

The Status of Female Inmates at Reform and Rehabilitation Centers in Jordan

Prepared by the National Center for Human Rights, within the framework of the UN Women project “Strengthening local capacity to protect women's Physical Integrity and Human Rights”

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The opinions expressed are purely those of the authors of the report and shall not in any circumstances be regarded as stating an official position of UN Women and the Government of France.

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Introduction

In the recent decades, the concept of “prisons” has witnessed substantial international, regional and local changes. As a result of the Social Defense Movement, the notion of “prisons” has been transformed from that of punishment institutions designed to fulfill the community’s revenge on the offender to institutions designed to reform, rehabilitate and reintegrate prisoners into the community so that they become good and productive individuals away from the world of crime as much as possible. On the other hand, this change has required the modification of the goals and visions that governed penal institutions in the past.

Thus, in order to emphasize this new perspective of penal institutions, their name was changed into Reform and Rehabilitation Centers (RRCs), and efforts were increasingly made to educate, train and provide the inmates with the different skills they need to improve their lives, in addition to morally and religiously guiding them in order to enhance their cultural and social character. In addition, caring for inmates was no longer limited to reform centers, but extended to last after their release, which is known as “post-confinement”.

Within this concept, international criteria have paid special attention to the rights of RRC inmates and the way they were treated and cared for in order to ensure

their rehabilitation and correction. For instance, both of the Universal Declaration of Human Rights and the International Covenant on Civil and Political Rights have stipulated the respect of human dignity, which includes the respect of the rights of persons deprived of their liberty. This was followed by the issuance of regulations specific for the treatment and the care of RRC inmates. Also, these criteria have paid a special attention to female inmates.

Even though female RRC inmates constitute only a small percentage at the global level, the challenges resulting from women falling under the provisions of the penal system have prompted official and humanitarian bodies to consider female inmates as vulnerable prisoners, who need particular measures that meet their specific needs. On top of this, is the push towards giving priority to non-custodial sanctions, especially when sentencing a pregnant woman or a woman who supports children. In this case, resorting to non-custodial sanctions is less harmful than depriving a woman of her freedom by imprisoning her, especially in light of the negative effects of imprisonment and due to the fact that, as for most cases, it does not fulfill its purpose of deterring her from committing a crime.

Challenges that female inmates face emerge particularly under such surrounding environmental and physical conditions and depend on the extent to which the inmates’ needs and requirements

are met in the prison. Due to the small number of female inmates in some countries, compared to men, these women are taken to non-qualified centers or centers that are not particularly designed as reform and rehabilitation centers. This is detrimental to the exercise of female inmates of their rights, especially their rights related to rehabilitation through training and education. Furthermore, there are challenges confronting pregnant or breast-feeding inmates; inmates who are accompanied by their children; or those who requires special treatment that meets their own health requirements. Also to be taken into consideration are the psychological, physical, developmental and social needs of the inmates' children, not to mention the social and psychological consequences that depriving a woman of her freedom bring upon her family and her children. Likewise, and as a result of being socially stigmatized, these challenges get bigger when the female inmate leaves the reform center, which makes the aftercare an urgent need and a key requirement to her.

As for Jordan, there are 14 centers for the reform and rehabilitation of inmates, including two for women: Juweideh Reform and Rehabilitation Center for Women and Women's Detention Center at Um Al-Lulu. Despite its name as a "detention center", Um Al-Lulu includes convicted inmates alongside administratively or judicially detained. As is the case globally, the proportion of female inmates in Jordan is small

compared to the numbers of male inmates, but yet there are many challenges facing female inmate that prevent their rehabilitation and reintegration into the society.

There lies the importance of this study, which aims to identify the situation of female RRC inmates, especially the extent to which they comply with the provisions of international criteria governing human rights, in general, and those governing the rights of RRC inmates, in particular. This will be particularly useful in determining defects and weaknesses, if any, and identifying the challenges in this area in order to avoid future shortcomings in terms of legislation, the physical conditions surrounding female inmates, or the programs offered to them. As a result, this study will support the efforts being made in Jordan by the relevant authorities in order to develop the RRCs. To achieve the objectives of this study, many points will be addressed and several questions will be answered, mainly speaking:

- ❖ National legislations governing the rights of RRC inmates and the extent to which they comply with international criteria.
- ❖ Infrastructure and the surrounding physical conditions at RRCs and the extent to which these centers meet the needs of female inmates in terms of design, construction, and supporting facilities.

- ❖ Current social, cultural, psychological and rehabilitative care programs received by the female inmates and whether they were implemented based on a clear and consistent plan and policy; and whether the centers are actually fulfilling their goals in reforming and rehabilitating the inmates or that their role is limited to accommodating the inmates.
- ❖ Care received by pregnant inmates before and after childbirth and the extent to which it complies with what was generally stipulated by the international criteria of human rights, and what was particularly stipulated by the international criteria for the treatment of RRC inmates, including children accompanying their inmate mothers and the circumstances surrounding them inside the centers.
- ❖ The availability of effective programs to protect the children of inmates, who live outside RRCs and, if available, the effectiveness of the programs in protecting those children from delinquency as a result of the absence of the mother.
- ❖ The availability and the effectiveness of aftercare programs for female inmates after they are released from the centers, and the impact of these programs in encouraging them not to return to crime and in reducing recidivism.
- ❖ The importance of non-custodial sanctions and the need to resort to them

in some cases as an alternative to imprisonment.

In order to achieve the objectives of this study, the following methodology was adopted in order to collect and analyze the related data and to end up with the necessary results and recommendations:

- ❖ Analyzing national legislation governing the rights of RRC inmates and comparing them with the relevant international criteria in order to define the extent to which they comply with these criteria.
- ❖ Analyzing the results of field monitoring visits to women RRCs, during which the female inmates' real conditions were observed.
- ❖ Personal interviews with RRC female inmates¹.
- ❖ Analyzing statistics related to female RRC inmates, which were obtained from the RRCs.
- ❖ Interviewing RRC directors and some of their staff.

Based on the above, and in order to explore the conditions under which RRC female inmates live, as per the relevant international criteria, we will start in Module 1 with a historical introduction

¹ Questionnaires were specially prepared for distribution among female inmates for the purposes of the present study, but for security reasons related to the Reform and Rehabilitation Centers Directorate, women RRCs preferred to interview the inmates and get the information directly from them.

showing how the concept of “penal institutions” was transformed into “reform institutions” and how these institutions specifically evolved in Jordan. Thereafter, we will review the international and national frameworks governing the rights of RRC inmates. In the Module 2, we will address the conditions under which female RRC inmates live. The third and last module will address the legal and actual challenges in the areas of caring for and rehabilitating female inmates. This module will also include the results and recommendations of the study.

Module 1

The Rights of RRC Inmates as Stated in International and National Laws

The earliest international criteria paid special attention to the rights of RRC inmates and the way they were treated and cared for, in order to ensure their rehabilitation and correction. Besides of the international instruments that provide public protection, as the Universal Declaration of Human Rights (UDHR) and the International Covenant on Civil and Political Rights (ICCPR), special regulations were issued that particularly addressed the treatment and the welfare of RRC inmates. These criteria also paid special attention to female inmates, which

is discussed in Chapter 1. At the national level, there is a set of laws and regulations governing the rights of the RRC inmates, which are addressed and compared to international criteria in Chapter 2.

Chapter 1: International Criteria Governing the Rights of RRC Inmates

The United Nations has approved a set of international instruments that protect and ensure the human rights and fundamental freedoms for all people of different categories, races, colors and ethnic backgrounds. These international instruments also provided for the protection and the care of detainees and persons deprived of their liberty. The most preeminent among them are the Universal Declaration for Human Rights, Article 10 of the International Covenant on Civil and Political Rights (ICCPR) and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment which provide for respecting the prisoners’ and detainees’ rights and stipulate that no one shall be subject to any form of torture.

On the other hand, with respect to the specialized instruments that addressed the RRCs’ inmates, the United Nations set forth rules and instruments to serve as guiding lines on how to establish penal and correctional institutions. The most foremost of these instruments are:

1. Standard Minimum Rules for the Treatment of Prisoners

The Standard Minimum Rules for the Treatment of Prisoners were adopted by the First United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held in Geneva in 1955, and approved by the Economic and Social Council by its resolution 663 on the 26th of July 1958. The resolution asked governments to positively consider adopting and applying these rules, and it required States Party to regularly inform the Secretary-General about the progress made in implementing them, and to harmonize national legislation to become consistent with these rules.

These Rules do not aim to put a detailed description of a model prison system, but they rather to seek consensus that what has been accepted by the international community represents the minimum conditions and principles that must be applied to RRC inmates¹. However, it should be noted that these rules are not legally binding, but are guiding rules that enjoy a moral value, like all other rules and principles of the United Nations². These rules consist of three parts:

¹ The Standard Minimum Rules for the Treatment of Prisoners, Preliminary Observations, which also state that "the rules cover a field in which thought is constantly developing. They are not intended to preclude experiment and practices, provided these are in harmony with the principles and seek to further the purposes which derive from the text of the rules as a whole".

² Thus, they differ from the agreements that have legal value and are subject to ratification procedures by state parties.

Part I of the rules covers the general management of penal institutions, and is applicable to all categories of prisoners, criminal or civil, untried or convicted, including prisoners subject to "security measures" or corrective measures ordered by the judge".

Part II contains rules applicable only to special categories of prisoners, such as prisoners under sentence, insane and mentally abnormal prisoners, prisoners under arrest or awaiting trial, civil prisoners, and persons arrested or detained without charge.

These rules include a set of guidelines for the States to refer to when dealing with prisoners and managing prisons, most importantly, non-discrimination among prisoners on grounds of race, color, sex, religion, political or other opinion, national or social origin, property, birth or other status³. In addition, prisons should provide a well-ordered community life and a safe place for the lives and security of the prisoners. Moreover, the various programs applied in the prison should focus on reintegrating the prisoner into the community by developing his capabilities and diversifying his future opportunities. As well, these rules define a range of rights, including the right to a human treatment, the right to health, the right to education, the right to adequate food (in quality and quantity), the right to recreation and leisure, the right to

³ See the Standard Minimum Rules for the Treatment of Prisoners, Part I (Rules of General Application).

communicate with the outside world, the right to cleanliness and the right to work. They also necessitate recording the information about each prisoner and the circumstances of his arrest.

2. Basic Principles for the Treatment of Prisoners

These Principles were adopted by the General Assembly resolution 45/111 of 14 December 1990, based at the recommendation of the United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held in Cuba in 1990. This international document comprises a set of principles, including¹:

1. All prisoners shall be treated with the respect due to their inherent dignity and value as human beings. There shall be no discrimination on the grounds of color, sex, race, political opinion, or other status. It is, however, desirable to respect the religious beliefs and cultural precepts of the group to which prisoners belong.
2. Except for those limitations that are demonstrably necessitated by the fact of incarceration, all prisoners shall retain the human rights and fundamental freedoms set out in international human rights covenants, particularly UDHR, ICCPR, and the International Convention on Economic, Social and Cultural Rights (ICESCR).

3. Efforts addressed to the abolition of solitary confinement as a punishment, or to the restriction of its use, should be undertaken and encouraged.
4. All prisoners shall have the right to take part in cultural activities and education. In addition, conditions shall be created enabling prisoners to undertake meaningful remunerated employment which will permit them to contribute to their own financial support and to that of their families.
5. With the participation and help of the community and social institutions, favorable conditions shall be created for the reintegration of the ex-prisoner into society.

3. UN Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the Bangkok Rules)

The specific needs of female inmates falling under the criminal justice system prompted the General Assembly to adopt special rules to govern the treatment of female prisoners, as well as the non-custodial sanctions imposed against female prisoners. These rules, known as the Bangkok Rules, clarify that although the Standard Minimum Rules for the Treatment of Prisoners apply to all prisoners without discrimination; they did not draw sufficient attention to women's particular needs. With the increase in the number of women prisoners worldwide, the need to bring more clarity to

¹ These principles as well are not legally binding, but are guiding rules that enjoy a literary value.

considerations that should apply to the treatment of women prisoners has acquired importance and urgency¹.

Due to the negative social and psychological impact of imprisonment on women, their families and their children, as well as to the fact that imprisoning of some women could make their reintegration into society more difficult, the emphasis on giving priority to non-custodial measures for women and the trend towards applying alternative sanctions are among the most important points highlighted in these rules, which the States Party are asked to adopt. Likewise, these rules stress on the need for providing alternatives to imprisonment, especially for women who do not constitute a major threat to society.

Chapter 2: The National Legal Framework Governing the Rights of RRC Inmates

The national legal framework governing the rights of male and female RRC inmates includes the basic covenants that guarantee the rights of citizens, such as the Constitution and the related laws, regulations and instructions. On the other hand, international human rights criteria demand states to take the initiative to amend their legislation in order to become consistent and in conformity with these criteria. Within this context, it is important to review the Constitution of Jordan, the Reform and Rehabilitation Centers Law

No. 9 (2004) and the regulations issued thereunder, in addition to the Crime Prevention Law and the Penal Code.

1. The Jordanian Constitution

The Constitution of the Hashemite Kingdom of Jordan represents the top of the legislative pyramid in Jordan. In Chapter II, it addresses the "Rights and Duties of Jordanians". While in Article 8, the legislator confirms that no person should be arbitrarily detained or imprisoned. In addition, the Constitution confirms to necessarily treat persons deprived of their liberty with respect for the inherent dignity of the human person, as it is shown below:

1. "No person may be seized, detained, imprisoned or the freedom thereof restricted except in accordance with the provisions of the law".
2. "Every person seized, detained, imprisoned or the freedom thereof restricted should be treated in a manner that preserves human dignity; may not be tortured, in any manner, bodily or morally harmed; and may not be detained in other than the places permitted by laws; and every statement uttered by any person under any torture, harm or threat shall not be regarded".

2. The Reform and Rehabilitation Centers Law

The Law of Reform and Rehabilitation Centers No.9 (2004) addresses several

¹ See, Bangkok Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders

aspects, including the management and inspection of Reform Centers, the admission and release of inmates, health care and social welfare available for inmates ,the incentive treatment of inmates and disciplinary violations and penalties, in addition to the tasks and competence of the Higher Committee for Reform and Rehabilitation.

Even though the Reform and Rehabilitation Centers Law No.9 (2004) replaces the Provisional Reform and Rehabilitation Centers Law No.40 (2001)¹, it is considered to be a pioneering step in the area of legislative reform, in terms of recognizing the rights of RRC inmates and developing penal institutions in Jordan. However, it still needs a comprehensive review in order to ensure incorporation of international criteria governing the treatment and rights of inmates into it. The “protection” provided by the current Law does not live up to the protection advocated for by the related international criteria.

As for female inmates, they were addressed only in Articles 14 and 15 of this Law. Generally speaking, it can be said that these two articles are incapable to fully address the specific needs and requirements of women under the criminal justice system. The following are the most prominent notes on the Law:

- ❖ Article 14 confirms that" it is entrusted to officers and members of Women's

Police Department to manage the place allocated for female inmates, and to prohibit any person to enter the place unless accompanied by female police officers". This is consistent with international human rights criteria in terms of the necessity of supervising women centers by a specialized women police force.

- ❖ Article 15 states that "any female inmate shall receive an appropriate treatment based on the instructions of a physician and in accordance with the related rules". Everyone is aware that the phrase "appropriate treatment" mentioned in this Article is a loose and ambiguous one and hard to be practically defined; this gives the staff at the center a discretionary authority to identify the nature and type of this treatment. In addition, legislating the "appropriate treatment", which should be enjoyed by female inmates, in the form of instructions issued by the Minister, will not provide adequate legal protection for those women, as these instructions could be easily modified and modify without any legal complexity.
- ❖ As for health care, the Law states in Article 22 that Ministry of Health should provide inmates with health care and medical treatment. However, it does not necessitate the availability of a female gynecologist at women’s RRCs, which is important due to the privacy of medical issues that a female inmate may

¹ Provisional Law No. 40 of 2001 abolished the Prisons Act No. 23 of 1953.

experience, taking into account the customs and traditions that dominate the society. Moreover, the Law does not stipulate the need to provide psychological care to the inmates. Also, it does not indicate the procedures to transfer sick inmates to the hospital when necessary, especially the measures to transfer pregnant women for treatment or childbirth, including the provision that does not allow using tools that restrict the freedom of female inmates during labor, delivery, childbirth and after delivery.

❖ Regarding disciplinary violations and penalties, there are a number of aspects that need to be addressed, notably, the generalization and ambiguity of some forms of misconduct included in Article 37 of this Law. Moreover, the Law does not explicitly state that two disciplinary penalties could not be combined into a single punishment; nor does it stipulate the inadmissibility of solitary confinement of pregnant and breastfeeding women or mothers who are accompanied by their children in prison. It is extremely important to point out the need for judicial supervision on the legality of some of the penalties that are used to punish prisoners.

❖ As for social services and aftercare of inmates, Article 30 of the Law mandates this task to the Ministry of Social Development to be fulfilled according to available resources, which

means that such care and services depend on the ability of the Ministry to provide them, and are not considered to be obligatory. In view of the important role that the provision of social services and post-imprisonment care to inmates plays in reducing the rate of recidivism, it would have been more feasible if these services were made obligatory so that they harmonize with international criteria¹.

❖ Concerning visits by lawyers, the Law did not indicate the conditions that must be taken into account during these visits, including privacy. Likewise, the Instructions for Managing Reform and Rehabilitation Centers and Guarding Inmates and their Rights state in Article 11 that such visits take place "in the location prepared for that purpose", but they do not stipulate that these visits should be confidential. Furthermore, this Article stipulates a lawyer is "forbidden from contacting his client if there is a court order preventing such communication", a matter which clearly contravenes the right to defense guaranteed by international criteria and national legislation².

1 See, Articles 61, 62, 63, 75, 80 and 81 of the Standard Minimum Rules for the Treatment of Prisoners.

2 Article 13 states that "in accordance with the instructions issued by the Minister, the inmate has the right to: 1. communicate with and meet his lawyer whenever is required; 2. see: copy of the indictment, judgments and decisions issued against him, either directly or through his lawyer; 3. be enabled to inform his family about his place of custody; 4. exchange letters (communicate) with family members and friends and contact them easily; 5. receive visitors unless it was prohibited by the prison's Director; 6. practice his religion; 7. contact his State diplomatic or consular

As for the treatment of female inmates, paragraph (j) of Article 11 of these instructions states that:

1. "A pregnant inmate should be checked on a regular basis by the doctor of the Center whenever necessary on the basis of instructions by the doctor.
2. The female inmate should be transferred to a government hospital if it was not possible to treat her at the Center. In this case, she must be placed under receivership by female police officers.
3. At the recommendation of the doctor, a pregnant inmate should be admitted to hospital to give birth to her child.
4. At the recommendation of the doctor, the necessary assistance should be provided to the female and her child according to available resources.
5. A special place (such as a nursery) should be allocated within women's RRC, where infants and children who are accompanying their imprisoned mothers are placed during the time when they are not under their mothers' care".

It can be noted that these stipulations link available resources to the enjoyment of pregnant women of their rights, which opens the door to escape from providing them with the adequate and necessary care under the pretext of non-availability of the necessary resources. Moreover, these texts were incapable to fully address the special

needs of women, in general, and of pregnant and breastfeeding women, in particular, especially with regard to the fact that in normal circumstances, women give birth in fully-equipped hospitals, and it is exceptional for them to give birth at a reform and rehabilitation center. Moreover, these instructions did not address the issue of providing pregnant and breastfeeding women with a special diet, not mentioning the necessity of not enchaining them during their transfer to the hospital in cases of labor, delivery and immediately after childbirth, in addition to other issues addressed by the previously mentioned international criteria.

It should be noted that due to the nature of the instructions and their ability to be adjusted and changed through simple procedures that do not live up to the procedures and conditions that should be taken into account to amend laws, in addition to the fact that these instructions are not issued by the legislative authority that has general jurisdiction, the rights of RRC inmates, including the rights of female inmates, must be separated and included in the Reform and Rehabilitation Centers Law, or in a separate law which is based on the international criteria governing the treatment and the rights of the inmates at these Centers.

4. Instructions Governing Social Services Provided by the Social Service Offices to RRC Inmates (2008)

These instructions were issued based on Article 30 of the RRC Law. In Article 2 of these instructions, social service is defined as "any service or activity provided by the Social Service Office that would improve the financial, cultural, educational, health, sports or social standards of the inmates and their families".

This Law stipulates the establishment of an office for providing social services for the inmates at each RRC¹. In accordance with this Law, this office will participate in the Inmates Classification Committee, and will conduct a preliminary social study about each inmate that needs a social service to determine the type of the service required for him. In addition, the committee will be responsible for facilitating allowing inmates' children, who are placed in social welfare institutions, to join their mothers and fathers in the center, as well as protecting inmates' children from any potential danger. Also, the committee will participate in arranging religious, cultural, health, sports, vocational and other activities and preparing the necessary social reports about the conditions of the inmates. Moreover, the Social Service Fund will monthly grant JD 20 to each inmate who fulfills certain conditions.

On the other hand, these instructions are criticized for not obliging the Ministry of Social Development to conduct a case study of children of female inmates and make sure that they are living in a caring

and safe environment, especially since the arrest or imprisonment of a woman leaves a dramatic impact on her family and threatens her children who often become more prone to delinquency and homelessness, as it is seen in most cases.

5. Crime Prevention Law and the Penal Code

The Crime Prevention Law No. 7 (1954), which replaced the Crime Prevention Law of 1927, grants the Administrative Governor judicial powers that directly affect the individual's right to personal liberty, including the power to issue arrest or appearance warrants, conduct investigations, listen to affidavits and testimonies of witnesses under legal oath as indicated in the Code of Criminal Procedures. Based on above, the Administrative Governor has the power to issue an arrest warrant against the wanted person, thus to keep him remanded without specifying the duration for his imprisonment, which is known as the "administrative detention". Moreover, the Administrative Governor has the power to put the wanted person on bail to ensure his good conduct and behavior, and at the same time, he has the power to determine the sponsor and the amount of the bail. Article 3 in Crime Prevention Law identifies the cases that support the use of the Administrative Governor to his powers mentioned above, including:

1. Any person who is found in a public or private place in circumstances that

¹ Instructions of Social Services Provided by the Social Service Offices to the Inmates of Reform and Rehabilitation Centers, Article 3.

convince the District Governor that he is about to commit, or help in committing crime.

2. Any person who is used to banditry, theft or the possession of stolen money, is used to protect or harbor thieves, or helps hiding or disposing of stolen money.
3. Any person whose release without a bail might be dangerous to people".

The afore-mentioned cases are much generalized and include loose legal texts; as the phrases like "was about to commit a crime", "any person who is used to" or "dangerous to people" are contrary to the inherent legal principle "no crime and no punishment are confirmed without a legal text"/ "there can be no crime committed, and no punishment meted out, without a violation of penal law". Likewise, these phrases contravene the phrasing of legal criminal texts, the most important requirements of which are clarity and specificity, lest these provisions do not give a pretext for the authorities to violate the freedoms of individuals under the excuse of maintaining law and order. It is also important to note that holding women in detention for their "protection" is not enshrined in the Law among the cases in which the administrative detention can be applied.

Administrative detention is one of the most prominent challenges that criminal justice system in Jordan suffers from, and at the same time, it is considered to be one of the

most prominent challenges facing female inmates; as a large number of these women are administratively detained for many reasons¹.

Because of the negative consequences of this law on the society as a whole, and on women as a group that suffers from the arbitrary application of this law without taking into consideration the implications of administrative detention on them and on their families, this law requires urgent intervention to repeal or amend it a such a manner that ensures the people's personal liberty and safety.

In conclusion of this discussion of the national legal framework governing the rights of female RRC inmates, it is necessary to stress that non-custodial sanctions should be incorporated into the Jordanian Penal Code, as stipulated in international human rights standards, so that judges are enabled to resort to them as alternatives to imprisonment in cases identified by law, due to the negative impact of imprisonment on RRC inmates, especially women.

¹Administratively detained women will be addressed in detail later in this study.

Module 2

State of Female Inmates at Reform and Rehabilitation Centers

Female inmates in Jordan are distributed between two RRCs, namely Juweideh RRC and Um Al-Lulu RRC Women's Detention Center. The two Centers embrace three categories of inmates, namely: a) convicted women, b) women under judicial detention and c) women under administrative detention.

To become acquainted to the status of female inmates in both Centers requires the study of all aspects of their conditions and the extent of their enjoyment of their rights as stipulated by international criteria organizing the rights of RRC inmates and by national legislations. Accordingly, we shall first deal with the material conditions at female inmate RRCs and then shed the light on the care and rehabilitation offered to women inmates before discussing the after care and the role of Civil Society Organizations (CSOs) and the business sector in protecting and promoting the rights of female inmates.

Chapter 1: Physical Conditions at Reform and Rehabilitation Centers

The conditions surrounding the inmates and their life circumstances at RRCs are considered as one of the most prominent factors and elements which endow the inmate a feeling of both dignity and self-

esteem. International conventions at large stressed that the aim of human rights is to maintain and preserve human dignity. In this context, the basic doctrines on the treatment of inmates stipulated that all inmates should be treated with respect as regard their inherent dignity and value as human beings¹. Among matters that should be taken into consideration by states while laying down and implementing their reform policies, is the fact that prison in itself is considered to be a very tough penalty and therefore should not be magnified by the prison conditions thus doubling the penalty and bringing about adverse results.

Within the context of tackling the physical conditions of women inmates at RRCs, we should first give an overview of both Juweideh and Um Al-Lulu RRCs before talking about the infra-structure of each Center and the surrounding circumstances in addition to the causes and types of crimes committed by female inmates.

1. General Description of Reform and Rehabilitation Centers for Women at Juweideh and Umm Al-Lulu

Juweideh Women's RRC is located in the Capital Amman. It is located close to population gatherings which facilitates transport to the Center and to courts hearing the cases of female inmates. The Center was originally designed to become a center for reform and rehabilitation with a capacity of 350 female inmates. The

¹See, Article 1 of the Basic Principles on the Treatment of Prisoners.

actual number of inmates however exceeds the capacity of the Center which became cramped and had an adverse effect on the quality of services extended to the female inmates. The Center contains 39 dormitories. The dormitories which are up to the standard contain an area for sun-bathing and a health unit¹. Each dormitory contains 9-11 single beds, depending on the overall area of each dormitory. In a positive development which took place on 1st March 2010, a dormitory for “Tahween” Program was initiated to absorb female inmates brought in for the first time on cases of misdemeanor. Another type of dormitories was also initiated to adapt and enable female inmates who are soon being discharged, to integrate in the society.

As for other utilities which extend different services, these include the library, a hall for illiteracy, a computer hall, a typing pool, a gymnasium, the mosque, the workshops and the dining room.

Name of Center	Opening Date	Capacity	Actual Number of Inmates at Center
Juweideh	1	350	476 ²

¹ The dormitory is considered to be according to the standards as mentioned by officials at Juweideh RRC if it contains a sun-bathing area and WCs in addition to a number of beds which are commensurate with the overall area of the dormitory.

²This figure was obtained at the time of gathering data for the study on 6/3/2014. It will be adopted throughout this study as a sample to calculate the number of women inmates administratively and judicially detained, the convicted ones, the repeat offenders percentage and types of crimes, bearing in mind that it may increase or decrease according to the number of daily admissions or discharges of inmates.

RRC/Women	January 2001	Female inmate	
Um Al-Lulu RRC/Women	28 October 2013	40 Female inmates	37 ³

As for Um Al-Lulu RRC at Um-Al-Lulu District in Al-Mafraq Governorate, this Center is considered as one located far from population gatherings. This Center was inaugurated on 28/10/2013⁴. This Center was not originally established for this purpose⁵, but was transformed and used for this purpose at a later date. Despite the fact that the Center is called “a detention center”, it houses convicted female inmates (who have been sentenced), as well as women placed under administrative and juridical detention. The Center includes two dormitories. Each dormitory includes 20 multi-storey beds. The capacity of the Center is 40 female inmates⁶. Most female inmates at this Center were transferred to Juweideh RRC/Women.

As for the supporting utilities at the Center, these include a dining hall, part of which was detached for solitary confinement. The Center does not include a library, a gymnasium or clinics as the Center was not designed as a women’s center.

³ This figure was obtained at the time of gathering data for the study. It will be adopted throughout this study as a sample, bearing in mind that it may increase or decrease according to the number of daily admissions or discharges of inmates.

⁴Um Al-Lulu / Women was inaugurated in 2009.

⁵Um Al-Lulu was previously used by the Center as dormitories for guards.

⁶One of the dormitories had 18 female inmates at the time of the visit, while the other had 18 inmates, i.e. a total of 37

Despite the fact that this Center pertains to Um Al-Lulu RRC/ Men, it is located at a suitable distance from the Men's RRC and is completely separated from it. It is fully managed by Women Police as stipulated by international standards.

2. Infrastructure and Physical Surroundings

To become acquainted with the infrastructure and the physical conditions surrounding the female inmates, field visits were arranged to Juweideh RRC and Umm-Al Lulu Women's Detention Center. The following comments were made following this visit:

❖ Juweideh RRC lacks a drainage system. The Center depends on a cesspool in dispensing with the drain water. Accordingly, the problems of the infrastructure were reflected on the nature of health conditions which are prevalent at the Center where bad odors are prevalent and insects which increase at certain periods throughout the year are common, particularly during Summer. On the other hand waste water often leak into the Center and to some of the utilities which are frequented by the female inmates, such as the Dental Clinic¹.

❖ Juweideh Women's RRC lacks periodical maintenance. It is noticed

¹Sewers at the Dental Clinic flooded more than seven times, which affected the health of the female inmates and that of the doctor in charge, not to mention difficulties confronting medical treatment. This was witnessed during the visit conducted on 3/3/2014 to Al-Juweideh RRC.

that the premises are old and the health unit attached to the dormitories is not subject to periodical maintenance as well. This was reflected on the availability of health pre-requisites inside the dormitories and the health clinic attached², while dormitories at Umm- Al-Lulu Women's RRC, particularly the RRC premises are better than Juweideh, due to the fact that is more new.

❖ lighting and natural ventilation at Juweideh RRC are not generally sufficient. Female inmates are suffering from high humidity inside the Center. This was reflected on the health of some of the inmates, some of whom have respiratory diseases. Add to this that artificial lighting is deemed to be insufficient thus causing negative consequences affecting the health of the female inmates³. Regarding the Um Al-Lulu women's detention center, there are problematic related to natural ventilation, as the windows are not opened, because they have not been completed⁴.

²For example, drains in the health clinic have no covers and it has been noticed that insects are found everywhere and emit bad odors.

³Female inmates indicated during interviews that the weak artificial lighting affects their vision. It is noteworthy that Rule 11 of the Minimum Standards stipulates that at any place where prisoners have to live or work, the windows have been wide enough to enable the prisoners to use natural light for reading and work and that they should be installed in such a manner as to low pure air in, whether artificial ventilation is installed or not. Furthermore, artificial light should be sufficient to enable prisoners to read and work without fatiguing their vision."

⁴As of the date on which the study was made, the windows were not opened at Um Al-Lulu because they lacked insect screens. This meant the inmates did not have

- ❖ Heating is provided to the female inmates during winter through central heating which is operated for two hours in the morning and another two hours in the evening. During the interview with the female inmates, they all complained that they suffer from cold weather during winter particularly during evenings, due to the lack of enough covers and the wear of the¹ existing ones.
- ❖ Many dormitories at Juweideh RRC suffer from over crowdedness due to the number of female inmates which exceeds the capacity of the Center. This forced some inmates to sleep on the ground, due to the lack of enough beds. Add to this that some inmates rent their beds to other inmates due to their need for cash².
- ❖ As regards furniture inside dormitories, Juweideh RRC contains separate beds, while Um Al-Lulu Center contains two-storey beds which lack enough protection barriers. Those beds also lack

sufficient natural ventilation, despite the presence of a large number of smoking inmates.

¹ During interviews, female inmates said that there was a lack of covers and that the covers issued to them were old and unclean. Other inmates said that they are sometimes forced to dry their clothes on the central heating radiators due to the fact that there is no place for drying their laundry. This, they said, decreases the efficiency of the heating system. Um Al-Lulu inmates said that central heating was stopped as from the middle of March, despite the cold weather which continued for quite a while thereafter.

² During one of the visits, a dormitory with 11 beds had 14 inmates, which means that 3 inmates do not have beds and sleep on mattresses on the floor. Another dormitory with 21 inmates from a foreign country was monitored. While dormitories of convicted female generally have the allocated number of occupants, it seems that crowdedness is usually observed in dormitories of detained female inmates or those of foreign female inmates.

ladders which facilitate going up and down the upper bed. This forced some inmates to sleep on the floor³.

- ❖ As for solitary confinement, the general conditions of this confinement are considered to be unhealthy and lack the health safety conditions. The presence of a health unit attached to such confinement creates health problems. This confinement lacks overall heating and is also void of a bathing unit⁴.

3. Reasons for, and Types of Crimes Committed by Female Inmates⁵

Many studies have indicated that criminal behavior and its dissemination are closely related to the deterioration of economic, social, cultural and family conditions⁶. During the interview with the female inmates, it was discovered that there was a close relation between the commitment of crime and their family conditions, as regards the dissemination of violence, family fragmentation and the low economic standard of the household in general. The Social Service Bureau at Reform and Rehabilitation Centers emphasized that it had been established, through studies and communication with female inmates over many years, that the

³ Some of the female inmates put mattresses on the floor to sleep on at Um Al-Lulu as one of the inmates fell from her bed due to the lack of enough protection barriers.

⁴ The Minimum Standards for the Treatment of Prisoners (32) stipulates that a prisoner shall not be penalized by solitary confinement or by reducing his food rations before being examined by the physician who shall testify in writing that the prisoner can endure such penalty.

⁵ According to RRC Juweideh/Women, the ages of female inmates range between 18 and 44 years.

⁶ See, Care and Rehabilitation of Prisoners, op. cit.

main reason behind the commitment of crimes by inmates is in the first place family disputes and fragmentation followed by the difficult financial conditions and the declining income of the family.

On the other hand, social studies on female inmates have established the existence of correlations between committing a crime; the severity of inter-family dealings; the declining attention given to the individual, as a result, in many cases, of the large size of the family, matrimonial disputes, the deteriorating economic conditions of the family, failure of the family to understand the individual's needs, creates a hostile attitude towards others and push the individual towards developing criminal behavior towards his family and the community¹.

After identifying the crimes committed by female inmates under judicial detention and female convicts at Juweideh RRC and Um Al-Lulu RRC, it was found that theft was in first position, followed by homicide or attempted murder. Moral crimes came in third place. Crimes committed by female inmates are generally considered medium-grave crimes².

1See: Al-Shunnaq, Nazek, "The Economic and Social Characteristics of Types of Crimes Committed by Female Inmates at Juweideh RRC", Human and Social Sciences series, Yarmouk University, Volume 27, No. 2A, page 1090.

2 Previous social studies emphasize that the most common crimes among the female inmates are those related to prostitution and honor, as well as murder and theft, but earlier studies differ regarding which type of crime ranks first, ibid.

Type of Crime	Number
Intervention to Murder	1
Theft	1
Rape + Cheques	1
Rape + Theft	1
Prostitution and honor crimes (adultery, complicity in having sex with a female)	9
Forgery	1
Perjury + Cheques	1
Not Sufficient Funds Cheques.	2

The following table shows the crimes committed by convicted and judicially-detained female inmates Juweideh RRC³:

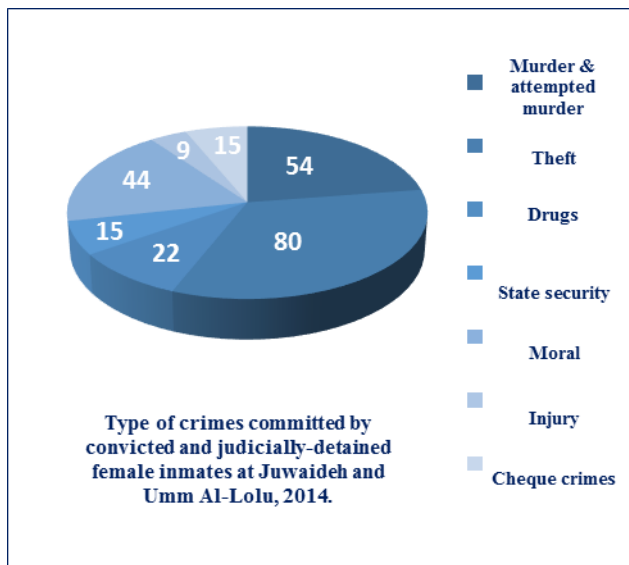
Type of Crime	Number
Homicide and attempted homicide	53
Theft	79
Drugs	22
Cheques	12
Prostitution and Honor Crimes.	41
Injury	9
State Security Crimes	15
Miscellaneous Crimes⁴	12

The following table shows the types of crime perpetrated by convicted and judicially-detained female inmates at U, Al-Lulu RRC⁵:

3 These figures are for the year 2014 as of the date of gathering data for the present, where the number of convicted female inmates stood at 106, the number of judicially-detained female inmates at 137, and the number of judicially-detained inmates at 233.

4 Such as the Crimes of impersonation etc....

5 The number of convicted and judicially-detained female inmates at the time of gathering data for this study stood at 17. The other 20 inmates were held under administrative detention. In other words, the total number of female inmates stood at 37.



Chapter 2: Caring for and Rehabilitating Female Inmates

Rehabilitation is an organized professional process to employ professional, educational, social and medical services for helping a person to practice his various roles in a better way that will contribute in realizing the conformity of a person with the requirements of the environment in which he lives and learns as well as enabling him to develop his capacities in order to depend on himself better and improve his standard of living¹.

Extending care to female inmates and rehabilitating them take various dimensions and forms, including the provision of health conditions inside the RRCs, health, social and psychological care and offering training and rehabilitation. The Care and rehabilitation process in all its various and integral

dimensions has direct effect on changing the inclinations of female inmates towards the society and on changing their behavior accordingly.

1. Classification of Female Inmates.

First and before speaking about the process of classification which takes place after the inmate enters the Center, we must refer to the question of searching the inmates. International standards stressed that “Effective measures shall be taken to ensure that women prisoners’ dignity and respect are protected during personal searches, which shall only be carried out by women staff who have been properly trained in appropriate searching methods and in accordance with established procedures².”

In practice, women are subjected to inspection at RRCs by women who received adequate training on using appropriate searching methods. Female inmates, however, expressed their dissatisfaction towards the searching process implemented as they considered it degrading due to the fact that they take place through the traditional method in which sophisticated alternative machines are not used. The reason behind this is imputed to the shortage of financial capabilities at RRCs, as such machines are quite costly.

¹ Extending Care to and Rehabilitating Female Inmates, op. cit., Page 96.

² UN Rules on the Treatment of Female Prisoners and non-Custodial Sanctions, Rule No. 19.

As for the classification process which is dealt with under the Chapter of Female Inmates Care considered as one of the most effective methods for reforming and rehabilitating female inmates if carried out correctly and accurately. This process is based on the necessity to classify female inmates according to certain criteria and principles. International conventions and minimal exemplary principles on the treatment of prisoners, as well as UN principles on the treatment of female prisoners stressed the necessity and exigency of treating inmates according to conspicuous principles and bases that will contribute to the reform of female inmates.

Classification of female inmates should be preceded by another equally important matter, namely conducting a personal study on the various aspects of the personality of the female inmate in order to obtain a certain amount of information that could be useful in implementing the measure sentenced. Inspection by nature is a technical action that requires the collaboration of a group of specialists, each of whom should examine a certain aspect—a matter which will help in the classification process¹. The process of examining female inmates should concentrate in its various basic aspects on mental examination and on psychological and social examinations.

The classification process at the RRC takes place through the Classification office

¹ Women's Prisons, Mustafa Al-Turki, Nayef Arab Academy for Security Sciences, Riyadh, First Edition, 1997, Page 71.

which includes one of the Public Security female officers, a female social researcher and a psychological guide all of whom study the various aspects related to the female inmate². As for the classification criteria, the RRC Law stipulates in its eleventh Article on the following: “A. Detained inmates must be separated from convicted inmates. B. Inmates should be classified to categories according to age, type of crime and its degree of seriousness the duration of the penalty in order to separate one category from another”.

The practical reality indicates that the classification process is not in conformity with the text of the RRCs Law and thus it is not in conformity with human rights international criteria within this context. It had been established through monitoring, field visits and the interviews conducted with female inmates that inmate classification is not implemented as specified by law to ensure their rehabilitation, as some dormitories include foreign female inmates holding a specific nationality regardless of their category (detained or convicted) and the type of crime committed. This was justified by saying that foreign inmates wish to stay with each other. Furthermore, it had been noticed that females remanded administratively in custody live in dormitories with convicted inmates who committed crimes of various types and seriousness (adultery, murder,

²The Social worker at Juweideh RRC holds a diploma in sociology, while the psychological worker holds a BA in Psychology.

precautionary detention). As for the dormitories embracing convicts, there is also no commitment towards classifying the inmates, as one dormitory included inmates who committed murder and others who committed fiscal crimes (cheques) or crimes related to honor such as adultery and drug crimes. It is understood that the crimes mentioned above are different from each other with regard to the type of crime, duration of the penalty and the degree of seriousness.

The question of over crowdedness, the increase in the number of inmates who exceed the capacity of the Center, the shortage in dormitories and the narrow space of some, the failure of some dormitories to meet the specified standards and the failure to realize the importance of being committed to classification are among the most important reasons behind the lack of classification among inmates.

It is noteworthy that non-commitment to the standards and bases of classification could be reflected on all the efforts made to reform and rehabilitate the female inmates, since the first step to this effect does not take place in a way that guarantees the success of the following steps. Mingling among female inmates of different ages and crimes and the seriousness of the crimes they committed could lead to passive results as they could commit after their discharge more serious crimes resulting from acquired criminal characteristics derived by less serious inmates or by inmates entering prison for

the first time in their life, from highly dangerous inmates

2. General and Personal Hygiene of Female Inmates and Availability of Clothing

The Minimum Rules on the Treatment of Prisoners stress the necessity that inmates should take care of their personal hygiene and that they should be provided with the materials and suitably-heated water for bathing at least once every week¹. Female inmates in particular should be provided at their lodgings with the facilities and materials necessary to meet their hygiene requirements².

Upon reviewing public cleanliness through field monitoring, it had been noticed that the level of public cleanliness at Juweideh RRC is very good as regards the aisles and the RRC halls, with the exception of the buffet which offers hot drinks which was below the required standard.

As regards the female inmates' dormitories, it was found out that the standard of cleanliness there differed and that cleanliness in dormitories of foreign inmates was low.

RRCs Department delivers to each dormitory there the cleaning tools required.

¹ Article 15 of the Minimal Ideal Rules on the Treatment of Prisoners at RRCs.

² UN rules on the Treatment of Female Inmates stressed the necessity of providing female prisoners with the women's hygiene special requirements free of charge and to provide with water regularly for the personal care of women and children, particularly women carrying out cooking duties and those pregnant or breast-feeders, or those undergoing menstruation.

All female inmates interviewed indicated that these tools were not sufficient for meeting the hygienic needs of the inmates. This forces some inmates to purchase at their own expense their cleaning tools. This, they said, imposes extra costs on some of them while others do not possess enough money to buy such tools, especially the inmates who do not receive financial support from their families. Female inmates buy their special hygiene requirements at their own expense in contravention to the UN Rules on the Treatment of Female Prisoners which stressed that those requirements should be provided free of charge.

As regards the provision of hot water for bathing requirements, the system implemented is to provide female inmates with hot water twice a week. This however is not fully implemented, as hot water reaches dormitories in most cases only once a week. On the other hand, hot water may finish before all inmates have a bath due to the large number of inmates in some dormitories, thus forcing some female inmates to bathe with cold water. Another passive challenge which causes confusion at the Center Administration is the problem of occasional water disruption, particularly at Juweideh RRC.

Female inmates wash their clothes and bed sheets using a primitive method before spreading them out to dry at the RRCs or on the central heaters or by exposing them

to the sun¹. This means that covers and clothes are not exposed to sun rays and are not washed and sterilized by electric machines –a matter which does not guarantee their absolute cleanliness. During field visits, it had been observed that the bed covers of female inmates are not clean as required and that most inmates do not pay much attention to their personal hygiene. Some inmates said that they lacked enough clothes which they are unable to buy due to money shortage.

As for the health units (WCs) attached to the dormitories, it had been noticed that the number of these units is small compared to the number of female inmates. It had also been noticed that most health units are void of tools of personal hygiene, such as soap and that some had bad odors while others had no sewage pit covers which help insects to spread around. The units and the dormitories were also void of rubbish bins thus contributing to the low standard of cleanliness in general.

As for clothes, the female inmate is allowed to bring in almost five pieces of clothes to the dormitory at one time, while keeping the rest of her clothes in her suitcase at the baggage checkroom. Thus their clothes are kept in suitcases without ventilation. There also no cupboards to keep clothes inside in a proper way. Some female inmates suffer from a lack of clothes due to their inability to afford buying them and their families' failure to

¹ The yard where inmates can get sun exposure does not have enough space for hanging laundry.

provide them with clothes. It is noteworthy that the RRC Directorate at times provides inmates with monthly advance payments to enable those who cannot buy clothes, cleaning materials and other requirements to do so¹.

3. Provision of Food and Water

International criteria organizing the rights of RRC inmates, particularly the Minimal principles for the treatment of prisoners, have stressed that RRC administrations should provide each prisoner at the usual hours with a meal that would provide him with calories enough to maintain his health and power in addition to potable water whenever needed.

Female inmates had expressed their dissatisfaction at the food offered in general, particularly the lunch meal. This forces some of them to purchase foodstuff in lieu of the lunch meal². The inmates had indicated that the situation somewhat improved at Juweideh RRC after signing a new agreement with a catering company. At Um Al-Lulu Center, there is no catering company. Some female inmates had indicated that meals are sometimes served

in an inappropriate way, i.e. by filling the meals in packets prior to their distribution.

As for potable water, such water is not provided at the RRC free of charge, but is bought by inmates from the RRC grocery. This inflicts on them additional costs. It is noteworthy that foodstuffs and other items sold at Juweideh RRC grocery are highly costly together with the hot drinks served at the Center's buffet, compared to the financial status of the female inmates.

4. Health Care

Medical care extended to the inmates is among the issues that play an important role in maintaining the dignity of female inmates, their rehabilitation and their integration in the society after their discharge from RRCs as healthy individuals capable of supporting themselves and other members of their families. The responsibility of maintaining the health of female inmates is that of the State which should provide a free medical care that would preserve mental, physical and psychological health of the female inmates. This duty, at the very beginning, requires that the State should take care of the preventive health of the female inmates through providing them with adequate health and environmental conditions at the Centers. This would protect inmates against suffering from chronic diseases.

The Jordanian Ministry of Health, through the Health Directorate, carries out health supervision over RRCs located in areas under its jurisdiction in addition to

¹ During the visit which took place on 15th April 2014, an advanced payment was extended by the RRCs Director to meet the requirements of female inmates who do not possess enough cash. Juweideh RRC grants money incentive to needy inmates within the scope the mandate of the Director of the Center.

² Some inmates reported that lunch meals, particularly meat, are usually not well-cooked and that they taste bad. A number of female inmates indicated that the meals are not sufficient.

observing the health conditions related to the cleanliness of the Center and the food and clothes of inmates¹. Within the context of talking about health care extended to female inmates, We shall tackle the medical examination conducted upon entry, the preventive health care, the medical and psychological health care and the care extended to pregnant women and their children.

A. Medical Examination upon Admission to the Center

International standards, especially the UN rules for the treatment of women prisoners, emphasize that a medical examination should be conducted upon admission into prison in order to identify their health condition for the following purposes:

- A. Identifying their primary healthcare requirements.
- B. Verifying the diseases suffered by the female inmates, particularly sexually transmitted and blood-borne diseases, provided that female inmates are given the chance to undergo an HIV test.
- C. Identifying the inmates' needs of mental care, including psychological disorders and the risks of committing suicide and self-injury.

- D. Identifying information related to the inmate's reproductive health, including the number of pregnancies and childbirths, cases of sexual abuse and other forms of violence, as well as cases of drug addiction².

Accordingly, a medical examination is conducted for every female inmate immediately upon her entry to the RRC. The exam conducted however is merely a superficial exam done through an outside examination where the female inmate is asked whether she was pregnant or not and whether she suffers from diseases without carrying out any lab tests to make sure that she does not suffer from chronic or contagious diseases, particularly serious diseases. This however hinders the diagnosis of primary health needs of the inmate which meet and are in conformity with the above mentioned international criteria.

The medical records of female inmates do not include comprehensive information on the medical status of the female inmate prior to her entry into the RRC, particularly the information related to her reproductive health and whether she had been subjected to violence or rape³. It is noteworthy that

¹ Article 23 of the Jordanian Reform and Rehabilitation Centers Law.

² UN Rules on the Treatment of Female Prisoners, Rule 6.

³ The Information Form filled by the RRC physician includes a set of data such as (asking the female inmate if she suffers from diseases, the type of those diseases and if she underwent any surgery, the physician in charge, contagious diseases, does the health condition of the inmate permit him to work at the Center, the personal characteristics of the female inmate such as her eye sight, audition, whether the inmate wears spectacles and whether she is a smoker or not) This information is filled through

the files of female inmates who do not suffer from diseases or who do not show up at a hospital or clinic have information written on the entry sheet filled by the RRC physician upon their entry for the first time to the Center.

During the interviews conducted with female inmates, the inmates expressed fear and concern that the lack of comprehensive examinations would make them subject to infections from other inmates who may be carrying contagious diseases, especially inmates jailed for moral reasons.

B. Preventive Health Care

Preventive health services include raising the awareness of the female inmates and providing them with the information related to sexually transmitted and blood-borne diseases and information on the women's health conditions. They also include the provision of preventive health care measures through periodical tests aimed at detecting various diseases including various cancers, particularly breast cancer¹.

Within this context, health awareness lectures are quite little and could hardly be mentioned. RRCs are void of constant health programs that are continuous and implemented in

accordance with a specific and clear training curriculum that would disseminate health awareness among female inmates and would provide them with the necessary information on diseases. On the other hand, periodical tests to discover some diseases such as breast cancer or some inflammations are not conducted for the inmates at RRCs.

As for the provision of a health environment that will reduce the percentage of diseases among female inmates, high humidity, particularly at Juweideh RRC and the permission of smoking inside dormitories had created a bad and detrimental health situation among the inmates. Many female inmates had indicated that they are suffering from respiratory diseases due to the lack of health precautions inside the dormitories, particularly what is related to smoking in those dormitories.

It is noteworthy that among the most important health problems suffered by female inmates are respiratory inflammations, back aches, itching and allergy, asthma and high blood pressure. Female inmates suffer from these diseases after being locked-in due to the health conditions surrounding them.

On another hand, there are sexual relations practiced among female inmates². This reflects the absence of enough awareness among inmates on the dangers of such acts and their

a superficial examination and through asking the patient only about the diseases she suffers from.

¹ See: UN Rules on the Treatment of Female Prisoners and Non-Custodial Sanctions.

² Female inmates emphasized during interviews that such sexual practices do occur.

meager sex culture due to the poor scientific and cultural standard among most of them. This develops day after day and the inmate finds herself involved, thus becoming delinquent and suffering from physical and psychological effects. What makes this more difficult is the difficulty to integrate her in the society.

Sexual relations raise another issue, namely that of implementing the khulwa (legitimate-conjugal visits) which is considered one of the methods that prevents female inmates from becoming delinquent, promotes and maintains the family bonds, facilitates the integration process into the society after release, and alleviate her solitude and isolation.

However such programs are neither implemented nor activated usually due to social and cultural limitations in addition to the lack for potentials and the shortage in places allocated for this purpose, despite that Article 20 of the RRC law provides for the implementation of conjugal visits “Every convict (whether male or female) sentenced to imprisonment for one year or more are eligible to be granted “conjugal visits” with his/her spouse in a place within the RRC that will be designated for this purpose and meets the conditions of such visits in accordance with instructions issued by the Director”.

C. Curative and Psychological Health Care

International criteria stressed the necessity to provide female inmates with health care services that are at least equal to the services available within the community, that every prison should have at least one qualified physician who is conversant with psychological health, that every inmate should be able to make use of the services of a qualified dentist, that every prison should make available the services extended by hospitals and that all tools and pharmaceutical products should be enough to provide patients with care and medical treatment¹.

Juweideh RR Center embraces in fact a clinic supplied with humble equipment and a small medical team comprising a nurse, a general practitioner and a dermatologist who visits the Center once a week. The Center however does not include a female physician who could meet the needs of female inmates. Medical emergency cases are dealt with at the Center through summoning the nurse on duty at Juweideh RRC/men to examine the female inmate and refer her if necessary to the hospital. It must be mentioned that there are some problems related to emergency cases and their transfer to hospital as soon as possible due to security implications at RRCs in general.

¹ See Minimum Standards for the Treatment of Prisoners, Article 22; UN Rules on the Treatment of Female Prisoners and non-Custodial Sanctions.

As for dental health, Juweideh RRC includes a dental clinic supervised by a qualified dentist. The weak infrastructure at Juweideh RRC is among the factors that affect the work of the medical staff at Juweideh Prison/Women where drainage water leaked into the dental clinic more than once thus hindering the availability of an appropriate medical atmosphere and also affects the health of the dentist and the patients.

It is noteworthy that the medical equipment used in therapy (medical wastes) is dispensed with scientifically through placing these wastes in their proper place and sending them to the authorities concerned.

As for psychological health, the services extended to female inmates at Juweideh RRC are not sufficient, as inmates suffer from various psychological disorders as result of their psychological and family environment in which they were raised and committed crimes, in addition to the general atmosphere prevalent in prisons and its effect on the female inmate where she feels alienated and where some have thoughts about committing suicide. It is worth mentioning that a medical file is opened for inmates who had committed certain crimes such as murder or those who conspicuously seem to be suffering from psychological disorders, while other inmates are not subject to psychological studies.

A Psychiatrist visits Juweideh RRC once a week. Upon comparing the number of female inmates with the psychological staff represented by a psychiatrist who visits the Center four times a month, this does not seem enough to meet the requirements of the inmates. This seems clear through the dispensing drugs to the inmates and through the interviews conducted with some of them who said that they avoid going to the psychiatrist despite their psychic troubles and lack of sleep as the psychiatrist only offers them drugs which are detrimental to their health in the long run, especially after they stop using them.

As regards Um Al-Lulu Women's Detention Center, this Center does not include a women's clinic, but uses the services of the men's physician if needed. If the female inmate requires the services of a dentist, she is treated at the health center in the Governorate while being under escort. The reason behind the lack of medical services at Um Al-Lulu Women's Center is the non-existence of the required premises and utilities as the Center had not been designed as a RRC.

It is important to point out, in the context of health care services, to pay special attention to the needs of the women inmates with disabilities. Some women inmates suffer from kinds of disability that require the provision of

special needs and physical facilities in detention places.

Within the inmates' health care framework, it is crucial to afford special attention to the disabled female inmates. There are two disabled female inmates at Al-Juweideh Correctional and Rehabilitation Centre; one suffering from a mild hearing impairment and the other puts a prosthesis limp for her left arm. The disabled female inmates meet the attending physician when needed. Prosthetic inmates are not allowed to keep their artificial limps inside the dormitories for security considerations; instead they keep them at the deposits. In light of the foregoing, it is important to stress on the importance of providing the correctional and rehabilitation centers with the proper physical facilities and to provide disabled female inmates with the special health care.

D. Maternal and Child Care

Pregnant or breast-feeding inmates should receive instructions regarding their health and diet in accordance with the UN Rules on the Treatment of Female Prisoners. This should take place within the context of a nutrition regime prepared and supervised by a qualified nutritional specialist. This should also take place in a healthy environment with an opportunity that pregnant women, infants, children and breast-feeding mothers should exercise

sports regularly free of charge¹. The Minimal Ideal Principles on the Treatment of Inmates stressed the importance of providing RRCs with the necessary premises for medical treatment before and after birth. It is also imperative, whenever possible, to enable female inmates to give birth at a civilian hospital, but if the infant is born in prison this should not be mentioned in his birth certificate².

The number of pregnant inmates at Juweideh RRC reached 20, while there was only one pregnant woman at Um Al-Lulu RRC³.The pregnant woman receives some of the vitamins and minerals required. It was, however, noticed that some of the pregnant inmates failed to take any type of vitamins which resulted in some of them suffering from anemia, in addition to the failure to visit the physician to check on the baby and undergo the necessary medical tests required. This caused some of the pregnant inmates to suffer from some of the common diseases which are associated with pregnancy,⁴ in addition to the fact that the Clinic pertaining to Juweideh RRC lacks the medical equipment for examining pregnant women. As for the

¹ Rule 48 of the UN Rules on the Treatment of Female Prisoners and Non-Confinement measures related to criminal Women.

²See Principle 23 of the Minimum Ideal Principles on the Treatment of Female Prisoners.

³ This statistic is of the time of preparing the study in 2014.

⁴ Some of the pregnant inmates suffered from inflammations because they did not adhere to undergoing periodical medical examinations. This forced one of them to enter hospital as an emergency case suffering from acute inflammation.

nutrition regime, the pregnant inmate does not see any nutrition specialist nor does she receive any preference in treatment as regards nutrition. Add to this that the pregnant woman is not granted before and after birth the necessary psychological care where she is normally subject to depression, particularly post-natal depression.

According to Juweideh RRC, most births usually take place at the hospital where the woman is not handcuffed upon taking her to the hospital to give birth, but under certain emergency circumstances, delivery takes place at the Clinic pertaining to the Center¹. The child's birth certificate must not contain any information indicating that the child was born at the RRC. We must however emphasize that the Center's Medical Clinic should be renovated to become suitable for emergency deliveries and should also be provided with medical staff capable of dealing with such cases.

Juweideh RRC embraces a children's care home which looks after the inmates' children between one and three years, while Um Al-Lulu Center is void of a nursery. The Juweideh nursery is supervised by a lady official pertaining to the Ministry of Social Development who provides children with clothes, food and suitable toys. The woman in charge of the nursery says that the child remains with his mother at the nursery

until 5.00 p.m. Thereafter, he is moved with her to a special dormitory called the "incubating dormitory", but there is a question about the prospects of providing the mother and her child with a bedroom due to over crowdedness, excess of inmates over and above the RRC capacity and the shortage in the number of the dormitories.

The following table shows the number of children accompanying their mothers during the years 2011-2014:

Year	Number of Children
2011	10
2012	10
2013	6
2014	1

As for the material circumstances surrounding the nursery, those circumstances lack some health conditions, as the nursery is void of windows and thus lack both illumination and ventilation². It is worth mentioning that any child exceeding the age of three years is sent to a care home or to the family of the inmate as requested by her and according to the prevalent situation and conditions. No one can deny the difficulty of separating the child from his mother at this age. At the same time, it would be quite difficult to keep the child with his mother as this requires many

¹ Some of the inmates on the other hand said that many births took place inside the clinic pertaining to Juweideh RRC.

² Children's mattresses seemed old. It is worth mentioning that, during the preparation of the study, the Nursery did not have any child who was accompanying his mother at the center.

exigencies. This makes us stress the necessity to find alternatives for imprisonment and confinement in order to protect the family and preserve the interests of the child involved.

5. Social Welfare

Article Two of the Social Services offered by the Social Services Offices to the inmates of RRCs defined social service as being “any service or activity offered by the Social Services Office to improve the standard of the inmates and their families financially, culturally, educationally, medically, sport-wise or socially.”

The care or social services office at the RRCs pertaining to the Ministry of Social Development extends social services to the female inmates through social researchers, as every center has two female social researchers entrusted with studying the social status and the problems related to the female inmate and extending the necessary help required. Article 5 of the Social Services Instructions¹ defines the tasks of the Office as follows:

- ❖ Participating in the Inmates Classification Committee and acquainting the inmates with the services extended by the Ministry.
- ❖ Conducting the preliminary social study to define the type of service required for him/her or his/her family.

¹ Instructions on Social Services Provided by Social Service Offices to Inmates of Reform and Rehabilitation Centers, issued in 2008 by virtue of the Reform and Rehabilitation Centers Law.

- ❖ Facilitating the visits of children deposited in care institutions to their fathers and mothers at Reform and Rehabilitation Centers.

- ❖ Preparing the social reports on the conditions of inmates.

Within the framework of social service, the National Aid Fund (NAF) grants every female inmate a monthly cash payment and the auxiliary and physical rehabilitation equipment required by needy inmates².

Article 5 of the Social Services Instructions is considered responsible for making the conduction of the primary social study subject to the inmate’s request. Such study is supposed to be conducted upon the entry of every inmate to the RRC in order to understand the social conditions of every inmate and extend to him the social services according to the results of the study. The information resulting from such studies contribute to a data base on the inmates and reasons behind their commitment of crimes. This will contribute to laying down solutions and policies aimed at curbing crimes. Such studies also contribute to laying down the appropriate rehabilitation and reform programs for the inmates.

As for the number female social researchers, two researchers are currently stationed at Juweideh and Um Al-Lulu RRCs, which is not sufficient compared to the number of female inmates at each

² Article 6 of the Social Services Instructions.

center. This hinders the activation of the role of the social researcher as stipulated by law. Add to this that some researchers do not hold the qualifications required for this position¹.

It is understood that social care in its broad spectrum aims at helping an inmate to adapt with his new life since the very first day of entering the RRC and at enabling him to solve the problems and meet the challenges he faces with other inmates or with the outside community, particularly his family. It also aims at helping him to obtain various services. Upon reviewing the broad spectrum social care, we find that the social care services extended to the female inmates at RRCs are still limited and traditional and are not extended within a clear and integral program that could meet the social care requirements of female inmates.

The following table shows the number of studies conducted for female inmates between the years 2011-2014, bearing in mind that these studies are conducted for many purposes, including family relations, extending urgent cash aid, or sending children of female inmates to foster homes.

Year	Number of Studies
2011	120
2012	125
2013	130

¹ At the Juweideh RRC, one social worker holds a diploma in social studies, while the other holds a BA degree specializing as a home room teacher.

It is noteworthy that civil society organizations (CSOs) play an active role in the field of extending services to the female inmates, such as the Inmate Care Association which offered various types of aid to female inmates. Such aid included spectacles, clothes, shoes and other women's requirements in addition to cash incentives and aid to pay off court fines².

6. Protecting Children of Female Inmates

The question of extending care to the children of female inmates is extremely important due to the difficult psychological and family circumstances they face, particularly the absence of a mother from home which causes passive effects to the family and could result in many cases in the loss of the children, their vagrancy and their entry into the criminal world. This was quite clear during our interviews with female inmates and our inquiry about their children.

Social Services Instructions in its Article 7 read as follows:

“The Ministry of Social Development (MSD) shall extend, in cooperation with other parties concerned, the following services to the inmates and their families according to the potentials available:a) Protecting the inmates' children who are

² Among other societies which also extend various services to female inmates is “The Human Being is Our Most Precious Asset.”

subject to danger and placing them in social institutions which extend care to their peers if necessary”

It has been noticed that Article 7 on extending care to inmate children linked this step to the potentials available to MSD and the parties concerned that leaving the door open for its non-implementation under the pretext of the potentials unavailability.

Female inmates who had been interviewed said that their children face several psychological and family problems in their absence and that there is no real follow-up and study of their children’s conditions which could lead to their children’s delinquency, especially as some of the spouses of female inmates are ex-cons and are placed in male RRCs at the same time. This requires concerted efforts to curb the passive effects of the mother’s imprisonment and to think seriously of finding alternatives for imprisonment and enact laws to this effect.

7. Education and Vocational Training

A. Education Programs for Female Inmates

Education and vocational training programs are of great importance in rehabilitating female inmates and intergrating them again in the society, as the educational standard of most of them is low and because they come from social environments suffering from poverty and ignorance at the time.

Within the context of the right to education RRCs provide female inmates who did not have the chance to learn, with education through illiteracy classes. The Ministry of Education (MoE) is responsible for providing teachers and paying their salaries. Sometimes the teachers are chosen from among the qualified inmates. Juweideh RRC has a teaching hall from Primary One to Primary Six that could accomodate 48 female inmates. The inmate wishing to join undergoes an exam to determine her standard and the appropriate class required. The Ministry of Education (MoE) curricula are used for this purpose. It is noteworthy that Um Al-Lulu Center has no teaching hall, curricula or illiteracy classes.

It has been noticed that the number of beneficiaries is quite few, as joining such programs depend on the desire of the inmate herself instead of an integral program laid down by the authorities concerned and applied on the inmate since the moment she enters the RRC. The female inmate who wishes to complete her secondary studies may do so at her own expense. The Center’s Management extends the necessary help in cooperation with CSOs, if the inmate is financially unable to pay for her education. The following table shows the number of beneficiaries from illiteracy programs during the years 2011-2014 at Juweideh RRC:

Year	Number of	Supervision
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	Female Participants	
2011	18	Ministry of Education
2012	20	Ministry of Education
2013	22	Ministry of Education
2014	24	Ministry of Education

As for the computer and English language course, those are held in accordance with an announcement circulated among female inmates. Those who wish to join may register. It has been however noticed that such courses are few and that beneficiaries are little as these course are voluntary and because of the absence of a clear training program for the inmates that should be applied as from the moment they enter the RRC. The following table shows the number of computer and English courses held from the year 2011 at Juweideh RRC:

Year	Type of Course	No of Courses	Held By	No. of Participants
2011	ICDL Course	1	Ministry of Education	8
2012	English Language Course	1	King Abdullah Training City (KATC), Language Institute	9
	ICDL Course	1	KATC, Language Institute	9
2013	Basic PC	1	KATC,	11

	Course		Language Institute	
	English Language Course.	1	KATC, Language Institute	11
	Training Trainers Course	1	Communication and Information Technology Directorate	7
2014	English Language Course	To be determined	KATC, Language Institute	
	ICDL Course		KATC, Language Institute	

B. Vocational Training

Vocational training is one of the methods which contribute to the rehabilitation and reform of female inmates through helping them to gain certain vocations and skills that will help them in setting up their own enterprises or find a job upon their discharge from the RRC. This will help inmates in obtaining an income and will make them financially independent thus keeping them away from returning to crime and strengthen the past care process.

The Juweideh Women's RRC embraces workshops for training women on some vocations, but the Center lacks a specialized vocational School similar to the schools existing throughout the Kingdom, where female inmates could receive theoretical vocational education and practical or applied vocational training. Um Al-Lulu Center however

has no workshops or halls or training courses.

The female inmate, as it is the case in education, enrolls in the vocational training program she desires, but there is no specific program applied to the inmate as from the moment she enters the RRC to enable her to master a vocation. According to the instructions issued by the RRC Department, the Vocational Training Corporation provides trainers and training tasks as stipulated in Article 11/I of the Instructions. It is noteworthy that the Vocational Training Corporation did not hold any training course for the female inmates during the last five years. This is considered to be a violation of the rights of the female inmate who should receive the training necessary for rehabilitating and helping her upon her discharge from prison to depend on herself and find a source of income. The Vocational Training Corporation imputes this failure to the poor potentials and resources available.

A group of female inmates work at the workshops at Juweideh RRC where they start work at 8.30 am and finish at 12.30 pm. Each of them receive s a monthly salary varying between 20 and 25 Jordanian dinars which is considered quite low compared to the tasks performed by the female inmates whose products are sold. We wish to stress that inmate products are not being sold and marketed perfectly.

The following table shows the number of female inmates working in various vocations at Juweideh RRC in the year 2014:

Vocation	No. of Working Female Inmates
Embroidery	33
Sewing	30
Sweets Manufacturing	2
Cosmetics	3
Cleaning	1
Beads and Candle Manufacture	25
Total	94

8. Religious and Cultural Care, Sports Leisure

According to the Minimum Standards for the Treatment of Prisoners, every prison should be supplied with a library designated for use by all categories of prisoners. Such library should contain recreation and cultural books that encourage inmates to make use of them to the furthest extent¹. Those Rules also stressed the same principles. If the prison contained a sufficient number of prisoners of the same religion, a qualified representative should either be appointed or approved to carry out this task of representation. The rules further emphasized the necessity to provide inmates with sports and recreational education during the period allocated for exercises and to provide them with

¹ See the Minimum Standards for the Treatment of Prisoners, Rule 40.

the premises and equipment required for this purpose¹.

Within this context, religious guidance sessions are held for female inmates in cooperation with the Ministry of Awqaf . Those sessions are held occasionally and at wide intervals. They should be held as part of integral and comprehensive programs for religious reform and guidance and must not depend on a certain method or guide.

As regards cultural care, Juweideh RRC embraces a library supplied with very humble furniture and books. The books lack diversity and it appears quite clear that those books were not selected according to conspicuous criteria that fulfill the cultural needs of female inmates and are commensurate with their cultural and educational standard. Upon reviewing the books available in the library, it seemed clear that most of them are repeated and had been gathered from more than one source². On another hand, no activities which could encourage female inmates to read inside the library are held. The Ministry of Culture holds cultural activities for female inmates during the holy month of Ramadan, but these activities are held at wide intervals and lack continuity and steadfastness. These

activities are merely linked to certain occasions. It is worth mentioning that during the years 2011-2014, five plays were performed for female inmates at Juweideh RRC.

As for Sport exercises, Juweideh RRC has a gym hall containing 8 sports machines, two tennis table and a chess. No special activities are held at the gym hall, but the hall is opened for female inmates during certain hours³. As for leisure hours, it has been noticed during field visits that female inmates spend their time at the dormitories or in aisles, doing nothing useful for themselves or their future.

As regards Um Al-Lulu Center, this Center does not witness any religious or cultural activities. It also lacks a library, a gym hall and all other vital utilities.

9. Contacts with the Outside World

International standards governing the rights of RRC inmates emphasize the importance and necessity of maintaining a constant link between the inmate and the outside world. In this context, the **United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders** encourage female inmates to contact members of their families, including their children and their children's guardians and legal

1 Ibid, Rules 21 and 41)

2 For Example, the books "The Great Arab Revolution" is found on three different shelves in the library. Among the books that do not suit this group of readers, are: Designing Education, Operations Research, Principles of Surgery, and The Psychology of Play.

3 The woman in charge of the sports hall holds a Secondary School certificate

representatives¹, stipulate that “Visits involving children shall take place in an environment that is conducive to a positive visiting experience, including with regard to staff attitudes, and shall allow open contact between mother and child. Visits involving extended contact with children should be encouraged, where possible”².

The International criteria paid special attention to the links, visits and communications linking the inmate to the outside world, as these include two important aspects, one social and one economic. The visits and communications received by the inmate are usually accompanied by financial support that contribute to fulfilling the material needs of the inmate, in addition to the great moral role it plays in supporting the inmate psychologically. Therefore, the deprivation of visits or the lack of carrying them as required will lead to isolating the inmate from his society and making him feel deep isolation.

Within this context, female inmates are visited by her family and relatives three days a week. Each visit lasts between 20 and 30 minutes. They take place via special cabins. Female inmates are allowed to make a 5-minute telephone call once a week only. Four telephone

booths are allocated for this purpose³, where the female inmate could make another telephone call exceptionally during the week. It must be noted that some female inmates do not receive visits while some others receive few visits because the RRC is located far from the homes of her family or relatives or because of her family’s renunciation of her crime.

Among the challenges and problems faced by female inmates the short duration of the phone calls and their insufficiency in view of the over crowdedness are inside the telephone booths which are also few in number⁴. This prevents the female inmate from maintaining contact with her family or any other person she wishes to talk with. On the other hand, the female inmates’ telephone conversations do not enjoy the necessary privacy and confidentiality.

Visits by children to inmate mothers are among issues that need special attention and efforts to develop its mechanisms, as they take place in a way that does not meet international criteria and are not considered positive for the child and the mother as well. The children’s visits to their mothers take place during the approved visit days and in the places allocated for this purpose. Such visits could exceptionally take place for 15 to

1 UN Rules on the Treatment of Female Prisoners and Non-Custodial Sanctions for Women Offenders, Rule 26.

2 Ibid, Rule 28.

3 One of the cabins at Juweideh RRC was out of order on the date of the visit made on 3/3/2014.

4 Particularly at Juweideh RRC/ Women.

30 minutes in one of the offices inside the RRC. The mother inmate meets her children while wearing the prison uniform, while her children are searched in the traditional way without any consideration to the harm inflicted on the children's psychology. Some inmates said that they refuse their children's visits under the aforementioned circumstances.

As for the visits paid by the lawyers of the female inmates, these were limited to three days a week. It has been noticed that the venues of such visits do not guarantee the necessary privacy and confidentiality. Some lawyers, due to the searching process which is carried out manually, refrain from visiting their clients due to the measures which they consider degrading. This makes it imperative to think of providing RRCs with electronic machines and placing meetings under control through the use of sophisticated technical equipment.

As for other media such as newspapers and TV, which play a role in keeping the inmate linked to the outside world, the female inmates dormitories are provided with TV sets¹, but the inmates are not provided with daily newspapers that are sold at the grocery.

As for the right of female inmates to vote, which is one of the forms of communication with the outside world

and which makes inmates feel their value in the society, the RRC Law is void of any text on the inmate's right to practice his political rights, especially his right to vote the necessary condition involved. Female inmates do not exercise their right to vote inside RRCs.

It is noteworthy that RRCs do not permit female inmates to enjoy the so-called temporary discharge or leaves which is one of the methods which contribute to the non-isolation of the female inmate from the outer world and to keep her in permanent contact with her children. Consequently, this method is considered one of the important factors of rehabilitating and reforming the female inmate in the long run.

Chapter Three: Post-confinement Care and the Role of Civil Society Organizations and the Business Sector (Corporate Social Responsibility CSR)

International criteria stressed the importance of the post care extended to inmates in general as the Minimal Ideal Rules on the treatment of prisoners indicated the necessity "to take into consideration since the beginning of enforcing the sentence the inmate's future after his release. He should be encouraged and helped to communicate or establish relations with persons or bodies which could serve the interests of his family and rehabilitate him socially." The same Rules stipulated that "the duty of the society does

¹ The TV set placed in one of the dormitories at Umm Al-Lulu Center was out of order while TV sets at all dorms are put at very high locations.

not end with the release of the prisoner”¹. On the other hand, the UN Rules on the Treatment of Female Inmates stressed the necessity to extend extra aid to the released female inmate prisoners and those who need psychological, medical, legal and practical help to ensure success in re-merging them into the society in cooperation with the bodies concerned within the local community².

Post care is considered the natural completion of the rehabilitation and straightening efforts exerted during the execution of the sentence. Studies proved that³ ex-cons of reform institutions, if left alone, would face upon their release different social challenges, including their non-acceptance by the society, that would push a large percentage of them to commit crime again, as there is a close correlation between the weakness or lack of post care and the percentage of returning to crime among inmates of RRCs.

It is well-known that the most dangerous epoch facing ex-cons are the months which follow their release, as this period defines their fate where those released have a good aptitude to receive help and guidance, due to the fact that the jail experience is still live in their memory⁴. In general, post care has two basic objectives. The first is a material objective represented in the aid,

whether direct or indirect, extended by the bodies concerned while the second objective is moral and is represented by extending moral and psychological support to the inmates who face the so-called post-release crisis, namely the stigma which they suffer from and leads to their social isolation and the psychological deterioration that follows and push some of them to think of committing suicide.

Within this context, Juweideh RRC/Women renovated an adjustment program aimed at preparing female inmates prior to their release. This program includes dialogue sessions with the female inmates on self-acceptance, the acceptance of others, and the mechanism of dealing with social challenges facing the inmate and the strengthening of their religious trends to curb their possible return to crime. This program is considered to be part of the Post Care Program.

Despite the fact that the RRCs Law stipulated in its Article 30 that “the Ministry of Social Development shall, according to the potentials available, extend social services and care to inmates, through special centers to be opened in RRCs as specified by the instructions issued by the Minister of Social Development,” post care is actually extended by post care organizations which shoulders the task of extending care to female inmates after their release through helping them in finding job opportunities or help them set up their own enterprises or provide them and their families with

1 See Articles 30 and 80 of the Minimum Standards for the Treatment of Prisoners.

2 See Rule 47 of the UN Rules on the Treatment of Female Prisoners and Non-confinement Measures.

3 See Reform and Punishment Institutions, Med hat Abu Al-Nasser, Nile Publishing Group, 1st edition, page 347.

4Ibid, page 348

suitable homes and offering them some financial or in-kind help.

Among the organizations which extend post care to female inmates include the International Organization for Criminal Reform and women Sisterhood is international. The latter also extends legal help through the “Reaching to Justice” Program. Some other organizations, such as “Mizan”, offer legal consultations to the inmates and train lawyers on dealing with female inmate cases, in addition to miscellaneous services such as following up children at foster homes and helping mothers to see their children. Other organizations, such as Tamkeen, extend other types of help such as providing foreign ex-cons with air tickets.

It has however been noticed that the business sector (private companies and institutions) do not contribute to extending care and rehabilitating inmates within the scope of post care, including providing them with employment opportunities and entering into partnership with the Government to foster the concept of social responsibility for the business sector and human rights. This requires the elevation of the standard of awareness within this sector, through actual contribution within the framework of its social responsibility which should be included in a special article in their by-laws.

It is worth mentioning that post care in its current form involves limited services. It must be emphasized within this context

that in view of the importance of post care for the inmates released, and since it is one of the links of reforming and rehabilitating female inmates and since it contributes to their non-return to crime, such care should therefore be institutionalized. All efforts exerted by the official agencies concerned should also be consolidated with the efforts made by CSOs under one umbrella aimed at expanding the umbrella of post care and strengthening the services extended to the female inmates and their families and children.

It is also important to note that one of the most important component of the after – care services is the entitlement of the female inmates to access medical after care services and providing her with the medical prescription that includes the medications she had during her incarceration at the rehabilitation and correctional facilities.

Module 3

The real and Legal Challenges in the Area of Providing Care to Female Inmates

There are many factual and legal challenges that constitute an obstacle to providing care to, and rehabilitating female inmates; In this context, this Module will address the most prominent challenges, as depicted in the problem of detained female inmates, requests for returning them to the RRC, repeated offences (recidivism) by female inmates, awareness by the inmates of their rights and obligations, the issue of female inmates on death row, and finally the subject of alternatives to detention.

Chapter 1: Female Inmates in Detention

Female RRCs house two types of inmates: Administrative detainees and judicial detainees.

1. Female Inmates under Administrative Detention and Requests for Return to the Center

Administrative detention is one of the most important challenges to Female RRCs. This type of detention is usually ordered by a non-judicial authority (the administrative governor) without charging the suspect of a specific offense, or without prior investigation by virtue of the Crime Prevention Law, which does not stipulate the duration of administrative detention.

Of the 476 female inmates at Juweideh RRC, 233 are administrative detainees, while 21 of the 37 female inmates at Um Al-Lulu RRC are administrative detainees¹. In other words, the total number of female administrative detainees in both centers stands at 254 of a total of 513 female inmates, i.e., 49.5%. This is a high figure, especially when compared with the number of female judicial detainees: 137 at Juweideh and 5 at Um Al-Lulu as of the date of gathering data for the present study. The number of the women administratively detained is 2098 in 2013.

Administrative detention constitutes a violation of international human rights criteria, which emphasize that “everyone has the right to “liberty and security of person”; that a detained person shall be “informed, at the time of arrest, of the reasons for his arrest”; and that “anyone arrested or detained on a criminal charge shall be brought promptly before a judge ... and shall be entitled to trial within a reasonable time”².

The subject of administrative detention, in general, and administrative detention of female inmates, in particular, pose major challenges, as it contributes to overcrowding in RRCs, which, consequently, affects the level of the services provided and constitutes a burden on security departments. This type of

¹As of the afore-mentioned date of gathering data for the present study.

²See: Universal Declaration of Human Rights (Articles 3, 9 and 11); the International Covenant on Civil and Political Rights (Article 9).

detention also strains the State budget, especially as the cost of an inmate in RRCs is around US\$ 700 per month.

The gravity of this action on women is highlighted in the social and psychological effects it makes on the lives of the female inmate. This type of detention, which may extend for long periods of time, often leads to the breaking up of the family and the loss of children, not to mention the mental disorders suffered by women under administrative detention, who are usually rejected by the society after their release from the center. Furthermore, female inmates under administrative detention are usually influenced by some negative patterns of behavior of criminal female inmates and are getting introduced to new criminal acts. Female administrative detainees often resort to hunger strikes as an expression of their protest against the process of administrative detention, in which case they are placed in solitary confinement.

Administrative detention is carried out for many reasons, mainly maintaining public law and order; homelessness or begging; the issuance of a suspect bulletin because the subject has been absent from her family's home; because the female suspect has failed to abide by a house arrest order, or, if she is awaiting implementation of deportation orders applicable to foreigners.

In addition to legal problematics that are raised, basically, about administrative detention, the long duration of such

detention, which may last for years, aggravate the negative effects on female inmates, especially as some females are put in precautionary detention to protect their lives from their relatives¹. In other words, reform and rehabilitation centers have become shelters, something which entails serious threats, especially as these girls get to mingle on the long term with other female inmates, who have committed various crimes, with the subsequent likelihood that they take the wrong path after they leave the center. In such cases, it is assumed that such women should be placed in shelters in order to safeguard their lives and, at the same time, their social and economic skills are put under development in order to make them enjoy the necessary independence.

The ratio of foreign females under administrative detention is high². The majority are detained in the centers either because they have failed to provide the required bail or until deportation formalities are completed and air travel tickets are provided by their embassies³. During interviews, the inmates expressed their dissatisfaction with the

¹Female inmates placed under precautionary detention are defined as "women and girls, who have committed the act of adultery, homelessness, or incestuous pregnancy. Some of them are married, while others are not. These women are detained in women's quarters in Reform and Rehabilitation Centers by virtue of an order from the Administrative Governor, on the basis of the Crime Prevention Law No. (7) for the year 1954, because their life is threatened in case they are released." See: The Workshop on the Care and Rehabilitation of Female Inmates in Administrative Detention, working papers for the Humanitarian Forum on the Rights of Women, page 6.

²The majority of whom are nationals of Sri Lanka, Philippines and Bangladesh.

³ One inmate costs the State far much more than the price of the airline ticket, which the foreign inmate awaits.

way their embassies deal with their problems, as well as the slow procedures at these embassies, which do not provide the needy inmates with airline tickets.

The following table shows how many, out of a total of 476 female inmates at both Juweideh and Um Al-Lulu RRCs, are foreign females under legal and administrative detention, as well as the number of foreign convicted females¹:

Other challenges facing female inmates include the so-called “return requests”. In some cases, the police precinct that arrested the female inmate may stipulate on her release papers that she “be returned after release if she is convicted or detained at the same police station, which, in turn, will look into her case and either return her to the administrative governor or release her.” During interviews, the inmates talked about the negative effects of this procedure on them.

2. Female Inmates Under Judicial Detention

The most prominent problems that female judicial detainees suffer from include the prolonged period of time that they spend before appearing before a judge; the multiplicity of court adjournments, the long period of time they have to spend in judicial detention; and the slow court proceedings and notification of witnesses, as well as some lawyers’ tendency to

prolong litigation, and lack of interest on the part of some lawyers in cases involving female detainees, which forces them to change their lawyers more than once. This is usually coupled with further financial burdens on them and on their families, not to mention the inability of some female detainees to retain a lawyer because they cannot afford the lawyers’ honoraria.

It is noteworthy that some CSOs provide

Foreign Female Inmates	Number	Total Number
Foreign female administrative detainees / Juweideh	155	233
Foreign female judicial detainees / Juweideh	62	137
Foreign convicted female inmates / Juweideh	34	106
Foreign female administrative detainees / Um Al-lulu	16	37
Foreign convicted female inmates I Um Al-Lulu	1	37

free legal assistance counseling services to female inmates, but some of the women, who have received such assistance, indicated that lawyers retained by these organizations do not pay enough visits to the inmates and do not handle their cases as required.

It is also worth mentioning that the majority of detained female inmates do not have the same training, employment or education opportunities that are enjoyed by convicted female inmates, because these inmates’ stay in the center is considered to be temporary and does not entail subjecting them to the different programs,

¹ These figures were obtained at the time data for this study were collected.

a matter which prevents their reform and rehabilitation.

Chapter 2: Recivism

“Recivism” means repeated convictions, once or more than once, after being confined to prison. A “returnee” is a person, who commits criminal acts after being convicted for one or more previous offenses¹.

The repeated convictions phenomenon is one of the phenomena that have spread in female RRCs, despite the small number of female inmates in Jordan in general. The majority of female inmates are “repeaters”. The following table shows the numbers and percentages of repeaters among the 476 female inmates at Juweideh RRC at the time of preparing the present study²:

Category of Female Inmate	Total Number	Number of Repeaters	Percentage
Convicted	106	75	70.7%
Administrative detainees	233	150	64.3%
Judicial detainees	137	95	69.3%
	476	320	67.2%

During interviews with them, female inmates indicated the reasons for their return to crime include family fragmentation, violence, and differences;

¹Bada'il Al Sajj (Alternatives to Imprisonment), Muhammad Nour Al-Dabbas, Jaffa for Publication and Distribution, 1st Edition, 2006, p. 35.

² These information were obtained from **Non-repeaters** and **Repeaters** women.

lack of financial resources or a steady income; pushing them sometimes by their husbands to commit certain offenses. Furthermore, the fact that they become rejected by the society and that the post-imprisonment care services push them to return to crime.

This phenomenon reflects the weakness, and sometimes the inefficiency of rehabilitation and post-imprisonment programs targeting female inmates at Juweideh RRC.

Chapter 3: Awareness of female inmates of their rights, duties and mechanisms for filing complaints and grievances

Female inmates rely mainly on other female inmates in matters related to awareness of their rights and duties, which does not give an inmate accurate legal awareness of her rights and duties. There is a lack of special programs aimed at informing female inmates of their rights and duties once they are admitted into the centers. Also, no relevant booklets or publications are distributed among female inmates upon their entry into the RRCs.

An obvious lack is observed in relation to filing complaints and grievances by female RRC inmates, where they do not benefit from any awareness sessions, not to mention that the RRC grievance system is blemished by many problematic. Many inmates indicated that some of the complaints they submit are not observed and, sometimes, not forwarded to the concerned authorities.

During the personal interviews and awareness sessions organized especially for the female inmates to inform them of their rights and duties¹, it was established that the inmates are relatively aware of their basic rights and duties at the centers, in view of the fact that most of them are repeaters. But it was also revealed that a lack does exist in their knowledge of their rights in case they are pregnant or nursing a baby, as well as their rights in relation to their children's visits, as well as their rights during detention and the litigation stages in general.

Within this framework, it is necessary to lay down an integrated program to raise the inmates' awareness of their legal rights and duties, as well as the complaints mechanism inside the centers and the acts that may subject them to punishment by the criminal justice law.

Chapter 4: Female inmates on death row

Implementation of capital punishment in Jordan was suspended in 2006. At present, there are nine female inmates at Juweideh RRC, who have been sentenced to death. During interviews with them, they revealed that they suffered from difficulties as a result of not determining their legal status. This has left deep psychological effects on them resulting from their feeling that the death sentence may be executed at any moment, which, in itself, constitute a

¹In the framework of the "female inmate" project, the National Center for Human Rights conducted many awareness sessions about the rights and duties of these women.

double punishment. Some of them considered that this matter is a form of psychological torture.

Chapter 5: Non-custodial sanctions (alternatives to Incarceration)

In essence, non-custodial sanctions aim to avoid the negative effects of imprisonment, especially short-term imprisonment, and, subsequently, alleviating pressures on reform and rehabilitation centers. These alternatives keep many people away from imprisonment for criminal acts that do not pose a major threat to the society but, at the same time, do not reflect a large criminal danger to the perpetrators, especially if such offenses are committed under special circumstances.

These alternatives are especially economical and their implementation does not require much funding. Indeed, some of these sanctions will bring financial revenues to the State in the form of fines, while others will bring social benefits to the society in the form of public community service².

As far as women who have committed criminal acts, the matter of resorting to non-custodial sanctions and prison alternatives seems to be urgent and necessary in view of the negative effects of imprisonment on the social and psychological well-being of these women and of the resulting social stigma, which

²Care and rehabilitation of Inmates in Reform and Punishment Institutions, op. cit., p 313.

stands in the way of streamlining them into the society because the society looks down on former prisoners, especially females. Furthermore, imprisonment leaves negative effects on the children of female inmates, who more often than not tread the path of crime and are subjected to various abuses in the absence of their mothers, not to mention the negative effect, which imprisonment leaves on the health of the female inmate and her baby if she is pregnant or nursing a child, as well as the non-positive atmosphere, in which a child born in prison, is reared.

The fact that the Jordanian Penal Code does not include a wide range of non-custodial sanctions, coupled with the absence of suitable institutions to implement these alternatives, is one of the challenges that stand in the way of reforming and rehabilitating women through means or alternatives that spare them and their families the negative aspects of imprisonment and its severe effects on children.

Findings

- ❖ When compared to international standards governing the treatment of inmates at Reform and Rehabilitation Centers, especially United Nations rules for treating women prisoners and for non-custodial measures, it was indicated that the national legal framework governing the rights of those inmates, even being consistent in some aspects with the related international standards, it does not fully meet or in line with what is stipulated in those standards, and it needs a comprehensive legal review in order to be modified in accordance with those standards, in a way that ensures Jordan's implementation to the obligations imposed on it under the international standards for human rights, which mainly include adapting national legislation to be in line with the international standards in concern.
- ❖ There is only one correctional center in Jordan for women, i.e., Juweideh Reform and Rehabilitation Center, which is insufficient due to the fact that the number of female inmates exceeds the center's capacity. On the other hand, there is Um Al-Lulu Women's Detention Center, which despite its name, comprises convicted women alongside administratively or judicially detained female inmates.
- ❖ Juweideh RRC for Women was originally designed and constructed as a

Correctional Center and thus it was designed to meet the minimum requirements of the reform and rehabilitation process. On the other hand, Um Al-Lulu Detention Center did not have a design that fits with the correctional philosophy of penal institutions. In view of the small number of female inmates in Jordan, the establishment of another Reform and Rehabilitation Center for women is not a priority for the concerned authorities, which constitutes an obstacle in the way female inmates' enjoyment of their rights as required, particularly with regard to the correctional process itself.

- ❖ There are obvious differences between the physical and environmental conditions surrounding females inmates at Juweideh RRC and at Um Al-Lulu Detention Center. The latter is considered to be a better place in terms of its dormitories, hygiene and sanitary facilities, which is attributable to the fact that Um Al-Lulu is relatively new and the number of inmates therein does not exceed its capacity. On the other hand, Juweideh RRC suffers from overcrowding, poor physical and environmental conditions surrounding the female inmates and old ancillary facilities, which are not regularly maintained. Moreover, this study indicates a relationship between the poor infrastructure and living conditions that female inmates face at those centers, and their inability to enjoy the

rights guaranteed in international standards and national legislation.

- ❖ Juweideh Reform Center includes facilities (workshops, sports hall, mosque, computer teaching rooms, literacy classrooms, and library) that, if efficiently activated, may contribute to the rehabilitation and reform of the inmates. On the other hand, Um Al-Lulu Detention Center lacks any supportive facilities or educational, training or cultural programs, which is mainly due to the fact that this Center was not designed and built to be a reform and rehabilitation center for women, as it was mentioned earlier.
- ❖ It is noted that family disintegration and violence within the family are the main reasons for female inmates to commit crimes, and the most crimes committed by female inmates are theft, homicide, attempted murder, intervention in acts of murder, and moral cases.
- ❖ Classification of female inmates in accordance with provisions of the Reform and Rehabilitation Centers Law is not being completely adhered to, although this constitutes the first step in caring for and rehabilitating the inmates. This is due to several reasons, including insufficient dormitories, limited spaces in the buildings, and not realizing the importance of classifying inmates and its immediate effects on the reform and rehabilitation process.

- ❖ The Tahyi'a (preparing inmates for the outside world) and Tahween (orienting new inmates to the center's environment) programs were introduced at Juweideh RRC for Women as a positive step towards the rehabilitation of female inmates and as part of post-detention care provided to them. But, difficulties, including the shortage of staff, overcrowding and insufficient and inadequate dormitories, have prevented effective implementation of these programs.
- ❖ The female inmates' general and personal hygiene do not rise to the required levels. This is attributed to several reasons, mainly the lack of cleaning materials, water shortage and, generally speaking, the unavailability of the required equipment for ensuring cleanliness and sterilizing mattresses and covers.
- ❖ The health care provided to the female inmates does not meet relevant international standards; for example, the medical examination conducted upon admission of the inmate into the center is not carried out in the required manner to ensure that the inmates are free of infectious diseases. Also, the inmates' medical records do not include information about their reproductive and other information as stipulated in international standards.
- ❖ The preventive health care and curative and mental care for female inmates need more attention; due to poor medical equipment and the absence of a female gynecologist residing at the center, in addition to other problems related to emergencies that require referral to the hospital.
- ❖ Reform and rehabilitation centers for women are devoid of special regulations governing healthcare of pregnant and breastfeeding women in terms of diet and medical care.
- ❖ Smoking is widely common among female inmates, and it is allowed inside dormitories, which makes the center an unhealthy place that negatively affects the health of the inmates.
- ❖ Considering to implement conjugal visits "Khalwah" for married women inmates as per enshrined in the Reform and Rehabilitation Center Law.
- ❖ Some female inmates exercise acts contrary to public decency. Although the size of this phenomenon is difficult to measure, many inmates have asserted its occurrence, which reflects a severe shortage of preventive health care services, poor sexual education among inmates and the need to consider the application of the legitimate khulwa for married inmates, which is stipulated in the Reform and Rehabilitation Centers Law.
- ❖ In the context of social welfare, mother inmates have children outside Reform and Rehabilitation Centers who are

exposed to abuse and to the risk of homelessness and committing crimes, during which no authority is taking the responsibility to seriously and effectively care for those children and follow up on their mothers during their presence at Reform Centers.

- ❖ Education and vocational training at women's RRCs are not based on clear and accurate scientific grounds. According to the centers' programs, the female inmates go through torn-old programs from the moment they enter a center until they leave it. As a result, a limited number of female inmates benefit from these programs, while the others vainly spend their times to no avail. This eventually results in adverse psychological consequences due to the lack of involvement in activities that positively spend their energies.
- ❖ Despite the availability of special workshops for some professions at Juweideh RRC, the Vocational Training Corporation suspended for nearly five years its vocational training programs at the center. This is considered to be a backward step in the area of reforming female inmates and an indication of the lack of a clear policy for the economic and vocational rehabilitation of those inmates.
- ❖ The religious, cultural and physical care provided for female inmates lack scientific, clear and consistent programs that contribute to enhancing their

religious restraints and advance their cultural levels.

- ❖ Visits made by children to their mother inmates inside the centers are not held as a positive experience for the child, especially in terms of the place and the duration of the visit, the way the child is being searched, and the way he sees his mother dressed in prison clothes.
- ❖ The study indicates that female inmates suffer from problems related to legal assistance, which is, if available, not efficient.
- ❖ Phone calls made by female inmates lack necessary privacy and confidentiality, which are also not available during the visits of the lawyers.
- ❖ Administrative detention is one of the most prominent problems that women face at Reform and Rehabilitating Centers, which leaves negative impacts on the inmate and her family, and on the reform center itself. Also, this procedure strains the State budget, lacks legal safeguards and is considered to be a clear violation of fair-trial guarantees that must be available during all trial stages.
- ❖ To consider Reform and Rehabilitation Centers, in some cases, as shelters, as in the case of administratively detained women in order to protect their lives, violates international standards of human rights and leaves grave

consequences on these inmates, not to mention obstructing these centers from performing the original tasks entrusted to them.

- ❖ The phenomenon of recidivist female inmates confirms the previous result regarding having poor educational and training programs, as well as poor religious and cultural care, which lack clear frameworks and programs, not to mention the insufficient and inadequate aftercare programs. This phenomenon also confirms that resorting to a liberty-depriving penalty does not play, in many cases, the expected role in terms of deterrence and reform, which reinforces the need to resort to non-custodial measures.
- ❖ There is a poor coordination among civil society organizations, ministries, institutions and relevant authorities in the area of caring for female inmates, which results in the poor care services provided to those inmates, including aftercare services, in spite of the efforts made in this regard.
- ❖ The role of business sector in supporting care services provided to female inmates is poor, especially aftercare services, which reflects the absence of the principles and concepts of social responsibility and human rights in this sector.
- ❖ The number of workers at women's correctional centers is small compared to the number of female inmates living

in those centers, particularly, social workers and medical and psychological staff, not to mention the lack of incentives provided to those workers, which led many to have an aversion to working at these centers.

Recommendations

At the end of this study, and based on the afore-mentioned results, the present study has found it necessary to adopt the following recommendations

National Legal Framework Governing the Rights of Inmates at Reform and Rehabilitation Centers

- ❖ Law of Reform and Rehabilitation Centers and the related instructions should be amended in order to ensure the integration of the international standards governing the treatment and the rights of inmates (female inmates in particular) at those centers¹. In addition, Crime Prevention Law should be canceled, or at least substantially amended in a way that ensures its compatibility with the international standards of human rights².

Alternatives to Prisons (Non-custodial Measures)

- ❖ States should abide by the UN rules for the treatment of women prisoners and non-custodial measures for women

¹ See, the legal texts that need to be amended in Module 1 of this study.

² See, Chapter 2 of Module 1 to find out the laws, regulations and legal provisions that need to be amended.

offenders, which urges the need to resort to alternative sanctions instead of liberty-depriving penalties, due to the disadvantages of prisons and their negative effects on the children and the families of female inmates, not to mention stigmatizing them for this penalty. Moreover, these alternatives should be legalized within a clear and an applicable legislative framework. States should also benefit from the experiences of the countries that have resorted to alternative sanctions such as community service.

Infrastructure and Surrounding Conditions

- ❖ Radical solutions should be found for the problems of infrastructure, especially at Juweideh Reform and Rehabilitation Center.
- ❖ Reform and Rehabilitation Centers should be regularly and comprehensively maintained in order to ensure that female inmates enjoy healthy and safe conditions that contribute to the enjoyment of their rights.

Classification

- ❖ Female inmates should be classified according to sound scientific principles, and the classification process should be activated on the ground.
- ❖ Radical solutions should be suggested for the problem of overcrowding and

the increased number of female inmates to exceed the capacity of Reform Centers. For example, the establishment of new centers for women, or the reduction of the incidence of administrative and judicial detention.

Health Nutritional Care

- ❖ Medical staff at Juweideh Reform and Rehabilitation Center should be reinforced, especially through recruiting a female gynecologist and increasing the number of psychologists who visit the center. In addition, a specialized clinic should be established at Um Al-Lulu Detention Center.
- ❖ In accordance with the relevant international standards, a medical examination of the inmate should be conducted upon her admission into the center in a way that ensures that she is free of infectious diseases. A medical record should be started for each inmate to clarify aspects related to her reproductive health and other medical information that must be available as stipulated by the UN Rules for the Treatment of Female Prisoners.
- ❖ Regular medical examinations should be conducted on female inmates. Necessary care should be provided for pregnant and breastfeeding women, especially regarding the particular diet they need to follow, and the regular tests they need to conduct, not to mention checking on the safety of the fetus.

- ❖ The awareness of female inmates should be raised regarding health issues that will protect them from illnesses, in addition to issues related to sexual education. Inmates should be well monitored, especially during the night, in order to reduce malpractice that might occur among them.
- ❖ Smoking should be banned in dormitories and corridors, and a special place should be allocated for it.
- ❖ Safe and free-of-charge drinking water should be provided to female inmates. The prices of drinks and goods sold to inmates should be lowered in order to be commensurate with the income level of the inmate.
- ❖ More detergents and personal hygiene tools and materials should be available for female inmates. Radical solutions should be suggested for the problem of the lack of hot water supply needed to shower.
- ❖ Literacy programs should be regularly provided to female inmates as soon as they are admitted into the reform center.
- ❖ Vocational training programs should be provided at the centers. Female inmates should enroll into these programs according to their tendencies, and this should not be left to their personal desire, as the aim of entering the Center is to rehabilitate the inmates from all aspects including economical rehabilitation, which enables them to rely on themselves.
- ❖ Vocational Training Corporation should continue holding training programs for female inmates, which have been terminated since almost five years.
- ❖ Existing facilities at Juweideh Reform and Rehabilitation Center should be fully invested, particularly the gym and the library. The latter needs to be provided with a range of diverse books, and to activate cultural activities therein.

Educational and Training Programs and Work

- ❖ Clear and consistent educational, training, vocational, religious, cultural, social and physical programs should be provided to the female inmate all through her imprisonment at the Center, in order to ensure that her energy is being discharged positively, and that she is being socially, economically, culturally, religiously and physically rehabilitated.
- ❖ Training, vocational, cultural and physical programs should be provided to female inmates at Um Al-Lulu Detention Center, and necessary facilities should be established for the implementation of these programs.
- ❖ The wages that the female inmate receives for her work inside the center should be raised in order to motivate her morally and because the amount of money accrued to her when she is

released will help her secure her basic needs.

- ❖ Products made by female inmates should be marketed in a modern and varied manner that ensures their access to the local market, and they should also be exported outside the Country if needed.

Social Welfare and Aftercare

- ❖ The number of female social workers should be increased, the role of Social Welfare Office should be activated and social services for female inmates should be expanded.
- ❖ Children of female inmates who enter the correctional and rehabilitation centers should be followed up, protected and if necessary assisted.
- ❖ Necessary aftercare should be provided for female inmates after being released, in order to help them reintegrate into the community and overcome the so-called “post-release crisis”.
- ❖ Aftercare program for female inmates should be institutionalized and implemented based on a clear scientific basis, so as to ensure female inmates are benefiting from it, and that the continuous follow up is limiting the rate of recidivism. This task should be basically assigned to the Ministry of Social Development, as being stipulated in the Law of Reform and Rehabilitation Centers, along with the

cooperation and coordination of civil society institutions.

Communication with the Outside World and legal aid

- ❖ Necessary privacy and confidentiality should be provided for female inmates during phone calls, and more phones should be available to communicate with the outside world.
- ❖ Necessary conditions should be available to ensure privacy during the meetings between the female inmates and their lawyers.
- ❖ Necessary conditions should be available for children who are visiting their mothers at Reform Centers, in order to make such an experience a positive one for them, especially in terms of the procedures taken for searching those children, the place being allocated for such visits, the duration of the visit and allowing the mother to wear regular clothes in front of her children instead of prison clothes.
- ❖ Modern equipment should be available for the inspection of visitors, including children and lawyers, rather than the traditional method of inspection.
- ❖ The provision of free and efficient legal aid to women inmates, if needed, and guaranteeing the competence of the court- appointed lawyers.

❖

Administrative and Judicial Detention

- ❖ Radical solutions, especially addressing the legal and practical aspects of the problem of administrative detention and the confinement of administratively-detained female inmates in order to safeguard their lives, should be created in order to provide them with shelter and economic and social programs that are necessary for this category of detained women.
- ❖ Litigation procedures should be expedited; judicial arrest and its extensions should be reduced; and legal assistance should be provided for female inmates regardless of the type of the case.

Civil Society Organizations and the Business Sector (Corporate Social Responsibility)

- ❖ Coordinate the efforts exerted by the CSOs that provide services to female inmates.
- ❖ The awareness of the business sector should be raised regarding the concept of communal responsibility, and it should be urged to play a pivotal role in the field of human rights, especially in providing aftercare services.

Judiciary and the Workers at the Reform and Rehabilitation Centers

- ❖ Judges should be urged to avoid detaining defendants, especially

women, due to the threats of the short-term confinement. They should be encouraged to apply provisions of the law that are related to the suspension of implementing punishment and to take into their verdicts any discretionary mitigating factors.

- ❖ Efficiency of the workers at Reform and Rehabilitation Centers should be enhanced in terms of dealing with female inmates and raising their awareness of human rights standards related to the treatment of inmates at those centers¹.
- ❖ Workers at Reform and Rehabilitation Centers should be provided with incentives to encourage them to serve in those centers, and the staff number at those centers should be increased to be commensurate with the number of female inmates residing there.

Public Opinion

- ❖ Public awareness should be raised about the importance of helping inmates released from Reform and Rehabilitation Centers to return and reintegrate into the community, and to improve the community's perspective of these women. In addition, it should be confirmed that the whole society is responsible for the post care of those

¹ we requested the staff number employed at the Correction and Rehabilitation Centers and directed question regarding their employment conditions but we were denied access to these information because they are deemed confidential.

inmates, and that this role is not limited to a certain party or institution.

Conclusion

In every place and time, crime is considered to be a security, social and economic challenge that no society is devoid of, though it exists at rates that vary from one country to another and from one community to another. Various preventive and therapeutic tools and methods are being used to combat crime.

Putting criminals in penal institutions is one of the manifestations of the phenomenon of criminality, which aims to achieve both a general and individual deterrents. Yet, the theory of punishment has evolved and taken on new forms and dimensions, especially with the development of Social Defense Mobility, due to which much attention is paid to transforming prisons into reform and rehabilitation institutions that aim to reform criminals and reintegrate them into the society as good individuals.

International standards concerning the treatment of inmates at Reform and Rehabilitation Centers has paid a great attention to the issue of correcting and rehabilitating those inmates and treating them humanely. On the other hand, these standards highly focus on female inmates due to the difference between men and women in terms of requirements and

needs, which urged providing female inmates with a special kind of protection.

There are two correctional centers for women in Jordan, and as the purpose of this study is to highlight the conditions of female inmates at those centers, it was important to start with a historic brief on the evolution of penal institutions in Jordan into correctional institutions, followed by analyzing national legislation related to the treatment of inmates, particularly women inmates, at those Reform Centers, and comparing them with the international standards for human rights. Then, conditions faced by female inmates at those centers were addressed including the exploration of the surrounding environment and determining the reasons for those women to commit crimes and the types of crimes commonly committed by them. Moreover, the study addressed all aspects of the care provided for female inmates and its effectiveness in terms of reform and rehabilitation. A particular focus was also made on the main factual and legal challenges that hinder the welfare and rehabilitation of those women.

The study found that despite the small number of female inmates in Jordan, there are challenges that prevent the reform and rehabilitation of those inmates, and thus induce them to return to commit crimes. This fact called for the need to review the national legislation governing the rights of those inmates and amend them according to the related international standards. Moreover, the study indicated the need to

address the problems related to the infrastructure and physical conditions that surround those inmates and prevent them from best enjoying their rights. It also clarified the need to develop clear and consistent educational, cultural, physical, religious and training programs that are based on a scientific approach and on a clear policy governing the entry, rehabilitation and the release of the female inmate from the Reform Center, not to mention the need to provide a continuous care for those inmates, even after their release, as part of the aftercare program.

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International Conventions and Instruments

- ❖ The Universal Declaration of Human Rights
- ❖ The International Covenant on Civil and Political Rights
- ❖ The Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
- ❖ Standard Minimum Rules for the Treatment of Prisoners
- ❖ The Basic Principles for the Treatment of Prisoners
- ❖ Body of Principles for the Protection of All Persons under Any Form of Detention or Imprisonment

- ❖ Code of Conduct for Law Enforcement Officials
- ❖ Principles of Medical Ethics relevant to the Role of Health Personnel, particularly Physicians, in the Protection of Prisoners and Detainees against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
- ❖ United Nations Standard Minimum Rules for Non-custodial Measures
- ❖ UN Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the Bangkok Rules)
- ❖ National Constitution and Legislation
- ❖ The Constitution of the Hashemite Kingdom of Jordan
- ❖ The Law of Reform and Rehabilitation Centers
- ❖ Instructions for the Management of Reform and Rehabilitation Centers, and for Guarding Inmates and their Rights
- ❖ Instructions of Social Services Provided by the Social Service Offices to the Inmates of Reform and Rehabilitation Centers for the year 2008
- ❖ Crime Prevention Law
- ❖ The Penal Code

