



EuroMed Feminist Initiative
المبادرة النسوية الأورومتوسطية
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Regional Observatory on VAWG
المركز الإقليمي حول العنف ضد النساء والفتيات

The Hashemite Kingdom of Jordan

Report

2024 Regional Index on VAWG

SCORING RESULTS 2024 REGIONAL INDEX ON VAWG

2025

Report -The Hashemite Kingdom of Jordan 2024 Regional Index on VAWG

SCORING RESULTS 2024 REGIONAL INDEX ON VAWG

October 2025

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Introduction

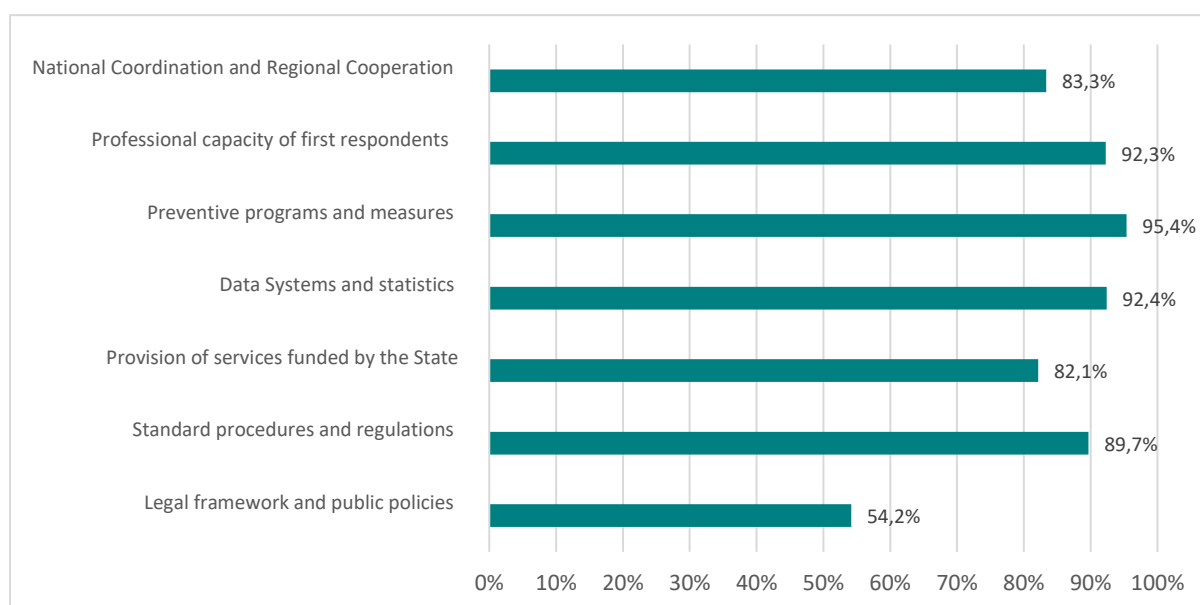
This report presents an assessment of Jordan's national response to violence against women and girls (VAWG) across seven key categories: legal framework and public policies, standard procedures and regulations, provision of services funded by the State, data systems and statistics, preventive programs and measures, professional capacity of first respondents, and national coordination and regional cooperation. The overall results indicate substantial progress, with notable consistency across most domains, reflecting Jordan's ongoing efforts to institutionalize prevention, protection, and response mechanisms to VAWG within national systems.

The highest performance was recorded under Preventive Programs and Measures (95.4%), showing strong commitment to awareness-raising, education, and gender mainstreaming initiatives. Similarly, Data Systems and Statistics (92.4%) and Professional Capacity of First Respondents (92.3%) demonstrate advanced institutional structures and the existence of trained justice, health, and social service providers supported by reliable reporting mechanisms.

Standard Procedures and Regulations (89.7%) and Provision of Services Funded by the State (82.1%) reflect a solid operational framework, though challenges remain in ensuring nationwide coverage and specialized services for vulnerable groups. National Coordination and Regional Cooperation (83.3%)

By contrast, Legal Framework and Public Policies (54.2%) reveal critical areas requiring continued reform. The legal system still lacks comprehensive protection measures and full alignment with international standards, while gender-responsive budgeting and sustained coordination across institutions (83.3%) remain to be further enhanced.

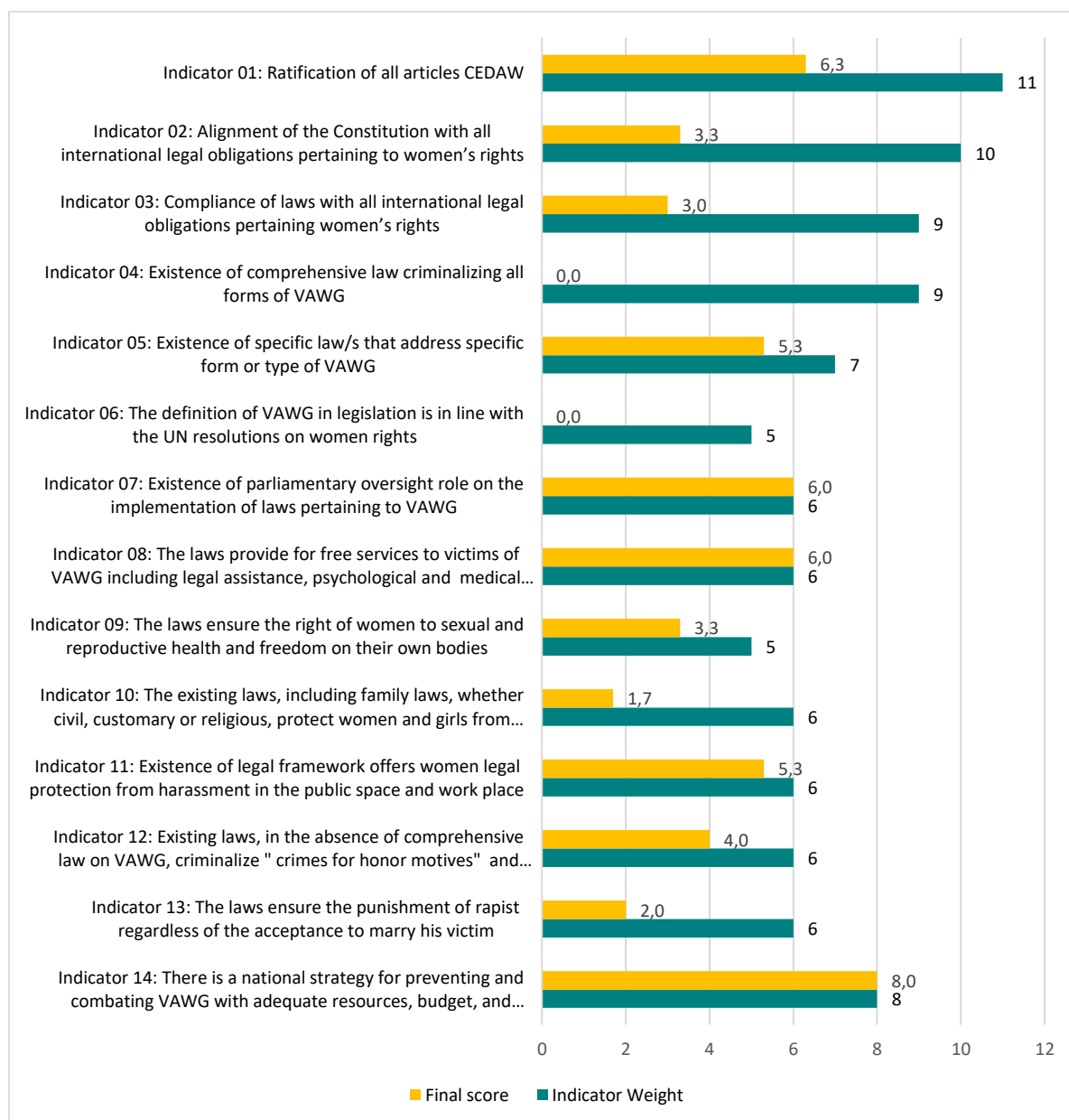
Level of achievement per category



❖ First Category: Legal Framework and Public Policies

Legal framework and public policies achieved 54.2%, reflecting existing gaps that require further legislative and policy reforms to ensure full alignment with international standards.

First Category: Legal Framework and Public Policies



Jordan has ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), but has entered reservations to the following articles:

1. Article 9(2), relating to granting of women equal rights with men to pass nationality to their children.

2. Article 16(1) relating to equality between women and men in all matters relating to marriage and family relations. (c), (d), and (g): (c) relating to equal rights and responsibilities during marriage and at its dissolution; (d) relating to equal rights in matters relating to their children; and (g) relating to equal right to choose a family name, a profession and an occupation.

Furthermore, Jordan has not ratified the **Optional Protocol** to the CEDAW which allows for the submission of individual complaints to the CEDAW Committee.

Indicator 1 scored 6.3/11, reflecting partial alignment with international obligations.

Regarding the **Constitution**:

a. The Constitution does not recognize that adherence to international women's rights treaties and conventions prevail over the Constitution. However, Constitutional Court Decision No. 1 of 2020, published in the Official Gazette and forming part of constitutional interpretation, states: "No law or legislation issued may abolish or amend a treaty ratified by the Kingdom, and the Council of Ministers may not issue any legislation that contradicts the obligations of the State parties to a treaty ratified by the Kingdom by law."

b. The Constitution does not prohibit discrimination based on sex or gender. Article 6 prohibits discrimination among citizens based on colour, language, or religion, but does not mention sex.

c. The Constitution does not contain specific provisions on women's rights or gender equality. However, Article 6, paragraph 6, provides that: "The State shall ensure the empowerment and support of women to play an active role in building society in a manner that guarantees equal opportunities based on justice and fairness, and protects them from all forms of violence and discrimination."

d. The Constitution does not include affirmative measures to achieve equality in participation between men and women.

Hence, indicator 2 scored 3.3/10.

Regarding **national legislation**, the main laws that remain inconsistent with international obligations on women's rights are:

1. The Penal Code does not criminalize marital rape.
2. Under the Nationality Law No. 6 of 1954, a Jordanian woman married to a non-Jordanian cannot grant her nationality to her children or husband, unlike a Jordanian man. However, in 2014, the government issued a decision granting children of Jordanian women married to non-Jordanians certain rights in sectors such as healthcare, education, property ownership, and employment, in addition to issuing special identity cards for this category.

3. Articles 321–325 of the Penal Code prohibit abortion, including for women who have been victims of rape. However, Article 12 of the Public Health Law permits abortion if the pregnancy endangers the woman's life or could lead to her death.
4. Articles 282–284 of the Penal Code criminalize sexual acts outside marriage.
5. The same articles also criminalize prostitution, but while punishing clients, does not guarantee protection for women in prostitution.

Indicator 3 scored 3/9, reflecting partial inclusion of gender equality principles.

There is **no comprehensive law criminalizing all forms of VAWG**. (Indicator 4 score of 0.0/9). Some forms are criminalized under the Penal Code, such as sexual harassment and rape. Sexual harassment in the workplace is prohibited under the Labor Law. (Indicator 5 score of 5.3/7)

Jordan legislation does not include a unified definition of VAWG. The Penal Code and the Domestic Violence Protection Law define certain forms of VAWG. Article 2 of the Law on the Protection from Domestic Violence (2017) defines domestic violence as: "Crimes committed by family members against any other family member." Indicator 6 score of 0/6 confirms that a legislative definition remains limited.

Parliament has established a Parliamentary Committee on Women and Family Affairs. The Forum of Women Parliamentarians was also established in 2014. These bodies hold meetings, hearings, and conferences and raise awareness about women's issues, including laws on combating VAWG. They also supervise government work on matters related to VAWG. Indicator 7 scored 6/6, reflecting active parliamentary engagement.

The law guarantees the right to legal assistance. Regulation No. 119 of 2018 on Legal Aid, issued under Article 208 of the Code of Criminal Procedure No. 9 of 1961, gives priority to groups eligible for legal aid, including juveniles, the elderly, women, persons with disabilities, and other categories determined by the Minister. (Indicator 8 score of 6/6.)

Various laws address sexual and reproductive health, including family planning services, medical care, and access to contraceptives. Indicator 9 scored 3.3/5, reflecting partial provisions in reproductive health policy.

The concept of sexual harassment is not clearly mentioned in the Penal Code, which focuses mainly on "indecent acts and public morality offenses." However, Article 305 states: "Anyone who inappropriately touches another person in a sexual manner shall be punished by imprisonment for not less than one year if: (a) The person is under 18 years of age, male or female; (b) A woman or man over 18 is touched without their consent." The Labor Law prohibits sexual harassment in the workplace. Amendments introduced in 2023 imposed fines on employers found guilty of sexual harassment. Under Article 5(b), "employers, institution directors, or their representatives" are subject to fines ranging from USD 2,800 to 7,000. Hence, indicator 11 scored 3.5/6.

Article 98 of the Penal Code, which previously allowed reduced sentences for "honour crimes," was amended in 2017, removing sentence mitigation for such cases. However,

Article 340 still remains in force, stating that a man who catches his wife committing adultery may benefit from a reduced sentence. Although the article grants the same right to women, in practice, a wife benefits only if she catches her husband committing adultery in their home. Female genital mutilation (FGM) is not prohibited; it is believed not to be practiced in Jordan (Indicator 12 score of 4/6).

The rapist is punished regardless of whether he marries the victim. Article 292 of the Penal Code criminalizes rape. In cases involving victims under 15 years old, the penalty is death, and for victims under 18, the penalty is 20 years imprisonment. Article 308, which previously allowed rapists to escape prosecution by marrying their victims, was repealed in 2017. (Indicator 13 scored 2/6)

National Strategies:

There is no national strategy specifically to combat VAWG. However, there is a National Strategy for Women (2020–2025) developed by the Jordanian National Commission for Women (JNCW). Its second objective addresses gender-based violence, stating that: “Women and girls enjoy lives free from all forms of gender-based violence.” The strategy includes implementation mechanisms such as building effective partnerships, defining roles, developing a monitoring and evaluation plan, and ensuring adequate resources. The Higher Health Council also launched the National Strategy for Reproductive Health (2020–2030), which focuses on primary healthcare and reproductive health by providing maternal and health services for women and girls. Indicator 14 scored 8/8, reflecting comprehensive policy-level planning despite the absence of a standalone national VAWG strategy.

Main Gaps

- Reservations to key CEDAW articles (9 and 16) continue to limit women’s equality in nationality, marriage, and family life.
- The Constitution does not explicitly prohibit discrimination based on sex.
- Lack of a comprehensive law criminalizing all forms of VAWG.

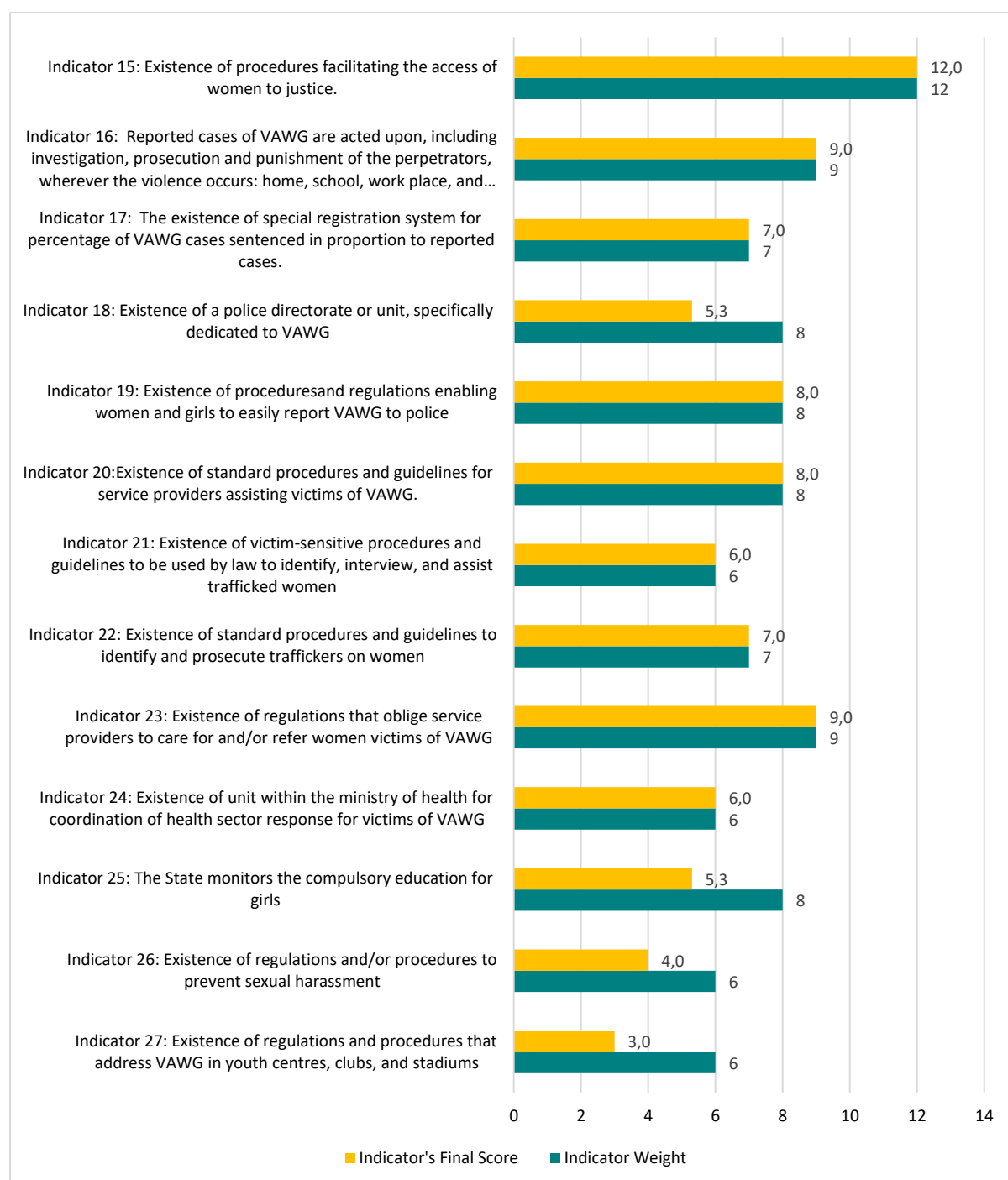
Recommendations

- Withdraw remaining reservations to CEDAW and ratify the Optional Protocol.
- Amend the Constitution to explicitly prohibit discrimination based on sex and ensure gender equality provisions.
- Enact a comprehensive VAWG law covering and criminalising all forms of violence, including marital rape.
- Harmonize national legislation with international human rights standards, ensuring gender-responsive justice reform.

❖ *Second Category: Standard Procedures and Guidelines*

Standard procedures and regulations achieved 89.7%, demonstrating strong institutional progress and the existence of national protocols for preventing and responding to VAWG.

Second Category: Standard Procedures and Guidelines



Justice

There are procedures in place to facilitate victims of VAWG access to justice. Reporting systems are managed by the police, courts, the Ministry of Interior, hospitals, and the Family Protection Department (FPD) under the Public Security Directorate (PSD). Indicator 15 scored 12/12, reflecting a well-established framework supporting women's access to justice.

Courts handling domestic violence cases provide the FPD with copies of case files. The FPD is mandated to receive all complaints, notifications, and requests for assistance or protection related to domestic violence and to take the necessary measures as quickly as possible. In any domestic violence case, the law obliges all parties to refer the matter to the FPD for appropriate action. Hence, Indicator 16 scored 9/9.

Article 4 of the 2017 Law on Protection from Domestic Violence obliges all health, education, and social service providers—both public and private—to report any domestic violence incident involving a person who is legally incompetent or incapacitated. Reporting requires the victim's consent if the victim is competent and if the crime constitutes a felony, as per the same article. Additionally, the FPD and the National Center for Human Rights provide 24-hour hotlines, which contributed to the full score of 8/8 of Indicator 19.

Police

The Family Protection and Juveniles Department (FPJD) under the PSD is dedicated to addressing domestic violence. It was established to receive complaints from women victims of VAWG, mediate disputes in minor cases, and cooperates with courts to impose protective measures and restraining orders. Indicator 18 score of 5.3/8 shows the presence of a specialized police unit but with room to expand its coverage and specialization. The FPD is responsible for receiving cases of VAWG and coordinating with health, education, and social institutions. The department informs victims of their rights, allows women—including children—to speak freely during interviews, and provides witness protection. Victims are referred to relevant medical or social services, and the department also carries out awareness-raising activities on VAWG. According to Article 6(a) of the 2017 Law on Protection from Domestic Violence, the FPD is mandated to receive all complaints, reports, and requests for assistance or protection related to domestic violence and to act swiftly. In every domestic violence case, all parties are required by law to refer the case to the FPD. The National Framework for Family Protection was issued by the National Council for Family Affairs and adopted by relevant ministries and national bodies that provide services to women and girls victims of violence. The framework's first section outlines policies, guidelines, procedures, and responsibilities related to prevention and response to violence in Jordan. (Indicator 20 score of 8/8)

There are no specific guidelines for identifying women victims of human trafficking. However, the Anti-Human Trafficking Law of 2009, amended in 2021, enhances victim protection and expands the scope of criminalization. Article 7 provides that: "The Council of Ministers may establish one or more shelters for victims of human trafficking. The Council shall issue regulations governing the admission and departure

of residents, and the provision of physical, psychological, and social support to victims, as well as administrative and staffing matters.” The Anti-Human Trafficking Unit, established in 2009 under the PSD’s Criminal Investigation Department, enforces the law directly. The National Anti-Human Trafficking Strategy (2023–2026) follows the 2019–2022 strategy and focuses on strengthening victim protection. A referral mechanism has also been established by the National Committee to Combat Human Trafficking to coordinate and manage victim cases. Given these developments, indicator 21 scored 6/6.

Health

There are systems requiring healthcare providers to assist and/or refer victims of VAWG. The 2017 Law on Protection from Domestic Violence (Law No. 15) obliges providers in health, education, and social care sectors to attend to and/or refer victims. (Indicator 23 score 9/9) Healthcare providers follow the National Framework for Family Protection, issued by the National Council for Family Affairs, which includes policies, procedures, and responsibilities related to the prevention and response to violence in Jordan. The Ministry of Health has a dedicated unit to coordinate the health sector’s response to survivors of VAWG. A gender coordination centre also exists within the Ministries of Interior and Health to ensure coordination and referral between the FPD and the health sector. In addition, healthcare services are provided free of charge to victims of physical violence, including forensic and psychological care. This institutional setup explains the full score of Indicator 24 of 6/6.

Education

The Ministry of Education prepares annual statistical reports monitoring the ratio of female to male school enrolment across all governorates. An executive and technical team was established to implement gender mainstreaming in education, as outlined in national policies such as the National Human Resource Development Strategy (2016–2025). Indicator 25 scored 5.3/8, reflecting partial monitoring of compulsory education for girls. The ministry has also created specialized departments, such as the Special Education Department and the Directorate of General Education, to document and monitor accessibility and improvements in schools, including for girls. Article 20 of the 1952 Constitution (amended in 2022) guarantees free education for all Jordanians, making education compulsory between the ages of 6 and 15.

There are currently no formal systems or procedures to prevent sexual harassment in educational institutions, though certain articles of the Penal Code impose stricter penalties for offenses against minors. Indicator 26 score of 4/6, an absence of preventive frameworks. The Jordanian National Action Plan II (2022–2025) for UNSCR 1325 on Women, Peace, and Security includes integrating a gender-sensitive curricula and conducting training sessions for school counsellors to address sexual violence in educational settings. There are no systems or procedures specifically addressing VAWG in youth centres, clubs, or sports arenas. However, the Jordan Olympic Committee established in 2020 an independent specialized body to handle complaints of harassment and sexual exploitation across all sports federations and clubs. The committee may refer cases to courts when necessary. Hence, Indicator 27 scored 3/6, indicating initial but limited institutionalization in this area.

Main Gaps

- Absence of standardized guidelines for identifying and assisting trafficking victims.
- Limited mechanisms to prevent harassment in youth centres, clubs, and sports facilities.

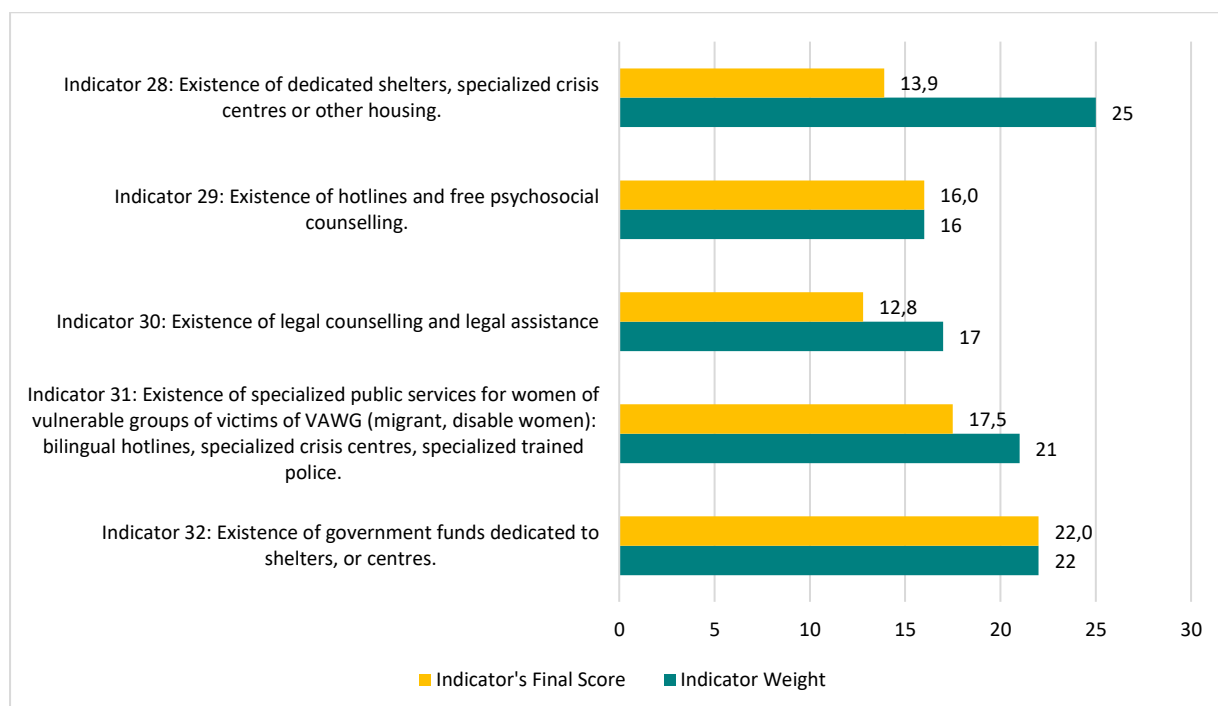
Recommendations

- Develop national victim-centred guidelines for identifying and assisting human trafficking survivors.
- Strengthen anti-harassment and protection mechanisms in sports, cultural, and youth spaces.

❖ *Third Category: Provision of Services Funded by the State*

Provision of services funded by the State achieved 82.1%, indicating significant governmental commitment, though additional efforts are needed to ensure equitable access and sustainability of services nationwide.

Third Category: Provision of Services Funded by the State



Specialized services are provided for women victims of VAWG in three government-run shelters located in Amman, under the supervision of the Ministry of Social Development

(MoSD). One of these shelters is designated for women who are under administrative detention or at risk of becoming victims of so-called “honour crimes.” The MoSD established a new sheltering system for vulnerable women to replace the previous administrative detention system, which had granted governors the authority to detain women deemed at risk of “honour crimes.” Indicator 28 score of 13.9/25 reflects the existence of dedicated shelters, though their number and geographic reach remain limited.

The shelters under the MoSD provide psychosocial counselling services. The National Center for Human Rights operates 24-hour hotlines (+962 6 5960396), and the FPJD also provides 24-hour hotlines in each governorate for women and girls to report cases of violence. (Indicator 29 score of 16/16)

Government shelters offer legal counselling for women victims, while the Ministry of Justice provides legal aid through its dedicated Legal Aid Department, established in cooperation with the Bar Association and civil society organizations (CSOs). Indicator 30 score of 12.8/17 recognizes partial institutionalization of legal counselling and assistance mechanisms.

The government allocates specific funding to three government-run shelters and centres for women victims of violence. However, no government funds are allocated to shelters managed by CSOs. Nonetheless, the State cooperates with CSOs by referring victims to CSOs-run shelters when necessary. Indicator 32 score of 22/22 reflects the existence of State funding mechanism. However, funding remains limited to government-run facilities.

The lack of specialized services for particularly vulnerable groups, such as migrant or disabled women, continues to present a gap, reflected in Indicator 31 score of 17.5/21.

Main Gaps

- Limited number of government-run shelters concentrated in Amman, with insufficient geographic coverage.
- Lack of specialized services for vulnerable groups such as migrant or disabled women.
- Lack of government funding for shelters run by CSOs.

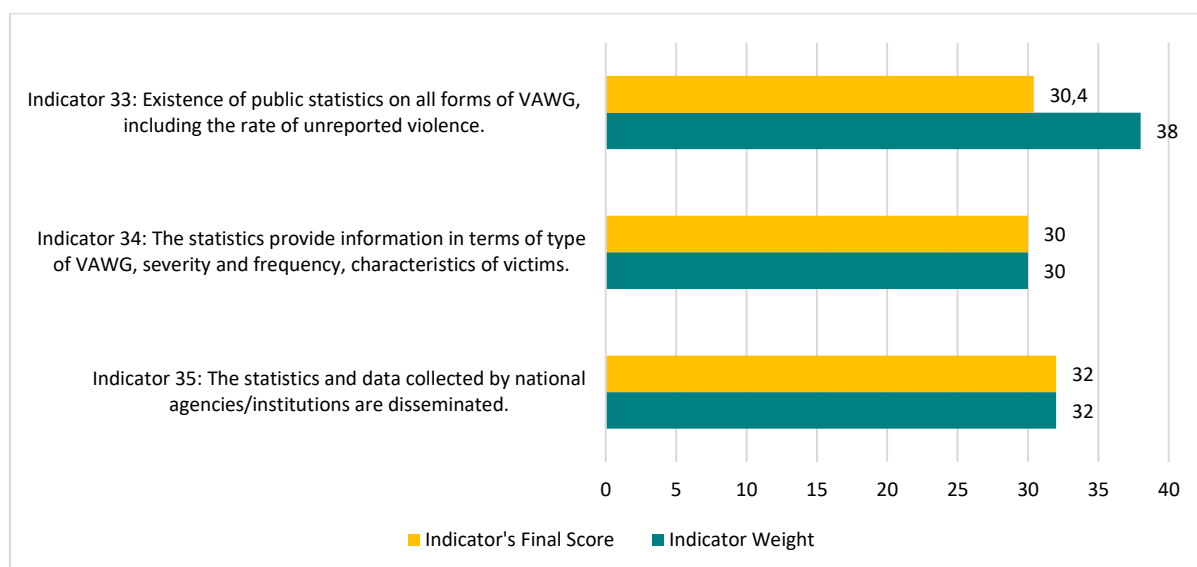
Recommendations

- Establish shelters across all governorates to ensure equal access to safe housing.
- Expand services to address the needs of migrant, refugee, and disabled women survivors of violence.
- Allocate sustainable public funding for both State and CSOs run shelters and services.

❖ Fourth Category: Data System and Statistics

Data systems and statistics achieved 92.4%, showing a high level of development in data collection and reporting mechanisms related to VAWG.

Fourth Category: Data System and Statistics



There are regular and up-to-date national statistics available, including on unreported cases. The Department of Statistics issues an annual statistical report, while the National Council for Family Affairs publishes an annual report containing statistics on the number of domestic violence cases recorded each year. The MoSD also conducts population and family health surveys, alongside statistics and figures issued by the Ministry of Health and the Higher Population Council. Indicator 33 scored 30.4/38, reflecting the presence of statistical coverage, though not universal.

Jordan also provides data on VAWG to the UN Women Global Database on VAWG. Most of the published data are limited to the official websites of national institutions, such as the Department of Statistics, the MoSD, the National Council for Family Affairs, and the Higher Population Council. This publication of data reflects in Indicator 35 score of 32/32.

Main Gaps

- National data do not comprehensively capture all types or prevalence rates of VAWG.
- Dissemination of statistics remains mostly limited to official websites, reducing accessibility for civil society and researchers.

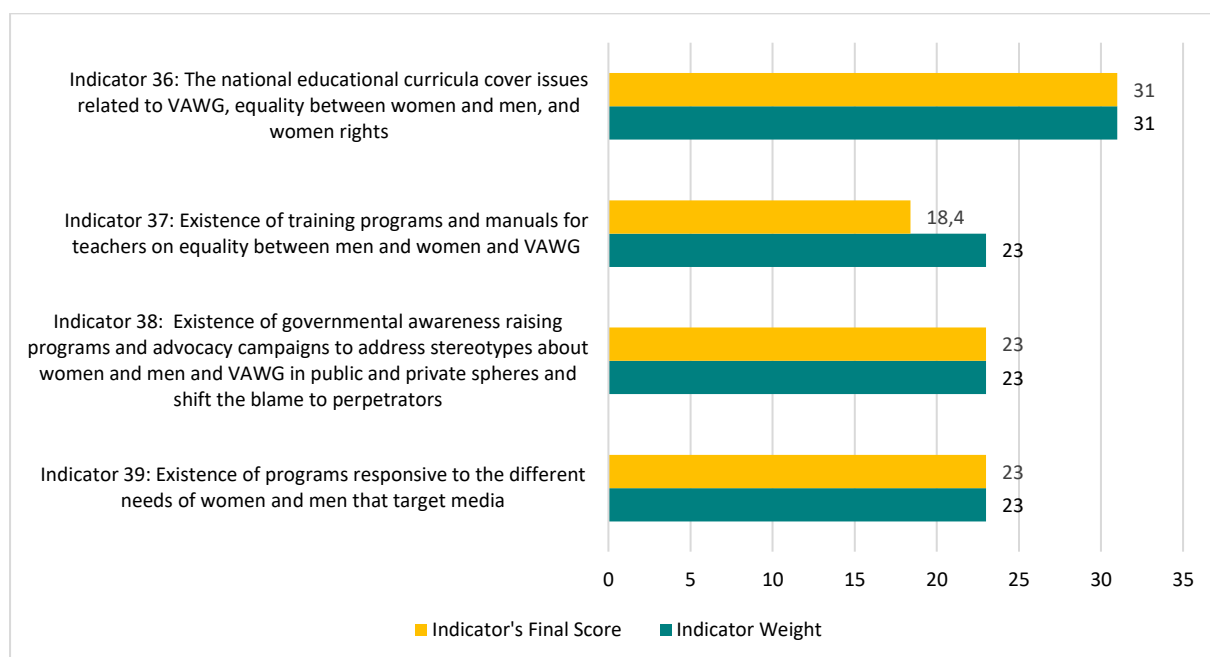
Recommendations

- Strengthen collaboration between ministries to integrate and cross-reference administrative data to cover all forms of VAWG.
- Expand dissemination through regular reports, briefs, and public data portals.

❖ Fifth Category: Preventive Programs and Measures

Preventive programs and measures achieved 95.4%, representing the highest progress level, supported by comprehensive awareness, prevention, and protection initiatives.

Fifth Category: Preventive Programs and Measures



The national education curricula include topics related to VAWG, gender equality, and women's rights. This reflects a strong institutional commitment and explains Indicator 36 full score 31/31.

The Ministry of Education has also developed a training manual for the Gender Mainstreaming Program in Education and the School Environment. There are training programs and institutional manuals for teachers on gender equality and VAWG. The Gender Unit within the Ministry of Education, in collaboration with the Policy and Training Unit, organizes various workshops and training courses for teachers and educational supervisors on gender equality and gender mainstreaming in education. Indicator 37 score of 18.4/23 shows structured yet evolving teacher training mechanisms.

During these workshops, the Ministry uses a Teacher's Guide on Gender-Responsive Education, developed in cooperation with CSOs. Moreover, organising continuous awareness initiatives reflect national priorities, hence indicator 38 scored 23/23, illustrating the government's consistency in organising awareness campaigns to challenge stereotypes and promote behavioural change.

The Jordanian National Commission for Women (JNCW) also conducts annual awareness campaigns as part of the 16 Days of Activism against Gender-Based Violence. In addition, several programs target both women and men, adapting to diverse needs

and contexts. This explains Indicator 39's full score of 23/23, recognizing responsive and inclusive preventive programming.

Main Gaps

- Training for teachers on gender equality and VAWG remains not fully systematic.
- Awareness campaigns are seasonal (mainly during the 16 Days campaign) and lack long-term planning and evaluation.

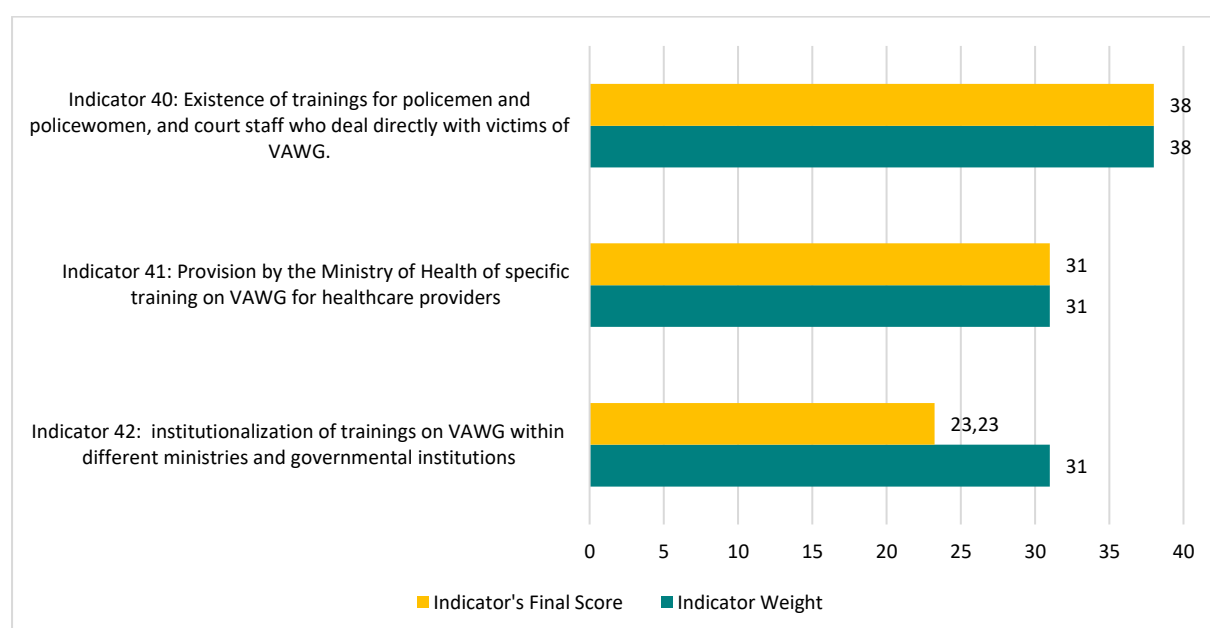
Recommendations

- Institutionalize teacher training on gender equality and VAWG across all education levels.
- Develop sustained national prevention campaigns with clear impact indicators.

❖ *Sixth Category: Professional Capacity of First Respondents*

Professional capacity of first respondents achieved 92.3%, highlighting the strong readiness and training of police, health, and social service providers to respond effectively to cases of violence.

Sixth Category: Professional Capacity of First Respondents



The government provides some limited training courses, funded by international organizations. The Judicial Council has appointed 107 judges across the Kingdom to specialize in handling domestic violence cases. The Council has also adopted a judicial manual for judges on dealing with cases of violence against women and provides training programs for judges on handling VAWG. These consistent efforts and judicial and police training framework explain Indicator 40 full score of 38/38.

Additionally, the Ministries of Interior and Justice, along with the National Center for Human Rights, organize training programs for police officers, judges, and court staff. The Ministry of Health also provides specialized training programs for healthcare providers in detecting and addressing VAWG, which is reflected in indicator 41 full score of 31/31.

However, there is no institutionalized training program on VAWG that is systematically implemented across all ministries and government institutions. Indicator 42 scored 23.3/31, indicating that training initiatives are not yet fully institutionalized or standardized.

Main Gaps

- Lack of institutionalized and mandatory VAWG training across all government sectors.
- Insufficient coverage of specialized training among police, health, and judicial sectors.

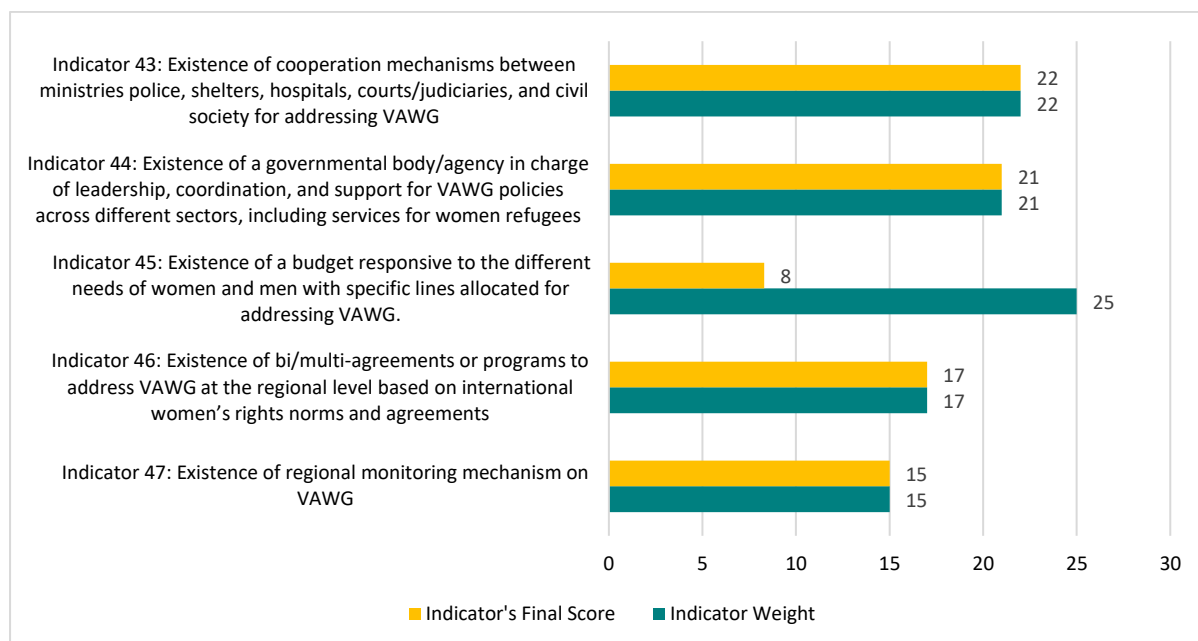
Recommendations

- Institutionalize regular, mandatory training on VAWG response within all ministries and public institutions.
- Develop a national training curriculum on VAWG for judges, police, healthcare, and social workers

❖ **Seventh Category: National Coordination and Regional Cooperation**

National coordination and regional cooperation achieved 83.3%, reflecting well-established coordination mechanisms, with room to further strengthen cross-sectoral collaboration.

Seventh Category: National Coordination and Regional Cooperation



There are established coordination mechanisms under the National Framework for the Protection from Domestic Violence, which includes unified national procedures for prevention and response. These mechanisms define cooperation between the FPD under the Public Security Directorate, the Ministry of Interior, the Ministry of Health, the Ministry of Education, the MoSD, and the National Council for Family Affairs, to ensure prevention, referral, and response to cases of VAWG. This comprehensive inter-ministerial cooperation explains Indicator 43 full score of 22/22.

There is a coordination among relevant ministries dealing with VAWG, including the Ministries of Health, Interior, and Social Development, to facilitate referral and response to cases. In 2015, an Inter-Ministerial Committee for Women's Empowerment was established, though its mandate is not specifically focused on combating VAWG. Indicator 44 scored 21/21, reflecting the presence of a leadership structure with some functional limitations.

The JNCW was established by Cabinet Decision No. 3382/11/21 of 1992 as a semi-governmental entity. The Commission is recognized as the official authority on women's affairs in Jordan, leading the coordination of national policies on VAWG and the mainstreaming of gender perspectives in legislation, policies, plans, programs, and national budgets. It is also a member of the Inter-Ministerial Committee for Women's

Empowerment and participates in the inter-ministerial coordination. However, regarding budgets, there is no gender-responsive national budget, and no specific allocations are dedicated to combating VAWG. This gap is reflected in Indicator 45's score of 8.3/25.

At the regional level, Jordan shares the co-presidency of the Union for the Mediterranean (UfM) together with the European Union. The Ministerial Declaration of the Fifth UfM Ministerial Conference on "Strengthening the Role of Women in Society" in October 2022 in Madrid, includes four priority areas, one of which is combating VAWG. The League of Arab States established the Arab Women's Committee. Within this framework, the League launched in February 2020 a five-year strategy to set priorities for Arab countries in line with the Beijing Platform for Action. In 2017, the League adopted the Cairo Declaration for Arab Women which emphasizes gender equality in environmental and climate action and disaster response, including concrete outcomes related to eliminating VAWG. These regional commitments are reflected in indicator 46 score of 17/17.

Except the Regional Index on VAWG, there is no other regional monitoring mechanism. Jordan as a member and Co-Chair of the UfM follows up on the implementation of the Ministerial Declaration on Women's Rights (2022, Madrid). In terms of monitoring of the Declaration, the ministers of the UfM States showed willingness in the 5th UfM Declaration to "Pay particular attention to well-functioning monitoring processes in the four priority areas of the Cairo Declaration well as to the quantitative and qualitative evaluation of the impact of actions undertaken." (Indicator 47 score of 15/15.)

Main Gaps

- No dedicated gender-responsive national budget or financing framework for VAWG interventions.
- Limited bilateral or regional cooperation agreements specifically addressing VAWG.

Recommendations

- Adopt a gender-responsive budget with clear budget allocations for VAWG.
- Strengthen bilateral and regional cooperation frameworks to enhance monitoring and accountability.



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