



# Serious and organized crime in Jordan

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## Question

*What evidence is there about the prevalence and nature of organized crime in Jordan? Focus on the following key aspects:*

- *In what markets are illicit economic activities in Jordan most prevalent (including cross border with regional neighbours)?*
- *What information exists on the drivers of criminality, criminal actors and any market analysis on criminal activity?*
- *What is the impact of criminality/level of harm and what activities have been conducted to specifically disrupt organized crime in Jordan?*

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# 1. Summary

This review presents findings on the prevalence and nature of serious and organized crime<sup>1</sup> in Jordan, and efforts to combat this. The extremely limited literature on the topic indicates that Jordan has low levels of serious and organized crime: the main forms are smuggling of goods and drugs, and human trafficking. The influx of large numbers of Syrian refugees has promoted crime within refugee camps, but the impact on crime in Jordan overall appears limited.

The review drew on academic and grey literature, as well as media reports. It found very little literature on the topics covered in the query, and nothing on the links between tribal groups and organized crime or on specific drivers of crime. The dearth in literature is perhaps a reflection of low levels of organized and serious crime in Jordan – though, without data on this, it is impossible to assert this definitively. The United Nations Office on Drugs and Crime (UNODC) (2016: 13) highlights the problem of lack of data on serious and organized crime across the Middle East:

In general, data on drugs, drug use, HIV, people living in closed settings, crime, corruption and terrorism in the region are scarce. Analytical studies on the profile of organized criminal groups involved in illicit trafficking, their modus operandi and the routes used are very limited, as is information on the relationship between organized crime and terrorism. This can be the result of a lack of capacity and/or infrastructure to generate, manage, analyse and report data, or the lack of or poor coordination amongst the relevant institutions.

Key findings of the review are as follows:

- **Crime statistics** – There is a dearth of crime statistics for Jordan, but available figures point to a rise in crime in recent years, notably murder, aggravated assault and kidnapping. A total of 24,000 crimes were recorded in 2016 (OASC, 2018).
- **Smuggling** – Jordan's long and remote desert borders with neighbouring countries make it susceptible to smuggling of cash, gold, fuel, narcotics, cigarettes and other contraband. Smuggling into Jordan tends to be small-scale, largely fuel and cigarettes. With regard to drugs, Jordan is more a corridor country than a destination point: the main drugs being captagon, heroin, hashish and marijuana. Large quantities of narcotics were seized by the authorities in 2017: increased seizures point to a rise in narcotics smuggling.
- **Money laundering and corruption** – Jordan is not considered a hub for money laundering. Corruption is a bigger problem: Jordan ranked 52<sup>nd</sup> (out of 140 countries) for incidence of corruption (WEF, 2018: 313). Government efforts to contain and prosecute corruption have not been effective.
- **Trafficking** – Jordan is a source, transit, and destination country for adults and children subjected to forced labour, domestic servitude, and sex trafficking. Trafficking victims in Jordan are primarily from South and Southeast Asia, East Africa, Egypt, and Syria;

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<sup>1</sup> This report uses the following definition of serious and organized crime: 'We define serious and organised crime as individuals planning, coordinating and committing serious offences, whether individually, in groups and/or as part of transnational networks. The main categories of serious offences covered by the term are: child sexual exploitation and abuse; illegal drugs; illegal firearms; fraud; money laundering and other economic crime; bribery and corruption; organised immigration crime; modern slavery and human trafficking; and cyber crime'. Her Majesty's Government (2018), *Serious and Organised Crime Strategy 2018*, page 11. [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/752850/SOC-2018-web.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/752850/SOC-2018-web.pdf)

refugees from Syria, the Palestinian Territories, and Iraq are especially vulnerable to trafficking. Forced labour victims in Jordan experience withheld or non-payment of wages, confiscation of identity documents, restricted freedom of movement, unsafe living conditions, long hours without rest, isolation, and verbal and physical abuse. Diverse migrant women can be forced into prostitution: those who migrated to Jordan to work in restaurants and nightclubs; Egyptian women married to Jordanian husbands; out-of-status domestic workers from Indonesia, the Philippines, Bangladesh, and Sri Lanka who have fled their employers; Iraqi refugee women who have to provide for their families.

- **Crime in Syrian refugee camps** – the literature indicates that, while crime is prevalent in Syrian refugee camps, it is not serious in nature: largely smuggling of camp vouchers and goods, though one report notes that the camps' proximity to border areas of conflict makes them susceptible to smuggling and drug trafficking. While there are reports of a rise in crime in Jordan overall, this is attributed to economic pressures rather than the influx of Syrian refugees into the country.
- **Regional findings** – A brief examination of serious and organized crime in the wider Middle East and North Africa (MENA) region points to a post-Arab Spring rise in transnational organized crime – facilitated by public disorder, deterioration in capacity of state law enforcement agencies, and economic hardship. Jordan is not explicitly mentioned, but given its geographic location, would likely be a target for such transnational crime networks.

Key findings of the review with regard to efforts to combat serious and organized crime in Jordan are as follows:

- **Agencies** - A number of government agencies are involved in combating serious and organized crime, including trafficking. Key among these is the Public Security Directorate (PSD), which includes the Anti-Narcotics Department. The PSD and Ministry of Labour have a joint Anti-Trafficking Unit.
- **Legislation** – The Anti-Human Trafficking Law was passed in 2009 but there are shortcomings with regard to meeting international standards in both the legal provisions and, even more, in enforcement. Challenges with the latter include victims being too afraid to file complaints, repatriation of victims, non-availability of evidence, and perpetrators being located out of the jurisdiction/reach of the country or hidden from the police. Jordan's Penal Code criminalizes corruption, including abuse of office, bribery, money laundering and extortion, but again the law is not implemented effectively.
- **Support from international partners** – The UN Office on Drugs and Crime (UNODC) is the main international development organization supporting the Govt. of Jordan to combat serious and organized crime. Its interventions are often part of wider regional programmes, notably the Airport Communication Project (AIRCOP) which strengthening the capacities of international airports to detect and intercept drugs, other illicit goods and high-risk passengers (including foreign terrorist fighters), and the Container Control Programme (CCP) which helps member states strengthen their border control capacity and detect illicit goods in cargo containers. Interventions by other development partners include an EU project to combat human trafficking (JEMPAS) and the UK Jordan Security Sector Programme, aimed at reducing internal security threats in Jordan.

## 2. Prevalence and nature of serious and organized crime

### Crime statistics

The PSD's Criminal Information Department (CID) has tracked a steady increase in crime since 2010, with an average of 20,000 crimes per year (OASC, 2018). 24,000 crimes were committed in 2016, and figures for 2017 are believed to be slightly higher (though PSD has not released 2017 statistics) (OASC, 2018). The following crimes are thought to have increased compared to the previous five-year average: murder, aggravated assault, kidnapping; while other crimes have remained steady: attempted theft, public administration bribery, criminal theft, auto theft, currency counterfeiting, and celebratory firearm discharges (OASC, 2018).

Data on crime in Jordan is extremely limited. Some statistics found by this review are<sup>2</sup>:

- In 2016, there were 145 homicides in Jordan. Though figures for homicides have fluctuated substantially in recent years, overall there was an increase through the 2007 - 2016 period. The homicide rate for 2016 was 1.5 persons per 100,000 of population.
- There were 15,694 assaults in Jordan in 2006, up by 6.93 % from the previous year.
- Jordan motor vehicle theft was at level of 4,908 in 2012, up from 4,348 previous year, an increase of 12.88 %.
- In the first half of 2018 a total of 23 human trafficking cases were reported.<sup>3</sup>

### Smuggling including of drugs

Jordan's long and remote desert borders with Iraq, Israel, Saudi Arabia, Syria, and the West Bank make it susceptible to the smuggling of bulk cash, gold, fuel, narcotics, cigarettes, counterfeit goods, and other contraband (US DoS, 2016). However, the 2016 International Narcotics Control Strategy Report notes that smuggling endeavours tend to be small scale, with no discernible connection between black market goods and large-scale crime, such as terrorism (US DoS, 2016). It reports that black market cigarettes are widely available, with little government effort to curb sales, though Jordan Customs sometimes interdicts drivers smuggling cheaper gasoline from Saudi Arabia in false tanks (US DoS, 2016). In 2015 concerns over spillover violence from ISIS controlled areas of Iraq and Syria, led to closure of Jordan's land border crossings with those countries – which could impact smuggling. The government recently announced it would be enforcing higher penalties on those smuggling tobacco products – seen as negatively affecting government revenues - and would be increasing controls on border crossings.<sup>4</sup>

Jordan is seen as a corridor country for drug smuggling rather than a destination point.<sup>5</sup> According to the US State Department (OSAC, 2018) Jordan's geographical location between drug producing and drug consuming countries makes it a primary transit point for smugglers. It

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<sup>2</sup> <https://knoema.com/atlas/Jordan/topics/Crime-Statistics>

<sup>3</sup> '23 human trafficking, 126 labour cases recorded in Jordan in H1 – report', *Jordan Times*, 8 August 2018. <http://www.jordantimes.com/news/local/23-human-trafficking-126-labour-cases-recorded-jordan-h1-%E2%80%94-report>

<sup>4</sup> 'Tobacco smuggling affects government revenues' – Minister', *Jordan Times*, 23 February 2019. <http://www.jordantimes.com/news/local/%E2%80%98tobacco-smuggling-affects-government-revenues%E2%80%99-%E2%80%94-minister>

<sup>5</sup> Jordan remains corridor country for drug smuggling – report', *Jordan Times*, 13 April 2016. <http://www.jordantimes.com/news/local/jordan-remains-corridor-country-drug-smuggling-%E2%80%94-report>

reports that captagon (fenthylline), heroin, hashish and marijuana are the predominant drugs in Jordan. In the second half of March 2016 alone, Anti-Narcotics Department (AND) personnel seized 17 kg of hashish, 9 kg of synthetic cannabis, 13,000 captagon pills and 105,000 illegal narcotics pills and medical products, and arrested 122 suspects in drug dealing cases.<sup>6</sup> In 2017, Jordanian authorities seized over 41 million captagon pills, 61 kg of heroin, 2,038 kg of hashish and 331 kg of marijuana (OASC, 2018). In the same year there were 29 reported cases of attempted border infiltration from Syria – these include both drug smuggling and terrorism (OASC, 2018). The *Jordan Times* reports increased seizures of narcotics by border guards, pointing to a rise in narcotics smuggling.<sup>7</sup>

## Money laundering and corruption

Jordan is not considered a hub for money laundering: it has a well-developed financial sector with significant banking relationships in the Middle East, and incidents of reported money laundering are rare (US DoS, 2016). However, anecdotal reports indicate that Jordan's real estate sector has been used to launder illicit funds (US DoS, 2016).

In the *World Competitiveness Report 2018*, Jordan ranked 48<sup>th</sup> (out of 140 countries) for organized crime and 52<sup>nd</sup> for incidence of corruption (WEF, 2018: 313). Similarly, in the 2018 Corruption Perceptions Index it ranked 58<sup>th</sup> out of 180 countries.<sup>8</sup> The Arab Transformations Survey Project found that 71.3% of respondents believed corruption was a serious drawback on individual and social progress in the economic sphere (cited in Bertelsmann Stiftung, 2018: 31).

## Trafficking

A review of trafficking in the Middle East explains the difficulty of obtaining accurate data (Calundraccio, 2005: 286):

It will hardly surprise any practitioner in the field of counter-trafficking or any researcher of Middle Eastern affairs, that the extent of data collection on trafficking in the Middle East is severely limited.....even government and law enforcement authorities do not have access to statistics regarding human trafficking. The present review of recent research on human trafficking in the Middle East region did not find any reference to agencies collecting data on trafficking or to mechanisms for the sharing of data within countries and between countries in the region.

The US Department of State's *Trafficking in Persons Report 2018* provides the most comprehensive information about human trafficking in Jordan. Key points from the report on Jordan are as follows:

- **Overview:** Jordan is a source, transit, and destination country for adults and children subjected to forced labour, domestic servitude, and sex trafficking. Trafficking victims in Jordan are primarily from South and Southeast Asia, East Africa, Egypt, and Syria.
- **Forced labour** victims in Jordan experience withheld or non-payment of wages, confiscation of identity documents, restricted freedom of movement, unsafe living

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<sup>6</sup> 'Jordan remains corridor country for drug smuggling – report', *Jordan Times*, 13 April 2016.

<http://www.jordantimes.com/news/local/jordan-remains-corridor-country-drug-smuggling-%E2%80%94-report>

<sup>7</sup> 'Drugs trafficking; a regional menace', *Jordan Times*, 12 May 2018.

<http://www.jordantimes.com/opinion/editorial/drug-trafficking-regional-menace>

<sup>8</sup> <https://www.transparency.org/country/JOR>

conditions, long hours without rest, isolation, and verbal and physical abuse. Jordan relies on foreign migrant workers—many of whom are undocumented—in several sectors, including construction, agriculture, textiles, and domestic work. In 2015, the government estimated there were 53,000 foreign female domestic workers in Jordan, primarily from Southeast Asia and East Africa. Men and women from throughout Asia migrate to work in factories in Jordan's garment industry, some of whom may be vulnerable to trafficking. According to an NGO in 2017, domestic and agricultural workers in Jordan are the most vulnerable to trafficking because of informal work agreements and frequently changing employers. Some migrant workers from Egypt—the largest source of foreign labour in Jordan—experience forced labour in the construction, service, and agricultural sectors. As of 2017, instances of workers paying unauthorized recruitment fees to labour recruiting agents in their country of origin reportedly declined.

- **Child labour:** Refugees from Syria, the Palestinian Territories, and Iraq are highly vulnerable to trafficking in Jordan. Syrian boys and young men—in particular—often work illegally and informally in the Jordanian economy, which puts them at risk of trafficking. NGOs have observed an increase in child labour and potential forced child labour among Syrian refugee children working alongside their families in the agricultural and service industries, as well as peddling goods and begging. Jordanian children employed within the country as mechanics, agricultural labourers, and beggars may be victims of forced labour. Because the agricultural sector in Jordan is inadequately regulated, children working in this sector may be susceptible to exploitation.
- **Sexual exploitation:** There have been reported cases of Syrian refugee women and girls sold into forced marriages. Some Syrian and Jordanian girls are forced to drop out of compulsory school to perform domestic service in their families' homes; some of these girls are vulnerable to trafficking. Lebanese, North African, and Eastern European women may be forced into prostitution after migrating to Jordan to work in restaurants and nightclubs; some Jordanian women working in nightclubs may also be forced into prostitution. As reported by an NGO in 2016, some Egyptian women are forced to beg or forced into prostitution by their Jordanian husbands. Some out-of-status domestic workers from Indonesia, the Philippines, Bangladesh, and Sri Lanka have been reportedly forced into prostitution after fleeing their employers.

The findings of the 2018 State Department report echo those of previous analyses. The Jordanian Women's Federation asserts that women from Egypt, Iraq, Morocco, Tunisia and some other countries have been brought to Jordan under different justifications in order to be used in the 'sex trade'. 'From Egypt, women are misled through fake marriages, and Iraqi refugee women who are forced into prostitution due to poor economic conditions'.<sup>9</sup> Exploitation of Iraqi refugee women for sex was described by Chatelard (2002, cited in Calundruccio, 2005: 277-278):

Bogus travel agencies offer Iraqi women who come to inquire about the costs of the trip to "employ" them as prostitutes until they have earned an amount of money considered sufficient to pay for their (and often family members') smuggling out of Jordan. A number of work hours is determined in advance, the money earned is held in trust by the pimp who releases the women and provides them with travel documents only after they have found other women to replace them. There is no need for physical intimidation or isolation strategies as Iraqi women are already isolated, have no way to escape to, and

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<sup>9</sup> <http://jwu.org.jo/women-fedration/PagesDetiles.aspx?Ing=1&pageid=21>

cannot turn to the authorities. Besides they enter into these bonds “voluntarily” in the absence of other survival means.

Chatelard highlights this as a unique example in the literature on women trafficking of debt-bondage being exerted in the transit country and not in the destination country. ‘Generally, traffickers are said to exploit the migrant after being transported across the border, and in the case of prostitution, it is single young women who are involved. In Jordan, on the other hand, it is mainly women with children or ageing parents, and who are single heads of households (Chatelard, 2002, cited in Calundruccio, 2005: 278).

According to a government report, twelve women in Jordan were victims of human trafficking in the first six months of 2018; there were a total of 23 human trafficking cases and 126 labour cases recorded in this period.<sup>10</sup>

## Crime in Syrian refugee camps

The literature presents a somewhat mixed picture of crime in relation to Syrian refugee camps. According to a 2013 internal UNHCR report, organized crime networks were operating in Za’atari refugee camp, then home to 130,000 refugees.<sup>11</sup> The report described the camp as ‘lawless in many ways’ with resources that are ‘constantly stolen or vandalized’. This was echoed by a *New York Times* article a year later, which also described Za’atari as a ‘crime-ridden place’.<sup>12</sup> ‘Smugglers traffic in camp vouchers and goods, undermining legitimate Jordanian businesses, profiting criminal gangs in and out of the camp. An empty police station disappeared from near the camp entrance one night, repurposed as homes and shops two days later’.<sup>13</sup> Watkins (2018) suggests that, while crime is prevalent, ‘in the confines of the camps...serious crimes are rare’. However, this review found no recent literature detailing the prevalence and nature of crime in Syrian refugee camps or among Syrian refugees living outside camps. A 2013 government report highlighted an overall rise in crime in Jordan over the past five years, but attributed it to economic pressures and noted that refugees had ‘limited involvement’ in crimes (the highest share of which, 51%, took place in Amman).<sup>14</sup> Alshoubaki and Harris (2018: 166) note that many refugee camps are located along borders, and hence are more exposed to crimes such as smuggling and drug trafficking: ‘These practices are common in refugee camps and the border areas of conflicts’.

## Regional findings

As seen, the literature on serious and organized crime in Jordan is very limited. This review also looked in brief at the situation in the wider Middle East and North Africa (MENA) region. The

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<sup>10</sup> ‘23 human trafficking, 126 labour cases recorded in Jordan in H1 – report’, *Jordan Times*, 8 August 2018. <http://www.jordantimes.com/news/local/23-human-trafficking-126-labour-cases-recorded-jordan-h1-%E2%80%94-report>

<sup>11</sup> Miles, T. (2013), ‘Audit of Syrian refugee camps finds organized crime and child soldiers’, *Reuters*, 5 August 2013. <https://www.reuters.com/article/us-syria-crisis-refugees/audit-of-syria-refugees-finds-organized-crime-and-child-soldiers-idUSBRE9740V120130805>

<sup>12</sup> Kimmelman, M. (2014), ‘Refugee camps for Syrians in Jordan evolves as a Do-it-yourself City’, *New York Times*, 4 July 2014. <https://www.nytimes.com/2014/07/05/world/middleeast/zaatari-refugee-camp-in-jordan-evolves-as-a-do-it-yourself-city.html>

<sup>13</sup> Kimmelman, M. (2014), ‘Refugee camps for Syrians in Jordan evolves as a Do-it-yourself City’, *New York Times*, 4 July 2014. <https://www.nytimes.com/2014/07/05/world/middleeast/zaatari-refugee-camp-in-jordan-evolves-as-a-do-it-yourself-city.html>

<sup>14</sup> ‘Rise in crime rate registered over five-year period’, *Jordan Times*, 14 October 2014. <http://www.jordantimes.com/news/local/rise-crime-rate-registered-over-five-year-period>

available literature clearly points to the growth of transnational organized crime networks in the region:

In the Middle East, where the so-called Arab Spring has brought down governments in Egypt and Libya and threatened many other countries, organized criminality has flourished as justice systems and law enforcement organizations have been overthrown or handicapped by coping with public disorder. The result has been the formation of new organized crime enterprises that operate on a global scale (Ward & Mabrey, 2014: 2).

The current political instability across the region caused by armed conflict in several countries has led to a deterioration of the capacity of several Arab States to exert effective control over their borders. These circumstances, combined with weak economies with reduced employment opportunities and youth often traumatized by conflict, as well as the geographic proximity to lucrative European black markets, provide fertile ground for criminal groups and networks to prosper (UNODC, 2016: 8).

The literature also points to significant cooperation between criminal gangs and extremist groups: the latter benefit from illicit trafficking by acting as protectors or facilitators (UNODC, 2016: 8). While the literature does not explicitly mention Jordan as being impacted by transnational organized criminal groups, its geographic location suggests the country would be targeted by such groups.

### **3. Efforts to combat serious and organized crime**

#### **Government efforts**

##### ***Agencies***

A number of government agencies are involved in combating serious and organized crime, including trafficking. Key among these is the Public Security Directorate (PSD), which answers directly to the Ministry of Interior.<sup>15</sup> The PSD is responsible for law enforcement across the country and its mandate includes criminal investigations. The national Gendarmerie (police) also fall under the Ministry of Interior and support the PSD in its law enforcement activities. The PSD's Anti-Narcotics Department has primary responsibility for curbing drug smuggling, while the Arab and International Police Department (AIPD) links Jordanian law enforcement agencies to their counterparts worldwide. The PSD and Ministry of Labour have a joint Anti-Trafficking Unit, the national focal point leading anti-trafficking investigations (US DoS, 2018). Other agencies involved in combating human trafficking include the Ministry of Law and the Ministry of Social Development.

##### ***Legislation***

Jordan had a law prohibiting trafficking in children since 1926 (Calundruccio, 2005: 283), but the Anti-Human Trafficking Law (covering adults as well) was only passed in 2009 (Tamkeen, 2015). The NGO Tamkeen (2015: 8) note that, 'In spite of the fact that Jordan has fulfilled its international commitments with regard to combatting human trafficking and passing the necessary legislation, the real practice and the legal provisions in many cases are still far from

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<sup>15</sup> <https://www.interpol.int/Member-countries/Asia-South-Pacific/Jordan>



meeting international standards'. As well as analysing where Jordanian law diverges from international standards, Tamkeen identify a number of reasons for shortcomings in enforcement of anti-trafficking legislation (Tamkeen, 2015: 42-44):

- Filing a complaint: in some cases, the victim does not file a complaint against violations of his rights. The reasons for this can include: fear of deportation; shame and fear of being found out; loyalty to the trafficker; distrust of investigative bodies; fear of retaliation or harm against their families; traditions and social customs.
- The participation of victims in crimes such as theft or being accused by the employers is used as a means of pressure or blackmail the victim. As a result, their testimony cannot be relied on as evidence.
- Repatriation of victims and those who may possess important information related to the crime.
- Interpretation issues: these can include lack of an available interpreter or translator; weakness of the translation process whereby the original meaning can be lost in translation; translator may have a biased approach in favour of the employer, as most translation professionals come from the recruitment agencies in charge of recruiting migrant and domestic labour.
- Evidence is not available.
- Many perpetrators of this crime are located outside the jurisdiction/reach of the country or are hidden from the police.
- Some crimes have been committed but the criminal intent is not available, such as in the case of passport withholding, deprivation of off days, or not allowing the worker to leave the house under any circumstances.

The US Department of State *Trafficking in Persons Report 2018* also highlights shortcomings in anti-trafficking measures in Jordan, notably:

- Under Jordan's anti-trafficking law, penalties for sex trafficking offenses were not commensurate with penalties prescribed for other serious crimes;
- A lack of sufficient resources hindered victim identification and care;
- Victims—including victims of domestic servitude—continued to be vulnerable to arrest, imprisonment, and deportation for acts committed as a direct result of being subjected to trafficking, such as immigration violations and fleeing abusive employers.

Jordan's Penal Code criminalizes corruption, including abuse of office, bribery, money laundering and extortion, but the law is not implemented effectively: corrupt public officials are not systematically punished, and high-ranking civil servants are rarely prosecuted (US DoS, 2016). Efforts to contain and prosecute corruption have not been effective: the underperforming Jordanian Anti-Corruption Commission (JACC) was merged with the Audit Bureau in 2016 to form the Jordan Integrity and Anti-Corruption Commission (JIACC) – as of 2016 it had at least 30 ongoing cases to address (Bertelsmann Stiftung, 2018: 31). In December 2016, Prime Minister al-Mulki announced a new anti-corruption initiative, 'The National Strategy for Integrity and Anti-

Corruption 2017-2025' to run parallel with Jordan's Vision 2025<sup>16</sup> (Bertelsmann Stiftung, 2018: 31).

### **Initiatives**

The UN Development Fund for Women (UNIFEM) initiated a study on the situation of female domestic workers in Jordan in 2000 (Calundruccio, 2005: 283). In January 2003, Jordan and UNIFEM agreed on a model work contract that would protect the rights of foreign domestic workers in the country (UNIFEM, 2003 cited in Calundruccio, 2005: 283). The contract protects workers' rights to life insurance, medical care, rest days, and repatriation. The contract will be considered as a requirement for obtaining an entry visa, without which no worker will be admitted to Jordan. The countries of origin covered by the programme are Nepal, Indonesia, Sri Lanka, India, and Pakistan.

## **Support by international development organizations/partners**

### **UNODC**

The United Nations Office on Drugs and Crime (UNODC) is the main international development organization supporting the Government of Jordan to combat serious and organized crime. Many of UNODC's interventions in Jordan are part of wider regional programmes:

- Airport Communication Project (AIRCOP)<sup>17</sup> - Implemented by UNODC in partnership with INTERPOL and the World Customs Organization (WCO), AIRCOP aims at strengthening the capacities of international airports to detect and intercept drugs, other illicit goods and high-risk passengers (including foreign terrorist fighters), in origin, transit and destination countries. AIRCOP also promotes intelligence and information sharing between services at national and international level, as well as an intelligence-led approach to countering drug trafficking as well as other types of threats. Funded by the European Union, Canada, Japan, the United States of America, the Netherlands, Norway and France, the project currently covers over 30 countries in Africa, Latin America, the Caribbean and the Middle East. The Jordanian Joint Airport Interdiction Task Force was due to become fully operational at the end of 2018, making it the first JAITF in MENA.
- Container Control Programme (CCP)<sup>18</sup> - As a joint programme between UNODC and the WCO, the CCP helps member states strengthen their border control capacity and detect illicit goods in cargo containers. Jordan has been a partner of the CCP since 2015, when the first Port Control Unit was established in Aqaba. In 2016, an Air Cargo Control Unit was founded at Queen Alia International Airport. The Director-General of the Jordan Customs described the CCP as a cornerstone of his country's national security strategy: 'So far, the Programme has achieved great results in terms of seizing illicit drugs,

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<sup>16</sup> Vision 2025 is a 10-year socio-economic blueprint for Jordan that takes into consideration the social, economic and environmental dimensions of sustainable development, with the objective of achieving a prosperous, resilient and inclusive economy while strengthening reforms. *Jordan 2025: A National Vision and Strategy*, [http://www.nationalplanningcycles.org/sites/default/files/planning\\_cycle\\_repository/jordan/jo2025part1.pdf](http://www.nationalplanningcycles.org/sites/default/files/planning_cycle_repository/jordan/jo2025part1.pdf)

<sup>17</sup> <https://www.unodc.org/unodc/en/organized-crime/AIRCOP/News/2018-09-02-unodc-collaborates-with-jordan-to-improve-border-security.html>

<sup>18</sup> <http://www.unodc.org/unodc/en/frontpage/2017/June/unodc-and-jordan-sign-memorandum-of-understanding-to-combat-illicit-trade.html>

counterfeit medicine, strategic and dual use goods, intellectual properties, cigarettes and wildlife crime items,' adding that Jordan wanted to expand the CCP to cover broader topics.

### Others

The review found a few examples of interventions by other development partners with regard to serious and organized crime in Jordan:

- Support to the Mobility Partnership between the European Union and the Hashemite Kingdom of Jordan (JEMPAS)<sup>19</sup> – JEMPAS is funded by the European Union and implemented by the International Centre for Migration Policy Development (ICMPD). The project's overall objective is to strengthen the migration policy response and institutional capacity in Jordan in two key policy areas: to successfully engage with Jordanian expatriate communities, and to combat human trafficking in the Kingdom. ICMPD has provided over two years of technical assistance to the Ministry of Labour to strengthen its internal capacity to identify and refer cases of human trafficking in Jordan. Key activities include development of a training curriculum for labour inspectors on human trafficking in Jordan, and a series of training workshops on identification of human trafficking for approximately 100 labour inspectors.
- UK Jordan Security Sector Programme<sup>20</sup> – this is a four-year programme aimed at reducing internal security threats in Jordan by engaging in the following areas: investigative counter-terrorism policing; critical incident response; community policing. A second initiative, Supporting Resilient Youth and Communities in Jordan, partners with community-based organizations to ensure that vulnerable men and women in priority communities are able to manage stress better and have reduced propensity to violence.

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