

Advance unedited version

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Human Rights Committee**List of issues prior to submission of the sixth periodic report
of Jordan*****A. General information on the national human rights situation, including
new measures and developments relating to the implementation of the
Covenant**

1. Please report on any significant developments in the legal and institutional framework within which human rights are promoted and protected that have taken place since the adoption of the Committee's previous concluding observations.

**B. Specific information on the implementation of articles 1 to 27 of the
Covenant****Constitutional framework (art. 2)**

2. With reference to the Committee's previous recommendations (para. 5)¹ please provide information on measures taken to give full effect to the Covenant in the domestic legal order and ensure that domestic laws, including those based on sharia law, are interpreted and applied in conformity with the State party's obligations under the Covenant. Please provide examples of cases in which the provisions of the Covenant have been invoked in national courts. Please describe steps taken to raise awareness about the Covenant, in particular among judges, prosecutors, judicial officers and lawyers.

3. With reference to the Committee's previous recommendations (para. 7), please provide information on the National Centre for Human Rights' mandate and procedures for receiving and processing complaints concerning human rights violations. Please provide disaggregated information on the number and type of complaints received and their outcomes, including reparations for victims and whether any referrals have resulted in judicial proceedings. Please describe the measures adopted to ensure the independence, including financial independence, and effectiveness of the Centre, in accordance with the principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles).

Counter-terrorism measures (arts. 2, 4, 9 and 14)

4. With reference to the Committee's previous Concluding observations (paras. 12-13), please provide information on measures taken to review the Act on prevention of terrorism (as amended in 2014) in order to ensure that its definition of terrorism and terrorist acts is in conformity with the Covenant and international standards, in particular to ensure that it

* Adopted by the Committee at its 143rd session (3-28 March 2025).

¹ Unless otherwise indicated, paragraph numbers in parentheses refer to [CCPR/C/JOR/CO/5](#).

cannot be used to detain and prosecute, among others, individuals who exercise their right to freedom of expression, association and peaceful assembly. Please report on steps taken to ensure that detainees suspected of or charged with committing terrorist offences are placed under civilian authority, are afforded all fundamental legal safeguards, and are tried by ordinary civil courts in full respect of due process requirements.

Non-discrimination (arts. 2, 3, 23, 26)

5. With reference to the Committee's previous recommendations (para. 9) please indicate steps taken to adopt comprehensive anti-discrimination legislation that, inter alia, contains a comprehensive list of prohibited grounds for discrimination, including gender, sexual orientation and gender identity; and provides for effective remedies in judicial and administrative proceedings. Please report on measures taken to ensure that women and girls are not subjected to any form of discrimination, in law and in practice, notably in matters of marriage, divorce, inheritance, transmittal of nationality and freedom of movement, including information on reform of the Personal Status Act and other relevant legislation. Please respond to reports that lesbian, gay, bisexual and transgender individuals have been subjected to digital monitoring, harassment and prosecution under provisions of the penal code and the Cybercrime law.

Gender equality (arts. 3 and 25)

6. Please report on measures taken and progress achieved towards addressing traditional gender norms within society, in particular stereotypical beliefs related to gender-specific roles and responsibilities regarding employment and household decision-making, as well as individual freedoms. With reference to the Committee's previous recommendations (para. 35) please provide information on measures implemented to further increase the participation of women in the private and public sectors, particularly in decision-making positions. Please provide information on and assess the impact of measures taken to increase the representation of women in political life at national and local levels.

Violence against women, including domestic violence (arts. 2, 3, 6, 7 and 26)

7. With reference to the Committee's previous recommendations (para. 11) and its Follow-up evaluation ([CCPR/C/133/3/Add.3](#)), please report on and evaluate the impact of steps taken to address violence against women, including information on awareness-raising campaigns specifically focused on domestic violence and training on gender-based violence for public officials including law enforcement officers. Please provide information on measures implemented to strengthen the legal framework for the protection of women against domestic violence by, inter alia, amending the Penal Code in order to criminalize marital rape (article 292) and to remove remaining discriminatory provisions regarding punishment under article 340. Please report on measures taken to strengthen protection and assistance for victims of domestic violence, including measures to ensure that women have effective access to shelters and that shelters do not unduly restrict their liberty. Please report on steps taken towards amending the Crimes Prevention Act (1954) with a view to abolishing the practice of placing women and girl victims of gender-based violence in "protective custody" under the administrative detention regime".

Voluntary termination of pregnancy (arts. 6 and 7)

8. With reference to the Committee's previous recommendations (para.21) and the Committee's general comment No. 36 (2018) on the right to life, please provide information on measures taken to amend legislation in order to guarantee safe, legal and effective access to abortion where carrying a pregnancy to term would cause the pregnant woman or girl substantial pain or suffering, most notably where the pregnancy is the result of rape or incest or is non-viable. Please report on steps taken to ensure the availability of medical facilities and guaranteed access to those facilities for legal abortion and ensure that women and girls are not prompted by legal obstacles, including criminal provisions, to resort to unsafe abortions that put their lives and health at risk. Please provide information on any cases of abortion performed without consent, including details of any criminal proceedings brought under article 323 of the Penal Code and whether any person convicted has benefited from a

reduced sentence for having acted in order to “protect the honour of a female relative” under the terms of article 324.

Death penalty (arts. 6, 9, 14)

9. With reference to the Committee’s previous recommendations (para. 15) and the Committee’s general comment No. 36 (2018) on the right to life, please provide information on measures taken to ensure that the death penalty is limited only to the most serious crimes involving intentional killing, including that it is not applied for drug-related offences. Please provide detailed, disaggregated information on death sentences imposed and any executions carried out during the reporting period, and on consideration given to reinstating a moratorium on the death penalty. Please provide information on legal and procedural safeguards in place to ensure that all persons under investigation or charged with capital offences are guaranteed the rights due to them under articles 9 and 14 of the Covenant. Please provide information on specific safeguards in place to ensure due consideration of mitigating circumstances for women victims of gender-based violence who are charged with murdering the perpetrator of the violence against them, including in sentencing decisions.

Prohibition of torture and other cruel, inhuman or degrading treatment or punishment (art. 7)

10. With reference to the Committee’s previous recommendations (para. 17), please provide information on measures taken to: (a) Review criminal legislation in order to ensure that the definition of torture is fully in line with the Covenant and international standards, that the principle of absolute prohibition is incorporated in domestic legislation and that no statute of limitation applies to cases of torture; (b) Provide for sanctions for acts of torture that are commensurate with the gravity of such crimes, and (c) Establish an effective and independent mechanism to receive complaints and investigate alleged cases of torture and ensure that victims of torture or ill-treatment have access to full reparation.

Right to liberty and security of person (art. 9)

11. With reference to the Committee’s previous Concluding observations (paras. 18-19), its Follow-up evaluation (CCPR/C/133/3/Add.3, 2021) please provide information on measures taken to amend the Act on crime prevention in order to put an end to the practice of administrative detention and, in the meantime, to ensure respect for procedural safeguards and significantly reduce the number of people held in administrative detention. Please provide information on measures taken to ensure, for all persons arrested, the fundamental procedural safeguards provided under article 9 of the Covenant, including access to a lawyer from the outset of deprivation of liberty, prompt information on charges and limits on the duration of detention. Please provide information on steps taken to review or amend article 63 (2) of the Code of Criminal Procedure allowing for the interrogation of detainees without a lawyer present in case of “urgency” and article 66 (1) allowing the public prosecutor to prohibit a detainee from communicating with a third party other than their lawyer for a period of up to 10 days, which is renewable. In the light of consistent reports of arbitrary arrests and detention, including cases of incommunicado detention, by police and in particular the General Intelligence Directorate, please provide information on oversight mechanisms and details of complaints filed and their outcomes.

Treatment of persons deprived of their liberty (art. 10)

12. Please provide information on steps taken and progress achieved towards reducing overcrowding in correctional and rehabilitation facilities, including through the implementation of alternatives to detention and imprisonment. Please report on measures taken and results achieved towards improving conditions in places of deprivation of liberty, including access to health care. Please report on steps taken to ensure a system of independent monitoring of all places of deprivation of liberty, including the General Intelligence Directorate detention centre.

Imprisonment for debt (art. 11)

13. Please respond to reports that imprisonment for debt is still widely practiced in the State party, in violation of article 11 of the Covenant. Please provide information on legislative measures taken or envisaged to end the practice of debt imprisonment. Please report on steps taken to release all persons currently imprisoned for debt, and to amend all rulings imposing imprisonment for debt.

Treatment of aliens, including migrants, refugees and asylum seekers (arts. 7, 9, 10, 12 and 13)

14. Please report on steps taken and progress achieved towards addressing exploitation and discrimination often faced by migrant workers, including measures to reduce their vulnerability by increasing access to social services and reforming the visa sponsorship system, which reportedly increases their vulnerability to trafficking in persons. With reference to the Committee's previous Concluding observations (paras. 22-23), please provide information on measures taken to ensure that migrant domestic workers are afforded the same rights as other workers under labour laws and that legislation protecting them from abuse is enforced.

15. With reference to the Committee's previous Concluding observations (paras. 24-25) and its Follow-up evaluation (CCPR/C/133/3/Add.3, 2021), please provide information on measures taken to ensure compliance with the principle of non-refoulement in law and in practice, including with regard to procedural safeguards such as access to review by an independent judicial body and effective remedies. Please provide information on measures taken to ensure access to asylum procedures by enabling UNHCR to resume its registration activities, and measures to strengthen the national legislative and policy framework on the rights and entitlements of refugees and asylum seekers, including access to the formal labour market and children's access to education. Please provide information on safeguards against refoulement in regard to extradition, both in the existing framework and in the proposed draft law on International Cooperation in Criminal Matters, including whether appeals have a suspensive effect.

16. With reference to the Committee's General comment No. 35 (2014) on liberty and security of person (para. 18), please provide detailed, disaggregated information on the detention of migrants, refugees and asylum seekers, including statistical information, for each year of the reporting period and for each of these categories, on the total number of persons detained, the average and maximum duration of detention, and details on the legal grounds on which decisions were based. Please indicate measures taken or planned to ensure that the detention of migrants, refugees and asylum seekers is applied only when strictly necessary and for the shortest possible period of time, that detained persons are able to challenge the legality of their detention and that any necessary detention takes place in appropriate, sanitary, non-punitive facilities and does not take place in prisons.

Right to a fair trial and independence of the judiciary (art. 14)

17. Please describe the measures adopted to safeguard the independence and impartiality of the judiciary and public prosecution service, ensuring they are able to prevent and address political interference, including in relation to the selection, appointment, promotion, disciplining and dismissal of judges and prosecutors. With reference to the Committee's previous Concluding observations (paras. 26-27), please indicate steps taken or envisaged to abolish the State Security Court, and in the meantime, ensure that the trials of civilians by the State Security Court are exceptional and take place in conditions offering the guarantees set forth in article 14 of the Covenant. Please provide information on measures taken to ensure that convicted persons claiming a miscarriage of justice are able to effectively challenge the conviction based on newly discovered evidence of their innocence, including information on procedures for reviewing convictions, access to DNA testing and to legal and financial assistance, and rights to compensation.

Right to privacy (art. 17)

18. Please provide information on the State party's legislative and regulatory framework governing the surveillance powers of State authorities, including information on measures in place to ensure that such powers are subject to adequate judicial authorization and oversight, and the application in practice of this framework. Please provide information on measures taken to ensure that lawyers, journalists, activists and human rights defenders are able to carry out their activities without fear of undue surveillance of their communications and activities, including online, or other forms of interference with their right to privacy, and that persons alleging violation of privacy have access to effective remedies. Please comment on reports that the smartphones of dozens of lawyers, journalists, activists and human rights defenders were hacked using Pegasus spyware between August 2019 and December 2021 and provide details on any investigations that have been carried out in this regard.

Freedom of expression (art. 19)

19. Please provide information on measures taken to ensure that offences relating to expression in the State party's legislation are clearly and narrowly defined, contain proportionate penalties and cannot be used to unduly suppress freedom of expression online and offline, including with regard to the Penal Code of 1960, the Cybercrime Law of 2015 (as amended in 2023), the Anti-Terrorism Law of 2006 (as amended in 2014), and the Crime Prevention Law of 1954. Please provide information, including the related legal grounds, on arrests, prosecutions and penalties relating to expression during the reporting period, including the blocking, suspension or removal of content or services online and the issuance of gag orders to journalists,. Please provide information on measures taken to ensure that, in practice, journalists, bloggers, human rights defenders, and other individuals are able to exercise their right to freedom of expression and to express critical views free from harassment, intimidation, arrest and prosecution, including information on measures to ensure access to effective remedies for those affected.

Right of peaceful assembly (art. 21)

20. With reference to the Committee's previous Concluding observations (paras. 32-33) and in the light of the Committee's general comment No. 37 (2020) on the right to peaceful assembly, please provide information on the effective implementation of provisions in the Act on public gatherings of 2011 specifying that prior authorization for demonstrations is not required and that notification suffices. Please explain the necessity and proportionality of measures taken to prevent or forcibly disperse protests during the reporting period, such as the protests in solidarity with Palestinians since October 2023, including through mass arrests of protesters. Please provide information on the legal basis and number of arrests, charges, prosecutions and convictions of participants and organizers of the above-mentioned protests as well as the number of persons currently detained.

Freedom of association (art. 22)

21. Please comment on the compatibility with the provisions of the Covenant of the broad and vaguely worded criteria that are applied in assessing applications for registration of civil society organizations under the Associations Law (as amended in 2009), including criteria prohibiting the formation of groups that pursue "political objectives." Please provide information on measures taken or envisaged to amend the Labor Law (as amended in 2019), to remove restrictions on establishing independent trade unions, as well as measures to facilitate access to funding, including foreign funding, for NGOs. Please explain how the measures taken against the Teachers' Syndicate following a pay dispute in 2020, including its dissolution, are compatible with the right to freedom of association under article 22 of the Covenant.

Participation in public affairs (art. 25)

22. Please provide information on the necessity and proportionality of registration requirements for political parties under the Political Parties Law (2022) including with regard to the reported dissolution of nineteen registered political parties ahead of the 2024 parliamentary election. Please provide information on measures taken to ensure that all

persons, including activists and candidates expressing views critical of the Government, are able to exercise their right to participate in political life free from harassment, intimidation, arrest and prosecution. Please provide detailed information on the detention of and judicial proceedings against political activists and members of opposition political parties and the outcomes of such proceedings, including details of penalties imposed and the related legal grounds.
