

Submission by the United Nations High Commissioner for Refugees
For the Office of the High Commissioner for Human Rights' Compilation Report
Universal Periodic Review: 3rd Cycle, 31st Session

JORDAN

I. BACKGROUND INFORMATION

Jordan is neither a State party to the *1951 Convention relating to the Status of Refugees* or its *1967 Protocol* (hereinafter jointly referred to as the *1951 Convention*), nor has it signed the *1954 Convention relating to the Status of Stateless Person* (the *1954 Convention*) or the *1961 Convention on the Reduction of Statelessness* (the *1961 Convention*).

In 1998, the Government concluded a Memorandum of Understanding (MOU) with UNHCR whereby it recognized the refugee definition as established in the *1951 Convention* and agreed to respect the principle of *non-refoulement*. The MOU also included commitments by UNHCR to carry out registration, conduct refugee status determination, provide basic needs support to refugees, and to seek durable solutions for recognized refugees. The refugee response in Jordan is in addition marked by contributions from national and international NGOs and an engaged community of donor partners who have supported innovative approaches addressing humanitarian needs and Jordan's overall resilience.

At present, Jordan hosts 1.4 million Syrians, of which 658,517 are UNHCR-registered refugees. UNHCR's registered Syrians include 170,031 women, 161,958 girls, 155,598 men, and 170,930 boys. Syrian refugees began to arrive in Jordan in 2011, with the start of civil unrest; by the beginning of 2014, the Syrian refugee population had reached 600,000 persons, as hundreds of thousands entered Jordan in 2012 and 2013. In 2014, Jordan began to apply a more restrictive management of the border, controlling the number and profile of new entries. From 2015 through 2017, the border has been effectively closed to new arrivals, with the significant exception of a group of around 22,000 persons admitted to Azraq Camp in mid-2016.

Most Syrian refugees live in urban areas amongst the Jordan host population, mainly in the northern governorates bordering Syria and in Amman. Syrian refugees in urban areas enjoy a high degree of autonomy and many are self-reliant, employed informally or, increasingly, with a formal work permit. The most vulnerable families are supported through UNHCR and other targeted cash assistance programs. Jordan has opened national services to Syrian refugees on a large scale, including most notably the education system as well as subsidized medical care. To facilitate access to services and freedom of movement, Jordan now issues Ministry of Interior Service Cards to each Syrian refugee, a strong protection tool.

While over 80 per cent of Syrians are in urban areas, 140,002 reside in camps in more remote locations north of Amman: Za'atari Camp, Azraq Camp, Emirati-Jordanian Camp, and King Abdullah Park Camp. Camp-based refugees face restrictions on movement, particularly in Azraq Camp.

The earliest arrivals to Jordan were mainly from Deraa governorate in southern Syria, and while Deraa continues to be the most common place of origin, the current Syrian refugee population comes from all parts of Syria affected by the conflict. While geographically diverse, the population is over 99% Sunni Muslim and of Arab ethnicity, a background shared with most Jordanians in addition to the language, religion, and for some, the tribal affiliation. This common heritage may contribute to the remarkably positive relationship between refugees and the Jordanian host community.

In addition to Syrian refugees, Jordan hosts 82,532 refugees and asylum-seekers from more than 45 countries, with the largest components coming from Iraq (66,262), Yemen (9,838), Sudan (4,058), and Somalia (810). Iraqi refugees have sought and enjoyed refuge in high numbers in Jordan for many years, and particularly after the fall of the Saddam Hussein regime in 2003. While tens of thousands of Iraqis have been able to return to Iraq in recent years, a new wave of arrivals began to arrive from northern Iraq in 2014, fleeing renewed violence there. The most recent refugee group to arrive in Jordan is refugees fleeing the present conflict in Yemen.

Jordan has also long been host to large numbers of Palestinians, including more than 2 million UNRWA-registered Palestinian refugees (many having attained full Jordanian nationality), as well as some 17,000 Palestinians who fled the conflict in Syria.

With successive waves of refugees arriving from neighbouring countries over the past 70 years, and considering Jordan's relatively small population and limited resources, Jordan's willingness and ability to welcome, protect and assist such massive numbers of those in need sets a remarkable example of humanitarian commitment and capability.

II. ACHIEVEMENTS AND POSITIVE DEVELOPMENTS

Positive developments linked to 2nd cycle UPR recommendations

Linked to 2nd cycle UPR recommendation no. 118.119: “Continue national efforts in granting humanitarian aid to the Syrian refugees with the support of the international community (Saudi Arabia).”

UNHCR commends Jordan on its successful efforts to ensure continued protection and humanitarian assistance to Syrian and other refugees on its territory, and congratulates Jordan for the support that the country has earned from the international community through its demonstration of steadfast and able adherence to humanitarian principles. Jordan has not only met the substance of this and similar recommendations made during the 2nd cycle, but in doing so has played a critical role in establishing a new and powerful paradigm for international cooperation in response to humanitarian crisis. In 2016, Jordan and the international community agreed on the Jordan Compact, which seeks to turn a humanitarian crisis into a development opportunity for Jordan, ensuring the humanitarian needs of refugees and the resilience needs of Jordan are equally met. In particular, expansion of refugee rights to education, work, and legal status and documentation have been areas of significant progress. Jordan's continuing implementation of its commitments will strengthen enjoyment of human rights for Jordanians and for refugees, and provides an example for future large-scale crises.

Linked to 2nd cycle UPR recommendation no. 118.48: “Continue working to eradicate the practices that allow rapists to avoid prosecution if they marry their victims (Guatemala).”

UNHCR commends Jordan on the 2017 abolishment of Article 308 of the *Penal Code*, which allowed rape offenders to avoid punishment for their crime, on the condition that the

perpetrator marry the rape survivor and remain married for five years. On a related note concerning gender-related legislation, UNHCR also commends Jordan for amendment of Article 98, removing a provision that allowed for dramatically reduced punishment for murder, if the murder was committed against women in an honour-related context.

III. KEY PROTECTION ISSUES, CHALLENGES AND RECOMMENDATIONS

Challenges linked to outstanding 2nd cycle UPR recommendations

Issue 1: Adopt National Asylum Legislation

Linked to 2nd cycle UPR recommendation no. 119.13: “Adopt laws that guarantee the rights of refugees and asylum seekers, establish the prohibition of expulsion, return and extradition of a person to another State in case that there are well-founded reasons to believe that this person would be in danger of being subjected to torture or ill-treatment. (Uruguay).”

The efforts of the Government of Jordan to ensure respect for the human rights of refugees can be improved through the adoption of comprehensive refugee law. Adopting a national refugee law incorporating provisions of the *1951 Convention* (as expressed, for example, in the 1998 MOU) and relevant treaty obligations (under the *UN Convention against Torture*, for example) will provide clarity and consistency for both refugees and authorities, and demonstrate still further Jordan’s principled commitment to achieving international standards. A refugee law can also establish a basis for procedural due process and judicial review of critical determinations, such as deportations, which have in recent years been carried out without access to appeal or review. A national law would also help to establish equal treatment for refugees of all nationalities; the current approach results in different treatment or requirements for different nationalities, due to a reliance on standard immigration/residence criteria. National legislation incorporating international standards can contribute to a more stable policy, in conformity with Jordan’s commitments. Preparation of such a law also provides an opportunity to identify points at which existing but separate systems can be incorporated into a more efficient procedure. Introduction of a national law would benefit from capacity-building processes and progressive transition of functions from UNHCR to national institutions.

Recommendations:

UNHCR recommends that the Government of Jordan:

- (a) Adopt a national legislation governing refugee and asylum matters in the country, codifying existing positive practices and human rights treaty obligations;
- (b) Consider accession to the *1951 Refugee Convention*; and
- (c) As an interim measure, introduce procedural safeguards in line with international standards for refugees and asylum-seekers facing deportation.

Issue 2: Reduce Gender Discrimination in Nationality Law

Linked to 2nd cycle UPR recommendation no. 118.33: “Grant equal citizenship rights to men and women (France).”

Jordan has ratified the *UN Convention on the Elimination of Discrimination against Women* (CEDAW), which provides that States Parties shall grant women equal rights with men to acquire, change, or retain their nationality and that they shall ensure that neither marriage to

an alien, nor change of nationality by the husband during marriage shall automatically change the nationality of the wife, render her stateless, or force upon her the nationality of the husband. However, Jordan made a reservation to Article 9(2), and Jordanian law prohibits women to pass Jordanian nationality to their children. As a result, children born to a non-Jordanian father and a Jordanian mother do not acquire Jordanian nationality. Despite being born in Jordan, to a Jordan mother, the child must apply for and periodically renew a residency permit like other foreigners. While progress has been made on access to services for such children in recent years, including simplification of residency procedures eligibility to apply for driving licenses and to own property, and improved benefits in education, health, and labour sectors, full resolution can be achieved through amendment of the discriminatory provision and the withdrawal of the reservation to Article 9 (2) of the CEDAW.

This issue has a direct impact in the refugee context in Jordan. Children born to Iraqi or Syrian refugee fathers and Jordanian mothers reside in Jordan and remain in the care of their Jordanian mothers. In cases where the non-Jordanian father is missing, deceased, or refuses to assist or acknowledge the child, risks of statelessness may arise. Jordan is not a State party to the *1954 Convention relating to the Status of Stateless Persons* or the *1961 Convention on the Reduction of Statelessness*. Accession to the *Statelessness Conventions* would assist Jordan to establish a framework to prevent and reduce statelessness, and guide Jordan in mitigating the detrimental effects of statelessness on individuals and society by ensuring minimum standards of treatment for stateless persons.

Recommendations:

UNHCR recommends that the Government of Jordan:

- (a) Amend the *Citizenship Law* to grant Jordanian women the right to confer citizenship on their children on an equal basis as men;
- (b) Remove the reservation to Article 9(b) of CEDAW, in order to ensure equal rights for women with respect to the passing of nationality to their children; and
- (c) Accede to the *1954 Convention relating to the Status of Stateless Persons* and the *1961 Convention on the Reduction of Statelessness*.

Additional protection challenges

Issue 3: Strengthen Integration of the Principle of Best Interests of the Child

As signatory to the *Convention on the Rights of the Child* (CRC) since 1991, Jordan is obligated to integrate determination and consideration of the best interests of the child in all actions concerning children. In UNHCR's experience with decisions concerning refugee children, the best interests of the child are insufficiently prioritized, leading to poor outcomes for the child. There is a need to strengthen understanding of the concept of the best interests of the child at all levels of government, to ensure that the principle is fully expressed throughout legislation, and also to improve authorities' capacity to apply the concept appropriately in actions and decisions as required by the CRC.

The following are examples that highlight issues requiring greater consideration of the best interests of the child:

- A refugee child apprehended for working illegally is often transferred to a 'Reception Center' in Azraq Camp for a period that may last many months, despite the harm that long-term separation from family may cause, and despite available alternatives;
- Under law, marriage of a refugee child under 18 years old may take place only when a judge deems the marriage to be in the child's best interests. Over thirty percent of Syrian refugee girls now marry before 18, with approval by a judge easily obtained in nearly all cases. More rigorous, documented assessment of the child's best interests is needed.

- The right to birth registration is fundamental to the CRC. Jordanian law requires documentation from both parents prior to birth registration, including evidence of their marriage; a review of the legislation is needed to assess whether best interests are served or undermined by the current requirements;
- Girls at risk of honor crimes may be placed involuntarily in administrative custody as an ostensibly protective measure, a forced institutionalization that is unlikely to be in the best interests of a child.

Recommendations:

UNHCR recommends that the Government of Jordan:

- (a) Review legislation, including the *Personal Status Law*, that concerns children and ensure the best interests of the child are given appropriate consideration;
- (b) Provide training and clear guidance to government staff with responsibility for decisions concerning children, and monitor integration of the best interests principle;
- (c) Expedite introduction of a *Child Rights Law* that clarifies the role of the best interests of the role in decision-making and actions.

UNHCR
March 2018

ANNEX

Excerpts of relevant Recommendations from the 3rd cycle Universal Periodic Review, Concluding Observations from UN Treaty Bodies and Recommendations of Special Procedures mandate holders

JORDAN

We would like to bring your attention to the following excerpts from the 2nd cycle UPR recommendations, UN Treaty Monitoring Bodies' Concluding Observations, and recommendations from UN Special Procedures mandate holders' reports relating to issues of interest and persons of concern to UNHCR with regards to Jordan.

I. Universal Periodic Review (Second Cycle – 2013)

Recommendation ¹	Recommending State/s	Position
Refugees and asylum-seekers		
118.117. Continue efforts in requesting support to intensify the abilities of Jordan to respond to the needs of Syrian refugees who are present on Jordanian territory.	Qatar	Supported
118.118. Further properly accommodate refugees in the country with the further support of international bodies and donors.	China	Supported
118.119. Continue national efforts in granting humanitarian aid to the Syrian refugees with the support of the international community.	Saudi Arabia	Supported
119.13. Adopt laws that guarantee the rights of refugees and asylum seekers, that establish the prohibition of expulsion, return and extradition of a person to another State in case that there are well-founded reasons to believe that this person would be in danger of being subjected to torture or ill-treatment.	Uruguay	Noted
118.9. Strengthen legislation protecting women and girls from forced or underage marriage and strengthen its penal code regarding rape, in particular by removing article 308 and amending the Penal Code to remove the exemption of those accused of honour crimes from prosecution, and strengthen the enforcement of this legislation, particularly in refugee camps.	Canada	Supported
120.1. Consider acceding to the 1951 Convention relating to the Status of Refugees and its Protocol.	Rwanda	Noted
120.2. Accede to the Convention relating to the Status of Refugees and Convention on the Reduction of Statelessness.	Uruguay	Noted
Access to nationality and statelessness		
118.33. Grant equal citizenship rights to men and women.	France	Supported
120.2. Accede to the Convention relating to the Status of Refugees and Convention on the Reduction of Statelessness.	Uruguay	Noted
120.12. Consider the possibility to withdraw the reservation to article 9 of the Convention on the Elimination of All Forms of Discrimination against Women with the aim of providing Jordanian women with the right to pass on the nationality to their children.	Ecuador	Noted
120.24. Amend the law so that it allows women married to foreigners to pass on their Jordanian nationality to their children and thus allow these children access to basic education and health services.	Netherlands	Noted

¹ All recommendations made to Jordan during its 2nd cycle UPR can be found in: "Report of the Working Group on the Universal Periodic Review of Jordan" (6 January 2014), A/HRC/25/9, available at: <http://www.ohchr.org/EN/HRBodies/UPR/Pages/JOIndex.aspx>.

120.25. Consider the introduction of possible amendments to its national legislation on citizenship and nationality, so that, with respect to such issues, men and women are treated on an equal basis before the law.	Cyprus	Noted
120.26. Amend the Citizenship and Nationality Law to enable Jordanian women to pass on their nationality to their children and spouses on an equal basis with Jordanian men.	Norway	Noted
Detention		
118.21. Step up its efforts through providing mandatory human rights education and training for law enforcement personnel, the judiciary, prison guards and other relevant public officials.	Slovenia	Supported
118.37. Continue and strengthen efforts to prevent torture and ill-treatment in detention facilities and ensure that all allegations of torture are promptly, thoroughly and independently investigated.	Australia	Supported
118.42. Ensure that all administrative detainees have the possibility of filing a lawsuit challenging the legality of their detention.	Switzerland	Supported
118.59. Put in practice a broad system of alternative measures to deprivation of liberty of minors so that it is used only as a last resort, for the shortest time possible and in the appropriate conditions.	Uruguay	Supported
118.60. Limit the use and duration of administrative detention.	France	Supported
118.61. Take measures aiming at further ensuring for the administrative detainees, duly supported by legal assistance, their right of taking proceedings before a court to challenge the lawfulness of their detention.	Italy	Supported
118.63. Guarantee in law the right to representation for defendants and carry out the necessary actions to implement it in practice.	Mexico	Supported
120.15. Strengthen protection provided for persons deprived of their liberty, preferably by ratification of the Optional Protocol to the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment.	Denmark	Noted
Trafficking		
118.54. Pay attention to the trafficking in women and children for sexual and other exploitative, purposes, preventing and combating such trafficking, also by means of including in the Human Trafficking Act a definition of trafficking, and ensure that trafficked women and girls have access to quality medical care, counselling and shelter.	Kyrgyzstan	Supported
Children		
118.39 Continue to take measures to protect children against economic exploitation and violence.	Nigeria	Supported
118.40. Continue efforts to eradicate child labour within the framework of protection and promotion of the rights of the child.	Ecuador	Supported
118.55. Work towards the elimination of early, forced and child marriages, in particular taking steps to further limit the circumstances in which those under 18 years of age can marry.	Sierra Leone	Supported
118.108. Continue efforts to improve the health-care system, especially for girls and boys.	Cuba	Supported
118.109. Continue its efforts to improve access to quality education for all.	Singapore	Supported
118.25. Ensure proper implementation of and execution of legal provisions relevant to the protection of women's rights, and child rights specifically and the family in general.	Algeria	Supported
Gender discrimination and SGBV		
118.31. Take further steps to address discrimination against women, with a particular focus on reducing violence against women.	Australia	Supported

118.57. Continue training and capacity building for judges and specialists to deal with vulnerable persons.	Bahrain	Supported
119.3. Consider the inclusion of “gender” among the criteria of discrimination.	Romania	Noted
Migrant workers		
118.95. Strengthen labour protections for all workers in Jordan, with special emphasis on migrants, children, and domestic workers.	United States of America	Supported
118.96. Ensure through the Labour Code, as well as in practice, the protection of the rights of all workers in Jordan, regardless of their origin.	France	Supported
118.120. Pursue a policy of protecting and promoting the rights of migrant workers.	Djibouti	Supported
118.121. Continue to adopt strategies and enforce policies and procedures needed to ensure the protection and the respect of migrant workers; halt all means of discrimination in the workplace; ensure equality in salaries and benefits and ensure the efficiency of the justice mechanisms.	Egypt	Supported
118.122. Continue its efforts with a view to ensuring the protection and promotion of the rights of foreigners working in Jordan.	Indonesia	Supported
120.19. Consider ratifying the Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.	Rwanda, Chad, Philippines,	Noted

II. Treaty Bodies

Committee against Torture

Concluding Observations, (29 January 2016), [CAT/C/JOR/CO/3](#)

7. The Committee commends the State party for admitting more than 1.2 million refugees and asylum seekers, many of whom are Syrians fleeing the armed conflict in their country.

Refugees and non-refoulement

13. While appreciating the State party’s efforts to host an exceptional number of refugees fleeing armed conflict in neighbouring countries, the Committee expresses its concern about the living conditions in refugee camps that may amount to ill-treatment. It also notes the delegation’s statement that the principle of non-refoulement is being practically applied, however, it remains concerned at reports of inconsistent border policies. In that regard, the Committee notes with concern the State party’s policy not to admit Palestinian refugees fleeing the conflict in Syria. It also notes several cases of refoulement of such persons to Syria, without the necessary individualized procedures. The Committee is also concerned at reports indicating the State party’s involvement in “extraordinary renditions” in the context of the war against terrorism (arts. 3, 12 and 13).

14. The State party should:

- (a) **Take effective measures to enhance living conditions in refugee camps;**
- (b) **Strengthen its domestic legislative framework by adopting a comprehensive law on asylum that is consistent with international standards and in accordance with article 3 of the Convention;**
- (c) **Abolish its policy not to admit Palestinian refugees fleeing the conflict in Syria and refrain from deporting them to Syria, if they cross the borders;**
- (d) **Ensure procedural safeguards against refoulement and effective remedies with respect to refoulement claims in removal proceedings, including review of rejections by an independent judicial body;**
- (e) **Ensure that no one under its control at any time becomes the object of an “extraordinary rendition”; conduct effective, impartial investigations into any**

and all cases of “extraordinary rendition” in which the State party may have played a role; and bring to light the facts surrounding such cases. The State party should also prosecute and punish those responsible for such renditions and compensate the victims;

- (f) **Consider ratifying the 1951 Convention relating to the Status of Refugees, the 1967 Protocol relating to the Status of Refugees, the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness.**

Withdrawal of nationality or national identification number

15. Notwithstanding the explanations provided by the delegation, the Committee remains concerned about reports indicating arbitrary revocation of citizenship or withdrawal of national identification numbers from Jordanians of Palestinian origin, thus subjecting them to the risk of unlawful expulsion and compromising their rights to, inter alia, education and health care (arts. 3 and 16).

16. The Committee reiterates its previous recommendation (CAT/C/JOR/CO/2, para. 24) to put an end to the arbitrary withdrawal of national identification numbers from Jordanians of Palestinian origin. The State party must also ensure that decisions concerning revocation of nationality are taken by a competent authority and meet relevant international criteria, including the right of persons concerned to be heard and to challenge such decisions.

Administrative detention

21. The Committee is highly concerned at the continuous recourse to administrative detention by the State party under the Crimes Prevention Act (1954), which allows for detention without charge and raises issues about the separation of powers between the executive and judicial branches. It is particularly concerned at the increasing number of persons held in administrative detention and for long periods, during which detainees are deprived of procedural guarantees. It is also concerned that administrative detention is used in particular against women and girls who are victims of violence, under the pretext of protecting them, as well as against migrant workers fleeing abusive employers (arts. 1, 2, 11 and 16).

22. The Committee reiterates its previous recommendation (CAT/C/JOR/CO/2, para. 13) to abolish the practice of administrative detention, including and in particular the holding of women and girls who are victims of violence in “protective custody” as well as migrant workers who are fleeing abusive employers. It should also ensure that guarantees exist regarding all fundamental procedural safeguards for all detainees. The State party should take immediate measures to amend the Crimes Prevention Act with a view to bringing it into compliance with international human rights standards and with the State party’s obligations under the Convention; alternatively, the State party should abolish the Crimes Prevention Act.

Committee on the Elimination of Discrimination against Women

Concluding Observations, (9 March 2017), [CEDAW/C/JOR/CO/6](#)

Factors and difficulties preventing the effective implementation of the Convention

7. The Committee acknowledges the impact of the combined economic, demographic and security challenges facing Jordan as a consequence of the continuing conflicts in the region, in particular the crisis in the Syrian Arab Republic, which has resulted in:

- (a) A mass influx of refugees from the Syrian Arab Republic, estimated at 1.4 million persons;

- (b) A social and economic cost to Jordanian society, reflected in a sharp increase in poverty and unemployment and overstretched national health and education systems, basic services and infrastructure;
- (c) A deteriorating security situation.

8. The Committee notes with concern that the support from the international community has been insufficient to alleviate the burden on the State party and the host community and calls upon donors to meet the humanitarian needs identified by the United Nations.

Refugee, asylum-seeking and stateless women

11. The Committee commends the State party for the open border and reception policy that it has had for years regarding Palestinian refugees and those from Iraq and the Syrian Arab Republic, and its remarkable and sustained efforts to ensure protection of and assistance to refugees and asylum seekers. It also welcomes the measures put in place to cope with the massive arrival of Syrian refugees, half of whom are women. The Committee is concerned, however, about the precarious and insecure living conditions of female refugees, in particular those who live outside refugee camps and/or are undocumented. It also notes that Palestinian refugee women fleeing the conflict in the Syrian Arab Republic are often deprived of basic services and essential goods, including education, economic opportunities and health care, and are at a heightened risk of gender-based violence, including sexual violence, labour and sexual exploitation, as well as arrest, detention, forced relocation to refugee camps and refoulement. The Committee is furthermore concerned about:

- (a) The policy of non-admission of Palestinian refugees fleeing the conflict in the Syrian Arab Republic, which was adopted in January 2013, as well as the reported forcible return to the Syrian Arab Republic of a number of Palestinian refugees, including women and girls;
- (b) Cases of Palestinian mothers fleeing the Syrian Arab Republic being prevented from entering the State party, while their Syrian husbands and children were allowed to do so;
- (c) The pervasive underreporting of gender-based violence against refugee women, including sexual violence and exploitation of prostitution, and the limited availability of specialized services;
- (d) Early and/or child and forced marriages of refugee women and girls to Syrian and Jordanian men, often in polygamous marriages, for socioeconomic reasons or protection purposes;
- (e) Reports of arbitrary withdrawal of Jordanian nationality from citizens of Palestinian origin, including women.

12. The Committee recommends, in line with its general recommendation No. 32 (2014) on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women, that the State party take prompt measures to improve the security of women and girl refugees and asylum seekers, increase their access to education, training, livelihood opportunities, health care, basic services and essential goods, and ensure that they are not subjected to sexual or labour exploitation. It also recommends that the State party:

- (a) **Ensure that the principle of non-refoulement is upheld for all women and girls in need of international protection, by abolishing the policy of non-admission of Palestinian refugees fleeing the conflict in the Syrian Arab Republic, introducing procedural safeguards against refoulement and providing effective remedies in expulsion proceedings, establishing gender-sensitive asylum procedures and defining gender-based violence as a justification for asylum, in line with articles 1 and 2 of the Convention;**
- (b) **Ensure that refugees and asylum seekers, in particular women, are informed**

- about the national referral mechanisms for victims of sexual and gender-based violence and how to gain access to the formal justice system;
- (c) **Seek technical support for the establishment of a system to collect disaggregated data on incidents of gender-based violence against women, in particular sexual violence, and incidents of forced prostitution and child and/or forced marriage of refugee women and girls, and provide victims with medical and psychosocial assistance and access to justice, in line with article 2 of the Convention and the Committee's general recommendation No. 33 (2015) on women's access to justice;**
 - (d) **Put an end to the withdrawal of Jordanian nationality from refugees of Palestinian origin residing in the State party;**
 - (e) **Continue to strengthen cooperation with the United Nations system to increase the support from the international community to share the economic burden and provide for the needs of the refugee population, including resettlement and humanitarian admission opportunities, and continue to cooperate with the Office of the United Nations High Commissioner for Refugees and the United Nations Relief and Works Agency for Palestine Refugees in the Near East.**

Withdrawal of reservations

15. Notwithstanding the explanations given by the delegation, the Committee remains concerned about the State party's reluctance to withdraw its reservations to articles 9 (2) and 16 (1) (c), (d) and (g).

16. The Committee recommends that the State party:

- (a) **Withdraw its reservations to articles 9 (2) and 16 (1) (c), (d) and (g) of the Convention;**
- (b) **Intensify its efforts, in discussing with leaders of religious communities and religious scholars, taking into consideration best practices in the region and in countries members of the Organization of Islamic Cooperation, to overcome resistance to the withdrawal of such reservations.**

Trafficking and exploitation of prostitution

35. The Committee notes the efforts made by the State party to combat trafficking in persons. It is concerned, however, about the extent of trafficking in women and girls to, from and within the State party for purposes of labour and sexual exploitation, including frequent cases of Syrian girls being lured into prostitution through false promises of marriage and a better life in the State party, as well as about documented allegations that adolescent refugee girls are sold as brides in the State party. The Committee is furthermore concerned regarding:

- (a) The inadequate definition of "trafficking in persons" in the Act to Prevent Trafficking in Persons (2009);
- (b) The low rates of prosecution and conviction in cases of trafficking in women and girls;
- (c) The weak coordination between government security, justice and social services entities, as well as their insufficient cooperation with civil society;
- (d) The lack of adequate mechanisms to identify and refer victims of trafficking, including women in prostitution, who have reportedly been arrested, detained and deported for acts committed as a consequence of having been trafficked;
- (e) The lack of systematically organized rehabilitation and reintegration measures, including access to counselling, medical treatment, psychological support and redress, including compensation, for victims of trafficking, in particular for refugee, asylum-seeking and migrant women and women domestic workers.

36. The Committee recommends that the State party:

- (a) **Include in its Act to Prevent Trafficking in Persons a comprehensive definition of**

trafficking, as well as provision for the investigation, prosecution and punishment of such acts in accordance with the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and provide mandatory gender-sensitive training to judges, prosecutors, border police, immigration authorities and other law enforcement officials on this law to ensure its strict application;

- (b) Assess the impact of the National Strategy to Combat Trafficking in Persons (2010-2013) and adopt a new strategy and action plan for the period 2017-2020;
- (c) Investigate, prosecute and adequately punish all cases of trafficking in persons, especially women and girls;
- (d) Ensure inter-agency coordination between government security, justice and social services entities to combat trafficking and strengthen their cooperation with civil society;
- (e) Strengthen measures to identify and provide support to women at risk of trafficking;
- (f) Ensure that women who are victims of trafficking and exploitation of prostitution are exempted from any liability and provided with adequate protection, such as witness protection programmes and temporary residence permits, irrespective of their ability or willingness to cooperate with the prosecutorial authorities;
- (g) Provide victims of trafficking with adequate access to health care and counselling, strengthen the human, technical and financial resources of social work centres and provide targeted training for social workers dealing with victims of trafficking;
- (h) Ensure that all victims of trafficking, irrespective of their national or social background, obtain effective protection and redress, including rehabilitation and compensation;
- (i) Address the root causes of trafficking and exploitation of women and girls in prostitution by adopting and implementing adequately resourced programmes and other appropriate measures to create educational and employment opportunities for women, in particular refugees and migrant workers, who are at risk of being trafficked or exploited in prostitution.

Nationality

39. The Committee notes with appreciation the information provided by the delegation that no cases of statelessness have been reported in the State party, as the Nationality Act (1954) stipulates that a child born to a Jordanian mother and a foreign father has the right to acquire Jordanian nationality if she or he is born in Jordan and the father is either unknown or stateless. This provision includes the children of fathers who are Palestinian refugees. The Committee remains concerned, however, that, under the Act, Jordanian women are not entitled to pass their nationality on to their foreign spouses and their children. It is further concerned that the decision taken by the State party in 2014 to grant children of Jordanian mothers (who have resided in the country for a minimum of five years) and foreign fathers some “privileges” (mazaya) in areas such as education, health, work, property ownership and investment has not yet been published nor fully implemented.

40. **The Committee recommends that the State party:**

- (a) Review the Nationality Act, while taking into consideration practices of other States parties from the region that have successfully amended their nationality laws, to ensure equality between women and men with regard to the acquisition, change and retention of nationality and to enable Jordanian women to pass their nationality on to their foreign spouses and their mutual children;
- (b) Ensure that the “privileges” (mazaya) approved by the Cabinet in 2014 are implemented without delay and that government agencies comply with that decision, including by making it accessible in the Official Gazette;

- (c) **Consider lifting the five-year residence requirement for mothers in order to increase the number of children eligible for such services.**

Committee on the Rights of the Child

Concluding Observations, (8 July 2014), [CRC/C/JOR/CO/4-5](#)

Non-discrimination

15. The Committee reiterates its concern about de jure discrimination against children born to a Jordanian mother and a non-Jordanian father, on the basis of the nationality of the father, and against children born out of wedlock. The Committee is also concerned about discrimination suffered by children of Palestinian origin, children with disabilities, children living in institutions, children living in extreme poverty and children in remote areas.

16. The Committee urges the State party to abolish the discriminatory classifications of children as “illegitimate” or “children victims of lascivious conduct” and to adopt a proactive and comprehensive strategy to eliminate de jure and de facto discrimination on any grounds and against all groups of children in marginalized or disadvantaged situations.

Best interests of the child

19. While noting the willingness of the State party to make the best interests of the child one of the key principles of its interim Personal Status Code, Act No. 36 of 2010, the Committee is concerned that there is a misinterpretation of the best interests of the child as reflected in several provisions of the Act, in particular those relating to child custody, marriage, inheritance and transmission of nationality, which are incompatible with the right of children to have their best interests taken into consideration. The Committee is particularly concerned that, according to the law (art. 308 of the Criminal Code) and jurisprudence of the State party, the marriage of a girl to her rapist can be considered as being in her best interests, although such an option constitutes in itself a serious breach of the Convention.

20. The Committee, in the light of its general comment No. 14 (2013) on the right of the child to have his or her best interests taken as a primary consideration, reminds the State party that this right is aimed at ensuring both the full and effective enjoyment of all the rights recognized in the Convention and the holistic development of the child. The Committee recommends that the State party ensure that this right is appropriately integrated and consistently applied in all legislative, administrative and judicial proceedings as well as in all policies, programmes and projects that are relevant to and have an impact on children. In that regard, the State party is encouraged to develop procedures and criteria to provide guidance to all relevant persons in authority for determining the best interests of the child in every area and for giving those interests due weight as a primary consideration. Such procedures and criteria should be disseminated to the public, including public and private social welfare institutions, as well as to courts of law, administrative authorities and legislative bodies, and traditional and religious leaders.

Right to nationality

25. The Committee remains concerned that children of Jordanian mothers still cannot acquire the nationality of their mother if she is married to a non-Jordanian national, a situation which may result in statelessness and which leads such children and their families to be discriminated against and to suffer economic difficulties, as they are considered illegible, for instance, for subsidized education and health care. The Committee notes with serious concern that, despite the assurances given by the delegation of the State party during the dialogue, corroborated and credible reports indicate that dozens of Palestinian

children and families residing permanently in Jordan have had their Jordanian nationality withdrawn during the reporting period.

26. The Committee reiterates its recommendation that the State party review and amend Law No. 6 of 1954 on nationality in order to ensure that a Jordanian mother married to a non-Jordanian man has the right to transmit her nationality to her children equally and without discrimination. The Committee also urges the State party to put an end to the revocation of the Jordanian nationality of Palestinian refugee families residing in Jordan. The Committee also recommends that the State party consider acceding to the 1961 Convention on the Reduction of Statelessness.

Health and health services

43. The Committee welcomes the significant progress made in reducing maternal and child mortality, as well as the recognition by the State party that further efforts are needed to reduce the under-5 mortality rate. The Committee also notes with interest the adoption of interim Act No. 7 of 2010 on social security, which affords children the right to a number of social security benefits. The Committee is, however, seriously concerned about:

- (a) The alarming rates of malnutrition of children in the Za'atari camp;
- (b) The malnutrition which continues to disproportionately affect children living in remote areas and belonging to the poorest segments of the population;
- (c) Infectious diseases, which remain the leading causes of child morbidity;
- (d) Universal health insurance coverage of children, which has not yet been achieved.

44. The Committee, in the light of its general comment No. 15 (2013) on the right of the child to the enjoyment of the highest attainable standard of health, recommends that the State party ensure equal access to good quality health services by all children, through the adoption of measures aimed at prioritizing children in the most disadvantaged and marginalized situations, especially child refugees, and by addressing child malnutrition and infectious diseases. The State party should also take the necessary measures for all children to be properly covered by health insurance.

Education, including vocational training and guidance

51. The Committee notes as positive the measures taken over the reporting period to reduce school dropout and to develop early education. Nevertheless, the Committee is concerned that:

- (a) Non-Jordanian children, and among them children of Jordanian mothers and non-Jordanian fathers, as well as children of parents of Palestinian origin who had their Jordanian nationality withdrawn, are sometimes victims of discriminatory practices with regard to attending State elementary and secondary schools and are ineligible for free public education;
- (b) Young married women have limited access to the education system;
- (c) An increase in the number of students, especially boys, who have dropped out for economic reasons has been noticed during recent years;
- (d) Violence in schools remains widespread, especially against children of non-Jordanian fathers.

52. The Committee urges the State party to:

- (a) **Take immediate measures to ensure that all children living in the State party enjoy their right to free primary education without discrimination and, to that end, amend legislation and address practices which lead to discrimination against children of Palestinian origin and children of Jordanian mothers and non-Jordanian fathers;**
- (b) **Ensure that pregnant teenagers and adolescent mothers are supported and assisted in continuing their education in mainstream schools;**

- (c) **Take the necessary measures to improve the accessibility and quality of education, and provide good quality training for teachers, with a particular emphasis on rural areas, with a view to addressing school dropout;**
- (d) **Continue to expand early childhood education, on the basis of a comprehensive and holistic policy of early childhood care and development.**

Asylum-seeking and refugee children

55. The Committee commends the State party for all the measures it has put in place to cope with the massive arrival of Syrian refugees, half of them children, including the establishment of a Subcommittee on Syrian Refugee Child Labour. The Committee is, however, concerned that most Syrian refugee children remain without access to education and experience malnutrition, labour exploitation, widespread domestic violence and forced marriages, and that some cases of violence attributed to the Jordanian police have been reported. The Committee is also deeply concerned about the treatment of Palestinian refugee families and children fleeing the Syrian Arab Republic, and especially about:

- (a) The position of the authorities, held since January 2013, consisting in the systematic denial of entry to Palestinian refugee families fleeing the Syrian Arab Republic, as well as the deportation back to the Syrian Arab Republic of dozens of Palestinian children who had entered the country;
- (b) Cases of Palestinian mothers fleeing the Syrian Arab Republic being prevented from entering Jordan while their Syrian husband and children were allowed to do so;
- (c) Cases of Palestinian children injured in the Syrian Arab Republic who were allowed to enter Jordan for medical treatment but whose family was not authorized to enter, and cases of wounded Palestinian children who were deported back to the Syrian Arab Republic while their Jordanian mothers were allowed to stay in the State party.

56. **The Committee urges the State party to take all appropriate measures and implement specific programmes to improve the living conditions of Syrian refugee children, ensuring, inter alia, their access to education, to health care and to good nutrition and protecting them from various forms of labour exploitation, violence and, with regard to young girls, forced or early marriage practices. The Committee also urges the State party to ensure that no Palestinian refugee children fleeing the Syrian Arab Republic are prevented from entering Jordan or deported back to the Syrian Arab Republic and that they receive the same treatment as Syrian children in the State party. The Committee also recommends that the State party ratify the 1951 Convention relating to the Status of Refugees and its Protocol of 1967.**

Sale, trafficking and abduction

61. The Committee welcomes the adoption of Act No. 9 of 2009 on human trafficking and the National Strategy to Combat Human Trafficking, launched in March 2010 together with a framework for action. While noting the indication provided during the dialogue that child victims of trafficking cannot be considered as offenders, the Committee is seriously concerned about the recognition by the delegation that child victims might be placed in detention facilities owing to a lack of available shelter. The Committee is also concerned that the State party remains a destination and transit country for children subjected to forced labour and sex trafficking, that the number of trafficking offenders convicted over the reporting period has been low and that the protection provided for victims of trafficking has been insufficient, with most victims being referred to shelter services run by nongovernmental organizations.

62. **The Committee urges the State party to strengthen its efforts for the effective implementation of Act No. 9 of 2009 on human trafficking, and to prosecute effectively and convict child traffickers and punish them with penalties commensurate with the gravity of the crime. The State party should ensure that no child victims are placed in**

detention facilities but that they are provided with comprehensive protective and rehabilitation services, including adequate shelter.

Concluding Observations, (7 July 2014), [CRC/C/OPAC/JOR/CO/1](#)

Data

13. In view of the large number of child refugees present in the State party coming from countries affected by armed conflicts, the Committee is concerned about the absence of a central data collection system to identify and register all refugee children within the jurisdiction of the State party who may have been recruited or used in hostilities abroad.

14. The Committee recommends that the State party establish a central data collection system to identify and register all children within its jurisdiction who may have been recruited or used in hostilities abroad. The Committee also recommends that the State party ensure that data on refugee and asylum-seeking children who have been victims of such practices are properly collected. All data should be disaggregated by, inter alia, sex, age, nationality, ethnic origin and socioeconomic background, as well as by the time frame of the use of the child.

Recruitment and use of children by non-State armed groups

21. The Committee expresses serious concern that Syrian refugee children are reportedly being recruited in the State party's refugee camps by Syrian armed groups and used in both combat and support roles.

22. The Committee urges the State party to establish effective measures in cooperation with relevant international organizations to protect children from being recruited and sent to neighbouring countries for use in armed conflict. To that end, the State party should organize awareness-raising campaigns about the situation of children involved in armed conflict, and increase its efforts to provide appropriate educational and recreational activities for adolescents living in refugee camps as a way to effectively prevent their recruitment by armed groups.

Measures adopted to protect the rights of child victims

25. The Committee expresses concern about the numerous cases of refoulement and deportation of Palestinians families and children fleeing the conflict in the Syrian Arab Republic over the past three years.

26. The Committee urges the State party to ensure the full protection of Palestinian children and their families fleeing the Syrian Arab Republic, and to ensure full respect for the fundamental principle of non-refoulement, including non-rejection at frontiers. The State party should ensure full access by all refugee and asylum-seeking children and their families to fair and effective procedures for determining status, without discrimination.

Assistance for physical and psychological recovery and social reintegration

27. While acknowledging the massive amount of assistance provided by the State party to Syrian refugee children, the Committee is seriously concerned that insufficient attention has been paid to the early identification of refugee and asylum-seeking children who may have been involved in conflict or subject to conflict-related trauma. The Committee is also concerned that Syrian children who are suffering profound distress and sensory, intellectual or mental health disabilities after experiencing and witnessing war-related violence and affliction in the Syrian Arab Republic have had limited access to assistance for their physical and psychological recovery.

28. **The Committee recommends that the State party provide systematic training on the early identification of children who may have been involved in conflict or affected by it to all professionals working with or for children, particularly border control and immigration personnel, the military, education professionals and medical professionals. The State party should also strengthen the assistance and support provided to refugee and asylum-seeking children who may have been involved in conflict or subject to conflict-related trauma and displacement and provide them with special support and assistance by, inter alia, seeking assistance from international partners and agencies in establishing programmes for their physical and psychological recovery.**

Concluding Observations, (7 July 2014), [CRC/C/OPSC/JOR/CO/1](#)

Measures adopted to prevent offences prohibited under the Optional Protocol

18. While noting that some measures have been taken in order to prevent offences under the Optional Protocol and, in particular, to prevent children from gaining access to pornography online, the Committee is concerned that targeted preventive measures regarding the sexual exploitation of children, as well as measures to identify and address the root causes and extent of all offences under the Optional Protocol, remain limited. In particular, the Committee is concerned that:

- (a) Even though the Ministry of Social Development has established a database of “families at risk” of domestic violence, no definition or list of criteria to identify the category is provided;
- (b) Insufficient measures have been taken to combat gender-based discrimination and violence, which constitute major factors in the sale of children, child prostitution and child pornography. In that regard, the Committee expresses serious concern at the extent of discrimination and violence against girls in the State party;
- (c) Very few specific activities targeting children in vulnerable situations, such as refugee children who are particularly at risk of sexual exploitation and trafficking, have been conducted over the reporting period.

19. **The Committee recommends that the State party adopt a comprehensive and targeted approach addressing the root causes of offences under the Optional Protocol and focusing on children in the most vulnerable situations. In particular, the Committee urges the State party to:**

- (a) **Strengthen its poverty reduction strategies and supportive social protection measures for disadvantaged and marginalized families by establishing criteria for the delivery of child-centred early intervention programmes to support parents in better performing their care and protection responsibilities towards children;**
- (b) **Eradicate gender-based discrimination and violence and, in particular, repeal laws still in force that discriminate against women and girls, and criminalize without further delay all forms of domestic violence, including marital rape;**
- (c) **Address the root causes of offences under the Optional Protocol and conduct public awareness programmes, as well as public debates, in order to identify and protect the most vulnerable children, including children living in poverty, migrant and refugee children, and children of unknown parentage, who are at particular risk of being victims of the offences covered by the Optional Protocol, and provide them with the necessary support and assistance;**
- (d) **Promote awareness and understanding of social norms and perceptions regarding child prostitution and child pornography with a view to changing the attitudes and behaviour of those demanding sexual services.**

Prosecution

26. The Committee expresses deep concern about the numerous reports of Syrian refugee girls being forced into prostitution.

27. The Committee urges the State party to take more active measures to rescue girls forced into prostitution in the State party and to bring perpetrators to justice. The Committee urges the State party to provide in its next report under the Convention detailed information on the number of persons arrested, prosecuted, brought to justice and condemned, as well as the sanctions they received.

Recovery and reintegration of victims

34. While noting the opening in January 2007 of the Dar al-Wifaq al-Usri Family Reconciliation Home and the initiatives taken by non-governmental organizations highlighted in the State party's report, the Committee regrets the lack of information on the measures taken at the State level for social, physical and psychological reintegration assistance and recovery and on measures to facilitate access to relevant information about such services. The Committee is moreover concerned at the inadequate provision of direct shelter services specifically for victims of offences under the Optional Protocol, which leads to child victims being placed in detention facilities.

35. The Committee recommends that the State party:

- (a) **Remove from detention facilities without delay all child victims of offences under the Optional Protocol;**
- (b) **Ensure that child victims of offences under the Optional Protocol are provided with appropriate shelter and assistance for their full social reintegration and physical and psychological recovery;**
- (c) **Seek technical assistance from UNICEF and the International Organization for Migration in the implementation of these recommendations.**

III. Special Procedures Mandate Holders

Report of the Special Rapporteur trafficking in persons, especially women and children, on her mission to Jordan

Addendum: Mission to Jordan (8 June 2016) [A/HRC/32/41/Add.1](#)

Conclusions

85. Human trafficking in Jordan is perceived as mainly involving labour exploitation of non-Jordanians, with little attention paid to other forms of trafficking, including trafficking for sexual exploitation, begging and organ transplant, which can involve Jordanians, migrants and the refugee and asylum-seeking population. In the absence of an updated national strategy to combat trafficking and standard operating procedures, it is difficult to address trafficking in a coordinated manner.

86. Given the influx of migrant workers, refugees and asylum seekers, the country's restrictive immigration policy focused on rapid deportation of irregular migrants does not provide the opportunity for accurate identification of and provision of assistance to victims of trafficking. The number of victims identified and assisted is still low. Similarly, the rate of prosecution of trafficking cases also remains very low due to insufficiently clear anti-trafficking laws, which perpetuates the impunity of traffickers and obstructs victims' access to justice.

Recommendations

88. On the basis of the above findings, and in spirit of cooperation and dialogue, the Special Rapporteur offers the following recommendations to Jordan:

- (a) **Ratify without delay the International Convention on the Protection of the Rights**

of Migrant Workers and Members of Their Families; ILO Domestic Workers Convention, 2011 (No. 189); ILO Protocol of 2014 to the Forced Labour Convention, 1930, and the ILO Private Employment Agencies Convention, 1997 (No. 181); the 1951 Convention relating to the Status of Refugees and the 1967 Protocol thereto, the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness;

[...]

89. With regard to the national framework:

[...]

- (b) **Develop and increase options for safe migration and legal employment channels, acknowledging that the current approach to migration management, especially in relation to the impact of the sponsorship system and the recruitment of migrant labour via some unscrupulous employment agencies, may at times favour the activities of traffickers;**
- (c) **Enforce labour regulations in order to provide greater protection to migrant workers, including domestic workers, as well as refugees and asylum seekers seeking employment, in accordance with international legal standards. Ensure that frequent inspections are conducted in trafficking-prone sectors and in households;**

[...]

- (f) **Carry out a national baseline study in collaboration with independent research institutes, bilateral partners and civil society to document the scope and trends of trafficking at the national level. Ensure that the study addresses all forms of human trafficking, its causes and consequences, particularly trafficking involving refugees and asylum seekers in and outside camps, as well as internal trafficking of Jordanians;**

90. With regard to identification, training and capacity-building:

- (a) **Urgently establish standard operational procedures for the identification of all forms of trafficking and of referral of victims, defining red flags and indicators to look for while screening vulnerable persons, who include Jordanians, undocumented migrants, refugees and asylum seekers and stateless persons;**
- (b) **Ensure that victims of trafficking can be identified, even when they are in immigration detention centres to avoid their repatriation and re-victimization;**

[...]

- (f) **Continue providing comprehensive training programmes on trafficking in persons to enhance the knowledge and awareness of all stakeholders, including police, immigration, customs and maritime officers, labour inspectors, prosecutors, judges, lawyers, employers/businesses, employment agencies, CSOs and the media;**

91. With regard to the support service for victims of trafficking:

[...]

- (d) **Provide victims of trafficking who do not wish to return to their countries owing to fear of retribution, hardship or re-trafficking viable alternatives to remain and work legally in Jordan, including through granting special residence and work permits;**

[...]

- (g) **Maintain close cooperation with international and regional organizations, particularly the International Organization for Migration and UNHCR, as well as diplomatic missions, for the safe return of trafficked victims to their country of origin, having due regard to the need, if any, for international protection of the victims and the application of the principle of non-refoulement;**

[...]

- (i) **Ensure that appropriate procedures are in place to evaluate the best interests of the child during the stage of identification, protection and assistance and before making any decision on the eventual repatriation of the child.**

93. With regard to the prevention:

- (a) **Step up efforts to raise awareness about all forms of trafficking in persons, including for domestic servitude, forced labour and sexual exploitation, in order to promote understanding of what constitutes trafficking among the general population, the migrant community, refugees and asylum seekers, employers and employment agencies;**
- (b) **Conduct surveys to assess the impact of the awareness-raising campaigns, which should be extended to the whole country and especially to areas where there is a high concentration of persons in vulnerable situations. Moreover, awareness-raising material should be made available in multiple languages;**
- [...]
- (e) **Mainstream anti-trafficking prevention measures in all information, counselling and awareness-raising activities addressed the refugee and asylum-seeking population in and outside camps;**
- (f) **Integrate identification tools on trafficking within screening, registration and assistance process of Syrian refugees and asylum seekers arriving in Jordan, especially those living in camps;**
- (g) **Continue to cooperate with UNHCR, the Civil Registration Department and religious courts in order to prevent child and/or forced marriages that could result in sexual slavery and forced prostitution through free-of-charge registrations;**
- (h) **Pursue the intention to open up the labour market to refugees and asylum seekers to prevent labour and sexual exploitation of this vulnerable population.**

Report of the Special Rapporteur on the human right to safe drinking water and sanitation on her mission to Jordan

Addendum: Mission to Jordan (5 August 2014) [A/HRC/27/55/Add.2](#)

Conclusions and recommendations

61. Jordan suffers from extreme water scarcity, and has been coping with it by providing intermittent supply for domestic uses and exploring non-traditional water resources. Already limited availability for personal and domestic uses, exacerbated by severe water losses, has been further strained by waves of refugees from neighbouring countries, including recently those from the Syrian Arab Republic. The greater demand for water has also put enormous strain on sanitation facilities, which is a particularly acute public health concern in the northern governorates. The Government, with the assistance of international cooperation, has been tackling the water crisis as an emergency issue, although the measures taken to date have been neither sufficient nor sustainable.

63. In this regard, the Special Rapporteur recommends that the Government of Jordan:

- (a) **Adopt a comprehensive water law that recognizes the human rights to water and to sanitation for all, both citizens and non-citizens, without discrimination, and prioritize explicitly the allocation of water for personal and domestic uses over other uses;**
- [...]
- (j) **Coordinate with the international community to ensure the implementation of the rule of law in refugee camps.**