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**Human Rights Council**  
**Working Group on the Universal Periodic Review**  
**Forty-fifth session**  
22 January–2 February 2024

## **Jordan**

### **Compilation of information prepared by the Office of the United Nations High Commissioner for Human Rights**

#### **I. Background**

1. The present report was prepared pursuant to Human Rights Council resolutions 5/1 and 16/21, taking into consideration the outcome of the previous review.<sup>1</sup> It is a compilation of information contained in relevant United Nations documents, presented in a summarized manner owing to word-limit constraints.

#### **II. Scope of international obligations and cooperation with human rights mechanisms**

2. The Committee on the Rights of the Child recommended ratifying the International Convention for the Protection of All Persons from Enforced Disappearance, the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families and the Second Optional Protocol to the International Covenant on Civil and Political Rights, aiming at the abolition of the death penalty, and acceding to the Optional Protocol to the Convention on the Rights of the Child on a communications procedure.<sup>2</sup>

3. The Special Rapporteur on disability recommended ratifying the Optional Protocol to the Convention on the Rights of Persons with Disabilities.<sup>3</sup>

4. The United Nations country team, the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Committee on the Rights of the Child recommended that Jordan ratify the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness,<sup>4</sup> and ratify the 1951 Convention relating to the Status of Refugees and its 1967 Protocol.<sup>5</sup>

5. The country team recommended ratifying the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), the Occupational Safety and Health Convention, 1981 (No. 155), and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187).<sup>6</sup> UNHCR recommended ratifying the Violence and Harassment Convention, 2019 (No. 190).<sup>7</sup>

6. The Committee on the Rights of the Child reiterated its previous recommendations to consider withdrawing its reservations to articles 14, 20 and 21 of the Convention on the Rights of the Child.<sup>8</sup> UNHCR recommended removing the reservation to article 9 (2) of the Convention on the Elimination of All Forms of Discrimination against Women.<sup>9</sup>



### **III. National human rights framework**

#### **1. Constitutional and legislative framework**

7. UNESCO noted that the Constitution did not fully enshrine the right to education, only pledging to provide it within the country's means and making it compulsory and free. UNESCO encouraged Jordan to consider explicitly enshrining the right to education in the Constitution.<sup>10</sup>

8. The country team recommended bringing relevant articles of the Penal Code, the Crime Prevention Law, the Cybercrime Law or a new draft law, the Press and Publication Law and the Access to Information Law into conformity with international standards, and operationalizing the Access to Information Law.<sup>11</sup>

#### **2. Institutional infrastructure and policy measures**

9. The country team noted that the National Centre for Human Rights, after a special review in 2023, had maintained its A status, and recommended that Jordan ensure that the Centre discharged its mandate in full independence and with the necessary resources.<sup>12</sup>

10. The country team reported that Jordan lacked an interministerial national coordination mechanism for implementation, reporting and follow-up to facilitate the implementation of recommendations from the universal periodic review, the treaty bodies and the special procedures, as it maintained two committees. The country team recommended consolidating these and creating linkages with other existing committees, such as the Higher Committee for Implementation of the 2030 Agenda for Sustainable Development or the Interministerial Committee for Women, for better impact.<sup>13</sup>

11. The country team recommended that Jordan submit its report under the International Covenant on Economic, Social and Cultural Rights.<sup>14</sup>

12. The country team recommended that Jordan continue responding to communications and pending visit requests from special procedure mandate holders.<sup>15</sup>

### **IV. Promotion and protection of human rights**

#### **A. Implementation of international human rights obligations, taking into account applicable international humanitarian law**

##### **1. Equality and non-discrimination**

13. The Committee on the Elimination of Racial Discrimination responded to the information received from Jordan on follow-up to its concluding observations with continued concern about racial discrimination and racist hate speech towards migrants and refugees. It was also concerned that discrimination perpetrated by law enforcement officers and government officials was not criminalized or punished. It remained concerned that the lack of a specific domestic legislative prohibition of direct and indirect racial discrimination may impede the implementation of the International Convention on the Elimination of All Forms of Racial Discrimination. It reiterated its recommendation to enact such legislation, including all prohibited grounds of discrimination, and ensure that the existing domestic legislation was also fully in line with the Convention. It considered that the response from Jordan to that recommendation had been unsatisfactory.<sup>16</sup>

##### **2. Right to life, liberty and security of person, and freedom from torture**

14. The country team noted that in June 2022, 219 people, including 22 women, were reportedly on death row, and recommended that Jordan establish a moratorium on the death penalty and revise the laws mandating it for crimes other than "most serious crimes".<sup>17</sup>

15. The country team noted that reportedly 19,000 inmates were being held in facilities designed for 13,300, that in May 2023 Jordan had issued 300 alternative sentences, that from January to September 2022 about 29,000 people were in detention without having stood trial,

including 542 women in “protective” detention, and that 16 per cent of the prison population in 2019 consisted of people incarcerated for failure to repay loans or for bounced cheques. It recommended reconsidering crimes and their penalties, ending imprisonment for debt, reducing the numbers of people in administrative detention and the frequent and prolonged use of such detention by exploring alternatives, considering alternative measures to detention for lengthy pretrial holds and for drug users, and improving detention conditions while reducing prison populations.<sup>18</sup>

### **3. Human rights and counter-terrorism**

16. The country team observed that the establishment of associations was regulated by the Constitution, the Associations Law (No. 51 of 2008) and the Anti-Money Laundering and Counter Terrorist Financing Law (No. 46 of 2007 and No. 20 of 2021). It reported that since February 2023, discussions on a new bill on planning and international cooperation had been ongoing, which would regulate foreign funding approval in the future under the authority of the Ministry of Planning and International Cooperation. It recommended that any future system should clarify the project approval process, criteria and timelines in order to facilitate access to funding.<sup>19</sup>

### **4. Administration of justice, including impunity, and the rule of law**

17. The country team noted that in 2022, Jordan had been ranked 61st out of 140 countries in the Rule of Law Index and that the legal aid by-law had been amended to assist vulnerable groups, yet migrants and refugees still encountered barriers in accessing justice due to factors such as language, fear and costs. It recommended promoting gender integration within the judicial and sharia judicial sector, increasing the number of female judges and employees, and building capacities with regard to gender-sensitive and child-sensitive judicial services. It also recommended the provision of free legal aid to challenge administrative detention.<sup>20</sup>

### **5. Fundamental freedoms and the right to participate in public and political life**

18. The country team highlighted the Constitution’s assurance of public freedoms, but also noted that despite calls for expanded civic space, several journalists had been arrested in 2022 and 2023. It cited the response by Jordan to a communication from a Special Rapporteur expressing concerns over the detention of and charges brought against one person for political commentaries and journalistic activities. It noted that reportedly dozens of lawyers, journalists and human rights defenders had been victims of a smartphone hacking campaign (using Pegasus spyware) between August 2019 and December 2021, and that 2022 had seen four Internet shutdowns, websites being blocked, and stricter gag order penalties. It recommended that Jordan foster an environment conducive to the modernization reforms, ensuring that individuals, groups, political entities, the media and civil society had the freedoms of movement, expression and lawful participation and facilitating a seamless transition into a new political era.<sup>21</sup>

19. The country team recommended taking measures to prevent threats, attacks and harassment against journalists and civil society actors, investigating such acts, ensuring justice and ending impunity, ensuring an environment where media and civil society operated without surveillance or hindrance, maintaining access to Internet services, and supporting an independent and diverse civil society with access to funding.<sup>22</sup>

20. OHCHR expressed serious concerns about the Cybercrime Law that had been passed swiftly without ample transparency or participation and would take effect shortly, which was overly restrictive, criminalizing various online activities by individuals and organizations. OHCHR also warned that it could stifle criticism and accountability, as it allowed authorities to remove or block content without sufficient judicial oversight, and stipulated broad and vague definitions of cyberoffences, raising issues of legality, legitimate aim, necessity and proportionality in addition to varying prison terms for different offences. According to OHCHR, in a recent case, journalist Ahmed Hassan Al-Zoubi had received a one-year prison sentence for a Facebook post criticizing the authorities’ handling of a truck drivers’ strike. OHCHR recommended adopting a cybercrime strategy based on clear and focused core cybercrimes, and avoiding establishing offences based on the content of online expression. It urged the authorities to reconsider that legislation with a view to ensuring compliance with

international human rights law and drawing on available expertise to develop legislation that addressed legitimate cyberthreats while safeguarding fundamental human rights.<sup>23</sup>

21. UNESCO recommended that Jordan decriminalize defamation, removing it from the Penal Code, and place it within the Civil Code, in accordance with international standards.<sup>24</sup>

22. UNESCO recommended that Jordan assess its Law on Securing the Right to Information Access, and its implementation. UNESCO noted that any exemptions, including classified information, needed to consider the issues of necessity, proportionality, due purpose and transparency.<sup>25</sup>

23. The country team observed that workers faced legal obstacles preventing them from enjoying freedom of association and collective bargaining. Jordan remained vulnerable to allegations of detention, discriminatory actions against trade union leaders, and independent trade union leaders and activists, and an absence of recognition of independent trade unions. The country team noted that the right of peaceful assembly was governed by the Public Gatherings Law (No. 7 of 2004). Policy grievances and lack of access to economic, social and cultural rights (especially labour rights, social security and protection of freedom of assembly) featured highest among the reasons for collective action.<sup>26</sup>

## **6. Right to marriage and family life**

24. The country team noted unequal marital rights for women, that divorces were taboo, that mothers had custody until a child was 15, and that women under 40 needed male consent for a first marriage. It recommended amending articles 61, 62, 70, 72, 78, 288, 289, 292c and 320 of the Personal Status Law and article 62 of the Social Security Law.<sup>27</sup>

## **7. Prohibition of all forms of slavery, including trafficking in persons**

25. The country team noted the amendments made to the Law on Protection against Trafficking of Humans (No. 9 of 2009), which had increased the penalties for traffickers, allowed prosecutors to seek restitution in trafficking cases, formalized the use of specialized prosecutors and judges, and established a donations-based victims' assistance fund. The Government had also prepared a draft of a new referral mechanism at the national level, and new standard operating procedures for identifying victims, in 2022. The country team recommended creating awareness about the dangers of trafficking and about the need to report suspected cases; and providing victims with specialized care and rehabilitation, including access to health and education services, as well as with the resources and support needed for successful reintegration into society.<sup>28</sup>

## **8. Right to work and to just and favourable conditions of work**

26. The ILO Committee of Experts on the Application of Conventions and Recommendations requested the Government to take measures to ensure that migrant domestic workers were fully protected from abusive practices and conditions of employment that could amount to forced labour.<sup>29</sup>

27. The same Committee urged the Government to take the necessary measures without delay to amend the Labour Code (Law No. 8 of 1996), in order to prohibit direct and indirect discrimination on all grounds enumerated in article 1 (1) (a) of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), in both the formal and informal economies, including against domestic workers.<sup>30</sup>

28. The country team noted that unemployment had risen from 13 per cent in 2015 to 21.9 per cent in the first quarter of 2023 (19.6 per cent for men and 30.7 per cent for women) and to 46.1 per cent among the 15–24 age group (42.1 per cent for men and 64.1 per cent for women); that the labour force participation ratio stood at 53.3 per cent for men and 13.7 per cent for women, with an overall participation rate of 33.3 per cent; and that 3.1 per cent of firms had female top managers (in 2019). It recommended that Jordan develop skills and knowledge for the professions and jobs of the future; work on strengthening the policies and frameworks for movement from the informal to the formal sector to ensure access to rights; and improve working conditions especially in the agricultural and informal

sectors and in domestic work, intensify labour inspections, including by increasing the number of labour inspectors, and ensure accountability when the law is violated.<sup>31</sup>

29. While UNHCR commended Jordan for having allowed Syrian refugees to work in several sectors since 2016, and for the introduction of a flexible work permit scheme in 2021, it remained concerned that only 8.5 per cent of the work permits (which were necessary to hold legal employment in Jordan) had been issued to women (between 2016 and 2023), and that the permits were mostly limited to a few economic sectors (i.e. agriculture, construction and manufacturing). Furthermore, non-Syrian refugees and asylum-seekers remained excluded from those opportunities unless they renounced their international protection and/or asylum applications with UNHCR and opted for status as a migrant worker. UNHCR recommended extending access to work permits to refugees of all nationalities, without requiring individuals to withdraw or abandon their applications for international protection or asylum; expanding the range of sectors in which refugees were eligible to work; and establishing policies and monitoring mechanisms to ensure equal and safe access to work and effective enjoyment of labour rights for asylum-seeking and refugee women.<sup>32</sup> The country team recommended reducing fees associated with the issuance of flexible work permits, and setting social security contributions at an affordable level.<sup>33</sup>

30. The ILO Committee of Experts noted that pursuant to section 98 (f) of the Labour Code, foreign workers did not have the right to establish trade unions, and pursuant to section 7 (a) of the Jordanian Teachers' Association Act (No. 14 of 2011) they could not join the Association. The Committee urged the Government to repeal sections 98 (f) (1) of the Labour Code and 7 (a) of the Teachers' Association Act; and pending legislative reform, to take all the measures necessary to promote collective bargaining in the sectors. The Committee was concerned that the legal restrictions to the freedom of association of foreign workers, in addition to the dominant union monopoly, had strongly contributed to a situation where, in many sectors, they had no access to collective bargaining, while in some others, their bargaining power was being significantly constrained in practice. The Committee urged the Government to take all measures necessary, including legislative measures, to ensure that the right to collective bargaining of the Association and all workers in the public and private education sector was explicitly recognized in law and respected effectively in practice.<sup>34</sup>

## **9. Right to an adequate standard of living**

31. The Committee on the Rights of the Child recommended that Jordan strengthen measures to ensure that all children, including children living in informal settlements and asylum-seeking, refugee and migrant children, had an adequate standard of living, including by ensuring their access to adequate and long-term social housing, to sanitation, and to social protection programmes including the National Aid Fund; enable the parents of non-Syrian asylum-seeking and refugee children to apply for work permits without the conditionality of renouncing their international protection status; and ensure that measures to combat poverty complied with a child rights-based approach.<sup>35</sup>

## **10. Right to health**

32. The country team noted the fact that non-communicable diseases were the major cause of mortality and morbidity, accounting for 80 per cent of deaths; insufficient implementation of health policies and rising health-care costs; barriers to accessing health services, including for Palestine refugees in cases of lack of citizenship; and the fact that women tended to seek health services more often than men. Men, however, engaged more in risky health-related behaviours, including smoking. Furthermore, in 2022, 137 suicide cases had been recorded. Since 2022, attempted suicide in public had been criminalized and made subject to imprisonment. The country team recommended that Jordan establish a multisectoral coordination modality to curb non-communicable diseases, identify how to support the implementation of a unified comprehensive package of health services, and expand health insurance coverage. It also recommended implementing the WHO Framework Convention on Tobacco Control, and the smoking control law in public and indoor areas.<sup>36</sup>

33. The Committee on the Rights of the Child noted with appreciation that children were entitled to free health services under the Children's Rights Act. It recommended that Jordan ensure that asylum-seeking, refugee and migrant children, children of Palestinian origin and

children of non-Jordanian fathers had access to quality health services, including by ensuring that such children were issued with identification cards and by providing clear guidance to health-care facilities on the eligibility of non-citizen children to access health services.<sup>37</sup>

## 11. Right to education

34. UNESCO noted previous universal periodic review recommendations on the development of the education system and recommended that Jordan guarantee at least 12 years of free primary and secondary education and at least one year of compulsory pre-primary education. UNESCO also recommended that Jordan pursue its efforts to improve literacy and continue efforts towards greater inclusion and diversity in education through policies and implementation that included the most vulnerable groups, including children with disabilities and refugee children.<sup>38</sup>

35. UNESCO recommended strengthening the quality of education to address the learning crisis, and ensuring that children and youth had the essential building blocks that they needed for a lifetime of learning and skills building.<sup>39</sup>

36. The country team noted that more than 40 per cent of the population was under the age of 18. Jordan had more than 99 per cent parity in its literacy rate. The adoption of the Child Law (No. 17 of 2022) was a positive development. The country team recommended implementing the initiated reforms, such as greater inclusion and diversity in education; building a safe and resilient education system; improving teachers' qualifications and motivation; and enhancing the curricula to reinforce principles of gender and gender equality, human rights and civic engagement.<sup>40</sup>

37. The Committee on the Rights of the Child welcomed the measures taken by Jordan to promote inclusive education and strengthen the education management information system, but was deeply concerned about persistent barriers faced by children in disadvantaged situations to accessing education, and high dropout rates and inadequate learning outcomes among such groups; about negative gender stereotypes in education that perpetuated discrimination against girls; and about the challenges faced by asylum-seeking and refugee children in accessing education, including long distances for travelling to schools. The Committee recommended that Jordan strengthen measures for ensuring equal access of children in disadvantaged situations, including asylum-seeking, refugee and migrant children, children of Palestinian origin, children with disabilities and children without a regular residence status, to public education free of charge; and take targeted measures to address school dropout rates and its causes.<sup>41</sup>

## 12. Development, the environment, and business and human rights

38. The country team advised that government revenues should be sufficient to support development priorities. Jordan faced chronic debt accumulation, which could have severe effects, especially after 2025 when the country would have to start repaying its concessional loans. The Financial Committee had decided to hold all budget meetings in 2023 behind closed doors. The country team recommended re-examining the current tax system and sales tax revenue, and increasing efficiency in tax collection; reviewing any planned reforms and implementation of fiscal legislation, policy or practices taking into account their impact on human rights and who might be left behind in order to mitigate negative effects, and ensuring transparency and meaningful participation; and linking revenue collection on public goods with increased service delivery, and providing a disaggregated composition of revenues linked to expenditures to realize human rights, for example for education, health, transportation, or to address environmental issues.<sup>42</sup>

39. The country team reported that water stress was among the key risks to long-term growth in Jordan. By 2040, 15 per cent less water runoff from wadis and 15 per cent less groundwater recharge were projected, deepening existing inequities in access to water. Women living in poverty and female-headed households were more likely to be responsible for finding ways to cope when water was scarce. The country team recommended generating evidence about climate-related risks, impacts and existing inequities; increasing awareness about climate change impacts, environmental degradation, lifestyle choices and sustainable consumption patterns, and strengthening the capacities of children and youth and supporting

their participation in decision-making processes on climate-related issues; and creating green spaces in urban areas.<sup>43</sup>

## **B. Rights of specific persons or groups**

### **1. Women**

40. The country team reported that although women and girls were protected by the Law on Protection from Domestic Violence (No. 15 of 2017), 21 per cent of women aged between 15 and 49 had experienced physical or sexual violence at some point in their lives. Homes remained unsafe for many women and girls, with 86.2 per cent of perpetrators being intimate partners, caregivers or family members. Over one third of spousal domestic violence acts took place in front of children. Women were still considered responsible for preserving family honour – and were likely to be physically punished on this matter. Street sexual harassment was common, with women often blamed or considered responsible for “provoking” harassment. The country team recommended that Jordan strengthen public outreach to inform persons living in vulnerable situations about available governmental services, shelters, the national referral mechanisms for victims of gender-based violence, and access to justice, and that it address violence against women and children together given the inextricable linkages and the consequences for intergenerational violence.<sup>44</sup>

41. The country team observed that stereotypical beliefs persisted across generations, especially with regard to gender-specific roles and responsibilities and fundamental freedoms. It recommended repealing all discriminatory provisions against women and girls in legislation. It also recommended addressing stereotypical beliefs about gender roles, in schools, the media and other key institutions.<sup>45</sup>

42. The country team noted that Jordanian women’s representation at the national level and in local assemblies and other institutions was still limited. It recommended implementing and properly resourcing the national priorities developed by the Interministerial Committee for the Empowerment of Women and the Jordanian National Commission for Women.<sup>46</sup>

43. The country team recommended providing an enabling working environment for women, with regard to workplace conditions and culture, flexible working hours, adequate public transport, fully paid parental leave, national care policies, and campaigns that recognized unpaid care work, reduced it and redistributed it equally between men and women.<sup>47</sup>

44. The ILO Committee of Experts asked the Government to ensure that a comprehensive definition and a clear prohibition of sexual harassment in employment and occupation was included in the Labour Code.<sup>48</sup>

45. The same Committee asked the Government to review its approach of placing restrictions on women’s employment, and that any restrictions be limited to maternity protection and not be based on stereotypical assumptions regarding their capacity and role in society.<sup>49</sup>

46. The same Committee encouraged Jordan to reduce the gender pay gap in the education sector and address its underlying causes, and to address the persistent occupational gender segregation in the public service as a means of promoting equal remuneration for men and women for work of equal value.<sup>50</sup>

47. The country team noted that Jordan had scored 126 out of 146 countries in the Global Gender Gap Index ranking for 2023.<sup>51</sup>

### **2. Children**

48. The Committee on the Rights of the Child remained concerned about the lack of progress in combating sexual abuse and gender-based violence against girls, with articles 97 to 99, 310, 340 and 345 bis of the Criminal Code not yet repealed. It expressed concern that not all forms of gender-based violence were criminalized, contributing to a culture of impunity for perpetrators. It urged Jordan to strengthen legislation punishing gender-based violence, including by criminalizing psychological violence and repealing all legal provisions

condoning gender-based crimes, to ensure that all perpetrators of gender-based crimes, including those committed in the name of so-called honour, were brought to justice with commensurate sanctions, and to strengthen measures aimed at addressing the root causes of sexual abuse and gender-based violence against children.<sup>52</sup>

49. The same Committee recommended raising the minimum age of criminal responsibility to 14 years of age, adopting the amended Juvenile Act and ensuring that all children accused of having infringed the criminal law were dealt with in specialized child justice systems, and establishing a limit for the duration of pretrial detention.<sup>53</sup>

50. The same Committee urged Jordan to promptly address issues related to birth registration, nationality, corporal punishment, sexual exploitation, education, and the rights of asylum-seeking, refugee and migrant children. It recommended that Jordan ensure the realization of children's rights in accordance with the Convention on the Rights of the Child and its Optional Protocols on the involvement of children in armed conflict and on the sale of children, child prostitution and child pornography, throughout the process of implementing the 2030 Agenda for Sustainable Development. It urged Jordan to ensure the meaningful participation of children in the design and implementation of policies and programmes aimed at achieving all 17 Sustainable Development Goals as far as they concerned children.<sup>54</sup>

51. The same Committee was deeply concerned that a judge could permit marriages of girls and boys from 16 years of age. While acknowledging that a large number of applications for exceptional child marriages submitted in 2022 had been rejected, the Committee recalled its previous recommendations and strongly urged Jordan to prohibit all marriages under 18 years of age, without exception, including by amending article 10 of the Personal Status Law and removing the possibility of applying for exceptional child marriages.<sup>55</sup> UNHCR recommended amending the Personal Status Law to abolish the possibility for children under 18 years of age to be married with the approval of a supreme judge; and developing awareness campaigns about the risks inherent in early marriages, targeted at asylum-seeker and refugee communities as well as the broader community in Jordan.<sup>56</sup>

52. The Committee on the Rights of the Child expressed concerns about the absence of a legal prohibition of discrimination on the basis of all grounds prohibited under the Convention on the Rights of the Child, discriminatory classifications of children in legislation, and persistent discrimination against girls and children in disadvantaged situations. It urged Jordan to amend article 6 of the Constitution and/or to adopt comprehensive anti-discrimination legislation explicitly prohibiting discrimination on all grounds, to end discriminatory practices, to ensure access to health services, education and a decent standard of living, to address gender stereotypes and to provide equal rights.<sup>57</sup>

53. The country team reported that 74.6 per cent of children aged between 8 and 17 had experienced physical violence, 73.9 per cent of family caregivers had resorted to violent discipline for children under 18, and although the legal age for marriage was 18, girls could marry from the age of 16 with judicial approval and mutual consent under article 10 of the Personal Status Law. The country team recommended that Jordan strengthen national capacities to monitor, analyse and report child rights violations, in order to ensure quality integrated child protection services, and to ensure that the social services workforce prevented violations and responded to them when they occurred; and strengthen accountability measures against perpetrators, including parents and educators.<sup>58</sup>

54. The Committee on the Rights of the Child remained deeply concerned that corporal punishment was socially acceptable and parents could discipline their children within "general customs" under article 62 of the Criminal Code. While noting that legislation distinguished between violence and discipline, the Committee was of the view that a clear and explicit legal prohibition of corporal punishment was essential for guaranteeing the right of children to freedom from all forms of violence. The Committee reiterated its previous recommendations and urged Jordan to explicitly prohibit, as a matter of priority, corporal punishment in law in all settings, including in the home, to repeal the legal defence of discipline as "permissible under general customs" and to enforce the prohibition of corporal punishment in schools.<sup>59</sup>

55. The ILO Committee of Experts strongly encouraged the Government to strengthen its efforts to ensure the elimination of child labour in all economic activities.<sup>60</sup>



56. The country team stated that reportedly there had been an increase in child labour to 100,000 cases in 2022, compared to 76,000 cases in 2016, and that in 2021, 13,558 beggars had been arrested, 7,981 of whom were juveniles. The Ministry of Labour had introduced an online complaint mechanism on child labour and trafficking. The country team recommended investing in prevention and social behaviour change programmes to address the root causes of child rights violations.<sup>61</sup>

57. The Committee on the Rights of the Child was also concerned about child labour and begging and recommended that Jordan consider seeking further technical and financial assistance from relevant United Nations agencies in that regard. It recommended that Jordan abolish offences that criminalized children in street situations, such as begging, ensure that the rights of children in street situations were fully respected by law enforcement authorities and ensure that they were not subjected to arbitrary detention.<sup>62</sup>

### **3. Persons with disabilities**

58. The Committee on the Rights of the Child recommended that Jordan allocate sufficient resources for the implementation of the strategy on deinstitutionalization of persons with disabilities and the development of family-based care options for children with disabilities, address any derogatory terms and descriptions used in law and/or policy, and ensure the collection of disaggregated data on children with disabilities.<sup>63</sup>

59. The country team noted that the Constitution had been amended to better represent persons with disabilities, with increased political participation provided for in recent legislation. However, the Special Rapporteur on disability had highlighted challenges, which included stigma causing isolation, 79 per cent of persons with disabilities not receiving education, the need to restore autonomy, executing the deinstitutionalization strategy, accessibility disparities, and the link between disability, poverty, gender and societal status, including refugee status. The country team recommended addressing stigma and bias against persons with disabilities, and ensuring their participation in decisions affecting them, including in urban planning.<sup>64</sup> The Special Rapporteur on disability noted previous recommendations on persons with disabilities. He noted the direct impact of stigma in particular, with the negative perception of disability affecting them and their families. He welcomed disability rights initiatives, noted that Jordan had not yet designated or established a framework containing one or more independent mechanisms to monitor its implementation of the Convention on the Rights of Persons with Disabilities, and underscored challenges, such as restricted decision-making autonomy, limited educational and job opportunities, especially for women, discriminatory voting laws, difficulties accessing basic aids in rural regions, and local NGOs facing both a lack of support and restrictive regulations.<sup>65</sup>

60. The Special Rapporteur recommended harmonizing the legislative framework with the Convention, addressing discriminatory provisions, adopting a human rights-based approach in all public policies, establishing an independent mechanism to monitor Convention implementation with adequate resources and disabled persons' participation, ensuring full legal capacity for all, improving inclusive education, enforcing employment quotas for persons with disabilities, addressing economic disparities, enhancing health-care access, committing to the International Principles and Guidelines on Access to Justice for Persons with Disabilities, and providing equal access to refugees with disabilities for health care, rehabilitation, education and employment.<sup>66</sup>

### **4. Migrants, refugees and asylum-seekers**

61. The country team reported that migrant workers were at risk of detention for charges of theft or absconding, in cases of non-renewal of their work permit and/or lack of identity documents.<sup>67</sup> Almost 300,000 migrant workers had received work permits in 2022. Domestic workers, gardeners and cooks were not covered by the Labour Code and not subject to labour inspections. That left a majority of foreign women workers deprived of the rights afforded to workers in other sectors. Only employers ("sponsors") could apply for a work permit for an employee. Withholding of passports by employers was criminalized by law but continued to constitute an issue in practice. Migrant workers often faced poor working conditions, long working hours, low wages, exploitation, discrimination and social stigma, lack of legal protection, deportation, and exclusion from social services and support networks, which in

turn had an impact on their mental health and well-being. The country team recommended reforming the visa sponsorship system; ensuring that domestic workers were covered under the Labour Code; regulating and investigating fraudulent labour and recruitment practices; and ensuring that migrant workers were not detained, that alternatives to detention were explored and that detention was subject to a limited period, while ensuring access to legal aid. The country team also recommended improving the identification of cases, including cases of labour exploitation.<sup>68</sup>

62. The country team noted that migrant workers and refugees without identification numbers issued at the border could face obstacles in accessing justice, which included language differences, fear of filing a complaint due to retaliation from employers, inability to leave the workplace, falling into an irregular immigration status, and cost.<sup>69</sup> It recommended implementing the principles of the Global Compact for Migration and the Global Compact on Refugees relating to a “whole-of-society approach”.<sup>70</sup>

63. UNHCR reported that as at 1 April 2023, Jordan was hosting 741,450 refugees and asylum-seekers.<sup>71</sup> The country team noted that out of a population of 11.3 million people, 2,379,681 were Palestine refugees who were mostly Jordanian nationals. That included 421,509 Palestine refugees residing in 10 official camps, and 179,419 ex-Gazan refugees. The country team recommended that Jordan adopt a comprehensive refugee law, ensuring compliance with the principle of non-refoulement, revise the Jordan Compact, setting new qualitative and quantitative benchmarks expanding on previous commitments and addressing gaps, and continue discussion on the protection policy environment to resolve long-standing issues, including regularizing the legal status of Palestine refugees from the Syrian Arab Republic and of refugees who had entered after 2018.<sup>72</sup>

## 5. Stateless persons

64. The country team reported that the issue of legal identity was complicated, with various groups facing challenges regarding civil documentation and registration, including Bedouins, the *bidoon jinsiya* population (without a nationality), refugees and migrant workers. It noted that Jordanian women could not pass on their citizenship to their children or spouses. It recommended mapping the status of civil registration; amending legislation to allow Jordanian women to pass on their nationality to their children; and enabling unmarried women to register their children and provide them with a legal name/identity.<sup>73</sup>

65. The Committee on the Rights of the Child expressed concerns about certain children’s obstacles in accessing birth registration and identification cards and about the strict laws for acquiring Jordanian nationality. The Committee urged Jordan to ensure the right of all children, including asylum-seeking, refugee and migrant children, children of Palestinian origin, children of unmarried parents and children of non-Jordanian fathers, to be registered at birth and to have access to identification cards, without exception; to waive residency or overstay fines for children without regular residence status; to amend the Nationality Law to remove legal barriers and strengthen legal pathways for all children to acquire a nationality; to facilitate the acquisition of nationality for children who would otherwise be stateless; and to prevent the withdrawal of nationality of Palestine refugees and their children residing in Jordan.<sup>74</sup>

## Notes

<sup>1</sup> [A/HRC/40/10](#), [A/HRC/40/10/Add.1](#) and [A/HRC/40/2](#).

<sup>2</sup> [CRC/C/JOR/CO/6](#), paras. 51 and 52.

<sup>3</sup> [A/HRC/52/32/Add.2](#), para. 100 (a).

<sup>4</sup> [CRC/C/JOR/CO/6](#), para. 22; and UNHCR submission for the universal periodic review of Jordan, p. 4.

<sup>5</sup> United Nations country team submission for the universal periodic review of Jordan, p. 1; [CRC/C/JOR/CO/6](#), para. 44 (g); and UNHCR submission, p. 5.

<sup>6</sup> United Nations country team submission, p. 1.

<sup>7</sup> UNHCR submission, p. 3.

<sup>8</sup> [CRC/C/JOR/CO/6](#), para. 7.

<sup>9</sup> UNHCR submission, p. 4.

- <sup>10</sup> UNESCO submission for the universal periodic review of Jordan, paras. 2 and 16 (i).
- <sup>11</sup> United Nations country team submission, pp. 8 and 9.
- <sup>12</sup> *Ibid.*, p. 2.
- <sup>13</sup> *Ibid.*, pp. 1 and 2.
- <sup>14</sup> *Ibid.*, p. 2.
- <sup>15</sup> *Ibid.*, p. 2.
- <sup>16</sup> See [CERD/C/JOR/FCO/18-20](#); and [https://tbinternet.ohchr.org/\\_layouts/15/treatybodyexternal/Download.aspx?symbolno=INT%2FCERD%2FFUL%2FJOR%2F44794&Lang=en](https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=INT%2FCERD%2FFUL%2FJOR%2F44794&Lang=en).
- <sup>17</sup> United Nations country team submission, pp. 4 and 5.
- <sup>18</sup> *Ibid.*, pp. 5 and 6. See also [CCPR/C/JOR/FCO/5](#), pp. 7–9.
- <sup>19</sup> United Nations country team submission, p. 8.
- <sup>20</sup> *Ibid.*, pp. 5 and 6. See also [CCPR/C/JOR/FCO/5](#), pp. 7–9.
- <sup>21</sup> United Nations country team submission, pp. 8 and 9. See also UNESCO submission, paras. 13 and 14; and <https://jordan.un.org/en/238252-freedom-expression-driver-other-freedoms-human-rights-and-sustainable-development>.
- <sup>22</sup> United Nations country team submission, pp. 8 and 9.
- <sup>23</sup> See <https://www.ohchr.org/en/press-briefing-notes/2023/08/jordan-concerns-over-cybercrime-legislation-and-shrinking-civic-space>.
- <sup>24</sup> UNESCO submission, para. 17.
- <sup>25</sup> *Ibid.*, para. 18.
- <sup>26</sup> United Nations country team submission, pp. 8 and 9.
- <sup>27</sup> *Ibid.*, pp. 2–4.
- <sup>28</sup> *Ibid.*, pp. 14 and 15.
- <sup>29</sup> See [https://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100\\_COMMENT\\_ID,P13100\\_COUNTRY\\_ID:3958289,103201:NO](https://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID,P13100_COUNTRY_ID:3958289,103201:NO).
- <sup>30</sup> See [https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100\\_COMMENT\\_ID,P13100\\_COUNTRY\\_ID:4062297,103201:NO](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100_COMMENT_ID,P13100_COUNTRY_ID:4062297,103201:NO).
- <sup>31</sup> United Nations country team submission, pp. 12 and 13.
- <sup>32</sup> UNHCR submission, pp. 2 and 3.
- <sup>33</sup> United Nations country team submission, pp. 12 and 13.
- <sup>34</sup> See [https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100\\_COMMENT\\_ID,P13100\\_COUNTRY\\_ID:4318023,103201:NO](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100_COMMENT_ID,P13100_COUNTRY_ID:4318023,103201:NO).
- <sup>35</sup> [CRC/C/JOR/CO/6](#), para. 38.
- <sup>36</sup> United Nations country team submission, p. 10.
- <sup>37</sup> [CRC/C/JOR/CO/6](#), para. 34.
- <sup>38</sup> UNESCO submission, paras. 10–12 and 16.
- <sup>39</sup> *Ibid.*, para. 16.
- <sup>40</sup> United Nations country team submission, pp. 6 and 12.
- <sup>41</sup> [CRC/C/JOR/CO/6](#), paras. 39 and 40.
- <sup>42</sup> United Nations country team submission, p. 13.
- <sup>43</sup> *Ibid.*, pp. 13 and 14.
- <sup>44</sup> *Ibid.*, pp. 4 and 5. See also [CCPR/C/JOR/FCO/5](#), pp. 2–7; [CEDAW/C/JOR/CO/6/Add.1](#), pp. 2 and 3; and [https://tbinternet.ohchr.org/\\_layouts/15/treatybodyexternal/Download.aspx?symbolno=INT%2FCEDAW%2FFUL%2FJOR%2F41610&Lang=en](https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=INT%2FCEDAW%2FFUL%2FJOR%2F41610&Lang=en)
- <sup>45</sup> United Nations country team submission, pp. 2–4 and 6.
- <sup>46</sup> *Ibid.*, pp. 3 and 4.
- <sup>47</sup> *Ibid.*, pp. 3 and 4.
- <sup>48</sup> See [https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100\\_COMMENT\\_ID,P13100\\_COUNTRY\\_ID:4062297,103201:NO](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100_COMMENT_ID,P13100_COUNTRY_ID:4062297,103201:NO).
- <sup>49</sup> See [https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100\\_COMMENT\\_ID,P13100\\_COUNTRY\\_ID:4062297,103201:NO](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100_COMMENT_ID,P13100_COUNTRY_ID:4062297,103201:NO).
- <sup>50</sup> See [https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100\\_COMMENT\\_ID,P13100\\_COUNTRY\\_ID:4055385,103201:NO](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100_COMMENT_ID,P13100_COUNTRY_ID:4055385,103201:NO).
- <sup>51</sup> United Nations country team submission, p. 3.
- <sup>52</sup> [CRC/C/JOR/CO/6](#), paras. 28 and 29.
- <sup>53</sup> *Ibid.*, para. 48 (a), (b) and (f).

- <sup>54</sup> Ibid., paras. 5 and 6.
- <sup>55</sup> Ibid., para. 16.
- <sup>56</sup> UNHCR submission, p. 5.
- <sup>57</sup> [CRC/C/JOR/CO/6](#), paras. 17 and 18.
- <sup>58</sup> United Nations country team submission, pp. 6 and 7.
- <sup>59</sup> [CRC/C/JOR/CO/6](#), paras. 25 and 26.
- <sup>60</sup> See  
[https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100\\_COMMENT\\_ID,P13100\\_COUNTRY\\_ID:4055385,103201:NO](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO:13100:P13100_COMMENT_ID,P13100_COUNTRY_ID:4055385,103201:NO).
- <sup>61</sup> United Nations country team submission, pp. 6 and 7.
- <sup>62</sup> [CRC/C/JOR/CO/6](#), paras. 45 (h) and 46 (a).
- <sup>63</sup> Ibid., para. 33.
- <sup>64</sup> United Nations country team submission, pp. 3 and 4.
- <sup>65</sup> [A/HRC/52/32/Add.2](#), paras. 9–11, 16, 29, 39, 46, 79, 80, 88 and 100–115. See also [A/HRC/52/32/Add.4](#).
- <sup>66</sup> Ibid.
- <sup>67</sup> United Nations country team submission, pp. 5 and 6.
- <sup>68</sup> Ibid., pp. 14 and 15.
- <sup>69</sup> Ibid., p. 5.
- <sup>70</sup> Ibid., p. 9.
- <sup>71</sup> UNHCR submission, p. 1.
- <sup>72</sup> United Nations country team submission, p. 15. See also [CCPR/C/JOR/FCO/5](#), p. 10.
- <sup>73</sup> United Nations country team submission, p. 7.
- <sup>74</sup> [CRC/C/JOR/CO/6](#), paras. 21 and 22.
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