

# **MIEUX Case Study Jordan (2016-2019)**

Funded by the  
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Implemented by  
ICMPD



## How to read this case study?

### MIEUX Thematic Areas



Migration and  
Development



Legal Migration  
and Mobility



Irregular Migration  
and Trafficking in  
Human Beings



International Protection  
and Asylum Policy



Horizontal  
Interventions

### Ten features of good practice in MIEUX Actions

- 1 There should be ownership on the part of the partner country
- 2 Actions should provide an opportunity to be innovative in their context
- 3 Actions should be able to be replicated
- 4 Actions should provide tangible results
- 5 Actions should be endorsed at a high level
- 6 Actions should be integrated into existing priorities
- 7 Actions should be based on the highest levels of experience
- 8 Actions should complement and be in synergy with other initiatives
- 9 Actions should provide EU added value
- 10 Actions should act as a catalyst for the acquisition of knowledge through the exchange of experiences

# NEW PROCEDURES FOR PROTECTING VICTIMS OF TRAFFICKING

## Jordan (2016-2019)

To serve Jordan's objective to improve its protection of VoTs, MIEUX worked with the newly established shelters in Amman to develop SOPs and guiding principles to provide a harmonised and comprehensive set-up for the practitioners, including coordination with key stakeholders.

### Context

Jordan is a country of both emigration and immigration flows, and its economic development is tightly coupled with the regional dynamics of migration and mobility. After years of a relatively open immigration policy, Jordan introduced a more protectionist policy in 2007 aimed at favouring nationals in certain sectors of the job market. As a consequence, the number of foreign nationals holding work permits dropped, thereby increasing the number of irregular migrants.

More recently, Jordan has experienced large inflows of refugees, and transit and undocumented migrants whose mobility and displacement are closely linked to the Syrian conflict and other regional tensions. In 2019, there were over 655,000 Syrian refugees registered by UNHCR in Jordan, accounting for 10.2% of the total population.<sup>1</sup> The influx of asylum seekers and their extremely limited possibility to regular labour market access, also presents an increased risk of trafficking for labour and sexual exploitation.<sup>2</sup>

Indeed, according to the U.S. Department of State 2019 Trafficking in Persons Report, Jordan is a high-profile destination for women, men, girls and boys from Asia and Africa who are subjected to trafficking for forced labour



- 4 Actions should provide tangible results
- 10 Actions should act as a catalyst for the acquisition of knowledge through the exchange of experiences

MIEUX  
FEATURES

1 UNHCR, "Global Trends Report 2019" p. 20, Available at: <https://www.unhcr.org/be/wp-content/uploads/sites/46/2020/07/Global-Trends-Report-2019.pdf>. [Accessed 26 August 2020 ].

2 ICMPD, "Targeting Vulnerabilities: The Impact of the Syrian War and Refugee Situation on Trafficking in Persons – A Study of Syria, Turkey, Lebanon, Jordan and Iraq", January 2016.

and domestic servitude in the country.<sup>3</sup> Conscious of the need to strengthen its legal and infra-structural set-up for the protection of VoTs,<sup>4</sup> the MoSD established its first permanent shelter for the protection of VoTs in 2016, soon followed by another.

However, as observed in the Mission Report of the Special Rapporteur for trafficking in persons in June 2016, the work of the shelter staff is limited by a lack of SOPs for the provision of comprehensive support, including psychological and legal support to VoTs by trained staff. This lack of SOPs is even cited by practitioners as one of the reasons for opting not to pursue or to drop judicial action.<sup>5</sup> As a consequence, the **MoSD requested MIEUX's support in 2017 to develop SOPs and guiding principles for two VoT shelters in Amman** to address shortcomings, such as the length of stay in the shelter, type of support available, language barriers and timely delivery of support. In order to enhance the services of both shelters, the MIEUX Action also trained staff at mid- and upper-management levels on delivery of services to victims and their families.

This was MIEUX's second Action in Jordan. The first one, spanning 2014 to 2016, aimed to increase the capacities of the Department of Statistics and other relevant public authorities to collect, analyse and use migration-related data for policy making purposes. Although not directly related to counter-THB activities, the work on migration data management also improved MoSD capacity in this domain.

## Action Design

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The Action was designed to enable the transfer of experience and expertise between EU MS and Jordanian counterparts in the area of improved care management of VoTs and organising knowledge transfer activities to familiarise their Jordanian counterparts on assistance options and conditions.

As a first step, the MIEUX team conducted a mapping exercise, with the support of the MoSD. The team then conducted a fact-finding mission with 15 representatives of relevant institutions, NGOs and international organisations providing services needed by the shelter. A detailed identification of the support needs within the centres was completed and led to a set of recommendations highlighted in the related Needs Assessment report. As a crucial first step, the joint ICMPD-MoSD report led to the signature of an MoU between the two existing shelters in order to **clearly define the roles and responsibilities** of each shelter in order to avoid misunderstandings or duplications. The existing shelters are the State-run Dar Karamah shelter (which means dignity in Arabic), providing care and protection to trafficked men, women and children (girls and boys), and the shelter run by the Jordanian Women's Union (JWU), a State NGO, which receives victims of gender-based abuse and violence, including trafficking victims.

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3 U.S. Department of State, "2019 Trafficking in Persons Report: Jordan". Available at: <https://www.state.gov/reports/2019-trafficking-in-persons-report-2/jordan/>. [Accessed 26 August 2020].

4 ICMPD, "Targeting Vulnerabilities: The Impact of the Syrian War and Refugee Situation on Trafficking in Persons", December 2015, available at: [https://www.icmpd.org/fileadmin/ICMPD-Website/Anti-Trafficking/Targeting\\_Vulnerabilities\\_EN\\_SOFT\\_.pdf](https://www.icmpd.org/fileadmin/ICMPD-Website/Anti-Trafficking/Targeting_Vulnerabilities_EN_SOFT_.pdf). [Accessed 26 August 2020].

5 <http://www.ohchr.org/EN/Issues/Trafficking/Pages/visits.aspx>. [Accessed 26 August 2020].

To develop the SOPs, the **drafting sessions** were broken down into working groups, practical exercises and plenary sessions, with each day focusing on the drafting of specific sections of the SOPs. In an effort to maximise ownership of the drafting process, and to ensure sustainability of the Action, the MoSD focal point worked with the MIEUX experts in facilitating and guiding the drafting session. Each session was followed by **remote support** from the MIEUX team to maintain the efforts of the working group by providing them with additional background information, or ad hoc requests for revising drafts and developing recommendations. Through constant, long-distance assistance, the MIEUX team of experts supported the working group and focal point remotely.

The purpose of the **study visit to Belgium** was to expose the shelter staff to the practicalities and modalities of Belgian and EU-wide anti-THB policies, and the various forms of assistance offered to VoTs. The Jordanian delegation (composed of two practitioners from Dar Karamah, two from the JWU and one MoSD official) visited shelters for victims and other existing rehabilitation facilities in Belgium. During these visits, they exchanged with counterparts on the many aspects related to the protection of victims: reintegration (social and economic); delivery of legal, medical and psychological services; and referral of victims to different agencies and institutions. The delegation was also particularly interested in the specific Belgian set-up for cooperation between central authorities, local actors and NGOs (playing a central role in Belgium). During the visit, the delegation experienced hands-on practice and built on existing training modules under use within the shelters.

## Practices

- **Agreed internationally recognised standards and definitions:** From the start of the Action, the MIEUX team witnessed inconsistencies in the interpretation of the definition of THB, which were not entirely compliant with international standards and regulations. For instance, the focus of most actors was almost exclusively on labour exploitation, and more specifically in the field of domestic work. There was an urgent need to widen the partner authority's perspective to include child labour, sexual exploitation, begging and organ trafficking as other key aspects of THB. The MIEUX team therefore suggested to dedicate the first drafting sessions to agreeing on a common and clear understanding of the definition of THB (based on recognised international standards), and all related terminologies. In the longer term, training and awareness-raising were needed in order for all actors to become acquainted with the meaning of all the different forms of THB.
- **Victim-centred approach:** While the Jordanian referral system was framed around a case-centred approach (prosecution of THB perpetrators), the EU and international systems insist on establishing a victim-centred approach (protection and reinsertion of victims). Thanks to the MIEUX Action, the MoSD and both shelters shifted their focus in order to guarantee an efficient and victim-centred provision of quality services to VoTs. At the same time, the prosecution of perpetrators remains the focus of the counter-trafficking unit within the police and judicial system.

- **Build on existing documents and in-house experience:** During the fact-finding mission, it became apparent that draft standards of work were available at both the Dar Karamah and JWU shelters. Although they were ad hoc working documents, these internal documents represented a good basis to develop more comprehensive and practical SOPs common for both structures. In addition, Jordan had recently developed its national referral mechanism, which includes better coordination among stakeholders for assistance to victims. These experiences only needed to be adapted to the newly-created shelters and passed on to their staff, at all levels. CSOs are also well developed and recognised in Jordan. Thus, for many services to be provided to VoTs, the shelters can rely on other existing organisations which already have a consolidated experience in their field of action.

## Impact

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- Supported the alignment of Jordan's definition of THB to recognised international standards and the improved understanding of practitioners to include child labour, sexual exploitation, begging and organ trafficking as other key aspects of THB. In addition to better identification of potential victims and their referral to the shelters, it will help the police and judicial counter-trafficking units in their investigation and prosecution of future THB cases.
- Improved capacities and internal skills of shelter staff in the delivery of effective care services for victims at central authority level and within the centres. The development of SOPs also brought newly-found ways to deliver services to victims, taken from information-sharing with the MIEUX experts about EU-based good practices.
- Provision of clear and comprehensive procedures for staff to follow on a day-to-day basis when confronted with new victims arriving.
- Opportunity for EU MS experts from Belgium and Bulgaria to gain insights into the Jordanian policy and procedural landscape, and share this information and new knowledge with their national administrations.

## Lessons Learnt

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- **Importance of 'political will':** As pointed out by several senior officials during the fact-finding mission, Jordan has the ambition to have *"the best practices and become a regional champion on countering THB"*. This willingness to step up the activities to counter THB and assist VoTs in the most effective way proved useful for the buy-in and ownership of key stakeholders during the drafting of the SOPs and diffusion of its content among practitioners.

- In addition, **awareness-raising** among the public institutions less directly involved in countering THB is of great importance in order to create the necessary public support. It is also very important that the competent authorities provide the necessary funds (financial and human resources) to support the political will and to make the transition from theory to practice.
- The MIEUX Action complemented the JEMPAS project (Support to the MP between the EU and the Hashemite Kingdom of Jordan, active between 2016 and 2019) which supported **the implementation modalities of the new National Referral Mechanism**, which clarified the whole-of-government approach for identifying, protecting and assisting victims by involving relevant public authorities and civil society. While the JEMPAS project focused on coordination among stakeholders at national level, with a focus on the referral and judicial aspects, MIEUX added a specific focus on the inner workings of the two shelters and protection of victims.



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Since launching operations in 2009, the Migration EU eXpertise (MIEUX) Initiative has provided space to request capacity development activities and EU expertise, allowing the sharing of knowledge and practices between peers working in institutions in and outside of Europe.

The adoption of the Global Compact on Migration and the creation of the UN Network on Migration coincided with MIEUX's ten-year anniversary. To mark the occasion, MIEUX undertook a comprehensive analysis of its achievements, methodologies and practices.

By delving into MIEUX's portfolio of over 100 interventions, this series of case studies intend to offer a glimpse of the broad range of tools, methodologies and approaches that can inspire or be used by governments and migration and development practitioners to advance a cooperative and sustainable international architecture of migration.