Civil Society Coalition Submission to the CEDAW Committee

List of Issues Prior to Reporting (LOIPR) – Jordan | 2026

Submitting coalition / organizations	Lutheran World Federation Arab Women Organization and Musawah Network Justice Center for Legal Aid Quest scope Phenix Center for Economic & Informatics Studies Solidarity is Global Institute
Procedure	Simplified Reporting Procedure – List of Issues Prior to Reporting
Reporting cycle	Combined seventh and eighth periodic reports
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Executive summary

The report acknowledges positive legislative and policy developments, including amendments to labour legislation addressing wage discrimination, constitutional recognition of the State's obligation to empower women, reforms in education and employment policies, and the adoption of a new national plan to address violence against women and girls. However, significant implementation and accountability gaps remain.

Key concerns include the absence of explicit constitutional protection against discrimination based on sex and gender; persistent gender pay gaps, low female labour-force participation, occupational segregation, and inadequate childcare and family-support measures. Women continue to face barriers in education, particularly those living in poverty, rural areas, refugee communities, or affected by child marriage.

Gender-based violence remains widespread, with many survivors facing barriers to reporting, accessing protection, legal aid, and long-term support services. The report raises concerns regarding limitations in protection-order mechanisms, the continued use of administrative detention of women for so-called protective purposes, and the prevalence of settlement practices in domestic violence cases that may undermine survivor safety and accountability.

Additionally, there is discrimination in nationality laws, high rates of child marriage approvals, unequal family law provisions, underrepresentation of women in political and decision-making positions, and ongoing barriers faced by rural women, migrant workers, and refugee women. Attention is drawn to women's economic resilience, climate-related challenges, inheritance rights, and access to justice.

The submission urges the CEDAW Committee to seek detailed information from Jordan on implementation, accountability, and measurable progress, while recommending legal and policy reforms to ensure substantive gender equality and compliance with the Convention.

Methodology

This report was developed through a collaborative process among civil society organizations working on women's human rights in Jordan. The CEDAW Committee's 2017 concluding observations serve as the basis for the analysis. Data collection included consultations with more than 100 civil society organizations working across Jordan's governorates through the Musawah Network, which provided information, data and perspectives on priority issues. The report draws on secondary data from coalition members and partner organizations, and other relevant and verifiable sources. A workshop was also held in coordination with the OHCHR Regional Office for the Middle East and North Africa (ROMENA) to present relevant guidance for civil society submissions and support alignment with the LOIPR process. The coalition subsequently consolidated the contributions, verified available information, removed duplication and formulated the proposed questions for the List of Issues Prior to Reporting.

Priority issues proposed for inclusion in the LOIPR

Based on the coalition's consultations and available evidence, the coalition respectfully invites the Committee to prioritise the following issues:

- Reforming constitutional and nationality provisions that continue to discriminate against women.
- Adopting comprehensive legislation on violence against women, including stronger protection orders, settlement safeguards and recognition of all forms of gender-based violence.
- Ending administrative detention for purported protective purposes and guaranteeing access to legal aid and judicial review.
- Enforcing equal pay, increasing women's economic participation and expanding childcare and parental-leave arrangements.
- Increasing women's representation in political leadership and addressing electoral and digital violence against women.

- Ensuring rural women participate in climate, water and agricultural decision-making and benefit equitably from adaptation and climate finance.
- Eliminating child marriage exceptions and reforming discriminatory provisions concerning guardianship, custody, maintenance and inheritance.
- Strengthening protection and access to justice for refugee women, migrant women and migrant domestic workers.

1. Equality and Non-Discrimination in Labour Legislation

Articles 1–3, 11(1)(d) and 11(2)(c); Concluding Observations (paras. 13–14 and 17–20); and General Recommendations Nos. 25, 28 and 35

Jordan introduced amendments to Labour Law No. 8 of 1996[1] in 2019 and 2023, which strengthened protection against certain forms of discrimination in the labour market.

In 2019, a definition of wage discrimination was introduced. Article 53 was also amended to increase the fine for paying wages below the statutory minimum wage from JOD 50–200 to JOD 500–1,000, and to include discrimination in remuneration between women and men for work of equal value among the violations subject to penalties. In addition, Article 54 expanded the jurisdiction of the Wages Authority to include claims concerning discrimination in remuneration for work of equal value.

Despite these legislative developments, insufficient publicly available information exists on the implementation and enforcement of these provisions, including the number of complaints, violations and cases concerning wage discrimination, their outcomes, and any remedies provided.

The 2019 amendments also covered Article 72 concerning childcare for workers. The provision was expanded to cover workers, both women and men, and their children, rather than being limited to married women workers. However, there is no information on the extent to which covered establishments comply with these requirements, the availability of childcare services, or whether women workers are able to access and benefit from such services in practice.

At the constitutional level, the 2022 amendment to Article 6 introduced a State obligation to empower women and protect them from violence and discrimination. Nevertheless, Article 6(1) still prohibits discrimination on the grounds of race, language or religion without expressly including sex or gender.

Suggested questions for the state party

1. Please provide information on the effective implementation and enforcement of the Labour Law provisions concerning equal remuneration for work of equal value, including the criteria used to assess the value of different types of work; the number of complaints, violations and cases concerning wage discrimination; their outcomes; and the corrective measures and remedies provided.
2. Please provide updated data on the gender pay gap between women and men since the Committee's previous concluding observations, and information on measures taken to address its underlying causes and the impact of relevant legislative amendments.
3. Please provide information on the implementation of Article 72 concerning childcare for workers, including the level of compliance by covered establishments, the availability of childcare services, and the extent to which women workers are able to access and benefit from such services.

[1] Jordanian Labour Law No. 8 of 1996 and its amendments: https://mol.gov.jo/ebv4.0/root_storage/ar/eb_list_page/%D9%82%D8%A7%D9%86%D9%88%D9%86_%D8%A7%D9%84%D8%B9%D9%85%D9%84_%D8%B1%D9%82%D9%85_8_%D9%84%D8%B3%D9%86%D8%A9_1996_%D9%88%D8%AA%D8%B9%D8%AF%D9%8A%D9%84%D8%A7%D8%AA%D9%87_%D9%88%D9%85%D9%84%D8%AD%D9%82%D8%A7%D8%AA%D9%87.pdf

4. What steps, including draft amendments, impact assessments or consultations since 2017, have been taken to amend Article 6(1) of the Constitution to explicitly prohibit discrimination on the grounds of sex and gender, and what is the timeline for such amendment?

2. Education and Gender Stereotypes

Articles 5 and 10; Concluding Observations (paras. 28–30 and 41–42)

Jordan has incorporated gender equality and inclusion into the National Education Strategy 2026–2030, including measures on gender-responsive teaching, TVET, inclusive access and digital education[2]. Schools also use attendance monitoring, counselling, and engagement with parents to prevent dropouts during compulsory education.

Despite these measures, girls continue to face barriers linked to poverty, transportation costs, distance from rural schools, family pressures, and child marriage. Although married girls are legally entitled to continue their education, practical barriers may hinder school retention.

Ministry of Education data for the 2023/2024 academic year recorded 11,720 cases of dropout from basic education, including 6,826 boys and 4,894 girls[3]. These figures highlight the need for disaggregated analysis by sex, age, grade, governorate, nationality, disability, socioeconomic status and reason for leaving school, and follow-up on the subsequent educational pathways of children who drop out. Children from poorer households, children with disabilities and refugee children remain particularly vulnerable, while child marriage presents a specific risk for girls.

Suggested questions for the state party

5. Please provide recent annual data on school dropout, disaggregated by sex, age, grade, governorate, nationality, disability and socioeconomic status, including the main causes of dropout and measures to track subsequent educational pathways.
6. What mechanisms are in place to evaluate TVET programmes? Please provide disaggregated data on enrolment, graduation, fields of specialization and transition into the labour market, including for girls and women with disabilities and refugee girls and women.
7. How does the State party integrate age-appropriate education on sexual and reproductive health, prevention of sexually transmitted infections, personal safety and digital safety into formal education and school counselling?
8. Please indicate how CEDAW, substantive equality, prevention of violence and elimination of gender stereotypes are integrated into curricula, textbooks and teachers' guides, and what measures are taken to eliminate gender stereotypes from media, advertising and public discourse.

3. Violence against Women, Protection Orders and Survivor-Centred Protection

Articles 2, 3 and 5; General Recommendation No. 35; Concluding Observations (paras. 31–32)

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[2] A key informant interviews were conducted with the Gender Officer at the Ministry of Education.

[3] https://royanews.tv/news/348028

Jordan's protection framework includes the Protection from Domestic Violence Law No. 15 of 2017[4], the National Family Protection Team, and the expansion of the Family Protection and Juvenile Department to 17 sections, in addition to sections serving refugee camps.

In 2026, Jordan launched the National Multisectoral Plan for the Prevention of and Response to Child Protection, Domestic Violence and Violence against Women and Girls for 2026–2030, covering case management, risk assessment, early intervention, protection and shelter services, responsibilities, indicators and monitoring.

According to the 2023 Population and Family Health Survey, 13 % of ever-married women aged 15–49 reported physical violence since age 15, 3 % physical violence during pregnancy, and 18 % physical, sexual or emotional violence by a husband. 15% experienced one or more of these forms of violence during the preceding 12 months. 71 % reported at least one form of controlling behaviour by their husbands; only 34 % of women who experienced violence sought assistance, while 57 % neither sought help nor told anyone.[5] Among those seeking help, only 7 % approached civil society organizations and 5 % the police.

These findings underline the need for safe, confidential and gender-responsive reporting and services addressing barriers related to poverty, residence, disability, nationality, transportation and legal assistance. In 2024, the National Centre for Human Rights identified improvements in shelter accessibility and services, including for women with disabilities, alongside continuing gaps in specialized psychosocial, disability-responsive and long-term support.

The National Family Protection Team's 2025 annual report recorded 51,619 reported cases, with females accounting for 79 %. Of these, 63.7 % were classified as physical violence, 15.8 % as psychological violence, 10.8 % as neglect and 9.7 % as sexual violence. The data included 790 cases involving persons with disabilities, 521 of whom were female.[6] The report acknowledged that the figures may include duplication, are not comprehensive and exclude unreported violence, underscoring the need for regularly published, disaggregated data on violence against women and gender-related killings.

A joint official study involving the Jordanian National Commission for Women, the Department of Statistics, ESCWA, UNFPA and UN Women estimated the annual economic cost of domestic violence against women and girls in 2021 at approximately JOD 130.1 million, while also identifying limited shelter capacity, gaps in long-term services and significant dependence on donor-funded services. Survivor-centred protection should

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[4] https://jordanianlaw.com/%D8%A7%D9%84%D9%82%D9%88%D8%A7%D9%86%D9%8A%D9%86/%D9%82%D8%A7%D9%86%D9%88%D9%86-%D8%A7%D9%84%D8%AD%D9%85%D8%A7%D9%8A%D8%A9-%D9%85%D9%86-%D8%A7%D9%84%D8%B9%D9%86%D9%81-%D8%A7%D9%84%D8%A3%D8%B3%D8%B1%D9%8A/

[5] https://petra.gov.jo/ar/news/%D8%A7%D9%84%D8%A5%D8%AD%D8%B5%D8%A7%D8%A1%D8%A7%D8%AA-%D8%AA%D8%B9%D9%84%D9%86-%D8%A7%D9%84%D9%86%D8%AA%D8%A7%D8%A6%D8%AC-%D8%A7%D9%84%D8%AA%D9%81%D8%B5%D9%8A%D9%84%D9%8A%D8%A9-%D9%84%D9%85%D8%B3%D8%AD-%D8%A7%D9%84%D8%B3%D9%83%D8%A7%D9%86-%D9%88%D8%A7%D9%84%D8%B5%D8%AD%D8%A9-%D9%88%D8%A7%D9%84%D8%A3%D8%B3%D8%B1%D9%8A%D8%A9

[6] https://alghad.com/Section-199/%D8%A7%D9%84%D8%BA%D8%AF-%D8%A7%D9%84%D8%A3%D8%B1%D8%AF%D9%86%D9%8A/%D8%AD%D9%85%D8%A7%D9%8A%D8%A9-%D8%A7%D9%84%D8%A3%D8%B3%D8%B1%D8%A9-%D8%A7%D9%84%D8%B9%D9%86%D9%81-%D8%A7%D9%84%D8%AC%D8%B3%D8%AF%D9%8A-%D9%8A%D8%AA%D8%B5%D8%AF%D8%B1-%D8%A7%D9%84%D8%AD%D8%A7%D9%84%D8%A7%D8%AA-%D9%88%D8%A7%D9%84%D8%A5%D9%86%D8%A7%D8%AB-%D8%A7%D9%84%D8%A3%D9%83%D8%AB%D8%B1-%D8%B9%D8%B1%D8%B6%D8%A9-%D9%84%D9%84%D8%AA%D8%B9%D9%86%D9%8A%D9%81-2072636

therefore encompass accessible legal, health, psychosocial, shelter and economic support, including for women with disabilities, refugee women and women living in rural areas.[7]

Protection orders remain a key concern. Article 16 of the Protection from Domestic Violence Law authorizes courts to prohibit perpetrators from approaching or contacting the affected person and to impose other necessary measures. However, protection orders generally become available only after court referral and their duration is linked to judicial proceedings. The Law does not clearly provide urgent or interim protection from the earliest stages, assign responsibility for monitoring compliance or establish detailed risk-assessment criteria for their type and duration.

The Law also appears to be applied primarily before Magistrate Courts and not consistently before Courts of First Instance or the High Criminal Court, potentially limiting safeguards such as confidentiality and protection orders. Published judicial decisions indicate that protection orders were issued in only a limited number of cases reviewed.

These concerns also intersect with the treatment of survivors during investigations and trials. Civil society calls for measures to reduce revictimization, strengthen privacy and specialization in domestic and sexual violence cases, improve the protection of witnesses and complainants, and use electronic monitoring or other technologies where legally permissible and appropriate.

Suggested questions for the state party

9. How many protection orders were issued under Article 16 in 2025 and previous years? Please provide their types and duration, recorded breaches and available evidence of effectiveness in preventing recurrence of violence.
10. Will the State party amend the protection-order framework to provide urgent and interim protection from the earliest stages, establish standardized risk assessment, assign responsibility for enforcement and monitoring, and permit orders to remain in force or be renewed while risk persists?
11. When will the State party adopt comprehensive legislation on violence against women that defines and criminalizes physical, psychological, sexual, economic and digital violence, criminalizes marital rape, and addresses gender-related killings of women without discriminatory excuses or mitigating circumstances?

4. Administrative Detention for Protective Purposes and Access to Legal Aid

Articles 2, 3 and 15; Concluding Observations (paras. 23–24 and 33–34)

General Recommendations Nos. 33 and 35 require that deprivation of liberty for purported protective purposes be avoided, and that any administrative detention be exceptional, time-limited, subject to review, and accompanied by effective access to legal assistance.

In practice, women continue to be administratively detained for purported protective purposes under the Crime Prevention Law of 1954, although the Law does not specifically regulate women in need of protection and protective detention is not among the grounds expressly provided for in Article 3. Administrative detention orders issued in such circumstances therefore raise serious concerns regarding their legal basis.

By contrast, Article 6(b)(4) of the Protection from Domestic Violence Law of 2017 authorizes the Family Protection and Juvenile Department to transfer a survivor, with her consent, to a safe place, while Article 16 empowers courts to issue protection orders according to protection needs. Nevertheless, practice indicates that women who refuse admission to shelters may still be placed in correction and rehabilitation centres under administrative detention. This is inconsistent with a protection framework based on consent and judicial protection measures rather than deprivation of liberty.

[7] https://publications.unescwa.org/2023/eecdvawj/index-ar.html

Access to legal aid presents an additional concern. The Protection from Domestic Violence Law does not establish a statutory right to legal aid for survivors, while State-funded assistance remains primarily available to accused persons in certain criminal proceedings. Legal aid is also inadequately available before the administrative judiciary for women seeking to challenge detention orders. Such assistance is largely provided by civil society organizations and may therefore be limited or unsustainable.

Women deprived of liberty pursuant to administrative decisions should therefore have immediate access to legal advice and effective judicial review. A comprehensive legal aid framework is also needed to ensure accessible and quality assistance for survivors and litigants in domestic violence, personal status, civil, labour and administrative proceedings.

Suggested questions for the state party

12. Please clarify the legal basis for the administrative detention of women for purported protective purposes, particularly in light of the Protection from Domestic Violence Law and the protection powers vested in the judiciary.
13. Please provide data on the number, duration and places of administrative detention of women for protective purposes, disaggregated by age, type of risk and whether the woman refused admission to or sought to leave a protection shelter.
14. What legislative and practical measures have been taken to eliminate the use of administrative detention as a substitute for protection, strengthen the use of judicial protection measures, and guarantee women subjected to administrative detention prompt access to legal assistance and effective judicial review?

5. Settlements in Domestic Violence Cases, Accountability and Specialized Services

Articles 2, 5 and 16; Concluding Observations (paras. 31–32)

The Protection from Domestic Violence Law allows the Family Protection and Juvenile Department to facilitate settlement in certain domestic violence cases. Also, psychologist or social worker report is required. Settlements have reportedly been approved in approximately 98 % of domestic violence cases, while women constitute around 90 % of complainants, making settlement safeguards a significant women's rights concern[8].

A valid settlement requires the survivor's genuine, free and informed consent. Family pressure, fear, economic dependency or concerns relating to children may affect that consent, particularly without independent legal advice and adequate risk assessment. Available data indicate recurrence of domestic violence in 47.8 % of cases, repeated violence against 46.9 % of persons subjected to abuse, and repeated perpetration among 51.9 % of domestic violence perpetrators. Outcomes should therefore be assessed through recurrence, compliance with settlement terms and survivor safety, rather than only by the number of cases closed.[9]

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[8] **Annual Report on the Status of the Regular Courts, Administrative Judiciary and Public Prosecution for 2024**

https://www.sjd.gov.jo/ebv4.0/root_storage/ar/eb_list_page/%D8%A7%D9%84%D8%AA%D9%82%D8%B1%D9%8A%D8%B1_%D8%A7%D9%84%D8%A7%D8%AD%D8%B5%D8%A7%D8%A6%D9%8A_%D8%A7%D9%84%D8%B3%D9%86%D9%88%D9%8A_2024.pdf

[9] **Source: *Socioeconomic Characteristics of Domestic Violence Cases (2013)*, a study published by the National Council for Family Affairs.**

Safeguards should include confidential legal advice, assessment of coercion and risk, effective use of additional measures, referral to specialized perpetrator programmes where appropriate, and follow-up on recurrence and breaches, especially where there is a significant power imbalance.

Suggested questions for the state party

15. How many settlements in domestic violence cases during the past three years included an additional measure ordered by the court? Please provide information on the types of measures imposed and the criteria guiding courts and relevant professionals in determining when such measures are necessary.
16. What safeguards are in place to ensure that survivors' consent to settlement is free and informed and that they have access to independent legal advice? Please also provide information on the data collected regarding recurrence of violence or breaches following settlement, including the rate of recurrence of violence after settlement.

6. Employment, Economic Participation, and Equal Pay

Article 11; Concluding Observations (paras. 27–28 and 43–44); General Recommendations Nos. 13 and 25

Jordan has introduced measures to increase women's labour force participation, including the National Employment Programme launched in 2022, which set a target for women to constitute 35 % of beneficiaries and provided wage subsidies, social security contributions and transportation allowances. [10]

By the end of 2025, approximately 61,330 employment contracts had been supported, including 31,444 for women. Although the Ministry of Labour reported that 75 % of beneficiaries remained employed after wage subsidies ended, no sex-disaggregated data were published on women's retention in employment.[11]

Despite these measures, women's economic participation remains low. In the second quarter of 2026, women's economic participation rate was 14.7 %, compared with 53.6 % for men[12]. Unemployment among

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[10] **Ministry of Labour, "Launch of the National Employment Programme 2022."**

https://mol.gov.jo/ar/NewsDetails/%D8%A7%D8%B7%D9%84%D8%A7%D9%82_%D8%A7%D9%84%D8%A8%D8%B1%D9%86%D8%A7%D9%85%D8%AC_%D8%A7%D9%84%D9%88%D8%B7%D9%86%D9%8A_%D9%84%D9%84%D8%AA%D8%B4%D8%BA%D9%8A%D9%84_2022

[11] Ministry of Labour, Official Website,

https://mol.gov.jo/AR/NewsDetails/%D8%A7%D9%84%D8%B9%D9%85%D9%84_75_%D9%85%D9%86_%D8%A7%D9%84%D9%85%D8%B3%D8%AA%D9%81%D9%8A%D8%AF%D9%8A%D9%86_%D9%85%D9%86_%D8%A7%D9%84%D8%A8%D8%B1%D9%86%D8%A7%D9%85%D8%AC_%D8%A7%D9%84%D9%88%D8%B7%D9%86%D9%8A_%D9%84%D9%84%D8%AA%D8%B4%D8%BA%D9%8A%D9%84_%D8%A7%D8%B3%D8%AA%D9%85%D8%B1%D9%88%D8%A7_%D9%81%D9%8A_%D8%B9%D9%85%D9%84%D9%87%D9%85_%D8%A8%D8%B9%D8%AF_%D8%A7%D9%86%D8%AA%D9%87%D8%A7%D8%A1_%D9%81%D8%AA%D8%B1%D8%A9_%D8%AF%D8%B9%D9%85_%D8%A7%D9%84%D8%A3%D8%AC%D9%88%D8%B1

[12] **Department of Statistics, "Unemployment Report for the Second Quarter of 2026."**

Jordanian women stood at 30.3 %, compared with 18.5 % among men, indicating that existing employment interventions have not yet resulted in sustained improvements in women's access to and retention in the labour market.

The gender pay gap also persists, particularly in the private sector, where it stood at 13.7 % in 2023, compared with 8.5 % in the public sector. Pay disparities are also evident within occupational groups; for example, women in senior management and managerial positions earned an average of JOD 1,120 per month in 2023, compared with JOD 1,558 for men. These disparities highlight the need for effective implementation and enforcement of equal remuneration for work of equal value.

Occupational segregation remains another barrier. Women continue to be concentrated in sectors such as education and health and social work, while their representation remains low in construction, transportation and storage, and manufacturing. This limits women's employment choices, earnings and opportunities for career advancement.

Work–family reconciliation measures also remain limited. Maternity leave in the private sector is 70 days and paternity leave three days; the proposed extension of maternity leave to 90 days has not yet been implemented, and there is no shared parental leave.

Suggested questions for the state party

17. Please provide information on the effectiveness of measures taken to increase women's economic participation and reduce the gender gap in labour force participation, including the results and impact of government employment programmes.
18. Please provide sex-disaggregated data on the continued employment of beneficiaries of the National Employment Programme after the end of wage subsidies, including the proportion of women who remained employed and the nature and quality of the jobs in which they were retained.
19. Please clarify the measures taken to address the persistently high unemployment rate among Jordanian women, which stood at 30.3 % in the second quarter of 2026 compared with 18.5 % among men, and explain how these measures relate to recent amendments to the Labour Law.
20. What is the timeline for extending maternity and paternity leave, introducing paid parental leave, and expanding access to affordable, high-quality childcare services in order to support women's continued participation in the labour market?

7. Rural Women, Agriculture, Microenterprises and Economic Resilience to the Impacts of Climate Change

Articles 11, 13 and 14; Concluding Observations (paras. 49–52)

Rural women contribute to agriculture, household economies and food security but face barriers to finance, technology, training, markets and decision-making. MSMEs also face structural constraints, with greater impacts on women living in remote areas. Banks may be reluctant to lend, microfinance may be too limited to support business growth, some grant requirements may be difficult to meet, and infrastructure and road networks may be inadequate. Access to technology and market information may also be limited, business networks underdeveloped, and gaps in financial literacy may constrain business planning and investment.

Jordan has adopted measures that provide a basis for progress. In 2018, the Ministry of Agriculture established the Directorate of Rural Development and Women's Empowerment, whose responsibilities include training, skills development, enterprise support and poverty reduction.[13] The information submitted also refers

https://dosweb.dos.gov.jo/ar/unemp_082026/

[13] **Ministry of Agriculture, Official Website, "Directorates."**

to a target of 30 % women's participation in certain agricultural training programmes for the period 2023–2028, dedicated budget allocations for the empowerment of rural women, interest-free lending measures,[18] the allocation of JOD 5 million for rural financing in 2025, financing for 2,488 projects led by rural women, and training provided to 7,000 women.[14]

Climate change adds a further dimension to these challenges. Rural women working in agriculture are directly affected by changes in water availability, rising temperatures, shifting production patterns and environmental risks, while their representation may remain limited in institutions responsible for shaping climate and agricultural policies. The submissions therefore call for increased practical awareness of green practices and carbon emissions, and meaningful participation of rural women in policy design, research outreach and decision-making processes affecting agricultural adaptation. Climate-related measures should be linked to women's economic rights so that financing for green technologies, extension services, training and market access reaches women on an equal basis.

Suggested questions for the state party

21. What measurable results have rural women's training, lending and economic empowerment programmes achieved since 2017 in increasing income and employment, improving enterprise sustainability and reducing poverty, and how are these results disaggregated by governorate?
22. Please provide sex- and governorate-disaggregated information on: (a) women's representation in national and local bodies responsible for climate change, water, agriculture, rural development and adaptation; and (b) the allocation, beneficiaries and measurable outcomes of public and international climate and adaptation finance reaching women farmers and women-led micro and small enterprises, including their access to affordable finance, technology, extension services, digital tools and markets.

9. Women's Political Participation, Civic Participation and Decision-Making

Articles 4 and 7; Concluding Observations (paras. 27–30 and 37–38)

Women continue to face gender-specific barriers to political participation, despite the CEDAW Committee's recommendations to the state party to introduce special measures to achieve their full and equal participation at all levels. During the 2024 House of Representatives elections, women candidates accounted for 95.54 %

https://moa.gov.jo/AR/ListDetails/%D8%A7%D9%84%D9%85%D8%AF%D9%8A%D8%B1%D9%8A%D8%A7%D8%AA/25/46

[14] **Ministry of Agriculture, Official Website, "Al-Hanifat and Bani Mustafa Review Women's Empowerment and Productive Families Projects under the National Plan for Sustainable Agriculture."**

https://www.moa.gov.jo/Ar/NewsDetails/%D8%A7%D9%84%D8%AD%D9%86%D9%8A%D9%81%D8%A7%D8%AA_%D9%88%D8%A8%D9%86%D9%8A_%D9%85%D8%B5%D8%B7%D9%81%D9%89_%D9%8A%D8%B7%D9%84%D8%B9%D8%A7%D9%86_%D8%B9%D9%84%D9%89_%D9%85%D8%B4%D8%A7%D8%B1%D9%8A%D8%B9_%D8%AA%D9%85%D9%83%D9%8A%D9%86_%D8%A7%D9%84%D9%85%D8%B1%D8%A3%D9%87_%D8%A7%D9%84%D8%A3%D8%B3%D8%B1_%D8%A7%D9%84%D9%85%D9%86%D8%AA%D8%AC%D8%A9_%D8%B6%D9%85%D9%86_%D8%A7%D9%84%D8%AE%D8%B7%D8%A9_%D8%A7%D9%84%D9%88%D8%B7%D9%86%D9%8A%D8%A9_%D9%84%D9%84%D8%B2%D8%B1%D8%A7%D8%B9%D8%A9_%D8%A7%D9%84%D9%85%D8%B3%D8%AA%D8%AF%D8%A7%D9%85%D8%A9)

of the electoral violence incidents identified by the eMonitor+ platform in digital content, including social marginalization, attacks on competence and appearance-based bullying.

The Election Law No. 4 of 2022 increased the number of seats reserved for women in local electoral districts from 15 to 18 and introduced requirements for women's placement on party lists in the general electoral district. In the 2024 elections, 27 women were elected to the 138-member House of Representatives, representing 19.6 %, compared with 11.5 % in the previous House. Eighteen were elected through reserved seats and nine through party lists. While this is the highest level of women's representation in the House to date, it remains well below parity, and no woman has yet served as Speaker.

A gender gap is also evident in voter participation. Women constituted 52.6 % of registered voters in 2024, yet their turnout was 29.18 % compared with 35.69 % among men. Further analysis is needed to identify barriers related to age, governorate, disability, socioeconomic status, transportation, care responsibilities, safety, access to information and accessibility of polling stations.

Women's participation in political parties has increased substantially, reaching 44.5 % of total party membership in 2024. However, this has not translated into equal access to party leadership: women held only around 19 % of executive leadership positions across 33 parties, and only three women served as party secretaries-general in March 2024. Published data also remain insufficient regarding rural women's representation in party leadership, candidate-selection bodies and other internal decision-making structures.

Women remain similarly underrepresented in senior executive and public decision-making positions. In 2024, women held five of 32 ministerial positions (15.6 %). In 2023, women represented 25.6 % of the diplomatic service but only 15.4 % of ambassadors, while women judges represented 29.5 % of the judiciary. These figures indicate that progress is slower at the highest levels of decision-making.

At the local level, women constituted approximately 24.94 % of members of elected local government bodies following the 2022 elections and 28.5 % of municipal council members. However, no woman was among the 571 candidates for mayoral positions, illustrating the continuing gap between women's presence in elected bodies and their access to leadership positions.

A similar gap exists in professional associations. Women represented 38.6 % of membership in 2022 but held only 17 of 162 governing council seats. In elections across eight professional associations monitored in 2025, women won only eight of 79 council seats, approximately 10.1 %, and only one woman was elected to head an association.

Suggested questions for the state party

23. What measurable targets and temporary special measures are being used to increase women's representation in political party leadership, elected and appointed decision-making positions and local government, and will the State party adopt time-bound targets towards 50 % representation where women remain underrepresented?
24. What mechanisms are in place to prevent, report, investigate and provide remedies for political, electoral and digital violence, harassment and hate speech targeting women in public life? Please provide data on complaints, investigations, prosecutions, decisions, sanctions and protection measures, including those concerning women candidates, activists and women human rights defenders.
25. Provide annual data for 2017–2026 on the number and proportion of women in the House of Representatives and Senate, Cabinet, senior government positions, the judiciary and prosecution service, including Sharia courts, the diplomatic service, independent bodies, local government, political parties, professional associations, university councils and State-owned companies, disaggregated by level of position, age, disability, governorate and urban/rural location, including women serving in leadership positions.
26. Provide the results of any gender-responsive review of the 2022 Election Law and the 2024 elections, including women's nomination and election, campaign financing and expenditure, media coverage,

accessibility of polling stations and electoral information for rural women and women with disabilities, and measures to ensure women's effective access to party and campaign resources.

10. Nationality, Legal Identity and Rights of Children of Jordanian Women

Article 9; Concluding Observations (paras. 15–16 and 39–40)

Since the previous review, Jordan has introduced a number of measures to improve the legal and service-related situation of children of Jordanian women married to non-Jordanian men. In 2018, the identification card issued to them was recognized as an official identity document and the requirement that the Jordanian mother reside in the Kingdom for five years before applying was abolished. Additional facilitation measures include access to public education, health insurance through an insured mother, certain property and residency rights, university admission under specified conditions, and exemption from work permit requirements under the amended Labour Law No. 10 of 2023.

These measures, however, do not address the underlying discrimination in nationality law. The Nationality Law transmits Jordanian nationality through the father as a general rule, while Jordanian women do not enjoy an equivalent right to transmit their nationality to their children. The Law also provides a pathway for a foreign woman married to a Jordanian man to acquire nationality without providing an equivalent pathway for the foreign husband of a Jordanian woman. Jordan's reservation to Article 9(2) of CEDAW remains in place, and the Committee's 2017 recommendation to ensure equality between women and men in acquiring, retaining and transmitting nationality has not yet been implemented.

Government authorities do not regularly publish an updated and comprehensive figure for the total number of children of Jordanian women married to non-Jordanian men, disaggregated by sex, age, father's nationality, governorate, disability, legal status or residency status. The most recent publicly available overall estimate dates to 2014, when the number was reported at 355,923 children of approximately 88,983 Jordanian mothers. By 19 August 2025, the Civil Status and Passports Department reported that 135,496 identification cards had been issued, but available data do not indicate how many cards remain valid, have been renewed or expired, or the number of pending or rejected applications.

Access to the identification card may also involve significant documentation and residency requirements. Depending on the applicant's circumstances and nationality, requirements may include proof of lawful residency, identity and nationality documentation, attestations of civil documents, additional security documentation for certain nationalities, and review by an internal committee. The official service guide does not specify a binding timeframe for the committee's decision, although rejected applicants may submit an objection to the Ministry of Interior.

These requirements may disproportionately affect children of Jordanian women whose fathers are nationals of conflict-affected countries, families in which the father is deceased, absent or has abandoned the family, refugees, and persons without regular residency status. The Committee on the Rights of the Child similarly called on Jordan in 2023 to ensure access to birth registration and identity documentation, strengthen pathways to nationality and prevent statelessness.

Government authorities also do not publish regular disaggregated data on access to the various facilitation measures. In higher education, 397 children of Jordanian women applied for admission for the 2025/2026 academic year, of whom 202 were nominated for admission. Exemption from work permit requirements likewise does not automatically ensure access to regulated professions, where nationality and other professional licensing requirements may continue to restrict access.

Suggested questions for the state party

27. What steps have been taken to address Jordan's reservation to Article 9(2) of the Convention?
28. Please provide an updated figure for all sons and daughters of Jordanian women married to non-Jordanian men, disaggregated by sex, age, father's nationality, legal and residency status,

governorate and disability, and specify the methodology used to calculate the figure and its reference date.

29. Provide annual data for 2017–2026 on applications for identification cards, including applications submitted, approved, rejected and pending; cards that are valid, renewed or expired; the mean and median processing times; reasons for rejection or suspension; and the number and outcomes of objections, disaggregated by sex, age, father's nationality, governorate, disability and legal status.
30. Provide information on the number of cases of statelessness or risk of statelessness among children of Jordanian women, documented barriers to birth registration and access to identity documents, and measures taken to implement paragraph 22 of the Committee on the Rights of the Child's 2023 concluding observations.
31. What measures will be taken to simplify documentation and residency requirements for children of Jordanian women, including by allowing alternative forms of proof where documents from a non-Jordanian spouse or father cannot reasonably be obtained?

11. Marriage and Family Relations, Child Marriage, Custody and Maintenance

Article 16; Concluding Observations (paras. 15–16, 41–42 and 55–56)

The Personal Status Law No. 15 of 2019 establishes 18 as the general minimum age of marriage but permits, exceptionally, marriage from the age of 16 where specified conditions relating to necessity or interest are met. In 2024, 5,201 authorizations for marriage below the age of 18 were granted, while only 13 applications were rejected, representing an approval rate of approximately 99.75 %. This raises concerns regarding the application of the exception and the assessment of necessity, interest and the girl's free and informed consent.

There is also no sufficiently clear follow-up mechanism to determine whether the conditions underlying such authorization continue to be met after marriage, including whether girls remain in education. Married girls may face restrictions or informal discouragement from continuing their studies, increasing the risk that child marriage contributes to educational exclusion and reduced future economic autonomy.

Concerns regarding free and full consent also extend to adult women. The Personal Status Law regulates marriage guardianship differently depending on a woman's marital status: where a woman has not previously been married, the Law provides for the role of a marriage guardian and allows judicial authorization where the guardian unjustifiably withholds consent, while a legally competent woman over 18 who has previously been married does not require a guardian's consent. These provisions should be reviewed to ensure that women's own free and full consent is the basis of marriage and that guardianship or related procedures do not restrict the exercise of this right. Available data further indicate that the woman or girl concerned makes the decision regarding her marriage herself in only 25 % of cases.

Maintenance enforcement remains an important issue for the economic rights of women and children. Applications to the Maintenance Advance Fund increased from 1,204 in 2020 to 4,177 in 2024, while rejected applications increased from 61 to 1,514 over the same period. In 2024, the Fund served more than 2,600 beneficiaries, providing approximately JOD 2.34 million. Budget allocations increased from approximately JOD 1.768 million in 2024 to an estimated JOD 1.950 million for 2026. These trends highlight the need to ensure the Fund's accessibility, financial sustainability and capacity to prevent women and children from bearing the consequences of delays in enforcing maintenance judgments.

Broader legislative review is also needed with respect to discriminatory provisions and practices relating to marriage guardianship, obedience, women's freedom to work and move, divorce, child custody and legal guardianship, travel with children, division of property and inheritance. Concerns also arise regarding mandatory bequests, takhāruj and pressure on women to relinquish inheritance rights.

Available data indicate that 80 % of heads of household reported that women in their families had never been deprived of their lawful inheritance. However, where deprivation occurred, women were sometimes offered

financial compensation without evidence that it was equivalent to their lawful inheritance share. Reported justifications included perceptions that women did not need inheritance, that inheritance belonged to men

Suggested questions for the state party

32. Will the State party repeal the exception to the minimum age of marriage and establish 18 as the absolute minimum age? Pending such reform, please provide annual data on applications, approvals and rejections for marriage below 18, disaggregated by age, and explain the criteria used to assess necessity, interest and the girl's free and informed consent.
33. What mechanism is in place to follow up on marriages authorized below the age of 18 in order to verify continued access to education, safety and compliance with the conditions on which authorization was granted? What measures are in place to prevent schools from excluding married girls or discouraging them from continuing their education?
34. What reforms are under consideration to strengthen free and full consent and repeal or amend discriminatory provisions relating to marriage guardianship, obedience, a husband's ability to object to his wife's employment or movement, divorce, child custody, legal guardianship and travel with children, and to ensure that the best interests of the child guide custody and related family decisions?
35. The Committee is requested to recommend that the State party review inheritance-related provisions, including those concerning mandatory bequests. Please provide information on the number of complaints or cases involving deprivation of women's inheritance rights, coercion to relinquish inheritance shares, or forgery; the outcomes of such cases; remedies and penalties imposed; and safeguards in place to verify women's free and informed consent.

12. Refugee Women, Migrant Workers and Migrant Domestic Workers

Articles 2, 11, 12 and 15; Concluding Observations (paras. 11–12, 23–24 and 45–46)

Jordan has introduced a number of regulatory and institutional measures concerning domestic work since 2017. Regulation No. 63 of 2020 governs recruitment agencies for non-Jordanian domestic workers, including licensing requirements, responsibilities of employers and recruitment agencies, and sanctions for violations. The Ministry of Labour also maintains a specialized directorate for domestic workers and has conducted inspections, addressed complaints and recovered financial entitlements. In the first quarter of 2025, for example, the Ministry reported more than 66 inspection visits[15], resolution of 297 complaints, and recovery of approximately JOD 48,000 in financial entitlements.[16]

In 2026, additional measures allowed certain domestic workers to transfer to another employer without the previous employer's consent and, in specified circumstances, to move to other sectors. The Ministry was also

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26 Labor law https://www.mol.gov.jo/ar/NewsDetails/%D9%88%D8%B2%D9%8A%D8%B1_%D8%A7%D9%84%D8%B9%D9%85%D9%84_%D9%8A%D8%B1%D8%B9%D9%89_%D9%88%D8%B1%D8%B4%D8%A9_%D8%AD%D9%88%D9%84_%D8%A7%D9%84%D8%AA%D8%B4%D8%B1%D9%8A%D8%B9%D8%A7%D8%AA_%D8%A7%D9%84%D9%86%D8%A7%D9%86%D8%B8%D9%85%D8%A9_%D9%84%D9%85%D9%83%D8%A7%D8%AA%D8%A8_%D8%A7%D9%84%D8%A7%D8%B3%D8%AA%D9%82%D8%AF%D8%A7%D9%85_%D9%88%D8%A7%D9%84%D8%B9%D8%A7%D9%85%D9%84%D9%8A%D9%86_%D9%81%D9%8A_%D8%A7%D9%84%D9%85%D9%86%D8%A7%D8%B2%D9%84

24. Ministry of Labour, Regulation No. 63 of 2020 Regulating Recruitment Offices for Non-Jordanian Domestic Workers.

https://mol.gov.jo/ebv4.0/root_storage/ar/eb_list_page/%D9%86%D8%B8%D8%A7%D9%85_%D8%A7%D9%84%D8%B9%D8%A7%D9%85%D9%84%D9%8A%D9%86_%D9%81%D9%8A_%D8%A7%D9%84%D

reviewing the regulatory framework governing domestic workers and recruitment agencies. Jordan, however, had not ratified ILO Convention No. 189 on Decent Work for Domestic Workers as of 2026.[17]

Migrant women workers continue to face concerns relating to administrative detention arising from work permit or residency issues, including detention pending deportation and malicious or retaliatory reports alleging "absconding" or "leaving work". Particular concern arises where administrative detention follows completion of a judicial sentence or other period of detention. Access to effective legal remedies may also be limited by the cost of challenging administrative decisions and the limited availability of legal aid, which is provided largely by civil society organizations.

Comprehensive public data on the administrative detention of migrant workers are also lacking. Available information refers to 409 interviews with detained migrant workers between 2012 and June 2023, while the actual number subjected to administrative detention may be considerably higher.

Civil society continues to raise concerns regarding workers' dependency on employers or sponsors, passport confiscation, barriers to changing employers, limited access to justice and shelter, and the difficulty of inspecting conditions inside private homes.

Suggested questions for the state party

36. What protection services are available to women asylum-seekers, undocumented women and other non-Jordanian women experiencing violence, and what safeguards are in place to ensure that seeking protection does not itself expose them to detention or deportation?
37. How many migrant women workers have been subjected to administrative detention during the past five years, on what legal grounds, and what have been the average and maximum periods of detention? What safeguards are in place to ensure periodic review, interpretation and translation services, access to communication, and effective legal assistance?
38. What procedures are in place to verify employers' reports alleging "absence" or "absconding" before legal or administrative consequences are imposed, and how can a worker challenge a false or retaliatory report or regularize her status where the employer has failed to renew the relevant permits?

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[17] **Ministry of Labour, Official Website, "Details of Procedures for Regularizing the Status of Non-Jordanian Workers in Irregular Situations," 2026.**

https://mol.gov.jo/Ar/NewsDetails/%D8%A7%D9%84%D8%A8%D9%83%D8%A7%D8%B1_%D9%8A%D8%B9%D9%84%D9%86_%D8%AA%D9%81%D8%A7%D8%B5%D9%8A%D9%84_%D8%A5%D8%AC%D8%B1%D8%A7%D8%A1%D8%A7%D8%AA_%D9%82%D9%88%D9%86%D9%86%D8%A9_%D9%88%D8%AA%D9%88%D9%81%D9%8A%D9%82_%D8%A3%D9%88%D8%B6%D8%A7%D8%B9_%D8%A7%D9%84%D8%B9%D9%85%D8%A7%D9%84%D8%A9_%D8%BA%D9%8A%D8%B1_%D8%A7%D9%84%D8%A3%D8%B1%D8%AF%D9%86%D9%8A%D9%91%D8%A9_%D8%A7%D9%84%D9%85%D8%AE%D8%A7%D9%84%D9%81%D8%A9)