

Child Online Protection in the MENA Region

Jordan Country Report

15 April 2016



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ACRONYMS

ACCD	Arab Council of Childhood and Development
CAM	Child abuse materials
CEOP	Child Exploitation and Online Protection Centre
CJCP	Centre for Justice and Crime Prevention
COP	Child Online Protection
COSPOL	Comprehensive Operational Strategic Planning for the Police
CIRCAMP	Internet-related Child Abusive Material Project
CRC	(UN) Convention on the Rights of the Child
OPSC	Optional Protocol to the CRC on the Sale of Children, Child Prostitution and Child Pornography
CSA	Child Sexual Abuse
ECPAT	End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes
GSMA	GSM Association
ICTs	Information and Communication Technology
INHOPE	International Association of Internet Hotlines
ISP	Internet Service Providers
ITU	International Telecommunications Union
IWF	Internet Watch Foundation
LAS	League of Arab States
LGBT	Lesbian, gay, Bisexual and Transvestite
MENA	Middle East and North Africa
MENARO	Middle East and North Africa Regional Office
MLAP	Mutual Legal Assistance Procedures
MISSPIN	Microsoft Internet Safety, Security & Privacy Initiative for Nigeria
NCA	National Crime Agency
NCEMC	National Centre for Missing and Exploited Children
OIC	Organization of Islamic Cooperation
PAPA	Predator and Prey Alert
SEA	Sexual Exploitation and Abuse
SGBV	Sexual and Gender-Based Violence
TOR	The Onion Router
UKCCIS	UK Council for Child Internet Safety
UNCRC	United Nations Convention on the Rights of the Child
UNICEF	United Nations Children’s Fund
VAWG	Violence Against Women and Girls
VGTF	Virtual Global Task Force

CHILD ONLINE PROTECTION IN THE MENA REGION

JORDAN COUNTRY REPORT

COUNTRY OVERVIEW

Jordan is an upper-middle income country situated between Iraq, Syria, the Occupied Palestinian Territories, Israel and Saudi Arabia. It has been classified as a country of “high human development” by the 2014 Human Development Report. Jordan has a population of approximately 9.5 million, just under 3 million of which are displaced largely from Syria or the Occupied Palestinian Territories.

Persons under the age of 14 constitute 35.42 per cent of the population, and persons aged between 15 and 24 account for 20.25 per cent, with approximate gender parity.¹ Islam is the state religion and 97.2 per cent of the population is Muslim. Ethnically, 98 per cent of the population is identified as Arab, 1 per cent Circassian and 1 per cent Armenian.

Internet penetration in Jordan is among the highest, not only in the region but also globally. According to the World Bank, 44 per cent of the population were Internet users in Jordan in 2014, showing a steady increase from year to year. Fixed line broadband subscriptions account for a small proportion of connections, with only 4.66 per 100 persons in Jordan in 2014. By contrast, the rate of mobile cellular subscriptions lay at 148 per cent in 2014, having risen by 37 per cent since 1996 but appearing to reach a constant in the last five to ten years. There were 30 secure Internet servers per one million people in Jordan in 2014, and this figure has remained relatively stable for the past 20 years.²

1. INTRODUCTION

Information and Communication Technologies (ICTs) are now an integral part of children’s everyday lives. While much of the growth in the use of ICTs over the past decade has occurred in developed countries, there is exponential growth taking place in developing countries as more and more children, in particular, come online. Countries in the Global South, including the MENA region, have experienced exponential growth in the roll-out and access to mobile communications and the internet.

While there are no precise or recent statistics on the number of **children** online in Jordan, data from the International Communications Union (ITU) show that one in three in the Arab States are online, and that 20.7% in Africa are online, with that number rising exponentially.³ While there is no data on

¹ CIA World Factbook, Jordan, last updated March 2016, available at:

<https://www.cia.gov/library/publications/the-world-factbook/geos/jo.html>, last accessed 25 March 2016.

² World Bank Data, available at: <http://data.worldbank.org/indicator/IT.NET.USER.P2>, last accessed 25 March 2016.

³ Very dated research on broad level trends on access and usage are available through reports such as , for example, ECPAT International: *Global Monitoring Reports on the Status of Action against Commercial Sexual Exploitation of Children (Agenda for Action)/Jordan*, available at http://www.ecpat.net/sites/default/files/Global_Monitoring_Report-JORDAN.pdf (accessed 21 November

the percentage of these users who are children, Livingstone et al. (2015) argue that one in three children are now online globally, and that, increasingly, children under 18 are as likely to be online as those over 18 years of age.⁴ The well-being and safety of children online is thus becoming increasingly important. Yet, as more and more children come online and engage with the internet both as users and generators of content themselves, and as children start to reap the range of benefits that access to ICTs and the internet provide, so too is there substantial evidence of a range of risks to which they are exposed, not least of which is online sexual exploitation.⁵

Recognising the risks faced by children, in December 2014 the UK Government convened the #WePROTECT Children Online Summit to mobilise relevant actors in strengthening global efforts to combat online sexual exploitation. It is within this context that the UNICEF Global Programme to build capacity for tackling online child sexual exploitation is being implemented in 17 countries across six regions, with both regional and global engagement.

In line with the work that has already been started, UNICEF MENARO commissioned a regional study to map and scope the child online protection landscape in five countries (Jordan, Morocco, Tunisia, Algeria, and Egypt), and to provide recommendations to government on how to strengthen detection and responses to any form of online sexual exploitation, including sexual abuse and exploitation, through their national child protection system. The study is intended to ultimately lead to a better understanding of children's experiences, risks and harms, and challenges faced online, as well as the opportunities available to them, within each country. This, in turn, will be used to inform concrete country-level policy and legislative recommendations. The research will also contribute to the development of a body of evidence on children's online usage, risks, and harms in the study countries and the region more broadly, leading to better evidence as a prerequisite for the development of future evidence-based policies.

1.1 METHODOLOGY

A standardized methodology was adopted for all five countries. A comprehensive literature review was conducted, providing the conceptual framework for the study, a detailed analysis of child online protection literature, and on the regional and national frameworks, legislation and policies in each of the five countries.

This literature review was followed by in-country missions. The country visit to Jordan was conducted between 12 and 17 March 2016.

A diverse range of ministries of the Government of Jordan were consulted, as well as UN agencies working on child protection more broadly, and international and local non-governmental

2016), and similar (including data on Egypt, Jordan, Lebanon, Morocco, Palestine, Saudi Arabia, Sudan, Syria, Israel, Kuwait, UAE, Yemen, Libya, Bahrain, Qatar, Oman, Algeria and Tunisia). This data is however now extremely outdated and thus of limited relevance.

⁴ Livingstone S. Carr J. and Byrne J. *One in Three: Internet Governance and Children's Rights*, Global Commission on Internet Governance, Paper Series: No 22, November 2015

⁵ Livingstone, S. and Helsper, E.J. (2010) Balancing opportunities and risks in teenagers' use of the internet: The role of online skills and internet self-efficacy. *New Media & Society*, 12(2): 309-329.

organisations (INGOs and NGOs, respectively) and firms of Jordanian domestic lawyers. Participants were selected either on the basis of the relevance of their agency mandate and its possible inclusion of child online protection, or of their known activities in this area⁶.

The mode of inquiry was dynamic and combined focus group discussions and semi-structured interviews. These were guided by an interview guide, which provided the departure point for discussions across all the study countries. The interview guide was based upon the #WEPROTECT Model National Response and sought to illicit an understanding of the systems response to child online sexual exploitation as well as child online safety more broadly.

1.2 LIMITATIONS

A number of limitations should be considered when reading this report.

First, the duration of the full study was limited, and each research component was necessarily conducted over a very short space of time. With this in mind, the country visit to Jordan was conducted in an extremely short period of time and, as a result, the study presents an introduction to the approach adopted in Jordan to child online safety more broadly as well as the specific issue of child online sexual exploitation.

Secondly, national legal and policy documents were consulted in their original language and any quotations are based upon unofficial, but verified, translations unless stated otherwise.

2. FRAMING CHILD ONLINE PROTECTION

The following section provides an overview of Child Online Protection, the risks and opportunities associated with online activities, and the rights of children relating to the digital world.

2.1 CHILD ONLINE PROTECTION

Access and use of ICTs and social media opens up a range of services to children, including education and health services. They become particularly valuable in areas and countries where access to these and other social services might be limited. The Special Rapporteur to the Secretary General on Violence Against Children has clearly stated that “connectivity is a fundamental human right since it enables children to learn, work, connect, experience cultural activities and become citizens of the world,” thus recognising the range of rights and opportunities that ICTs and connectivity offer and facilitate.⁷

⁶ A list of Departments, Ministries, and stakeholders consulted is attached in Appendix One.

⁷ SRSG on Violence Against Children, Ms Marta Santos Pais, at the side event on a Call for Empowering, Inclusive, Safe digital environment for children, 28th Session of the Human Rights Commission, Geneva, Monday 9 March 2015, available at <http://www.ohchr.org/EN/Issues/Children/Pages/SafeDigitalEnvironment.aspx>

However, while ICTs and access to the internet have opened up a wealth of opportunities and possibilities for children, they come with increased exposure to different forms of risk. Care needs to be taken to ensure that in responding to the increased or new risks that the internet introduces to children, the opportunities that exist through technology are not missed.⁸ As the body of knowledge regarding online risks grows, there is worryingly little evidence on the harms that result from exposure to these risks, and indeed, a lack of consensus on what constitutes harm or how to measure harm.⁹ This differentiation between online risks and harms is an essential one to make, and a greater understanding is required to ensure the development and application of appropriate policy and intervention responses. This consideration frames this analysis of the literature and the presentation of the study findings.

When considering the experience of children online in the context of sexual exploitation, a wide range of behaviours should be considered. These may range from experiences of sexualised cyberbullying (a term which encompasses sending nasty or threatening sexualised texts or messages, posting explicit messages online, outing, badmouthing, spreading rumours related to sexual behaviour, flaming, harassment, impersonation, or cyber-stalking), online grooming and recruitment, exposure to child sexual abuse materials or other unwanted sexual content, sexting, and live-streaming of sexual content.

Defining Online Child Sexual Exploitation

“While the term ‘abuse’ focuses more on the treatment of the child victim, ‘exploitation’ refers more to the benefit of the offender” (UNODC, 2014).

“The term ‘online child sexual exploitation’ refers to the use of the Internet as a *means* to exploit children sexually and includes all acts of a sexually exploitative nature carried out against a child that has, at some stage, a connection to the online environment. It includes any use of ICT which results in or causes a child to be sexually exploited or which results in or causes images or other material documenting such sexual exploitation to be produced, bought, sold, possessed, distributed or transmitted. This notion can thus encompass (but is not limited to):

- Sexual exploitation that is carried out whilst the victim is online (such as enticing/manipulating/threatening a child into performing sexual acts in front of a webcam);
- Identifying and/or grooming potential child victims online with a view to exploiting them sexually (whether the acts that follow are then carried out online or offline);
- The distribution, dissemination, importing, exporting, offering, selling, possession of, or knowingly obtaining access to, child sexual exploitation material online (even if the sexual abuse that is depicted in the material was carried out offline) [UNICEF internal, 2016].

Child sexual exploitation online, similar to offline, can involve several broad categories of abuse: Adult to child abuse; child to child abuse; and child to child where the action originated in a consensual activity. It must be noted, though, that **not all abuse is exploitative, while all exploitation is considered abuse**. First, adults often use online media to groom children for future

⁸ This dilemma is captured well in the report of the SRSG: Office of the Special Representative to the Secretary General on Violence Against Children (2014), *Realising Children’s Potential and Minimising Risk: ICTs, the internet, and violence against children*, New York.

⁹ Slavtcheva-Petkova, Nash and Bulger, *Evidence on the extent of harms experienced as a result of online risks: implications for policy and research*, in *Information, Communication and Society*, 2014; Finkelhor

contact abuse. This can include making first contact with the child and developing a relationship with them that gradually becomes more sexualised, or it can involve adults known to the child who use online media to sexualise their relationship with that child. Increasingly child sexual abuse is documented by abusers and posted online either as photos, videos, or sometimes as live streamed sex shows. Often these child abuse materials are sold online, sometimes by the child's own parents.¹⁰ Second, other children may use online media against their peers for cyberbullying. Third, children sometimes 'voluntarily' use online media to exchange sexual images of themselves (sexting) either with their peers, or with known or unknown adults. There is also an increasing phenomenon of children using online media to prostitute themselves in exchange for cash or consumable goods such as mobile phones or clothing.¹¹

Just as it is important to recognise that not all abuse is exploitative, but all child exploitation is abuse, so is it equally important to acknowledge that exploitation *can* have commercial gain (for example the generation of income through live-streaming of content, or the sale of child abuse images), but not all exploitation is for commercial purposes.

Online experiences, including online child sexual exploitation, should not be considered in isolation from broader social dynamics and contexts. In their global review of children's internet use, Livingstone and Bulger found that the distinction between offline and online worlds is blurring and that those who are vulnerable offline are exceedingly vulnerable online.¹² It is thus important that prevention efforts targeting child online protection, and specifically online child sexual exploitation, be located within the broader child protection and violence prevention discourse and framework. The importance of this is further reflected in statements made by the UNICEF Deputy Executive Director in 2014:

*"What happens in the online world is a reflection of society at large, as the dangers children face online are mirrored in the risks children face in their homes, schools and communities. Protecting children online is part of a growing global movement to keep children safe from violence, abuse and exploitation in virtual and physical life-settings everywhere."*¹³

This relationship is further reflected in much of this report, as a number of nations in the region lack online-specific legal provisions. Often existing and broader provisions are applied in ad hoc ways to online-specific crimes.

2.2 ONLINE RISKS AND OPPORTUNITIES

While much of the focus of those concerned with child well-being has tended to be on the risks and harms associated with the use of internet and online activities, there is a growing emphasis on the

¹⁰ http://www.nytimes.com/2015/08/10/world/asia/widespread-child-sex-abuse-case-rocks-pakistan.html?_r=0

¹¹ A useful example of this is the recent scandal in Pakistan, where abusers were found to be blackmailing parents of children they abused, threatening to post sexual abuse recordings online?

http://www.nytimes.com/2015/08/10/world/asia/widespread-child-sex-abuse-case-rocks-pakistan.html?_r=0

¹² Livingstone & Bulger (2013). *A Global Agenda for Children's Rights in the Digital Age: Recommendations for Developing UNICEF's Research Strategy*. Available at <http://www.unicef-irc.org/publications/702>

¹³ UNICEF Deputy Executive Director Fatoumata Ndiaye. http://www.unicef.org/media/media_86244.html

promotion of online opportunities, and a recognition that minimising risk does not have to come at the expense of negating or minimising opportunities. In fact, many of the risks that adults perceive are legitimately perceived by children as opportunities (contact with others sharing similar interests, self-initiated collaboration and learning, social networking) (see text box below).

For example, Plan International identifies seven benefits of youth internet use: interpersonal relationships (which can reduce isolation), further education and skill development, participation in governance and communities, developing technical skills for the workplace, building knowledge on topics such as HIV and AIDS that they might not otherwise know about, and building self-esteem.¹⁴

The opportunity to form relationships, to be ‘connected,’ while often conceptualised as risky – the risk of meeting strangers – are amongst the most common opportunities identified by children in some studies. In a recent study in South Africa, for example, young people most frequently identify inclusion and ‘connectedness’ as the key benefit of mobile phone use (this refers as much to the use of data services as voice services). In ongoing site-based work with marginalised South African communities the opportunity to connect with children and others outside of their own community offers an exciting world which many children have never been privy to.

In considering both risks and harms, it is essential that there is an adequate understanding of what makes children vulnerable to harms, and what increases the chance of risks translating into actual harms. Much of the research on vulnerability had its origins in exploring the relationship between online and offline cyberbullying victimization and offender.¹⁵ Like the research on bullying, recent research has shown that not all children are at equal risk of harms relating to the internet.¹⁶ Those children who are most susceptible to harm are those who have problems or difficulties in other areas of their lives. Similarly, some forms of online abuse predict or co-occur with other forms, and vulnerability to one form of abuse may predict vulnerability to other (often more serious) forms of abuse. Thus, for example, children who are at greater risk of offline sexual abuse or neglect are generally at greater risk of online child sexual abuse.¹⁷

Finally, in order to inform both policies and interventions, it is important that a thorough understanding of how children navigate these risks is elicited. International research shows, for example, that while large numbers of youth are engaging in risky online behaviours only a very small percentage experience sexual exploitation as a result of these behaviours. While youth may not be aware of the breadth of dangers in the online space, they do have “some awareness of potential

¹⁴ Bachan, K., Stevenson, S., and van der Gaag, N. (2012). Girls in Cyberspace: Dangers and Opportunities. In Perisic, M., Komarecki, M., and Minujin, A. (Eds.) *Adolescent Girls, Cornerstone of Society: Building Evidence and Policies for Inclusive Societies*. p. 119-137. Available at http://www.equityforchildren.org/wp-content/uploads/2014/09/P60151-AdolescentGirls_print.pdf

¹⁵ See for example Wolak, J.D., Mitchell, K.K.J., and Finkelhor, D. (2003, 2007) and Williams, K.R., and Guerra, N.G. (2007).

¹⁶ See for example Palfrey et al (2008) and Guan S.S., Subrahmanyam, K. and (2009).

¹⁷ See for example, Burton, P., Ward, C.L., Artz, L., & Leoschut, L. (Forthcoming). *The Optimus Study South Africa: A national study of child sexual victimization*. CJCP Monograph series No 15, Cape Town, South Africa

online dangers, and this awareness seems to increase or decrease depending on socioeconomic background.”¹⁸

2.3 CONSIDERATION OF CHILD RIGHTS RELATING TO THE INTERNET.

Due to the hidden nature of online child sexual exploitation and the unregulated setting where it takes place, policies to protect child users of ICTs from sexual exploitation should not merely be reactive. This is aligned with the rights to protection from abuse contained in the CRC. The aim should be to prevent the abuse before it takes place by building children’s capacity to protect themselves when using ICTs. This approach is in line with Article 19 of the Convention on the Rights of the Child on the right to protection from abuse, which emphasises States’ obligation to implement, among other measures, educational initiatives to protect children from all forms of violence.

Also reflecting the rights of children detailed in the CRC, and of particular importance when considering child online protection, is the right to access justice and redress. Where children experience violations of their human rights, including sexual exploitation, they must have access to justice. The Committee on the Rights of the Child states “for rights to have meaning, effective remedies must be available to redress violations.” States must therefore “ensur[e] that there are effective, child-sensitive procedures available to children and their representatives.” This means ensuring that children have meaningful access to the judicial system – including “access to a readily available, prompt and effective remedy in the form of criminal, civil, administrative or disciplinary proceedings” – and any other independent complaints procedures.

In ensuring that children’s online safety becomes a reality, several different but complimentary approaches are likely to be required at a national level. These should ideally be framed not in isolation from wider (offline) child protection and safety initiatives and approaches, but rather in relation to these broader issues. The following list is not exhaustive but rather indicative of the complexity of the response required:

- An appropriate and responsive policy and legislative environment
- Effective implementation of law and policy on the ground in both urban and rural areas and throughout plural legal systems
- Balancing risks and opportunities—finding ways to promote healthy, safe engagement while also protecting from potentially harmful content, contacts, and conduct¹⁹
- Raising awareness for parents, educators, and community members of effective protection and prevention²⁰
- Involvement from industry leaders in prevention and building safety into design
- Effective detection and prosecution systems
- Appropriate response and support systems for kids

¹⁸ See Bachan, et al. 2012.

¹⁹ <http://www.lse.ac.uk/media@lse/research/EUKidsOnline/EU%20Kids%20I%20%282006-9%29/EU%20Kids%20Online%20I%20Reports/EUKidsOnlineFinalReport.pdf>

²⁰ It is particularly important that addressing stigmatization of sexual abuse victims is addressed, creating a safe space in which children can report abuse and feel safe and receive positive response and protection. This will be elucidated further in the study report

These aspects are reflected in the Model national response (discussed in more detail at the end of the report), developed under the #WeProtect Initiative, and endorsed by member governments and international stakeholders.

3. POLICY, LEGISLATIVE AND REGULATORY ENVIRONMENT

Jordan is a member of the League of Arab States and the Organisation of Islamic Cooperation. It is party to the Convention on the Rights of the Child as well as its Optional Protocol on the Sale of Children, Child Pornography and Child Prostitution.²¹ It has reported fairly frequently to the CRC Committee on its implementation of the CRC and the CRC OPSC, with the latest Concluding Observations of the Committee on the Rights of the Child (CRC Committee) having been issued in 2014.²²

Jordan has been lauded for its adoption of anti-trafficking legislation, the establishment of institutions and national plans to deal with trafficking, as well the creation of national family protection teams and anti-trafficking units with mandates to collect data on specific offences within the CRC OPSC.²³ The CRC Committee, in its 2014 OPSC Concluding Observations, recommended further action to implement the Protocol, including:

- Centralised data collection for all offences in addition to existing mechanisms for data collection on trafficking;
- Development of a comprehensive national strategy on all offences contained in the CRC OPSC, to bring about more effective coordination of the disparate existing national strategies already adopted by Jordan;
- Consolidation of existing coordination across several ministries, by designating a specific coordination mechanism capable of providing leadership and general oversight for the various ministries and agencies working on the development and implementation of child rights policies and monitoring the implementation of the CRC OPSC;
- Strengthening of dissemination of the CRC OPSC and awareness-raising among children, the public and professionals working with children, including the involvement of children and child-victims and working with communities in the development of gender-sensitive education programmes on measures, assistance and reporting mechanisms aimed at preventing children from being subject to the offences contained in the CRC OPSC, including through incorporation of matters within the Protocol in primary and secondary curricula;
- Building upon training efforts (which exist in respect of human trafficking), to develop multidisciplinary training programmes on all other areas covered by the Protocol for all

²¹ There was a period of approximately six years between Jordan's signature of the CRC OPSC, on 6 September 2000, and its ratification of the same on 4 December 2006. For completeness, Jordan is also party to the Optional Protocol on the Involvement of Children in Armed Conflict (CRC OPAC).

²² In respect of the CRC: 'Concluding Observations of the CRC Committee on the CRC', 7 July 2014, UN Doc. No. CRC/C/JOR/CO/4-5; in respect of the CRC OPSC, 'Concluding Observations of the CRC Committee on the CRC OP SC', 6 July 2014, UN Doc. No. CRC/C/OPSC/JOR/CO/1. Further, in respect of the CRC OPAC: 'Concluding Observations of the CRC Committee on the CRC OPAC', 6 July 2014, UN Doc. No. CRC/C/OPAC/JOR/CO/1.

²³ 'Concluding Observations of the CRC Committee on the CRC OP SC', 6 July 2014, UN Doc. No. CRC/C/OPSC/JOR/CO/1, paras. 4, 5.

relevant professional groups, institutions and individuals working for and with children as well as evaluation of such programmes.

The CRC Committee also analysed specific challenges arising in Jordan. The Committee urged Jordan to adopt measures to ensure effective enforcement of the prohibition in its national laws of early and forced marriage, particularly in respect of temporary marriages.²⁴ It also recommended that Jordan enter into cooperation with neighbouring countries to ensure prevention of cross-border temporary marriages. It identified gaps in the State's implementation of the CRC OPSC including a lack specific activities targeted to the identification and protection of children particularly vulnerable to exploitation, including refugee and migrant children, children living in poverty and children of unknown parentage (or undocumented children).²⁵ This is all the more pronounced in view of numerous reports received by the CRC Committee of Syrian refugee girls being forced into prostitution.²⁶ The CRC Committee also noted a rising trend of child sex tourism and recommended the wide dissemination of the Global Code of Ethics for Tourism among travel agents and that the State encourage such enterprises to sign the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism.²⁷

3.1 POLICY AND GOVERNANCE

Broadly, Jordan's policy and governance practice relevant to child online protection has an emphasis on law enforcement. The State has evidenced compliance with its international legal obligations and has additionally adopted the Model National Response under the auspices of the #WEPROTECT initiative. In recent years, new structures and dedicated departments have been established within the Ministry of Interior, which appear to be in accordance with the recommendations of the CRC Committee in respect to the implementation of the CRC OPSC. Jordan is additionally host to significant operations by non-state humanitarian and development agencies (comprising of UN agencies, INGOs and NGOs).

3.2 NATIONAL-LEVEL LEGISLATION AND POLICIES – OVERVIEW

Domestic legal child protection provisions are dispersed across several pieces of legislation, including the Law of Personal Status, the Penal Code and the Law of Criminal Procedures, the Family Laws and others. There is not, as yet, a single piece of legislation codifying all child-related rules of national law, like a 'Children's Act' that is seen, for example, in Egypt, although many participants felt that this was necessary for a fuller and more joined-up approach to protection of children both online and offline. This is notwithstanding a newly enacted Juveniles Law, whose main focus is on children in conflict with the law and child victims and witnesses.

²⁴ 'Concluding Observations of the CRC Committee on the CRC OP SC', 6 July 2014, UN Doc. No. CRC/C/OPSC/JOR/CO/1, paras. 20, 21.

²⁵ 'Concluding Observations of the CRC Committee on the CRC OP SC', 6 July 2014, UN Doc. No. CRC/C/OPSC/JOR/CO/1, para. 19.

²⁶ See 'Concluding Observations of the CRC Committee on the CRC OP SC', 6 July 2014, UN Doc. No. CRC/C/OPSC/JOR/CO/1, paras. 26 and 27.

²⁷ 'Concluding Observations of the CRC Committee on the CRC OP SC', 6 July 2014, UN Doc. No. CRC/C/OPSC/JOR/CO/1, paras. 22, 23.

Jordan has enacted specific legislation relating to what it terms, 'electronic crimes' or 'information systems crimes' including Law No. 27 of 2015, the Law of Electronic Crimes. This law replaced the 2010 Law of Information Systems Crimes.

Broadly, Jordan has enacted a specific offence relating to child pornography and sexual child abuse materials. This law criminalises any person who intentionally transmits or publishes through an information system or any information network anything heard [audio], read or seen containing pornographic materials involving or relating to sexual exploitation of those who have not attained eighteen years in age. It additionally penalises anyone who intentionally uses an information system or any information network to prepare, store, process, display, print, publish or promote pornographic activities or work for the purpose of influencing those who have not attained eighteen years of age or those who are psychologically or mentally disabled, or direct or incite such persons to commit a crime. A lower sentence is applicable to anyone who intentionally uses an information system or any information network for the purpose of exploiting those who have not attained eighteen years of age or those who are psychologically or mentally disabled for prostitution or pornographic activities.²⁸

A number of respondents, including those working on legal cases with child online sexual exploitation elements, appeared to be unaware of the specific offences provided for in the 2010 and 2015 legislation. There was a general view amongst such practitioners that cases involving children would fail, and have done in the past, within the general pornography offences contained in the Penal Code. Largely, and on a limited sample of anecdotal information, it appears that the offences that are more likely to be used to charge alleged offenders in cases of child online sexual exploitation or the production or transfer of child abuse materials are derivative ones. These are offences such as blackmail, abduction, or rape, all of which are contained in the Penal Code.

The general emphasis of Jordan's domestic legislation appears to lie upon prevention and punishment, which are important elements of a fuller response to the issue of child online protection and online child sexual exploitation. For example, one of the implementing regulations for the 2015 Electronic Crimes Law prohibits the entry of any person under the age of 16 to Internet cafes. Some reasoning for this was offered by respondents in view of the States capacity to regulate such public spaces, in contrast with Internet usage at home, at school or on mobile devices. It is not yet clear what impact, if any, such a prohibition will have on child online safety although it may raise questions relating to the curtailment of opportunities for children afforded by access to ICTs. Further research will be necessary to analyse the impact of the 2015 Electronic Crimes Law and its by-laws (implementing regulations) as well as the awareness and use by law enforcement agencies, the Public Prosecutor, and professionals working on cases of child online sexual exploitation of its provisions.

The Penal Code, the 2014 Juveniles Law, the 2015 Electronic Crimes Law and several other pieces of legislation also provide institutional mandates primarily for law enforcement agencies, which are discussed below.

²⁸ These offences are contained in Article 8, the 2010 Law of Information Systems Crimes,. The exact text of the 2015 replacement legislation has yet to be found.

In domestic law, the term¹³ Hadth is used in respect of minors and is defined in Article 2 of the 2014 Juvenile Justice Law as, “everyone who has not completed their eighteenth year in age”. An ‘adolescent’ is defined as someone who is between the ages of 15 full years and 18.¹⁴ In Jordanian law protective custody is possible. One respondent gave anecdotal information that, in the six months prior to the country visit, 50 persons were in protective custody.

Broadly speaking, Jordanian criminal law relevant to sexual offences and offences against children have a strong protective element. The absolute prohibition of extra-marital sexual relations can have problematic implications on the treatment of juveniles even where such activities are consensual. At times they serve to blur the line between victim and perpetrator. A closer review of the treatment of such cases by law enforcement and the courts is necessary to understand this more fully.

Procedural law for the felony courts allows for special measures in cases involving juveniles. The Juvenile Law provides that special juvenile courts must hear cases in which a juvenile is accused, and sentences are reduced, generally, by 50 per cent in cases involving a juvenile perpetrator (save in certain cases relating to drug offence and national security matters). Practitioner respondents noted, however, that despite the provision for special measures including juveniles giving evidence via video link, this is not automatic; legal representatives are required to make an application to the court and such applications were reportedly often rejected without reason.

It appears that closer judicial training on the protection and assistance of juveniles in criminal proceedings would be of value. This should be guided both by the CRC and OPSC as well as the 2014 Juveniles Law.

Offences committed against children are considered, in Jordanian criminal law, to be aggravated and carry higher sentences. Sexual offences, by and large, are considered grave offences especially when committed against women and girls, but the sentencing of persons convicted of such offences can raise difficult questions. The Penal Code, for example, make provision for extinguishing the sentence of a person convicted of rape, if he (in these circumstances the convicted person can only be a male) agrees to marry the victim. Combined with a strong customary tradition prevalent in Jordan of tribe-based reconciliation this can contribute to pressure upon victims of sexual offences, including those with online elements, to withdraw their statements in support of the charges or even to agree to such marriages. Some respondents gave anecdotal information about such circumstances arising in a case involving blackmail of young victims where explicit photographs were taken by a person who had enticed a girl away from her family and caused her to be raped repeatedly. The blackmail (or sextortion) occurred when the blackmailer threatened to post and otherwise share online images taken if money was not paid.

By contrast, further anecdotal information offered by a service provider highlighted the strict approach taken by law enforcement agencies, denying bail and charging with rapidity a man who had sexually abused a ten year old boy. In the same case a second man filmed the abuse but it is not clear if, and with what, he was charged.

Further research is needed to understand how offenders are treated in cases of child online abuse and sexual exploitation. Suitable research may consist of a systematic review of all relevant cases through the investigation, prosecution and rehabilitation phases.

Although Jordan has a broad-reaching legal framework, it seems that there are substantial gaps in awareness of where and how its rules apply. The gaps in awareness are likely a result of the relatively recent introduction of the latest legislation. This is notwithstanding remarkable progress by the State to enact such frameworks.

3.3 STRUCTURES, INTER-DEPARTMENTAL OR INTRA-DEPARTMENTAL AGENCIES / BODIES/DIRECTORATES

The majority of coordination efforts at government-level lie within law enforcement, and the departments of the PSD. These coordination efforts reflect a willingness on the part of the Government of Jordan to explore ways to ensure child protection against sexual violence and exploitation, especially for girls. In this regard it has been assisted through successful and long term advocacy by UNICEF. Specifically, the PSD (including the Family Protection directorate, and Juvenile Justice Directorate) works with the Ministry of Social Development, the Council for Family Affairs, Ministry of Health and other key Ministries in coordinating the response to child protection more broadly. As such, they have various referral processes in place for child victims.

At the level of non-state service providers, there are a number of initiatives and mechanisms for close coordination between agencies. Examples of these are the inter-agency standard operating procedures on SGBV, child protection, and mental health and psycho-social services. Within these operating procedures, individual agencies are allocated specific duties with agreed referral pathways, and up to date contact information for the relevant personnel. A notable element, beyond the direct provision of services is the allocation of end to end case managers, especially in child protection matters.

Over the past year, the referral pathways have been transmuted into activities with children and youth through a multi-service centre known as ‘Makani’ centres (translating to ‘My place’). Here, services are provided by UN agencies, INGOs and NGOs in the areas of life skills for youth, and non-formal education. Within these services, some basic sex education is provided and this is discussed in further detail below. Notably Makani centres were originally intended to be online but were taken offline for resource-related reasons.

4. MAJOR ACTORS AND ROLE-PLAYERS IN COP IN COUNTRY

4.1 JORDAN

4.1.1 Ministry Of Social Development

The Ministry of Social Development has recently changed its name from the Ministry of Social Defense, reflecting in part a reconceptualization of the role of this Ministry in offering services and enhancing the protection of children (and adults). The MoSD works closely with the Family Protection Directorate and the Public Security Directorate, both law enforcement and justice agencies, in responding to cases of offline and online child exploitation. Through the national response plan and the formalized MoUs, referrals protocols have been established between the Ministry and the various criminal justice institutions.

The MoSA recognizes the importance of early interventions in keeping children safe, and places emphasis on the inculcation and preservation of family and moral value systems. This includes the recognition of the family, and parents, as assuming an important role in keeping children safe, either online or offline. One aspect of this is the responsibility on parents to educate children, and to engage with them on what is acceptable online behaviour. Further, the MoSD also stressed the important role parents have to play in filtering and monitoring what children access online, in addition to the role that governments should play in this regard.

Importantly, the MoSD recognises a life-cycle approach to preventing violence and promoting the safety and wellbeing of children, drawing links between exposure to violence, and the perpetration of violence. Concern was also raised regarding the relationship between sexual exploitation, cyberbullying, and exposure to online sexual images on the one hand, and negative mental health outcomes, including self-inflicted harm and suicide, on the other. Further concern relates to the relationship between online experiences, and offline forms of abuse and exploitation, including trafficking.

4.1.1 Ministry Of Justice

The Ministry of Justice has a number of departments and divisions whose work is relevant to the protection of children in Jordan, including the Human Rights Directorate and the Criminal Legislation Review Committee. Anti-trafficking legislation is currently under review. The Ministry has been involved in constitutional reforms as well as the development and adoption of the recent draft of the 2014 Juveniles Law. It is responsible for the training and supervision of more than 50 specialised public prosecutors within the auspices of the 2014 Juveniles Law.

The MoJ works with government and non-governmental partners including the National Council for Family Affairs and the National Team for Domestic Violence. The cabinet agreed a National Action Plan for domestic violence in February 2016, in which the MoJ was also involved. The Ministry additionally engages in awareness raising and training workshops for judges and prosecutors for the purposes of dissemination of the 2014 Juveniles Law. The MoJ reported that it is also in cooperation with the Ministry of Education, the National Council for Family Affairs and the Noor Hussein Foundation for the purposes of raising awareness of the Juveniles Law, the domestic violence legislation and the Penal Code.

The MoJ was of the view that the codification of domestic laws relevant to children would be of value, as the protective framework for children in Jordanian law is currently dispersed across several disparate areas of law.

4.1.2 Ministry Of Education

The Ministry of Education holds exclusive competence over the national curriculum in primary and secondary government schools in Jordan. There was a general lack of clarity on the existence and content of sexual and reproductive health education.

Nevertheless, there is a ministry-wide violence tracking system for all government schools, with monthly reports submitted by a randomly selected group of students. This data is generally not disclosed beyond the ministry, but the tracking system may be of great value if additional indicators

can be added to cover abuse online. There is additionally a ministry-run helpline that receives complaints of abuse from students or parents, which are followed up through directorates. Complaints can also be made in person at the Ministry of Education in Amman. Follow up is available through school counsellors, which are present in some schools. A gap was identified in respect of abuse suffered by children outside of school. A valuable addition to the existing protection mechanisms in government run schools would be the provisions of counsellors in every school to aid reporting and follow up of instances of child abuse generally but also including matters arising with an online element.

4.1.3 Ministry Of Information And Communication Technologies

The Ministry of Information and Communication Technologies (MoICT) has, as one of its operational priorities, the imperative to keep ICTs accessible and available. This requires a careful balance with the demands of national security. In respect of child online protection, child online safety and the prevention of child online sexual exploitation, the ministry emphasises safe usage by children and youth. To this end it has developed guidelines for internet use for juveniles. It was not clear from discussions with the MoICT that there were formalised structures for the coordination of prevention and response to child online sexual exploitation, although the MoICT offered the first mention of the ICT Advisory Council (ICTAC), which mostly consists of industry representatives and the MoICT. Although there has been minimal regional level cooperation on the matter of child online safety, Jordan is something of a regional technology hub. This may provide a useful foothold for regional advocacy and coordination of child online protection efforts.

Specific activities of the MoICT that are relevant to child online protection include advocating for free parental controls attached to broadband subscriptions across the Kingdom. This service had previously incurred a cost to parents. It remains opt-in insofar as customers of ISPs are required to request Parental Control services when they purchase their subscription directly from service providers. A further activity of the MoICT involves the updating of ICTs in schools through e-learning modules, however this has been limited. The ministry also provides 195 'Knowledge Stations' across the Kingdom, with PCs, instructors and supervised internet usage for all ages.

In respect to the regulation of service providers, the MoICT only regulates the licencing and not content. Content falls within the remit of ICT policy and the Law of Telecommunications. The MoICT does collect data on ICTs usage, through household surveys every two years. The most recent survey suggested that 90 per cent of parents agreed that sites with pornographic materials should be closed down. The policy position of the MoICT, however, is to emphasise awareness and encouragement of safe online practices over censorship of content.

4.1.4 Ministry Of Awqaf And Religious Affairs

The Ministry of Awqaf and Religious Affairs (MoWRA) is the centralised Islamic authority in Jordan. It is responsible for a number of directorates within the ministry, including the directorates of Islamic guidance, Islamic Shari'a education, the King Abdullah Preparatory Institute for Imams, the directorate of women's affairs, mosques throughout the kingdom, and the King Abdullah cultural centre. MoWRA has been in cooperation with UNICEF on projects relating to early childhood development and youth and on a programme developing safe school environments. Between 2004 and 2010, the MoWRA provided training to 1500 male preachers and 500 female preachers on parental care, a fundamental tenet of Jordanian and Islamic communities, and which is incorporated

into the right to education of children in Jordan (and most other MENA countries). MoWRA is also in cooperation with other UN agencies on awareness and training matters. The MoWRA's current interaction with protection online is limited, although it is increasing the ICTs capabilities of its staff and preachers to enable them to target audiences through social media.

The MoWRA also delivers messaging within its own institutions, including religious schools, mosques, Qur'anic schools and Islamic cultural centres. It provides Islamic guidance across the ten detention centres in the Kingdom, for the purposes of aiding rehabilitation.

As the central religious authority in Jordan, the MoWRA has wide-reaching influence; it communicates directly with preachers through text messaging to direct the broad subject matter of Friday sermons, which are one of the major vehicles for communication with the wider population. This presents an opportunity to reach a large number of people, especially boys and men who constitute the majority of Friday prayer attendees, with messaging regarding online safety. Broadly, the MoWRA positions child protection as the parental responsibility to educate and prevent risky or harmful behaviours, within the framework of Islamic principles. The general sense was that, given the particular cultural sensitivities found in Jordan, messaging framed within an Islamic discourse would be one of the most effective ways in which to address child online protection.

4.1.4 Overview of Law Enforcement

Law enforcement falls within the remit of the Public Security Directorate (PSD), which reports to the Ministry of the Interior. Of relevance to child online protection and within the authority of the PSD, there is also the Family Protection Department, the Juvenile Justice Department, the Criminal Investigations Directorate and the Preventive Security Directorate.

Family Protection Department

The Family Protection Department has exclusive jurisdiction over sexual offences and all persons and agencies are obliged to report instances of sexual offences to the FPD. A belief or suspicion that sexual abuse has occurred is the standard for mandatory reporting, however some respondents suggested that the FPD would be less likely to follow up or take action in cases where an individual is *at risk* of sexual abuse.

Respondents who are working or who have worked on cases involving child abuse materials (CAMs) were unclear as to the procedures or facilities for the seizure, removal and destruction of such materials. Some indicated that the FPD had automated procedures for the seizure and destruction of such materials. Others suggested that they were unable to track where perpetrators had stored such materials.

Juvenile Police Department

In 2014 a law was enacted dealing with the treatment of minors in criminal investigation and proceedings. It replaced legislation dating from 1968.²⁹ The 2014 Juveniles Law, Law No. 32 of 2014 (2014 Juveniles Law), created a Juvenile Police Department (JPD) within the PSD and empowered the

²⁹ Repealed law: the Juveniles Law, Law No. 24 of 1968.

Minister of Social Development to create Juvenile Education, Rehabilitation and Welfare Institutions by decree.

The JPD's involvement in criminal cases is triggered by the presence of any person under the age of 18 including perpetrators, victims and witnesses. According to the website of the Juvenile Justice Department within the PSD, a training manual was issued for persons working with juveniles in 2002 to 2003, which predates the establishment of the JPD and may be subject to revision following the beginning of operations by the JPD in 2015. Such training materials may offer an opportunity to raise awareness among law enforcement personnel of the protective provisions of the Juveniles Law as well as the practical measures that may be taken to assist and protect juveniles throughout the investigation, prosecution and after-care phases.

The Juvenile Justice Department has an online complaints form on its website, through which it is able to receive complaints of abuse from any person (it is not limited to complaints from victims). The form requires input of the complainant's name and contact details and the same for the alleged perpetrator, as well as the category of abuse and any details. In one year of operation, the FPD reports that it has received one case of girl who was being blackmailed on the basis of having shared explicit photographs with a former boyfriend.

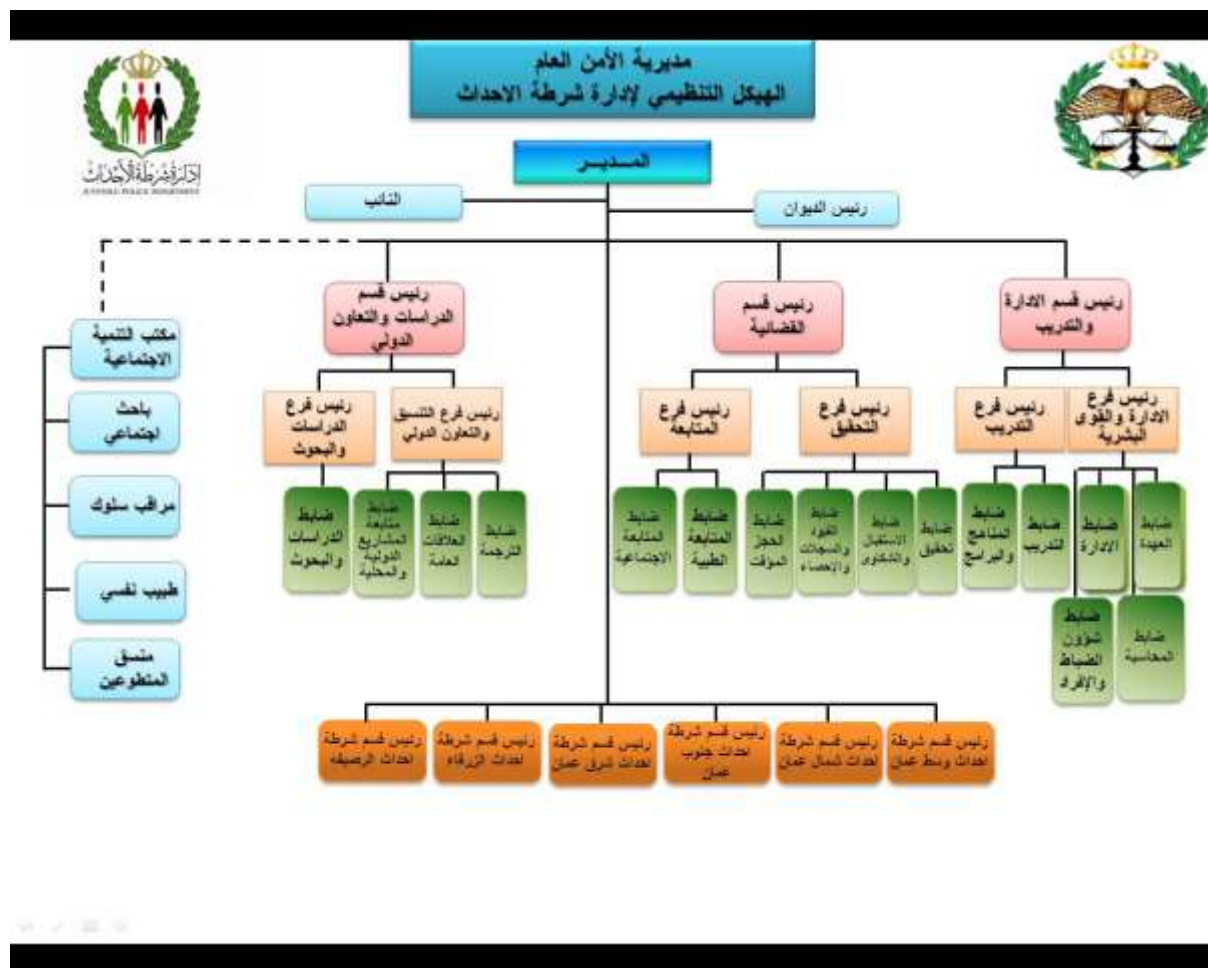
The JPD is empowered to intervene in certain cases involving a minor accused of a misdemeanour that carries a sentence of up to two years imprisonment. The website of the JPD reports that approximately 80 per cent of complaints in which it is involved result in settlement.

Criminal Investigations Department

The Criminal Investigations Department (CID) has several sub units whose work is relevant to child online protection, including the Trafficking in Humans Sections and the Cyber Crimes Unit. Respondents described close coordination between the CID, the FPD and JPD under the provisions of the 2015 Cyber Crimes Law and the jurisdictional umbrella of the Crimes Prevention Law. The CID also has cooperation with Interpol and the EU.

The CID described a three pronged approach to child (online protection): awareness, response and judicial prosecution. In respect of awareness, it cooperates with education and religious actors in schools. In respect of response, it appears to have a carefully coordinated system to deal especially with prohibited materials. By judicial warrant, the CID is able to disable accounts and remove materials from the internet, seize devices and wipe software. It is not clear what the rules are relating to procedure and evidence relevant to safeguarding evidence for judicial prosecution, but the CID reported that seized hard and software are used as evidence.

Table 1, Organogram of the Public Security Directorate, showing the reporting lines of the Juvenile Justice Section heads.



4.2 INDUSTRY

Service providers in Jordan are subject to the oversight of the Telecommunications Regulatory Authority. Respondents gave inconsistent views both as to which body holds ultimate responsibility, and the body that has the legal authority for takedown of CAMs and other prohibited materials. It is necessary to clarify, perhaps through establishing a timeline and the mapping of interventions in cases, what the relevant procedures are.

Orange

Orange is one of the major service providers in Jordan, with a reported 80 per cent penetration of the Jordanian mobile phone market.

Orange provides Parental Control free of charge as an opt-in service on all ADSL subscriptions. It engages with UNICEF and partners on the Makani centre to provide e-learning projects, but these are now offline for cost reasons. Orange is also partnering with the Ministry of Education on a pilot

project to bring ten schools online, with the hope that this will be rolled out to other schools across the Kingdom. Representatives of Orange emphasised government-level control of harmful context or content considered inappropriate for children. Representatives considered that the matter of controlling content lay with the State, through the regulatory commission and the Ministry of ICT rather than with service providers.

4.3 CIVIL SOCIETY

There is a rich and active civil society in Jordan, which offers direct service provision (including victim support services), referral to appropriate services and awareness and sensitisation for children and youth.

Mezan

Mezan is a firm of lawyers offering legal assistance to a range of target groups, and specialising in sexual and gender-based violence. Lawyers working for Mezan have encountered cases of sexual exploitation of children that include an online element, but they are rarely classified as ‘child online protection cases’. The online elements are often treated as secondary to the major charge against perpetrators. Although the exact scale of the issue was not clear, Mezan lawyers have encountered cases in which a woman or a girl has met in person with someone whom they have initiated contact online. Upon meeting, there may be consensual sexual activity, however this is used to persuade or cajole the woman or girl into remaining with the man or boy because there would be social repercussions for her to return home. The threat of social repercussions can result in imprisonment and group sexual violence against women and girls. Mezan is currently acting in two cases before the felony court with fact patterns along these lines. Mezan reported that the FPD’s involvement in cases involving CAMs was swift and effective in removing and destroying such materials.

Part of Mezan’s work entails advocating with clients (families of abused or exploited persons) to rely on the formal mechanisms instead of resorting to community-based or tribal dispute resolution. This is in part because the usual outcome of tribal or community-based dispute resolution in sexual offence cases would involve pressuring a female victim to accept marriage to the perpetrator. There is a limit, however, as to how far Mezan as legal counsel can practically influence this decision, as the criminal charge takes into account the outcome of any alternate dispute resolution. In instances where a child or woman is in protective custody following a sexual offence, tribes are effectively granted access to the victim to advocate for their marriage to the perpetrator. Additionally, the tribal system may result in collective retribution.

In cases involving children, Mezan attends case conferences with the MoSD and the FPD and makes recommendations for the best interests of the child. However the follow up on such cases is not always consistent and sometimes impractical.

Mezan and its funding is targeted toward less wealthy populations – a notable gap in its work. Whereas reporting may be more forthcoming from poorer communities, the social implications of reporting sexual offence for wealthier families may combine with poor availability of services for this

group, to further reduce the likelihood of reporting. This is a criticism valid for many NGOs operating in Jordan.

JOHUD

Johud is an implementing partner of UNICEF in Jordan. It operates as part of a network of NGOs in Jordan.

Johud's main entry point for service provision and contact with target communities is in Makani centres as well as in Princess Basma Youth Centres. In both these settings, Johud offers awareness sessions to children and adults. For girls, especially, Johud staff are able to offer sessions on the privacy of the body, how to deal with unwanted touching, early and forced marriage, and sexual and reproductive health. They are unable to do the same for boys as they have no male staff, which is considered a requisite.

In respect of detection in cases of abuse, Johud conducts outreach activities including home visits by social workers upon request, and through the Makani and Princess Basma centres. There are additional community committees in each of the 20 Princess Basma Youth Centres in the Kingdom, which consists of 12-15 people that meet once monthly. Each committee includes an imam or religious leader. There are additional women's committees in the Princess Basma Centres, and these deliver awareness sessions, livelihood opportunities and sensitisation on political rights and public participation for women and girls.

In the Princess Basma Youth Centres, Johud provides lifeskills, informal education and social support. Lifeskills training for youth focuses on leadership, communication skills and community service.

Johud additionally engages in parenting skills, and provides awareness sessions to 15 parents (mothers and fathers) on good parenting practising. There is generally a higher rate of attendance by women than by men.

In terms of direct service provision, Johud offers individual counselling for service users at the Princess Basma Centres and Makani centres, upon request.

Johud participates in the inter-agency referrals system.

Justice Centre for Legal Aid

The Justice Centre for Legal Aid offers legal assistance on a range of matters, including criminal matters. While they do not have a specific team for child protection, JCLA lawyers have acted in cases where sexual abuse has been filmed and where there has been an online element. JCLA was a valuable resource for understanding the contemporary legal framework within Jordan; they noted, however, that training on international law was a necessary element of any response for national lawyers.

IMC

The International Medical Corps has a presence in Jordan, primarily focusing on a Syrian caseload, but it also takes child protection cases of other populations.

IMC is one of the largest providers of case management, with 70 case managers dispersed across Zaatari and Azraq camps and in five urban locations mostly in the north of the Kingdom. Child protection cases are received through IMC's presence in Adolescent Friendly Spaces and through referrals from other agencies. It is currently dealing with two cases in which sexual abuse was filmed and the matter has gone to the criminal courts. IMC has observed a trend of sexual abuse of Syrian boys between the ages of 8 and 14 by Jordanian men, and cases have been received of such abuse occurring in a mosque, a place of work and to a greater extent in Palestinian camps. In most cases, the perpetrator is known to the victim and can easily be identified.

IMC has a health and child protection programme in Jordan. It is able to refer within its own services for cases managed by its case managers. It also offers training on case management. It runs a hospital in Azraq, with mental health services, as well as a mental health clinic. In the host communities, IMC offers mental health and mobile medical clinics.

In respect of child protection, IMC primarily offers case management and it runs adolescent friendly spaces, where informal education and lifeskills training are delivered. It is partnered with UNICEF on this.

5. PRIORITIES, PREVALENCE AND COUNTRY FOCUS

There is a good amount of literature available on issues relevant to the protection of children online, including some sources for statistics on reported electronic crimes: in 2011, there were 1,103 recorded cybercrimes, with the majority falling into the category of impersonation and defamation or threats and defamation.³⁰ Of these, two were cases of child abuse on the internet.³¹ Beyond this, there is little in the way of recent representative data on children's access to and usage of ICTs, or of their attitudes, knowledge or experiences online. This should provide a useful starting point for both the formulation of appropriate policies, and the assessing of the impact of current and new legislation and policy.

Respondents fairly consistently reported anecdotal situations in which girls sent sexually explicit images to boyfriends and then were subsequently blackmailed or abused. This is based on anecdotal evidence, however, and requires further recording and analysis. Data systems are required to accurately capture and analyse this information,

Law enforcement agencies appear most likely to be the first port of call in this respect, and thereafter victim support service providers. However, the consistency with which victim support is likely to be accessed is unclear, which suggests that there is a need for better linkages between the various reporting and service delivery points. This is one area that requires further attention, as are alternative reporting points outside of the law enforcement systems; not all cases that may have negative outcomes may fall within of the law, e.g. cyberbullying.

³⁰ R Faqir, 'Cyber Crimes in Jordan: A legal assessment on the effectiveness of Information System Crimes Law No (30) of 2010', *International Journal of Cyber Criminology*, Vol. 7 Issue 1, January – June 2013, p. 81.

³¹ R Faqir, 'Cyber Crimes in Jordan: A legal assessment on the effectiveness of Information System Crimes Law No (30) of 2010', *International Journal of Cyber Criminology*, Vol. 7 Issue 1, January – June 2013, p. 81.

There are steps being taken to sensitise the Jordanian public on safe internet use, and on reporting options, but these appear to be in relatively early stages and may provide a useful platform for further elaboration.

6. EXISTING (GOOD) PRACTICES, POLICIES AND INTERVENTIONS

There were several examples of existing policies and practices in Jordan that could be developed further to enhance both prevention and response to online child exploitation, several of which provide possible examples for other countries in the region.

- Religious leaders are important partners in promoting key messages, and providing leadership. The example cited above which describes the dissemination of key messages on gender-based violence and online child exploitation by Imams after Friday prayers, is one example of how religious institutions can provide important support in raising awareness and promoting responsible online behaviour.
- The intra-and inter-departmental institutional arrangements that incorporate the PSD, the CID, JPD and MoSD provide a good example that could possibly be replicated elsewhere. However, two caveats should be considered: the first is that this is primarily housed within the criminal justice system, which is useful when responding to and investigating child online exploitation, but may not be the ideal in promoting prevention, or on focusing on the non-criminal aspects of adverse child online experiences. Secondly, these structures and the institutional arrangements between them are relatively new, and so there is not yet evidence as to the efficacy of the arrangements.
- One stop centres such as the Makani Centres already offer an integrated package of services that are, according to interviews and focus group discussions, child-friendly. They also represent good examples of government and civil society working together to provide integrated services. Such models could easily be expanded to explicitly include online child exploitation into their mandate, with targeted training for service professionals, magistrates and investigators working through and with the centres. Their role in promoting digital literacy and digital citizenship could also be expanded, with relatively little capital investment. However, again a caveat must be noted: There has been no independent evaluation of the Makana Centres, and to no independent comment can be made as to their effectiveness, accessibility, or impact.

7. RECOMMENDATIONS

Based on the above discussion, a number of specific recommendations are made.

- The role of non-criminal justice stakeholders, particularly that of Education and a strengthened role of MoSD, should be considered in relation to the current institutional arrangements between the CiD, PSD, JPD and others. Consideration should be given to formalizing an inter-Ministerial task team to coordinate the prevention, and response aspects of child online protection.

- Priority should be given to finalizing an integrated child protection policy that clearly outlines the roles and responsibilities of each department within both the social and the justice cluster of Ministries and agencies.
- A clear protocol for managing take-down orders or managing reports of abuse by the service providers should be established, and service providers held accountable for their execution.
- Online safety and digital citizenship could be prioritized within school curriculums, as well as formal and informal extra curricula activities offered through the education system and through civil society. These do not necessarily need to address sexual and reproductive health explicitly, but could focus on responsible usage, the development of pro-social skills online and offline, key messaging, building resilience including how to manage and address risks encountered online, and reporting processes and protocols. Where these messages can be integrated within broader age-appropriate life-skills or sexual health curricula, this should be done.
- Various data systems should be established:
 - First, comprehensive access, usage, attitudes, knowledge and online behaviour data should be collected, which is representative of children throughout Jordan. This could best be done through either household or school-based surveys. The data collected can be used to both inform appropriate national and district policies, strategies and interventions;
 - Standardized institutionalized data systems should be established to record cases of online child sexual exploitation, as well as other forms of adverse online experiences, such as cyberbullying, harassment or stalking. These systems should be institutionalized through existing data collection or management systems where possible (for example, through Education Management Information Systems, for school-based reporting).
- Relating to this, child-friendly, anonymous reporting systems could be established and promoted through which children and young people can report any adverse online experiences, not just those related to extreme forms of exploitation.
- Targeted, specialized training on the wide range of experiences that children may encounter online and appropriate institutional responses, should be provided to social workers, educators, psychologists and other psycho-social personnel working with children. Care should be taken to ensure that the training differentiates between risks, and harms, and on the varying forms that online exploitation and violence can take, as well as the most appropriate remedies (legal and social) for each.

Appendix One: List of Stakeholders

1. UNICEF Child Protection
2. UNICEf Youth Programme
3. UNICEF Education
4. Ministry of Social Development
5. Minsitry of Education (child protection section and counselling section)
6. Crime Investigation Department
7. Ministry of Justice
8. Ministry of Awqaf and Religious Affairs
9. Ministry of Information and Communications Technology
10. Ministry of Health (violence prevention section)
11. Ministry of Social Development
12. Family Protection Department
13. Justice Center for legal Aid
14. Mezan
15. Zain (skype)
16. Orange
17. UNODC
18. UNFPA
19. UNHCR