of the physicians of correction and rehabilitation centres and their appointment to those centres upon completion of training courses, and that they be replaced only by qualified physicians. The same applies in respect of nurses.

(r) The establishment of an integrated department within the Ministry of Health for supervision and training in the field of the physicians of correction centres, in place of the coordinating physician presently in post.

(s) The assignment of a resident female physician at the Women's Correction and Rehabilitation Centre / Juwaideh.

(t) The provision of psychological and social specialists qualified to deal with the perpetrators of offences and acts of violence, in a manner assisting in their rehabilitation. In this connection the Team recommends the establishment of a clinic specialising in psychiatric and mental illness.

(u) The devotion of sufficient attention to psychiatric illness, to drug addicts and users of psychotropic substances, and to their treatment for addiction and its withdrawal symptoms prior to their admission to correction and rehabilitation centres, and likewise while they serve their sentences within those centres.

(v) The psychological counselling section at Muwaqqar (2) Correction and Rehabilitation Centre performs its professional work well. The Team accordingly recommends as follows:

– The support of this section by a further psychological specialist from the administration of correction centres, so as to afford all inmates the opportunity of an interview with the dialogue committee on a regular and uninterrupted basis, and so as to enable the largest possible number of them to obtain the assessment necessary to facilitate their transfer to other centres.

– The Team further recommends following up cases showing a response to behavioural psychotherapy, so that such therapy may bear fruit and bring to an end the state of deviation that led the person concerned to correction centres, rather than returning him to his original centre upon the expiry of the ninety-day period at Muwaqqar (2).

- Affirmation of the need to provide correction and rehabilitation centres with a medical staff comprising a physician and a nurse around the clock at every correction and rehabilitation centre, and the provision of physicians of the various specialisations at the centres.
- The provision of intensive care for addicts and of aftercare for them within correction and rehabilitation centres, their enrolment in counselling, medical and psychological treatment, and their retention under supervision for a period sufficient to ensure that they do not return to the use of narcotic drugs.
- Differentiation between the user and the addict in the classification process, and the provision of a physician specialising in addiction to supervise users of narcotic drugs and addicts and to assess the condition of the inmate in all correction and rehabilitation centres.
- In the same connection, the Team recommends activating aftercare programmes for inmates released from correction and rehabilitation centres, so as to enable them to reintegrate into their families and communities. It is accordingly essential to devise effective programmes enabling released persons to reintegrate into their communities and families, and protecting them from recidivism and from returning once more to correction and rehabilitation centres. The shock of release faced by the inmate upon leaving — arising from societal and behavioural patterns directed against inmates following their return to society and to the family — is not easily borne.

54. In the field of classification:

– Adherence to the classification system in accordance with Article (11) of the Correction and Rehabilitation Centres Law, its general application, a review of the outcomes of the phased implementation of this system, the reconstitution of its elements, and the training of the staff competent to apply it.

55. In the field of records and registers, the Team recommends the adoption of a system of records and registers providing accurate documentation of the legal, social, health and economic circumstances of inmates.

56. A commitment to the placing and affixing of notices setting out the rights of inmates and the acts regarded as contrary to the laws of the centre, together with the disciplinary penalties applicable to such acts, so that the inmate may be fully apprised of his position as regards his own conduct within the centre.

57. The Team recommends that serious consideration be given to the question of alternative penalties linked to the nature of the violation committed, which serve to rehabilitate those who breach the law and to reintegrate them into society. In addition to alleviating overcrowding in correction centres, alternative penalties reduce the financial burdens borne by the State as a result of the increase in the number of inmates of the centres.

Conclusion

Over the course of several years of its work, the Team has observed that correction and rehabilitation centres, notwithstanding the limited resources available, perform well and make distinguished efforts in improving the living conditions of inmates, enabling them to maintain contact with the outside world, providing medical care, offering educational and religious courses, and providing food to an acceptable standard. The centres likewise endeavour, to varying degrees according to their infrastructure, to rehabilitate, educate and instruct the inmate so as to assist him to become capable of reintegrating into his community upon the completion of his sentence, notwithstanding the absence of clear policies and of continuous programmes for activating aftercare, in cooperation and coordination with all governmental and non-governmental bodies, so as to limit criminal recidivism and to reduce the financial and administrative burdens borne by correction and rehabilitation centres. The Team calls for the expedited adoption of alternatives to custodial penalties, so as to alleviate the financial burdens borne by the budget in accommodating the increasing numbers of inmates and detainees, and so as to limit the phenomenon of criminal recidivism and the stigma of the “prison graduate”, which stands as an obstacle before the reintegration of many into society once more.

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