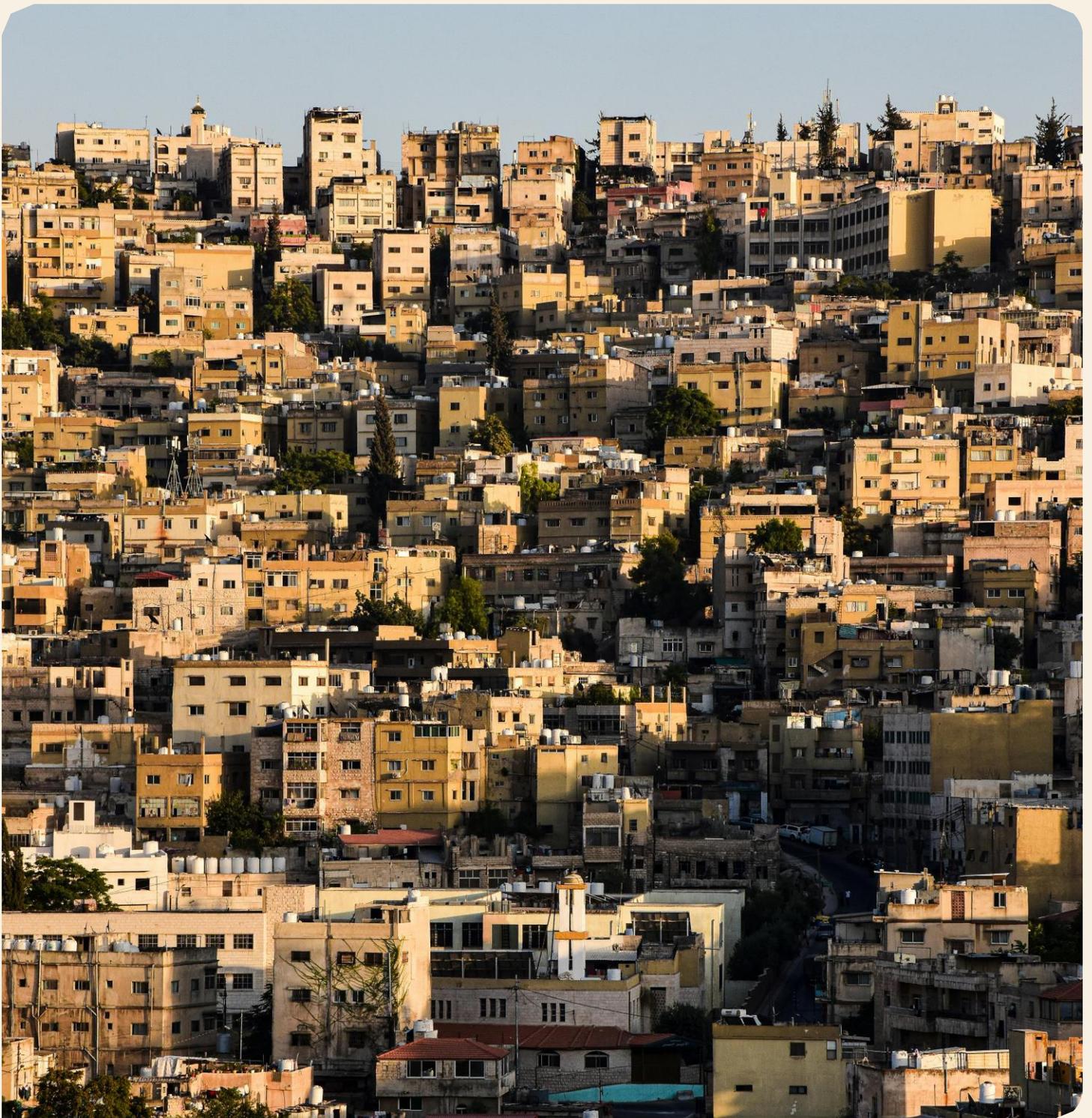


The human rights system and state actors of Jordan

Mandates and roles



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The DIHR has made every effort to ensure that all references are correct and that the points of view are expressed as objectively as possible.

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The main authors of this study are Ayman Halaseh, Director (IRCKHF) and Stéphanie Lagoutte, Senior researcher (DIHR). Annali Kristiansen and Diya Shaqqura, Advisers (DIHR) have participated in the review and edition of the final version of this study.

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¹ See the mapping in English and Arabic on the IRCKHF website: [A Mapping of the Institutional Framework of Human Rights Protection and Promotion in Jordan | Haqqi](#).

List of Abbreviations

CSO	Civil Society Organisation
CVDB	Cities and Villages Development Bank
GANHRI	Global Alliance of National Human Rights Institutions
HCPD	Higher Council for Persons with Disability
HPC	Higher Population Council
HRD	Human Rights Defender
HRU	Human Rights Unit (Office of the Prime Minister)
HUDD	Housing & Urban Development Corporation
IACC	Integrity and Anti-Corruption Commission
IEC	Independent Elections Commission
IRCKHF	Information and Research Centre of the King Hussein Foundation
IMC-WE	Interministerial Committee for Women Empowerment
JAB	Jordanian Bar Association
JNCW	Jordanian National Commission for Women
KII	Key Informant Interview
MC	Media Commission
MoFAE	Ministry of Foreign Affairs and Expatriates
MoH	Ministry of Health
Mol	Ministry of Interior
MoJ	Ministry of Justice
MoL	Ministry of Labour
MoPPA	Ministry of Political and Parliamentary Affairs
MoSD	Ministry of Social Development
MoY	Ministry of Youth
NCFA	National Council for Family Affairs
NCHR	National Centre for Human Rights
NCIHL	National Committee for International Humanitarian Law
NGO	Non-Governmental Organisation
PM Office	The Office of the Prime Minister
UN HRC	UN Human Rights Council
UNTB	UN Treaty Bodies
UPR	Universal Periodic Review

Executive Summary

Since incorporating human rights into its constitution in 1952, Jordan has ratified most core international human rights conventions with limited reservations. Jordan does not allow any access to international individual complaint mechanisms, but the state reports on the implementation of its international human rights obligations through the Universal Periodic Review and its periodic, though recently delayed, reports to the UN treaty bodies.

There is a clear effort of the Jordanian state to establish structures that deal with many aspects of human life and cover various human rights issues. Two actors appear to be central to the Jordanian human rights system: the National Centre for Human Rights and the Human Rights Unit of the Prime Minister's Office. They are seconded by line ministries, technical committees, and independent and advisory bodies. This set-up is broadly in line with UN recommendations, and it is similar to the national human rights system of many other countries.

According to the Constitution, Jordan's system of government is parliamentary with a hereditary monarchy. The legislative power is vested in the Parliament and the King. The executive power is exercised by the King through his ministers, while the judiciary is independent with all rulings issued in the name of the King. Historically, the King has guided the government in implementing initiatives to enhance human rights protection, such as issuing discussion papers to promote national dialogue on democratic reform and the rule of law.² The King has also directed the amendment or enactment of laws to align with international human rights standards, such as the Access to Information Law and the General Amnesty Law.³ An extensive web of governmental actors (Office of the Prime Minister, line ministries and coordination structures) shares the responsibility of carrying out the human rights action of the state. They are all placed under the direct administration of the Prime Minister. These actors cover many functions, including monitoring, reporting, proposing legal reform, dissemination of information, training and (limited) complaint handling.

The **Human Rights Unit of the Office of the Prime Minister** is an essential part of the administrative framework that is under the administrative purview of the Secretary-General of the Prime Ministers' Office. It is responsible for the Government Coordination Team as well as the Permanent Committee for Follow-up on Human Rights Recommendations that coordinate and follow-up on human rights implementation in Jordan respectively.

² Ministry of Political and Parliamentary Affairs Website, [Discussion Papers](#).

³ Royal Hashemite Court, [The King: I have directed the government to review the draft Law on the Guarantee of the Right to Access Information](#), 15 August 2023 and Royal Hashemite Court, [The King directs the government to issue the General Amnesty Law](#), 13 January 2018.

Line ministries concentrate their efforts on their own field of action:

- The Ministry of Justice: legal reforms, providing legal aid, or developing strategies to combat human trafficking.
- The Ministry of Interior: situation in detention facilities, protection of public order, etc.
- The Ministry of Labour: protection of labour rights, including those of women and migrant workers.
- The Ministry of Health: access to the healthcare system.
- The Ministry of Foreign Affairs and Expatriates: preparation of the periodic reports submitted to the UN treaty bodies and the national report for the Universal Periodic Review, and international and regional organisations. It is responsible for the Permanent Committee for Human Rights.

Some **specialised governmental committees** focus on topical human rights challenges, which require a comprehensive approach, such as the prevention of human trafficking, women at risk, including victims of domestic violence, or access to information.

Several interministerial and administrative **coordinating structures** are dedicated to reporting to international human rights mechanisms (the UN charter and treaty bodies) and to following up on their recommendations. These coordinating structures also follow up on recommendations emanating from domestic institutions, such as the National Centre for Human Rights, and to look into the recommendations of international NGOs and other external actors and mechanisms.

Jordan has established **several independent institutions and advisory bodies** that monitor the human rights situation in the country, advise the government and the Parliament, and interact with other actors of the national human rights system.

The **National Centre for Human Rights (NCHR)** was established in 2003 and it operates under Law no.51/2006. It is a central independent actor mandated to monitor and address human rights violations in Jordan. The NCHR is accredited with Status A by the Global Alliance of National Human Rights Institutions (GANHRI), signifying its full compliance with the Paris Principles. In addition, two other independent institutions deal with elections and anti-corruption respectively. Other more specialised advisory bodies cover areas related to persons in vulnerable situations, women, children, and persons with disabilities.

The purpose of the independent institutions and advisory bodies is to provide human rights advice and expertise. Among others, they give feedback to ensure that proposed policies and legislative texts align with human rights and the rule of law. They also promote legal reform to strengthen human rights protection in Jordan and play a role in facilitating consultations and dialogue between rights-holders, relevant ministries, the public administration, and Parliament on specific areas. Some

institutions handle complaints and grievances, thereby creating access of rights-holders to remedy of alleged human rights violations.

Governmental actors and independent actors engage with **liaison officers** that are placed in the public administration at the central and governorate levels. Liaison officers are appointed by ministries or public entities, but independent public institutions communicate directly with the relevant liaison officer. Depending on their mandate, liaison officers are asked to provide information and data necessary for international reporting and follow-up on complaints submitted to various bodies and especially to the NCHR. The liaison officers are acknowledged by all, yet it seems they could become a more valuable resource in ensuring human rights implementation and follow-up. This could imply a clarification of their role and responsibilities, establishing a common way of organising and communicating information, and building knowledge and experience in human rights and related processes and procedures.

Overall, even though a compelling human rights system is in place in Jordan, it is nevertheless difficult to access information as to the practical effect of the mandates and work of all these public actors on the enjoyment of human rights and the situation of right holders in the country.

1 Introduction

Jordan incorporated human rights into its constitution in 1952. This constitution aimed to ensure that Jordanian citizens have civil, political, economic, social, and cultural rights in accordance with the principles of international human rights law. Over time, this has been further enhanced by the ratification of most core human rights conventions with limited reservations.

Similarly to other constitutions from that period, there is no constitutional provision that specifies which governmental or independent organs is responsible for protecting and promoting human rights. The rise of these types of human rights actors, such as national human rights institutions (NHRIs) or governmental human rights actors is a relatively new phenomenon.⁴ Accordingly, the Jordanian authorities have established a large variety of public organs that are both directly and indirectly in charge of human rights. Therefore, the state duty to safeguard human rights in Jordan lies with multiple public institutions, necessitating that their separate mandates and roles are clearly defined and that collaborative endeavours are supported by the state.

1.1 Human rights and human rights conventions in Jordan

The Constitution provides that only international treaties that create financial obligations towards the Treasury or impact (negatively) the rights of Jordanian citizens require the parliament's approval.⁵ In practice, the Council of Ministers has ratified most international human rights treaties namely the International Covenant on Economic, Social, and Cultural Rights (ICESCR), the International Covenant on Civil and Political Rights (ICCPR), the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), the Convention Against Torture and Other Cruel, Inhuman, or Degrading Treatment or Punishment (UNCAT) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Arab Charter on Human Rights (ACHR). Only the Convention on the Rights of the Child and the Convention on the Rights of Persons with Disabilities have been ratified by the Parliament.

⁴ Steven L.B. Jensen, Stéphanie Lagoutte and Sébastien Lorion, 'The Domestic Institutionalisation of Human Rights: An Introduction', *Nordic Journal of Human Rights* (2019) 37(3) 165; Stéphanie Lagoutte, 'The Role of State Actors Within the National Human Rights System', *Nordic Journal of Human Rights* (2019) 37(3) 177; David Langtry and Kirsten Roberts Lyer, *National Human Rights Institutions: Rules, Requirements and Practice* (Oxford University Press, 2021); Katerina Linos and Thomas Pegram, 'Architects of Their Own Making: National Human Rights Institutions and the United Nations', *Human Rights Quarterly* (2016) 38(4) 1116; Sébastien Lorion and Stéphanie Lagoutte, 'Implementers or Facilitators of Implementation? Governmental Human Rights Focal Points' Complex Role in Enhancing Human Rights Compliance at the National Level', in Murray and Long Rachel Murray and Debra Long (eds.), *Research Handbook on the Implementation of Human Rights in Practice* (Edward Elgar Publishing, 2022) 119.

⁵ The Constitution of Jordan, Article 33 (2).

While the Constitution of Jordan is silent on the hierarchical place of international treaties, the Jordanian judiciary has established that treaties are superior / placed above national legislation whether or not they have been approved by Parliament.⁶ Upon the governments' request for interpretation, the Constitutional Court confirmed in 2020 that it is not permissible to issue a law that contradicts the obligations established by a treaty, limiting it to treaties that have been ratified by law.⁷

Jordan has made efforts to address human rights issues and concerns. Constitutional amendments and legal reforms have been carried out in different areas. One example is the legal reforms and measures to improve women's rights, such as empowerment programmes to enhance female representation or measures to address gender-based violence.⁸ Moreover, a national comprehensive plan for human rights (2016 – 2025) has been adopted by the government that is based on the recommendations from a national consultation on human rights in collaboration with the Public Security Directorate and independent institutions. The plan prioritises the improvement of human rights in various sectors including law enforcement, prison services, migrant workers affairs, and support for the disadvantaged.⁹

The country has participated in the reporting and follow-up processes put in place by international human rights treaties. Since 2017 there appears to have been some delay in submitting the state reports, except for the recent examinations of Jordan under the Convention on the Rights of the Child¹⁰ and under the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment.¹¹ The date for examining the report under the Convention on the Elimination of all forms of Discrimination against Women has yet to be confirmed by the UN Committee.

In 2023, the Permanent Committee on Human Rights prepared the national report (2018-23) for the Universal Periodic Review (UPR). In addition, UPR consultations with national stakeholders and institutions, academia, civil society, and others were organised by the Human Rights Unit with the presence of the Permanent Committee, to discuss human rights and contribute to the preparation of the national UPR report. Jordan participated in the Fourth UPR of United Nations Human Rights Council (UN

⁶ See, for example, Court of Cassation Decision No. 599/1999 "International conventions take precedence over the provisions of domestic laws" as well as Court of Cassation decision No. 3965/ 2003 "The jurisprudence and the judiciary of all countries of the world, including Jordan, agree on the transcendence of international conventions and treaties over internal laws, and that the provisions of any internal law that conflict with these international conventions and treaties may not be applied.

⁷ The Constitutional Court, Explanatory Decision No. 1/2020.

⁸ Ronza Abu Rumman and Jihad Hamdan (2022), Conceptual metaphors in political discourse: evidence from the speeches of King Abdullah II of Jordan, *Dirasat: Human and Social Sciences*, Volume 49, No. 5.

⁹ [Comprehensive National Plan for Human Rights - Ministry of Interior \(moi.gov.jo\)](#).

¹⁰ [CRC \(2023\): Concluding observations on the sixth periodic report of Jordan \(CRC/C/JOR/CO/6\)](#).

¹¹ [CAT \(2024\): Concluding observations on the fourth periodic report of Jordan \(CAT/C/JOR/CO/4\)](#). See Jordan's interactions and records with the Universal Periodic Review, the Human Rights Council's Special procedures and the UN Treaty Bodies: [Jordan | OHCHR](#).

HRC) in 2024. The government accepted 204 of 279 recommendations, which cover many different rights.¹²

The country has not recognised the competence of the UNTBs to receive individual complaints and the only international complaint avenue offered to individuals living on the Jordanian territory is the UN HRC and its special procedures. Jordan has received very few communications from the UN HRC special procedures, including from the Working Group on Arbitrary Detention.¹³ They mostly concern harassment against human rights defenders (HRDs), the shutting down of trade unions, and of the web-sites of NGOs. Most of these cases include allegations of arbitrary arrest and detention, for instance, of HRDs, writers and journalists, or environmental human rights activists. Several communications concern allegations of arbitrary detention by the intelligence services or the police, some include allegations of torture and several of them under the anti-terrorism law. The Jordanian authorities have responded to about 50 % of the communications by providing information and analysis of legislation. These constraints on the enjoyment of civil and political rights are also reported by international NGOs (INGOs) that highlight the precarious economic situation and the weakening social protection, which means that many are unable to afford food, housing, or education. In addition, Jordan has forcibly deported or threatened to deport some refugees in violation of its obligations under international law.¹⁴

Overall, it must be noted that Jordan is situated in a region, which is becoming increasingly volatile due to conflicts and instability in the surrounding countries. This creates challenges in terms of economic and social development, migration, and the rights of the most vulnerable individuals.

1.2 Background and method of the study

This study is carried out by the Danish Institute for Human Rights (DIHR) which has been working with state actors in Jordan since 2015 as part of the Danish Arab Partnership Programme (DAPP) that is spearheaded by the Danish Ministry of Foreign Affairs. The DIHR has Jordanian staff working at the Amman office, which opened in 2024. The DIHR has worked with several state actors of the Jordanian human rights system, including the National Centre for Human Rights (NCHR), the Human Rights Unit of Prime Minister's Office (PM Office), and the Government Coordinator for Human Rights.

In the past ten years, the DIHR has observed that the Jordanian human rights system has developed and that an increasing number of state actors have a mandate that is directly or indirectly dedicated to the protection and promotion of human rights. However, some trends have been observed:

¹² [Infographic-Jordan.pdf](#) ; [Browse Human Rights Recommendations - UHRI](#) and [OHCHR | Universal Periodic Review - Jordan](#).

¹³ [Individual international complaints and communications: Algeria, Egypt, Jordan, Morocco, and Tunisia | The Danish Institute for Human Rights](#), 2022.

¹⁴ [Human rights in Jordan - Amnesty International](#), and [Jordan - Human Rights Watch](#).

- a lack of knowledge of the respective mandates;
- an absence of coordination between state actors;
- limited documentation of the actual role played by each actor.

In other words, while a whole set-up is in place in terms of institutions, frameworks, and processes, very little is known or documented about the role played by all actors beyond their formal mandate or mission. Political and practical challenges met by these actors, as in many other contexts, are neither explained nor documented.

This study therefore explores the institutional framework of human rights protection and promotion in Jordan. The purpose of the study is to provide structured and detailed insights for stakeholders interested in understanding the institutional setup established to advance human rights in Jordan. The study identifies the relevant public institutions and their human rights mandate and tries to reflect on their actual role when possible. It provides an analysis of how public actors engage in protecting and promoting human rights by looking into government policies, programmes, and initiatives. It also reflects on the challenges that this human rights system and its governance meet in practice.

This study is not an assessment, it is rather an analysis of the Jordanian human rights system. It is based on the mapping carried out by the Information and Research Centre of the King Hussein Foundation (IRCKHF) in 2024.¹⁵ The IRCKHF mapping built on a desk review of relevant literature, legislation, policies, reports, and other official documents regarding human rights within the Jordanian context. The review was combined with data collection, through interviews with key actors (key informant interviews, KII) from January to April 2024.

Based on the desk review, relevant state actors were selected for interviews and the KII were organised with the Head of the Human Rights Unit at the Prime Minister's office. The interview questions were submitted to the Unit, which forwarded them to relevant ministries. Most interviews simply confirmed the formal mandate of each of the ministries and attending governmental bodies. The team of the IRCKHF also conducted interviews with representatives from independent institutions, which expanded on the actual challenges they meet in carrying out their work.¹⁶ The transcripts of interviews were reviewed and approved by the independent institutions. A draft of the mapping in Arabic was presented at a workshop with the Human Rights Unit of the Prime Minister's Office for the review and approval of the different state actors before finalisation. The final mapping was launched in December 2024.¹⁷

¹⁵ See the mapping in English and Arabic on the IRCKHF website: [A Mapping of the Institutional Framework of Human Rights Protection and Promotion in Jordan | Haqqi](#) and a direct link to the [Jordan public actors English 2811 Final.pdf](#).

¹⁶ See list of KII with ministries and independent institutions, *ibid*.

¹⁷ See on the website of the official news agency PETRA: [Launch of the study of official and national institutions working in the protection and promotion of human rights](#).

Building on additional material and on the DIHR's experience from working in Jordan since 2015, including conversations with partners and experts in the country, this study focuses on the functioning and governance of the public/state actors of the Jordanian human rights system and highlights some features relevant to supporting human rights work in the country, such as:

- the variety of institutions, functions and mandates;
- the coordination of the action of all governmental actors;
- the cooperation between independent and governmental actors;
- the political and practical challenges met by these actors.

Finally, references to international and Jordanian scientific publications, reports from international organisations and non-governmental organisations as well as references to international and Jordanian legal sources are mentioned in footnotes throughout the study. This study has been drafted in English and references and links refer to sources in English, when possible, or in Arabic.

1.3 Structure of the study

The study analyses the role of human rights actors in Jordan. It concentrates on ministries and organs structurally and economically closely linked to them, on the one hand, and other public actors which are administratively and financially autonomous from the executive power, on the other hand.

Governmental actors are the entities that exist within the executive power, and which are responsible for the human rights action of the state, i.e. policy making and implementation, law initiatives, administrative regulation, internal monitoring, reporting to international human rights mechanisms, implementation and follow up on recommendations, capacity development of the administration, and dissemination of information. Therefore section 2 looks into the Human Rights Unit of the Prime Minister's Office and the main ministries in charge of human rights protection and promotion. Section 3 of the study is dedicated to interministerial and administrative coordination structures, which are mandated to play a central role in the coordination of the human rights engagement and actions of the executive and in ensuring dialogue with other public actors and civil society. Section 4 of the study focuses on the actors that are independent from the executive and/or function as autonomous advisory bodies. This covers the National Centre for Human Rights, which is the National Human Rights Institution (NHRI) of Jordan, and other institutions that only report to the Parliament and several advisory bodies.

2 Governmental actors

According to the Constitution of Jordan, the executive power is granted to the King and is carried out by his Prime Minister, his ministers, and the Council of Ministers¹⁸ and ministries are formed by a bylaw that is issued by the Council of Ministers with the approval of the King.¹⁹ Oversight of the government is exercised by Parliament ; this includes various methods of scrutiny, such as questioning, investigation, and no-confidence motion against a specific minister or the entire government.²⁰

The Council of Ministers aims to protect and promote human rights through the 2016–2025 Comprehensive National Plan for Human Rights. The goals of this plan include reform of national legislation to comply with the constitution and international human rights conventions ratified by Jordan, developing, and improving national policies for the protection and promotion of human rights and fundamental freedoms, and reinforcing the role played by civil society and non-governmental organisations in this field, as well as the NCHR.²¹

Jordan does not have a ministry exclusively dedicated to the protection and promotion of human rights. Instead, the responsibilities related to human rights are integrated into the mandates of various ministries and inter-ministerial collaboration is encouraged through the formation of committees entrusted with diverse responsibilities concerning human rights.

This section looks into the main governmental actors of human rights protection and promotion in Jordan. It presents the Human Rights Unit of the Prime Minister’s office and subsequently a short overview of the key roles assigned to the main ministries operating in the field of human rights. Its last subsection focuses on the collaborative mechanisms put in place by the committees.

2.1 The Office of the Prime Minister’s Human Rights Unit

The Human Rights Unit (HRU) is an essential part of the administrative framework of the Office of the Prime Minister. Under the administrative purview of the Secretary-General of the Office of the Prime Minister,²² the HRU is responsible for the

¹⁸ The Constitution of Jordan, Articles 1, 25, 26 and 27.

¹⁹ Article 120 of the Jordanian Constitution states that “The administrative divisions of the Hashemite Kingdom of Jordan, the establishment of the Government Departments, their classification, designations, the plan of operations and the manner of the appointment of civil servants, their dismissal, their discipline, supervision, and the limits of their competence and powers shall be determined by Bylaw issued by the Council of Ministers with the approval of the King.”

²⁰ The Constitution of Jordan, Articles 28-53.

²¹ [Comprehensive National Plan for Human Rights - Ministry of Interior \(moi.gov.jo\)](https://moi.gov.jo).

²² The Administrative Organisation Structure for the Prime Ministry Bylaw No. 7/ 2022, Articles 3 and 4(b).

Government Coordination Team as well as the Permanent Committee for Follow-up on Human Rights Recommendation, that carry out various tasks, such as:

- coordination of the action of the government, including continuous coordination with the Standing Committee on Human Rights of the Ministry of Foreign and Expatriate Affairs;²³
- follow-up on the implementation of the National Plan for Human Rights (2016-2025);
- follow-up on the implementation of the recommendations and concluding observations issued by the UN treaty bodies and the Human Rights Council, and other international agencies;
- follow-up on reports and recommendations by local, regional, and international civil society organisations (CSOs).

In addition, most of the correspondence between the Office of the Prime Minister and the line ministries includes requests for information on the implementation of the NCHR's recommendations to the Government Coordinator/Human Rights Unit.²⁴

The HRU may propose amendments to domestic legislation as a means of aligning the law with the constitution and with international human rights commitments.

The position of the Human Rights Coordinator at the Office of the Prime Minister was established in 2014 and has been vacant since April 2023. Even though this position was not reflected in the organisation of the Office of the Prime Minister or in the ministry, it appeared to be like that of the Director of the Human Rights Unit and to a certain extent the coordination mechanisms, such as the Committee for Aligning National Legislation with International Conventions, which is chaired by the Minister of Justice.

The HRU is also a central player in the domestic process of the Universal Periodic Review (UPR) of the UN Human Rights Council. In Jordan, it heads the government team that engages in discussions with civil society and other stakeholders to draft the national report. It is committed to a consultative approach in line with the requirements of the UPR process and it meets the UN Office of the High Commissioner for Human Rights (OHCHR), academics, labour unions, independent institutions, CSOs, and NGOs in order to discuss the progress made in implementing accepted recommendations, and to learn about other views.²⁵ The unit also plays a

²³ The Standing Committee on Human Rights is composed of representatives of ministries and national institutions, and it serves as the national mechanism for reviewing human rights issues in general and for preparing responses to international reports that address human rights. Working Group on the Universal Periodic Review. Forty-fifth session. 22 January – 2 February 2024. National report submitted in accordance with Human Rights Council resolutions 5/1 and 16/21, Jordan; A/HRC/WG.6/45/JOR/1 of 16 November 2023, par. 4.

²⁴ See for example a letter signed by the Prime minister 12 Sep. 2018: [لحقوق الحكومي المنسق عطوفة برئاسة لجنة تشكيل الانسان حقوق توصيات تنفيذ لمتابعة الانسان.pdf](#). The letter requests information on the implementation of the NCHR's recommendations to the government coordinator for human rights to prepare a governmental report. At the bottom of the letter, it is mentioned that a copy of the letter shall be sent to the Secretary General of the Prime Minister's office, the Secretary General of the NCHR, the Government Coordinator for Human Rights and to the liaison officers.

²⁵ Human Rights Council. Working Group on the Universal Periodic Review. Forty-fifth session. 22 January – 2 February 2024. National report submitted in accordance with Human Rights Council resolutions 5/1 and 16/21, Jordan, (A/HRC/WG.6/45/JOR/1), 16 November 2023, par. 5.

central role in strengthening cooperation with domestic and international CSOs and it communicates and collaborates with international and national stakeholders that work in the field of human rights. The Prime Minister has reinforced the role of the unit by requesting ministries, institutions, and government departments to provide it with periodic reports on the implementation of UPR recommendations accepted by Jordan.²⁶ Chaired by the Director of the Human Rights Unit of the Office of the Prime Minister, it is the Permanent Committee for Follow-up on Human Rights Recommendations that monitors and documents the follow-up in Jordan.

It must be noted that while the HRU plays a central role in the UPR, it is the Directorate of Human Rights at the MoFAE that drafts and submits human rights reports to the UPR and the UN treaty bodies in coordination with the Permanent Committee for Human Rights at the MoFAE (see below section 2.2 and 3.2). While relatively clear on paper, this set-up could pose challenges in the preparation of reports. In the 2023 UPR preparatory process, it appears that the coordination between these actors worked well.

Finally, the HRU issues a comprehensive report on the progress of public entities in implementing recommendations by the National Human Rights Centre in its annual and other reports, such as monitoring reports.²⁷ This progress report is distributed to the Prime Minister, the President of the Senate, the Speaker of the House of Representatives, the Chief Justice/President of the Judicial Council, and the Grand Mufti, as well as the Board of Trustees of the National Centre for Human Rights.²⁸

2.2 The Ministry of Foreign Affairs and Expatriates

The Ministry of Foreign Affairs and Expatriates (MoFAE) plays a central role in the human rights engagement of the State among others by advocating for human rights and collaborating with international and regional organisations to address human rights concerns. It contributes to proposing modifications to existing laws to ensure their compatibility with the international conventions ratified by Jordan.²⁹

The MoFAE comprises various directorates, such as the Directorate of Human Rights and the Directorate of International Organisations, which are under the administrative purview of the Secretary-General of the Ministry.³⁰

The Directorate of International Organisations works closely with the United Nations on refugee protection, and it offers political and financial assistance to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

²⁶ E.g. Prime Minister circular No. 1/11/18/880 issued on 8 January 2017 and Prime Minister Circular No. 1/11/18/13098 issued on 15 April 2014.

²⁷ The NCHR monitors various types of places of detention, health care and other facilities.

²⁸ Prime Ministry Website: Government Coordination Reports on Human Rights, at [Government Coordination Reports on Human Rights \(pm.gov.jo\)](https://pm.gov.jo).

²⁹ MoFAE Website: [Overview of the MoFAE \(mfa.gov.jo\)](https://mfa.gov.jo).

³⁰ The Administrative Organisation System of the Ministry of Foreign Affairs and Expatriate Affairs No. 73/2023, Articles 4 and 5.

In addition, the Directorate serves as Jordan's representative to the United Nations through its missions in New York, Geneva, Vienna, Rome, and Nairobi.³¹

The Directorate of Human Rights prepares and presents the periodic reports to the UPR and the UN treaty bodies, and it leads the development of the national report for the UPR.³² Recently, this work has included:

- The facilitation of the discussions on the Kingdom's sixth periodic report on the Convention on the Rights of the Child and the second and third periodic reports on the Arab Charter on Human Rights.
- The submission of the fourth periodic report on the Convention against Torture that was considered by the UN Committee against Torture in November 2024.
- The presentation of the fourth UPR report to the UN HRC in Geneva in January 2024.³³

The MoFAE does not have a designated mechanism for receiving complaints.³⁴

2.3 The Ministry of Justice

The Ministry of Justice (MoJ) is mandated to conduct awareness campaigns, participate in the revision of legislation, and ensure that judicial and legal processes safeguard the rights of individuals and family units. Furthermore, it aims to improve cooperation between the ministry, civil society, and international organisations.³⁵

The Directorate of Human Rights is administratively connected to the Secretary-General for Judicial Affairs.³⁶ The directorate has four departments: the Gender Department, the Human Trafficking Prevention Department, the Inspection and Monitoring of Rehabilitation Centres Department, and the Rights and Liberties Department.³⁷

The MoJ has implemented several measures related to the National Comprehensive Plan for Human Rights 2016-2025, including a thorough review of existing laws and the implementation of legal frameworks to ensure their alignment with the Jordanian constitution and international conventions ratified by Jordan. The legislation that

³¹ MoFAE Website: [Directorate of International Organisations \(mfa.gov.jo\)](https://mfa.gov.jo).

³² Ibid.

³³ [OHCHR | Universal Periodic Review - Jordan](#).

³⁴ The MoFAE has established a specialized unit to handle complaints, primarily related to consular transactions and procedural issues regarding the operation of consulates abroad (KII, Human Rights Unit of the Prime Ministry, March 2024).

³⁵ MoJ Website: [Directorate of Human Rights \(moj.gov.jo\)](https://moj.gov.jo).

³⁶ The Administrative Organisation Structure of the Ministry of Justice No. 2/2022, Articles 3 and 5.

³⁷ MoJ Website: [Directorate of Human Rights \(moj.gov.jo\)](https://moj.gov.jo).

been reviewed in this way includes the Penal Law, Criminal Procedure Law, Labour Law, and Political Parties Law.³⁸

Moreover, the MoJ's Legal Aid Directorate draft the requisite documents for endorsement by the Minister of Justice, it provides recommendations for the approval of legal aid petitions to the Minister of Justice and manages the documentation and progress of court cases.³⁹

The Secretary-General of the Ministry of Justice chairs the National Committee for Criminal Justice, the Committee for Aligning National Legislation with International Conventions, and the Committee for the Assistance Fund for Victims of Human Trafficking.⁴⁰

2.4 The Ministry of Interior

The Ministry of Interior (Moi) comprises a Directorate of Human Rights, which is under the administrative purview of the ministry's Secretary-General.⁴¹ The Directorate of Human Rights has four departments: the Department of Human Rights Organisations, the Department of Human Trafficking Prevention, the Department of Rehabilitation Centres, and the Department of Family Protection.⁴² The responsibilities of the directorate include monitoring reports from local, Arab, and international organisations that address human rights in Jordan, preparing responses, and analysing studies that are related to human rights issues.

The Directorate of Human Rights gives special attention to the situation of human rights in correctional and rehabilitation facilities:

- it actively investigates complaints received and forwarded by the NCHR regarding these detention facilities.
- it supervises the Higher Committee for Rehabilitation and Reform, highlighting the significance of rehabilitating and safeguarding the rights of prisoners.
- it conducts routine visits to places of detention to evaluate services and address any issues.⁴³
- it cooperates with all public authorities to facilitate visits of human rights organisations to detention and rehabilitation centres.

³⁸ See the actions taken by ministries, institutions, and government departments regarding the implementation of the provisions of the comprehensive national plan for human rights: Government Coordination Reports on Human Rights, at the web site of the Prime Minister [Government Coordination Reports on Human Rights \(pm.gov.jo\)](http://pm.gov.jo).

³⁹ Legal Aid Bylaw No. 119/2018.

⁴⁰ See Part. 3 Coordination of the Executive: the ministerial and administrative committees.

⁴¹ The Administrative Organisation Structure of the Ministry of Interior No. 10/2019, Articles 3 and 4(b).

⁴² Moi Website: [Directorates of the Moi \(moi.gov.jo\)](http://moi.gov.jo).

⁴³ Ibid.

In the governorates, governors⁴⁴ and administrative rulers⁴⁵ can detain individuals administratively without charge or trial as they deem necessary for investigation purposes or to protect the individual; governors may set bail amounts or restrict the residence of individuals in a certain governorate, district or village.⁴⁶ These powers are exercised under the authority of the Mol, which can receive complaints from citizens through the governors.⁴⁷ The Mol has signed a Memorandum of Understanding with the Jordan Bar Association that allows lawyers to attend the interrogation of administrative detainees.

The Mol also plays a role in regard to:

- Human trafficking: prevention through e.g. the formulation and implementation of national strategies and policies, and coordination with relevant authorities;
- Violence: addressing social violence, domestic violence, and child abuse, including the elaboration of a comprehensive guide for staff, ensuring a unified approach and clear procedures to handle these sensitive matters, prioritising victim safety and well-being (with the National Council for Family Affairs);
- The right to public assembly: The governor exercises his/her power under the authority of Mol and oversees the legality of public assemblies, among other tasks. Under the Public Assembly Law, notification for conducting a public assembly or arranging a march must be submitted to the governor no later than forty-eight hours prior to the scheduled time.⁴⁸ The Administrative Courts have the authority to review all administrative decisions made by the Mol.

Finally, the Mol ensures the training of governors and administrative rulers, emphasising best practices in law enforcement and the importance of individual rights, equality, and accountability. This is done in collaboration with the NCHR, national and international civil society organisations.

2.5 The Ministry of Political and Parliamentary Affairs

The Ministry of Political and Parliamentary Affairs (MoPPA) serves as an intermediary between the parliament and the government, with key responsibilities that include enhancing citizens' political engagement or overseeing legislative proposals brought to the Parliament.⁴⁹ The following departments address human rights.

⁴⁴ Jordan comprises 3 regions that are divided into a total of 12 governorates/administrative regions. They are headed by governors that are employees of the Ministry of Interior. Governors represent the executive authority and have jurisdiction over their respective governorate. They primarily manage administrative affairs under the supervision of the Ministry of Interior, although they may coordinate with other ministries as needed.

⁴⁵ Governorates are divided into administrative districts/smaller regions which are overseen by officials known as district administrators. Collectively, they are referred to as "administrative rulers."

⁴⁶ Crime Prevention Law No. 7/1954.

⁴⁷ Crime Prevention Law No. 7/1954, Articles 3, 12 and 13.

⁴⁸ Public Assembly Law No. 7/2004, Article 4.

⁴⁹ MoPPA Website: [About the Ministry](#).

The Human Rights Department of the MoPPA aims to foster a culture that upholds and promotes human rights and particularly civil and political rights, including the right to engage in political activities. It cooperates with civil society organisations; it prepares official reports on human rights in accordance with international conventions and contributes to national and international human rights endeavours. The department receives the reports by the NCHR, it ensures that national laws are in accordance with the human rights framework and promotes the National Human Rights Plan.⁵⁰

The Women's Department promotes women's political participation by raising awareness of their rights, highlighting the significance of their involvement across different levels, and collaborating with women's civil society organisations. This encompasses monitoring and documenting the level of women's involvement in political life, including in political parties, unions, local government councils, the national legislatures, business chambers, and in the fields of diplomacy and judiciary. The department aims to educate women on the concept of citizenship, to foster women's active engagement, cultivate their leadership abilities, and raise awareness of political participation mechanisms through campaign management and election oversight.⁵¹

The Ministry is committed to developing policies that contribute to consolidating democratic values and activating them within the framework of political pluralism, empowering political parties, and supporting the participation of women and youth in political and public life. Through partnerships, programmes, and training initiatives,⁵² the Ministry aims to ensure representation of all segments of society and to achieve justice and equal opportunities, thereby contributing to the realization of the national strategic objectives for women, youth, and human rights.⁵³

2.6 Other line ministries in charge of Economic and Social Rights

The Ministry of Labour (MoL): the MoL regulates the labour market to ensure adherence to occupational safety and health regulations, promotes fair employment and wages, and combats the exploitation of child labour. Additionally, the MoL must ensure equal access to opportunities through employment services, vocational guidance, and promoting entrepreneurship. It must champion the rights of women and people with disabilities in the workplace and collaborate to enhance social

⁵⁰ MoPPA Website, [The Directorates](#).

⁵¹ Ibid.

⁵² MoPPA Website, [The Directorates](#).

⁵³ Information provided by the Ministry of Political and Parliamentary Affairs.

protection for workers.⁵⁴ Through the inspection of workplaces the ministry aims to strengthen and safeguard workers' rights.⁵⁵

The MoL carries out skills training, employment services and initiatives focused on safe working conditions and fair wage standards.⁵⁶ The below directorates focus on human rights areas.

The Directorate of Women and Gender Affairs aims at improving and safeguarding women's rights in the workplace, through:

- Promoting the participation of women and girls in the labour market within a decent and safe working environment that ensures gender equality.
- Supporting the economic empowerment of women and girls across all sectors by incorporating gender equality into legislation, agreements, policies, and budgets.
- Raising awareness about women's labour issues and their rights as guaranteed by labour laws.⁵⁷

Finally, the Directorate of Foreign Labour and the Directorate of Domestic Workers oversee and regulate the foreign workforce, and it handles grievances against private sector entities or recruitment agencies.⁵⁸ This emphasis on the protection of migrant workers is essential, as they are the most susceptible to systemic exploitation.⁵⁹

The Ministry of Health (MoH) aims to provide safe, inclusive, and fair preventive, therapeutic, rehabilitative, and palliative health services with fairness, excellence, and effectiveness. It assumes a regulatory and supervisory function of services in regard to the well-being and security of the population by collaborating with the pertinent organisations.⁶⁰

The right to health and the right to life are closely linked to the mandate of the ministry. It has implemented several initiatives of the Comprehensive National Plan for Human Rights (2016-2025), such as:

- The electronic distribution of the plan to all health directorates and hospitals in Jordan.
- A comprehensive nationwide polio immunization campaign for children under the age of 5, irrespective of their nationality.
- The formulation of medical liability legislation⁶¹ and a framework for accrediting health care establishments.⁶²

⁵⁴ MoL Website [Strategic Plan 2022 – 2025 \(mol.gov.jo\)](https://mol.gov.jo).

⁵⁵ Labour Inspectors Bylaw No. 56/1996, Article 3 and 5.

⁵⁶ Ibid.

⁵⁷ MoL Website: [Directorate of Women and Gender Work \(mol.gov.jo\)](https://mol.gov.jo).

⁵⁸ Ibid.

⁵⁹ See for instance: [MIDEQ/IRCKHF: Egyptian workers in Jordan - April 2023](#) and [MIDEQ Policy Brief: Systemic Vulnerability: Migrant Workers in Jordan | Heinrich-Böll-Stiftung 2022 | Palestine and Jordan \(boell.org\)](#).

⁶⁰ MoH Website: [Vision, Mission, and Values of the Ministry](#).

⁶¹ In accordance with that, Law No. 25/2018 on Medical and Health Responsibility was issued.

⁶² As a result, The Healthcare Institutions Accreditation Bylaw No. 105/2016 was issued.

- The creation of an internet-based platform for lodging complaints regarding human rights and health.⁶³

Several of the MoH's directorates can play a role in human rights protection and promotion:

- The Directorate of Legal Affairs is responsible for addressing any issue related to human rights and health.⁶⁴
- The Directorate of School Health, which addresses the health needs of pupils.⁶⁵
- The Directorate of Awareness and Health Information that carries out awareness campaigns through different media platforms.⁶⁶
- The Directorate of Health for Persons with Disabilities and Mental Health.⁶⁷
- The Directorate of Women's and Children's Health, which oversees the technical aspects of maternity and childhood in the health centres affiliated with the Ministry of Health.⁶⁸

The Ministry of Social Development (MoSD) is committed to delivering comprehensive assistance to individuals in need, it aims to safeguard, support, and advance social development through inclusive and equitable strategies. The MoSD seeks to address various societal challenges, including gender-based violence, juvenile delinquency, domestic violence, and the welfare of persons with disabilities. Moreover, it oversees the associations that work in the social sector.⁶⁹

The main areas of intervention of the MoSD include:

- **Associations Oversight and Support:** the MoSD plays a crucial role in implementing and overseeing the Associations Law No. 51/2008. According to the MoSD, Jordan has a total of 6,698 registered associations that operate under this law. The Associations Registry established within the MoSD, is managed, and overseen by the inter-ministerial Associations Board, which is chaired by the Minister. The registry approves the registration of associations; it evaluates the performance and activities of associations in coordination with the relevant ministries and issues an annual report on the status of associations in Jordan. It also designs plans and programmes to improve the conditions of associations, manages the Associations Fund, and addresses

⁶³ Anyone can file a complaint through this [link on the MoH Website](#).

⁶⁴ Jordan News Agency (Petra), [The establishment of a dedicated department for human rights within the Ministry of Health](#), 18 April 2012, last visited 14 June 2024.

⁶⁵ For instance, its Student Public and Dental Health Services Programme was made available to elementary school students from grade 1 to 10 across all governorates in Jordan. MoH Website, [School Health Directorate](#).

⁶⁶ MoH Website: [Health Awareness and Media Directorate](#).

⁶⁷ MoH Website: [Directorate of Health for People with Disabilities and Mental Health](#).

⁶⁸ 513 primary health centres provide family planning and maternal and child health services. Most of these centres offer free family planning services to Jordanian and Syrian refugee women through various modern contraceptive methods. They also offer services for pregnant women, postpartum care up to 40 days after childbirth, and post-abortion care, see Information and Research Centre King Hussein Foundation, Rights of recipients of sexual and reproductive health services and the most vulnerable individuals in Jordan: Gaps in practice, unpublished.

⁶⁹ MoSD Website: [The Strategic Plan for the Ministry of Social Development \(2022-2026\)](#), Amman, p. 9.

any conflicts between associations through the formation of committees.⁷⁰ The Department of Associations' Records has various tasks including facilitating the approval of foreign funding.

- **Women's Protection and Support:** The MoSD establishes shelters for women in danger and oversees their operations. The shelters offer temporary protection and housing until the underlying issues are resolved or the threats are eliminated.⁷¹ They also provide a range of services that include social, economic, psychological, medical, counselling, cultural, and legal assistance and a specialized database to organize information regarding the women who make use of these services.⁷² Experts from the MoSD conduct the social and psychological studies that are mandatory for the resolution of family conflicts through agreements or mediated solutions facilitated by the Family and Juvenile Protection Department within the framework of the Domestic Violence Protection Law.⁷³
- **Juvenile Justice and Protection:** The Juveniles Law provides for the establishment of an Office of the Behaviour Monitoring, which is affiliated with the Ministry of Social Development in the courts that handle juvenile cases. The Office provides written information to the Public Prosecutor and the court as necessary. This monitoring office can lodge a complaint with the police on behalf of the minor, attend the minor's trial, and offer support to the minor should there be incriminating evidence against the accused. In addition, it can recommend the placement of the juvenile in a care facility or oversee the judicial supervision of the juvenile if ordered by the court.⁷⁴
- **Welfare of the Child and the Elderly:** The Directorate of Family and Childhood safeguards and provides for at-risk children through institutional or alternative family care for families, which are unable to provide care. It also aims to uphold the dignity of elderly persons who require social and residential services and supervises care homes and day clubs for the elderly. Moreover, the directorate oversees the operation of nurseries, designs early childhood programmes, formulates legislation, and collaborates with relevant authorities to deliver comprehensive services.⁷⁵

⁷⁰ The Associations Law No. 51/2008, Articles 4, 5 and 22.

⁷¹ In 2022, according to statistics from the MoSD, 981 women sought shelter due to gender-based violence. During the same period, 951 women successfully reintegrated back into their families after receiving support from these shelters. Furthermore, MoSD aided in the successful reintegration of 128 women who were at risk into the community (IRKHF KII interviews 2024).

⁷² The Shelters for Women at Risk Bylaw No. 171/2016, Articles 3 and 4.

⁷³ In the context of the Domestic Violence Protection Law, "settlement" refers to the resolution of family conflicts through agreements or mediated solutions facilitated by the Family and Juvenile Protection Department.

⁷⁴ The Juveniles Law No. 32/2014, Article 10-12, 22 and 24.

⁷⁵ MoSD Website: [Technical Units](#). According to the 2022 statistics furnished by the MoSD: the ministry facilitated the custodial care of 2,217 juveniles in conflict with the law. It addressed a total of 7,308 cases through its juvenile police division. Moreover, 77 children were successfully integrated into foster families. 156 elderly individuals availed themselves of the services rendered by residential care institutions supported by the MoSD.

- **Disability Support and Integration:** The Directorate of Alternative Accommodation and Persons with Disabilities Affairs oversees the alternative services and programmes for public/state, private, and voluntary housing facilities. It aids the establishment of the required legal structure, improves the technical proficiency of the personnel in accordance with the National Strategy for the Provision of Alternative Housing for Persons with Disability. The directorate devises national executive strategies for alternative housing, establishes assessment and oversight criteria to guarantee comprehensive assistance for persons with disability in their transition to family and community services, with the aim of completely integrating persons with disability in society.⁷⁶

Finally, the **Ministry of Youth** (MoY) is mandated to actively protect and promote human rights through a range of initiatives including the dissemination of information (the publication "Know Your Rights" on its website), implementation of the national strategy for human rights (2016-2025), supporting youth centres to accommodate individuals with special needs and refugees; and monitoring of the recommendations from the NCHR.⁷⁷

⁷⁶ Ibid. The MOSD 2022 data indicates that a total of 570 individuals with disabilities made use of the residential services provided by the ministry. 880 individuals with disabilities benefitted from the inclusive day-care services that were offered. The ministry supervised the participation of 1,085 individuals with disabilities in projects carried out by private and voluntary organisations. In addition, 1,016 individuals with disability received services obtained from centres in the private and voluntary sectors.

⁷⁷ Jordan News Agency (Petra), [Ministry of Youth Actions and Follow-ups in the Field of Human Rights](#), November 7, 2016.

3 Coordination of the Executive: the ministerial and administrative committees

Several ministerial and administrative committees have been set up to coordinate the human rights action of the executive. These committees come in two forms: Some committees are established by law and others are created by administrative decisions to address more technical human rights issues. They can cover specific fields of human rights or have a more technical focus, such as reporting on or alignment of legislation with international obligations. Overall, they seek to ensure a multi-ministerial approach and a collaborative effort with other stakeholders to comprehensively address human rights issues.

This section presents the main features of these committees.

3.1 The committees established by law

The committees established by law cover specific human rights areas such as the prevention of human trafficking, women's rights, or the right of access to information.

The National Committee for the Prevention of Human Trafficking⁷⁸ is chaired by the Secretary-General of the MoJ. Its members are the Secretary-Generals of the MoI and the MoL, the Commissioner-General of the NCHR, representatives from the MOFA, the MoSD, the Ministry of Industry and Trade, and the MoH, a senior officer from the General Security Directorate, and the Secretary-General of the National Council for Family Affairs.

The committee:

- Formulates public policy and plans to prevent human trafficking, incl. oversight of implementation,
- Reviews relevant legislation,
- Coordinates between official and non-official entities involved in preventing human trafficking,
- Has issued a national guide containing guidelines and educational materials,
- Raises awareness among employers and stakeholders that recruit workers,
- Takes the necessary action to address recommendations of international, regional, and local reports on the prevention of human trafficking,
- Collaborates with all official and non-official entities to implement physical, psychological, and social recovery programmes for victims and those affected by human trafficking crimes.⁷⁹

⁷⁸ The Anti-Trafficking in Persons Law No. 9/2009.

⁷⁹ Ibid.

The committee has drafted the National Strategy and Action Plan for Combating Human Trafficking (2019-2022)⁸⁰ and it has endorsed the 2024-2027 strategy, which promotes collaboration between governmental and non-governmental entities on enhancing prevention, protection, prosecution, and international cooperation. Additionally, it introduced an updated national procedure for handling victims of human trafficking that provided indicators of exploitation and defined the roles of involved entities.⁸¹

The Committee for the Assistance Fund for Victims of Human Trafficking is chaired by the Secretary-General for Judicial Affairs of the MoJ. It mainly decides on the provision of assistance to victims and approves the disbursement of funds in line with allocated expenditures of the Fund. These expenditures include the voluntary return of victims to their country of origin or any other country of their choice, immediate translation and legal advice, and urgent expenses disbursed by the Anti-Trafficking Unit at the General Security Directorate.⁸²

The Supervisory Committee on Shelters for Women at Risk is composed of representatives from the ministries of Interior, Justice, Health, the Department of Chief Justice, the Public Security Directorate, and two experts from civil society organisations. It is headed by the Secretary-General of the MoSD. The committee's primary responsibility is to draft strategies, initiatives, and operational procedures for the shelter and to supervise their implementation. In addition, the committee regularly visits and inspects shelters.⁸³

The Information Council is headed by the Minister of Culture⁸⁴ and its members are the Information Commissioner, the Secretary-Generals of the MoJ, the MoI, and of the Higher Media Council, the Director-Generals of the General Statistics Department and of the National Information Technology Centre, the Director of Moral Guidance in the Armed Forces, and the Commissioner General for Human Rights. The council may invite any person with expertise and experience to attend and observe, with no voting right, its meetings. It informs stakeholders, handles complaints, issues publications, and carries out activities to foster access to information.⁸⁵ In 2020, 8,534 requests for access to information were submitted to various government entities of which 8,436 requests were addressed while the remaining requests were denied.⁸⁶

⁸⁰ MoJ Website: [The National Strategy and Action Plan for Combating Human Trafficking in the Hashemite Kingdom of Jordan](#).

⁸¹ Al Dustour Newspaper, Oman hosts the 5th Government Forum to Combat Human Trafficking in the Middle East, Wednesday, 17 April 2024.

⁸² The Assistance Fund for Victims of Human Trafficking, established under Bylaw No. 6/2023.

⁸³ The Shelters for Women at Risk Bylaw No. 171/2016.

⁸⁴ The Access to Information Law No. 47/2007.

⁸⁵ The Access to Information Law No. 47/2007, Article 4. The National Library Department provides the necessary administrative and professional services to fulfil the tasks and responsibilities assigned to the council and the Information Commissioner under this law (Article 6/b).

⁸⁶ Law No. 47/2007, Article 12 provides that officials are prohibited from disclosing certain information, including confidential documents from other countries, anything that could harm national security, internal discussions prior before decisions are made, personal data protected by law, private communications with government departments, details impacting negotiations, ongoing investigations, and commercially sensitive information.

The data indicates that the applicants identified as follows: 14% as journalists, 61% as researchers, and 25% as individuals.⁸⁷

3.2 Committees established by administrative decision.

The committees established by administrative decision are led by one of the ministries and feature representatives from other ministries. They have rather specific, more technical, missions such as coordinating implementation, reporting or review and alignment of legislation. Most of the committees dedicated to human rights work are established by decision of the Prime Minister, except for the human rights committee of the MoFA that prepares the reports for the UN human rights mechanisms.

The Government Coordination Team for Human Rights: the Government Coordination Team for Human Rights (and the government coordinator) have been established by the Prime Minister to prepare the National Human Rights Action Plan (NHRAP) of Jordan in 2014.⁸⁸ The Coordination team is designed to support the human rights agenda of the executive branch. It comprises a network of about 130 liaison officers from ministries and government institutions that support the implementation and monitoring of human rights initiatives throughout the country. It is headed by the Director of the Human Rights Unit at the Office of the Prime Minister.⁸⁹

The team works on three main objectives:

- highlighting human rights advancements in legislation, legal frameworks, policies, implemented practices, and procedures.
- alignment of Jordanian societal values and the fundamental respect for human rights.
- ensuring that all legislation and decisions by state authorities are compliant with international human rights treaties.

The Government Coordination Team for Human Rights is consulted in view of the preparation of international and regional human rights state reports. In addition, it actively collaborates with the NCHR and other relevant organisations to offer human rights training courses for their members. For instance, following the adoption of the Law on the Rights of Persons with Disabilities (2017), liaison officers from ministries and public institutions involved in construction work received specialised training. The purpose was to ensure that they understood their role in adapting buildings, roads, facilities, and other public and private spaces to meet the specific needs of persons with disability, in accordance with the established building codes.

⁸⁷ National Library Website: [Information Council 2020 report](#).

⁸⁸ [Comprehensive National Plan for Human Rights - Ministry of Interior \(moi.gov.jo\)](#), p. 7 (Procedural steps).

⁸⁹ See above section 2. 1.

The Permanent Committee for Human Rights at the Ministry of Foreign Affairs and Expatriates (also known as the Standing Committee for Human Rights): The MoFAE chairs the Permanent Committee for Human Rights that was established in 2006. Its members represent relevant ministries and governmental bodies. The Committee serves as the national mechanism for drafting and preparing periodic human rights reports for UN human rights mechanisms. The latest example is the preparation of the national report for the United Nations Human Rights Council under the Universal Periodic Review (UPR). In its capacity as the national mechanism, the permanent committee ensured that the preparatory process in Jordan was carried out in coordination with the Government Coordination Team for Human Rights and the Permanent Committee for Follow-up on Human Rights Recommendations.⁹⁰ The Permanent Committee on human rights is also in charge of preparing the national reports to the UN Treaty Bodies.⁹¹ In addition, it reviews reports on the human rights situation in Jordan issued by international non-governmental organisations, such as annual reports or specific reports issued by Amnesty International, Human Rights Watch, and the U.S. Department of State.

The Permanent Committee for Follow-up on Human Rights Recommendations: Established in 2016 by decree of the Prime Minister, the Permanent Committee for Follow-up on Human Rights Recommendations is chaired by the Head of the Human Rights Unit of the Prime Ministry.⁹² It comprises the members of the MOFAE Permanent Committee for Human Rights and ten representatives from other ministries, including MoI, MoSD, MoL, MoJ and MoPPA. The committee's core mission is to follow up on human rights recommendations and facilitate a dialogue with all relevant ministries, institutions, and departments. This follow-up concerns public agencies' recommendations issued at the national, Arab regional, and international levels (UN charter and treaty bodies). The Committee also meets when significant reports by NGOs and other stakeholders are issued on the state of human rights in Jordan.⁹³

The Committee is mandated to monitor the implementation of the National Human Rights Plan and it is tasked to serve as a bridge between the government and civil society organisations (CSOs). By reviewing observations and recommendations from CSOs concerned with human rights issues and cases, the committee promotes a collaborative environment for tackling these concerns.

The Committee for Aligning National Legislation with International Conventions: In 2018, the Prime Minister established a committee led by the Minister of Justice to examine the framework of international human rights

⁹⁰ Human Rights Council (2024), Working Group on the Universal Periodic Review Forty-fifth session 22 January–2 February 2024 [National report submitted in accordance with Human Rights Council resolutions 5/1 and 16/21-Jordan. A/HRC/WG.6/45/JOR/1.](#)

⁹¹ See Jordan's interactions and records with the Universal Periodic Review, the Human Rights Council's Special procedures, and the UN Treaty Bodies: Jordan | OHCHR.

⁹² See section 2. 1.

⁹³ The US State Department' report on human rights, or annual and thematic reports by international NGOs, such as Amnesty International and Human Rights Watch.

conventions, conduct a comparative analysis with national legislation, and evaluate the necessity for modifications or revisions to ensure conformity of national legislation with international conventions. The committee comprises several ministries, including the MoPPA, the Ministry of Awqaf and Islamic Affairs and the Ministry of State for Legal Affairs, in addition to the President of the Legislation and Opinion Bureau, the Government Coordinator for Human Rights, the Secretary-General of the Higher Council for Persons with Disabilities, the Commissioner General of the NCHR, the Secretary-General of the National Council for Family Affairs, the Secretary-General of the Jordanian National Council of Women's Affairs the President of the Jordanian Bar Association, a representative of Parliament and of the judiciary.

Its work is initiated on the recommendation of a Technical Committee established by the Committee for Aligning National Legislation with International Conventions. Members of the Technical Committee are typically government employees from relevant ministries, selected with due regard to the specific topic under review. They are generally required to have a legal background to ensure that the alignment process is thorough and compliant with both national and international legal frameworks. MoJ is always represented in the technical committee.

So far, the work of these two Committees has resulted in amendments to several laws, as follows:

- the Labour Law to enshrine the principle of equal pay for work of equal value and to prescribe a penalty for gender wage disparity;
- the Company Law to take into account women's representation on the boards of directors of public joint-stock companies;
- the Penal Law to render the system of alternatives to penalties of deprivation of liberty more consistent with international norms by expanding the use of such alternatives, as well as the powers of the penalty execution judge;
- the Legal Aid Bylaw to expand the scope of the legal aid system.

The Inter-Ministerial Committee for Women's Empowerment: The Interministerial Committee for Women Empowerment (IMC-WE) was established in 2018 by the Prime Minister. Its leadership rotates among the MoSD, Ministry of Planning and International Cooperation, and MoPPA. This Inter-Ministerial Committee is part of the Government of Jordan's efforts to advance women's empowerment and gender-sensitive planning, and the Women, Peace and Security agenda and beyond.⁹⁴ The IMC-WE has endorsed the National Strategy of Women (2020-2025), and the Executive Plan for the National Strategy for Women in Jordan, both of which were prepared by the Jordanian National Commission for Women (JNCW), which is part of the committee that ensures that government development plans are aligned with the JNCW's National Strategy for Women.⁹⁵ The IMC-WE has

⁹⁴ UN Women Jordan, [The Inter-Ministerial Committee for Women's Empowerment convenes partners for the annual Programme Board meeting of Jordan's National Action Plan on UN Security Council Resolution 1325 on Women, Peace and Security | UN Women – Jordan](#), 2020.

⁹⁵ HRH Princess Basma Bint Talal website: [The Jordanian National Commission for Women](#).

endorsed the 2020 Gender Integration Policy and the 2022 Women Empowerment Strategy within the framework of the Economic Modernization Vision.⁹⁶ It has also approved the general framework of the second Jordanian National Action Plan for the Implementation of UN Security Council Resolution 1325 on Women, Peace & Security (2022-2025) to be approved by the Council of Ministers.

The National Committee for Criminal Justice

This committee is chaired by the Secretary-General for Judicial Affairs of the Ministry of Justice, pursuant to a decision by the Prime Minister. Its members represent various official and non-official entities. It has adopted a Criminal Justice Strategy (2023–2026) that focuses on three main pillars:

- raise awareness to reduce crime prevalence,
- advance efficient and effective investigation and case management procedures, and
- ensure a robust rehabilitation and reform system that facilitates reintegration.

The committee has designed an executive plan that outlines a set of objectives, activities, and projects to implement the pillars of the strategy.

⁹⁶ JNCW Website: [The most significant achievements in the journey of women during the reign of His Majesty King Abdullah II](#), 2023.

4 Independent institutions and advisory bodies

Independent institutions are established to monitor and protect human rights independently from interference by the executive branch. Independent institutions can be established by the Constitution, such as the Parliament, the Constitutional court, and in some cases the National Centre for Human Rights (NHRI), other have been instituted by organic laws, laws, or bylaws.

In Jordan, there is a distinction between institutions that report to the parliament, and other institutions:

- Some institutions are required by law to report to Parliament, both the House of Representatives and the Senate, which can use the findings of these reports to hold the government accountable for human rights issues and challenges.
- Other institutions are not required to report to the Parliament. They mostly advise the executive branch and carry out monitoring through interaction with civil society, international organisations, and specialised committees.

The submission of annual reports to the Parliament serves multiple purposes:

- Accountability of these institutions: providing a detailed activity report ensures transparency and compliance with their mandates.
- Monitoring of the human rights situation: the Parliament receives a detailed account of the situation of human rights, allowing the legislative authorities to carefully evaluate the effectiveness of existing laws and policies in protecting and promoting human rights.
- Accountability of the state: the reporting provides a framework for overseeing the actions of the executive branch. These governance institutions support the system of checks and balances, which guarantees that the executive branch conforms its actions to human rights principles and the rule of law.

The level of independence of these institutions varies the main factor being the absence of political intervention by the executive branch in the work of the institution. Independence is also demonstrated by structural features, such as the financial independence of the institution that administrates the public funding it receives in line with its own priorities, and the independent appointment of the management of the institution based on transparent recruitment, qualifications, and a broad pool of candidates. Independent institutions must be able to monitor human rights issues and communicate concerns to the greater public without fear of personal or institutional reprisal. Finally, these institutions must be independent and

perceived as independent to all stakeholders. The reality of this independence depends very much on the context in which the institutions operate.

The advisory bodies cover specific human rights issues with more specific expertise and adaptability, supplementing the broader supervisory roles of the legislative bodies. Each type of institution plays a distinctive role within the country's legal and institutional framework for the protection and promotion of human rights.

This section presents the mandate and work of the NHRI of Jordan, the National Centre for Human Rights, and outlines the election and the anti-corruption monitoring bodies. This is followed by an overview of various relevant advisory bodies, such as the Jordanian National Commission for Women.

4.1 The National Centre for Human Rights

The National Centre for Human Rights (NCHR) was established in 2003 and it operates under Law no.51/2006. It is mandated to monitor and address human rights violations and public freedoms in Jordan, and to actively seek to stop infringements of these rights.⁹⁷ The NCHR is established in conformity with the UN Paris Principles.⁹⁸ Its Status A was maintained in 2023 following a special review by the Sub-Committee on Accreditation (SCA) of the Global Alliance of National Human Rights Institutions (GANHRI),⁹⁹ signifying its full compliance with the UN Paris Principles.¹⁰⁰

The NCHR is overseen by a Board of Trustees appointed by a royal decree upon the Prime Minister's nomination; the chair and members are appointed for a renewable term of four years.¹⁰¹ The Board formulates policy and monitors their implementation, it approves annual work plans, budgets, and final accounts, appoints auditors, it issues management instructions and fundraises. The Board endorses the annual human rights report, strengthens relations with similar institutions and supervises the human rights activities conducted by the NCHR, ensuring alignment with established policies and objectives.¹⁰²

Nominated by the Board of Trustees, the Commissioner General of the NCHR is appointed by a decision of the Council of Ministers for a renewable term of three years, subject to royal decree.¹⁰³ S/he has a range of duties, including realising the Centre's policy and overseeing the implementation of the Board's decisions. The

⁹⁷ Law no.51/2006, Article 7.

⁹⁸ The [Principles relating to the Status of National Institutions \(The Paris Principles\)](#), adopted by the UN General Assembly in 1993, set out the minimum standards that NHRIs must meet in order to be considered independent, effective and pluralist.

⁹⁹ The Global Alliance of National Human Rights Institutions (GANHRI) is a member-based network organisation that gathers National Human Rights Institutions (NHRIs) from all around the world.

¹⁰⁰ Report of the GANHRI Sub-Committee on Accreditation (SCA), February and March 2023, [SCA-Report-First-Session-2023-EN.pdf \(ohchr.org\)](#), p.36.

¹⁰¹ Law no.51/2006, Article 13.

¹⁰² Law no.51/2006, Article 14.

¹⁰³ Law no.51/2006, Article 16.

Commissioner is mandated to monitor and address human rights violations in Jordan, to handle complaints, and to conduct necessary investigations. Additionally, the s/he can guide citizens on their constitutional rights and assist in legal recourse.¹⁰⁴ Various laws have assigned additional responsibilities to the Commissioner, such as serving as a member of the Information Council and the National Committee for the Prevention of Human Trafficking.¹⁰⁵

To enable the NCHR to fulfil its mandate, the law recognizes its independence, granting it legal personality with financial and administrative autonomy. With this status, the NCHR has the authority to undertake all legal actions, including the right to litigation. It independently conducts all activities related to human rights and is not subject to questioning regarding actions that are within its mandate. The law safeguards the Centre by prohibiting any inspection of its headquarters and branches without a judicial order, in the presence of the competent public prosecutor. It must be duly notified, and a representative invited to attend such inspection, rendering any action contrary to this provision null and void.¹⁰⁶

The 2006 Law sets out the objectives of the NCHR, which include bolstering human rights principles inspired by the inclusive message of Islam and Arab cultural values, reinforcing constitutional rights, and adhering to international conventions. Additionally, the NCHR must strive to solidify human rights principles, rejecting discrimination based on race, language, religion, or gender. It actively promotes a democratic approach, aiming to establish a balanced model with political pluralism, adherence to the rule of law, and the assurance of economic, social, and cultural development. Furthermore, the centre must endeavour to facilitate Jordan's accession to Arab and international agreements pertaining to human rights.¹⁰⁷

For the NCHR to effectively pursue its objectives, the law provides various means that include:¹⁰⁸

1. Human rights monitoring and complaints handling incl. referring cases to the executive, legislative, or judicial branches.
2. Promoting human rights principles in education and in accordance with Islamic teachings.
3. Human rights studies and research, and human rights education through training and awareness-raising.
4. Issuing statements and declarations, newsletters, and publications related to human rights.
5. Formulating and offering recommendations to safeguard human rights in Jordan.
6. Establishing a database related to human rights.
7. Proposing legislation relevant to the NCHR's objectives.

¹⁰⁴ Law no.51/2006, Article 17.

¹⁰⁵ See section 3. 2.

¹⁰⁶ Law no.51/2006, Articles 3 and 6.

¹⁰⁷ Law no.51/2006, Article 4.

¹⁰⁸ Law no.51/2006, Article 10.

8. Visiting and monitoring rehabilitation and detention centres, care facilities, and events, as well as having the right to access relevant information.
9. Exchanging information and experience with national, Arab, Islamic, regional, and international associations and organisations with similar objectives.

The NCHR submits an annual report on the state of human rights and public freedoms in the Kingdom to the Senate, the House of Representatives, and the Cabinet.¹⁰⁹ These annual reports detail the national achievements in rights, document identified violations and complaints, and outline the approaches taken to address them. They also provide policy recommendations and proposed legislative measures, aiming to empower individuals to exercise their rights optimally in alignment with international standards. Finally, they provide Top of Form a summary analysis of the complaints received by the Centre and highlight its' most significant achievements.

The NCHR advocates for using the annual report to strengthen Parliamentary oversight function by leveraging the report's content to ensure governmental accountability for human rights issues in Jordan. Concurrently, the NCHR engages in the legislative deliberation process concerning human rights legislation by providing legal analysis. This involvement is exemplified by its contribution to discussions on amended laws regarding the right of access to information, anti-trafficking, and cybercrimes. Conversely, the Human Rights Unit at the Office of the Prime Minister oversees the implementation of annual report recommendations through its liaison officers across public entities.

The NCHR has a quasi-judicial mandate, whereby it receives grievances and handles complaints. It has a comprehensive system for handling complaints, from receipt to resolution within designated timeframes for each stage of the process, while also considering the input provided by the complainant. When relevant, it refers complaints to other independent bodies. In cases of potential human trafficking, the grievance is, however, directed to the Anti-Trafficking Unit of the Public Security Directorate for investigation as it has the legal mandate to refer cases to the courts when there are valid grounds for a trafficking crime. As such, the NCHR refers grievances to this unit to ensure that cases of alleged trafficking are thoroughly investigated and prosecuted under the appropriate legal framework. Although the unit is part of the Public Security Directorate, its specialized mandate ensures that trafficking cases receive the necessary attention and legal follow-up.

According to its 2023 annual report, the NCHR received 638 complaints concerning rights violations in 2022 (619 in 2022 and 548 in 2021) of which, 445 complaints concerned civil and political rights, 144 were related to economic, social, and cultural rights, and 49 concerned the rights of the most vulnerable groups.

¹⁰⁹ Law no.51/2006, Article 12.

This table outlines Complaint Resolutions Statistics of the NCHR in 2023

Complaint Status	Number of Complaints	Percentage of total Complaints
Satisfactory Resolution	136	21.32%
Closed without Resolution	22	3.45%
Lack of Jurisdiction	50	7.83%
No Human Rights Violation	155	24.29%
Non-cooperation	32	5.02%
Archived	4	0.63%
Under Review	239	37.46%
Total	638	100 %

The high number of complaints under review is due to delayed or lack of response from concerned parties, the complainants' reluctance to pursue a case, and the pressing need for qualified officers in ministries and official institutions who possess the legal knowledge and technical skills to effectively address complaints. In some cases, the verification process is affected by the late provision of necessary documents.¹¹⁰ According to the NCHR, the increase in the number of complaints is attributed to a heightened awareness of its role and to the emergence of new categories of complaints, such as environmental complaints.

Furthermore, the NCHR can work with the 85 liaison officers in the public administration/ministry who are responsible for addressing complaints that are relevant to the specific institution in which they are employed. These officers function as a focal point between the NCHR and the relevant public body or ministry. For example, if the NCHR receives a complaint about ill-treatment in a detention centre, the complaint is forwarded to the Public Security Directorate and the Ministry of Interior. The liaison officer then communicates the complaint to the superiors within the concerned institution. Once the Ministry of Interior or the relevant authority has taken action, the liaison officer provides a formal response to the NCHR on the measures taken to address the issue.

The above set-up is supplemented with 12 voluntary lawyers who can assist the complainants in the governorate. A memorandum of understanding between the NCHR and the Jordanian Bar Association (JAB) provides that these lawyers will receive training by the NCHR to enable them to assist complainants. In addition, should the complainant lack the capacity to ensure legal representation, then the NCHR can refer the matter to the JAB for the purpose of appointing a lawyer.

¹¹⁰ NCHR: [The 20th annual report on the human rights situation in the Hashemite Kingdom of Jordan 2023](#).

The NCHR prepares parallel reports for UN treaty bodies and submissions for the UPR. It issues reports that meticulously monitor elections, capturing any violations that may occur during the electoral processes. The NCHR also monitors and produces reports on demonstrations and public gatherings, offering insights into the prevailing human rights conditions. Furthermore, it regularly publishes reports on the status of rehabilitation and detention centres¹¹¹ and it conducts specialized studies on human rights topics, such as the Crime Prevention Law, the rights of inmates, and the rights of rural women.¹¹²

4.2 Other institutions that report to the Parliament

4.2.1 The Independent Election Commission

Before the establishment of the Independent Elections Commission, the Ministry of Interior was responsible for overseeing and managing the electoral process. The 2011 constitutional amendment established an independent body to oversee and manage the entire parliamentary electoral process and any other elections determined by the Council of Ministers.¹¹³ The 2014 constitutional amendments expanded the powers of the Independent Elections Commission (IEC) to include the management of municipal elections, and any other general elections according to the provisions of the law.¹¹⁴ Accordingly, the Independent Elections Commission Law No. 11/2012 was issued and subsequently amended¹¹⁵ to expand the scope of the Commission by incorporating constitutional amendments and the Parties Law No. 7/2022.

The IEC has legal personality and financial and administrative autonomy.¹¹⁶ It is governed by a Board of Commissioners consisting of a chair and four members appointed by royal decree for a non-renewable term of six years.

In accordance with Law No. 11/2012, the IEC is mandated to oversee elections. This includes determining election dates, overseeing voter and candidate registration, publishing electoral information, establishing rules for campaign activities, promoting voter awareness, and issuing instructions on the publication of election results. The IEC also approves the formation of political parties, by examining applications for their establishment and monitoring their affairs in accordance with the law.¹¹⁷

¹¹¹ The NCHR conducts regular visits to correctional and rehabilitation centres, preparing specialized reports, and issuing periodic reports, with the most notable ones being the third periodic report on the conditions of correctional and rehabilitation centres (2019-2020), and a report on places of temporary detention in the Hashemite Kingdom of Jordan for the year 2016.

¹¹² All publications are available on the [NCHR website](#).

¹¹³ See also the Constitution of Jordan, Article 67/2 as amended in 2011.

¹¹⁴ The Council of Ministers may assign the IEC to manage or supervise any other elections upon the request of the legally authorised entity to conduct those elections (Article 67/2 of the Constitution as amended in 2014).

¹¹⁵ In 2015, 2016 and 2022.

¹¹⁶ Law No. 11/2012, Article 3.

¹¹⁷ Law No. 11/2012, Article 4 and 12. See also the Political Parties Law No. 7/2022.

The Commission issues a detailed final report on each electoral process in all its stages, which is submitted to the King and published in the official gazette. Additionally, the IEC provides an annual report on its activities and operations, which is submitted to both the Cabinet and the Parliament.¹¹⁸ This reporting mechanism ensures transparency and accountability in all procedures undertaken by the commission.

4.2.2 The Higher Council for Persons with Disabilities

The Higher Council for Persons with Disabilities (HCPD) was established by Law No. 31/2007 and then by Law No. 20/2017, which improved alignment with the Convention on the Rights of Persons with Disabilities (CRPD).

The Chair of the HCPD is appointed by royal decree based on the Prime Minister's nomination and a Board of Trustees oversees the work of the HCPD. The Board is composed of the Chair and a maximum of 25 members, appointed by a Cabinet decision upon the Chair's nomination. The conditions of appointment aim to ensure that persons with disabilities are represented with at least nine members, that families of persons with disabilities are represented with three members, and that eight members have expertise. The expertise criteria include being Jordanian citizens, at least 18 years old, and possessing relevant experience, ranging from law and human rights to planning, management, and social work.¹¹⁹ Among other tasks, the Board of Trustees approves the annual work plan and report, deliberates on matters referred by the Chair and Secretary-General, engages with relevant organisations and provides technical support in developing strategies and plans.¹²⁰ A Secretary-General, appointed by a decision of the Council of Ministers based on the Chair's recommendation, is responsible for the execution of decisions by the Board of Trustees and the Chair, organising the work of the HCPD and overseeing its staff.¹²¹

The HCPD enjoys independent legal and administrative personality.¹²² Its mandate includes:¹²³

- proposing public policies and legislation related to the rights of persons with disabilities,
- providing technical support to government entities,
- coordinating efforts to address disabilities,
- monitoring compliance with relevant laws and conventions and overseeing the conditions and rights of persons with disabilities,
- conducting comprehensive studies¹²⁴ and issuing standards.

¹¹⁸ Law No. 11/2012, Article 12.

¹¹⁹ Membership terms are stipulated in Law No. 20/2017, Article 11.

¹²⁰ For more details, see: Law No. 20/2017, Article 12.

¹²¹ For other duties of the SG, see: Law No. 20/2017, Article 13.

¹²² Law No. 20/2017, Article 7.

¹²³ Law No. 20/2017, Article 8.

¹²⁴ For instance: Media Guide on Addressing Disability Issues, the Forty Questions and Answers Guide to Achieve Equal Opportunities in the Workplace for People with Disabilities, Persons with Disabilities between the Hammer of Peace and the Anvil of Misfortune (addressing various aspects including reproductive and sexual health programmes, the

The Equal Opportunities Committee addresses complaints related to discrimination based on disability in the workplace, it issues technical reports on facilitating arrangements in the work environment, exchanges information with relevant entities to promote the inclusion of persons with disability in the labour market, issues guidance materials and publications, and other tasks assigned by the Chair.¹²⁵

The committee operates in three main areas:

- It deliberated on 109 complaints in the period 2019-2021. In 2022, the committee received 33 complaints, all of which were successfully resolved with the appropriate authorities.
- It issues directives across all governmental ministries and entities through which it recommends referring persons with disability for consideration by the Equal Opportunities Committee to delineate their specific employment requisites. In 2022, seven men and ten women underwent interviews with the committee based on which it recommended prerequisites to be fulfilled by the employers for the persons to be able to execute their tasks.
- It works with liaison officers appointed to monitor grievances pertaining to the employment of individuals with disabilities.¹²⁶ These liaisons officers were drawn from both governmental (23 officers) and non-governmental (11 officers) spheres and trained for this purpose. Governmental liaison officers are employees of government entities, while non-governmental officers are staff members of NGOs actively working in the field of disability rights. They receive complaints within their respective organizations (governmental offices for public complaints and NGOs for cases brought to them) and monitor the efforts and actions taken to implement their recommendations.

In addition, the HCPD receives complaints and in 2022, 1,373 complaints and requests were lodged with and addressed by the HCPD.¹²⁷ These complaints and requests are directly submitted to the council, sent through electronic means and via social media platforms. The complaints are sorted out based on distinct criteria, including their nature, thematic focus, and perceived significance. Complaints are handled through a collaborative approach with pertinent stakeholders aiming to build consensus on the most appropriate course of action to address and resolve each complaint. A mutually agreed response is communicated to the complainant,

reality of early intervention services, and the status of inclusive education programmes in preschools). For more information: [Higher Council for Persons with Disability Website](#).

¹²⁵ Established under Article 14 of Law No. 20/2017 and chaired by the Secretary-General of the HCPD, it includes the MoL, the Civil Service Bureau, the Jordan Chamber of Commerce, the Jordan Chamber of Industry, the Jordanian Federation of Labour Unions, NCHR private sector representatives, and individuals with relevant expertise and experience in disability issues. The committee meets regularly, and its decisions are made by a majority vote of attending members.

¹²⁶ Based on the Higher Council of People with Disabilities, Annual Report of 2022 and KIIs HCPD interview conducted in March 2024 by the IRCKHF research team.

¹²⁷ The Higher Council of People with Disabilities, Annual Report of 2022, p. 37.

who is then asked to assess their level of satisfaction with the provided resolution or response.

The HCPD issues an annual report on the status of persons with disabilities in the Kingdom,¹²⁸ which must be submitted to the Prime Minister, the President of the Senate, the Speaker of the House of Representatives, and made publicly available. The report covers achievements and challenges in the field of the rights of persons with disabilities, issues of compliance, data on complaints and recommendations at the policy, legislative, and practice levels to improve performance and enhance the quality of services provided to persons with disabilities.

According to key informants from HCDP, there is a notable lack of engagement by the legislative branch/ Parliament with the annual report. The House of Representatives neither deliberates on the annual report nor initiates actions based on its recommendations. Furthermore, there are no inquiries directed to the HCPD or the government regarding the report. While inquiries may be directed to the HCPD, they tend to focus on broader disability issues rather than on the specific content of the report. This pattern is mirrored in the Senate. Notably, no dedicated committees exist within either legislative body to oversee the implementation of the report's recommendations. In contrast, the government issues a circular to relevant departments, urging them to consider the report's recommendations.¹²⁹

Since 2018, a specialised team engages in the review of legislation, facilitates discussions with pertinent government entities, and collects data pertaining to ten specific areas: education, social welfare, employment, self-sufficiency, healthcare, political engagement, access to emergency services, tourism and cultural activities, religious observance, and mobility.¹³⁰ This data is also reflected in the annual report of the HCPD.

4.2.3 The Integrity and Anti-Corruption Commission

The Integrity and Anti-Corruption Commission (IACC) was created by Law No. 13/2016 through the merger of the Ombudsman Bureau, established by Law No. 11/2008, and the Anti-Corruption Commission, established by Law No. 62/2006. It seeks to establish a national integrity system, enforce the law, prevent corruption, and mitigate its effects at the national level, in accordance with international best practices, to establish a national environment that opposes corruption.¹³¹

The IACC enjoys financial and administrative autonomy.¹³² It carries out its tasks and functions freely and independently without any influence or interference from any

¹²⁸ Law No. 20/2017, Article 9.

¹²⁹ KIIs, HCPD, interview conducted in March 2024 by the IRCKHF research team.

¹³⁰ See for example The 2nd Annual Report on Monitoring the Situations of Persons with Disabilities and Their Rights in the Hashemite Kingdom of Jordan for the Year 2019-2020, April 2021.

¹³¹ IACC website, [Vision, Mission, and Objectives](#).

¹³² Law No. 13/2016, Article 3.

party. The headquarters of the IACC may not be searched except by a judicial order and in the presence of the competent public prosecutor.¹³³

The IACC aims to combat corruption and uphold national integrity through various measures. They include activating ethical rules in public administration, ensuring high-quality and transparent services to citizens, promoting good governance principles, and guaranteeing transparency in policy formulation and decision-making by the executive authority. Additionally, the IACC is tasked with investigating and addressing financial and administrative corruption, receiving, and addressing complaints, cooperating internationally in anti-corruption efforts, and prosecuting individuals involved in corrupt practices.¹³⁴

As concerns other state actors, including the NCHR, the IACC Chair may appoint one or more liaison officers within the general administration to ensure adherence to national integrity standards and legislation, as well as to oversee complaints against its decisions.¹³⁵

The IACC investigates complaints of individuals adversely affected by decisions, actions, or practices of the general administration. If the complaint submitted involves a criminal offense, then the IACC is obliged to refer the case to the relevant public prosecutor's specialised office or the appropriate court.¹³⁶ If the IACC finds that the decisions, actions, or abstentions of the general administration violate legislations, lack fairness, involve arbitrariness, fail to achieve equality, or discriminate, rely on illegal instructions or unfair procedures, or exhibit negligence, dereliction of duty, or error, the president is obligated to submit a detailed report to the concerned public entity along with appropriate recommendations. The public entity must respond; if it fails to respond, rejects necessary actions, or a dispute arises, the president refers the matter to the Cabinet for an appropriate decision.¹³⁷

The IACC provides protection to whistleblowers, witnesses, and others involved in corruption cases, ensuring their safety, and preventing discrimination.¹³⁸

The IACC's annual report is submitted to the King, Cabinet, and Parliament.¹³⁹ Despite positive engagement from the House of Deputies and Senate, Parliament has yet to take significant action based on the report's findings.

Overall, the IACC has addressed situations of qualified individuals unjustly denied government positions, investigation and exposure of financial irregularities (in a government infrastructure contract), fraudulent activities in employee benefit

¹³³ Law No. 13/2016, Article 5.

¹³⁴ Law No. 13/2016, Article 4 and 8.

¹³⁵ Law No. 13/2016, Article 14.

¹³⁶ Law No. 13/2016, Article 12.

¹³⁷ Law No. 13/2016, Article 13. Data on the complaint handling by the IACC can be found on the IACC Website: [IACC Reports, Research and Studies](#). In 2022, 184 complaints were processed and 16 new complaints were lodged.

¹³⁸ Law No. 13/2016, Article 24.

¹³⁹ Law No. 13/2016, Article 8.

programmes, revealing manipulation in both a company health insurance fund and a private hospital's savings fund, monitoring labour practices and promptly reporting any instances of trafficking in work permits for migrant workers to the public prosecutor for investigation, transparency in public services, as demonstrated by their intervention in a case where a municipality's dubious decision to ignore billboard licensing could have led to the misappropriation of public funds.

Finally, the IACC published studies on integrity standards and issued codes of conduct to promote ethical behaviour in public and private sectors, including the National Integrity Indicator and Standards.¹⁴⁰

4.3 Advisory bodies to the government

These institutions have financial and administrative autonomy. They act primarily as advisory bodies to the government. They may also participate in regulatory work by endorsing policies and regulatory drafts of the executive. They have a distinct focus on particular rights or demographic groups. These entities function autonomously from the parliament, setting them apart from the institutions presented in the above section.

4.3.1 The National Council for Family Affairs

The National Council for Family Affairs (NCFA), established by Law No. 27/2001, operates with legal, financial, and administrative autonomy. Its mission is to enhance the status of Jordanian families and preserve the nation's cultural and ethical heritage amidst changing social and economic landscapes.¹⁴¹ The NCFA formulates and monitors family-related policies, supports family stability, and collaborates with public and private institutions to address family issues and promote integration in Jordan. Key tasks include recommending national priorities for family affairs, encouraging family participation in public life, providing technical support to relevant entities, and ensuring compliance with international family-related treaties. The NCFA also contributes to legislative development, monitors, and evaluates programmes, conducts research, and prepares annual reports and budgets. Specialized teams or committees can be formed to address specific responsibilities.¹⁴²

The NCFA actively engages in legislative processes, notably in the drafting of the Child Rights Law and amending Article 62 of the Penal Law to grant equal right to both parents to consent to surgery/operation of the child. It also prepares periodic reports on the UN Convention on the Rights of the Child, demonstrating its commitment to international human rights standards.

¹⁴⁰ IACC Website: [IACC Reports, Research and Studies](#).

¹⁴¹ Law No.27/ 2001, Articles 3 and 4.

¹⁴² Law No.27/ 200, Article 6 and Rights of the Child Law No. 17/2022, Article 30.

Other efforts of the NCFA focus on policy/strategy development and monitoring and evaluation of the implementation of these policies.¹⁴³ It also publishes reports and guidelines.¹⁴⁴

4.3.2 The Jordanian National Commission for Women

The Jordanian National Commission for Women (JNCW) was established in 1992 as a national mechanism to enhance the status of women in Jordan.¹⁴⁵

The JNCW main tasks are to:

- integrate women's issues and priorities into national strategies, policies, legislation, plans, and budgets,
- monitor issues of discrimination against women, evaluates their situation,
- follow up on achieving gender equality and equal opportunities,
- garner support and raise awareness about the importance of women's roles and their participation in achieving sustainable national development.¹⁴⁶

In its capacity as a national mechanism to enhance the status of women, the JNCW conducted a comprehensive review of progress towards implementing the Beijing Declaration and Platform for Action after 30 years in 2024.¹⁴⁷ This involved a national consultation, providing an opportunity for government, civil society, and experts to discuss gender equality, women's empowerment, challenges, and priorities. The review addressed six key areas: inclusive development, shared prosperity, and decent work; poverty eradication, social protection, and social services; freedom from violence, stigma, and stereotypes; participation, accountability, and gender-responsive institutions; peaceful and inclusive societies; and environmental conservation, protection, and rehabilitation. It addresses some women's rights and the sustainable development goals.¹⁴⁸

The JNCW publishes reports and recommendations on specific measures to improve the situation of women in different fields.¹⁴⁹ It carried out national campaigns on women's rights, such as the 2022 international campaign against gender-based violence and campaigns addressing teacher empowerment, safe school returns, and

¹⁴³ For instance: the 2012 National Committee for Monitoring the Implementation of the Elderly Strategy, the 2018 National Team for Early Childhood Development (with Plan International), the 2016 National Team for Family Protection from Violence and the 2024-2028 National Strategy for Juvenile Justice (see: UNICEF Jordan Website: [Launch of the National Juvenile Justice Strategy 2024-2028](#)).

¹⁴⁴ For instance: Analytical Report for the Evaluation of the Jordanian National Strategy for the Elderly or a procedural guide on non-custodial measures for juveniles NCFA Website: [Reports](#).

¹⁴⁵ Cabinet Decision No. 21/11/3382.

¹⁴⁶ JNCW Website: [About JNCW](#).

¹⁴⁷ These reviews are quinquennial and JNCW also prepared the previous review in 2019.

¹⁴⁸ The Comprehensive National Review of Progress towards the Implementation of the Beijing Declaration and Platform for Action + 30 of the Hashemite Kingdom of Jordan, June 2024, at [Beijing +30 - United Nations Economic and Social Commission for Western Asia](#). See also: The Comprehensive Review of Progress towards Implementing the Beijing Declaration after 25 Years, JNCW, Amman-Jordan, 2019, p. 2.

¹⁴⁹ For instance: Position Paper on the Presence of Women in Decision-Making Positions in Companies and Boardrooms in the Hashemite Kingdom of Jordan, JNCW, Amman-Jordan, 2023 or Women's Rights in the Jordanian Labour Law, JNCW, Amman-Jordan, 2023.

promoting women's participation in the 2020 parliamentary elections.¹⁵⁰ In recent years, the JNCW has increasingly focused its' action on women's role and responsibility the private sector and business, in decision-making and work environment in the public and private spheres.

The JNCW may also advice NGOs that offer legal assistance.¹⁵¹

Even though the JNCW has its own autonomy, standing and expertise, it is closely involved in the government action in the field of human rights, thereby qualifying as an advisory body to government rather than a fully independent institution:

- The JNCW is the reference for all official entities and the Kingdom's representative in women's activities and affairs.
- It is a member of the Ministerial Committee for Women Empowerment, which prepares strategies and plans related to women that can be endorsed by the JNCW before being sent to the Council of Ministers for final approval. The JNCW is also involved in the legal committee within the ministerial committee, where it reviews draft legislation from a gender perspective.
- Until 2021, the JNCW was responsible for compiling the national report for the Committee on the Elimination of Discrimination against Women (CEDAW). This task was subsequently assumed by the Permanent Committee for Human Rights at the MoFAE.¹⁵² As the Permanent Committee solely comprises representatives from concerned ministries, the JNCW is only consulted the preparation of the national report. Furthermore, the JNCW plays a crucial role in furnishing the requisite information to other national reports that are submitted to United Nations entities or treaty bodies, with a specific focus on sections pertaining to women's rights.

Finally, the JNCW also operates with liaison officers stationed in all public entities who collect gender-related data and ensure the effective execution of gender strategies. In practice, these liaison officers are selected by the corresponding public entity and in some cases do not possess sufficient knowledge or experience pertaining to gender issues, thereby presenting a significant obstacle in effectively tackling matters related to gender.

4.3.3 The Higher Population Council

The Higher Population Council (HPC) was established in 2002 and has evolved through legislative amendments in 2008 and 2012. Currently chaired by the Minister of Planning and International Cooperation, the HPC serves as a reference for demographic issues related to development. Its mission is to formulate and monitor

¹⁵⁰ JNCW Website: [Campaigns](#).

¹⁵¹ Case of gender-based violence addressed by the network of non-governmental organisations and activists 'Shama'a' (interview conducted by the IRCKHF research team in March 2024).

¹⁵² See above section 2.2.

policies, strategies, and action plans concerning population and development, aiming to achieve sustainable development, justice, and equal opportunities.¹⁵³

The HPCT includes ministers from various sectors, leaders from educational and media institutions, and private sector representatives. The council coordinates with governmental, non-governmental, and volunteer entities to address population challenges, raise awareness through strategic media and communication programmes, and enhance cooperation with regional and international bodies. It also proposes training programmes, participates in conferences, and produces surveys and studies to update the national population strategy.¹⁵⁴

HPC has launched several strategic plans¹⁵⁵ and publishes research on issues like divorce rates, women's labour market participation, or the impact of early marriage among Syrian refugee women.¹⁵⁶

The HPC monitors the implementation of its strategies through annual reports, which highlight challenges, achievements, and recommendations. Although it lacks executive powers, it collaborates with relevant ministries and discusses issues requiring ministerial attention during board of trustees' meetings.¹⁵⁷ The HPC engages with parliament through annual meetings with the House of Representatives and the Senate, presenting population-related issues to ensure they remain central to national agendas.

4.3.4 Other advisory bodies

There are other advisory bodies that are relevant due to their contributions to social welfare, legal frameworks, public services, and international humanitarian law:

- **The National Committee for International Humanitarian Law (NCIHL):** Established in 2016, the NCIHL has financial and administrative autonomy. It aims to promote the principles of international humanitarian law at the national level.¹⁵⁸ The committee develops public policy, raises awareness, and collaborates with the International Committee of the Red Cross and other entities. It engages in information exchange, conducts research, issues publications, and contributes to legislation related to international humanitarian law. Noteworthy initiatives include specialized workshops for judges and administrative governors, lectures on humanitarian law, and a memorandum of understanding with the State of Palestine to enhance regional cooperation.¹⁵⁹

¹⁵³ HPC website: [Inception and Establishment](#).

¹⁵⁴ HPC website: [Duties of the Council](#).

¹⁵⁵ E.g. the Communication Strategy on Sexual and Reproductive Health (2022-2024), the Jordanian National Strategy for Reproductive and Sexual Health (2020-2030), and the National Action Plan on Child Marriage (2018-2022).

¹⁵⁶ HPC website: [Duties of the Council](#).

¹⁵⁷ Ibid.

¹⁵⁸ Law No. 33/2016, Articles 3 and 6.

¹⁵⁹ NCIHL website: [Workshop for an elite group of civil and military judges and administrative rulers on international humanitarian law](#).

- **The Housing & Urban Development Corporation (HUDC):** Founded in 1992,¹⁶⁰ the HUDC strives to provide suitable housing for citizens, particularly targeting low to moderate-income individuals, through implementing various programmes.¹⁶¹
- **The Cities and Villages Development Bank (CVDB):** Established in 1985 by Law No. 63/1985, the CVDB provides long-term financing for service and production projects by local authorities. It supports infrastructure and income-generating projects, manages loans, and offers technical services and training to local authorities.¹⁶²
- **The Media Commission (MC):** The 2015 Media Commission enjoys financial and administrative autonomy.¹⁶³ It aims to develop the media sector and create an investment-friendly environment. It must also protect and promote human rights by encouraging diversity, respecting opinions, and facilitating the expression of various perspectives.¹⁶⁴ The MC must ensure representation of all societal segments and guarantees the independence of media institutions. It regulates the visual and audio media sector, reviews licensing requests, monitors licensed entities, and coordinates with the Telecommunications Regulatory Commission. All the MC's decisions can be appealed before administrative courts. Finally, the MC promotes journalism standards through training and research, addresses public complaints, and promotes self-regulation based on freedom and national responsibility.¹⁶⁵

¹⁶⁰ Law No. 28/1992.

¹⁶¹ The 2019 National Housing Programme launched in 2019 offers subsidized housing plots with favourable financial terms across various provinces. The Employee Benefits Programme for the Public Sector offers residential plots with direct instalment deductions from salaries.

¹⁶² Law No. 63/1985, Article 5 and CVBD website: [Introduction](#).

¹⁶³ The Audiovisual Media Law No. 26/2015, Article 3.

¹⁶⁴ The Strategic Plan of the Media Commission (2021-2024), Media Commission, Amman, p. 5.

¹⁶⁵ Article (6) of the Instructions of the Visual and Audio Media Complaints Committee, issued in accordance with Article 4/b of Law No. 26/2015.

5 Conclusions

This study shows that there is a comprehensive architecture of state actors that deals with human rights in Jordan. There is a clear effort of the Jordanian state to establish structures that address many aspects of human life and cover many human rights issues.

Two actors appear to be central to the Jordanian human rights system: the National Centre of Human Rights and the Human Rights Unit of the Office of the Prime Minister. They are seconded by line ministries, technical committees, and independent and advisory bodies. This set-up mirrors the national human rights system of many countries in the MENA region and beyond. Setting up, on the one hand, a NHRI and, on the other, a governmental structure to implement human rights and coordinate the action of the state is aligned with the recommendations of the UPR, the UN treaty bodies and the OHCHR.

There is a very extensive web of governmental actors (Office of the Prime Minister, line ministries and coordination structures) that share the responsibility of carrying out the human rights action of the state. They are all placed under the administration of the Prime Minister. These actors cover a large variety of functions, including reporting, monitoring, proposing legal reform, dissemination of information, training and (limited) complaint handling.

The study shows that governmental actors (Office of the Prime Minister and committees), independent actors (NHRI/NCHR), other institutions that report to the Parliament (HCPD, IACC) and advisory bodies to the government (JNCW) engage with liaison officers that are placed in the public administration at the central and governorate levels. Usually, the concerned liaison officer is appointed by the relevant ministry or public entity. The contact details of the liaison officer are provided to the relevant actor, which then communicates directly with the liaison officer. To sum-up the main interactions of liaison officers include:

- Liaison officers working with the NCHR focus on following up on complaints submitted to the NCHR. They also provide essential information for international reporting and contribute data for the annual report of the NCHR. Their role is to ensure a seamless flow of information and support in handling of human rights-related grievances. In practice, there are indications that there are delays in their work.
- The role of liaison officers appointed under the Equal Opportunity Committee of the HCPD is more focused on managing complaints about discrimination in the workplace. Trained for this task, they are responsible for delivering complaints to the committee, referring cases as needed, and ensuring that the committee's recommendations are implemented effectively within their respective organizations.

- Liaison officers primarily assist with tasks relevant to the JNCW's work, particularly in the context of reporting to international bodies. They are often asked to provide information and data necessary for these reports. Additionally, they are invited to participate in training on gender equality and inclusion, enhancing their capacity to support gender-sensitive initiatives.

While the liaison officers are acknowledged by all, it seems that they could become a more valuable resource in ensuring human rights implementation and follow-up. This could imply a clarification of their role and responsibilities, establishing a common way of organising and communicating information, and building knowledge and experience in human rights and related processes and procedures.

Some specialised governmental committees focus on topical human rights challenges, which require a comprehensive approach, such as the prevention of human trafficking, women at risk, including victims of domestic violence or access to information.

In addition, several interministerial and administrative coordinating structures are dedicated to reporting to international human rights mechanisms and follow up on their recommendations. These coordinating structures follow up on recommendations emanating from domestic institutions such as the NCHR and they are mandated to look into the recommendations of international NGOs and other external actors, such as the US Department of State. So far there appears to be limited documentation of the reaction of the executive branch to these recommendations. Overall, a large variety of governmental actors is mandated to cover all human rights areas and issues. Coordination structures incite them to work across sectors and mandates as well as interact with other state actors, such as the NCHR and other independent or advisory bodies, as well as with civil society organisations.

In the 2023-24 preparation of the UPR report, it appears that communication and coordination worked well between the four governmental actors involved (Office of the Prime Minister, MFAE, Permanent Committee for Human Rights and Permanent Committee for Follow-up on Human Rights Recommendations). It must however be analysed further and considered whether the set-up could be simplified to avoid potential challenges in the future preparation of reports.

Jordan has also established several independent and advisory bodies that monitor the human rights situation in the country, advise the government and the Parliament and interact with other actors of the national human rights system. Three major independent institutions deal respectively with human rights, elections, and anti-corruption. Other more specialised advisory body cover areas pertaining to vulnerable groups like women, children, and persons with disabilities.

Independent and advisory institutions provide human rights expertise and feedback on proposed legislation, helping to ensure it aligns with human rights principles. They also advocate for legal reforms that strengthen human rights protections in Jordan. Furthermore, these institutions play a role in engaging with right holders by handling their complaints and grievances or establishing platforms, which facilitate dialogue between right holders, relevant ministries and administrations, and the Parliament.

Even though a compelling architecture is in place, it remains difficult to access information as to the practical impact of the mandates of all these state actors on the human rights situation of right holders in Jordan. Data produced by these institutions is rather sporadic and often outdated, and state actors often seem more comfortable explaining their mandate than their actual achievements. In this respect, systematic and periodic reporting to the Parliament and to international human rights mechanisms, including reporting by independent actors, is a guarantee of an on-going documentation of human rights achievements and challenges at domestic level. Finally, in Jordan as in the rest of the world, governmental human rights structures can be very sensitive to political changes and crises, which creates turn-over in the management and staff of these administrations and difficulty in ensuring a long term sustainable human rights engagement of the state.

