



**Seventh Periodic Report on the Conditions of Correctional and
Rehabilitation Centers and Places of Temporary Detention
in the Hashemite Kingdom of Jordan
For the period from 1/1/2009 to 30/6/2010**

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Introduction

During the period covered by this report, correction and rehabilitation centres witnessed a number of developments in the field of modern prison buildings and installations consistent with international standards, and in the field of the training and qualification of the human resources working in those centres through the specialised training courses organised by the Centre for the Training and Development of Correction and Rehabilitation Centres, which was established for this purpose. This centre has in turn contributed to raising the institutional capacity of correction and rehabilitation centres and of those working in them, which has contributed to changing the negative view of those working in the correction and rehabilitation centres sector.

The National Centre for Human Rights issues this, its Seventh Periodic Report, in the full knowledge that correction and rehabilitation efforts require continuous support, adequate material and human resources, and effective participation by the other bodies concerned with prison affairs (Article 32 of the Correction and Rehabilitation Centres Law No. 9 of 2004), which obliged those bodies to discharge their legal responsibilities in order to ensure the success and sustainability of reform projects in prison institutions. The greatest challenge in the field of correction and rehabilitation nevertheless lies in the policies and procedures applied and in the continuation of development and modernisation in the field of the existing legislation. None of this can be achieved in the absence of a national strategy in whose formulation all the bodies concerned with prison affairs participate, and which takes into consideration a reconsideration of the existing penal policy with a view to assessing its impact, and works to link the criminal justice system with the other development sectors such as education, health and other related fields — in implementation of the fifteenth recommendation of the Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders concerning international cooperation in crime prevention as a real danger to development, and of the necessity of following a systematic approach in the field of planning for crime prevention so as to lead to the integration of crime-prevention policies into national development planning on the basis of a comprehensive assessment of substantive and procedural criminal laws.

As regards places of temporary detention belonging to the Public Security Directorate, the work therein remains modest and requires further effort and development, whether in the field of buildings and installations, or in the field of the training and qualification of the human resources working in those places, or in the field of the treatment of persons in custody, which affects their rights negatively and constitutes a violation of the relevant international and national standards. In view of the repetition of these observations in all the Centre's reports throughout the past years, the time has come for immediate measures to be taken by the Public Security Directorate to protect the rights of those held in custody in those places. Within this framework the National Centre for Human Rights calls upon the bodies concerned to take the measures necessary to amend the legislation, to introduce alternatives to custodial penalties, to establish the office of a judge for the execution of penalties within our existing national legislation, and to open the prison institution to its surroundings and to public opinion, so that correction and rehabilitation plans do not remain a form of wishful thinking or ink on paper.

Finally, in the light of the growth of the phenomenon of societal violence of late, we must, as we issue this report, sound the alarm and call for the necessity of confronting this phenomenon which is alien to our Jordanian society, intensifying efforts to counter it, limiting its growth, addressing its causes and roots, and not being content merely to deal with its consequences.

In conclusion, we must extend our thanks to our partners at the Office of Grievances and Human Rights at the Public Security Directorate for their sincere and transparent efforts in facilitating the task of the National Centre for Human Rights in monitoring and following up the conditions of correction and rehabilitation centres and places of temporary detention. Our thanks go likewise to those responsible for the administration of correction and rehabilitation centres and places of temporary detention and to those working in them for all the efforts they have exerted and for their cooperation with the Centre.

Dr Adnan Badran

Chairman of the Board of Trustees

Summary

The Seventh Periodic Report on the conditions of correction and rehabilitation centres and places of temporary detention in the Kingdom is issued in respect of the period from 1/1/2009 to 30/6/2010, shedding light on the totality of the positive and negative measures and developments affecting those places, within a methodology which the National Centre has consistently followed since the issuance of its First Periodic Report in 2004 and which rests upon monitoring field visits, both unannounced and announced; upon the complaints and requests for assistance received by the Centre, whether directly or during the visits of the team of the National Centre for Human Rights to those places and their meetings with inmates and detainees individually, or through their relatives or their lawyers, or through certain civil society activists; and likewise upon the information provided by the administrations responsible for those places. During the period covered by the report the National Centre carried out (68) visits to correction and rehabilitation centres and (33) visits to places of temporary detention, through which the conditions of those places were assessed, violations and needs were recorded, and the efficiency of performance was evaluated.

The report referred to the positive steps which the Public Security Directorate has continued to pursue for more than two years, in terms of the continuation of the building and construction of new centres consistent with international standards, the continuation of the training and qualification of the human resources working in those places, and the adoption of cultural, recreational, social and educational programmes for inmates within a vision which has contributed to humanising prison conditions and to giving them a new dimension far removed from the stereotypical and traditional image attached to prison as a punitive institution. The report also described the features of the custodial environment in terms of buildings, installations and service facilities, whether in correction and rehabilitation centres or in places of temporary detention, and shed light on the most important infrastructural problems in those places, consisting in the small size of the buildings, the restricted total area of the land allocated to those centres, the failure to follow precise scientific criteria for determining the holding capacity of each centre, and reliance upon the criterion of the number of existing beds and the area of the places allocated for the accommodation of inmates. The report also shed light on the problems of overcrowding in those places and the resulting weakness of the services provided to inmates and the difficulty of classifying them.

The report set out the most important problems of the custodial environment from which places of temporary detention suffer — these being the lock-ups of the security centres and police directorates and the lock-ups of the other security departments such as the Anti-Narcotics and Counterfeiting Department, the Criminal Investigation Department, the Preventive Security Department, the Family Protection Department and the Aliens Detention Centre — consisting in the age of the buildings, the limited area, and the location of those places in basement floors, which affects temperature and ventilation negatively, together with the severe overcrowding accompanying this in some of those places. The report welcomes certain measures of the Public Security Directorate in this field, consisting in the building and construction of new correction and rehabilitation centres, and calls upon the Public Security Directorate to continue building

or renovating temporary detention centres along the lines of Tariq Security Centre / Tabarbour and others.

Under the heading "Conditions of inmates and their problems inside correction and rehabilitation centres", numbering (14) centres, the report dealt with all the services provided to inmates, whose number ranged between (7,500-8,500) according to the statistics of the Public Security Directorate. The form, type and standard of the services provided were recorded and assessed in accordance with international and national standards. The report noted that the inmates of correction and rehabilitation centres continue to suffer from the weakness of social care services, the limited nature of curative, preventive and psychological health care services, the continuing weakness of legal assistance services, and the limited nature of educational and literacy programmes — in addition to the continuing problems of administrative detention and the rise in the numbers of administrative detainees, the problems of inmates relating to the length of judicial detention, their continued suffering upon transfer to the courts and hospitals and the administrative procedures accompanying the process of their transfer and restraint, the problem of the inadequacy of the breakfast and dinner meals provided to them, the spread of narcotic pills, and the problem of the spread of insects owing to the lack of cleanliness and water, and other matters.

The report also shed light on the totality of the observations relating to deaths inside correction and rehabilitation centres and suicide attempts, and submitted its recommendations to the bodies concerned on the importance of confronting the problem of inmates attempting suicide and devising solutions in that regard. The report likewise referred to inmates' strikes, their causes and the importance of addressing them, being the inmates' only weapon for expressing themselves and sharing their conditions and needs with public opinion. The report also drew attention to the question of classification in correction and rehabilitation centres and set out the obstacles to its application.

The report referred to the most important problems from which detainees in places of temporary detention suffer, the most important of which are their loss of contact with the outside world, their deprivation of the right to be assisted by a lawyer during the stage of the preliminary investigation (inquiry and evidence-gathering) and the problems of administrative detention. The report also recorded their suffering inside those places in terms of the unfitness of the custodial environment and poor ventilation. The report likewise expressed concern at the continued rise in the pace of complaints and allegations of subjection to beating, torture and other forms of ill-treatment by certain detainees held at certain security departments and security centres, such complaints having reached (41) complaints in 2008, (51) complaints in 2009 and (33) complaints during the first half of 2010.

By contrast, the report valued the improvement achieved in the field of the treatment of inmates in correction and rehabilitation centres and the continued decline in allegations of subjection to beating, torture and other forms of ill-treatment, such complaints having reached (37) complaints in 2008, (6) complaints in 2009 and (3) complaints during the first half of 2010.

Following the issuance of this report, the National Centre hopes that the reform plans of the Public Security Directorate will encompass all the departments of the Public Security Directorate, and in particular the departments concerned with places of temporary detention,

whether as regards the infrastructure or the training and qualification of the human resources working in those places, with a view to confronting the rise in allegations of subjection to beating, torture and other forms of ill-treatment.

At its close the report called upon the bodies concerned to take certain measures in order to remedy the deficiency in some legislation and in administrative and executive procedures, in particular in the field of confronting cases of torture and other forms of ill-treatment; and to the necessity of strengthening the national remedy mechanisms relating to those cases, holding accountable those responsible for them and referring them to the judiciary, providing protection programmes for witnesses and victims, and establishing specialised centres for their rehabilitation.

The report also drew attention to the necessity of activating judicial oversight of correction and rehabilitation centres and the necessity of harmonising national legislation with the international conventions to which Jordan is committed, and emphasised the necessity of introducing the system of a judge for the execution of penalties and alternative penalties. The report valued the positive developments in the field of recreational, sporting, cultural and artistic programmes, the opening of gardens and knowledge stations, the holding of artistic and theatrical performances, and the signing of memoranda of cooperation and understanding with a number of bodies; and welcomed the measures of the Public Security Directorate in the field of designating centres for detainees and others for convicted persons and beginning to draw up a plan for the classification of inmates. It reiterated its call to all bodies for the necessity of cooperation and coordination in order to achieve the objective of reform, being a shared responsibility borne by all.

The report concluded, as is the custom of the previous periodic reports, by calling upon the bodies concerned to adopt the recommendations of the National Centre for Human Rights, in order to remedy the observations and difficulties, to affirm the developments and to achieve the objectives of correction and rehabilitation.

As it issues this report, the National Centre hopes that its observations and recommendations will be dealt with positively and that those recommendations will find their way to implementation, along the lines of the previous recommendations which the Public Security Directorate has implemented and some of which have become a reality.

Methodology

1. Methodology of the preparation of the report

The National Centre for Human Rights has consistently followed a clear methodology and clear bases for the preparation of its reports, through which the conditions of correction and rehabilitation centres and of inmates are assessed and the weaknesses and dysfunctions from which these establishments suffer are identified. This methodology rests upon:

1. Unannounced and semi-unannounced field visits to those centres, in cooperation and coordination between the Office of Grievances and Human Rights at the Public Security Directorate and the team of the Criminal Justice Unit at the National Centre for Human Rights.
2. The documentation reports relating to each of the centres spread throughout the Kingdom.
3. Meetings with inmates, detainees and those responsible for the administration.
4. Observation of the practices, the services provided and the treatment received by inmates and detainees.
5. Meetings with former inmates and detainees, with the families of some current inmates and detainees, and with civil society activists.
6. Use of certain information provided by the Correction and Rehabilitation Centres Administration, the Office of Grievances and Human Rights and certain other security departments.
7. Examination of the training curricula designed for those working in correction and rehabilitation centres.
8. Study and analysis of the complaints and requests for assistance submitted to the National Centre for Human Rights.

2. Methodology of the conduct of the visits

During the period covered by the report, from 1/1/2009 to 30/6/2010, the National Centre carried out (68) visits to correction and rehabilitation centres and (33) visits to security centres, security departments and police directorates.

The visits usually begin with a meeting with the directors of the centres and some of their staff, followed by observation of the living conditions of inmates and detainees inside those centres and of the conditions of those centres by comparison with international and national standards. During the visits inmates and detainees are met individually and their complaints and requests are heard, in addition to the examination of the registers and records relating to them in order to verify that the presence of detainees and convicted persons in correction and rehabilitation centres and/or places of temporary detention is consistent with the provisions of the laws and regulations in force.¹

¹The registers and records do not include the social status of inmates and do not permit effective verification of the periods of detention.

The visits conclude with a meeting with the directors of the correction and rehabilitation centres, the security centres and the security departments in order to inform them of the team's observations and to request that certain matters capable of being addressed within the limits and powers of those administrations be addressed (telephone calls, the exercise hour, procedures for transferring inmates to hospitals and courts, meals, etc.).

First: Assessment of the existing situation in correction and rehabilitation centres

The assessment of the conditions of correction and rehabilitation centres, the verification of the form of treatment and care received by inmates, the recording of violations and needs, and the assessment of the efficiency of performance are matters requiring more than the mere method of visits; it is likewise essential to examine the training curriculum for those working in correction and rehabilitation centres and to conduct an individual assessment of their performance and a periodic survey of their needs, on the one hand, and to ascertain the size of the budget allocated to correction and rehabilitation centres and the manner of its expenditure and to study the relationship between the adequacy of the appropriations and performance, on the other.

During the period covered by the report the National Centre for Human Rights carried out a series of unannounced and announced visits to correction and rehabilitation centres, numbering fourteen centres, and to places of temporary detention spread across all the governorates of the Kingdom, within its continuing programme of visits, with a view to inspecting the conditions of those centres and assessing the developments therein since the issuance of the Sixth Periodic Report on the conditions of those centres in 2008. These visits were carried out in direct cooperation and coordination with the Office of Grievances and Human Rights at the Public Security Directorate, the Centre's team having carried out (68) visits to correction and rehabilitation centres and (33) visits to places of temporary detention, the duration of a visit ranging between two hours and six hours.²

A precise assessment of the conditions of correction and rehabilitation centres and places of detention ought to be objective and comprehensive and to be conducted according to a sound scientific methodology; this report will therefore cover most, if not all, of those aspects.

1. The prison system in Jordan

The prison system in Jordan rests upon the collective system (the system of grouping prisoners together during the day and in sleeping quarters at night). This system is regarded as one of the oldest known systems and is distinguished by low costs, whether of establishment or of administration. As for the prison pattern applied, it is the closed pattern, which makes prisons in Jordan closed prisons. Closed prison patterns rest upon isolating convicted persons from

²All the centres visited come under the Public Security Directorate and are administered by the Correction and Rehabilitation Centres Administration. They number (14) centres located in eight of the Kingdom's governorates, namely: (Qafqafa – Jerash Governorate), (Al-Balqa – Balqa Governorate), (Birein – Zarqa Governorate), (Jweideh/men – Capital Governorate), (Jweideh/women – Capital Governorate), (Swaqa – Capital Governorate), (Al-Karak – Karak Governorate), (Ma'an – Ma'an Governorate), (Aqaba – Aqaba Governorate), (Al-Muwaqqar 1 – Capital Governorate), (Al-Muwaqqar 2 – Capital Governorate), (Umm al-Lulu – Mafraq Governorate), (Ma'an al-Jadeed – Ma'an Governorate), (Al-Rmeimeen – Balqa Governorate), (Salhoub – Jerash Governorate).

society, on the basis that complete isolation embodies the notion of deterrence, which is one of the objectives of punishment. It may appear at first glance that the closed prison institution is suitable for convicted persons who represent a great danger to society, as a precaution against their harm; the defects of this pattern nevertheless consist in the inmate's exposure to psychological disorders because of the isolation in which he lives from society, and consequently his inability to adapt to his society anew after his release, which renders it impossible to attain the ideal objective of punishment, namely rehabilitation. The other aspects which count against this pattern consist in the high financial cost in terms of the construction of walls, the installation of iron bars and the large number of human resources, which has prompted penologists to consider modern models of prisons such as open and semi-open prisons.

2. The environment of correction and rehabilitation centres: buildings, installations, service facilities and their equipping, and the standard of the services provided

The most important observations on correction and rehabilitation centres from the constructional standpoint are the following:

- Most of the centres are close to residential communities, with the exception of Al-Muwaqqar 1 and Al-Muwaqqar 2 Correction and Rehabilitation Centres and Aqaba Correction and Rehabilitation Centre, which creates difficulty for visitors and also leads to the length of the period of transfer between the centre and the courts.
- The correction and rehabilitation centres of Al-Karak, Birein and Al-Balqa suffer from the small size of their buildings and the restricted total area of the land allocated to them, a matter which is directly reflected in the limited service facilities for inmates and the administration alike, leading to the problem of overcrowding and preventing the classification of inmates and their separation into categories according to the criminal dangerousness of each of them.
- The correction and rehabilitation centres of Al-Balqa, Qafqafa, Birein and Jweideh/men suffer from damp and from the absence of good lighting and healthy ventilation. It was likewise observed that there are problems with the lavatories of most of these centres and the leakage of waste water into the dormitories or into parts of the building frequented by inmates (the organisations' dormitory at Swaqa, Jweideh/men).
- The individual cells in some correction and rehabilitation centres suffer from being below ground level (Qafqafa), which necessitates general maintenance of these buildings and the carrying out of engineering modifications to them.
- The size, nature and quality of the facilities which must be available in correction and rehabilitation centres have not been determined: inmates in some centres still wash their clothes and their bedding in the toilets by hand and by primitive methods, whereas some centres use electric washing machines for washing.
- The holding capacity of a correction centre is still determined according to the criterion of the number of beds existing in the centre or the size of the areas allocated for the accommodation of inmates; and this basis, even if it were sound in the first place, is not

strictly complied with, since the occupancy rate of some facilities exceeds the places available according to this criterion. In order to determine the holding capacity of a correction centre, several factors linked to the number of beds and the area of the places allocated for accommodation must be taken into account: there is the inmate's share of the sporting, sanitary and educational facilities and dining halls, his share of the rehabilitative and training activities, and his share of the total area.

- The continuation of the phenomenon of overcrowding in the correction centres of Jweideh/men, Birein and Qafqafa. Overcrowding represents one of the most prominent problems of correction and rehabilitation centres in Jordan, in addition to the weakness of material resources; for the prison infrastructure, as we have said, is not commensurate with the number of inmates within the criterion applied for determining holding capacity.
- Some correction centres hold numbers exceeding their accommodation capacity and thus use the facilities for numbers exceeding the holding capacity (it is not surprising to find two inmates sharing a single bed, or even to find some inmates renting out their beds or mattresses in exchange for a service or a sum of money) (Jweideh/men). Overcrowding plays the principal role in the failure to apply the system of classification among inmates.
- The years 2009 and 2010 witnessed a series of developments in the field of buildings and installations, the Public Security Directorate having established new correction and rehabilitation centres in accordance with the relevant international standards and specifications, as follows:³

The opening of Umm al-Lulu Correction and Rehabilitation Centre on 19/4/2009 with a capacity of (688) inmates; the opening of Ma'an al-Jadeed (New Ma'an) Correction and Rehabilitation Centre on 1/3/2010 with a capacity of (288) inmates; the opening of Al-Muwaqqar 2 Correction and Rehabilitation Centre on 25/3/2010 with a capacity of (240) inmates; and the opening of Al-Rmeimeen Correction and Rehabilitation Centre on 29/5/2010 with a capacity of (480) inmates.

Work is currently in progress on the establishment of a number of new centres in Irbid, Al-Zarqa and Marka in order to contribute to solving the problem of overcrowding in correction and rehabilitation centres.

3. Conditions of inmates

The assessment of the conditions of inmates and the description and analysis of those conditions fall within the concern for the sound application of the relevant international and national standards, and fall likewise within the pressing need to reform conditions inside our prison institutions in a manner consistent with the relevant international and national standards, with a view to charting the features of a purposeful criminal policy which takes into consideration the necessity of involving public opinion and civil society in the sphere of the required treatment, in order to create educational prison institutions having their effective role

³See Annex No. 1.

in serving society like the other institutions and in line with the objective of correction and rehabilitation.

The average number of inmates of correction and rehabilitation centres ranges from 7,500 to 8,500 inmates, according to the statistics of the Public Security Directorate, distributed across fourteen centres (see Annex No. 2). The following is a description and analysis of the conditions of inmates in terms of the form of the services provided, their quality, the standard of their provision, and the bodies responsible for those services, in the light of the material and human resources allocated to them:

First: Inmates suffer generally from the weakness of legal assistance services such as legal advice and judicial representation, including the taking of legal steps relating to the follow-up of bail procedures, the consolidation of penalties or the payment of fines.

In truth, the limited nature of legal advice and guidance services has contributed to a large extent to the overcrowding of some centres, particularly those designated for detainees (Jweideh/men), and to the deterioration of the services provided to inmates because of overcrowding. The legal advice services provided by the Criminal Justice team at the National Centre for Human Rights during its periodic monitoring visits, and likewise those provided by the Bar Association and some civil society organisations, are all regarded as weak and limited services, and are sometimes confined to specific categories of inmates such as migrant workers, victims of domestic violence and criminal cases. The overwhelming majority of inmates do not benefit from those services, for one or more of the following reasons:

- a- The unavailability of sufficient funding and of the other resources necessary for the provision of legal assistance services.
- b- The absence of a mechanism clear to the public regarding the legal assistance services provided by the Bar Association.
- c- The absence of interest on the part of legal educational institutions in highlighting this role and its importance through legal education.
- d- The poverty of some inmates and their ignorance of the importance of obtaining legal assistance.

In conclusion, we must call upon the Bar Association to activate its role in providing legal assistance to those inmates unable to afford it, in implementation of the Basic Principles on the Role of Lawyers.⁴

Second: The continued suffering of a number of inmates from illiteracy in its various degrees,

because of the limited number of literacy courses implemented inside correction and rehabilitation centres, or because of the unwillingness of inmates to join those courses, or because of the failure to provide material and moral incentives to enrol in those courses, or because of the failure to take the measures necessary for the education of inmates able to benefit

⁴Principle (6), which provides that: "Any such persons who do not have a lawyer shall ... be entitled to have a lawyer of experience and competence commensurate with the nature of the offence assigned to them in order to provide them with effective legal assistance ... without payment by them if they lack sufficient means to pay for such services."

from education. Perhaps the most important of the problems of education in correction and rehabilitation centres is the failure to integrate the education of inmates into the educational system with a view to enabling them to continue their education inside the correction and rehabilitation centre or even after their release.

Notwithstanding this, the literacy programmes at Al-Tawba School for literacy at Al-Muwaqqar Correction and Rehabilitation Centre, along the lines of the Evening Studies Centre at Swaqa Correction and Rehabilitation Centre which was opened in 2005 (Al-Muwaqqar 1 and Swaqa Correction Centres have been designated for convicted inmates), have contributed to strengthening the enjoyment by the inmates of these two centres of their right to education.

During 2009 (57) inmates sat the General Secondary Examination, (6) of whom passed; and during 2010 / the summer session (77) inmates sat it. It is worth noting that the Public Security Directorate facilitated the task of those sitting the examinations and provided them with the facilities and appropriate conditions inside the correction and rehabilitation centres to ensure that they were able to study.

During 2009/2010 the Public Security Directorate also held (95) courses in the field of academic and religious education, in which (3,288) male and female inmates participated.

Third: The inmate does not enjoy the right to the preservation of the confidentiality of his correspondence and communications as a result of the continued monitoring thereof.

The question of inmates' telephone calls likewise continues to give rise to practical difficulties in terms of the duration of the telephone call and the long intervals between calls, in the light of the limited number of booths and their inadequacy. The duration of a call also remains very limited, bearing in mind that there is confirmed information as to the availability of mobile telephone devices in the possession of inmates in some centres.

Fourth: The continuing acute shortage of social care services in most correction and rehabilitation centres,

in terms of the service provided and its standard, this service not being provided in the required manner and being inadequate, in addition to the shortage in the numbers of social workers working in correction and rehabilitation centres.

The tasks incumbent by law upon the social researchers of the Ministry of Social Development, including ensuring the inmate's contact with his family, facilitating his return to society and removing his criminal dangerousness, remain unclear and are not activated in the required manner. Aftercare programmes have likewise not yet been implemented, notwithstanding their importance in preparing the inmate for the stage following his release, and the task of the delegates of the Ministry of Social Development in correction and rehabilitation centres is almost confined to providing certain services relating to the inmate's family obtaining an allowance from the National Aid Fund. Nor are there specialised studies to identify the causes of crime, the manner of treatment, or the causes of reoffending (recidivism). During 2009-2010 the number of social researchers in correction and rehabilitation centres was increased to (23) social researchers, and the Public Security Directorate appointed (20) social researchers and religious counsellors under the umbrella of the Public Security Directorate.

Fifth: The continuing weakness of health care services;

During 2009/2010 the Public Security Directorate appointed (52) nurses and assistant nurses at the Directorate's expense. Notwithstanding this development, health care services in correction and rehabilitation centres remain weak, the most prominent aspects being:

- a- The shortage of medical human resources working in the health units in correction and rehabilitation centres, which affects negatively the standard of the medical service provided in some centres: in some overcrowded centres one finds a single physician with a nurse providing the medical service, including examination, to a number of inmates exceeding 1,000, which certainly affects negatively the quality of health care services.
- b- The shortage in the numbers of specialist physicians in most correction and rehabilitation centres, including the specialisations of dermatology, orthopaedics, dentistry, and gynaecology at the Women's Correction and Rehabilitation Centre — bearing in mind that the medical staff working in correction and rehabilitation centres are estimated at (60) persons.
- c- Most of the medical clinics in correction and rehabilitation centres lack the equipment necessary to facilitate the process of examination and screening and the carrying out of laboratory tests.
- d- The continuing acute shortage in the number of beds allocated to inmates in the hospitals of the Ministry of Health — (24) beds — which has resulted in delay in carrying out many surgical operations.
- e- The spread of certain chest diseases in the overcrowded correction and rehabilitation centres because of damp and the permitting of smoking inside the rooms and dormitories.
- f- The continued spread of certain skin diseases such as scabies and allergies.
- g- Non-compliance with the carrying out of initial and periodic medical examinations of inmates, and the unavailability of a medical file for each inmate setting out his medical history or the chronic illnesses from which he suffers.
- h- The ineffectiveness of health supervision over food and over the cleanliness of inmates' clothing.
- i- The unavailability of certain high-priced medicines.
- j- The ill-treatment of some inmates by certain physicians when they attend the public hospitals.
- k- The continued absence of the guarantee of medical release within the Correction and Rehabilitation Centres Law, which reinforces the weakness of the health services provided to those with intractable illnesses or to persons with disabilities whose condition requires special health care.

Sixth: The acute shortage of psychological care services provided to inmates;

Psychological care services provided to inmates continue to be marked by acute weakness, for the following reasons:

a- The shortage of medical staff working within this specialisation in Jordan generally and at the Ministry of Health in particular, the number of psychiatrists working at the Ministry of Health being estimated at (35) psychiatrists only.

b- The acute shortage in the number of beds allocated to inmates at the National Centre for Psychiatric Medicine — (55) beds — which has led to the presence of large numbers of psychiatric patients among the inmates inside correction and rehabilitation centres instead of their being placed at the said centre. There are more than (200) inmates who take psychiatric medication and who remain inside correction and rehabilitation centres and often constitute a real danger to themselves, to their fellow inmates or even to the personnel of the centres, when they injure themselves or others, in addition to their sometimes selling those medicines to other inmates.

It is worth mentioning that the failure to provide psychological specialists in most correction and rehabilitation centres weakens the capacity to rehabilitate psychiatric patients in terms of behavioural therapy and the correction of their conduct in preparation for their reform.

Seventh: The shortage of cleaning materials in some correction and rehabilitation centres and the scarcity of the water necessary for washing, bathing and cleaning,

which has led to the spread of foul odours and of lice among inmates, particularly in the overcrowded centres (Jweideh, Qafqafa, Birein).

Eighth: The unavailability of water fit for drinking in most correction and rehabilitation centres,

inmates being obliged to purchase water at their own expense.

Ninth: The lack of variety of books in the libraries and their inadequacy in most correction and rehabilitation centres.

Tenth: The spread of narcotic pills in some correction and rehabilitation centres,

notwithstanding the continuous endeavour of the administrations of the centres to seize those pills and their traffickers, whether from among the inmates or from among the personnel working in those centres; information nevertheless still indicates their availability in some centres.

Twelfth: The spread of insects and reptiles in a number of correction and rehabilitation centres.

Thirteenth: The shortage of coverings, blankets, mattresses and beds because of overcrowding.

Fourteenth: Poor ventilation in some correction and rehabilitation centres (Qafqafa, Jweideh, Swaqa) and the existence of problems in the sewage network (Jweideh/men Centre).

Fifteenth: The shortness of the exercise period in some centres and the failure to allow inmates exercise

owing to the unavailability of exercise yards (Al-Karak Correction Centre) or to high temperatures (Al-Muwaqqar and Aqaba Correction Centres).

Sixteenth: The inadequacy of the meals provided, in particular the breakfast and dinner meals;

inmates also complained of the manner of preparation of the lunch meals and the manner of their presentation to them.

Seventeenth: Non-compliance with informing the inmate of his rights and duties inside the centre.

Informing the inmate of his rights and duties is regarded as a fundamental step towards giving penal institutions their humanitarian and educational dimension, whereas neglecting this would undermine the correctional programme which aims at reintegrating the inmate into society; for the preservation of the inmate's dignity is the mainstay of his reform, and by squandering it the opportunity of his rectification is squandered.

In this field the National Centre for Human Rights raises inmates' awareness of their rights and duties inside correction and rehabilitation centres through the training lectures targeting inmates during the cultural seasons implemented by the Public Security Directorate with a number of official bodies and some civil society organisations. The National Centre, in cooperation with the Public Security Directorate, also produced a special guide to the rights and duties of inmates within the national standards, which was distributed to most correction and rehabilitation centres during 2009. The National Centre for Human Rights has reprinted this guide and it will be distributed to all correction and rehabilitation centres in the Kingdom in cooperation and coordination with the Public Security Directorate.

4. Problems of inmates

First: Administrative detention, criminal records and return requests⁵;

Administrative detention and return requests are regarded as among the most important problems and as among the most prominent phenomena conflicting with the system of human rights, violating the human right to liberty and to the choice of place of residence. The National Centre has repeatedly called for limiting the abuse of the legal powers entrusted to the administrative governors under the Crime Prevention Law, and in its latest report (Judicial Powers in Executive Hands)⁶ issued in 2010 it called upon the bodies concerned to take a series of legal and practical measures and procedures to limit the violations resulting from the abuse of the powers of administrative detention or of subjection to house arrest and return requests.

The worst feature of the return request is that it destroys the morale of the inmate awaiting his freedom, since during the return he is escorted to the police directorate to be received by the security centre which considers his case: it either releases him or refers him to the administrative governor, who in turn requires from him an undertaking or a reconciliation —

⁵This is a practice customarily followed by the security centres and police directorates, consisting in placing a note on the prisoner's file by the security centre which initially arrested the wanted person, to the effect that the prisoner is to be returned from the correction and rehabilitation centre and handed over to the security centre after his release if he was a detainee, or after his discharge if he was a convicted person.

⁶See the website of the National Centre for Human Rights, www.nchr.org.jo.

all of which are matters entailing an admission of an offence which he has seldom committed. Worse than these two matters is requiring such an acknowledgement from a person who obtains a judgment of acquittal.

The problem of administrative detention and return requests gives rise to numerous problems in correction and rehabilitation centres, the most important of which are:

- a- The problem of overcrowding.
- b- The increase in the additional administrative and financial burdens borne by the State treasury.
- c- The aggravation of the problem of the shortage of services provided to inmates.
- d- Non-compliance with the classification of inmates.
- e- The aggravation of the problems of strikes, which may reach the point of causing riots.
- f- The difficulty of implementing correctional and rehabilitative programmes in the overcrowded centres.

The number of administrative detainees from the beginning of this year up to 30/6/2010 reached (6,965) administrative detainees.

Among the questions raised concerning the subject of administrative detention as it relates to correction and rehabilitation centres is the matter of the continued keeping of these persons in the centres in order to protect society, to preserve security and other justifications — as though we were saying that the correction and rehabilitation centre is the last resort after all efforts to reform them have failed, while at the same time we speak of our prisons as centres for correction and rehabilitation and of there being correctional, rehabilitative and vocational programmes for inmates. We ask which rehabilitative programmes these persons have undergone and failed, such that we continue to punish them by keeping them in detention in correction and rehabilitation centres.

The subject of criminal records held by the security agencies is also a related subject, since it is not permissible, within the sound application of the provisions of the law, to resort to applying the provisions of the Crime Prevention Law merely on suspicion that this person may commit an offence, or that he is about to commit it, on the basis of criminal records held by those agencies. Rather, the administrative governors must require those agencies to attach the decisions of the courts confirming the person's habitual commission of this type of offence, which calls for the prompt establishment of a criminal record register at the Ministry of Justice based upon final judicial judgments, instead of reliance upon criminal records held by the security agencies.

Among the policies continuously followed by some administrative governors is the continued keeping of detainees in places far from the residence of their families (the policy of isolation). Notwithstanding the distribution of correction and rehabilitation centres across most of the governorates of the Kingdom, the administrative governors, within this policy, do not punish the inmate alone; rather this punishment extends to his family, in view of the additional financial cost resulting from the visit.

The National Centre for Human Rights has repeatedly demanded a reconsideration of the applications of the Crime Prevention Law in all its previous reports, whether its annual reports or the periodic reports on correction and rehabilitation centres, and likewise in its specialised report on administrative detention referred to above. The committee formed of the Ministry of the Interior, the Ministry of Justice, the Public Security Directorate and the National Centre for Human Rights had previously recommended, on 30/8/2006, a set of recommendations on this matter which have not entered into force to date. The Centre therefore emphasises the necessity of adopting those recommendations, which the Centre reaffirmed in its latest report on administrative detention.

The overall total of the numbers of persons administratively detained during the years 2008-2009 and the first half of 2010, for the period from 1/1/2010 to 30/5/2010, is as follows:

Number of administrative detainees (chart data)

Year	2008	2009	2010 June
Number	14,046	16,050	6,965

During the years 2008-2009 and the first half of 2010 the National Centre recorded the issuance of decisions releasing administrative detainees on numerous occasions (on the occasion of the month of Ramadan, Eid al-Fitr and Eid al-Adha) or following the events at correction and rehabilitation centres (the events at Al-Muwaqqar, Swaqa and Qafqafa Centres), the Governor of the Capital having released (98) administrative detainees on 7/5/2008 and the Governor of Al-Zarqa (75) administrative detainees. An announcement was also made of the lifting of police-supervision restrictions from certain persons during those years — bearing in mind that the complaints and reports received by the National Centre reached (66) complaints during the first half of 2010, (110) complaints in 2009 and (97) complaints in 2008.

Those decisions and measures nevertheless remain ineffective in confronting the problem of administrative detention and return requests. What is required is the making of legislative amendments to the Crime Prevention Law in order to limit the powers of the administrative governors, in addition to training the administrative governors to follow the same legal procedures as are followed in proceedings before the courts of first instance, in compliance with the terms of Article (5) of the Crime Prevention Law of 1954.

Second: The length of judicial detention;

The first half of 2010 witnessed the detention of more than (12,353) judicial detainees, while the number of judicial detainees in 2009 reached (29,547) judicial detainees and in 2008 (26,088). A continued rise in the numbers of judicial detainees is observed, which prompted the bodies concerned during 2009 to take a series of measures, including the amendment of the Code of Criminal Procedure⁷ and the adoption of policies to limit the phenomenon of the rise

⁷Under the amended Code of Criminal Procedure No. (19) of 2009 in force, the power of the public prosecutor to order detention has been reduced in misdemeanours from two months to one month, and in felonies from six months to three months, provided that the decision to extend these periods is subject to the approval of the court competent in respect of judicial detention. For the first time the Law also placed a temporal restriction upon detention and extension decisions issued

in the numbers of judicial detainees, which exceeded the number of convicted persons for the years 2008-2009: the number of convicted persons in 2008 reached (24,176) convicted persons, (24,129) convicted persons in 2009, and during the first half of 2010 (11,691) convicted persons.

Numbers of judicial detainees and convicted persons (chart data)

Year	2008	2009	2010 (first half)
Judicial detainees	26,088	29,547	12,353
Convicted persons	24,176	24,129	11,691

The direct and principal cause of the rise in the numbers of judicial detainees is the expansive resort to detention by the public prosecutors, the detention decision being issued at the beginning of the stages of the investigation; or other causes, among them the extreme slowness of trial procedures and the notification of witnesses, or the attendance of the accused, or the deliberate prolongation of the trial by some lawyers. Since the powers of judges and public prosecutors have become bound by legal controls in the light of this amendment, the National Centre recommends the necessity that the judicial authorities study the reasons for the failure to expedite the determination of the cases brought before the judiciary in the light of the international standards and the national laws, since it has become common for detention to continue for long periods sometimes exceeding the term of the penalty, or for detention and its renewal to be used as a means of pressure upon persons in order to induce them to reconcile with their opponents. Cases were recorded of persons detained for periods exceeding three years, the court eventually issuing decisions acquitting them or finding them not responsible. Detention must not be a penalty, since that is regarded as a clear breach of the guarantees of a fair trial and of the totality of the guarantees secured by the Constitution and the relevant national laws. In this framework the Centre recommends that the legislation must be amended in order to provide for compensation as a result of judicial detention where a judgment of acquittal or of no responsibility is issued.

Now that a unit for correction and rehabilitation centres has been established at the Ministry of Justice, we hope that follow-up and coordination will take place between this unit and the judicial bodies and correction and rehabilitation centres with regard to notification memoranda, visits by judges and public prosecutors, and the follow-up of inmates' complaints concerning the length of judicial detention with the Judicial Council and other relevant bodies.

Third: Deprivation of political rights;

It is not open to inmates to cast their votes in any elections, even before judgments have been issued against them while they are detainees, which infringes the principle of the presumption of innocence until guilt is proved and the right to participate in political life; no inmate participated in the municipal or parliamentary elections held during 2007. We hope that detained inmates will be included in this year's elections, 2010.

Fourth: Unpaid and paid employment,

in felonies punishable by law with a temporary penalty, such that it may not exceed one quarter of the maximum penalty prescribed by law; and the provision requiring detention in felonies to be mandatory was repealed.

Some inmates complained that they perform cleaning work, cooking work and the service of those in charge of the centre without remuneration; and some also complained that they are employed in cooking, in the bakery and in other facilities of the correction and rehabilitation centre for a wage far below the minimum wage (14-15) dinars per month and for working hours exceeding those permitted under the Labour Law.

Fifth: Provocative search procedures for some inmates (stripping), whether collectively (the inmates of the unlawful organisations) or individually, upon leaving for and returning from the courts or hospitals.

Sixth: Depriving inmates of visits by friends and relatives, with the exception of foreign inmates, who are permitted such visits.

Seventh: The weakness of sporting programmes in some correction and rehabilitation centres (with reference to the acute shortage of sporting facilities).

Eighth: Disciplinary penalties without the required investigations being conducted.

Some inmates complained of disciplinary penalties being imposed upon them by the administration without the investigation required by law being conducted, without hearing the inmate's defence, and without following the course prescribed by law.

Ninth: Missed court sessions;

Cases were recorded in which a detainee does not attend the sessions of his trial because there is no place for him in the vehicle on that day, or because there is no vehicle allocated on that day to proceed to the court in which his session is held, or because the notification papers have not reached the correction and rehabilitation centres, or as a result of the large number of inmates in the transport vehicle, who are distributed to the courts or to hospitals.

Tenth: Beating, torture and ill-treatment inside some correction and rehabilitation centres.

The year 2009 and the first half of 2010 witnessed the continued decline of individual complaints of beating and torture in correction and rehabilitation centres by comparison with 2008 generally.

The pace of certain individual complaints of ill-treatment by the guards responsible for guarding inmates during transfer to the courts and hospitals also declined. During 2010 certain complaints appeared which took the form of collective complaints, particularly as regards ill-treatment (the complaints of the unlawful organisations — as they have come to be termed by the administrations of the centres). It is to be observed that the Public Security Directorate investigated all the complaints received by it and did not disregard any of them; some of them were followed up and referred to the Police Court. The complaints and reports received by the National Centre for Human Rights are set out in the table below, which shows the decline in the numbers of complaints during the first half of 2010 by comparison with 2009 and 2008.

Complaints in 2008	37
Complaints in 2009	6
First half of 2010	3

It is worth mentioning that the subject of torture and ill-treatment and the Government's failure to take a series of legal reforms aimed at embedding human rights standards within the national laws falls within a criterion of Jordan's failure to fulfil its obligations under the Convention against Torture. In practice we find that there is a clear deficiency in the totality of the national remedy mechanisms available in cases of torture, beginning with the deficiency of the legislation notwithstanding the latest amendment to Article (208) of the Jordanian Penal Code, and its ineffectiveness in holding accountable those responsible for torture and referring them to the judiciary on a charge of torture — the National Centre for Human Rights having recorded, since the amendment of Article 208 in 2007, no referral of any person accused of committing the crime of torture under that Article to the competent judiciary. On this occasion the National Centre reiterates its call to those concerned for the necessity of reviewing the grievance and investigation mechanisms in respect of complaints of torture and of studying their effectiveness as well, in order to ensure that the perpetrators of this crime are held accountable and do not escape punishment.

This is particularly so as Jordan discussed its combined report (second, third and fourth) before the Committee against Torture at its (44th) session during the month of April 2010, and the said Committee called upon Jordan to undertake a series of legal, administrative and judicial measures in implementation of its contractual obligations under the Convention against Torture⁸. Those obligations extend beyond merely combating torture when it occurs and providing protection to victims and witnesses and rehabilitating them (there are no specialised centres for the rehabilitation of victims of torture or witness protection programmes in Jordan); rather, the Convention also requires States to take preventive measures to prevent the occurrence of torture. The preventive obligation is necessary in order to guarantee the right to physical integrity and not to be subjected to torture, and this calls for a series of procedures and measures. It likewise requires the taking of legislative measures ensuring that the perpetrators of crimes of torture are held accountable within the jurisdiction of the regular courts rather than the special courts, in which the guarantees of a fair trial are not available, given that the judges of the Police Court are appointed by the Director of Public Security⁹; and likewise the formation of an independent judicial committee to investigate all cases of torture in order to ensure that the perpetrators of crimes of torture do not escape punishment. All of this calls for further amendments to Article 208 of the Penal Code No. 16 of 1960, which was amended during the month of October 2007 so as to include the definition of torture and its criminalisation for the first time under national law.

It is to be noted that the National Centre for Human Rights submitted its report to the Committee against Torture at a session devoted to this purpose, and the report and the recommendations were discussed with the said Committee by a specialised team sent to represent the Centre for this purpose. We hope that the recommendations of the said Committee

⁸See the Committee's website and Jordan's governmental report, the report of the National Centre for Human Rights and the report of the civil society organisations, www.ohchr.org.

⁹Under the Law amending the Temporary Public Security Law of 2010, which provided for the participation of regular judges in the composition of the Police Court to consider offences committed by members of Public Security: the Police Court is composed of a president of a rank not below colonel and at least two members, one of whom shall be a regular judge nominated by the President of the Judicial Council.

and the recommendations of the National Centre for Human Rights, and likewise the recommendations set out in the report of the civil society organisations submitted to the Committee, will be adopted.

5. The administrations of correction and rehabilitation centres and those working in them

It must be pointed out at the outset that the role played by the directors of correction and rehabilitation centres and by those working in prison and custodial institutions generally is important, since the administrations in place and those working in those centres ultimately bear all the dysfunctions of the prison institution, given that their presence at the forefront of daily work — replete with all the manifestations of violence and tension resulting from any of the problems of those centres — may produce difficulties far exceeding their human and professional capacities. This necessarily calls for a reconsideration by the bodies concerned of the volume of human resources working in these establishments, whether in terms of recruitment or in terms of professional competence.

The National Centre for Human Rights records the following observations on the administrations and those working in those places:

a- The employees of correction and rehabilitation centres suffer generally from low salaries by comparison with the many professional risks to which they may be exposed. The limited nature of material and moral incentives has also made work in correction and rehabilitation centres resemble a punishment, and there is a clear aversion to service in this sector as being a diminution of their professional capacities. This constitutes no incentive for the best elements to compete for work in this establishment. In this connection, however, the Public Security Directorate, through the Office for the Training and Development of Correction and Rehabilitation Centres, has organised specialised training courses targeting the directors and those working in those centres, including training them in the international and national standards and the legislation regulating work in this establishment. These courses were delivered by specialists of experience and competence, in cooperation and coordination with a number of official bodies, civil society organisations and the National Centre for Human Rights.

b- The correction and rehabilitation centres in the Kingdom are administered by a number of competent officers in terms of qualification, training and diversity of previous professional experience. Work in correction and rehabilitation centres nevertheless requires specialised training at the level of the administrations, the officers and the other ranks, extending to the guards responsible for the security and guarding of correction and rehabilitation centres, since the new role of those centres as correctional centres aiming at rehabilitating inmates and reintegrating them into society departs from their traditional role as places for the execution of the penalty in which the task of those responsible for them is confined to guarding and monitoring inmates until the expiry of their sentences. This new role requires exceptional efforts on the part of all and a genuine partnership with all sectors, since the responsibility for correction and rehabilitation is a shared official and societal responsibility and not the responsibility of a particular institution. It is therefore essential

to begin drawing up training curricula aimed at reconciling the dual mission of those working in correction and rehabilitation centres in terms of preserving security and pursuing reform, through a correct understanding of the new concept of punishment and of the humanitarian dimension of their function, alongside strengthening their capacities and professional competence in the field of communication and of resolving the disputes thrown up by daily reality in correction and rehabilitation centres. In speaking of the directors and those working in the correction and rehabilitation centres sector, it must be pointed out that it is important to lay down special bases and criteria ensuring the soundness of the selection of the employees of those centres, taking into consideration the criteria of integrity and professional competence and the consistency of their personalities with the nature of this work. In truth, over the last three years the Public Security Directorate has given a professional and humanitarian dimension to work in this establishment: it has recruited a number of personnel holding an appropriate level of education and has subjected them to specialised training courses in the field of their functional tasks inside those centres before joining the work. As for the directors of correction and rehabilitation centres, they have been carefully selected, enjoy multiple and accumulated practical experience, and have received appropriate qualification to perform their administrative and humanitarian tasks.

c- In the field of the human resources working in correction and rehabilitation centres, the National Centre observed the lack of clarity of the criteria for determining the general staff (officers, other ranks and civilian employees) in the various correction and rehabilitation centres by reference to the holding capacity of each centre, which affects the quality of the care and service provided in each correction centre, there being a clear disparity in the level of the services provided in each of them. During the period covered by the report (682) officers and other ranks were trained to work in correction and rehabilitation centres. The system of incentives and allowances for those working in those centres, both officers and other ranks, was also developed with a view to improving their performance; and the (Karama) project was implemented with the Rehabilitation and Research Centre for Torture Victims in Denmark and a number of Jordanian partners, namely the Ministry of Justice, Mizan and the National Centre for Human Rights, which aims, within one of its components relating to the Public Security Directorate, to hold training and qualification workshops for the staff working in correction and rehabilitation centres with a view to raising their institutional capacities within the objective of improving the treatment and conditions of persons deprived of their liberty in Jordan.

6. Observations relating to special events

For the purposes of completing the description of the situation relating to correction and rehabilitation centres and inmates, we find it necessary to refer to a number of subjects which appear to be of a degree of importance, namely: the process of transferring inmates and restraining them; deaths in correction and rehabilitation centres and cases of suicide; strikes; the system of classification and separation of inmates; and the reality of correction and rehabilitation in correction and rehabilitation centres.

a. Transfer of inmates and their restraint

Inmates still suffer, when being transferred, from having their hands cuffed behind their backs (pursuant to instructions issued by the Director of Public Security), with all the cruelty and humiliation this involves, in addition to the pain it causes to those suffering from chest diseases or spinal problems, since they are prevented from using their inhaler or from adjusting the position of their back because of the restraint, to say nothing of the injuries caused to the elbows. The restraint also impedes the person's movement more than is required to prevent his escape and to ensure the safety of the guards. This suffering is compounded by the time taken to transport inmates from correction and rehabilitation centres to the courts, which may extend to hours because of the number of destinations visited by the vehicles allocated for their transport, inmates being delivered to the various courts and hospitals throughout the Kingdom — all of this by reason of the acute shortage in the number of vehicles allocated for transporting these wanted persons to the various authorities. The National Centre for Human Rights recorded inmates' complaints during transfer operations to hospitals, particularly as the transport vehicles are not equipped for this purpose and lack appropriate ventilation, in addition to high temperatures and cold in winter.

b. Deaths in correction and rehabilitation centres and cases of suicide

Numerous matters overlap in the subject of deaths in correction and rehabilitation centres which must be taken into consideration when forming investigation bodies following the death of any inmate. The forensic physician's report alone does not suffice for the death to be considered natural where a medical history of the inmate exists, since there are numerous elements which may overlap and lead to death inside those centres. This must not be understood as meaning that there are any doubts concerning cases of death inside correction and rehabilitation centres; rather, the purpose is to ensure that the death and its circumstances are not tainted by any factors or causes relating to medical neglect by the physicians working in correction and rehabilitation centres, or to the absence of seriousness in dealing with the inmate's health condition by the administration of the centre or the centre's physician in terms of failing to provide him with first aid in the required manner and at the appropriate time, or to torture — bearing in mind that most deaths in correction and rehabilitation centres are due in their entirety to advancing age or to being afflicted with serious illnesses, according to the forensic medical reports issued. Deaths in correction and rehabilitation centres reached (24) deaths in 2008, (11) deaths in 2009, and (8) deaths in the first half of 2010, the deaths of (7) of them being considered natural, with the exception of one death at Al-Muwaqqar 1 Correction and Rehabilitation Centre, in respect of which the civil public prosecutor is still investigating the case — this being in the light of the forensic medical reports and the decisions of the investigation committees formed, and the existence of a medical history for some of them according to those reports.

As regards cases of suicide inside correction and rehabilitation centres, they amounted in 2008 to one case at Ma'an Correction and Rehabilitation Centre and one case in 2009 at Al-Muwaqqar 1 Correction and Rehabilitation Centre; no case of suicide was recorded during the first half of 2010 in any of the correction and rehabilitation centres.

As for suicide attempts, they reached (93) attempts in 2008, (117) attempts in 2009, and (57) attempts in the first half of 2010.

In order to control this matter and the continuous attempts by inmates, it is essential to be alert to and to observe changes and suicidal tendencies among inmates, including depression, withdrawal or refusal to enjoy the exercise period, and other symptoms which may be noticed by the psychiatrist or even by the individuals responsible for the administration of correction and rehabilitation centres. It is likewise essential to accord the psychological aspect of the inmate further attention through psychiatrists and to improve the quality of the inmate's life through cultural and sporting activities and the like.

As regards deaths under "suspicion of torture", and in the light of the international standards, the role of the forensic physician is regarded as a pivotal role in the process of the effective documentation of torture in cases of its occurrence and in its detection. In view of the importance of this role, the National Centre for Human Rights adds its voice to those calling for the necessity of the complete independence of the National Centre for Forensic Medicine and for its transformation into an "institution for investigations and criminal sciences", since the work of this centre falls within the medical sciences and is directly connected with criminal evidence.

c. Strikes

The year 2008 witnessed (1,112) strikes, 2009 witnessed (606) strikes, and the first half of 2010 (205) strikes. The causes of strikes are due in general to the deterioration of inmates' living conditions inside the correction and rehabilitation centre (food, heating, telephone calls, water, exercise, the prohibition of newspapers, books and pens, the treatment of their visitors, the procedures for searching them, not being permitted to have clothing brought in, and the shortness of the duration of calls). The escalation of this phenomenon is due to the inmates' desire to inform public opinion of their poor conditions inside the correction centre, or to protest against certain unjust administrative decisions by some administrative governors, or to the suffering endured by them and their families as a result of the length of the periods of judicial and administrative detention. This weapon has contributed to breaking the blackout imposed upon the world of correction and rehabilitation centres, and inmates have thereby been able to make use of the media and public opinion with regard to certain issues which had long remained imprisoned within the walls of those centres. In fairness, the team of the National Centre for Human Rights recorded the cooperation of the administrations responsible for those centres in dealing with those cases positively and with a high degree of professionalism, in terms of ensuring the follow-up of the health condition of the strikers, securing daily medical supervision, responding to some of the inmates' demands which do not conflict with the international and national standards, and intervening with certain bodies to resolve some of the inmates' problems. The National Centre also succeeded in mediating with the inmates to end a number of strikes during the period covered by the report, in particular the strikes carried out by some of the inmates of the unlawful organisations — as they have come to be termed by the administrations of those centres.

d. The system of classification and separation of inmates

The classification of inmates and the separation of each category from the others (convicted persons from detainees), (persons with previous convictions from those convicted for the first time), (felonies from misdemeanours) and the other criteria of classification such as age, type

of offence, degree of dangerousness and length of sentence, which are set out in the Standard Minimum Rules for the Treatment of Prisoners and in the Correction and Rehabilitation Centres Law — in practice these criteria are not strictly complied with, for a number of justifications relating to the inadequacy of the structure, the shortage of facilities and overcrowding. The matter requires a serious study and organisational planning for the classification of inmates, taking into consideration the Instructions on Correction and Rehabilitation Centres, the Custody of Inmates and their Rights of 2001 relating to the classification of inmates.

By contrast, 2009 witnessed a clear development in the system of separating inmates: detainees were separated from convicted persons in separate centres and other centres were designated for detainees, with the exception of three centres which still hold both detainees and convicted persons (Aqaba Correction and Rehabilitation Centre, Ma'an al-Jadeed Correction and Rehabilitation Centre and Jweideh Women's Correction and Rehabilitation Centre). Complete separation is expected to be achieved after the completion of the construction of the new centres and the renovation of some of the old ones (Qafqafa, Swaqa, Jweideh/men).

All the aforementioned observations relating to special events lead us to inquire into the extent of the realism of the correctional function of correction centres in Jordan in the light of the observations set out in this report, which have touched upon the prison establishment in all its aspects and set out its most important problems and the obstacles preventing its reform. The failure to develop the process of classification and the system of files relating to inmates, the failure to apply the principle of penal individualisation — which is regarded as the cornerstone of the process of the reform of inmates — and the continuation of the problem of overcrowding in some centres are all matters contributing to limiting the implementation of correctional and rehabilitative programmes. Added to this is that the correction and rehabilitation centres currently existing and their patterns stand as an obstacle to the implementation of a number of correctional programmes in terms of infrastructure, service facilities and training facilities. Certain laws in force and the penal policies applied also contribute fundamentally to the inability to implement a number of correctional programmes.

Quite apart from the fact that the failure to commence the application of aftercare programmes in the process of correction impedes the achievement of the correctional function of correction and rehabilitation centres — which calls for the adoption of a national strategic plan for reform based in the first place upon developing the correctional function of correction and rehabilitation centres.

We also hope that some of the programmes launched by the Public Security Directorate during 2009/2010 under the heading of correctional and rehabilitative programmes — the (Tahyi'a) programme and the (Tahwin) programme — will achieve the desired results.¹⁰

¹⁰The "Tahwin" programme is currently implemented at Al-Balqa and the Women's Correction and Rehabilitation Centres. It targets a category of inmates whom circumstances compelled to commit an act which brought them to the correction centre without prior criminal intent or predisposition, such as those involved in running-over accidents or cases of financial trust. The "Tahyi'a" programme is implemented at Umm al-Lulu Correction and Rehabilitation Centre. It targets convicted inmates, particularly those serving long terms of sentence; this programme aims to focus on that category of inmates by

Second: Developments during the period covered by the report

During the period covered by the report the National Centre recorded a number of positive developments and a number of negative developments affecting correction and rehabilitation centres, as follows:

1. Positive developments

- 1- The opening of gardens and special visiting yards in correction and rehabilitation centres (Umm al-Lulu, Al-Muwaqqar 1 and Al-Balqa Correction and Rehabilitation Centres).
- 2- The preparation and launching of comprehensive plans in the cultural, artistic, social and sporting fields for 2010.
- 3- The opening of knowledge stations in cooperation with the National Information Technology Centre in some centres.
- 4- The continuation of the launching of cultural seasons in correction and rehabilitation centres, in cooperation with the departments of Public Security, civil society organisations and the National Centre for Human Rights, to raise inmates' awareness of social, religious, cultural and legal issues.
- 5- The holding of eight theatrical performances, presented by Jordanian artists, at Al-Muwaqqar 1, Umm al-Lulu, Swaqa and Jweideh/women Correction and Rehabilitation Centres.
- 6- The implementation of courses to teach drawing in cooperation with the Ministry of Culture.
- 7- The holding of bazaars to display the works of inmates: two bazaars were held, the first at the Royal Cultural Centre and the second at the City Hall of the Greater Amman Municipality.
- 8- The completion of the construction of new correction and rehabilitation centres (Salhoub, Umm al-Lulu, Al-Rmeimeen and Ma'an al-Jadeed Correction and Rehabilitation Centres).
- 9- The signing of memoranda of understanding with the National Centre for Human Rights, the Bar Association and the Ministry of Information and Communications Technology, with a view to strengthening cooperation and coordination in the field of promoting and protecting human rights and addressing violations and transgressions.
- 10- The recruitment by the Public Security Directorate of (29) university-qualified nurses to work in the clinics of correction and rehabilitation centres with a view to improving health care in these centres.
- 11- The holding of five literacy courses in five correction and rehabilitation centres, the number of inmates benefiting from those courses having reached (205) inmates; and the holding of (95) courses in the field of academic education for (2,388) male and female inmates.
- 12- The training of (682) officers and other ranks of the personnel to work in correction and rehabilitation centres and their enrolment in specialised courses covering social and psychological subjects and the field of human rights.

preparing them psychologically, medically and socially for their return to their families and for re-engagement in life, and to reduce so far as possible the psychological effects resulting from serving the penalty.

13- The designation of centres for convicted persons and others for detainees, and the commencement of the development of a plan for the classification of inmates.

14- The holding of the first plastic art exhibition for the inmates of correction and rehabilitation centres on 12/10/2009 at the Royal Cultural Centre in cooperation with the Ministry of Culture.

15- The formation of the first inmates' council on 18/8/2009 at Umm al-Lulu Correction and Rehabilitation Centre, composed of (24) inmates elected from among those of good conduct, as representatives of the inmates before the administration, with a view to improving the standard of the service provided and creating a spirit of cooperation among inmates.

16- The launching of the "Tahyi'a" programme for inmates whose terms of sentence are nearing their end, in order to prepare them for the stage following release (the programme was implemented at Umm al-Lulu Centre); and the "Tahwin" programme for new inmates entering correction and rehabilitation centres for the first time, in order to ease their situation (the programme was implemented at Al-Balqa and the Women's Correction Centres).

17- The operation of the Dar al-Amal nursery for the care of the children of female inmates at the Women's Correction and Rehabilitation Centre on 14/6/2009.

18- The equipping of the computer laboratory of Al-Tawba School at Al-Muwaqqar 1 Correction and Rehabilitation Centre by the Central Badia Education Directorate with (15) devices; and the holding of an (ICDL) course for (19) inmates at Swaqa Correction Centre under the supervision of the Ministry of Education.

2. Negative developments:

1- The delay in closing Jweideh/men Correction and Rehabilitation Centre, notwithstanding the repeated recommendations of the National Centre in its previous annual reports in view of the difficult humanitarian conditions resulting from the age of the buildings and the deterioration of its infrastructure.

2- The weakness and limited nature of the legal assistance services provided to inmates generally, which is attributable to the limited provision of such a service by the Bar Association and civil society organisations inside correction and rehabilitation centres, and to the absence of a national body providing legal assistance.

3- The weakness of the social care services provided to inmates and their families and their ineffectiveness.

4- The limited nature of curative, preventive and therapeutic health care services, including psychological care and psychological counselling services, because of the shortage of psychiatric medical staff working in the centres and the unavailability of certain medical specialisations in those centres (orthopaedics and gynaecology, for example) — bearing in mind that the National Centre received a number of complaints of ill-treatment by the physicians working in the hospitals attended by inmates when the necessary medical service is provided to them.

5- The continued suffering of inmates upon their transfer to hospitals in case of illness as a result of administrative procedures, and their transfer while restrained in a manner involving

cruelty and humiliation, in addition to its causing pain to persons suffering from chest diseases or spinal problems; the method of restraint (according to dangerousness) also exposes them to bruising as a result of the movement of the vehicle (the cell), its sudden stopping or its encountering bumps.

6- The continued suffering of inmates from not obtaining water fit for drinking, being obliged to purchase it at their own expense.

7- The inadequacy of the breakfast and dinner meals and the continuation of their complaints of the manner of preparing and presenting food to them.

8- The unsuitability of the lawyers' visiting halls in some correction and rehabilitation centres (Swaqa, Qafqafa, Al-Balqa, Birein and Al-Karak Correction and Rehabilitation Centres).

Third: Assessment of the existing situation in places of temporary detention

Places of temporary detention are the lock-ups of the security centres and police directorates and the lock-ups of the other security departments, such as the Anti-Narcotics and Counterfeiting Department, the Criminal Investigation Department, the Preventive Security Department, the Family Protection Department, and the Aliens Detention Centre.

Security lock-ups and the lock-ups of police directorates are spread throughout all the governorates of the Kingdom. During 2008, 2009 and the first half of 2010 the Public Security Directorate established model temporary custody places (Tariq Security Centre / Tabarbour, Suweileh Security Centre, Rehab Security Centre / Al-Mafraq, ..., Shafa Badran Security Centre). These centres were established in accordance with the relevant international and national standards in terms of the buildings erected, the readiness and diversity of the facilities, and having regard to the provision of special places for holding juvenile and female detainees and the provision of special rooms for those attending the security centre to wait in.

These places are regarded as places of custody in which arrest and apprehension orders are executed. The law permits the detention of persons in security centres for a period of 24 hours, and the judicial police are also permitted the power to arrest persons and to keep them for a period of seven days, where necessary, where they are suspected of having committed any of the offences falling within the jurisdiction of the State Security Court — bearing in mind that this power is regarded as contrary to the general rule laid down by the Code of Criminal Procedure, namely a period of 24 hours, after which they are to be referred to the competent judicial authorities (to the order of the courts and the public prosecutors). Detainees are also kept for a period exceeding a week to the order of the administrative governor under the Crime Prevention Law of 1954.

What actually happens in practice is that there are transgressions of, and circumventions of, the provision relating to the statutory period of arrest, namely (24) hours: accused persons continue to be held for long periods exceeding a week on the basis of the Crime Prevention Law, and sometimes without reliance upon that Law. The team of the National Centre for Human Rights concerned with the visits recorded that there are detention warrants at the security centres and security departments issued by the administrative governor to extend the custody of persons week after week on the pretext of the investigation, and the issuance of an order by the

administrative governor for the continued custody of the persons wanted by him beyond this period. On many occasions the detainee is also transferred to a number of security centres contrary to the provision relating to the statutory period of arrest.

1. The environment of places of temporary detention (buildings, installations, service facilities and their equipping, standard of services)

- a. Buildings: most of these buildings are regarded as old, with the exception of certain departments such as the Family Protection Department, the Preventive Security Department and some modern security centres. Damp is widespread in most of them and they are also of limited area, which leads to the overcrowding of those places with detainees.
- b. Location of the lock-ups: the majority of the lock-ups are located on the basement floor of the building of the security centre, the police directorate or the security departments, which affects negatively the temperature and ventilation in summer and winter; natural lighting is likewise virtually non-existent in most of them.
- c. Cleanliness and sanitary facilities: cleanliness is regarded as poor in most of the lock-ups of the security centres and police directorates, and acceptable in the lock-ups of the various security departments such as the Anti-Narcotics and Counterfeiting Department, the Criminal Investigation Department, the Preventive Security Department and the Family Protection Department.
- d. Location of the sanitary facilities: the sanitary facilities are not available inside most of the lock-ups but outside them, which makes it difficult for detainees to reach them easily.
- e. Food: one meal is allocated to detainees in all the lock-ups; as for the breakfast and dinner meals, the detainee bears their cost at his own expense, or those meals are purchased at the administration's expense where the detainee is unable to pay for them.
- f. Bedding and coverings: available in most of the lock-ups of the security departments, consisting of foam mattresses or blankets. The security centres, however, suffer from a shortage of bedding and coverings; as for the lock-ups for women and juveniles, beds and blankets are available inside them in a number of police directorates.
- g. Cleanliness: cleanliness is regarded as generally low, the detainee being handed a mattress or a blanket which has been used by another detainee; and sometimes the mattresses are without a cover and the blankets are torn and worn out.
- h. Lock-ups for women and juveniles: lock-ups for women and juveniles are not available in a large number of police directorates and security centres, women being held at the Women's Detention Centre / Jweideh, while juveniles are held at Al-Zuhour Security Centre / Amman, Al-Hassan Security Centre / Al-Zarqa and Aqaba Security Centre; as for female juveniles, they are held at Al-Khansa Centre in Al-Zarqa. The custodial conditions of the women detained at the Women's Detention Centre / Jweideh are regarded as poor in terms of overcrowding, which results in a shortage of the services provided and a lack of cleanliness.

- i. Places designated for the performance of religious rites: there are no places designated for the performance of religious rites and acts of worship, prayers being performed inside the lock-ups.
- j. Health care: health care is provided where necessary through the government hospitals within the area of jurisdiction, and the medical records of each detainee are not available in the places of detention.
- k. Records and the safekeeping of deposits: in all the lock-ups there are organised registers setting out the custody, its date and the name of the officer who issued the custody order; there are also special places for the safekeeping of deposits.
- l. Water: drinking water is not available inside the lock-ups.
- m. Classification: none of the criteria of classification guaranteed by the international and national standards is followed when holding detainees on the basis of criminal dangerousness.

2. Conditions of detainees in places of temporary detention and their problems

As a result of the shortcomings from which places of temporary detention suffer, the transgressions which may occur in some places by those responsible for the administration, and the deficiency of certain national legislation, the National Centre for Human Rights has recorded certain violations which are regarded as transgressions against the rights of detainees guaranteed by the relevant international and national standards, including:

- a- The acute shortage in the services provided to detainees in terms of the meal provided and the bedding and coverings with which the detainee is supplied inside the lock-up, as a result of overcrowding in those places, as set out in detail above.
- b- The detainee's loss of contact with the outside world and of the receipt of visits by members of his family and his friends, and his deprivation at times, by certain security departments, of making a telephone call to his family to inform it of his whereabouts, on the pretext of the confidentiality of the investigation.
- c- Depriving the detainee of the right to be assisted by a lawyer, since the relevant Jordanian laws have not provided this right to the accused save at the stage of the preliminary investigation and the trial only, thereby giving this right to the judicial police officers of the police to investigate with the accused without his having the right to be assisted by a lawyer during the period of the initial investigation. Now that the memorandum of understanding between the Bar Association and the Public Security Directorate was signed in 2009, we hope that detainees will in fact be permitted to seek the assistance of lawyers and to meet them during that period.
- d- The keeping of the accused, at certain security departments during the stage of the initial investigation, in a solitary confinement cell devoid of a sanitary facility and lacking natural lighting and healthy ventilation, for long periods exceeding two weeks, pursuant to a detention warrant issued by the administrative governor.

e- The breach by certain judicial police officers of the law and their exceeding of the powers granted to them under Article (100) of the Code of Criminal Procedure, and their exercise of the power of the public prosecutor to interrogate accused persons instead of adhering to their legally defined power, which is to hear the statements of accused persons and to refer them to the competent public prosecutor within a period of (24) hours.

This breach is perhaps the most prominent of the violations to which a detainee is subjected, and constitutes an infringement of the guarantees of a fair trial which must be provided to the detainee at the stage of the preliminary investigation (inquiry and evidence-gathering).

f- The failure to deposit with the public prosecution — which is the competent investigating authority — the investigation papers and apprehension records (case files) drawn up by judicial police officers during the period of the initial investigation, for long periods; persons' liberty and the investigation papers are held by the police and the public prosecution is not notified thereof, owing to the absence of a deterrent measure for breach of Article (49) of the Code of Criminal Procedure. Certain security departments have become accustomed to this on several grounds, foremost among them the preservation of the security and safety of citizens from those who break the law.

g- Resort to submitting the cases of wanted persons with previous records to the judiciary successively, and pending the execution of the prison sentence in each case separately, on the pretext of protecting the security of society and defending "national interests".

h- Resort to depriving persons of their liberty and ordering apprehension measures to be taken against them on the pretext of security considerations and the preservation of the security of society, under the Crime Prevention Law and by means of return requests.

i- Subjection to beating, torture and ill-treatment (insult, abuse and humiliation) during the stage of the preliminary investigation (inquiry and evidence-gathering) at certain security departments. This matter remains one of the matters which are difficult to prove and which require the taking of immediate measures to ensure the referral of those responsible for such transgressions to the competent judiciary. Notwithstanding the legislative amendments made to Article 208 pursuant to Temporary Law No. 49 of 2007, the question of proving the fact of torture before those bodies remains one of the important procedural elements which are difficult to establish in practice, in the light of the following factors:

- 1- The prolongation of the period of detention pursuant to administrative detention decisions.

- 2- The disappearance of the traces of physical violence owing to the length of the periods of detention at those bodies pursuant to administrative detention warrants.

- 3- The impossibility of the existence of witnesses or forensic medical reports, as a result of the loss of contact with the outside world and the confidentiality which accompanies the stage of the preliminary investigation.

- 4- The difficulty for victims of identifying the perpetrators from among the judicial police officers, since the person who exercises coercion does not take charge of

recording the statement, and consequently that statement is regarded as lawful and as conclusive evidence after hearing the statements of the officer who recorded it to the effect that the person gave it voluntarily and of his own choice.

5- The absence of effective judicial oversight of places of detention (the lock-ups) contributes to a large extent to exposing detainees to ill-treatment and to physical and psychological coercion; and even where such oversight is available, the continued referral of perpetrators to the Police Court would prevent their being brought before the independent regular courts.

Although the provisions of the Penal Code and the Code of Criminal Procedure and the jurisprudence of the Court of Cassation are clear as to the impermissibility of basing a conviction upon a statement or confession obtained by coercion, there remains the deprivation of the right to submit a grievance to the competent bodies and to lodge complaints during the period of the initial investigation before the police, given the complete confidentiality which prevails over the investigation, the fear of the representatives of the police lying in wait for them a second time if they lodge a complaint, and the conviction of some of them of the futility of lodging complaints with the security agencies, these being the bodies competent to conduct the investigation, so that judicial police officers will not issue decisions incriminating their colleagues.

The practical reality in places of temporary detention, in the absence of effective judicial oversight of those places and with detainees losing contact with the outside world during the periods of the initial investigation, contributes to the availability of the circumstances and factors which would permit the commission of the crime of torture. (Through its unannounced visits to temporary detention centres, its meetings with detainees or members of their families, and the complaints received by it, the National Centre for Human Rights recorded that there are individual transgressions committed by officials charged with the enforcement of the law at certain security departments, and that there are various forms of torture practised upon accused persons or detainees held to the order of those departments (defamation and humiliation, beating on the soles of the feet, suspension, etc.), with the aim of obtaining a statement or a confession.) During the years 2008, 2009 and the first half of 2010 the National Centre for Human Rights recorded transgressions and the commission of crimes of torture by members of certain security departments against citizens which led to death; those cases were referred to the Police Court, and the case of (A.N.), who died in 2008 in one of the lock-ups, is still before that court. The cases of (S.S.) in the Capital Governorate and of (F.K.) in Ma'an Governorate have likewise been under investigation since 2009, as well as the case of (A.N.) in the Capital Governorate in 2010, who was shot by Public Security personnel. Regrettably, these persons were referred to the Police Court under criminal characterisations of (beating leading to death, some of them under the misdemeanour of unintentional homicide and others under the misdemeanour of simple assault); and, as mentioned above, no perpetrator of the crime of torture has been referred to the Police Court under Article 208 of the amended Penal Code as a criminal characterisation additional to some of the criminal characterisations set out above.

The National Centre also recorded a rise in the pace of complaints relating to torture and other forms of ill-treatment during 2009 and the first half of 2010 against certain security departments and the various security centres. The complaints received by the National Centre during the years 2008, 2009 and the first half of 2010 were as follows:

2008	41
2009	51
First half of 2010	33

In truth, this requires the Public Security Directorate to continue its efforts to limit the transgressions of the members of certain security departments, to pursue the perpetrators of crimes of torture and to bring them before the Police Court, in addition to drawing up training plans which would circulate the Convention against Torture to all Public Security personnel and include it within the basic curricula, lectures and promotion examinations, with a view to preventing torture, alongside strengthening the legal procedures undertaken by the departments concerned within this apparatus to investigate complaints relating to ill-treatment or torture.

Fourth: Findings and recommendations

In the light of the conditions described above, the National Centre for Human Rights considers it necessary to take effective legislative, executive and judicial measures to improve the conditions of correction and rehabilitation centres and the treatment of inmates in the Kingdom, as follows:

The Ministry of Justice

1- Accelerating the pace of the transfer of the Correction and Rehabilitation Centres Administration from the Ministry of the Interior to the Ministry of Justice, on condition that the personnel who will work within this establishment are qualified, by establishing an independent administration for correction and rehabilitation centres attached to the Ministry of Justice, together with the introduction of a judicial police system, entrusting to it the functions of judicial apprehension and all the tasks which assist the course of justice and the execution of judgments.

2- Establishing the criminal record register based upon final judicial judgments.

In the field of those working in correction and rehabilitation centres (Public Security Directorate)

1- Conducting specialised scientific and field studies and research on the situation of those working in correction and rehabilitation centres with a view to improving their conditions and raising the level of their qualification.

2- Selecting the appropriate number of staff in the centres after the adoption of a national criterion for determining the number of personnel according to the number of inmates and according to their roles, with a view to raising the level of performance, while ensuring that they receive appropriate training and granting the staff and guards financial incentives and an occupational-risk allowance.

3- Intensifying specialised training programmes for those working in places of temporary detention, in particular in the field of respect for the rights and duties of detainees.

In the field of the custodial environment (Ministry of the Interior and Public Security Directorate)

1- The necessity of adopting a qualitative criterion for determining the holding capacity of correction and rehabilitation centres which takes into consideration a range of factors, circumstances, relationships and material and legal conditions, such as:

the total area of the correction and rehabilitation centre; the area allocated to the service facilities; the area allocated to the administration of the centre; the area allocated for the accommodation of each inmate; the size of the centre's administration in relation to the number of inmates; the quality and standard of the facilities and services and the forms of care provided to inmates; the duties of the bodies concerned with the conditions of correction and rehabilitation centres; the periods of detention (of the sentence); and likewise social customs and values and other factors which make it possible to apply the international standards in the construction and administration of prisons and the treatment of prisoners.

2- Modernising the existing correction and rehabilitation centres and places of temporary detention or replacing them with others designed in accordance with standard bases enabling the provision of care, protection and rehabilitation; and considering the establishment of new patterns and models of correction and rehabilitation centres (open prisons and semi-open prisons) consistent with modern penological thinking, which would reduce the problem of overcrowding, in addition to reducing the costs borne by the State treasury in spending on closed centres; and activating the legislative provision relating to the suspension of the execution of the penalty and adopting the principle of the individualisation of the execution of the penalty.

3- Constructing a specialised centre inside any of the correction and rehabilitation centres for the rehabilitation of drug addicts and addicts of other intoxicants in order to treat them; this may be substituted by the designation of a section for the treatment of convicted addicts at the National Centre for Addiction.

In the field of legislation on non-custodial measures (the legislative authority)

1- Enacting legislation on non-custodial alternative measures, in a number of contraventions and misdemeanours.

2- Limiting short-term custodial penalties and replacing them with precautionary measures, financial penalties and employment outside the prison.

3- Introducing the system of a judge for the execution of penalties.

4- Introducing the system of conditional release.

In the field of judicial detention (the Judicial Council and the Ministry of Justice)

1- Seeking to adopt a national criterion for the reasonable period for the conduct of a trial, and working to develop legislation and judicial practices with a view to expediting trial procedures.

- 2- Reducing the problems of notification between the courts and correction and rehabilitation centres, and determining a clear mechanism, with emphasis on the renewal of detention warrants within the statutory time limits and on not resorting to renewal as a matter of course.
- 3- Activating the mechanism of inspection of correction and rehabilitation centres by the judicial authority.

In the field of administrative detention (Ministry of the Interior)

- 1- Repealing or amending the Crime Prevention Law.
- 2- Extending judicial oversight to administrative detention decisions and to the apprehension powers of the administrative governors.
- 3- Ensuring respect for judicial decisions and final judgments of acquittal or of no responsibility and compliance therewith.
- 4- Adopting the principle of the proportionality of the apprehension measure to the criminal dangerousness when imposing house arrest by the administrative governors.
- 5- Transferring the power to impose house arrest to the judicial authority.
- 6- Referring accused persons and suspects to the public prosecution within the period specified in the Code of Criminal Procedure.
- 7- Compliance by the administrative governors with the terms of Article (4) of the Crime Prevention Law as regards the procedures to be followed when resorting to administrative detention, namely as regards issuing the apprehension warrant, hearing the statements of the persons concerned, and then issuing the administrative detention warrants.
- 8- Lifting the umbrella of the administrative governor from the investigation procedures conducted by the police, so that it is not permitted to continue to hold persons and interrogate them for long periods on the basis of detention warrants issued by the administrative governors.

In the field of combating torture (the executive, legislative and judicial authorities, civil society organisations and the National Centre for Human Rights).

- Within the scope of executive measures to combat torture, the Centre recommends the following:
 - 1- The Government's recognition of the competence of the Committee against Torture referred to in Articles (21 and 22) of the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment of 1984, which is competent to consider communications and complaints of States and individuals.
 - 2- Accession to the Optional Protocol to the Convention against Torture, and likewise to the two Optional Protocols to the International Covenant on Civil and Political Rights relating to the abolition of the death penalty, in addition to recognition of the competence of the Human Rights Committee to receive individuals' complaints concerning violations relating to the rights contained in the said Covenant (Article 41).
 - 3- Establishing a specialised centre for the rehabilitation of victims of torture and creating a national fund to compensate them.

4- Forming an independent judicial committee to investigate cases of torture in order to ensure that the perpetrators of crimes of torture do not escape punishment.

- Within the scope of legislative measures to combat torture, the Centre recommends the following:

1- Confining jurisdiction over crimes of torture to the regular courts instead of the Police Court, in which all the guarantees of fair trials are not available¹¹.

2- Providing expressly in the law for the right of victims of torture to direct compensation from the State.

3- Making the director of the correction and rehabilitation centre or the detention centre responsible, in accordance with the provisions of the Penal Code, for the safety of detainees, even where the person who committed the offence cannot be identified; for it is incumbent upon him to put in place the organisation and to create an environment repellent to the commission of such crimes.

4- The necessity that the State undertake to compensate and rehabilitate victims of torture, whether or not the perpetrator has been identified.

5- Abolishing the penalty of solitary confinement.

6- Providing expressly for the right of victims of torture to direct compensation from the State.

- Within the scope of precautionary measures to combat torture, the Centre recommends the following:

1- Introducing a system of regular medical examinations for all those in custody.

2- Keeping organised registers in places of custody (names, detention warrants, visits, transfers).

3- Ensuring the contact of detainees with their families and their lawyers.

4- Making the legislative amendments capable of affording the victim, or the person harmed by torture, the opportunity of bringing his action before the competent judiciary directly.

5- Providing inmates, upon their admission to correction and rehabilitation centres, with written information concerning the regulations applied and the rules of discipline in the centres and the permitted means of requesting information and submitting complaints.

6- Denouncing acts of torture and ill-treatment officially and publicly through visual, audio and print media campaigns.

7- Launching media programmes to raise awareness of lawful and civilised methods of dealing with inmates and detainees, with emphasis on the unlawfulness of any practices contrary to the law, including torture in its various forms and manifestations.

- In the field of medical and psychological care (Ministry of Health).

¹¹The judges of the Police Court are appointed by the Director of Public Security.

1- Attending to the carrying out of a comprehensive medical examination of the inmates of correction and rehabilitation centres and of all those in custody.

2- Increasing the number of beds allocated to the inmates of correction and rehabilitation centres in the government hospitals and the National Centre for Psychiatric Medicine.

3- Providing a general practitioner and a gynaecologist at the Women's Correction and Rehabilitation Centre / Jweideh.

4- Increasing the number of medical staff working in correction and rehabilitation centres (general/dental/dermatological/psychiatric).

5- Opening fully equipped health units in the correction and rehabilitation centres in which such health units are not available.

6- Increasing the number of psychiatrists who follow up the conditions of inmates suffering from psychiatric illnesses, and appointing psychological specialists to perform the task of behavioural therapy.

7- Making the legislative amendments to the Correction and Rehabilitation Centres Law so as to permit the guarantee of the medical release of certain inmates afflicted with serious illnesses.

- In the field of social care (Ministry of Social Development and civil society organisations)

1- Strengthening the effectiveness of the role of the social worker in correction and rehabilitation centres by holding awareness lectures concerning the social care services provided by the Ministry of Social Development, together with the provision of introductory leaflets given to every inmate upon his admission to any of the correction and rehabilitation centres, setting out the nature of these services.

2- Increasing the effectiveness of the social care services inside correction and rehabilitation centres, so that the concept of the case study conducted by the social worker for the inmate and his family is broadened, and the results of the process of this study and its importance within the framework of the reintegration of the inmate into his community anew after his release from prison are set out, together with the creation and securing of suitable work opportunities for him after release and ensuring his reintegration with his family anew.

3- Strengthening aftercare programmes and preparing the inmate for release. This requires the Ministry of Social Development, together with civil society and community institutions and the various bodies concerned, to undertake this important role within the framework of promoting the philosophy of correction and rehabilitation.

4- The necessity of providing monthly financial assistance to the family of a breadwinner inmate, within the framework of improving the conditions of inmates and their families.

- In the field of the rights of inmates and detainees (Public Security Directorate).

1- Addressing the problem of visits in terms of the long waiting time for visitors and the manner of searching them in correction and rehabilitation centres.

- 2- Devising a mechanism to resolve the problem of correspondence and telephone calls relating to inmates and to certain detainees in places of temporary detention.
- 3- Addressing the subject of food meals and their adequacy, in particular the breakfast and dinner meals, in correction and rehabilitation centres, and providing those meals to detainees in places of temporary detention.
- 4- Addressing the problems of water allocated for drinking or bathing in correction and rehabilitation centres and places of temporary detention.
- 5- Addressing the problems of overcrowding in correction and rehabilitation centres and places of temporary detention.
- 6- Addressing the subject of damp, poor ventilation and cleanliness in some correction and rehabilitation centres and places of temporary detention.
- 7- Addressing the subject of the searching of certain inmates.
- 8- Addressing the subject of the transfer and restraint of inmates.
- 9- Activating the system of classification in correction and rehabilitation centres and places of temporary detention.
- 10- Enabling detainees to seek the assistance of lawyers during the period of the preliminary investigation at the various security centres and security departments.
- 11- The Bar Association and civil society organisations.
- 12- Continuing to provide legal advice and guidance services.
- 13- Providing judicial assistance services.

General recommendations

- 1- Activating the role entrusted to the Higher Committee for Correction and Rehabilitation so that it may discharge the tasks provided for in Article (32) of the Correction and Rehabilitation Centres Law.
- 2- Raising public awareness of the role of correction and rehabilitation centres and of those working in them in the process of correction and rehabilitation, with emphasis on the role of society in this continuing process after the release of the inmate from the correction and rehabilitation centre, by means of the various media.

Annex (1)

Correction and rehabilitation centres in the Kingdom

* The number of operating correction and rehabilitation centres, distributed as follows:

No.	Centre	Date of opening	Capacity	Remarks
1	Al-Jweideh	19/4/1986	1080	Detainees
2	Qafqafa	19/7/1987	1212	Detainees
3	Birein	25/1/1988	614	Detainees
4	Swaqa	1/8/1988	2200	Convicted persons
5	Al-Karak	14/11/1998	102	Detainees
6	The Women's Centre	1/1/2000	450	Detainees + convicted persons
7	Al-Balqa	7/7/2001	506	Detainees
8	Aqaba	5/5/2004	192	Detainees + convicted persons
9	Al-Muwaqqar 1	2/5/2007	950	Convicted persons
10	Umm al-Lulu	19/4/2009	688	Convicted persons
11	Al-Muwaqqar 2	25/3/2009	240	Convicted persons
12	Ma'an al-Jadeed	1/3/2010	288	Detainees + convicted persons
13	Salhoub	—	—	—
14	Al-Rmeimeen	29/5/2010	480	Convicted persons