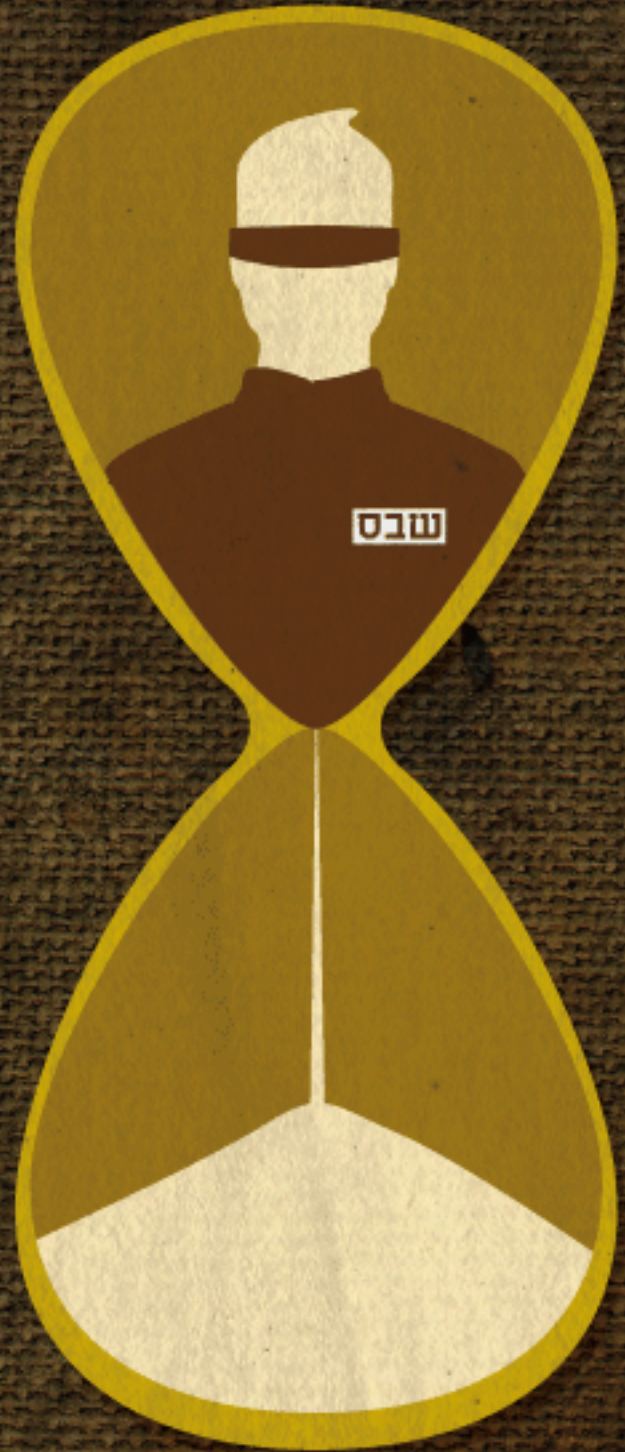




مؤسسة الضمير لرعاية الأسير وحقوق الإنسان



## ADMINISTRATIVE DETENTION

# IN THE OCCUPIED PALESTINIAN TERRITORY A LEGAL ANALYSIS REPORT

THIRD EDITION



**STOP** أوقفوا الإعتقال الإداري  
**ADMINISTRATIVE  
DETENTION**



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

**Administrative Detention**  
**in the Occupied Palestinian Territory**  
**A Legal Analysis Report**

Third Edition

**2013**



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



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## Table of Contents

<b>Summary</b>	5
<b>Introduction</b>	7
Background	8
<b>International law</b>	11
The Fourth Geneva Convention (1949)	11
Additional Protocol I	12
The Hague Regulations (1907)	12
Other Applicable International law	13
<i>The International Covenant on Civil and Political Rights</i>	13
<i>The United Nations Convention on the Rights of the Child</i>	13
<i>The United Nations Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment</i>	14
Specific Rights, Duties and Obligations Imposed by International law	14
<i>Procedure</i>	15
<i>Family Contact</i>	15
<i>Conditions of Detention</i>	15
<i>Women</i>	16
<i>Children</i>	16
Enforcement	16
<b>Israeli law</b>	18
The Law in Israel	18
The Law in the West Bank	18
The Law in the Gaza Strip	19
Israel's Position Towards International Law	20
Summary of the Legal Position	21
<b>Administrative Detention in Practice</b>	22
Procedure	22
Legal Basis for Administrative Detention	23



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

Right of Review and Appeal	23
Lawyers	24
<i>Palestinians with West Bank Residency</i>	24
<i>Palestinians with Gazan Residency</i>	25
<i>Palestinians with Jerusalem IDs</i>	25
<i>Palestinians with Israeli Citizenship and Jewish Israelis</i>	25
Military Courts and Judges	25
Torture	26
Holding Administrative Detainees In Israel	28
Discrimination	29
Detention Conditions	30
Women in Administrative Detention	31
Children in Administrative Detention	31
Administrative Detention and Forced Deportation	32
<b>Conclusion</b>	33
<b>Appendix</b>	34
Administrative Detention Statistics	34
Case Study: Moatasem Raed Younis Muzher	35
Case Study: Younis Odeh Hamdan Huroub	37
Case Study: Loai Sati Mohammad Ashqar	38
Case Study: Imad Nofal	43
Case Study: Yasser Mansour	45
Case Study: Mahmoud Ramahi	47



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Summary

1. Administrative detention is a procedure whereby a person is detained without charge or trial.
2. Administrative detention is permitted under international law but with strict conditions. It should only be used as a last resort and on an individual, case-by-case basis. Only imperative reasons of security justify the use of administrative detention and it should not be used as a substitute for criminal prosecution when there is insufficient evidence.
3. The Israeli practice of administrative detention does not meet international standards set by international law for the following reasons:
  - (i). There is evidence that Israel widely practices the use of torture and corporal punishment;
  - (ii). Israel deports and incarcerates administrative detainees outside the Occupied Palestinian Territory;
  - (iii). There is evidence that Israel uses administrative detention as a form of collective punishment;
  - (iv). There is evidence that Israel widely engages in humiliating and degrading treatment of administrative detainees;
  - (v). Administrative detainees are usually not informed precisely of the reasons for their detention;
  - (vi). There is evidence that Israel uses administrative detention as a substitute for criminal prosecution when evidence is insufficient or non-existent
  - (vii). The process of making and reviewing administrative detention orders falls far short of what would be considered a fair trial
  - (viii). Israel holds administrative detainees for prolonged periods in contravention of the 4<sup>th</sup> Geneva Convention, which mandates that administrative detention take place for a very brief period of time
  - (ix). Administrative detainees are not given the right to communicate with their families up to international law standards;
  - (x). Administrative detainees are often denied regular family visits in accordance with international law standards;
  - (xi). Israel regularly fails to separate administrative detainees from the regular prison population;
  - (xii). The conditions of detention regularly fall below an adequate standard required by international law; and,
  - (xiii). In the case of child detainees, Israel regularly fails to take into account the best interests of the child as required under international law.
4. Israel has historically ratified international agreements regarding human rights protection, whilst at the same time refusing to apply the agreements within the Occupied Palestinian Territory, attempting to create legal justifications for its illegal actions.

However, there is general acceptance that the following international humanitarian law instruments apply to the OPT:

- The Fourth Geneva Convention of 1949
- Article 75 of Additional Protocol I to the Fourth Geneva Convention
- The Hague Regulations



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**ADMINISTRATIVE**  
**DETENTION**



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

There is general acceptance that the following international human rights law instruments apply to the Occupied Territories:

- The International Covenant on Civil and Political Rights
- The International Covenant on Economic, Social and Cultural Rights
- The International Convention on the Rights of the Child
- UN Convention against Torture



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Introduction

Administrative detention is a procedure under which detainees are held without charge or trial. No charges are filed, and there is no intention of bringing the detainee to trial. In accordance with the detention order, a detainee is given a specific term of detention. On or before the expiry of the term, the detention order is frequently renewed. This process can be continued indefinitely.

Administrative detention has been commonly used by repressive regimes to circumvent the legal process and to hinder access by political dissidents to the protection that they should be entitled to under the law. Places where it has been used to a particular extent include the North of Ireland, South Africa (under apartheid), the United States, and Israel.

Administrative detention (internment) without trial proved to be hugely controversial when it was introduced by the Government in the North of Ireland in 1970 as a means of suppressing nationalist opposition. It was used against one side of the community only and, in practice, led to even greater unrest and increased recruitment to both Sinn Féin and the Irish Republican Army (IRA). It was eventually abandoned some six or seven years later and was never utilized again, despite increased levels of violence and political dissent. There is a general consensus that its use in the North of Ireland was counter-productive and merely exacerbated the conflict there.

Administrative detainees in the US are held both at the renowned detention center in Guantanamo Bay and in a network of secret detention facilities throughout the country. These detainees have spent years without any fair legal process, held on the basis of secret evidence. The first detainees were brought to Guantanamo on January 11, 2002, more than eight years ago. At its height, the detention facility held approximately 775 detainees. However, the Guantanamo internment regime, originally designed to prevent the detainees from receiving the protections of the U.S. Constitution or P.O.W. status under the Geneva Conventions, soon came under heavy scrutiny and domestic and international condemnation. On his second full day in office, American President Barack Obama pledged to close the facility within a year, a promise that remains yet unmet. In fact, the 2012 National Defense Authorization Act (NDAA), which also authorizes the detention and execution of American citizens without charge or trial, effectively prevents Guantanamo from being closed by restricting detainee transfers and releases.

Israel's practice of administrative detention seriously undermines its claim that it is "the only democracy in the Middle East," particularly given that administrative detention has only been such an integral part of the legal system in two of the region's most brutal dictatorships: Egypt and Syria. The possibility of becoming an administrative detainee is an ever-present threat in the daily lives of all Palestinians and severely impacts the lives of Palestinians living in the occupied Palestinian territory (OPT). Over the years, Israel has held Palestinians in prolonged detention without trying them or informing them of the suspicions against them. While detainees may appeal the detention, neither they nor their attorneys are allowed to see the evidence. Israel has therefore made a mockery out of the entire system of procedural safeguards in both domestic and international law regarding the right to freedom and due process.

Due to the lack of due process and the risk of abuse in detaining a person without charge or trial, strict restrictions have been placed on administrative detention under international law. While international humanitarian law does allow the occupying power to use administrative detention, it is only under explicitly articulated exceptional circumstances. Article 78 of the IV Geneva Convention gives the occupying power the authority to take safety measures concerning protected persons (inhabitants of the occupied territories are regarded in the Convention as 'protected persons'), including internment for 'imperative reasons of security' and not as a mean of punishment.<sup>1</sup> The Israeli authorities, however, have in most cases used administrative detention indiscriminately and as a means of punishment.

<sup>1</sup> Convention (IV) relative to the Protection of Civilian Persons in Time of War. Geneva, 12 August 1949 (GCIV).



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



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## Background

Palestinians have been subjected to administrative detention under the British Mandate; in Israel since 1948; and then in the OPT since 1967. According to testimonies given to Addameer, detainees are typically held under administrative detention orders from periods ranging from six months to six years. The longest serving administrative detainee has spent over 10 years, cumulatively, in administrative detention. The frequency of the use of administrative detention has fluctuated throughout Israel's existence, and has been steadily rising since the outbreak of the Second *Intifada* (uprising) in September 2000, and has been used as a means of collective punishment for Palestinians who oppose the occupation. As in previous years, whenever the conflict enters a new stage, the Israeli authorities use administrative detention to arrest a large number of Palestinians.





# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## ADMINISTRATIVE DETENTION IN NUMBERS

During the period of March 2002 to October 2002, Israeli Occupation Forces (IOF) arrested over 15,000 Palestinians during mass arrest campaigns, rounding up males in cities and villages between the ages of 15 to 45. In October 2002, there were over 1,050 Palestinians in administrative detention. By the beginning of March 2003, Israel held more than one thousand Palestinians in administrative detention.

In 2007, Israel held a monthly average of 830 administrative detainees, which was one hundred higher than in 2006. Furthermore, during the Palestinian Legislative Council (PLC) elections of 2006, Israel placed dozens of candidates from the Islamic 'Change and Reform Party' in administrative detention, some of whom are still imprisoned to this day.

Over the years, only nine Israeli citizens from illegal settlements in the West Bank have reportedly been detained for periods up to six months.

On 17 April 2012, approximately 1,200 Palestinian prisoners started hunger strikes and an additional 2,300 refused meals from the IPS in protest of prison conditions, administrative detention and restrictions on family visitation. After 28 days of hunger strike, the prisoners were able to strike an agreement with the IPS that ended the strike, including a provision that new administrative detention orders or renewals of administrative detention orders for the Palestinians currently in administrative detention would be limited, unless the secret files, upon which the administrative detention is based, contained "very serious" information.

The Israeli security forces reneged on their agreement to release administrative detainees who were on hunger strike, causing several to go on individual hunger strikes, including Thaer Halahleh, Bilal Diab and Akram Rikhawi. While the number of administrative detainees has decreased since the hunger strikes, the number was on the rise again by the end of 2012.

**As of 1 March 2013 there were 170 administrative detainees in Israeli prisons and detention centers, including 8 members of the PLC.**

Administrative detention in the OPT is ordered by a military commander and grounded on "security reasons." Detainees are held without trial and without being told the evidence against them. In most cases, they are simply informed that there is 'secret evidence' against them and that they are being held for security reasons.

The security reasons are broad enough to include peaceful political subversion and virtually any act of resistance against the Israeli colonial occupation. The definitions of crimes in Israeli legislation are additional sites where ambiguity can be manipulated, often resulting in increased sentences and imprisonment for Palestinians. For example, participation in a demonstration is deemed a disruption of public order. Firing in the air during a wedding, as a form of celebration, constitutes a danger to Israel's national security, despite the fact that it occurs in areas ostensibly under the sole jurisdiction of the Palestinian Authority (area A). Carrying or placing a Palestinian flag is a crime under Israeli military regulations. Even pouring coffee for a member of a declared illegal association can be seen as support for a terrorist organization. Palestinian national security forces are also seen as an illegal association.

International humanitarian law, comprised primarily of the Geneva Conventions of 1949 and their Additional Protocols, as well as international human rights law, provide the international legal standards that are to be applied to administrative detention in armed conflict and other situations of violence. International law



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

permits administrative detention under specific, narrowly defined circumstances. In accordance with the International Covenant on Civil and Political Rights (ICCPR) there **must be a public emergency that threatens the life of the nation**. Furthermore, administrative detention can **only be ordered on an individual case-by-case basis**, without discrimination of any kind. A State's collective, non-individual detention of a whole category of persons can in no way be considered a proportional response, regardless of what the circumstances of the emergency concerned might be. According to Adalah: The Legal Center for Arab Minority Rights in Israel, Israel has sought to justify its policy of administrative detention by the remarkable claim that it has been under a "state of emergency since 1948" and is therefore justified in suspending or "derogating" from certain rights, including the right not to be arbitrarily detained.<sup>2</sup> Moreover, administrative detention should not be used as a substitute for criminal prosecution where there is insufficient evidence to obtain a conviction. Israel's use of administrative detention deliberately infringes these restrictions.

This report examines Israel's policy of administrative detention in view of general principles of international law governing detention in general and administrative detention in particular. While Israel claims to be abiding by such principles, this report shows that Israel severely violates every one of these principles in practice.

This report will consider administrative detention under three broad headings:

- International Law
- Israeli Law
- Administrative Detention in Practice

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<sup>2</sup> Adalah, Submission to the UN Human Rights Committee, 22 July 2003 (available at: [http://www.adalah.org/eng/intladvocacy/unhrc\\_03\\_emergency.pdf](http://www.adalah.org/eng/intladvocacy/unhrc_03_emergency.pdf)).



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## International Law

In 1967, Israel occupied the West Bank, including East Jerusalem (both were under Jordanian control at the time) and the Gaza Strip (which was under Egyptian administration), which have come to be known as the OPT. Israel also occupied the Golan Heights and the Sinai Peninsula at the same time. Israel thus became a “belligerent power”<sup>3</sup> and subject to international humanitarian law in regards to the occupation of these territories.<sup>4</sup> Humanitarian law regulates how such territories should be governed, the conduct of the occupying power, and the treatment of the civilian population (“protected persons”) during occupation.<sup>5</sup>

The key international humanitarian legal instruments that regulate administrative detention in the occupied Palestinian territory are:

- The Fourth Geneva Convention (1949);<sup>6</sup>
- Additional Protocol I to the Geneva Convention (1977); and,
- Regulations annexed to the Hague Convention No. IV (Hague Regulations)<sup>7</sup>

An international consensus exists among States and the International Committee of the Red Cross (ICRC) that the Fourth Geneva Convention and the Hague Regulations of 1907 apply to all of the territories occupied by Israel after the 1967 war. The United Nations Security Council and the International Court of Justice (ICJ) have confirmed the applicability of the Fourth Geneva Convention to the OPT, including East Jerusalem, in ICJ Advisory Opinions and at least 25 Security Council Resolutions.<sup>8</sup>

International humanitarian law does not allow for any derogation from the law on the basis of any military, security or national rationales. This is because all instruments of international humanitarian law already give due consideration to military imperatives and reconcile military necessity with the demands of humanity.<sup>9</sup>

International human rights law and customary international law also have relevance when considering the nature and scope of permissible administrative detention.<sup>10</sup>

## The Fourth Geneva Convention (1949)

The Fourth Geneva Convention provides for the protection of civilians who find themselves under the rule of a foreign power in the event of an international and internal conflict. The Fourth Geneva Convention is based on the universally accepted principle that parties to a conflict should ensure that people living in an occupied territory should continue to live in as normal a manner as possible and in accordance with their laws, customs and traditions.

<sup>3</sup> Belligerent military occupation occurs when one nation’s military garrisons occupy all or part of a foreign nation during an invasion (during or after a war).

<sup>4</sup> International humanitarian law is sometimes referred to as the laws of war or the laws of armed conflict and primarily comprises the Geneva and Hague Conventions.

<sup>5</sup> D. Kretzmer, *The Occupation of Justice*, State University of New York Press, New York, 2002 (available at: <http://www.palestine-un.org/tenth/paper.html>).

<sup>6</sup> GCIV.

<sup>7</sup> Regulations Annexed to The Hague Convention No. IV respecting the laws and customs of war on land (1907).

<sup>8</sup> D. Kretzmer, *supra* note 5.

<sup>9</sup> *Ibid*.

<sup>10</sup> International human rights law is comprised of such instruments as the International Covenant on Civil and Political Rights (1966), International Covenant on Economic, Social and Cultural Rights (1966), and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1984), among many others. Customary international law is a body of law created through widespread and consistent practice among States, conducted with a genuine belief that such practice is legally binding (*opinio juris*), affording these laws the status of a legal rule or principle.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

The Convention forms what is probably the most significant body of international humanitarian law applicable to occupied territory and is considered to have acquired customary international law status. As mentioned, it is widely accepted (except by Israel) that the Fourth Geneva Convention applies to the OPT. The Convention rests on the belief, as articulated in Article 27, that civilians, whether in occupied territory or not, are fundamentally “entitled, in all circumstances, to respect for their persons, their honor, their family rights, their religious convictions and practices and their manners and customs.” The inviolability of such rights and benefits has been especially pronounced for persons in occupied territories.

Articles 42 and 78 of the Fourth Geneva Convention permit administrative detention only “if the security of the Detaining Power makes it absolutely necessary”<sup>11</sup> or for “imperative reasons of security.”<sup>12</sup>

The consensus, confirmed by the ICRC, appears to be that the application of international humanitarian law, including the Fourth Geneva Convention, ceases only after the effective end of the occupation or with a comprehensive political settlement.<sup>13</sup> Until this occurs, no derogation is possible from the rights guaranteed under the Convention.

Israel ratified the Fourth Geneva Convention in 1951 and is bound by its terms.<sup>14</sup>

## Additional Protocol I

In 1977, two additional protocols to the Geneva Conventions of 1949 were adopted to bolster the protection afforded to civilian populations in times of conflict and to take into account the realities of modern warfare. Additional Protocol I applies to international armed conflicts, and protects civilians against the effects of hostilities whilst making it clear that the sphere of operation of the Fourth Geneva Convention and Protocols includes:

*“Armed conflicts in which peoples are fighting against colonial domination and alien occupation and against racist regimes in the exercise of their right to self-determination.”<sup>15</sup>*

Israel has not ratified Additional Protocol I; however, Article 75 of Additional Protocol I is considered to reflect customary international law and is therefore binding on Israel.<sup>16</sup>

## The Hague Regulations (1907)

Israel is not a party to the Fourth Hague Convention (1907) to which the Hague Regulations are annexed. However, it is accepted that the Fourth Hague Convention (and regulations) is declaratory of customary international law and is therefore binding on all States, including Israel.<sup>17</sup>

<sup>11</sup> GCIV Article 42 provides: “The internment or placing in assigned residence of protected persons may be ordered only if the security of the Detaining Power makes it absolutely necessary.”

<sup>12</sup> GCIV Article 78 provides: “If the Occupying Power considers it necessary, for imperative reasons of security, to take safety measures concerning protected persons, it may, at the most, subject them to assigned residence or to internment. Decisions regarding such assigned residence or internment shall be made according to a regular procedure to be prescribed by the Occupying Power in accordance with the provisions of the present Convention. This procedure shall include the right of appeal for the parties concerned. Appeals shall be decided with the least possible delay. In the event of the decision being upheld, it shall be subject to periodical review, if possible every six months, by a competent body set up by the said Power.”

<sup>13</sup> Permanent Observer Mission of Palestine to the United Nations, New York, Israel’s Belligerent Occupation of the Palestinian Territory, including Jerusalem and International Humanitarian Law, 15 July 1999.

<sup>14</sup> GCIV has been ratified by 188 States and is widely accepted as established customary international law.

<sup>15</sup> Article 1 of Additional Protocol I.

<sup>16</sup> Jelena Pejic, “Procedural Principles and Safeguards for Internment/Administrative Detention in Armed Conflict and Other Situations of Violence”, International Review of the Red Cross, Vol. 87, No. 858, June 2005.

<sup>17</sup> International Court of Justice, Advisory Opinion, Legal Consequences of the Construction of a Wall in the Occupied Palestinian Territory, 9 July 2004, para. 89.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Other Applicable International Law

On 9 July, 2004 the ICJ handed down its advisory opinion in *Legal Consequences of the Construction of a Wall in the Occupied Palestinian Territory*.<sup>18</sup> The ICJ relevantly held that in addition to the Fourth Geneva Convention, the following international legal instruments also apply to the Occupied Palestinian Territory:

- The International Covenant on Civil and Political Rights (1966)
- The International Covenant on Economic, Social and Cultural Rights (1966)
- The Convention on the Rights of the Child (1990)

The ICJ has held that the protections offered by human rights conventions do not cease in case of armed conflict, save through the effect of provisions for derogation of the kind to be found in Article 4 of the ICCPR.<sup>19</sup> In regards to the relationship between international humanitarian law and human rights law, there are thus three possible situations: some rights may be exclusively matters of international humanitarian law; others may be exclusively matters of human rights law; and yet others may be matters of both these branches of international law.

## The International Covenant on Civil and Political Rights

The International Covenant on Civil and Political Rights (ICCPR) does permit administrative detention in exceptional circumstances during armed conflict or for protecting State security in certain circumstances.<sup>20</sup> The required circumstances are set out in Article 4 of the ICCPR which Israel ratified in 1991.<sup>21</sup>

## The United Nations Convention on the Rights of the Child

The fundamental principle underpinning the United Nations Convention on the Rights of the Child (CRC) is that in all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies, the best interests of the child shall be a primary consideration.<sup>22</sup>

Israel ratified the CRC in 1989 and the ICJ has determined that the Convention does apply to the OPT.<sup>23</sup> One of the foremost ways that Israeli Military Orders deviate from the rights provided to children under international law is in their definition of what constitutes a “child.” Under Article 1 of the Convention on the Rights of the Child a child is defined as, “every human being below the age of eighteen years.” Yet, until an amendment to Military Order 1651 in 2011, Palestinian children between 16-18 were considered adults under Israeli military law (Military Order 132). Since this amendment has been announced, the military

<sup>18</sup> Adopted by the UN General Assembly on 20 July, 2004 in resolution ES-10/15. The resolution was adopted by 150 votes in favor, 6 against with 10 abstentions.

<sup>19</sup> Article 4 permits a State Party to suspend the operation of certain Articles of the Covenant (including Article 9) “in time of public emergency which threatens the life of the nation.”

<sup>20</sup> Article 9 of the ICCPR establishes a prima facie position opposed to administrative detention by establishing an entitlement to the following rights: The right to liberty and security of person; Not to be subjected to arbitrary arrest or detention; To be informed, at the time of arrest, of the reasons for his arrest and be promptly informed of the charges against him or her; To be brought promptly before a judge exercising judicial power and to be entitled to a trial within a reasonable time or released; To challenge the lawfulness of the detention in a court; To compensation for wrongful detention.

<sup>21</sup> ICCPR, Article 4 relevantly provides:

“In time of public emergency which threatens the life of the nation and the existence of which is officially proclaimed, the States Parties to the present Covenant may take measures derogating from their obligations under the present Covenant to the extent strictly required by the exigencies of the situation, provided that such measures are not inconsistent with their other obligations under international law and do not involve discrimination solely on the ground of race, colour, sex, language, religion or social origin.”

<sup>22</sup> CRC, Article 3.

<sup>23</sup> ICJ Wall Advisory Opinion, supra note 17, para. 113.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

court has been using a loophole in the order: instead of being sentenced based on their age at the time of the alleged offense, the children are sentenced based on their age at the time of sentencing. This, in effect, means that many children are charged as adults, since they turn 18 during interrogation, pre-trial detention, or during the trial period.

## The United Nations Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment

The UN Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1984) (CAT) prohibits all forms of torture in all circumstances, without exception.<sup>24</sup> Israel ratified the CAT in 1991. However, in 1995, Israel rejected the authority of the Committee against Torture, the body that monitors implementation of the CAT, to investigate information it received from individuals and organizations concerning torture. Palestinian and Israeli human rights NGOs have repeatedly supported numerous petitions to the Israeli High Court of Justice against the State practice of torture, which produced some success in 1999 with the High Court's decision to limit its use.<sup>25</sup> In its landmark judgment in September 1999, the High Court of Justice held that the Israeli Security Agency (ISA) did not have legal authority to use "physical means" against interrogees. Pressure and a measure of discomfort are legitimate, the justices said, only as a side-effect of the necessities of the interrogation and not as a means for breaking the interrogees' spirit. However, the court stated that ISA agents who abused interrogees in "ticking bomb" situations may avoid prosecution. This holding implicitly legitimized these severe acts, contrary to international law, which does not acknowledge any exceptions to the prohibition on torture and ill-treatment.<sup>26</sup>

Israel has continuously attempted to justify its use of torture to the international community and to absolve itself of criminal responsibility in this regard in various ways, foremost of which are the Landau Commission of 1987. The Landau Commission claimed to restrict the use of torture, but approved the use of "moderate" physical pressure and "non-violent psychological pressure" during the interrogation of Palestinian detainees.

Furthermore, Israel does not abide by the UN Standard Minimum Rules for the Treatment of Prisoners or the UN Standard Minimum Rules for the Administration of Juvenile Justice (also known as "The Beijing Rules") in its application of torture against Palestinian prisoners in order to extract confessions for sentencing. Since 1967, 72 detainees have died while in custody as a result of torture. Confessions extracted through torture are admissible in court and/or military tribunals.<sup>27</sup>

## Specific Rights, Duties and Obligations Imposed by International Law

International humanitarian law and international human rights law each provide for specific rights, duties and obligations in relation to administrative detention, including the following:

- The High Contracting parties to the Fourth Geneva Convention undertake to respect and ensure respect for the Convention in all circumstances.<sup>28</sup>
- A prohibition against torture (mental and physical), mutilations and cruel treatment.<sup>29</sup>
- A prohibition against corporal punishment.<sup>30</sup>

<sup>24</sup> CAT, Article 2.

<sup>25</sup> HCJ 5100/94 Pub. Comm. Against Torture in Isr. v. Israel [1999] IsrSC 53(4) 817. Organizations such as Hamoked and ACRI have played key roles in this process.

<sup>26</sup> B'tselem and Hamoked, Absolute Prohibition: The Torture and Ill Treatment of Palestinian Detainees, May, 2007 (available at: <http://www.btselem.org/english/publications/Index.asp?TF=03>).

<sup>27</sup> Addameer Prisoner Support and Human Rights Association, Violations against Palestinian Detainees 2007.

<sup>28</sup> GCIV, Article 1.

<sup>29</sup> GCIV, Article 3; Additional Protocol I, Article 75(2)(a)(ii); and, CAT, Article 2.

<sup>30</sup> Additional Protocol I, Article 75(2)(a)(iii).



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

- A prohibition against deportations and transfer of civilians in and out of the occupied territory.<sup>31</sup>
- A prohibition against reprisals and collective punishments.<sup>32</sup>
- A prohibition against outrages upon personal dignity, in particular humiliating or degrading treatment including any form of indecent assault.<sup>33</sup>

## Procedure

- Any person detained shall be informed promptly of the reasons for their detention.<sup>34</sup>
- No sentence shall be pronounced except after a regular trial.<sup>35</sup>
- The accused person shall have the right to present evidence necessary to their defense and may, in particular, call witnesses. They shall have the right to be assisted by a qualified advocate or counsel of their own choice, who shall be able to visit them freely and shall enjoy the necessary facilities for preparing the defense.<sup>36</sup>
- The right to have the detention reconsidered by an appropriate body as soon as possible and reviewed at least twice a year.<sup>37</sup>
- The right to be released by the Occupying Power as soon as the reasons for the detention cease to exist.<sup>38</sup>

## Family Contact

- The detainee has the right, within a week of being detained, to communicate in writing with his or her family informing the family of his or her detention, address and state of health.<sup>39</sup>
- The detainee has the right to receive correspondence from his or her family.<sup>40</sup>
- The detainee has the right to receive visitors, especially near relatives, on a regular basis and as often as possible. In cases of urgency, such as death or serious illness of relatives, detainees should be permitted to visit their homes.<sup>41</sup>

## Conditions of Detention

- The Occupying Power must maintain detainees at its own expense and must provide for the detainees' state of health.<sup>42</sup>
- The Occupying Power must provide for support of those dependent on the detainee in circumstances

<sup>31</sup> GCIV, Article 49:

"Individual or mass forcible transfers, as well as deportations of protected persons from occupied territory to the territory of the Occupying Power or to that of any other country, occupied or not, are prohibited, regardless of their motive..."

"...The Occupying Power shall not deport or transfer parts of its own civilian population into the territory it occupies."

<sup>32</sup> GCIV, Article 33; Additional Protocol I, Article 75(2)(d); and, Hague Regulations, Article 50.

<sup>33</sup> GCIV, Article 3; Additional Protocol I, Article 75(2)(b).

<sup>34</sup> Additional Protocol I, Article 75(3).

<sup>35</sup> GCIV, Article 71.

<sup>36</sup> GCIV, Article 72.

<sup>37</sup> Ibid., Article 43.

<sup>38</sup> GCIV, Article 132; Additional Protocol I, Article 75(3).

<sup>39</sup> GCIV, Article 106.

<sup>40</sup> Ibid., Article 107.

<sup>41</sup> Ibid., Article 116.

<sup>42</sup> Ibid., Articles 81, 91 and 92.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

where they are unable to support themselves.<sup>43</sup>

- Detainees must be held separately from persons detained for any other reason, such as persons convicted of criminal offences. This highlights the distinction made between persons imprisoned after a regular criminal trial and those held in administrative detention who have not been tried or convicted of any offence, and therefore should be kept separately.<sup>44</sup>
- The Occupying Power must intern the detainees in adequate accommodation in regards to health, hygiene and the rigours of the climate.<sup>45</sup>
- The Occupying Power must provide the detainees with sufficient food to maintain their health whilst also taking into account their customary dietary requirements. Detainees must also be given the means to prepare their own food.<sup>46</sup>
- Detainees must be provided with premises suitable for the holding of their religious services.<sup>47</sup>

## Women

- Women detained shall be under the immediate supervision of women.<sup>48</sup>

## Children

- In all actions concerning children, the best interest of the child shall be the primary consideration.<sup>49</sup>
- Where a child is separated from its parents due to the actions of the State, such as through detention, imprisonment, exile, deportation or death, the State shall, upon request, provide information to the family as to the whereabouts of the missing family member.<sup>50</sup>
- State Parties recognize the right of the child to education.<sup>51</sup>
- No child shall be subjected to torture or other cruel, inhuman or degrading treatment or punishment.<sup>52</sup>
- No child shall be deprived of his or her liberty unlawfully or arbitrarily. Detention shall be used only as a measure of last resort and for the shortest appropriate period of time.<sup>53</sup>

## Enforcement

Article 1 common to the four Geneva Conventions establishes a legal obligation for the High Contracting Parties, both individually and collectively, to not only respect and implement the Conventions, but also to ensure their respect. As noted above, common Article 1 states that, "The High Contracting Parties undertake to respect and to ensure respect for the present Convention in all circumstances." This article was added at Geneva in 1949 as a provision specifically to enhance enforcement of the Convention. Common Article 1 has been supplemented by Article 89 of Additional Protocol I, which states that "in situations of serious violations of the Convention or of this Protocol, the High Contracting Parties undertake to act, jointly or individually, in co-operation with the United Nations and in conformity with the United Nations Charter."

<sup>43</sup> Ibid.

<sup>44</sup> Ibid., Article 84.

<sup>45</sup> Ibid., Article 85.

<sup>46</sup> Ibid., Article 89.

<sup>47</sup> Ibid., Article 86.

<sup>48</sup> Additional Protocol I, Article 75(3).

<sup>49</sup> Ibid., Article 3.

<sup>50</sup> Ibid., Article 9.

<sup>51</sup> Ibid., Article 28.

<sup>52</sup> Ibid., Article 37.

<sup>53</sup> Ibid.





# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

International humanitarian law, in accordance with the principle of universal jurisdiction, demands that States search for and punish all persons who have committed grave breaches of the law as listed in Article 147 of the Fourth Geneva Convention, such as torture, inhuman treatment, deportation, unlawful confinement, and depriving a protected person of a fair and regular trial.<sup>54</sup> They must either bring those persons to trial before their own courts or extradite them to a State party to the Convention for prosecution.

The ICJ in its judgment on the Apartheid Wall held that all high contracting parties to the Convention had an obligation to ensure that all the provisions of the Convention were complied with.

<sup>54</sup> GCIV, Article 147 provides:

“Grave breaches to which the preceding Article relates shall be those involving any of the following acts, if committed against persons or property protected by the present Convention: willful killing, torture or inhuman treatment, including biological experiments, willfully causing great suffering or serious injury to body or health, unlawful deportation or transfer or unlawful confinement of a protected person, compelling a protected person to serve in the forces of a hostile Power, or willfully depriving a protected person of the rights of fair and regular trial prescribed in the present Convention, taking of hostages and extensive destruction and appropriation of property, not justified by military necessity and carried out unlawfully and wantonly.”



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Israeli Law

Administrative detention is lawful under Israeli domestic law and the law Israel applies to the occupied territory. Administrative detention orders were originally based on the *British Mandate Defense (Emergency) Regulations (1945)*. In recent times Israel has justified its use of administrative detention by citing Article 78 of the Fourth Geneva Convention, which allows the internment of protected persons “for imperative reasons of security.”<sup>55</sup> Israel has never defined the criteria for what constitutes “state security.”

## The Law in Israel

In Israel, administrative detention is authorized under the *Emergency Powers Law (Detentions) (1979)* (Emergency Law). The Emergency Law only applies once a state of emergency has been declared by the Knesset. Such a state of emergency has been in existence since the founding of the State of Israel in 1948.

The Emergency Law allows the Minister of Defense to order detention for up to six months, with the authority to keep renewing the order every six months, indefinitely. The detainee must be brought before a judge within 48 hours of arrest and be periodically reviewed every three months by the president of the District Court.

## The Law in the West Bank

In the West Bank, administrative detention is authorized under Military Order 1651.<sup>56</sup> This order authorizes the military commanders in the area to detain an individual for up to six months if they have “reasonable grounds to presume that the security of the area or public security require detention.” Commanders can extend detentions for additional periods of up to six months if “on the eve of the expiration of the detention order,” they have “reasonable grounds to believe ... that the security of the area or public security still require the holding of the detainee.”<sup>57</sup> Military Order 1651 does not define a maximum cumulative period of administrative detention. The terms “security of the area” and “public security” are not defined, their interpretation being left to the military commanders.

If a Military Commander deems it necessary to impose a detention order, he may do so for up to six months, after which he can extend the original order for a further six months. There is no limit on the amount of times an administrative detention order can be extended. This in effect allows for indefinite arbitrary detention.

In June 1999, the procedure governing administrative detention orders was modified by Military Order 1466 which provided that a detainee must be brought before a military judge within 10 days of his or her arrest. These modifications also authorized the military judge to approve administrative detention orders as issued, cancel them altogether or decrease the duration of the order. In March 2002, during the Second Intifada, another amendment was issued, extending the period a detainee can be held without seeing a judge to 18 days. By the end of 2002, the limit returned to 8 days, but ISA representatives were no longer required to come to court and present the secret evidence. Military Order 1651, which currently authorizes administrative detention, reduced the period of time an administrative detainee can be held without seeing a judge to 4 days, though a temporary order included in Order 1651 (Chapter I, Article B) currently allows a detainee to be prevented from seeing a judge for 8 days (Chapter I, Article B, 287).

<sup>55</sup> A “protected person” is defined in GCIV Article 4 as:

“Persons protected by the Convention are those who, at a given moment and in any manner whatsoever, find themselves, in case of a conflict or occupation, in the hands of a Party to the conflict or Occupying Power of which they are not nationals.”

<sup>56</sup> Administrative detention was originally authorized under Military Order 1226. This was later amended by Military Order 1591, which was in turn replaced by Military Order 1651 as of May 2010.

<sup>57</sup> Military Order 1226, Section 1B.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## The Law in the Gaza Strip

Until the Israeli military's withdrawal from the Gaza Strip in 2005, administrative detention was authorized in Gaza under Military Order 941 (1988) and was similar in its operation to the administrative detention order in operation in the West Bank. After the withdrawal, the Israeli government argued that it is no longer an Occupying Power in the Gaza Strip and that it is not bound by international law relating to the duties and obligations of occupying powers. There is consensus among the international community, however, that despite the withdrawal of Israeli military troops in 2005, there are ongoing as well as new methods of Israeli military and administrative control in the Gaza Strip, which amount to "effectual control" of the area. Therefore, the withdrawal of Israeli troops alone does not mean that Gaza is no longer occupied by Israel. It is important to note that facts on the ground define the legal situation. Israel maintains its effective control over the Gaza Strip by different means, such as control over air space, sea space and international borders. Israel also continues to exercise control, although indirectly, over Palestinian movement in the Rafah crossing – the only exit outside of Gaza to countries other than Israel – namely Egypt. Furthermore, Israel continues to exercise control over the movement of Palestinians, as well as goods, in the Kerem Shalom, Erez, Karni, and Sufa crossings. Even during the period between the Israeli withdrawal in September 2005 and the Israeli military operation dubbed "Operation Summer Rains" in 2006, there has been a consensus amongst the international community that Israel, regardless of the applicability of the laws of occupation, continues to be legally responsible for protected persons that live in the Gaza Strip under general provisions of international humanitarian law.<sup>58</sup>

In March 2002, the Knesset enacted the *Incarceration of Unlawful Combatants Law (2002)*. This law provides for the indefinite administrative detention of foreign nationals and creates a third category of person the "unlawful combatant" with an unclear definition that includes not only persons who participate in hostilities against Israel, but also any members of forces that carry out such hostilities of that force. The usage of the "unlawful combatant" designation runs contrary to the distinction in international humanitarian law between combatants and civilians. It affords detainees neither the protection of the Third Geneva Convention as combatants held as prisoners of war, nor the protection of the Fourth Geneva Convention as civilians. Neither of these Conventions prevents the state from prosecuting suspects for crimes they allegedly committed either as combatants or civilians.<sup>59</sup>

The Unlawful Combatants Law further allows a person suspected of being an "unlawful combatant" to be held for up to 14 days without judicial review, and also permits the use of secret evidence and in-court evidence to be taken outside of the presence or in the absence of the detainee. By comparison, under the Israeli military orders in the West Bank, once an administrative detention order has been issued by the military commander, the detainee must be brought before a military judge within eight days. Moreover, if the detention order is approved by a court, the Unlawful Combatants Law allows the administrative detention of individuals for indefinite periods of time, or until such a time that "hostilities against Israel have come to an end" and mandates judicial review of the detention only once every six months. The judge can then either release the detainee or renew the administrative detention order. The detainee is allowed to appeal to the Israeli High Court within 30 days. Finally, on January 17, 2013, the Ministry of Justice amended the law by making Section 10A, a temporary amendment in force from 2008-2010, permanent. According to this amendment, the timeframe for issuing an order after arrest was extended from four to seven days.

The Unlawful Combatants Law also contains a troubling presumption that the detainee would pose a threat to the security of the state if released, which is the grounds for detention under the law (section

<sup>58</sup> Diakonia. "Does international humanitarian law apply to the Gaza Strip after the withdrawal?"; 2007 (available online at: <http://www.diakonia.se/sa/node.asp?node=842>).

<sup>59</sup> United Against Torture, *Torture and Ill Treatment in Israel and the Occupied Palestinian Territory: An analysis of Israel's Compliance with the UN Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment*, 2008 (available at: [www.unitedagainsttorture.org](http://www.unitedagainsttorture.org))



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

3). Additionally, the Defense Minister's determination that a certain force is carrying out hostilities against Israel, or that such hostilities have or have not come to an end, will serve as evidence in any legal proceeding, unless the contrary is proven by the detainee (section 8). Thus, no legislation is necessary to determine which forces are carrying out hostilities against Israel; the decision is made unilaterally by the executive.<sup>60</sup>

## Israel's Position towards International Law

Although Israel has stated that it generally applies the humanitarian provisions of the Fourth Geneva Convention in the Occupied Territory (without specifying exactly which provisions it is referring to) (a *de facto* application) it denies that it is legally obliged to do so (a *de jure* application).<sup>61</sup> Israel bases this argument on a narrow interpretation of Article 2 of the Convention.<sup>62</sup> Israel argues that the Convention only applies between two High Contracting Parties, one of which has sovereignty over the territory occupied by the other. Israel posits that Jordan and Egypt were not acting as sovereigns over the Occupied Territory prior to 1967 (being more in the position of administrators) and that there is no other relevant High Contracting Party, therefore the Convention does not apply.<sup>63</sup>

The ICJ rejected this argument, noting that both Jordan and Egypt were High Contracting Parties to the Covenant in 1967 and that Article 2 does not impose any qualification of sovereignty when referring to the "territory of a High Contracting Party."<sup>64</sup>

Israel's argument also ignores Article 4 of the Convention, which is intended to protect the rights of people who find themselves "in the hands of a Party to the conflict or occupying Power of which they are not nationals," regardless of the competing claims to sovereignty over the territory.

Rejecting Israel's argument, the ICJ concluded that:

*"This interpretation reflects the intention of the drafters of the Fourth Geneva Convention to protect civilians who find themselves, in whatever way, in the hands of the occupying Power. Whilst the drafters of the Hague Regulations of 1907 were as much concerned with protecting the rights of a State whose territory is occupied, as with protecting the inhabitants of that territory, the drafters of the Fourth Geneva Convention sought to guarantee the protection of civilians in time of war, regardless of the status of the occupied territories, as is shown by Article 47 of the Convention."*<sup>65</sup>

Finally, the ICJ noted that the Israeli Supreme Court has itself acknowledged the application of the Convention in relation to military action undertaken by the IOF in the Rafah refugee camp in the Gaza

<sup>60</sup> Ibid., p. 60.

<sup>61</sup> ICJ, Wall Advisory Opinion, supra note 17, para. 93.

<sup>62</sup> GCIV Article 2 provides:

"In addition to the provisions which shall be implemented in peace-time, the present Convention shall apply to all cases of declared war or of any other armed conflict which may arise between two or more of the High Contracting Parties, even if the state of war is not recognized by one of them.

The Convention shall also apply to all cases of partial or total occupation of the territory of a High Contracting Party, even if the said occupation meets with no armed resistance.

Although one of the Powers in conflict may not be a party to the present Convention, the Powers who are parties thereto shall remain bound by it in their mutual relations. They shall furthermore be bound by the Convention in relation to the said Power, if the latter accepts and applies the provisions thereof."

<sup>63</sup> ICJ Wall Advisory Opinion, supra note 17, paras. 90-91.

<sup>64</sup> Ibid., para. 95.

<sup>65</sup> Ibid. GCIV Article 47 provides:

"Protected persons who are in occupied territory shall not be deprived, in any case or in any manner whatsoever, of the benefits of the present Convention by any change introduced, as the result of the occupation of a territory, into the institutions or government of the said territory, nor by any agreement concluded between the authorities of the occupied territories and the Occupying Power, nor by any annexation by the latter of the whole or part of the occupied territory."



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

Strip.<sup>66</sup>

In regards to the ICCPR and similar international human rights instruments, Israel takes the view that these covenants do not apply to the Occupied Territory.<sup>67</sup> However, this too was refuted by the ICJ in its ruling, which affirmed the applicability of human rights law to the OPT. The Court stressed that the Hague Regulations of 1907 are part of customary international law and are thus applicable in the occupied territory. The Fourth Geneva Convention, as well, is applicable because there existed an armed conflict between two High Contracting Parties to the Convention – Israel and Jordan – when Israel occupied the West Bank.<sup>68</sup> The Court noted that, according to the first paragraph of Article 2 of the Fourth Geneva Convention, that Convention is applicable when two conditions are fulfilled: first, that there exists an armed conflict (whether or not a state of war has been recognized); and second, that the conflict has arisen between two contracting parties. If those two conditions are satisfied, the Convention applies, in particular, in any territory occupied in the course of the conflict by one of the contracting parties.

## Summary of the Legal Position

Israel has historically ratified international agreements regarding human rights protection, whilst at the same time refusing to apply the agreements within the Occupied Palestinian Territory, attempting to create legal justifications for its illegal actions.

However, there is general acceptance that the following international humanitarian law instruments apply to the Occupied Palestinian Territory:

- The Fourth Geneva Convention
- Article 75 of Additional Protocol I to the Fourth Geneva Convention
- The Hague Regulations

There is general acceptance that the following international human rights law instruments also apply to the occupied Palestinian territory:

- The International Covenant on Civil and Political Rights (ICCPR)
- The International Covenant on Economic, Social and Cultural Rights (ICESCR)
- The International Convention on the Rights of the Child (CRC)
- UN Convention against Torture (CAT)

<sup>66</sup> ICJ Wall Advisory Opinion, supra note 17, para. 100.

<sup>67</sup> Ibid., para. 110.

<sup>68</sup> N. Sliman, "World Court's Ruling on Wall Speaks with Utmost Clarity", Middle East Report Online, 2004 (available at: <http://www.merip.org/mero/mero072704.html>).



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Administrative Detention in Practice

Administrative detention orders in the Occupied Palestinian Territory are issued by military commanders for between one to six months and can be renewed indefinitely.

## Procedure

Under Israeli military regulations the system of administrative detention is implemented as follows:

1. Palestinians are usually arrested by the Israeli military. Large numbers of Israeli soldiers often forcibly enter the home for an arrest, usually breaking down doors and destroying personal property. Arrests also commonly take place at checkpoints and at demonstrations. In some cases, police dogs are used to enter the home, terrifying the occupants. Soldiers also verbally and physically threaten the occupants of the house.<sup>69</sup>
2. A Palestinian can then be detained for up to eight days without being informed of the reason for his or her detention and without being brought before a judge. Between April and June 2002, during Israel's mass arrest campaign in the OPT, this period of time was increased by the Israeli Military Order 1500 to 18 days.<sup>70</sup> This is in breach of international law.<sup>71</sup>
3. During or following the eight days of detention, a detainee is either:
  - a. sent to an interrogation center;
  - b. charged with an offense;
  - c. given an administrative detention order; or
  - d. released.
4. Once an administrative detention order has been issued by the military commander, the detainee must be brought before a judge for a judicial review within eight days. Occasionally, the matter will be dealt with at the first hearing and the order approved or varied.
5. At the judicial review, secret evidence is submitted by the Israeli Security Agency (ISA). Neither the detainee nor his or her lawyer is permitted to see the secret evidence. This is in breach of international law.<sup>72</sup>
6. The hearing is not open to the public. This is in breach of international law.<sup>73</sup>
7. The military judge may approve, shorten or cancel the order. In practice, the order is usually approved without change.
8. Previously, administrative detention orders had to be reviewed after three months. However, in April 2002, this requirement was abolished. Upon the initial judgment, the case can be appealed to the Military Court of Appeals, and then, if necessary to the Israeli High Court of Justice.
9. At the end of the initial detention period the order can be renewed for another period of up to six months. There is no limitation on the number of times the initial detention period can be renewed. Each time an administrative detention order is renewed the detainee is given a new "hearing."

<sup>69</sup> Addameer Prisoner Support and Human Rights Association, *Torture of Palestinian Political Prisoners in Israeli Prisons*, 2003.

<sup>70</sup> Military Order 1500.

<sup>71</sup> Additional Protocol I, Article 75(3).

<sup>72</sup> GCIV, Article 71.

<sup>73</sup> Ibid.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

As a result of the possibility of indefinite renewal of administrative detention orders, detainees do not know when they will be released and/or why they are being detained. In some cases, administrative detention orders are renewed at the prison's gate. In many of the legal cases pursued by Addameer, administrative detainees spent years in prison after being sentenced for committing violations, in accordance with military orders. When the period ended, however, rather than be released they were placed under administrative detention under the pretext that they still posed a threat to 'security'. Palestinian detainees have spent up to eight years in prison without charge or trial under administrative detention orders. Salim Taha Mousa Ayesh for example, was held in continuous administrative detention from 2001-2007.<sup>74</sup> The current longest serving Palestinian detainee in administrative detention, Mazen Natsheh, has spent nearly ten and a half years, cumulatively, in administrative detention since 1994. He was released from his latest administrative detention of 3 years and 5 months on 3 March 2013.

## Legal Basis for Administrative Detention

Lawyers representing administrative detainees must contend with impossibly vague allegations. Administrative detainees are usually detained on broad grounds of "being a threat to the security of the area," but the area and the nature of the threat are left undefined. This is in breach of international law.<sup>75</sup>

Defense lawyers can try to petition military judges for more information about the allegations against their client, but it is unusual for a military court to surrender this information. If military judges do release more information about the suspicions, it is usually only after the prisoner has already been held in administrative detention for months.

Addameer General Director and senior lawyer Sahar Francis represented one client who was placed in Israeli administrative detention in 2001, yet she did not discover until mid-2006 that her client was detained on allegations that he once said he wanted to participate in a suicide attack. However, she still could not determine from the publicly released information on his case when he allegedly made this statement and under what circumstances. Adv. Francis described her frustration with this situation, stating, "After five years, is he still a danger? Is he still related to active people outside? To such questions, I never have answers."

## Right of Review and Appeal

Following the issuance of an administrative detention order, a judicial review of the order must take place within eight days. This review takes place before a military judge who can reduce, cancel, or confirm the order. The detainee then has a right at any time to appeal the decision of the military judge to the Administrative Detainees Appeals Court presided over by another military judge. The appeal process is somewhat farcical, given that the detainee and his or her lawyer do not have access to the "secret" information on which the orders are based. This leaves the defense in the position of having to guess what may or may not be in the security file. The detainee is not able to confront and cross-examine primary witnesses, and since almost all information presented to the court is classified, the detainee is unable to contest its veracity. Detainees are therefore unable to present a meaningful defense. There is no time limit on the right to appeal to the military appeal court.

Prior to March 2002, a representative of the ISA was required to be present at the review and appeal sessions to answer any questions the military judge may have concerning the detainees' secret file. However, following the mass arrest campaigns conducted by Israel in March 2002, the Israeli military commander amended the military order pertaining to administrative detention to allow the Military Prosecutor to present the "secret information," expediting the rubber-stamping of administrative detention orders. If the military judge wants to hear from the ISA, he can ask a representative to attend, but this rarely happens in practice.

<sup>74</sup> See Salim's profile, available at: <http://addameer.info/?p=1082>.

<sup>75</sup> Additional Protocol I, Article 75(3).



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

In very rare circumstances, if the judge finds that the information in the security file is public information, the information will be released to the detainee and his or her lawyer. However, information obtained under interrogation that should be supplied to the military prosecutor and defense is often delayed for months. The military courts are unsympathetic to defense complaints concerning these delays.

The Israeli High Court of Justice has instituted a practice whereby administrative detainees can petition the Court to review their administrative detention order. In most cases, however, these petitions are dismissed.

## Lawyers

Lawyers who represent Palestinians in Israeli military and civil courts face obstacles that systematically erode the right of Palestinian detainees to legal representation. Defense attorneys must contend with military orders, Israeli laws and prison procedures that curtail their ability to provide adequate counsel to their clients. A lawyer's citizenship or residency status dictates his or her ability to represent Palestinian clients. This is a breach of international law.<sup>76</sup>

The military prosecutor is usually the only source of information about the evidence in administrative detention cases; however, the defense lawyer cannot cross-examine the prosecutor as a witness. Instead, the prosecutor answers all of the defense lawyer's questions without being sworn in and has the right not to answer questions. A typical examination during a hearing to extend an administrative detention order goes as follows:

- Q. Is any of the evidence open?  
A. No.  
Q. What is my client accused of?  
A. Activities to help terrorism.  
Q. How did he help terrorism?  
A. He's in an organization.  
Q. Which organization?  
A. That is part of the secret evidence.  
Q. Who else is in the organization with him?  
A. That is part of the secret evidence.<sup>77</sup>

It is rare for the defense to call witnesses as the evidence against the detainee is not known. In the circumstances, the only evidence that the defense can use is the good character of the detainee and his or her family life.

## Palestinians with West Bank Residency

Palestinians with West Bank residency are limited to working in the military courts because they cannot represent clients in Israeli civil courts or in the High Court. They are allowed to work in the military courts of Ofer (near Ramallah) and Salem (near Jenin), but travel restrictions still make their work difficult because they cannot enter Israel to visit their clients who are detained there in Israeli prisons and interrogation centers. Theoretically, they could apply for travel permits to enter Israel for client visits, but no special allowance is made for lawyers in the permit application process and they are routinely denied access.

<sup>76</sup> GCIV, Article 72.

<sup>77</sup> Addameer Prisoner Support and Human Rights Association, *Defending Palestinian Prisoners: A Report on the Status of Defense Lawyers in Israeli Courts*, April 2008.





# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Palestinians with Gaza Residency

Since Israel withdrew from Gaza and closed the Erez military checkpoint, Palestinians with Gaza residency cannot represent clients in the military courts or Israeli civil courts.

## Palestinians with Jerusalem IDs

Lawyers with Jerusalem IDs may take a test administered by the Israeli Bar Association in order to be licensed to represent clients in the Israeli civil courts.

If a lawyer with a Jerusalem ID is licensed only by the Palestinian Bar Association, he must apply each year for permission from the Israeli Department of Justice to represent clients in the military courts and to visit interrogation centers and prisons inside Israel. Lawyers who have the Department of Justice certification may then apply to the prison authority for permission to make individual visits to clients in prisons and interrogation centers.

## Palestinians with Israeli Citizenship and Jewish Israelis

With Israeli citizenship come certain privileges for lawyers, including the right to represent clients in the Israeli civil courts and the right to apply for permission to visit Israeli prisons and interrogation centers. In addition to working in the Israeli civil courts, lawyers with Israeli citizenship can also represent clients in the military courts.

Lawyers with Israeli citizenship cannot, however, enter Gaza or regions classified "Area A" in the West Bank. These regions include most Palestinian cities, so Israeli citizens are prohibited from entering much of the West Bank to interview clients, their families and witnesses. Additionally, the Israeli Bar Association prevents Israeli citizens from having offices in the West Bank.

## Military Courts and Judges

It is imperative to note that analysis by the various UN mechanisms concerning Palestinian detainees has largely focused on the conditions of detention pre- and post-trial. Rarely has analysis been undertaken which reports the compliance of the Israeli military courts as presently constituted, both in law and in practice, with the fundamental principles of international fair trial standards. The UN, however, is not alone in neglecting the issue of fair trial in Israeli military courts. The Israeli human rights organization *Yesh Din*, the author of the most authoritative and comprehensive study published on the military courts in over a decade, noted that "the [Israeli] military judicial system in the OPT has acted under a veil of almost complete darkness until now."<sup>78</sup> However, the Special Rapporteur on the Promotion and Protection of Human Rights and Fundamental Freedoms while countering terrorism (the Special Rapporteur on counter-terrorism and human rights) visited an Israeli military court during his 2007 country visit and noted the following subsequent to that visit: "...the fact remains that [Israeli] military courts have an appearance of a potential lack of independence and impartiality, which on its own brings into question the fairness of trials."<sup>79</sup>

The stark reality is that *not a single* Palestinian charged with so-called security-related and other criminal offenses who passes through the Israeli military court system receives a fair trial. Court proceedings are also held in Hebrew, a language that the vast majority of detainees cannot understand. Holding legal proceedings in a foreign language in occupied territory is against Geneva Convention III Article 105, Geneva Convention 4 Article 71, Additional Protocol 1 Article 75, and Additional Protocol 2 Article 6.

According to Military Order 1651 Article 11 (a) (1)-(6), it is the responsibility of the military commander in the Occupied Palestinian Territory to appoint military court judges. This appointment is made according to

<sup>78</sup> Yesh Din, Backyard Proceedings: The Implementation of Due Process Rights in the Military Courts in the Occupied Territories, December 2007, p. 11.

<sup>79</sup> Human Rights Council, Report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism, Marin Scheinin, - Addendum, Mission to Israel, including visit to the Occupied Palestinian territory, 16 November 2007, A/HRC/6/17/Add.4, p. 14, para. 29.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

a decision taken by a Special Committee to appoint judges.<sup>80</sup> In addition, the minimum required training for a military judge is five years legal experience.

The military court judges, prosecutors and the ISA have access to the “secret information” allegedly containing allegations and evidence, but this information is not disclosed to the detainee or his lawyer. This is in breach of Israel’s obligations under both international human rights and humanitarian law.<sup>81</sup> Administrative detention hearings are not open to the public, in further breach of Israel’s obligations under international human rights law.<sup>82</sup>

It is possible for administrative detention to be combined with regular proceedings in the military courts. For example, a prisoner may be placed in administrative detention for several months, and then charged by the military tribunal. The prisoner will then stand trial while the detention order against him remains in effect. Alternatively, a prisoner will be tried and convicted by a military tribunal, complete his sentence, and then be placed under administrative detention.

Military judges are obliged to provide reasons for their decisions when they rule in administrative detention judicial reviews. Allegations against administrative detainees are typically as broad as “being a threat to the security of the area,” with “the area” and the nature of the threat left undefined. This is a clear breach of Israel’s obligation under international human rights and humanitarian law.<sup>83</sup>

Typical justification for administrative detention by a military court judge goes something like this:

*X is a member of Hamas and a threat to State security. I have searched the secret files and find that the evidence is credible.*

Many lawyers who appear in the military courts advocate a boycott of the system. However, at the present time there is no consensus amongst prisoners to boycott the courts.

## Torture

Although Israel has ratified the Convention Against Torture, it has prevented the Committee Against Torture from investigating allegations of ill treatment in the Occupied Palestinian Territory.<sup>84</sup>

Under amendments to Military Order 1651 introduced by Military Order 1685, a Palestinian detainee can be interrogated for a total period of 60 days, extendable up to 90 days. He or she can be denied access to a lawyer for up to 60 days during this period in accordance with Articles 58 and 59 of Military Order 1651.<sup>85</sup> This is a breach of international law.<sup>86</sup> Not only are these policies illegal under international law, but they also discriminate between Palestinian and Israelis. While a Palestinian can be denied lawyers visits for 60 days, an Israeli ‘security’ detainee and his attorney can only be prevented from meeting for a total of 21 days.

During the interrogation period, a detainee is often subjected to some form of torture or cruel, inhuman or degrading treatment ranging in extremity, whether physical or psychological with the aim of obtaining confessions for their convictions. On 6 September 1999, the Israeli High Court of Justice ruled to place some limits on the use of torture during interrogation. The ruling, however, did not explicitly forbid

<sup>80</sup> Military Order 1652, Article 13.

<sup>81</sup> ICCPR, Article 14.

<sup>82</sup> Ibid.

<sup>83</sup> GCIV, Article 71; ICCPR, Article 14.

<sup>84</sup> Addameer Prisoner Support and Human Rights Association, *Torture of Palestinian Political Prisoners in Israeli Prisons*, 2003.

<sup>85</sup> Until August 2012, a Palestinian detainee could be interrogated for a total period of 188 days, and denied lawyer visits for a period of 90 days.

<sup>86</sup> Additional Protocol I, Article 75(3); GCIV, Articles 71, 72.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

the use of torture but rather allowed that interrogation methods deemed as torture (referred to by the court as “moderate physical pressure”) may be used in situations where a detainee is deemed a ‘ticking bomb’ by the Israeli Security Agency (ISA). Despite the High Court’s decision, interrogation methods such as violent shaking, shackling detainees in painful positions, sleep deprivation, playing loud music and exposing detainees to very cold or very hot temperatures for long periods, are still commonly used against Palestinians whom authorities allege have information about an ‘imminent attack.’ (See case of Loai Sati Mohammad Ashqar in the appendix.)

Through a loophole in the High Court decision, the interrogator is protected from being legally pursued for using torture in accordance with the Israeli criminal law “protection of necessity” defense. Additionally, Israeli law does not prohibit the acceptance of confessions obtained by force. However, most “security” cases rely on confessions obtained from Palestinian defendants taken before they were provided with a legal representation during the interrogation period. During interrogation, most detainees are denied lawyers’ visits for long periods reaching up to 60 days. As Israel can legally hold detainees incommunicado for up to three months, ISA interrogators are able to use methods of torture with impunity. If a complaint is lodged, investigations are confidential and led by an ISA agent under the authority of the State Attorney. **No agent has been charged since the responsibility for investigations was transferred to the Ministry of Justice in 1994.** Moreover, since 2001, the State Attorney’s Office has received more than seven hundred complaints of ill-treatment by ISA interrogators, yet has not found cause to order a single criminal investigation. The State Attorney’s Office’s decisions on this issue are based on the findings of an examination conducted by the Inspector of Complaints by ISA Interrogees, who is an ISA agent, answerable to the head of the organization. Even when the findings have shown that ISA interrogators did indeed abuse an interrogee, the State Attorney’s Office has closed the file based on a biased interpretation of the court’s ruling on the applicability of the “necessity defense.”<sup>87</sup>

*“They deal with almost every Palestinian as a ticking bomb case.”*

Adv. Sahar Francis

Since 1967, 72 detainees have died while in custody as a result of torture. Confessions extracted through torture are regularly used as evidence in court and/or military tribunals. This is a breach of international law.<sup>88</sup>

In 1998, the Israeli human rights organization B’Tselem published statistics detailing the use of torture against Palestinian prisoners. The report stated that the Israeli security services interrogated between 1,000-1,500 prisoners each year, with 85 percent of those interrogated subjected to some form of torture. The Israeli High Court of Justice did nothing to prevent this use of torture. The report went on to state that torture was practiced as routine policy.<sup>89</sup>

On 31 March 2012, Defense for Children International – Palestine Section submitted a report to the UN Committee against Torture documenting the use of torture against children during detention, imprisonment, and arrest. Between January 2008 and January 2012, DCI-Palestine collected 311 sworn testimonies from children held in the Israeli military detention system. The survey found that:

- 60 percent were arrested between midnight and 5:00 am, and 90 percent were blindfolded during arrest;
- 75 percent reported being the victims of physical violence;
- 57 percent reported being threatened and 54 percent were subject to verbal abuse and/or humiliation; and,

<sup>87</sup> B’tselem and Hamoked, Absolute Prohibition, supra note 27.

<sup>88</sup> GCIV, Article 3; Additional Protocol I, Article 75(2)(a)(ii); CAT, Article 2.

<sup>89</sup> See B’Tselem, Routine Torture: Interrogation Methods of the General Security Service, February 1998.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

- 33 percent were strip-searched.<sup>90</sup>

In recent years, Israel has officially admitted several times that in “ticking-bomb” cases, the ISA interrogators employ “exceptional” methods of questioning, including “physical pressure.” Addameer receives numerous reports of the continued use of abusive techniques being employed against Palestinians during interrogation. These techniques include:

- excessive use of blindfolds and handcuffs
- slapping and kicking
- sleep deprivation and solitary confinement
- denial of food and water for extended periods of time
- denial of access to toilets and denial of access to showers or change of clothes for days or weeks
- exposure to extreme cold or heat
- position abuse and yelling and exposure to loud noises
- arresting family members or alleging that family members have been arrested

As recently as 2010, there have also been reports of children being subject to electric shocks during interrogation.

Mahmoud Shousheh, a 16-year-old child prisoner from Bethlehem, describes his experience during interrogation:

*“I fell to the ground at one point in my interrogation, and when I fell, they kept beating me. After two hours of beating, they threw me into a small cell measuring 1 m by 80 cm. It was winter and very cold, but they turned on the air-conditioning in the cell so that it became much colder in the dark room. Half an hour later, they entered the cell and asked me if I was ready to confess. When I remained silent, they started to hit me again. A few minutes later, I confessed and the beatings stopped. Then they took me out of the cell and into another room to sign a piece of paper. After that they took me back to the same cell, and I slept until the next morning.”<sup>91</sup>*

Torture appears to be justified in the Israeli perception as a means to obtain a confession and collect evidence, clearly in violation of international law, which stipulates that confessions obtained through force are not admissible. (For more on Israel’s use of torture, see cases of Mahmoud Ramahi, Yasser Mansour, and Imad Nofal in the appendix.)

## **Holding Administrative Detainees in Israel**

The Israeli military regularly moves Palestinian prisoners from the West Bank to facilities inside Israel. Palestinians from the West Bank may be moved between any of three types of facilities:

1. A detention center
2. An interrogation center, or
3. A prison

<sup>90</sup> Defense for Children International – Palestine Section, Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment – List of Issues: Israel, 31 March 2012.

<sup>91</sup> Defense for Children International – Palestine Section, Torture of Palestinian Child Prisoners: A Clear Violation of Human Rights, 2002.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

Whereas detention centers tend to be located on military bases or settlements in the West Bank, interrogation centers and prisons tend to be located inside Israel. The transfer of administrative detainees to Israel contravenes Article 76 of the Fourth Geneva Convention, which prohibits the transfer of prisoners from occupied territories. The policy of transferring detainees to Israel coupled with the restrictive system of permits in operation in the OPT means that many detainees receive few if any family visits. This is in breach of international law.<sup>92</sup>

In 2003, Israel admitted to having at least one **secret interrogation facility** known as Facility 1391 that falls under the responsibility of the Israeli Security Agency (ISA). It is not identified on any map, so the exact location of this facility is unknown. It is assumed that the center is located within an Israeli military base outside the OPT and that it falls under the responsibility of Unit 504 of the military intelligence. Detainees held in this facility for interrogation are not told where they are being held. Legal counsel for clients held in the secret facility may, upon request, learn of their client's detention at the facility, but remain in the dark about its location. Detainees held in the facility report that interrogations there involve extreme measures amounting to torture and ill-treatment, and that the detention conditions are poor, involving sensory deprivation, including frequent and long periods of isolation and the denial of basic sanitary conditions. The International Committee of the Red Cross has no access to this facility. Even those in the highest political and military systems in Israel claim to have no idea what goes on inside this facility.<sup>93</sup> This is a clear breach of international law.

## Discrimination

In practice, there are three different groupings of detainees in Israeli prisons, with each being treated according to varying standards. These include:

1. Israeli Jewish criminal prisoners;
2. Palestinian criminal prisoners with Israeli citizenship; and
3. Palestinian political prisoners from the Occupied Palestinian Territory (including West Bank, Gaza and East Jerusalem) and Palestinian political prisoners who hold Israeli citizenship.

There appears to be clear discrimination legally, politically, and procedurally when dealing with each of the three groupings of prisoners. Palestinian political prisoners from Israel do not enjoy the same rights as Jewish prisoners from Israel, including the right to use a telephone, home visits, early releases (known as "*shleesh*" release after serving two thirds of a sentence), and family visits without being separated by barriers.

One clear example of discrimination is the designation of the term of a life sentence. In the case of Jewish Israeli prisoner Yoram Skolnik who was convicted of killing a Palestinian, the 'life' sentence term he received was set at 15 years. The sentence was twice commuted by then-Israeli President Ezer Weizman and reduced to 11 years. Skolnik was released after serving 7 years of his sentence.

By comparison, Waleed Daka and Kareem Younis, Palestinian citizens of Israel who were convicted of killing Jewish Israelis, received life sentences of 40 years. Similarly, Wassfie Mansour and Mahmoud Othman Jabbarin, both Palestinian citizens of Israel, were given life sentences of 30 years for killing Jewish Israelis. Life sentences for Palestinians in the West Bank, on the other hand, are typically unlimited, and last until the detainee's death.

Thus, it is clear that Palestinian political prisoners from the OPT, including residents of occupied East

<sup>92</sup> GCIV, Article 116.

<sup>93</sup> Addameer Prisoner Support and Human Rights Association, *Torture of Palestinian Political Prisoners in Israeli Prisons*, 2003.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

Jerusalem, are not subject to the same standards for national and security considerations.<sup>94</sup>

Another example of discrimination can be found in the application of administrative detention orders in Israel, as opposed to those in operation in the Occupied Territories. In Israel, under the *Israeli Emergency Powers Law (Detention) (1979)* a detainee must be brought before a judge within 48 hours and the detention order must be reviewed every three months. In the OPT, a detainee need not be brought before a judge for eight days, and the requirement of judicial reviews every three months was abolished in April 2002. At present, administrative detention orders may be for up to six-month periods, which are indefinitely renewable.

A further example of discrimination can be found in the fact that Israel affords settlers residing in the OPT illegally all the rights enshrined in international human rights law but does not concede that this covenant applies to Palestinians.<sup>95</sup>

## Detention Conditions

Palestinians in Israeli administrative detention are now held under the jurisdiction of the Israeli Prison Service (IPS) and not the Israeli army, as was the case up to 2005. Administrative detainees in Israeli prisons are not separated from the rest of the prison population, without arrangements for food appropriate to their culture and/or religion and to allow them to practice their faiths. In most cases, prison personnel do not receive specific training on how to deal with administrative detainees and on international law regarding administrative detainees. Administrative detainees in Israel must endure severe restrictions on their right to education, rights to communicate with families and receive visits, and right to adequate medical treatment.

At present, administrative detainees are primarily held in three Israeli prison facilities, all but one of which are located in 1948 territory:

1. Ofer Prison (located inside Ofer Military Base, south of Ramallah)
2. Ketziot Prison (also known as Ansar or Negev Prison; located in the Negev Desert, five kilometers from the border with Egypt)
3. Megiddo Prison (located inside a military base on the main Jenin-Haifa road)

Of these three facilities, only Ofer is located in the OPT. However, it should be noted that while Ofer is located within occupied territory, it has been de facto treated as though it is within Israel. The gate to the facility is located behind the Apartheid Wall and families must get permits through the ICRC to visit prisoners there, permits which state that the holder will be visiting a prison "inside Israel."

Addameer receives regular complaints from both adult and child detainees about the conditions in which they are being held in Israeli prisons. Detainees are held in overcrowded cells that are often poorly ventilated and do not provide for adequate shelter against extreme weather in the winter or summer. Hygiene facilities are dire. Toilets are located inside prison cells with sewage often coming through the drains. The IPS does not provide essential hygiene products, such as toothpaste; only prisoners whose canteen accounts have been closed receive essential personal hygiene products and cleaning products for their cells. Prisoners report that personal hygiene products were provided up until 2002 but from that year on were significantly limited. All prisoners reported that IPS provided only half a liter of floor cleaning liquid and that the rest of their personal products, including all products used for cleaning their cell, were bought

<sup>94</sup> Palestinian prisoners from Jerusalem who hold permanent resident status and not Israeli citizenship are also treated with discrimination as part of a "preventive deterrence" policy. Israel refuses to release Jerusalemite prisoners in the context of agreements on prisoner releases between Israel and the Palestinian Authority.

<sup>95</sup> See ICJ Wall Advisory Opinion, supra note 17, para. 112.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

at their own personal expense.<sup>96</sup>

Most prisoners reported that the food provided by the IPS was insufficient in terms of quality and quantity. The prisoners buy most of their food from the canteen and re-cook the cooked food they get from IPS. However, the purchasing power of prisoners is radically divergent. In most cases, it is the prisoners' responsibility to provide more than half of their necessary food, which is problematic as many prisoners come from low-income families. Sometimes, a prisoner's canteen account is closed, as has occurred to dozens of Palestinian prisoners, especially those who have been identified with Hamas. Prisoners report that IPS food is inappropriate for the medical needs of those who require a special diet. This is a breach of international law.<sup>97</sup>

## Women in Administrative Detention

Many women have been in administrative detention, most recently Hana Yahya Saber Al-Shalabi (28 years), Muntaha Al Taweel (45 years), Kifah Qatash (37 years), and Linan Abu Gholmeh (30 years).

## Children in Administrative Detention

Administrative detention has been used regularly against Palestinian children, in the same manner as it is used against Palestinian adults. Children as young as 16 have been given administrative detention orders and serve out their detention in the same facilities as adults. (See case of former administrative detainee Moatasem Muzher in the appendix.)

In practice, Palestinian children may be charged and sentenced in military courts beginning at the age of 12. Between the ages of 12-14, children can be sentenced for offences for a period of up to six months. For example, a child of this age range who is charged with throwing stones can be sentenced to six months' imprisonment. A child 14-15 years old is subject to 12 months' maximum imprisonment, unless the offence carries a maximum penalty of 5 years or more. This effectively means that children in this age range are subject to only the harshest adult penalties. For instance, children in this age range are eligible for 10 years' imprisonment for throwing stones and 20 years imprisonment for throwing stones at moving vehicles, the same penalties faced by adults. Palestinian children ages 16-18 receive adult sentences, though they are tried in the military juvenile court established by Military Order 1644, issued on 29 July 2009. This is the first and only military court for children in the world. The creation of the court, however, is largely symbolic, as it is staffed by the same people who run the adult courts and works within the legal parameters outline above, which allow for the dealing of adult sentences to minors.

Like adult administrative detainees, children in administrative detention are held alongside other kinds of prisoners, including Israeli criminal prisoners, in contravention of Article 84 of the Fourth Geneva Convention. Child detainees are also held alongside adult detainees, which is against international law.<sup>98</sup> During 2000, approximately 60 Palestinian children between the ages of 14-16 years were detained at Hasharon Prison inside Israel. Palestinian child prisoners are detained in cells with adult criminal prisoners, often in situations where there are real threats to their lives, causing the children to live with an increased level of anxiety and psychological stress due to physical and verbal threats from criminal prisoners. In Hasharon Prison, child prisoner Mohammed Issa Saidally was attacked with a sharp razor by an Israeli criminal prisoner; child prisoner Ayman Zourb had hot water thrown on his face and child prisoner Taiseer Rajabi was beaten on his head by an Israeli criminal prisoner and then transferred to hospital for treatment.<sup>99</sup> This is a breach of international law.

<sup>96</sup> Addameer, *Violations against Palestinian Detainees 2007*, supra note 28.

<sup>97</sup> GCIV, Articles 81, 84 and 85.

<sup>98</sup> CRC, Articles 37.

<sup>99</sup> Information taken from sworn affidavits given to Addameer in 2000.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Administrative Detention and Forced Deportation

As of the end of 2003, 21 administrative detainees were deported to the Gaza Strip from the West Bank. These deportations were called 'assigned residence' by Israel and were implemented through Israeli military regulations. This practice is in violation of the Fourth Geneva Convention.<sup>100</sup> On 1 June 2008, female prisoner Noura Al-Hashlamon was informed by Israeli authorities that she would be released from administrative detention if she moved directly to Jordan for three years. Noura, who had been in Israeli detention since her arrest on 17 September 2006, rejected the offer and her administrative detention order was renewed for an additional three months. She was finally released on 31 August 2008 after 714 days in Israeli custody without charge or trial. In 2010, Saleh Al-'Arouri, who has cumulatively spent nearly 18 years in Israeli custody through a combination of 20 administrative detention orders and two prison sentences, was released from administrative detention on the condition that he leave Palestine for three years. He is currently in exile in Syria. In 2012, Hana Al-Shalabi was released from administrative detention after 43 days of hunger strike on the condition that she be deported to Gaza. Similarly, in March 2013, administrative detainee Aymen Al-Sharawna was released after an 8-month hunger strike on the condition that he be banished to Gaza for 10 years. This strategy highlights Israel's use of Gaza as an open-air prison, where Palestinians, by virtue of the continuous Israeli siege on the area, can be easily restricted and punished en masse. (See also case of Younis Huroub in the appendix.)

<sup>100</sup> GCIV, Article 49.





# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Conclusion

Addameer Prisoner Support and Human Rights Association contends that the practice of administrative detention in Israel and the occupied Palestinian territory contravenes fundamental human rights. Israel uses administrative detention in a highly arbitrary manner without putting even the most basic safeguards in place, leading to other, grave human rights violations, such as inhuman and degrading treatment and torture.<sup>101</sup>

Addameer accordingly demands that all administrative detainees held on account of their political views or their activities carried out in resistance to the occupation be released promptly and unconditionally. Fair trial standards must be respected for all political detainees, including those accused of committing acts that are considered crimes according to international law.

Addameer further demands that the occupying power adhere to international law and that restrictions on the use of administrative detention be imposed. Addameer insists that the judicial review of administrative detention orders must meet the minimum international standards for due process. The authorities must provide detainees with prompt and detailed information as to the reason for their detention, and with a meaningful opportunity to defend themselves.

Experience in other countries has invariably demonstrated the practical futility of violating normal legal safeguards by adopting a policy of detention/internment without trial. The introduction of internment by the Northern Ireland authorities following the outbreak of civil disturbances there in the early 1970s led only to increased violence and disaffection by large segments of the population. The policy came to be regarded as both morally and politically unacceptable and was abandoned after a few short years. Addameer accordingly calls upon the government of Israel to learn from these and other examples and to end its unjust practice of administrative detention without further delay.

<sup>101</sup> In November 2001, the UN Committee Against Torture condemned Israel's continued practice of administrative detention conducted in violation of the Convention Against Torture as well as the continued prevalence of prolonged periods of incommunicado detention.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Administrative Detention Statistics

Total number of administrative detainees in Israeli custody at the end of the month since January 2001\*

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
2001	16	16	15	12	12	13	10	17	-	27	31	34
2002	36	-	44	111	681	929	943	813	867	878	936	960
2003	1007	1107	1127	1140	1107	952	785	700	528	553	679	649
2004	657	628	630	644	703	747	760	751	781	-	858	863
2005	870	704	647	604	596	-	-	-	-	-	-	-
2006	794	-	-	-	-	-	750	-	708	703	738	783
2007	814	788	776	790	761	730	691	651	599	578	569	546
2008	813	788	776	790	776	738	692	649	604	583	569	546
2009	564	549	540	506	500	440	392	361	335	324	291	278
2010	264	259	237	222	211	203	200	190	212	214	207	207
2011	207	221	214	218	221	229		243	272	286	278	283
2012	310	309	320	322		303	285	250	212	184	178	178
2013	178	178	-	-	-	-	-	-	-	-	-	-

\*Statistics are based on reports from the Israeli Prison Service, via B'Tselem.

- According to the Israeli military courts, in 2002, approximately 3,475 administrative detention orders were issued. Of these, 2,578 comprised of newly issued administrative detention orders and 897 comprised of those administrative detention orders that were renewed. On 31 December 2002, there were 1,075 administrative detainees in Israeli prisons.<sup>102</sup>
- As of December 2003, there were 700 administrative detainees. 1,398 comprised of new administrative detention orders that were issued and 2,641 comprised of those administrative detention orders that were renewed.<sup>103</sup>
- As of the end of 2006, approximately 2,934 administrative detention orders were issued. Of these 1,299 comprised of newly issued administrative detention orders. 1,635 comprised of those administrative detention orders that were renewed.

## Type of administrative detention order by year from 2009-2011\*

YEAR	2009	2010	2011
Newly issued administrative detention orders	1307	714	855
Administrative detention orders that were renewed	1023	523	588

\*Statistics are from the 2011 Annual Report of the Central Military Prosecutors Office.

<sup>102</sup> 2002 Annual Report of the Central Military Prosecutors Office.

<sup>103</sup> Ibid., p. 1.



# STOP ADMINISTRATIVE DETENTION

## أوقفوا الإعتقال الإداري



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

### Case Study: Moatasem Raed Younis Muzher



**Date of birth:** 23 October 1993

**Place of residence:** Qalandiya Refugee Camp

**Occupation:** Student

**Date of arrest:** 20 March 2010

**Place of detention:** Ofer Prison

**Number of administrative detention orders:** Three

**First administrative detention order:** 27 March 2010

**Second administrative detention order:** 26 June 2010

**Third administrative detention order:** 26 September 2010

**Date of Release:** 26 December 2010

**Duration of detention without charge or trial:** 282

#### Arrest

Moatasem was arrested at approximately 3 a.m. on 20 March 2010 when Israeli soldiers broke down the front door and stormed his family's home in Qalandiya Refugee Camp. Awoken to find heavily armed soldiers in his room, Moatasem was immediately restrained with his hands tied behind his back. Led out of the home wearing only pajamas, Moatasem requested to put on warm clothes, but the soldiers only allowed him to put on sandals.

He was then led, blindfolded and still restrained, down the road outside his house to the main road where the soldiers' military vehicles were parked. The soldiers removed Moatasem's blindfold and asked his name. After confirming his identity with a photograph, the soldiers put the blindfold back on Moatasem and led him into one of their vehicles. During his transfer, a soldier ordered Moatasem to place his head on his knees and slapped him every time he tried to sit up. Moatasem recalls that this caused him 'extreme pain.' At no time during this process was Moatasem told why he was being arrested, or where he was being taken.

Moatasem was then taken to an undisclosed location and made to fill out a medical form before being left tied up outside near two shipping containers. He remained there, cold and shivering for many hours, hearing only threatening sounds of dogs and soldiers. Towards the morning, a soldier brought him a blanket.

At around 2 p.m., Moatasem was taken in another military vehicle to Ofer Military Base near Ramallah. After his arrival at Ofer, he was strip-searched and forced to sit naked on the ground until he was given a brown prison uniform. Moatasem was then taken to a cell holding both adults and children.

#### Interrogation

On 22 March 2010, Moatasem was taken to Binyamin police station for interrogation. Arriving at the police station at 8:30 a.m., he waited for more than five hours with his hands and feet shackled. At 2 p.m., he was taken into an interrogation room for questioning. He remained shackled at the hands and feet the whole time. Moatasem recalled to DCI-Palestine that: "I sat in the chair in the interrogation room while my hands and feet were still shackled. Then, the interrogator started asking me about the plot without explaining what the plot was. 'I don't know what you're talking about,' I said to him and he asked me about the riot, bullets and weapons without giving any further explanation. I denied knowledge because I really didn't



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

know what he was talking about and I really had nothing to do with those things. Then, he asked me about the internet and a guy named Mohammad from Gaza I chat with. I told him I didn't know Mohammad that well. I met him in some chat room and we talk about school and tests and so on. 'Liar,' the interrogator said to me and kept focusing on asking me about this guy."<sup>104</sup>

According to Moatasem, the Israeli interrogator then threatened to send him to Moskobiyyeh, a detention center in Jerusalem notorious for its torture and ill-treatment during interrogations of Palestinian prisoners. The interrogator then gave him a handwritten paper to sign, but Moatasem refused because he could not read the writing.

Moatasem was then sent back to the prison at Ofer Military Base where he was detained for the duration of his administrative detention.

## Administrative Detention

On 27 March 2010, Moatasem received an administrative detention order for six months. Military court judge Tzvi Hiilbron confirmed the order at the judicial review on 15 April 2010, citing undisclosed allegations in the secret information that Moatasem was involved in the planning of an unnamed activity, but reduced it to a period of three months. Judge Hiilbron found that, although the secret information indicated that Moatasem constituted "a threat to the security of the area", the detainee's young age must be taken into account. Moatasem's administrative detention order was renewed twice on 26 June and 26 September 2010, each time for a period of three months, and he was finally released on 26 December 2010.

## PERSONAL INFORMATION

Although Moatasem's family applied for a permit to visit him at Ofer, the family never received a reply to their application and were not able to visit him during his detention.

Palestinian children are being routinely detained in prison facilities outside occupied territory, in contravention of Article 76 of the Fourth Geneva Convention (1949) and IPS regulations. This contravention, in practice, means that family visits for detained children made significantly more difficult, and in some cases, are denied altogether.

<sup>104</sup> DCI-Palestine, Urgent Appeal-Administrative Detention (available at: <http://www.dci-pal.org/english/display.cfm?DocId=1437&CategoryId=1>)



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Case Study: Younis Odeh Hamdan Huroub



**Name:** Younis Odeh Hamdan Huroub

**Residence:** Kharas, near Al-Khalil (Hebron)

**Date of arrest:** 10/7/2012

**Date of Birth:** 19/12/1980

**Legal Status:** Currently detained on a 6-month administrative detention order

**Marital Status:** Married with two children, Ahmad (3 years old) and Seif Allah (1 year old)

**Profession:** Bakery owner

### ARREST

Younis was arrested from his home when a massive number of Israeli Occupation Forces (IOF) raided his house at 2:00 AM. At the time, his wife and children were at home, but Younis was still at work. The soldiers broke down the door and stormed the house. Younis' wife then called Younis at work. When Younis arrived, he was immediately arrested. He was transferred to Ofer Prison on the same day and was not subject to interrogation. Two days later, a 6-month administrative detention order was issued against him. The order began from the date of arrest and was set to expire on 10 January 2013, but was renewed for an additional 6 months a mere ten days before the expiry date. The new order expires in July 2013.

### HUNGER STRIKE

Younis decided to launch an open hunger strike on 19 February 2013 at the court of appeal in Ofer when the judge rejected the appeal that was filed by Jamil Khatib, Younis' lawyer. In response to the rejection, Younis declared: "I should be among my family and children, and not here. If you have anything against me, you should issue a list of charges; other than that, I will launch an open hunger strike until freedom is achieved."

Indeed, Younis started an open hunger strike that same day. After the court session, he was transferred to Ketziot (Negev) Prison, where he was ingesting only water and salt. On 12 March, he was transferred to Soroka Hospital, where he remains to this day. His health is in critical condition. According to his family, his lawyer reports that he is in a room with four Israeli guards who spend their time talking, eating and laughing. One of his hands and one of his legs are shackled to the bed. He is no longer capable of moving and has lost 16 kilograms – he weighed 78 kilograms at the time of his arrest. He is suffering from severe stomach aches and weakness in the heart muscle. He is still refusing to ingest anything except for water and salt. Israeli intelligence offered Younis release in exchange for an end to his hunger strike and on the condition that he be deported, but he has adamantly refused any release deal that involves deportation.

### PREVIOUS ARRESTS

Younis was previously imprisoned from 10 March 2002 to 7 August 2008. He was serving a 6 and a half year sentence for charges related to his affiliation with Islamic Jihad. When released, Younis dropped out of university, and started his own business. He also got married and had two children.

### FAMILY

Younis is married with two children. His children witnessed his arrest. According to Younis' family, the older son Ahmad is still suffering from severe anxiety and fear since the day of his father's arrest. Younis' youngest son was 3 months old when his father was arrested, and Younis has only been able to see him once since his detention began. His family has repeatedly been denied visitation by Israeli intelligence – save for that one occasion – ostensibly for 'security reasons'. Younis also has a brother in prison, Khalid Huroub. Khalid was arrested on 3 June 2003 and is serving a 13-year sentence. He is currently in Ramon Prison.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Case Study: Loai Sati Mohammad Ashqar



**Date of birth:** 14 December 1976

**Place of residence:** Saida, Tulkarem

**Occupation:** Aluminum light-structures designer and maker

**Date of arrest:** 9 April 2008

**Place of detention:** Megiddo Prison

**Number of administrative detention orders:** Four

**Date of first administrative detention order:** 15 February 2009

**Date of second administrative detention order:** 13 August 2009

**Date of third administrative detention order:** 14 February 2010

**Date of fourth administrative detention order:** 14 April 2010

**Date of Release:** 29 August 2010

**Duration of detention without charge or trial:** 615

*UPDATE: Loai was rearrested on 10 September 2012 and was presented with a list of charges. He is currently awaiting trial.*

### ARREST AND TRIAL

A few minutes after midnight on 9 April 2008, a large number of Israeli military jeeps surrounded Loai's family home in the village of Saida near the West Bank city of Tulkarem. After they conducted a search of the house, Loai was blindfolded, shackled and arrested by Israeli Occupying Forces (IOF) soldiers. Loai was then transferred to Salem Detention Center by military jeep and immediately subjected to four consecutive interrogation sessions. At the end of his investigation period, Loai was detained pending trial.

A few months later, Loai was charged with offences relating to allegations of membership of the Palestinian Islamic Jihad Party, a political party Israel declared illegal on 6 June 1989, "helping an illegal organization", and helping "wanted" individuals. He was sentenced to an 11-month prison term which he served in Megiddo Prison.

### ADMINISTRATIVE DETENTION

#### First administrative detention order

On 20 January 2009, a military commander issued a six-month administrative detention order against Loai set to begin on 15 February 2009, on the basis that he posed a threat to the "security of the area" by virtue of his alleged active membership of the Palestinian Islamic Jihad movement. Loai was only informed of this administrative detention order on 15 February 2009 – the day of his scheduled release, after he had packed his personal belongings and reached the prison gates to leave. Loai was re-arrested at the prison gates and again placed in detention.

In the judicial review of Loai's administrative detention order, the military prosecutor submitted that, despite having served his sentence, Loai poses an ongoing threat to the security of the area. According to the prosecution, the "secret information" on which prosecutors based this claim related to Loai's alleged activities well prior to his arrest in 2008. However, Loai's defense counsel was not permitted access to the secret information, and the prosecution refused to answer the defense's inquiries as to why Loai was only



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

arrested in April 2008 if the content of the secret material comprised information relating to ‘security risk’ events in 2007. Furthermore, prosecutors failed to address why Loai was not tried for these activities in his 2008 trial. The prosecution also refused to address the defense’s contention that the timing of Loai’s arrest and administrative detention order – which coincided with a scheduled court hearing concerning a compensation claim Loai filed relating to his torture during Israeli interrogation in 2005 – suggested that the order was not about “security” at all. In his complaint for this claim, Loai related how the torture he endured at the hands of an Israeli Security Agency (ISA) officer during interrogation in 2005 resulted in the permanent paralysis of his left leg. Loai’s complaint also seeks compensation for his family for the death of his brother, who was killed by Nahshon and Metzada Unit officers during a raid of Ketziot Prison on 22 October 2007.

In his decision at the review, the military judge did not address the convenient timing of Loai’s arrest and the issue of Loai’s complaint seeking compensation, and stated only that the secret information indicated that Loai is a member of Islamic Jihad and that he took part in military activities. However, the judge did not specify whether these military actions took place before his arrest in 2008. This omission is legally problematic as it is unlawful under both Israeli and international law for administrative detention to be used as a substitute for prosecution.<sup>105</sup> Given the similarity in the charges for which Loai was sentenced in 2008 and the justifications for his administrative detention, Loai’s case raises questions as to whether the administrative detention order against him was in actuality further or substitute punishment for activities for which he was or could have been tried in 2008.

Further, the judge determined that although Loai’s debilitating leg injury prevents him from conducting military activities, it does not prevent him from working with a political organization or “supporting terrorism.” The judge therefore confirmed Loai’s administrative detention order for the entire length of the period requested by the military commander.

## **Second administrative detention order**

Immediately upon the expiration of the first administrative detention order, a second six-month order was issued against Loai, set to expire on 13 February 2010. At the judicial review of Loai’s second administrative detention order, the prosecution informed the court that it had new secret information implicating Loai, in the form of two statements of other detainees, but that this alleged material was insufficient for an indictment. Defense counsel was again denied access to the secret information.

The military judge agreed that Loai should not be charged. Instead the judge confirmed that the secret information points to Loai’s involvement in the Islamic Jihad movement and that there is “real danger” to the security of the area because of his activities. The judge shortened the administrative detention order to four months on the basis that Loai had already detained for a lengthy period, but did not impose any restrictions on future renewals of the order.

## **Third and fourth administrative detention orders**

At the expiration of the second administrative detention period, the military commander issued, and the judicial review military judge upheld, the imposition of a third order for two months. Again, Loai’s defense counsel was not permitted to examine the secret information ‘justifying’ his continued detention. The third order was due to expire on 14 April 2010 but on the same day, a fourth administrative detention order was issued against Loai, this time for a period of four months. Loai was finally released on 29 August 2010.

<sup>105</sup> On 20 April 2000, the Israeli High Court of Justice issued a judgment on state-sponsored hostage-taking in which it ruled that administrative detention is impermissible where the person does not pose a future danger to State security, and must not be used as punishment for offenses committed in the past: Further Hearing [F.H.] 7048/97 Anon. v. Minister of Defence, 54(1) P.D. 72 (20 Apr. 2000) (Heb.).



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

Addameer submits that Loai's denial of his right to confront the 'evidence' against him, all-too typical of administrative detention hearings, rendered the task of mounting a legal defense impossible. Moreover, Addameer contends that Loai's case is a prime example of Israel's use of administrative detention as an arbitrary rather than preventive measure, and as punishment for past alleged offenses in the absence of sufficient evidence to lay charges. The timing of his arrest casts serious doubts over the lawfulness of the administrative detention since it suggests that the prolongation of his detention was intended to frustrate his legal action against the ISA rather than a measure to address a 'security threat'.

## PREVIOUS ARRESTS

Like many Palestinian youth, Loai was arrested several times when he was still in high school. Each time he spent one to two months in prison. Arrests of youth and children are particularly widespread and indiscriminate as part of the IOF's highly aggressive military campaigns to quell popular Palestinian protest.

On 12 March 2003, at the age of 26, Loai was sentenced to a year in prison; he was arrested again on 22 April 2005, at the age of 28, and received a 24 month prison term. During that sentence, Loai was held in Ketziot together with his brother, Mohammad.

On 22 October 2007, at approximately 1:30 a.m., sections C1, C2, and C3 of Keztiot Prison were raided by the Nahshon and Metzada Units, special intervention units known for their use of violent tactics against Palestinian prisoners. The Units opened fire at the prisoners with rubber-coated steel bullets and plastic high-speed projectiles that result in welts to the skin. Those prisoners who were dragged by officers outside the sections were shackled and beaten with clubs. Then the officers used sound bombs, setting some of the tents on fire. Approximately 250 prisoners were injured during the raid. Loai's brother Mohammad sustained a head injury during the raid and died as a result of delays in the provision of medical treatment. Mohammad was due to be released just 50 days after the incident took place.

## TORTURE

At 3:00 a.m. on 22 April 2005, Israeli forces surrounded Loai's family home. Loai related that the family was woken by the sound of gunfire and stun grenades as Israeli soldiers entered the home by force. The soldiers arrested Loai, who was then blindfolded, handcuffed and shoved face-down on the floor of a military jeep and taken to Kishon Interrogation Center.

At Kishon, Loai was brought before eight interrogators, who tried to coerce him into confessing. Loai's rights were not explained to him. One of the interrogators threatened Loai by telling him:

*This time, you either tell us what we want, or get out of prison with permanent disability and you will wish to die.*

Loai was also subjected to severe physical torture under interrogation in Kishon, including the prolonged use of the 'banana' position, in which detainees are tied while bent backwards over the seat of a chair. In this painful stress position, Loai was forced to bend his back to the point that his head touched the ground while tied to a chair with his hands shackled. During one extended interrogation session, he remained in this position for three consecutive days. He was also deprived of food, and interrogators threatened both him and his family with violence.

As a result of this torture, three vertebrae in his spine were broken. Israeli authorities subsequently failed to provide Loai with adequate medical treatment for this injury, and, as a result, this led to complete paralysis of his left leg.

In 2007, B'Tselem conducted a [video interview](#) with Loai where he discusses at length the torture Israeli interrogators used against him during this period.





# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## HEALTH STATUS

Although Loai suffers from complete paralysis of his left leg as a result of the torture he endured at the hands of prison interrogators in 2005, the ISA denied him permission to travel abroad for medical treatment. He only learned of this refusal to travel through the District Coordinating Office in Tulkarem after he had submitted all the necessary preparatory documents. Instead, Loai underwent surgery for the reconstruction of his bones while in prison, but the surgery was only partially successful. While in prison, Loai did not receive adequate ongoing medical treatment. Loai filed a lawsuit against the Israeli State through Attorney Bishara Jabali, claiming that adequate medical care would have significantly mitigated his injuries.

A doctor recommended that Loai should use a wheelchair but since the prison did not have one and refused to buy one, Loai was forced to use crutches. Loai also suffered from severe stress-related hair loss due to his paralysis and general health condition.

## DETENTION CONDITIONS

Loai was held in section nine of Megiddo Prison, where he shared a cell with seven other administrative detainees. The room was located on the second floor, causing him difficulty in moving from his cell to the recreation area and showers. There were five bunk beds in the cell. The cell also contained a small bathroom measuring 1 by 1.2 meters, comprising a sink and a squat toilet. Loai found it extremely difficult to use the toilet as his disability prevents him from bending his legs and balancing in the squat position. He was constantly at risk of falling and injuring himself. The showers were located outside the cells; detainees are only permitted to use them during recreation time which lasts only two hours per day. There are only five showers for 120 to 200 detainees. As all detainees in the different sections have their recreation time at the same time, there is not enough hot water for everyone.

Most Palestinian administrative detainees in Israel are held in either Ketziot or Ofer. Incarceration in Megiddo is an added hardship for administrative detainees due to the remoteness of the prison from the Court of Administrative Detainees in Ofer where reviews of administrative detention orders are conducted. Loai's requests for transfer to another prison were consistently rejected. As a consequence of the distance from Megiddo to Ofer, and the fact that hearings begin in the morning, when Loai was required to attend a judicial review hearing he had to stay overnight in the "Transit" section at Ramla detention facility. The amenities in the Transit section are very basic. Detainees are not permitted to eat their own food; instead they are provided with meals of very poor quality. Rather than beds, prisoners sleep on filthy mattresses, they may not bring any reading material or other personal belongings (including medications), they have no access to radio or television, and do not have recreation time.

While in Megiddo, Loai often filed complaints to the prison administration on behalf of other detainees relating to their ill-treatment. Loai believes that his frequent transfers between sections of the prison were punishment for these advocacy activities. On one occasion a security officer in Megiddo Prison beat him and threatened that he would kill him one day if he did not stop making such complaints. The threats also extended to Loai's family: the Israeli Area Commander in Saida, Loai's home village, told Loai's brother that he (Loai's brother) will soon be "crying over his children's lives."

Loai also complained to Addameer that his canteen account was frozen as a punitive measure. Loai submitted a petition to the Israeli Prison Service (IPS), but the petition to reinstate his canteen account was refused. As a result of having no access to the canteen and the severe restrictions on family visits, Loai did not have enough clothes.

## FAMILY

When Loai was arrested in 2008, his wife was two months pregnant with their first son, Areen. Having been classified a "security threat", Loai's wife was only given a special permit to exit the occupied Palestinian territory and visit Loai at Megiddo Prison once every six months. Loai thus saw his son for the first time in May 2009, but was barred from physical contact with him despite the IPS typically allowing a



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

child under six years old to go to the detainee's side of the visiting area for the final fifteen minutes of the visit. After the IPS categorically forbade him from holding his son, even though Loai tried to explain that it was the first time he had met Areen, Loai kissed the glass divider to get as close to his son as possible. On 3 April 2010, Loai's wife and son visited him at Megiddo Prison. This visit was his wife's third visit since Loai's arrest on 9 April 2008, and marked only the second time that Loai had ever seen his child. It was also the first time that Loai was able to hug and touch his son.

Loai's parents, his four brothers and five sisters were denied regular visiting permits on "security grounds." They were able to visit Loai only once every six months on a special permit. The lack of regular family visits only increased Loai's sense of isolation.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Case Study: Imad Nofal



**Name:** Imad Nofal

**Date of Birth:** 4 January 1970

**Date of Arrest:** 23 November 2012

**Place of Detention:** Megiddo Prison

**Marital Status:** Married with 4 children

**Occupation:** Representative of Qalqilia

in the Palestinian Legislative Council (PLC)

**Education:** MA in Islamic Law

### ARREST

PLC member Imad Nofal was arrested on 23 November 2012 at 1:30 AM by Israeli Occupying Forces (IOF) who surrounded the building from all sides and violently banged on the door. When Imad opened the door, ten soldiers entered the house, ordering everyone, including the children, to go to the building's yard. They emptied the whole building, which consisted of three floors. The soldiers pointed their weapons at the residents of the building, instructing them not to move. They then arrested Imad, shackled him, and transferred him to an unknown destination.

Imad was later transferred to Huwwara detention center, where he was kept for 12 days. During this time, he was also briefly interrogated in Salem interrogation center. A few days later, an administrative detention order for 6 months was issued against him, and he was transferred to Megiddo Prison.

### LEGAL STATUS

An administrative detention order for 6 months was issued against Imad one week after his arrest and was subsequently confirmed by a military judge. Fifteen days after the order was confirmed, Imad was presented with a list of charges at Salem Military Court. He was charged with participating in a peaceful demonstration calling for reconciliation organized by Hamas in 2011. Imad is still in the midst of court proceedings; a decision regarding his case is continuously delayed.

It should be mentioned that the military prosecution cancelled his previous administrative detention order.

### PREVIOUS ARRESTS

#### First arrest:

Imad was arrested on August 5 1999 when he was on his way to Ramallah. He was detained at a military checkpoint for a long period of time while shackled and blindfolded. He was then transferred to Al-Jalameh interrogation center. He was detained in a cell, where he was subjected to numerous torture methods, including being forced to sit in stress positions for long periods of time. After two months of interrogation, no charges were filed against him and he was released.

#### Second arrest:

Imad's second arrest occurred on 28 June 2006. IOF surrounded Imad's house and raided it, ordering everyone to leave. Imad was immediately transferred to Megiddo Prison and, after sentencing, was transferred to Negev Prison. He was sentenced to 40 months imprisonment for membership in the Change and Reform Bloc, demonized by Israel for its affiliation with Hamas, despite the fact that the bloc includes both non-affiliated and non-Muslim members. Imad was arrested as part of an arrest



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

campaign that targeted more than 50 PLC members from the West Bank. This campaign served as a form of collective punishment after the imprisonment of an Israeli soldier by Palestinian resistance factions in Gaza in June 2006.

### **Third arrest:**

Imad was arrested along with 5 other PLC members after the Israeli attacks on Gaza that lasted from 14 to 22 November 2012. During the attacks, 163 Palestinians were killed, hundreds were injured, and hundreds of homes were destroyed. When the attack ended, IOF immediately launched arrest campaigns targeting dozens of Palestinians in the West Bank who stood in solidarity with Palestinians in Gaza Strip.

### **FAMILY**

PLC member Imad Nofal married Rawda Khalid Nofal, a science teacher, on 24 July 1997. They have 4 children: Mahmoud (12 years old), Abdul Rahman (10 years old), Baraa (9 years old), and Mubeen (2 years old).



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Case Study: Yasser Mansour



**Name:** Yasser Mansour

**Date of birth:** 22 April 1958

**Occupation:** Member of the Palestinian Legislative Council (PLC)

**Marital status:** Married

**Education:** BA in Islamic Law from the University of Jordan

**Date of arrest:** 23 November 2012

**Marital Status:** Married with 8 children

### ARREST

On 23 November 2012, Israeli Occupying Forces (IOF) raided Yasser Mansour's house at 3:30 AM. Military vehicles surrounded his house and soldiers banged on the back door, attempting to break it down, but Yasser immediately went to the window and told them to enter from the front door. Approximately seven soldiers then entered from the front door and raided the house. They ordered everyone to gather in the living room and grabbed Yasser and violently arrested him. His wife ran to the bedroom to bring her husband a pair of shoes and a jacket but the soldiers started yelling at her. Taking only his ID and jacket, the soldiers refused to allow Yasser to bring anything else with him. The process of arrest lasted for about half an hour. The soldiers did not allow Yasser's children or wife to say goodbye to him and pushed him out of the house. Yasser was immediately transferred to Megiddo Prison. After a few days, Israeli intelligence issued an administrative detention order for six months against him, which was then confirmed by a military judge. Yasser's current administrative detention order is due to expire on 24 May 2103.

### PREVIOUS ARRESTS

**First arrest:** In 1991, Yasser was arrested by IOF and detained for 36 days in an interrogation center in Nablus. He spent the interrogation period in a cell where he was subjected to torture, such as sitting in stress positions on a small chair for long periods of time. He was released after 36 days without ever receiving a charge.

**Second arrest:** In 1993, Yasser was arrested by IOF and sentenced to two and a half years' imprisonment. During this time, he was held in Far'a, Megiddo and Negev Prisons.

**Third arrest:** In 1997, Yasser was held in administrative detention for four months in Megiddo Prison.

**Fourth arrest:** On 4 April 2003, Yasser was arrested and held in administrative detention for 8 months in Negev Prison. When IOF raided his house to arrest him, they confiscated all the mobile phones and ransacked the house.

**Fifth arrest:** On 25 September 2005, Yasser was detained for 9 months in administrative detention in Negev Prison before being released on 23 June 2006. During his detention, he was elected as a member of the PLC.

**Sixth arrest:** On 29 June 2006, a mere 6 days after his release, IOF re-arrested Yasser. He was then charged with being a member of "Change and Reform" Party, which had won the elections, and sentenced to 36 months imprisonment. It is worth noting that Yasser was elected to the PLC as part of the "Change and Reform" bloc while in administrative detention, but was not charged until the administrative detention



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

order expired. Yasser's re-arrest came as part of the arrest campaign launched by IOF against Hamas members after an Israeli soldier's imprisonment in Gaza. This campaign was used as a form of collective punishment against Hamas and its members.

**Seventh arrest:** Yasser was arrested for the seventh time after the attacks on Gaza at the end of 2012. At this time, also as a form of collective punishment, dozens of Palestinians were rounded up by IOF and detained for standing in solidarity with Palestinians in Gaza during the attacks.

## HEALTH STATUS

Yasser suffers from breathing problems and an increased percentage of fat in his body, which causes him serious pain. He also suffers from back problems.

## FAMILY

Yasser is married to Amal Abdullah Qarawi. They have 8 children: Hamza (26 years old, a student at An-Najah University), Hazem (also a student at An-Najah University), Hammam (currently working), Bara' (currently working), Mohammad (currently working), Mo'men (11<sup>th</sup> grade), Omar (10<sup>th</sup> grade), Abdul Rahman (6<sup>th</sup> grade), Asma' (4<sup>th</sup> grade).



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## CASE STUDY: Mahmoud Ramahi



**Name:** Mahmoud Ramahi

**Place of Residence:** Al-Bireh, Ramallah

**Birth Date:** 5 January 1963

**Date of arrest:** 23 November 2012

**Place of Detention:** Ketziot Prison

**Legal status:** Administrative detainee

**Occupation:** Doctor and Deputy Secretary  
of the Palestinian Legislative Council (PLC)

**Marital Status:** Married with five children

### ARREST

PLC member Mahmoud Ramahi was arrested for the fourth time on 23 November 2012, less than 5 months after he was released from a previous period of administrative detention. At 2:30 AM, his family heard voices and loud noises outside the house. Mahmoud's wife rushed to open the door, correctly assuming that it was Israeli Occupying Forces (IOF), in order to prevent them from breaking down or blasting open the door, which they have a habit of doing and which scares her children. Five Israeli soldiers then entered the house. One of the soldiers pulled Mahmoud toward him and asked his wife to get his clothes and his identity card. He was then taken away to Ofer prison, outside Ramallah.

It is worth mentioning that Mahmoud's arrest came one day after the cessation of the Israeli attacks on the Gaza Strip, which began on 14 November 2012 and lasted until 22 November 2012. Following the announcement of the truce in Gaza, IOF carried out a campaign of mass arrests throughout the West Bank. Hundreds of supporters of Hamas and Islamic Jihad, including 6 PLC members, were arrested. This wave of arrests represented a form of collective punishment aimed at Palestinian people in the West Bank who stood in solidarity with Gaza during the attacks and was clearly designed to undermine the achievements of the resistance in Gaza. Mahmoud's current administrative detention order is for six months and is due to expire on 22 May 2013.

### PREVIOUS ARRESTS

**First arrest:** On 16 December 1992, Mahmoud's name was mentioned among 400 Hamas members to be deported to Marj El-Zhour in Lebanon. Mahmoud was then arrested, ostensibly in preparation for his deportation. However, he was then taken to Al-Moskobiyyeh interrogation center in Jerusalem, where he was interrogated for four months. During the interrogation, Mahmoud was subject to some of the ugliest forms of torture, causing him to lose 40 kilograms over the course of four months. Both his lawyer and the Red Cross were initially prevented from visiting him. The Red Cross was finally allowed to visit him 35 days after his arrest, while his lawyer had to wait a full 60 days after Mahmoud's arrest to see him. Mahmoud was sentenced to 28 months imprisonment, during which he was repeatedly transferred to different prisons, including the central Hebron and central Ramallah prisons. He was finally released on 14 May 1995.

**Second arrest:** On 20 August 2006, Mahmoud was arrested while in his home in Al-Bireh. IOF had previously been to his house to arrest him on several occasions and each time he was at the Al-Riaya Hospital in Ramallah, where he works. Every time the soldiers came to the house, they would search the premises and confiscate family computers and mobile phones, in addition to the children's identification papers.



# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

After Mahmoud was successfully arrested, he was taken to Ofer prison and was indicted on the charge of belonging to the Hamas-affiliated Change and Reform bloc, which won the Palestinian Legislative Council (PLC) elections in 2006. The charge brought to light the evidently political nature of the arrest. Mahmoud was sentenced to another 28 months imprisonment, during which he was transferred between Ofer and Ashkelon prisons. He was finally released on 31 March 2009.

**Third arrest:** Mahmoud was arrested for a third time at 3:00 AM on 10 November 2010 by IOF. This arrest was more 'peaceful' than the others: the soldiers asked him to confirm his identity and informed him that he was wanted for arrest. Mahmoud was given time to change his clothes, and, over the course of 10 minutes, was arrested without inspection or interrogation. He was immediately transferred to Ofer Prison, near Ramallah. He was then held on an administrative detention order that was renewed repeatedly until his release on 5 July 2012.

## FAMILY AND VISITATION

Mahmoud's family has yet to receive an answer from the Red Cross regarding the possibility of visiting him in detention. It typically takes three months for Israeli intelligence services to give families an answer regarding the possibility of visitation. When detained in 1992, Mahmoud's family did not face any issues related to visitation. While Mahmoud was held by Israel in 2006, on the other hand, his wife was banned from visiting him on security grounds. At the time, all his children were under the age of 16 years old, and therefore did not require visitation permits, and so were able to visit their father along with their aunt, who was given a permit. During Mahmoud's third period in detention, his wife was repeatedly denied visitation by Israeli intelligence and was only able to visit him twice over the course of two years.

Mahmoud is currently married to Umm Mohammed, with whom he has 5 children aged between 3 and 20 years old. Umm Mohammed is a housewife and holds a BA in Islamic Shari'a from the College of Islamic Law and Theology. She has been an elected member of the Al-Bireh municipal government since 2005 and is socially active.

## EDUCATION AND PROFESSIONAL LIFE

Mahmoud holds a Bachelor's degree from the Faculty of Medicine in Rome, Italy, which he received in 1987. He also holds Palestinian Medical Board qualifications, having received certifications in anesthesia and intensive care from Makassed Hospital in Jerusalem in 2001. Mahmoud has also served as President of the Muslim Students Union in Rome for a period of 4 years and founded the Medical Center of the Zakat Committee Ramallah, which he managed until 1996 and is also a founding member of the Medical Society Institute in Jerusalem. He has also served as general manager of Rahma Hospital of Obstetrics and Women's Surgery for a period of six years. Mahmoud was an anesthesia specialist at Heba and Amani Centers for IVF until the time of his arrest.

## POLITICAL ACTIVITY

Mahmoud was a member of the political bureau of Hamas and the head of the political bureau of Hamas Central West Region (Jerusalem, Ramallah, Bethlehem and Jericho) between 1990 and 1992. Starting at the beginning of 2006 he was the Deputy Secretary of the Palestinian Legislative Council. Mahmoud was also a member of the dialogue and reconciliation committee with the Palestinian Authority.





# أوقفوا الإعتقال الإداري STOP ADMINISTRATIVE DETENTION



مؤسسة الضمير لرعاية الأسير وحقوق الإنسان

## Addameer's Campaign to Stop Administrative Detention

Administrative detention is a procedure under which detainees are held without charge or trial. In the occupied Palestinian West Bank, the Israeli army carries out administrative detention on the basis of Military Order 1651. This order empowers military commanders to detain an individual for up to six months if they have "reasonable grounds to presume that the security of the area or public security require the detention." On or just before the expiry date, the detention order is frequently renewed. **This process can be continued indefinitely.**

There is no explicit limit for a maximum amount of time an individual may be detained, leaving room for indefinite legal detention. The grounds on which someone can be detained are unclear, leaving it up to the military commanders to decide what constitutes "public security" and "security of the area." Detainees are not informed of the reasons for their detention; neither are their lawyers. As of February 2013, there were 178 Palestinians in administrative detention, including 9 members of the PLC.

**Addameer is calling for an end to the Israeli practice of detaining people in administrative detention. Addameer demands that the Israeli authorities immediately release all administrative detainees.**

### About Addameer

ADDAMEER (Arabic for conscience) Prisoner's Support and Human Rights Association is a Palestinian non-governmental, civil institution that works to support Palestinian political prisoners held in Israeli and Palestinian prisons. Established in 1992 by a group of activists interested in human rights, the center offers free legal aid to political prisoners, advocates for their rights at the national and international levels, and works to end torture and other violations of prisoners' rights through monitoring, legal procedures and solidarity campaigns.

Addameer believes in the internationality of human rights and respect for human dignity, the totality of which is constructed upon international laws and conviction.

Addameer also believes in the importance of building a free and democratic Palestinian society based on justice, equality, rule of law, and respect for human rights within the larger framework of the right to self-determination.

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