

# Integrity Coalition for Elections Observation

18th House of Representatives  
Elections 2016



Final Observation Report



تحالف براهمة لمراقبة الانتخابات  
Integrity Coalition for Election Observation



Project funded by the  
**EUROPEAN UNION**

# Integrity Coalition for Elections Observation Elections of the 18<sup>th</sup> House of Representatives Final Observation Report

Jordan 2016



تحالف نزاهة لمراقبة الانتخابات  
*Integrity Coalition for Election Observation*



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## Executive Summary

In the period extending from 1993 to 2012 a big number of new election laws were passed in response to the demands of the political parties, but they kept all the "one-man-one-vote" system. Growing frustration from the electoral system has been one of the factors that led to the outbreak of protests in 2011. The emergence of informal political movements (Hirak), which were the main engine of protests, was an indication of the widespread disappointment and lack of confidence in political parties and the parliamentary system. King Abdullah II took the initiative to respond to popular and partisan feelings and launched a comprehensive review of the political system by gathering a coalition of political party leaders, lawmakers, journalists and activists in a National Dialogue Committee tasked to study the possible changes to the election and the political parties laws. In response to the recommendations proposed by the Committee and those of the Royal Commission to review the Constitution, the government passed the 2012 new election law which revoked the one-man one-vote system after almost 20 years of imposing it, although not fully.

In the period preceding the issuance of the 2013 election law, parties and activists demanded the introduction of the party-list and proportional representation system. These demands have been reflected in the framework of the new law, but only partially, as opposition parties and movements were demanding the allocation of 50% of the seats to the proportional representation, but the 2012 law allocated only 27 seats out of 150 for the proportional representation system and left the remaining seats to be distributed according to a system that is based on the key concepts of SNTV. For this reason, the introduced amendments were neither welcomed by parties nor by voters.

His Majesty King Abdullah II ratified the 2016 election law on March 13, 2016 after its approval by both chambers of the National Assembly. This historic law ends a quarter of a century of the SNTV system and offers an electoral system similar to the one which was applied in the 1989 elections, where voters were able to cast a number of votes equal to the number of seats in their constituencies. The new law, can give advantage to parties because before the introduction of the SNTV system voters often used the first vote only to support family and tribal links while the subsequent votes go to ideological preferences. The new law also encourages the much needed

dialogue about ideology as parties and candidates need to work together on these issues when forming lists.

The legal framework governing elections in Jordan includes key legislation as stipulated in the Constitution, the election law, regulations on the demarcation of districts, executive orders and the law of the Independent Election Commission (IEC). The constitution lays the foundations of the electoral system and electoral rights. Among other key aspects, it guarantees the right of persons to vote and to run for elections. It also identifies institutions that can vote, voting conditions and transparency and conflict rules. With regard to the elections to the House of Representatives, the Constitution provides for the election of its members by general secret and direct election in accordance with an election law which shall ensure the following matters and principles: A) The right of candidates to observe the electoral process. B) The punishment of those adversely influencing the voters' will. C) The integrity of the electoral process in all of its stages.

The law deals with the main issues of the electoral process including the election system, voting and candidacy conditions, results and appeals. Ten executive orders were issued on the voters' lists, the formation of committees, the accreditation of local and international observers, journalists, media workers, candidacy, election campaigns, and accreditation of candidates' representatives, voting and counting instructions, counting votes and instructions on the announcement of results.

According to article 8 of the Law on Elections to the House of Representatives, the Kingdom is divided into 23 electoral districts, instead of 45 districts according to the system under which the 2013 elections were held. Each administrative governorate is one district, with the exception of Amman, Zarqa and Irbid, which were divided into five, four and 2 districts respectively.

Reducing the number of constituencies and increasing their geographical areas is considered a step forward with respect to the representation of citizens in the House of Representatives compared to the previous law, but the delineation of constituencies in the current system did not rely on clear standards. The normative international criterion is based on the equality of the vote to the extent possible, but government statements stressed that the delineation of constituencies and the distribution of seats have relied on three factors: Population, geography and development

issues without clarifying what is meant by the last two (geography and development). The delineation of constituencies and the distribution of seats according to this system has led to an imbalance in population representation in the House of Representatives, where constituencies with high population density were represented by less than their percentage of the total population, compared to constituencies with less population density.

The largest remaining method for allocating seats was adopted for calculating seats won by lists. According to this method, the list gets a number of seats equal to the percentage of votes it won out of the total number of voters at the constituency level. In this method, seats are calculated in two phases; in the first phase lists are arranged from up to down based on the percentages they got and seats are distributed according to these percentages. If there are still seats that are not distributed, fractions are used to determine the lists that will get the remaining seats.

The system relies on the open proportional list at the level of the electoral district. The 2016 election law replaced the previous closed-list system known as the closed national list system, which the 2013 elections had partially relied on in the open proportional list system at the level of the constituency. Open candidates' lists give voters more flexibility and freedom to choose candidates from within the list. In the closed list system, voter should vote for the whole list and does not have the right to choose from among its candidates. The order of candidates is pre-arranged in the closed list. In the current system, voters can choose a certain candidate or candidates in the open list system. However, according to the law, voters cannot vote to two candidates on different lists and can only vote for candidates on the same list.

Seats allocated to Christians, Circassians and Chechens are won by the candidate with the highest votes among his peers on the constituency level without consideration to whether the list of the candidate has won or not.

The seat allocated to women at the district level goes to the female candidate with the highest votes among female candidates who lost at the district level; excluded from this equation are Amman, Irbid and Zarqa districts, where the seat goes to the candidate with the highest ratio among candidates who lost at the level of the district. The ratio is calculated by dividing the



number of votes obtained by the female candidate on the total number of votes in her constituency.

According to international best practices, the delineation of electoral districts should guarantee equal weight, to the extent possible, for each vote to ensure effective representation. As was the case with the 2012 election law, the new one does not specify a mechanism to ensure equitable distribution of seats among constituencies. This shortcoming had previously led to over-representation of rural communities at the expense of the densely populated urban centers. And although the disparity between weight of votes strength has improved recently, but it is still a big problem.

The number of lists that applied for participation in the elections was 230, but only 226 were accepted. Three lists did not continue as some of their candidates withdrew and the number of remaining candidates became less than the required minimum of three candidates; one of the lists withdrew. IEC rejected the applications of twenty candidates. Regarding women participation, the total number of women candidates reached 252 out of a total of 1252 candidates and women percentage has reached 20. Compared to 2013 elections, the total number of women candidates increased by 37 candidates, i.e., by 17%.

Regarding partisan participation, the number of candidates who are members of political parties reached 215 (17%) of the total 1252 registered male and female candidates and these candidates are members of 40 political parties.

Election campaigns did not see major irregularities. Slogans used during the campaigns were overly broad and unclear dealing with big issues but without real viable electoral programs.

In general, the Election day has not seen major problems that can affect the election results, with the exception of events that took place in the Central Badiya district. The closure of ballot boxes process was according to instructions in the vast majority of polling rooms, but there were some mistakes committed by committee members that did not have any real impact. The biggest difficulty was the counting of votes process and this difficulty emerged as a result of the design of the ballot paper, which was in the form of a booklet. This has increased the counting time in polling stations which saw a big number of voters. In few polling stations there were problems



in the cameras and screens. In addition, there were some cases of lack of cooperation with observers during the counting process. Copies of the results' minutes were hanged on the entrances of ballot rooms, but these copies were not clear.

The aggregation process at the center level was in accordance with instructions and it was smooth. Observers and agents were allowed to observe the process but when the materials and minutes were delivered to the aggregation committees at the constituency level, there were cases of disorder, chaos and lack of knowledge of procedures. Moreover, the entry of results process differed from one constituency to the other. Some of the constituencies re-entered the counting minutes at the level of the station for the whole constituency which made the aggregation at the level of the constituency take long time and in some cases it took two consecutive days.

Thirty nine (39) appeals were lodged with the Courts of Appeal in five constituencies: the capital first district (4), capital third district (1), capital forth district (5), capital fifth district (1), Karak (3), Balqa (3), Madaba (2), al-Zarqa first district (1), al-Zarqa second district (2), central Badiya (8), Irbid first district (1), Irbid forth district (1), Ajloun (2), Jarash (2) and Maan (2). Eight (8) appeals were dismissed in form and (30) in content and one appeal was fully discarded in one case only.

The 2016 elections of the House of Representatives is considered close to an acceptable level of international standards, but there are opportunities for more development and for getting closer to the application of these standards.

### [The right to participation](#)

1. The legal elections framework allows citizens to participate as voters and candidates, but it puts some restrictions on this right by specifying a minimum age of 30 years for persons who wish to run for the elections and this condition deprives a wide category of people, especially youth, from their right to run for elections.
2. The election law only allows those who are able to arrive at the polling station to participate in the elections, thus depriving all Jordanians living abroad and those who are imprisoned and in hospitals from practicing their voting rights.

3. The law deprived the Bedouin voters from running for elections and voting outside their constituencies and did not give them the right to be registered in the voters' lists of constituencies where they live.
4. Furthermore, the law hinders the participation of public employees (civil servants) who wish to run for the elections by obliging them to resign 60 days prior to the voting day and this condition makes them hesitant to run for the elections.

### Transparency

1. In the appointment of cadres, procedures were not fully transparent as many vacancies were not announced and interviews were held with candidates without prior announcement.
2. Despite progress made regarding special instructions on the finances of the campaign in terms of funding and spending, there is still a possibility for more progress by developing standards that ensure no cash payments and rejection of any expenses that have no tax bill.
3. Despite close cooperation between the IEC and observers, employees in the field, especially on election day, dealt with observers in a way that prevented them from fully observing the electoral process.

### Equal suffrage

1. Reducing the number of constituencies and increasing their geographical areas is considered a step forward with respect to the representation of citizens in the House of Representatives compared to the previous law, but the delineation of constituencies in the current system did not rely on clear standards. The normative international criterion is based on the equality of the vote to the extent possible, but government statements stressed that the delineation of constituencies and the distribution of seats have relied on three factors: Population, geography and development issues without clarifying what is meant by the last two (geography and development).
2. The delineation of constituencies and the distribution of seats according to this system has led to an imbalance in population representation in the House of Representatives, where constituencies with high population density were represented by less than their percentage of the total population, compared constituencies with less population density.

## The right to appeal

1. The legislative framework allows parties to the electoral process to appeal at all elections stages and within a reasonable time.
2. In cases of appeal, citizens of a number of districts have to lodge their appeals in other districts as there are no appeal courts in theirs and this limits the possibility of exercising this right.

Based on the results of the election observation process, the Integrity Coalition for Election Observation recommends the following:

## Recommendations:

### Legal Framework and Electoral Administration

1. The Independent Election Commission's (IEC) law limits its capacity to recruit cadres from outside of the civil service regime, and seek experts and cadres from outside of the public sector, and since the management of the elections process is a qualitative process that requires specialized expertise, we recommend to amend the IEC's to allow it directly contract specialists outside of the public sector in a fair and transparent manner.
2. Although the current electoral system had taken a step forward by forming constituencies, these constituencies remain relatively small. We recommend to increase the geographical area of those constituencies to cover different regions, such that Jordan will be divided into four local constituencies: The Northern Region constituency, which would include Irbid, Mafrqa, Ajloun, and Jarash. The Southern Region constituency which includes Karak, Ma'an, Tafileh, and Aqaba. The Central Region constituency which includes Al-Balqa', Al-Zarqa', and Madaba. And a local constituency for Amman, where 75% of the parliament's seats will be allocated to these four constituencies, and the remaining 25% will be allocated to a nationwide district that only political parties can run for.
3. The current electoral system is based on the principle of open proportional lists on the district level, which is considered an important and positive step forward, in order to have better representation in the parliament, the Integrity Coalition recommends that any citizen can run in the local district (mentioned in recommendation number 2) as long as he/she fulfill the candidacy conditions, while on the level of national district we

recommend that running in the elections should be limited to political parties through closed proportional list, with a condition that the political party should be registered at least one year before the candidate registration date and the candidates of the political party must be members of the party at least six months before the candidate's registration date.

4. The Integrity Coalition recommends to consider the electoral threshold as the minimum percentage of votes the list must have to enter the parliament, this condition should be applied in both local and national districts.
5. ICEO believes that the representation of districts in the House of Representatives must depend mainly on the demographic factor, while taking into account other factors such as geography and development. ICEO believes that there is injustice in the representation of districts in comparison with the number of their voters and although there was an expansion in the electoral districts in the 2016 elections, which had its positive impact with respect to representation, but this problem still exists and therefore ICEO recommends giving equal weights of votes in the House of Representatives for equitable representation.
6. The Jordanian constitution stipulates equality among citizens regardless of race, language and religion. ICEO believes that restricting the right of the Jordanian citizens from Bedouin origins to only run for elections and to vote in districts allocated for the Bedouins constitutes unacceptable discrimination, especially since the Badiya districts are not geographical districts, but rather designed based on the voter or candidate's affiliation to certain tribes. The principle is that the design of districts should be based on the geographical factor and to give every person who resides in a district the right to practice his/her right to nominate himself/herself and to vote. Therefore, ICEO believes that it is not fair to deprive a Jordanian from Bedouin origin of his/her right to run for elections and to vote in districts other than the Badiya districts if he/she resides in these districts. ICEO also recommends transferring seats allocated for Christians, Circassians and Chechens into representation seats for these components to the minimum (quota) so that the system

ensures that the candidates of these components succeed in competition in addition to the seats reserved for them .

7. The issue of elections cannot be handled independently of political and legal environment surrounding it. ICEO sees that there is an urgent need to strengthen the climate of freedoms, freedom of expression and the right of assembly as essential conditions for free elections.
8. ICEO believes that there is an important role to be played by political parties in the political life of the country and thus there should be measures to support the participation of parties in elections. Among these measures is to make participation in elections a condition for the funding. This will strengthen the role of parties and will give them more access to the House of Representatives.
9. Despite the progress made in supporting women's right to become members of the House of Representatives through seats reserved for them, this support can be increased by allocating 25% of the seats for women as minimum representation.
10. Support to the right of women is not limited to participation in public life and specifically in the elections, by allocation seats for women in the House of Representatives. IEC should work to ensure gender balanced representation in all of its structures and in all committees concerned with the electoral process, especially in presiding over these committees.
11. Any deficiency in the training of IEC employees will negatively impact the electoral process, its quality and its integrity. ICEO recommends paying more attention to the training by improving the performance of trainers, intensifying training programs and using assessment models to measure the knowledge and skills of trainees. ICEO also recommends cooperation between IEC and civil society institutions that have the experience in this field.

### **Voters' Registration**

1. The IEC and Civil Status and Passports Department (CSPD) should start updating the voters' list immediately after the election is over. Voters should be requested to provide

the CSPD with information proving their residency in order to register them in their electoral districts, a communication mechanism with voters should be developed to inform them about the requested information, this will help in avoiding the voters mass transfer that took place in previous elections, also this will take into consideration collective residential change of address due to the acquisition of neighborhoods by Amman Greater Municipality and other municipalities.

2. The IEC and the CSPD in cooperation with the Higher Council for Affairs Of Persons With Disabilities should communicate with voters with disabilities in order to update their data and register them in the voters list and in polling centers that are qualified to receive them.
3. The IEC should make the voters list data available and accessible in a way that would allow interested citizens, CSO's or candidates to benefit from them for the purpose of analysis and verification. This can be done by making the data available on accessible software and not on protected software, as it is right now.

### **Registration of Candidates**

1. The law puts obstacles for public sector employees and official bodies who wish to exercise their right to run for the elections and obliges them to resign from their jobs two months prior to the election day and this condition makes many potential candidates reluctant to take the decision to run for elections for fear of losing their jobs and the elections. ICEO recommends an amendment of this condition and instead of resignation to give these employees an unpaid leave to start two months before the election day and to make them resign if they win in the elections.
2. Taking into account the high percentage of the youth in Jordan as well as their high rate of participation in the 2016 elections for the House of Representatives, ICEO emphasizes the need to allow young people the opportunity to reach public positions, including membership in the House of Representatives. To achieve this aim, ICEO recommends decreasing the candidacy age in order to allow all voters to run for elections. Decreasing the candidacy age will achieve the principle of equality among citizens as stipulated by the Constitution and it also makes a balance between the right to run for elections and the right to vote. Giving 18-

year-old voters the right to elect members of the legislative authority should be paralleled by giving them the right to become members of this authority at the same age.

### Campaigns

1. Despite progress made regarding special instructions on the finances of the campaign in terms of funding and spending, there is still a possibility for more progress by developing standards that ensure no cash payments and rejection of any expenses that have no tax bill.
2. The IEC should practice its constitutional jurisdictions regarding the violations of the electoral campaign instructions, the IEC should have more coordination with the related public institutions, especially the municipalities and the Public Security Directorate in this regard.
3. The IEC in cooperation with the Ministry of the interior should prevent using official emblems and photos of His Majesty the King in the electoral campaigns.
4. The IEC should be strict regarding using children in electoral campaigns, especially in candidates' headquarters and in front of polling centers.
5. The IEC in cooperation with security institutions should develop mechanisms to deal with the phenomenon of vote buying especially during campaigns. Dealing with this issue should be quick and professional, taking into consideration the indirect vote buying such as in-kind assistance and recruiting people in campaign management for the sake of buying their votes.

### Voting, counting and announcement of the results

1. IObservers are considered essential in the success of any electoral process, so the IEC should be clear with members of committees regarding the importance of cooperating with domestic observers within the legal framework and the executive instructions. This should be done in a way that would guarantee the transparency and integrity of the electoral process and enable the observers to perform their tasks without any obstacles.
2. The IEC must guarantee the right of people with disabilities, the elderly, and people with special needs to access the polling centers and stations.



3. Jordanian citizens have the right to exercise their right to vote regardless of their geographic location and depriving Jordanians residing outside the country from voting constitutes a violation of this right. ICEO believes that it is important to develop the legal and technical framework to enable Jordanians abroad to cast their ballots, as well as voters who are in prisons and hospitals.
4. The design of the ballot paper in the form a booklet was one of the reasons that led to a significant number of invalid papers, as well as to delays in the counting process, especially in the polling stations that has voting intensity. ICEO believes that it is important to reconsider the design of the ballot paper in order to avoid such problems.
5. 5- The IEC must instruct the committees to follow the regulations that enhance transparency in both voting and counting processes, especially regarding the posting of results at the polling stations' door and also enabling the observers and the candidates' agents of following up the aggregation procedures on the levels of polling centers and districts.
6. 6- The IEC should commit to its instructions and unify the aggregation methods. The results of ballot boxes should be aggregated in the center; the results of the centers should be aggregated on the level of the district.
7. 7- The IEC should not be late in announcing the preliminary results. This should be done in clear and pre-determined periods to avoid any confusion or doubts that can emerge because of the delay in the announcement.

## Appeals

1. The process of dealing with electoral disputes is an essential part in the electoral process. Despite the significant progress that has been made in this area, ICEO sees the need for a court rooms specialized in electoral disputes, as this will accelerate procedures for dealing with these disputes and promote confidence in decisions taken by these rooms.

## The Integrity Coalition for Election Observation (ICEO)

The ICEO was created to observe the 2012 elections. It is a coalition formed of civil society organizations interested in the electoral process, specifically in the field of election monitoring and it is led by the Identity Center for Human Development. It is composed of: the Qandil Organization in Amman, I Am A Human, Sanabel al-Ataa Society, Noble Goals Society in Amman, al-Kura Women Society in Irbid, Alwan al-Taif Society in Ajloun, the Jordanian Society for Human Development in Jarash, the Jordanian Cultural Youth Forum (Tasharuk) in al-Mafraq, Keep Your Head Up, You Are Jordanian Society in al-Balqa, YWCA in Madaba, Al-Hashimiyah Women Society in al-Zarqa, Ein al-Karak Society in al-Karak, Rimah Society in al-Tafileh, Sunna al-Mustaqbal in Maan and Ajyal Society and Youth for Jordan Society in al-Aqaba.

Since its inception, ICEO observed all electoral processes that took place in Jordan: the seventeenth elections to the House of Representatives in 2013 and all subsequent by-elections as well as municipal elections in 2013, other elections in universities and trade unions and Iraqi parliament elections abroad which took place in Jordan.

ICEO works within the framework of Jordanian legislation and national laws, and in its work it relies on the Declaration of Global Principles for Nonpartisan Election Observation and Monitoring by Citizen Organizations and its Code of Conduct for local election observers which were officially launched at United Nations Headquarters in 2012.

ICEO started its work in observing the 18<sup>th</sup> House of Representatives 2016 elections in its early stages by participating in the discussion of the legislative framework for the elections, including the submission of comments on the draft election law as soon it was submitted to the 17<sup>th</sup> parliament by the government. ICEO also gave its comments on the draft executive instructions issued by IEC and observed the registration of voters. Through its 60 long term observers, it observed the registration process of candidates and election campaigns which started in August 16, 2016. It was able to mobilize 3434 short term observers to observe the election day, and continued to observe the other phases of the electoral process, including the announcement of results and appeals and it implemented the parallel vote tabulation on the election day.

The Identity Center implemented the 2016 Elections Observation Project with the support of the European Union. An agreement was signed on 16.08.2016 and ended on 31.10.2016. The project included the observation of the electoral process phases from the registration of candidates, monitoring election campaigns, polling day and the announcement of results and appeals as well as the implementation of the parallel vote tabulation. The total value of the project was 350,869 euros (273,000 JD), the contribution of the European Union was 300,000 euros, while the contribution of the Identity Center was 50,000 euros.

The overall objective of observing the 2016 Jordanian parliamentary election is to strengthen respect for fundamental freedoms and political rights and to support the democratic and electoral process.

The action is expected to lead to a comprehensive observation of all aspects and steps of the parliamentary electoral process in Jordan for the year 2016.

The specific objectives of the action are as following:

- Providing a comprehensive assessment of the electoral process according to international standards.
- Raising the public confidence in the electoral process including providing deterrence to fraud.
- Working on the prevention or resolution of conflict including providing reliable data

The media interacted with the news and reports of the Integrity Coalition during the elections, the total number of documented media coverage of the Integrity Coalition activities was 150, which included printed coverage, radio, and TV, with an average of 2 times per day over the period of the project. Additionally, more than 93,000 users interacted with the Coalition's activities on social media platforms.

## The political framework

### The political system in Jordan

The Hashemite Kingdom of Jordan is a constitutional monarchy under the Constitution of January 8, 1952 (as amended several times since its release, most recently in 2016). According to the constitution, the throne of the Hashemite Kingdom of Jordan is hereditary to the dynasty of King Abdullah Bin Al-Hussein in a direct line through the male heirs and currently King Abdullah II came to the throne. The Constitution states that the King is the Head of the State and is immune from every liability and responsibility. The Executive Power is vested in the King, and he shares the legislative power with the Senate and the House of Representatives.

### The executive authority

The Constitution provides that the King is the Supreme Commander of the Land, Naval and Air Forces. The King declares war, makes peace and concludes treaties and agreements. The King ratifies laws, promulgates them and orders the enactment of the regulations necessary for their implementation. The King issues orders for the holding of elections to the House of Representatives in accordance with the provisions of the law. The King convenes the Parliament, inaugurates, adjourns, and prorogues it in accordance with the provisions of the Constitution and the King may dissolve the House of Representatives and the Senate.

According to the constitution, the king appoints the prime minister and removes him and accept his resignation and appoint Ministers, remove them and accept their resignations upon the recommendation of the Prime Minister. Recently there were attempts to empower the parliament, its parties and its political blocs to form a parliamentary government. For example, before the 2013 elections, it was declared that the appointment of the Prime Minister will be based on consultations with the majority coalition of the parliamentary blocs and then the designated prime minister forms his government. However, within months following the parliamentary elections, MPs have not been able to agree on a new prime minister and they had to extend the mandate of Dr. Abdullah al-Nsour,<sup>1</sup> the prime minister of a short lived outgoing government.

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<sup>1</sup> Osama al-Sharif, The New Government of Jordan, The Same Old Policies, 31 March 2011  
<http://www.al-monitor.com/pulse/originals/2013/03/jordanian-government-formation.html>>>

Afterwards, al-Nsour held consultations with MPs on the formation of his government, but he ignored their recommendations and formed the government all by himself. <sup>2</sup>

### The legislative authority

The National Assembly, composed of the Senate and the House of Representatives, shares the legislative power with the king. According to the 2016 election law, the House of Representatives is composed of 115 members elected by general elections for four years. The Senate is composed of half of the House of Representatives members and its members are appointed by the King for four years.

### The judiciary

The Constitution provides that the Judicial Power shall be independent and exercised by the courts in their different types and levels. It provided that "Judges are independent, and they are not subject to any authority, in their jurisdiction, other than that of the law. Judges of the Civil and Sharia Courts shall be appointed and dismissed by a Royal Decree in accordance with the provisions of the laws. The courts are of three types: 1- Civil Courts, 2- Religious Courts, 3- Special Courts. Religious courts are of two types: (1) Sharia courts that implement the provisions of Islamic Sharia and civil status laws, and (2) the Tribunals of other Religious Communities officially acknowledged by the Kingdom. Regular courts are: magistrate courts, courts of first instance, courts of appeal, the supreme administrative courts, and the Constitutional Court (founded in 2012 as part of a broader package of democratic reforms).

## Political life and elections

### The early history of political parties in Jordan

Political parties were present in Jordan since the creation of Transjordan in 1921. During the Mandate period (1921-1947) seventeen political parties were created reflecting the existing social

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<sup>2</sup> Al-Sharif, The New Government of Jordan, The Same Old Policies.

structures.<sup>3</sup> These parties have mainly focused on independence and development initiatives and remained elitist in nature lacking any popular support base. No new breed of ideological parties appeared until the issuance of the first law of political parties in 1955. However, this new era of ideological parties did not last long. When tensions between opposition parties and the government over Jordan's relationship with Britain emerged and with the coup attempt in 1957, martial law was imposed. When civic life returned, a year after the martial law, all political parties became banned in Jordan.<sup>4</sup> Political life became restricted when the martial law was once again introduced as a result of the outbreak of the 1967 war with Israel and the seizure of the West Bank of the Kingdom. Martial law remained in force until after the disengagement with the West Bank in 1988.

### Political liberalization and political parties

When the 1989 elections were organized after the absence of parliamentary life for more than 20 years, political parties remained technically illegal in the Kingdom and although candidates were not able to run for the elections as party members, political party members were able to compete in the elections and in fact most parties were allowed to work openly.<sup>5</sup> These conditions gave a great advantage to the Muslim Brotherhood, which was the only party capable of organizing itself and expand in a legal way over the past two decades<sup>6</sup> and this has enabled the party to win 22 seats out of a total of 80 seats in the House of Representatives, while independent Islamists won 12 seats. The 1989 election were directly followed by a number of important democratic transformation efforts that encouraged political pluralism in the Kingdom, but the momentum started to slow down unilateral reforms aimed at restricting the power of the opposition. This change in policy has largely resulted from justified fears of the growing influence of the Muslim

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<sup>3</sup> Amin Ali Alazzam, "Political participation in Jordan: The impact of party and tribal loyalties since 1989," PhD thesis, (9 Durham: Durham University, 2008), [http://etheses.dur.ac.uk/2183/1/2183\\_192.PDF](http://etheses.dur.ac.uk/2183/1/2183_192.PDF)

<sup>4</sup> Political parties continued to be illegal until 1992, when the new political parties law replaced the 1955 law, see Curtis R. Ryan, "Elections and Parliamentary Democratization in Jordan," Policy Paper: Fostering a Parliamentary Democracy in Jordan through Electoral Reform, part 5, No. 4 (1998): 181.

<sup>5</sup> Brynen, Rex, Economic Crisis and Post-Rentier Democratization in the Arab World: The Case of Jordan, Canadian Periodic for Political Science, Published online: 10 November 2009.

<sup>6</sup> Adams, Linda Shull, "Political liberalization in Jordan: An Analysis of the State's Relationship with the Muslim Brotherhood," Church and State Journal, volume 38, No. 3 (Summer 1996): 511.

Brotherhood. Soon, tensions between the Muslim Brotherhood and the state started to emerge and reached a peak as Jordan was about to sign a peace treaty with Israel in the 1990's.<sup>7</sup>

### The introduction of the Single Non-Transferable Vote (SNTV)

The introduction of the 1993 general election law was a loss to the momentum of democratic transformation. The SNTV (often referred to as one-man-one-vote system)<sup>8</sup> replaced the 1986 election law, which allowed for multiple votes and encouraged alliances (which benefited larger parties, such as the Muslim Brotherhood). In the past, many Jordanians used to cast ballots according to tribal obligations and they used the remaining votes to support parties. However, the new SNTV system gave voters one vote only and it was introduced in a society where tribal affiliations are dominant. The result was that tribal affiliation determined the results of ballot boxes and no votes were left for ideological affiliations.<sup>9</sup>

### Protests of 2011 and the abolition of the SNTV

Between 1993 and 2012, several new election laws were passed in response to the demands of the political parties, but they kept all the "one-man-one-vote" system. Growing frustration from the electoral system was one of the factors that led to the outbreak of protests in 2011. The emergence of informal political movements (Hirak), which were the main engine of protests, was an indication of the widespread disappointment and lack of confidence in political parties and the parliamentary system. King Abdullah II took the initiative to respond to popular and partisan feelings and launched a comprehensive review of the political system by gathering political party leaders, lawmakers, journalists and activists in a National Dialogue Committee tasked with studying the possible changes to the election and the political parties laws. In response to the recommendations proposed by the Committee and those of the Royal Commission to review the

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<sup>7</sup> Alazzam, Political participation in Jordan, 137.

<sup>8</sup> The Hashemite Kingdom of Jordan, Election Law to the House of Representatives No. 22 of 1986, 17 May 1986, [http://www.kinghussein.gov.jo/elect\\_law.html](http://www.kinghussein.gov.jo/elect_law.html), The Hashemite Kingdom of Jordan, Temporary Law No. 15 of 1993 amending the election law, 17 August 1993.

<sup>9</sup> Amin Ali Alazzam, "Political participation in Jordan: The impact of party and tribal loyalties since 1989," PhD thesis, (9 Durham: Durham University, 2008), [http://etheses.dur.ac.uk/2183/1/2183\\_192.PDF](http://etheses.dur.ac.uk/2183/1/2183_192.PDF)



Constitution, the government passed the 2012 new election law, which revoked the one-man one-vote system after almost 20 years of imposing it, although not fully.<sup>10</sup>

In the period preceding the issuance of the 2013 election law, parties and activists demanded the introduction of the party-list and proportional representation system. These demands have been reflected in the framework of the new law, but only partially,<sup>11</sup> as opposition parties and movements were demanding the allocation of 50% of the seats to the proportional representation, but the 2012 law allocated only 27 seats out of 150 for the proportional representation system and left the remaining seats to be distributed according to a system that is based on the key concepts of SNTV. For this reason, the introduced amendments were welcomed by neither parties nor by voters.

### 2016 Election law and political parties

His Majesty King Abdullah II ratified the 2016 election law on March 13, 2016 after its approval by both chambers of the National Assembly<sup>12</sup>. This historic law ends a quarter of a century of the SNTV system and offers an electoral system similar to the one which was applied in the 1989 elections, where voters were able to cast a number of votes equal to the number of seats in their constituencies. The new law can give advantage to parties because before the introduction of the SNTV system voters often used the first vote only to support family and tribal links while the subsequent votes go to ideological preferences. The new law also encourages the much needed dialogue about ideology as parties and candidates need to work together on these issues when forming lists.

With the promulgation of a law that can shift the status of parties from the political margins to assume policy making roles, it became important that Jordanians not only should become more familiar with political parties, but also to become more successfully engaged with the people of Jordan. Research conducted by the Identity Center in 2014 highlighted that in spite that the

<sup>10</sup> Curtis R. Ryan, "The implications of Jordan's new electoral law," Foreign Policy, [http://mideast.foreignpolicy.com/posts/2012/04/13/the\\_implications\\_of\\_jordans\\_new\\_electoral\\_law](http://mideast.foreignpolicy.com/posts/2012/04/13/the_implications_of_jordans_new_electoral_law)

<sup>11</sup> Ryan, "The implications of Jordan's new electoral law."

<sup>12</sup> The Hashemite Kingdom of Jordan, the Election Law to the House of the Representatives, Law No. 5 of 2016, available in English on the following link: <http://aceproject.org/ero-en/misc/jordan-law-on-the-election-of-the-house-of>

widespread lack of confidence in political parties is partly due to wide belief in the futility of the electoral system, the inability of the parties themselves to effectively communicate with voters is also another important reason.<sup>13</sup> Investigative studies, focus groups and interviews conducted by Identity Center have confirmed that the lack of desire to join political parties stems mostly from the failure of political parties themselves. Research also showed that Jordanians believe that political parties, unlike the *Hirak*, are distant from Jordanians and rely on ineffective campaigns and platforms unrelated to the reality. In order for the new election law to have significant impact on the role of political parties in Jordan, it is essential that these parties also take proactive steps to better involve the Jordanian people.

## Freedoms

The Constitution specifies the fundamental rights of Jordanians. It provides for the rule of law to all Jordanians and prohibits discrimination on the basis of "race, language or religion." It also specifies rights related to key issues such as education, religion, the press, publications, and the right to assembly and to hold public office. Jordan has ratified a number of major international human rights conventions and established legislation and parallel national institutions for the implementation of the conventions.

Although Jordan has ratified the core human rights instruments, enacted legislation and established basic institutions for the protection of freedoms, the annual report of Freedom House said that the Kingdom is "not free" in 2016.<sup>14</sup> Jordan's performance, compared to other countries in the Middle East and North Africa, was good and reached 5.5 out of 7 (1 is best and 7 is the worst) in respect for freedom. Jordan also got 6 and 5 in political rights and civil liberties, respectively. Many concerns specified by Freedom House relate to the ineffective implementation of the Jordanian national legislation on freedoms and treaties signed by the country.

### Main Human Rights International Treaties

Treaty	Signature Date	Ratification
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<sup>13</sup> Policy Paper: Bridging Divides Between Political Parties and the Jordanian People, Ezra J Karmel, Identity Center, Amman 2014.

<sup>14</sup> Council of Foreign Relations, Growing Stress on Jordan, March 2016, <http://www.cfr.org/jordan/growing-stress-jordan/p3763>

The Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	-	13 November 1991 (A)
The Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	-	-
International Covenant on Civil and Political Rights	30 June 1972	28 May 1975
Second Optional Protocol to the International Covenant on Civil and Political Rights, Aiming at the Abolition of the Death Penalty	-	-
The International Convention for the Protection of All Persons from Enforced Disappearance (ICPPED)	-	-
he Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)	3 December 1980	1 July 19922012
International Convention on the Elimination of All Forms of Racial Discrimination	-	30 May 1974
International Covenant on Economic, Social and Cultural Rights	30 June 1972	28 May 1975
International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.	-	-
Convention on the Rights of the Child	29 August 1990	24 May 1991
The Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict	6 September 2000	23 May 2007
The Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	6 September 2000	4 December 2006
Convention on the Rights of Persons with Disabilities	30 March 2007	31 March 2008

### National and regional security

Regional conflicts have adversely affected the security situation in Jordan. The country, as is said, is now caught in the crossfire with the continued impact of regional conflicts and explosions, which have worsened its security situation in recent years. The Kingdom has been strongly affected by the ongoing conflicts in Iraq and the civil war in Syria as well as by the rise of the Islamic State organization in the two countries.

Jordan, for decades, has been a safe haven for refugees and it has absorbed repeated waves of refugee flows. However, with the continued influx of Syrian refugees to Jordan during the past five years, the country is approaching the collapse point as it is struggling to support its refugees, who represent about 20% of the current population.

Nearly half of the refugees are registered with the United Nations High Commissioner for Refugees (UNHCR).<sup>15</sup> Less than 10% of the refugees are residing in official refugee camps and the others live in communities across the Kingdom.<sup>16</sup> Refugees have placed a big burden on the fragile political and economic structure in Jordan. Their continuous, even growing presence, is putting a pressure on the already weak economy and, with the continuation of this pressure, social tensions have started to emerge.

The conflict in Syria and the rise of the Islamic State organization has also increased security risks. Along the border, there have been several skirmishes and conflicts, but the security forces have proven to be effective until now in preventing any infiltrations. However, the ideology of the Islamic State has started to influence some Jordanians and refugees, particularly in the camps. As a result, a big number of persons were arrested on charges of alleged contacts with the Islamic state in the past few years.

## Social and economic situation

### Semi - rentier economy

Jordan came out of the colonial robe with a semi-rentier economy. In the beginning, it depended on the British funding and, afterwards, on US and Arab oil producing countries' contributions. Instead of relying on taxation,<sup>17</sup> the economy depended on the transfers from Jordanians living abroad. However, the stability of the rentier economy in Jordan was threatened in the early eighties with the decline in its two main bases: Transfers and foreign aid driven by oil. In 1981, the threat was serious and it continued<sup>18</sup> and Jordan's income derived from these two sources declined between 1981 and 1987 from US \$2.3 billion to US \$1.5 billion.<sup>19</sup> As a result, Jordan was forced to seek the assistance of IMF.

<sup>15</sup> Council of Foreign Relations, Growing Stress on Jordan, March 20116.

<sup>16</sup> Council of Foreign Relations, Growing Stress on Jordan, March 20116.

<sup>17</sup> See Warwick Knowles, Jordan Since 1989: A Study in Political Economy, London, I.B.TAURIS, 2005.

<sup>18</sup> Economic Crisis and Post-Rentier Democratization in the Arab World: The Case of Jordan, Rex Brynen, 84-85.

<sup>19</sup> Kathrine Rath, "The process of Democratization in Jordan," Middle Eastern Studies Vol. 30, No. 3

### Economic liberalization

In 1989, Jordan took a loan of US \$ 275 million from the International Monetary Fund under the condition that the Kingdom rearrange its economic policies, develop the private sector and change the role of the government from direct involvement in the economy into a more regulatory role.<sup>20</sup> Over a quarter of a century at the start of the implementation of these conditions, Jordan continued to focus on economic reform, which was particularly accelerated when King Abdullah II ascended to the throne in 1999. In fact, the reign of King Abdullah II was characterized by its focus on economic development.<sup>21</sup>

During this period, the Jordanian economy became characterized by steady growth of its per capita GDP, measured by purchasing power parity, (GDP per capita according to the cost of living and inflation) steadily increased with inflation rates continuously within a reasonable range for the developing economy.<sup>22</sup>

### Economic inequality

However, while the Kingdom's economy saw strong growth rates, the impact did not reach all population as the economic conditions of many Jordanians did not significantly improve. Wealth disparity between the rich and the poor did not shrink to a large extent and Jordan's ranking on the Gini index, which measures the distribution of the state wealth, has remained relatively stable. In the past decade, Jordan's rating has risen from 39 to 34 (0 is perfect equality and 100 full inequality)<sup>23</sup> Jordan ranking on the Gini index is not bad according to regional and international standards, taking into account the actual marginal improvements, but the fact that there hasn't

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(1994): 538.

<sup>20</sup> Brynen, Rex, Economic Crisis and Post-Rentier Democratization in the Arab World, 89-90.

<sup>21</sup> Curtis R. Ryan, "JORDAN FIRST": Jordan's inter-Arab relations and foreign policy under King Abdullah II, Arab Studies Quarterly, Vol. 26, No. 3 (Summer 2004), pp. 43-62

<sup>22</sup> International Monetary Fund (IMF), International Monetary Fund (IMF), database on global economic expectations,

[www.imf.org/external/pubs/ft/weo/2014/02/weodata/weorept.aspx?pr.x=52&pr.y=14&sy=1988&ey=2014&scsm=1&ssd=1&sort=country&ds=.&br=1&c=439&s=NGDPRPC&grp=0&](http://www.imf.org/external/pubs/ft/weo/2014/02/weodata/weorept.aspx?pr.x=52&pr.y=14&sy=1988&ey=2014&scsm=1&ssd=1&sort=country&ds=.&br=1&c=439&s=NGDPRPC&grp=0&) and World Bank,

"World Development Indicators Database."

[databank.worldbank.org/data/views/reports/tableview.aspx#](http://databank.worldbank.org/data/views/reports/tableview.aspx#)

<sup>23</sup> World Bank, Database of Development Indicators,

<http://databank.worldbank.org/data/views/reports/chart.aspx>

been a real improvement indicates that economic growth in the country did not facilitate a real redistribution of wealth, especially for the least advantaged population.

### The impact of the Syrian refugees

The influx of Syrian refugees has radically changed the economic situation in the country. Although some Jordanian politicians and some of the citizens blame the Syrians for the current economic problems of the Kingdom, the Syrian crisis has just aggravated the economic issues that had prevailed before the start of the refugee crisis.<sup>24</sup> Positive aspects of the Syrian refugees influx has been given far less attention, although it has benefited the Jordanian economy in many ways as it increased demand of consumer goods, raised the levels of foreign aid, and created new job opportunities.<sup>25</sup>

Nonetheless, the Syrian refugee crisis, according to Carnegie Institute's latest report, has contributed to the negative economic trends in three primary ways: the extension of public and social services to Syrian refugees strains government funds; increased demand inflates the prices of finite goods, like housing; and competition over jobs in the informal sector leads to the depression of wages and worsened economic situations for the poorest Jordanians.<sup>26</sup>

## The legal framework

### Constitutional Framework

According to international best practices, the Constitution lays the foundations of the electoral system and electoral rights. Among other key aspects, the Constitution guarantees the right to vote and to run for elections and it specifies elected institutions; it also specifies responses to transparency and conflict provisions. Regarding the election of the House of Representatives' members, the Constitution confirms the secret and direct election. The Constitution sets the

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<sup>24</sup> See Identity Center report: Syrian Refugees in Jordan: Turning Challenges into Opportunities, <http://www.identity-center.org/en/node/440>

<sup>25</sup> See Identity Center report: Syrian Refugees in Jordan: Turning Challenges into Opportunities, <http://www.identity-center.org/en/node/440>

<sup>26</sup> Jordan's Refugee Crisis, ALEXANDRA FRANCIS, Carnegie Endowment for International Peace, 21 September 2015, <http://carnegieendowment.org/2015/09/21/jordan-s-refugee-crisis-pub-61338>

conditions for candidates and specifies their term by four years. It also provides that the elections is to be held in accordance with the provisions of the election law, which guarantees the following principles: (a) the integrity of elections, (b) the right of candidates to observe the electoral process, (c) the punishment of any person who may adversely affect the will of the voters."

The Constitution specifies the general legislative framework of the House of Representatives and its elections. It states that an independent commission shall be established by a law to supervise the parliamentary electoral process and to administer it in all of its stages.

Article 68 of the Constitution states that the term of the House of Representatives shall be four calendar years commencing from the date of the announcement of the results of the general election in the Official Gazette. This article gave the King the right to prolong the term of the House for a period of not less than one year and not more than two years. In its second paragraph, the Constitution specifies that the election should take place during the four months preceding the end of the term of the House. It notes that if the election has not taken place by the end of the term of the House or if delayed for any reason, the House shall remain in office until the election of the new House.

Article 71 gives the Judiciary the right to determine the validity of the election of the members of the House of Representatives and gives every voter from the constituency the right to file a petition to the Court of Appeal. It also gives the right to the voter in a certain constituency to appeal the results of the elections.

Article 73 tackles the dissolution of the House of Representatives. It states that if the House of Representatives is dissolved, a general election should be held so that the new House shall convene in a non-ordinary session not later than a maximum of four months after the date of dissolution. If the election has not taken place by the end of the four months, the dissolved House shall restore its full constitutional power and convene immediately as if the dissolution had not taken place. Article 74 elaborated on the dissolution and stressed that if the House of Representatives is dissolved for any reason, the new House may not be dissolved for the same reason. In its second paragraph, the article states that the government - in the tenure of which the



House of Representatives is dissolved shall resign within a week from the date of dissolution; and its head may not be designated to form the government that follows.

Article 75 specifies House of Representatives' membership conditions. It states that no person shall be a member of the Senate and the House of Representatives if he/she is not a Jordanian; if he/she is bankrupt and has not been legally discharged; if interdicted and the interdiction has not been removed; if sentenced to imprisonment for a period exceeding one year for a non-political crime and has not been pardoned; if insane or imbecile; if he/she is of the relatives of the King as prescribed by a special law. Article 76 states that it is not allowed to combine the membership of the Senate or the House of Representatives and public offices.

Articles 78 to 85 address the general outlines of the summoning of the Council, parliamentary sessions, postponement of sessions, and extraordinary sessions. It also specifies quorum required for holding the sessions and decision making and stresses that if the voting is related to the constitution or to a motion of no confidence in the Council of Ministers or in one of the Ministers, the votes should be given by calling the members in their names and in a loud voice. Additionally, the Constitution stresses that the sittings of each of the two Houses shall be open, but secret meetings may, however, be convened at the request of the Government or the request of five of the members. The House shall then decide to accept or reject the said request. The Constitution gives every member of the Senate and the House of Representatives complete freedom of speech and expression of opinion; and the member may not be questionable because of any voting or opinion he expresses or speech he makes during the sittings of the House. Article 90 of the Constitution states that no one may be terminated from the membership of either the Senate or the House of Representatives except by a resolution issued by a two-thirds majority of the members composing the House.

In its article 86, the Constitution gave immunity to the Senate and the House of Representatives members. The article states that "no member of the Senate and the House of Representatives shall be detained or tried during the House term unless the House to which he belongs issues a decision by the absolute majority that there is sufficient reason for his detention or trial or unless he was arrested in flagrant delicto. In the event of his arrest in this manner, the House should be notified immediately.

The legislative role of the House of Representatives is specified in articles 91-95. According to these articles, the Prime Minister shall refer the draft of every law to the House of Representatives which shall have the right to accept, amend, or reject the draft; in all cases the draft shall be referred to the Senate. In case of a conflict between the two Houses on a draft law, the Constitution stipulates that both Houses shall meet in a joint sitting presided over by the Speaker of the Senate to discuss the articles in dispute. Acceptance of the draft shall be conditional upon the issuance of the resolution of the joint House by a two-thirds majority of the members present. Every draft law passed by the Senate and the House of Representatives shall be submitted to the King for its ratification. If the King contends not to ratify the law, he may, within six months from the date of its submission to him, return it to the House coupled with a statement of the reasons for the non-ratification. If the law is not returned ratified within this period, it shall be considered as effective and ratified. The Constitution also gave ten MPs or more the right to propose laws and if the House contends to accept the proposal, it shall refer it to the Government for putting it in the form of a draft law, and to submit it to the House.

Article 96 of the constitution states that every member of the Senate and the House of Representatives may address questions and interpellations to the Ministers concerning any public matters.

### [The election law](#)

Law on the Election of the House of Representatives was issued on 15 March 2016 based on the Constitution and was published in the Official Gazette No. 5386. In its different articles, the law tackles the different stages of the electoral process, including an article on electoral districts. This is the first time that the law contains the number of seats per district in the law itself, as previously these issues were handled by a special regulation annexed to the law.

Article 8 stipulates that the Kingdom shall be divided into 23 districts and made each governorate one electoral district with the exception of the capital, which is divided into five districts, Irbid governorate which is divided into four districts and al-Zarqa which is divided into two districts. One district was allocated for the North Badiya, one for the Center and one for the South. The

law also allocated 115 seats to these districts, including seats for Circassians, Chechens and Christians, and an additional 15 seats for women (1 in each governorate plus 3 for Badiya districts).

The law adopted the open proportional list to fill the parliamentary seats. This is the first time in the history of Jordan that such a system is implemented. The law states that any list should be composed of at least 3 candidates and not more than the number of seats allocated for each constituency. The law has also given the voter the right to vote for one of the lists only and then to vote for each of the members within the list or for a number of them.

Regarding vacant seats, the law stipulates that "if a seat in the House of Representatives becomes vacant for any reason, the vacant seat shall be filled by a candidate from the same list as the winner of the vacant seat shall replace the winner, based on the number of votes obtained by each candidate in that list. If this cannot be achieved, the vacant seat shall be filled by a candidate from the next highest list, based on the percentage of votes obtained. If a seat reserved for women in the House of Representatives becomes vacant for any reason, it shall be filled by the woman candidate that obtained the next highest proportion of votes." The same applies for seats reserved for Circassians, Chechens or Christians in the House of Representatives. This is considered a radical change, as in the previous laws, the vacant seats used to be filled through a supplementary election.

The law allocated ten articles for penalties ranging from 1 month to 3 years imprisonment, according to the offense committed as well as financial penalties. According to the law, the following are considered as offenses:

1. Unauthorized entry to polling and counting centers and refusal to exit them.
2. Carrying a firearm, even if it is licensed, or any instrument that jeopardizes public safety and security at any polling center on the election day;
3. Falsely alleging to be illiterate or unable to write;
4. Candidates' lack of abidance by the election campaign rules;
5. Keeping election cards of others;
6. Impersonating another person with the intention to vote in an election;
7. Exercising one's right to vote more than once;

8. Affecting the freedom of the election process or hindering the election process in any way;
9. Tampering with, stealing or destroying any ballot box, voter list or ballot paper;
10. Entering the polling center with the intent to influence the will of voters, buy votes, influence or delay the election process, or to harm any of the election officials
11. Deliberately inserting the name of any person who does not have the right to vote into any voter list, or deliberately deleting or refraining from inserting the name of any person who has the right to register as a voter in such lists;
12. Inserting false information in a candidate nomination application or announcement about such application, including with regard to any of the data provided therein or the date of its submission, or in any form, or in any objection submitted with regard to voter lists, or in any other document;
13. Seizing, hiding, forging, damaging, tearing or defacing any documents pertaining to the election without the right to do so;
14. Delaying without legal grounds the start of the polling process, stopping such process without justification before the time, or slowing down any procedure in order to hinder or delay the process;
15. Not opening the ballot box in the presence of the candidates or their representatives before the beginning of the polling process in order to make sure that the box is empty;
16. Reading a ballot paper in a way that contradicts or falsely reflects its contents;
17. Giving, lending, offering or promising to give, either directly or indirectly, a voter an amount of money, benefits or other rewards for the purpose of making that voter vote in a certain manner, abstain from voting or influence other persons to vote or refrain from voting;
18. Accepting or requesting, either directly or indirectly, an amount of money, loans, benefits or other rewards for oneself or for another person for the purpose of voting in a certain manner, refraining from voting or influencing others to vote or refrain from voting.
19. Presenting malicious information with the intent to harm or entrap a candidate;
20. Seizing or attempts to seize a ballot box.

## Electoral administration

In Jordan, elections are administered by the Independent Election Commission (IEC), an independent constitutional institution, which was established in 2012 under Law No. 11 of 2012 that was amended in 2016. The Jordanian Constitution specifies IEC roles in article 67, paragraph 2, which specifies 3 basic issues: The independence of IEC, its right to administer elections in all of its stages, and its supervision of any other elections as decided by the Council of Ministers.

In its regulatory framework, IEC is comprised of a Board of Commissioners, the General Secretariat and the election committees. According to IEC law, its headquarters are in the capital city and it has the right to open branches or offices in the governorates. The law of IEC in its article No. 4 is in line with the Constitution with regard to the tasks of IEC: The administration of any parliamentary and municipal elections as well as any other elections and supervision of any elections as commissioned by the Council of Ministers and upon the request of the entity authorized by law to conduct those elections.

All ministries, government departments, official and public institutions shall be committed to providing all kinds of support and assistance requested by IEC in order to enable it to perform the duties and responsibilities assigned to it, including coordination with the Ministry of the Interior for the setting of a security plan to ensure the proper conduct of the electoral process.

IEC shall have a Board of Commissioners composed of a Chairman and four members to be appointed by a royal decree for a non-renewable period of six years. Regarding the mechanism for selecting commissioners, a list of proposed names of persons to be appointed in the board shall be submitted to the King. The list shall be prepared by a committee chaired by the Prime Minister and with the membership of each of the speakers of the Upper and Lower Houses of Parliament and the president of the Judicial Council. Commissioners shall fulfil the conditions stipulated in article 9 of IEC law. The law stipulates that the service of the Commissioner shall end by resignation, and it shall be effective after the issuance of a royal decree approving it. It may not be terminated except by a royal decree issued upon the recommendation of three other commissioners in any of the following cases: Absence from three consecutive board meetings without a justification acceptable to the board, forfeiture of any of the membership conditions as

stipulated in the law, nomination for elections regardless of their nature, issuance of a decision by the Judicial Council to prosecute him/her, and health deficiency which prevents the commissioner from fulfilling his/her duties.

The tasks of the Board are as follows: Formulate the general policy of IEC; set the Election Day after the King issues the order to hold the parliamentary elections; endorse the necessary timeline, plans and programmes required for the implementation of the electoral process in a manner of integrity, transparency and impartiality; undertake the necessary measures for the registration of voters and candidates according to the provisions of the Law, including the necessary procedures to review and update the voters register, and arrange for objections against them; publish the voters lists and candidates' names on IEC's website and any other means of publication specified in the Law; establish the rules and procedures for of electoral campaigns and monitor them according to executive instructions; raise voters' awareness of the importance of participating in the political life and election processes; appoint chairpersons and members of any necessary committees for the conduct of the parliamentary election process; approve the specifications of the ballot box, the ballot paper and the official seals for the polling and counting committee; set the criteria for accreditation of the representatives of candidates at polling and counting centers; accredit representatives of civil society institutions, media outlets, and any domestic and international observers to monitor and observe the electoral process; extend the polling period; set executive instructions for the publication of preliminary results and the arrangement of objections against them in accordance with the provisions of the Law. Announce the final results of the elections; approve the annual report about on the work and activities of the Commission; approve contracts and agreements to which the Commission is party; form temporary committees for specific tasks; propose the necessary draft legislations for the work of the Commission.

The Board shall take its decisions by a majority of at least three votes. No member may abstain from voting, and an objecting member shall record his/her objection in writing in the minutes of meetings and sign it.

The General Secretariat shall be headed by the Secretary General, who shall be appointed by the Board, and the decision of appointment shall be endorsed by a royal decree in accordance with conditions stipulated in article 9 which stresses that the Secretary General shall work full-time

and perform the task of managing the IEC executive apparatus, prepare the organizational structure of the executive body, the draft annual budget of IEC, and the annual report about its activities.

In article 16, IEC has the power to appoint employees according to the provisions of civil service law and can assign employees from government ministries, departments and official and public institutions to work for it and enable it to perform its tasks.

The law also stipulates that IEC shall have an independent budget to be approved by the Board and to be submitted to the Prime Minister, wherein required funds shall be allocated for the commission's functioning and to enable it to fulfil its obligations. Funds allocated for each electoral process shall be determined and submitted to the Prime Minister. The law states that IEC shall enjoy the exemptions and facilities granted to ministries and government departments and the provisions of the valid Illegal Profit Law shall be applied to it.

The formation of committees is made based on their tasks as stipulated in IEC law. For this purpose, IEC issued its executive orders No. 2 of 2016 based on the provision of articles 25, 29, 48 and 66 of the election law and in these instructions three (3) kinds of committees were identified: Election committees, polling and counting committees, and the special committee.

According to instructions, an election committee shall be formed for each electoral district. The academic qualification of each of member shall be no less than a first university degree whenever this is possible. Members of the committee shall not be ascendants or descendants of a candidate in the electoral district or any of the candidate's other relatives to the second degree. Election committees shall perform the tasks as stated in article 3, paragraph E.

1. Manage and follow-up on all phases of the electoral process within the electoral district.
2. Supervise the work of the polling and counting committees in the electoral district.
3. Receive the materials of the polling and counting process, store them and organize their records.
4. Deliver the materials of the polling and counting to the heads of the polling and counting committees according to approved intake forms.



5. Receive the forms of the polling and counting committees and the envelope referred to in Article 45 of the Law and deliver them to the Commission.
6. Execute the training plans developed by the Commission for all the participants in the electoral process.
7. Undertake any other duties it would be tasked with by the Commission.

Members of the polling and counting committees are appointed by a decision taken by the election committee and the decision should be ratified by the board of commissioners. For every polling station, there is a committee composed of a chair, two members and data entry staff to help the committee perform its tasks. The instructions stressed that chairs, members and data entry staff should be government and official institutions' employees and shall not be ascendants or descendants of the candidate in the electoral district or any of their other relatives to the second degree.

According to article 4 paragraph F, the polling and counting committee shall perform the following tasks:

1. Receive the materials of the polling and counting process, maintain them, verify their validity and return them to the election committees after concluding their work.
2. Manage the polling and counting process in the polling station.
3. Explain the voting method for voters in a manner that does not affect their decision when voting.
4. Verify that the voting procedures have duly taken place.
5. Undertake any other duties that it may be tasked with by the election committee.

Article 5 of the executive instructions states that one or more special committees shall be formed to perform the following tasks:

1. Audit the preliminary results of the votes won by each list.

2. Audit the preliminary results of the electoral district elections, announce the names of the winners of the parliamentary seats for every electoral district and submit them to the Chairman for presentation to the Board.
3. Identify the names of the winners of the women's quota seats in every governorate and in every Badiya district, announce these preliminary results before the audience and submit them to the Chairman for presentation to the Board.

### **Training of IEC employees**

IEC started to appoint temporary employees 4 months before the Election Day in order to form the election committees and the general secretariat. IEC did not take measures to strengthen transparency in the appointment of employees as it did not advertise vacant positions. It mainly depended on staff that had previously worked with it or those who had the opportunity to send their CV's. Some were appointed permanently; others on temporary basis and some were assigned from other government institutions.

IEC held 20 training workshops with the participation of 296 trainees according to figures released by IEC. It held 5 workshops to train heads and members of the election committees and to make them aware of information and procedures. Additionally, there were 7 workshops held for members of special committees tasked with receiving objections on electoral lists.

IEC implemented 2 training events for employees tasked with observing election campaigns; it held 8 training workshops for committees responsible for receiving candidacy applications attended by 296 trainees, according to figures issued by the IEC; 5 workshops for IT personnel; 2 workshops for administrative liaison officers and heads of centers; 2 workshops for volunteers. It held 1048 workshops for polling and counting committees, 305 workshops for technical liaison officers, 103 for administrative liaison officers and heads of centers, 351 workshops for volunteers and seven training workshops for polling and counting employees, in addition to 1 training event for the chairman and members of the special committee for auditing results.

Despite the intensive training plan, ICEO believes that the level of training should have been better, as there was some shortcomings in the understanding of procedures and instructions among a big number of heads and members of the polling stations as there were contradictions in the application of instructions among committees, especially in the counting process and in dealing with the observers.

### Gender representation in committees

Women representation in the election committee was 17%, in the election committees' offices 8%; in the polling and counting committees and support teams 25%; and in the special committees 21%. It should be noted that there were no women heading the vast majority of the various committees.

### Awareness and education

IEC organized a very good awareness and education campaign using different means to deliver its messages to all stakeholders of the electoral process. It adopted one slogan: "Jordan is Electing" which carries many important meanings. It motivates voters to participate and it stresses that the country is following the political reform path.

In its awareness campaign, IEC used printed material (paper, murals, etc.) and means such as small exhibitions, stalls, tables shows, radios, videos, advertisements in newspapers, e-mails, text messages, art performances, mobile phone applications, ads on public transportation, social media (such as Facebook, Twitter and YouTube) in order to conduct direct and indirect debate with the citizens. Illustrative graphs were also published, along with electronic games; workshops and dialogues awareness sessions were held.



### The electoral system

According to article 8 of the Law on Elections to the House of Representatives, the Kingdom is divided into 23 electoral districts, instead of 45 districts according to the system under which the 2013 elections were held. Each administrative governorate is one district, with the exception of Amman, Zarqa and Irbid, which were divided into five, four and two respectively. Each of the North, Center and South Badiya is considered one district and the three are treated as a governorate. The districts were divided as follows:

Governorates	No. of Districts	No. of Seats Allocated for Muslims	NO. of Seats Allocated for Christians	No. of Seats Allocated for Circassians & Chechens	Total No. of Seats
The Capital	Five	25	-	.2	28
Irbid	Four	18	-	1	19
Balqa	One	8	2	1	10
Karak	One	8	2	1	10
Maan	One	4	1	1	4
Al-Zarqa	Two	10	-	-	12
Al-Mafraq	One	4	1	1	4
Al-Tafeileh	One	4	1	1	4
Madaba	One	3	-	1	4
Jarash	One	4	1	1	4
Ajloun	One	3	-	1	4
Al-Aqaba	One	3	1	1	3
North Badiya	One	3	1	1	3
Central Badiya	One	3	1	1	3
Southern Badiya	One	3	1	1	3
Total	23	103	9	3	115

In addition to these seats, there are 15 seats allocated for women, 1 in each governorate, including the Badiya district and thus the total number of the parliament seats is 130.

Reducing the number of constituencies and increasing their geographical areas is considered a step forward with respect to the representation of citizens in the House of Representatives compared to the previous law, but the delineation of constituencies in the current system did not rely on clear standards. The normative international criterion is based on the equality of the vote to the extent possible, but government statements stressed that the delineation of constituencies and the distribution of seats have relied on three factors: Population, geography and development issues without clarifying what is meant by the last two (geography and development). The delineation of constituencies and the distribution of seats according to this system has led to an imbalance in population representation in the House of Representatives, where constituencies with high population density were represented by less than their percentage of the total population, compared to constituencies with less population density.

By reviewing the representation percentages of each governorate in the parliament, based on the number of voters, ICEO believes that there is an imbalance in the representation of voters in the parliament. For example, the capital city, where there are 40% of the voters at the Kingdom level, has 25% of the parliament seats and this means that there is a negative disparity in the representation of the capital city voters by 15%. This also applies to other governorates that have high number of voters such as Irbid and al-Zarqa. However, there is a positive disparity in the representation of governorates with less density in the number of voters. For example, the percentage of registered voters in Karak governorate is 4% of the voters at the Kingdom level and the governorate has 9% of the parliament seats. This indicates that its representation is 5% more than it should be. Below is a table showing percentages of voters and percentages of representation in the parliament, as well as the size of disparity based on the number of voters.

Governorate	The proportion of voters to the total number of voters	The proportion of seats to the total number of seats	Representational gap
The Capital	40%	25%	-15%
Irbid	19%	17%	-2%
Al-Balqa	8%	9%	2%
Al-Karak	4%	9%	5%
Maan	1%	4%	3%
Al-Zarqa	15%	11%	-4%
Al-Mafraq	2%	4%	2%
Tafeileh	1%	4%	3%
Madaba	3%	4%	2%
Jarash	3%	4%	1%
Ajloun	3%	4%	2%
Al-Aqaba	1%	3%	2%

The system relies on the open proportional list at the level of the electoral district. The 2016 election law replaced the previous closed-list system known as the closed national list system, which the 2013 elections had partially relied on, with the open proportional list system at the level of the district. Open candidates' lists give voters more flexibility and freedom to choose candidates from within the list. In the closed list system, voter should vote for the whole list and does not have the right to choose from among its candidates. The order of candidates is pre-arranged in the closed list. In the current system, voters can choose a certain candidate or candidates on the list. However, according to the law, voters cannot vote for two candidates on different lists and can only vote for candidates on the same list.

The largest remaining method for allocating seats was adopted for calculating seats won by lists. According to this method, the list gets a number of seats equal to the percentage of votes it won out of the total number of voters at the constituency level. In this method, seats are calculated in two phases; in the first phase, lists are arranged from top to bottom based on the percentages they

got and seats are distributed according to these percentages. If there are still seats that are not distributed, fractions are used to determine the lists that will get the remaining seats.

Let us consider this process through a hypothetical electoral district, as depicted in the following table with 10 seats, 7 candidate lists and 100,000 votes in total.

List	No. of candidates	Number of votes	% of votes	% of seats	Seats distributed in the first round	Seats distributed in the second round	No. of seats won by the list
List A	6	27000	27%	2.7	2	1	3
List B	3	22000	22%	2.2	2	-	2
List C	4	19000	19%	1.9	1	1	2
List D	6	13000	13%	1.3	1	-	1
List E	4	8000	8%	0.8	-	1	1
List F	4	6000	6%	0.6	-	1	1
List G	5	5000	5%	0.5	-	-	-

As can be seen from the above table, list A won 27000 votes out of a total of 100000 voters at the district level. It also won 27% of the votes, which is equal to 2.7 seats out of a total of ten allocated for the district ( $27\% \times 10 = 2.7$ ). This allowed it to occupy 2 seats in the first round (in the first round, lists are given a number of seats equal to the whole number without fractions). After the distribution of seats in the first round, 4 seats remained undistributed and thus the fractions are used for the distribution of these seats. Priority is given to lists with higher fractions until all seats are distributed. Accordingly, List A will win another seat in the second round as it has the third highest fraction among lists. We also notice that list D wins only one seat although it won 1.3% and each of list E and F won 1 seat each because their fractions are higher than the fraction of list D and this has qualified them to have seats in the second round.

Seats allocated to Christians, Circassians and Chechens are won by the candidate with the highest votes among his peers at the constituency level without consideration to whether the list of the candidate has won or not.

The seat allocated to women at the district level goes to the female candidate with the highest votes among female candidates who lost at the district level; excluded from this equation are Amman, Irbid and Zarqa districts, where the seat goes to the candidate with the highest ratio of



votes among candidates who lost at the level of the district. The ratio is calculated by dividing the number of votes obtained by the female candidate on the number of cast ballots in her constituency.

In the long run, the new system can improve the status of parties, but, in the short run, it may contribute to the continuation of voting based on familial and tribal affiliations. Candidates with big network of relatives will be able to immediately benefit from this system more than others. If parties and candidates want to benefit from this new system, they should develop two-sided channels of communications with the voters to attract more support.

According to international best practices, the delineation of electoral districts should guarantee equal weight for each vote, to the extent possible, to ensure effective representation. As was the case with the 2012 election law, the new one does not specify a mechanism to ensure equitable distribution of seats among constituencies. This shortcoming had previously led to over-representation of rural communities at the expense of the densely populated urban centers. And although the disparity between weight of votes strength has improved recently, but it is still a big problem.

### Domestic and international observers

The work of domestic observers was tackled in the executive instructions No. (3) of 2016 issued pursuant to the provisions of article 12, paragraph (k) of IEC law, while the work of international observers was tackled in the executive instructions No. (4) of 2016 issued pursuant to the provisions of article (12), paragraph (k) of IEC law.

ICEO registered its reservation on paragraph (e) of Article (9) of the instructions which states that observation bodies shall "organize the observation process in terms of the selection of observers, the development of action plans, the observers' deployment plan, the development of the observation forms and training materials, and providing the observers with the necessary information to undertake their duties efficiently." The reason for the reservation is that these issues are basics of the work of



observation bodies, but it is not proper to oblige them to take these procedures by stipulating them in the executive instructions. These measures are the responsibility of observation bodies and they should have the right to independently set their plans and train their observers as they deem necessary.

ICEO also registered its reservation on paragraph H of article 9 which obliges observers to notify IEC of any events or violations that may affect the electoral process or the observing process. This is because notifying about violations is something to be decided by the observer body. Some do that immediately and some issue immediate press releases while others record their observations in their preliminary and final reports. In addition, this paragraph contradicts international standards for the observation process.

Additionally, ICEO registered its reservation on the sentence which obliges domestic observers "to take all practical measures possible to limit the possibility of violence." This is because this issue is not within the tasks of the election observers, who should not at all interfere in any issue related to the electoral process. Their role is to observe and monitor the process and record their observations. Moreover, this sentence contradicts the line before it which states that "they (observers) shall refrain from any violence."



### Recommendations:

1. The Independent Election Commission's (IEC) law limits its capacity to recruit cadres from outside of the civil service regime, and seek experts and cadres from outside of the public sector, and since the management of the elections process is a qualitative process that requires specialized expertise, we recommend to amend the IEC's to allow it directly contract specialists outside of the public sector in a fair and transparent manner.
2. Although the current electoral system had taken a step forward by forming constituencies, these constituencies remain relatively small. We recommend to increase the geographical area of those constituencies to cover different regions, such that Jordan will be divided into four local constituencies: The Northern Region constituency, which would include Irbid, Mafrq, Ajloun, and Jarash. The Southern Region constituency which includes Karak, Ma'an, Tafileh, and Aqaba. The Central Region constituency which includes Al-Balqa', Al-Zarqa', and Madaba. And a local constituency for Amman, where 75% of the parliament's seats will be allocated to these four constituencies, and the remaining 25% will be allocated to a nationwide district that only political parties can run for.

3. The current electoral system is based on the principle of open proportional lists on the district level, which is considered an important and positive step forward, in order to have better representation in the parliament, the Integrity Coalition recommends that any citizen can run in the local district (mentioned in recommendation number 2) as long as he/she fulfill the candidacy conditions, while on the level of national district we recommend that running in the elections should be limited to political parties through closed proportional list, with a condition that the political party should be registered at least one year before the candidate registration date and the candidates of the political party must be members of the party at least six months before the candidate's registration date.
4. The Integrity Coalition recommends to consider the electoral threshold as the minimum percentage of votes the list must have to enter the parliament, this condition should be applied in both local and national districts.
5. ICEO believes that the representation of districts in the House of Representatives must depend mainly on the demographic factor, while taking into account other factors such as geography and development. ICEO believes that there is injustice in the representation of districts in comparison with the number of their voters and although there was an expansion in the electoral districts in the 2016 elections, which had its positive impact with respect to representation, but this problem still exists and therefore ICEO recommends giving equal weights of votes in the House of Representatives for equitable representation.
6. The Jordanian constitution stipulates equality among citizens regardless of race, language and religion. ICEO believes that restricting the right of the Jordanian citizens from Bedouin origins to only run for elections and to vote in districts allocated for the Bedouins constitutes unacceptable discrimination, especially since the Badiya districts are not geographical districts, but rather designed based on the voter or candidate's affiliation to certain tribes. The principle is that the design of districts should be based on the geographical factor and to give every person who resides in a district the right to practice his/her right to nominate himself/herself and to vote. Therefore, ICEO believes that it is

not fair to deprive a Jordanian from Bedouin origin of his/her right to run for elections and to vote in districts other than the Badiya districts if he/she resides in these districts. ICEO also recommends transferring seats allocated for Christians, Circassians and Chechens into representation seats for these components to the minimum (quota) so that the system ensures that the candidates of these components succeed in competition in addition to the seats reserved for them .

7. The issue of elections cannot be handled independently of political and legal environment surrounding it. ICEO sees that there is an urgent need to strengthen the climate of freedoms, freedom of expression and the right of assembly as essential conditions for free elections.
8. ICEO believes that there is an important role to be played by political parties in the political life of the country and thus there should be measures to support the participation of parties in elections. Among these measures is to make participation in elections a condition for the funding. This will strengthen the role of parties and will give them more access to the House of Representatives.
9. Despite the progress made in supporting women's right to become members of the House of Representatives through seats reserved for them, this support can be increased by allocating 25% of the seats for women as minimum representation.
10. Support to the right of women is not limited to participation in public life and specifically in the elections, by allocation seats for women in the House of Representatives. IEC should work to ensure gender balanced representation in all of its structures and in all committees concerned with the electoral process, especially in presiding over these committees.

Any deficiency in the training of IEC employees will negatively impact the electoral process, its quality and its integrity. ICEO recommends paying more attention to the training by improving the performance of trainers, intensifying training programs and using assessment models to

measure the knowledge and skills of trainees. ICEO also recommends cooperation between IEC and civil society institutions that have the experience in this field.

## Stages of the electoral process

### Registration of voters

Articles 3, 4, 5, 6, and 38 of the election law covered the legal frameworks of the preparation of voter lists, according to which executive instructions No. 1 of 2016 were issued and which organized the preparation of lists. The Civil Status and Passports Department, in coordination with IEC, prepared the Preliminary Voter Lists based on the final lists of 2013 elections and added the following:

1. Names of eligible voters not registered in the 2013 elections' Final Voter Lists (FVL).
2. Persons who were ineligible in the 2013 parliamentary elections and became eligible after the reasons of their ineligibility or the suspension of their right to vote have come to an end.
3. Names of voters who turned 18 years old as of 1/12/2012 to 90 days prior to the set date of the elections.
4. Persons whose place of residence is not identified or who are living out of the country and do not have a place of residence in it.

The preparation of preliminary lists did not include the names of recruits of the Armed forces/the Arab army, the General Intelligence Directorate, the Public Security Department, the Gendarmerie Forces and the Public Defense during their actual service, with the exception of civil contractors. The lists also did not include the names of persons against whom courts issued final decisions of interdiction and bankruptcy as well as the names of deceased persons or the persons against whom a nationality withdrawal decision was issued or they gave up their nationality.

The record contained information on the voter, including the governorate, the electoral district, the name of the polling and counting center, the name of the voter, his/her national number, place of residency and gender.

Instructions state that the Civil Status Department shall provide the IEC with a soft copy and hard copies of the voter lists in the number identified by the IEC, within a period of seven days as



of the date of IEC's request; IEC shall publish the Preliminary Voter Lists (PVL) on its website, and in any other mean it deems appropriate for seven days so that voters can have a look at them; IEC shall provide heads of election committees in every electoral district with the Preliminary Voter Lists (PVL) of his/her district to display them for a period of seven days at the election committee's office, and in the offices of the electoral district, and any of the following locations: Center of the governorate, Liwa or Qada (district), municipality center or one of the Greater Amman regions, the Civil Status and Passport Department (CSPD) directorate or office in the electoral district. The head of elections shall announce the locations of display of the Preliminary Voter Lists (PVL) once in two local daily newspapers.

Instructions gave any citizen of the electoral district residing outside it during the period of fourteen days as of the following day of the date of the display of the Preliminary Voter Lists the right to request the Civil Status and Passport Department (CSPD), in writing, to register his/her name in the preliminary list of that electoral district within a period of 14 days as of the day following the display of the preliminary lists. It also gave the Circassian, Chechen and Christian voters the right to register their names in any electoral district in the governorate where they live in case there is a seat allocated to Circassians, Chechens or Christians within 14 days as of the day that follows the display of the preliminary lists.

Regarding voters of the Badiya electoral districts, the Civil Status and Passports Department shall write down the name of the Badiya electoral district to which the voter belongs, if the voter belongs to Badiya, but is residing outside the Badiya districts. The Department may consult the Tribal Affairs Chancellery in this regards.

Any person whose name was not listed in the Preliminary Voter List (PVL), or who has found errors in his/her data, or whose place of residence changed, may submit a written application to the Department within a period of fourteen days after the display of the Preliminary Voters List (PVL) to add his/her name, to correct errors or to ensure that the changes are taken into consideration.



The instructions gave disabled persons and persons who are unable to exercise their right to vote in the polling centers due to accessibility difficulties the right to submit a written application to the Department to change these centers to equipped centers that are accessible.

Instructions obliged the Civil Status and Passports Department to decide on the submitted applications within a period of fourteen days after the date of submission. If the application is rejected, the applicant has the right to go to the court of first instance to appeal the decision of the Civil Status and Passports Department within a period not exceeding 7 days as of the day following the issuance of the decision, and the court should decide regarding the appeal within 7 days after it receives it. The decision of the court shall be final. The court shall submit to the Civil Status and Passports Department the decisions it take regarding appeals within 3 days as of their issuance and the latter shall correct the preliminary voters lists (PVL) in accordance with court decisions within 7 days as of the day of receiving them.

Instructions gave every voter enlisted in the Preliminary Voter Lists (PVL) the right to submit a written objection to the Commission through the head of the elections committee or his/her delegate against the registration of another voter in the Preliminary Voter List (PVL) in his/her electoral district, within a period of seven days of the following day of the date of publication of the lists by the heads of elections committees, The Board shall form a committee or more to consider the received objections. The Board shall decide on them within a period of seven days as of their receipt. The Commission shall display the lists of the results of the submitted objections for a period of seven days through the heads of the elections committees. The Commission's decisions to accept or reject the objection are subject to appeal by the objector or the person whose data is objected before the Court of First Instance under whose jurisdiction the electoral district is located within a period of no more than seven days as of the following day of the date of their display. The court shall issue a ruling in this regards within a period of seven days as of the date of the receipt by the Court Registry. The issued decision in this regards is final.

Following the corrections based on the issued rulings, the Department shall send the voter lists to the IEC for approval within three days as of the following day of their receipt. When the Board adopts the voter lists sent by the Department, these lists are considered the Final Voter Lists

(FVL). No amendment is allowed in any case and the parliamentary elections are conducted on their basis.

Below is the time framework which the concerned parties abided by in the preparation of voters lists in the 2016 elections.

Time framework	Details
9/6/2016	Civil Status Department notified IEC about the completion of the preliminary lists
23/6/2016	IEC displayed preliminary lists in accordance with the provisions of the law
24/6/2016	Start of the objection period
18/6/2016	Civil Status Department amended the preliminary voters lists after accepting objections
18/6/2016	Courts started accepting appeals on the preliminary list
8/7/2016	Courts started to issue their ruling regarding appeals submitted to them
10/7/2016	IEC displayed results of the objections submitted to it
17/9/2016	IEC published the final lists to inform voters about them

The number of personal objections on the preliminary voters lists was 24,461 objections at the Kingdom level. The number of accepted ones was 20,026 objections. The number of objections regarding others was 133 objections and they were all rejected. The number of appeals was 352 submitted to Amman, Irbid and Tafileh courts of first instance and the courts dismissed all appeals.

IEC revised the final lists to exclude those who are not eligible to vote and this included the deceased, those who abandoned their Jordanian nationality, persons against whom there are bankruptcy and interdiction verdicts as well as persons who were deprived of their right to vote according to the law. The total number of those whose names were excluded from the final lists was 9,588 male and female voters.

The total number of voters in the final lists was 4,130,145 male and female voters and the percentage of female voters was 52% of the total number of voters. The percentage of male voters was 48% of the total number of registered voters in the final lists.

After the issuance of the final lists the IEC announced the reinstatement of the Badiya voters in the Badiya districts whose names were listed in other districts for a technical error. IEC justified this measure saying that basic principle is to register the Bedouin in their special districts and their presence outside these districts will unlawfully deprive them of their right to vote and thus

the reinstatement of the Badiya voters is not a violation of the law and instructions. However, ICEO considered that the law does not allow the reopening of voter lists when they become final under any pretext.

The percentage of the accepted personal objections was 82%



#### Recommendations:

1. The IEC and Civil Status and Passports Department (CSPD) should start updating the voters' list immediately after the election is over. Voters should be requested to provide the CSPD with information proving their residency in order to register them in their electoral districts, a communication mechanism with voters should be developed to inform them about the requested information, this will help in avoiding the voters mass transfer that took place in previous elections, also this will take into consideration collective residential change of address due to the acquisition of neighborhoods by Amman Greater Municipality and other municipalities.
2. The IEC and the CSPD in cooperation with the Higher Council for Affairs Of Persons With Disabilities should communicate with voters with disabilities in order to update their data and register them in the voters list and in polling centers that are qualified to receive them.
3. The IEC should make the voters list data available and accessible in a way that would allow interested citizens, CSO's or candidates to benefit from them for the purpose of analysis and verification. This can be done by making the data available on accessible software and not on protected software, as it is right now.

### Registration of Candidates:

Article 66, paragraph B of the Election Law No. 6 of 2016 and its amendment tackled the legal framework of registering candidates, upon which special executive instructions on candidacy for the electoral district No. 6 of 2016 were issued. These instructions state that those who wish to run for elections in an electoral district must meet the following criteria:

1. He/she has been a Jordanian national for at least ten years.
2. He/she is at least thirty calendar years of age on polling day.
3. He/she has not been sentenced for bankruptcy, where his/her legal status has not been rehabilitated.
4. He/she has not been placed under guardianship by court order, where such guardianship has not been lifted.
5. He/she has not been sentenced to imprisonment for more than one year for a non-political crime for which he/she has not been pardoned.
6. He/she is not deemed insane or retarded.
7. He/she is not a relative of the King to the degree assigned by special legislation.
8. He/she is not a contractor for the government, an official public institution or a company owned or controlled by the government, or for any official public institution, regardless of whether such contracting is direct or indirect, with the exception of land and property leasing contracts and of shareholders in a company with more than ten members.



According to the instructions, ministers, employees of government ministries and departments and public and official organizations and commissions, employees of Arab, regional and international organizations and those considered at a similar or equivalent level, the Mayor of Amman, members of Amman Municipal Council, and employees of the municipality, chairs,

members and employees of governorate, municipal and local councils who wish to nominate themselves should resign 60 days before the election day.

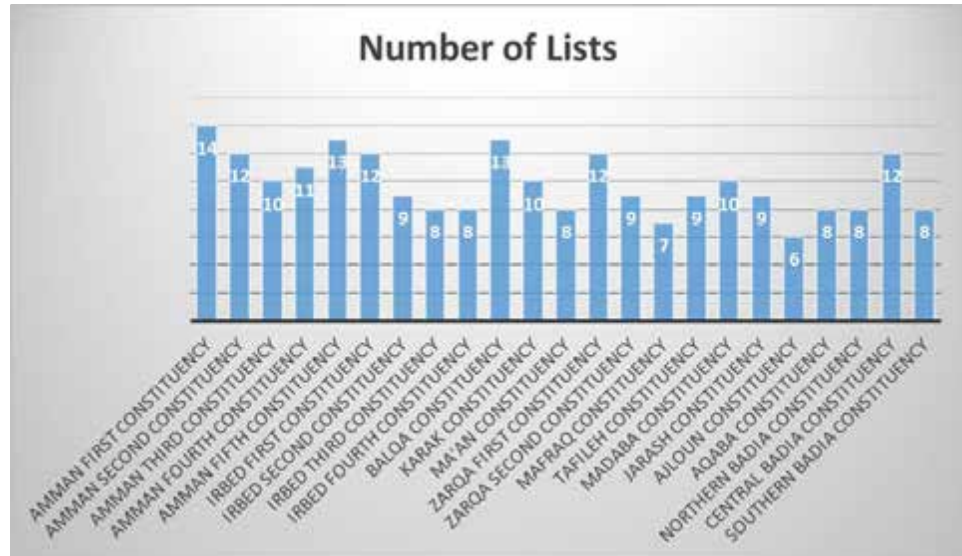
Instructions also obliged any person wishing to nominate himself/herself for membership to the House of Representatives to pay a nonrefundable amount of (500) five hundred Dinars, be registered in the final voter list, and if the candidate runs for one of the Badiya districts, he/she should register in the electoral list of that district. This also applies to candidates for seats allocated for Circassians, Chechens and Christians. Instructions stressed that anyone may nominate himself/herself for membership to the House of Representatives in only one Constituency and in one list.

Furthermore, instructions state that those who wish to nominate themselves should submit their applications to the head of the election committee in their district within lists that contain the names of at least 3 candidates and not more than the number of seats allocated for the district, with the possibility of adding a name of a female candidate. Candidates of the list may authorize one of them to represent them, in the presence of all of them before the chairman of the election committee when the authorization is made.

The nomination process took place over a period of three (3) days; 16, 17 and 18 of August 2016. The total number of candidates at the Kingdom level reached 1,292 and the total number of lists reached 230. The number of lists accepted was 226; three couldn't continue because some of their candidates withdrew and this made the number of remaining candidates less than the required number of 3; one list withdrew and IEC rejected 20 nomination applications.

Eighteen candidates submitted appeal to courts for the rejection of their applications; 16 were dismissed and 2 were accepted. The number of appeals by voters was 31 in Amman and Maan: 7 were dismissed in Amman and 2 were accepted and all 22 appeals in Maan were dismissed.

On 10 September 2016, IEC displayed the final lists and candidates and the total number of list candidates was 1,252; among them were 252 women (20.1%) and 1,000 male candidates (79.9%). Candidates' percent was 0.03 of



the total number of voters registered in the final voter lists with an average of 1 candidate for every 3,307 voters at the Kingdom level.

An average of 9.6 candidates competed for each seat in the 18<sup>th</sup> House of Representatives and 1.7 List competed for a seat in the House of Representatives at the level of the Kingdom. The highest number of lists was in the first district of Amman (14 lists) and the least was in Ajloun district (6 lists). The highest number of candidates was in the al-Balqa district (110) and the lowest was in Maan district (27).

Competition between candidates was highest in the first district in Amman and the Central Badiya district with 15 candidates competing for each seat, and it was lowest in Maan and Ajloun with 7 candidates competing for each seat. Competition between lists was the highest in the Central Badiya with 4 lists competing for each seat and the lowest in Karak with 1 list competing for each seat.

In comparison with the 2013 elections, the total number of candidates has dropped by 277 candidates (18%).

With regard to women's participation, the number of registered women candidates has reached 252 out of a total of 1252 candidates, i.e., 20% of the total number of candidates at the level of the Kingdom. The highest rate of women candidates is in the Zarqa first electoral district with a



number of women candidates reaching 19, i.e, 20% of the total number of candidates, while the lowest number of women candidates is in the Maan district with a total number of 5 candidates out of 27, i.e., 19%.

In relative terms, the highest rate of women's candidates is in the North Badiya district reaching 37% of the total number of candidates and the lowest rate is in the Irbid first district reaching 14% of the total number of candidates.

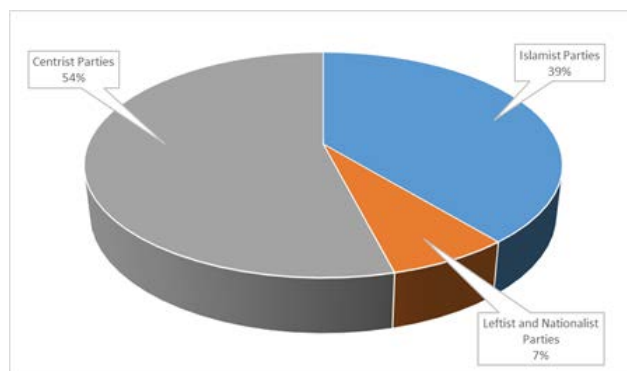
Although the percentage of women in the voters' lists is around 52%, the percentage of women candidates compared with the total number of voters did not reflect this reality at all as their percentage was only 0.01% of the total number of voters.

Compared with the number of women candidates in the 2013 elections, the total number of women candidates has increased by 37, i.e., by 17%.

Regarding candidates competing for seats allocated for Christians, their number has reached 53 male and female candidates and the number of candidates competing over seats allocated for the Circassians and Chechens has reached 24 male and female candidates, among them are only 2 women.

Regarding partisan participation after the end of all the registration of candidates' stages, the number of candidates who are members of political parties has reached 215, i.e. 17% of the total number of the 1,252 registered male and female candidates and the 215 candidates are members of 40 different political parties.

According to the traditional classification in Jordan, we can say that centrist parties have the biggest number of candidates, reaching up to 116. The number of candidates who are members of Islamic parties, including the National Congress Party (Zamzam), has reached 84, while the number of candidates who are members of pan-Arab and leftist parties has reached 15.





In general, the registration process was quiet and smooth without hindrance or major violations. All centers opened on time at 8:30 a.m. and all closed on time at 3:30 p.m. Most of the centers were overcrowded in the morning hours, especially on the first day because of the presence of candidates since the early morning hours. Chairs of committees dealt with succession according to the law and instructions and a draw was made for this purpose in most of the centers.

### Recommendations:

1. The law puts obstacles for public sector employees and official bodies who wish to exercise their right to run for the elections and obliges them to resign from their jobs two months prior to the election day and this condition makes many potential candidates reluctant to take the decision to run for elections for fear of losing their jobs and the elections. ICEO recommends an amendment of this condition and instead of resignation to give these employees an unpaid leave to start two months before the election day and to make them resign if they win in the elections.
2. Taking into account the high percentage of the youth in Jordan as well as their high rate of participation in the 2016 elections for the House of Representatives, ICEO emphasizes the need to allow young people the opportunity to reach public positions, including membership in the House of Representatives. To achieve this aim, ICEO recommends decreasing the candidacy age in order to allow all voters to run for elections. Decreasing the candidacy age will achieve the principle of equality among citizens as stipulated by the Constitution and it also makes a balance between the right to run for elections and the right to vote. Giving 18-year-old voters the right to elect members of the legislative authority should be paralleled by giving them the right to become members of this authority at the same age.

### Election Campaigns

Election campaigns were regulated by the executive instructions no. 7 of 2016 on Guidelines for Electoral Campaigns Issued in Accordance with the Provisions of Paragraph (W) of Article (12) of the Independent Election Commission Law No (11) for the year 2012 and its Amendment and Article (21) of the Election to the House of Deputies Law No. (6) for the year 2016 and its amendments.

According to instructions, the electoral campaign for candidates shall begin from the date announcing candidacy to conclude twenty-four hours before the day designated for the Election. The Commission and election committees shall monitor the compliance of candidates with the provisions of the law and these Instructions in implementing the activities of electoral campaigning. The Commission or chairmen of the election committees may request concerned government institutions, municipalities, the Greater Amman Municipality, municipal councils, local councils or those of similar capacity, or commissioners of electoral lists or any of its candidates to remove or suspend any form of campaigning violating the law at the expense of the concerned candidate or list.

These instructions obligated candidates to comply with the following

1. The provisions of the constitution and the governing legislation.
2. Respect for freedom of opinion and thought of others.
3. Protect national unity, security and stability of the state, and refrain from discrimination among citizens.
4. The official Government Emblem may not be used in election meetings, advertisements and publications and in all other forms of writings, drawings and pictures used for the purposes of election campaigns.
5. The organization and convening of electoral meetings and the delivery of electoral speeches are prohibited in buildings occupied by Government ministries and departments and official public institutions or institutions of learning and places of worship,
6. Using the property or equipment owned by government ministries, departments and official public institutions for electoral campaigns is prohibited.
7. Refrain from directly or indirectly by encouraging supporters to inflict any damage in the form of defacing, destruction or removal of other candidates' campaign materials.
8. Refrain from using loudspeakers on modes of transport for purposes of electoral campaigning.
9. Refrain from sticking or placing any electoral campaign materials or statements on walls, telephone and electricity poles, traffic signs and public property, or placing them in a manner

that endanger public safety, including images, drawings and writings, and abide by the instructions of the concerned entities pertaining to locations assigned for the electoral campaigns.

10. Speeches, publications, advertisements, and other election campaign vehicles, issued or made by the candidate, may not include, directly or indirectly, any insinuation or slander of any candidate, list or respective supporters.
11. Refrain from practicing any form of pressure, intimidation, accusations of treason, or insinuating rewards or promises of financial or in-kind gains to influence voters' choices and push or prevent electing a specific candidate or list.
12. Organizing festivals and gatherings is prohibited at a distance less than two hundred meters from the voting centers.
13. Speeches, publications, advertisements, and other election campaign vehicles, issued or made by the candidate, may not include any insinuation that agitates sectarian, tribal or regional favoritism among the various groups of citizens to impede the electoral process for any reason.
14. Electoral campaigning within the premises of voting centers is prohibited throughout the election period.
15. Child exploitation in any work that can abuse them or risk their safety is prohibited.

The executive instructions banned employees of the government, public and official institutions, the Mayor of Amman, members of the GAM council and its staff, and the heads of the municipal councils and their members and employees from undertaking electoral campaigning at the work premises on behalf of or for the interest of any of the candidates.

Instructions imposed fees on candidates of (2,000) two thousand Jordanian Dinars as collateral to abide by the provisions pertaining to the electoral campaign. This amount is refundable in the case that candidacy application is rejected or the compliance by the list or any of its candidates with the instruction's provisions. The collateral amounts are to be paid to the finance department of the municipality that falls within the competence of the electoral constituency the list is running for.

Although the law and the instructions have enabled lists to start their electoral campaigns upon registrations, but instructions have obliged them and their candidates to remove all campaign materials if the nomination of the list is rejected by the judiciary within seven (7) days as of the issuance of the court decision.

For the purpose of implementing these instructions, a coordination committee is to be formed at the level of the electoral district headed by the head of the electoral district or the head of the election office and the membership of representatives of the Ministry of Public Works and housing, municipal and local councils, Greater Amman Municipality, similar institutions and the Public Security Directorate.

Instructions obligated official media to abide by the following principles:

1. Full neutrality, equality and non-alignment with any of the lists or candidates when debates are held between lists
2. Respect the freedom of voters in expressing their opinions and choosing their candidates
3. Equality in dealing with all lists
4. Media are also required to be independent, objective, and not to show support to the government or to any party in the lists or to any of the candidates.

Instructions obliged candidates:

1. Not to accept any donations or financial contributions from foreign countries and governments or international official and civil organizations, or any monetary, in-kind or any other support from foreign entities or citizens.
2. Not to accept any donations or monetary or in-kind contributions when commissioners of lists or any of their candidates know they were collected through illegitimate sources such as being stolen or donated by institutions that violates the law or funds belonging to individuals wanted by Law.
3. Not to offer contributions, gifts, or monetary or in-kind assistance, or any other benefits or promising to offer to a person or an entity, be that directly or indirectly with the purpose of securing their votes or preventing them from voting for other lists or any of its candidates.

4. Not to offer any support or aid packages carrying the name or code of the electoral list or any of its candidates.

Regarding the funding of election campaigns and their expenses, the instructions specified a maximum ceiling for spending on campaigns with specific criteria in line with the size of the constituency, the number of voters and the standard of living. The maximum ceiling for spending in Amman, Irbid and Zarqa is not to exceed (5) Jordanian Dinars per voter and multiplied by the number of voters in the respective constituency. The maximum ceiling for spending in other governorates is not to exceed (3) Jordanian Dinars per voter and multiplied by the number of voters in the respective constituency.

Instructions obliged each electoral list to open a bank account to show income and spending on campaigns and to settle spending exceeding 500 Jordanian Dinars by check or bank transfers. The account can only be closed once the electoral process is over and after the submission of a written statement by the list declaring its clearance from any financial dues to a third party. Instructions also obliged lists to appoint a legal auditor responsible for auditing the account of the list and to have financial record numbered and stamped by IEC.

For the implementation of these instructions, IEC took a number of steps, including the formation of a central team to monitor the election campaign and the formation of coordination committees as stipulated in the legal framework. It stressed on the instructions and was keen to make them known to candidates and voters through awareness campaigns, and official correspondence with the relevant authorities. IEC designed special forms for financial disclosure for lists and candidates and gave instructions for facilitating the process of opening bank accounts for the lists. It also monitored violations of campaigning and took action on most of them .

According to IEC data, the control teams have observed a total of 232 violations of the rules of the election campaigns of which 44 violations were committed before the legal start date of campaigns and 188 violations during the legal campaigning period.

ICEO observed campaigning in all constituencies and by using quantitative monitoring forms to document lists' abidance by the election campaigns' instructions and qualitative monitoring

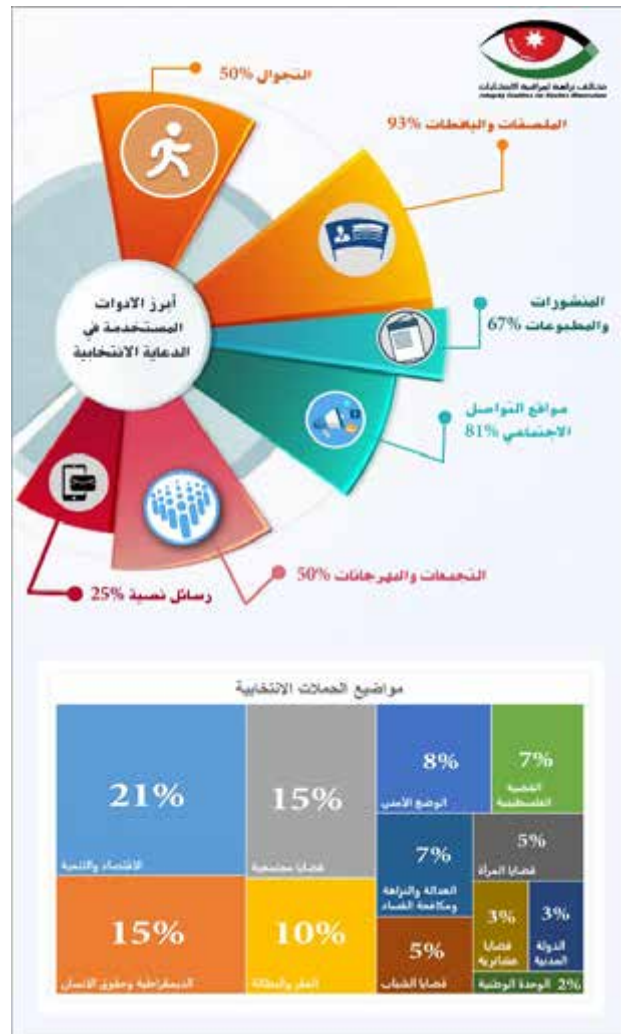
forms to analyze the content of campaigns and the rhetoric and campaigns of the lists and candidates. ICEO observed 300 rallies: opening of the headquarters, festivals and meetings.

ICEO monitored the important tools used by lists and candidates to communicate with voters (with the exception of the media). It was observed that posters and banners were the most common tools used by candidates (93% of the campaigns), followed by social networking sites (81%). Leaflets and publications were used in 67% of the campaigns, meetings 50% and mobile phone text messages 25%.

Topics addressed by the campaigns by the overwhelming majority of lists were broad and most of them did not send specific or viable messages. They only used loose slogans that cannot be translated into clear action programs. In the quantitative analysis of the most

important issues addressed by the candidates and lists' campaigns, it was clear that there was lots of emphasis on issues related to economic and development affairs (21%) of the total issues tackled by the electoral campaigns. The issue of national unity was the least covered in the campaigns (2%), followed by tribal issues (3%) and civil state issues (3%).

Campaigns also focused on slogans of democracy and human rights (15%), local community issues (15%), poverty and unemployment (10%), and justice, integrity and the fight against corruption (7%).





Subjects covered by candidates' campaigns were varied. For example, the security conditions were present in 8% of the campaigns, while women's issues were only present in 5% as well as youth issues. The Palestinian issue was present in 7% of the campaigns.

In the qualitative analysis of tackling women's issues in campaigns, women's issues were clearly present in 66% of these campaigns, 24% casually present, and incidentally present in 10% of the campaigns. In campaigns that have tackled women's issues, women's rights were presented in a positive manner in 88% of the campaigns, and 12% in a negative manner. Women actively participated in 67% of the campaigns and were not effective in 33% of them.

Only 37% of the campaigns of lists and candidates tackled clearly issues related to minorities; 43% casually tackled these issues and 20% did not tackle it at all. 88% of the campaigns that tackled this issue did so in a positive manner and 12% negatively. The percentage of minorities' participation in the campaigns was 37%.

The issue of refugees was not among the topics widely covered in the election campaigns. 7% of campaigns discussed refugee issues and the issue was casually mentioned in 53% of the campaigns, with 40% of the campaigns not tackling it at all.

The average number of people attending these electoral gatherings and festivals was 1,930 persons. The biggest number of participants was in one of the festivals in the Zarqa first district, which was attended by 10,000 people. The lowest number of attendees (100 persons) was in three gatherings in al-Zarqa's first district and in Madaba.



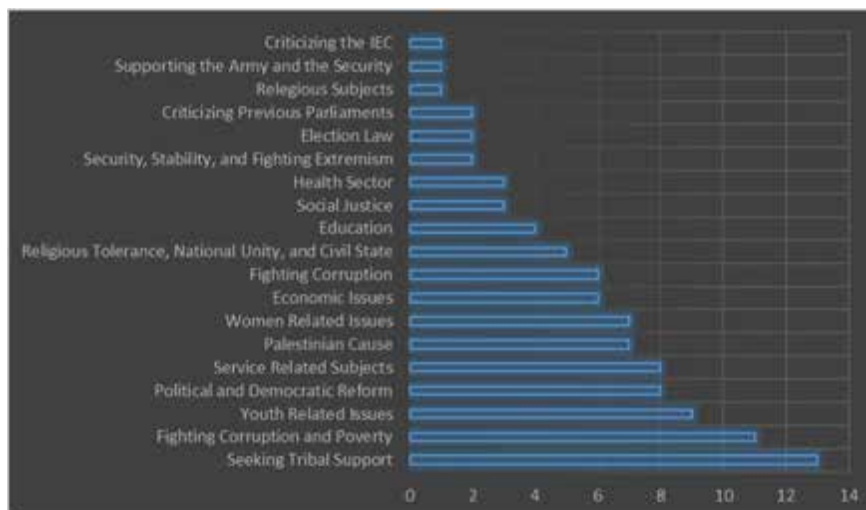
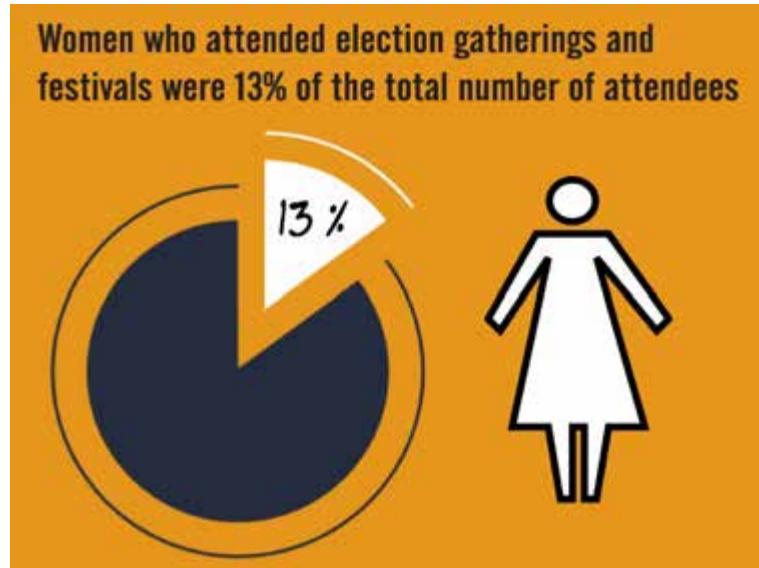
Around 35,000 women attended election gatherings and festivals, nearly 13% of the 270,000 total attendees. In 64 festivals and gatherings, women were completely absent and there were 4 gatherings and festivals that were only attended by women.

Security personnel were present at 20% of the rallies and electoral festivals and their role was limited to

maintaining security. The organization of 46 festivals and gatherings caused traffic. The police were absent in 11 gatherings. In 9 gatherings, the police were present, but it did not organize traffic, while in 26 gatherings police were present and it interfered in the organization of traffic.

With the exception of four documented cases, no inflammatory or racist language was used.

Four cases of the use of public resources in election campaigning have been observed in 4 gatherings; Maan, Madaba, Irbid's fourth district and in Tafileh. In 25% of the gatherings, children were used in the election campaigns and they were seen wearing election slogans, promoting certain candidates and serving guests.

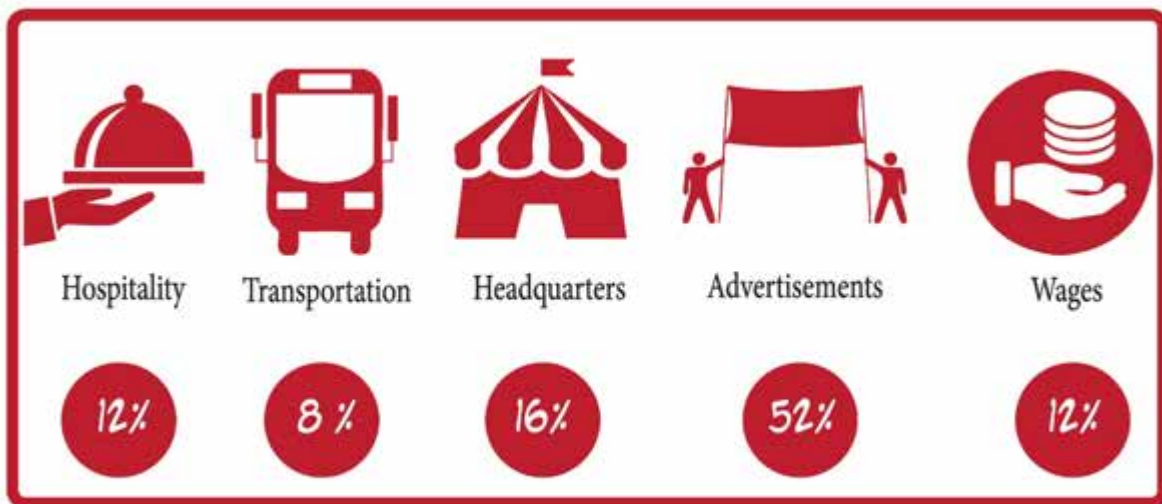


A review of the topics discussed in these gatherings show that tribal support was one of the main topics raised, with an average of 13% compared to other topics. Poverty and unemployment topic reached an average of 11% ,

youth issues 9%, service-related issues 8%, political reform and democracy 8%, the Palestinian cause 7%, women's issues 7%, the fight against corruption topic 6%, economic issues 6%, religious tolerance, national unity and civil state issues 5%, development of education 4%, health care issues 3%, social justice 3%, criticism of previous parliaments' performance 2%, criticism of the election law 2%, support to security and stability and combating extremism 2%, criticism to the Independent Election Commission 1%, support to the army and security services 1% and topics related to religion 1%.

As for matters related to the finances of the campaigns, only 18 lists had obliged in submitting its financial report to the IEC as stipulated in the executive instructions, 11 of which had submitted audited financial reports.

Upon reviewing the financial statements of those lists by IEOC, it was found that the majority of expenditures are related to campaigns headquarters, transportation, advertisement, wages, and hospitality, where the advertisement expenditures item had taken the largest share of expenditures reaching 52%, followed by the headquarters item 16%, wages 12%, hospitality 12%, and transportation 8%.



### Recommendations:

1. Despite progress made regarding special instructions on the finances of the campaign in terms of funding and spending, there is still a possibility for more progress by developing standards that ensure no cash payments and rejection of any expenses that have no tax bill.
2. The IEC should practice its constitutional jurisdictions regarding the violations of the electoral campaign instructions, the IEC should have more coordination with the related public institutions, especially the municipalities and the Public Security Directorate in this regard.
3. The IEC in cooperation with the Ministry of the interior should prevent using official emblems and photos of His Majesty the King in the electoral campaigns.
4. The IEC should be strict regarding using children in electoral campaigns, especially in candidates' headquarters and in front of polling centers.
5. The IEC in cooperation with security institutions should develop mechanisms to deal with the phenomenon of vote buying especially during campaigns. Dealing with this issue should be quick and professional, taking into consideration the indirect vote buying such as in-kind assistance and recruiting people in campaign management for the sake of buying their votes.

### Election Day and Announcement of Results

Polling, counting and results aggregation were organized by Executive Instructions No. 9 of 2016 based on provisions of articles (28), (38), (39), (40), (43) & (67) Of the Parliamentary Elections Law No. (6)/ 2016 and Amendments.

For the purpose of balloting, a ballot paper, in the form of booklet which fastens together a number of ballot papers equal to the number of nominated lists in the district was designed. Each paper contains the name of the list, its symbol, the names of candidates in an alphabetic order and their pictures.

Each polling center shall have at least one polling and one counting station. In each station, there should be one polling and counting committee, data entry employees and assistants. The polling and counting committee shall be formed of a chair, first member and second member. There should also be in each polling center a manager, an administrative liaison officer and a technical liaison officer.

When a voter enters the polling station, the first member shall verify the voter's identity as well as the ID of the escort (if there is one) by checking their identity cards. He shall mark the name of the voter in the printed voters list. The head of the committee signs the ballot paper and stamps it and the second member checks to ensure that there is the stamp of the electoral district and a signature on the ballot paper and then explains the balloting method to the voter.

The voter shall head to the data entry officer who checks if the voter's name is listed in the e-voter system and to electronically mark that the voter has exercised his/her voting right. He/she then heads to the first assistant employee who checks if there is election ink on the index of his/her left hand and if there is election ink on the index of the escort's right hand (if there is an escort) and then goes to the second assistant employee who checks if the voter has put the ballot paper in the box, oversees if the voter dipped his/her finger in the ink, and observe the booth in the polling station. The voter then heads to the head of the polling & counting committee to take back his/her ID.

A candidate or list representative is entitled to attend and observe polling and counting in the district. A candidate or list may not have more than one representative simultaneously attending at a ballot box.

According to instructions, polling starts at 7:00 a.m. and ends at 7:00 pm, if no decision is taken by IEC to extend it. The extension may not exceed two hours.

Priority to vote, according to instructions, is given to voters with disabilities who can vote on their own, if they can, and, if they cannot, they shall vote through their chosen eligible voter escorts who are eligible to vote. If a disabled voter who cannot vote on his own arrives at the polling and counting station and does not have an escort to assist, the head of polling and

counting committee is to assist him/her. An escort may only help one disabled voter to cast their vote.

Election officials in polling and counting centers, according to instructions, shall practice their right to vote by listing their names in the voters lists of the same Center where they are appointed. They shall cast their votes in a station other than the one they work in and within a timeframe determined by head of the polling and counting committee. The head of the polling and counting committee will vote whenever it does not disrupt or interrupt for a long period of time the course of polling or compromise the voters' right to elect. The Head of the center, the administrative and technical focal officers exercise their right to vote at the center where they're assigned.

Instructions gave the polling and counting committee the responsibility for deciding on the objections submitted by the list or representatives, candidates or their representatives regarding implementation of provisions on polling as per the Election Law and instructions. The decisions of the committee are effective once made by majority of members.

Instructions stressed that in case someone commits any of the offense stipulated in the election law, the head of the polling and counting committee shall refer him to the relevant Public Prosecutor. Instructions also banned the use of mobile phones or any device for taking pictures or recording inside the polling station, under any circumstances.

The polling station shall be closed when the deadline is reached. No more voters are allowed in, unless they happened to be present within the polling and counting center's building when polling ended, in which case they are entitled to continue the voting steps.

The polling and counting committee shall, after polling is completed and before counting commences, count the unused and damaged papers and stack them in a safe bag.

In order for the counting process to begin, the head of polling and counting committee shall open the ballot box, display it, loudly check boxes' information, in terms of the district name, box number and seals numbers, allow any observer or candidate to check the seal number before opening the box, cut off the plastic seals on both sides of the ballot box sequentially, while keeping

the upper slot seal untouched and empty all contents of the box on the table and show them to the audience in the room.

To enhance accuracy and transparency of counting, two other staff are to join the committee in order to assist. They will be responsible for the following: Assist in emptying and counting the number of ballots in the boxes; assist in reading ballot papers; assist in entering the votes received by the lists and candidates on the board designated for this purpose; assist in stacking ballots and forms following the end of the counting process.

The counting of votes takes place in the same polling station and with the presence of any person who wishes to attend from among those who are authorized to do so. After opening the boxes and counting the papers, the number shall be matched with the number of actual voters as in the checked manual voters list. The head of polling and counting committee or an assigned staff clearly reads the ballot paper and displays it to the audience through the camera. The vote is then entered on the board corresponding to the selected list and candidate(s). If the camera was not used for any reason, the ballot paper shall be read loudly and shown to the audience.

After completion of counting votes, the polling and counting committee completes the results form in five copies and to then be signed by the head of committee, the two members and whom wishes among the audience of candidates or their representative or list representatives. The data entry clerk enters the form in the electronic system, under supervision of head of the polling and counting committee and the head of the polling and counting committee or either member shall post one form copy on the polling and counting station door, and delivers a copy to the head of the center.

A ballot paper is deemed invalid in any of the following cases:

1. If it is not sealed with the District stamp or not signed by the head of polling and counting committee.
2. If it contains writing or illustrations indicating the voter's identity.
3. If the selected list or candidates cannot be identified.
4. If more than one list has been selected.



On the election day, the ICEO observed the 1,483 polling centers and deployed 3,434 observers inside and outside polling centers with coverage of 60% of the polling stations, a total of 4,884. After reviewing forms submitted by observers, 2,845 were correct and complete in their 5 themes (opening, balloting, closure, counting and incidents) with 83% valid forms and coverage of 58% of the polling stations at the level of all electoral districts in the Kingdom. It should be noted that some of the observers were tasked to stay outside the polling centers and observe incidents going on around these centers.

In general, the election day did not witness any major problems that would affect the results of the elections with the exception of incidents that took place in the Central Badiya district. The Rajm al-Shami School for Girls witnessed the damage of two boxes (107 and 108) and the throwing of their ballot papers in the street. One case of attack on the head of the committee and its members, theft of papers and stamps was registered in the Arnibah Center (box no. 49) and one case of stuffing ballot papers after marking them in the box was also registered. After this incident, security forces became present and the area was surrounded. All those who were present were asked to leave the school premises and observers were not allowed to enter the area of the boxes and ballot papers were not counted. The head of the committee did not allow observers to look at them under the pretext that the law does not allow it. Moreover, observers in the center were not given freedom to observe the process. Heavy security presence was seen in front of the Thehibeh al-Sharqiyah School for Girls (boxes 91 and 92). Counting was done properly but in the final minutes of box 91 the number of votes for candidates of the list were not recorded and instead, only the votes won by the list were recorded. There was also an attack on the al-Areen School for Girls, but no damage was made to boxes. Candidates' agents were not allowed to attend the aggregation at the al-Israa University and some of the boxes arrived to the aggregation area at 7:00 a.m, but observers were not able to know from which centers did they come from.

At the beginning of the election day, a big number of ICEO observers were not allowed to enter polling centers and stations without any convincing reasons, but in general, IEC followed the special executive instructions on polling with regard to the opening and closure of stations.



Moreover, IEC employees have followed the polling procedures and there were no major violations. ICEO observers recorded a number of violations: The presence of electoral campaigns 200 meters around the polling centers in 56% of them; in 12% of the centers there were persons campaigning including inside the polling stations; in 18% of the centers there was a security presence without coordination with IEC.

Although IEC confirmed that all polling centers are equipped to receive persons with disabilities, still 7% of these centers were not equipped, and in 10% of the centers there were no guiding signs and information on the balloting process.

Regarding the secrecy of elections, some public, collective and family voting attempts were observed in 342 polling stations (12% of the observed stations) and there were cases of taking pictures of the ballot paper in 6% of the observed stations.

Three percent of the observed polling stations witnessed complaints submitted to the committees by voters and candidates' agents. In 3.5% of the observed polling stations, observers interfered to help voters, and candidates' agents interfered in 4.3% of the polling stations to help voters. In 3.8% of the observed polling stations, escorts helped more than 1 voter.

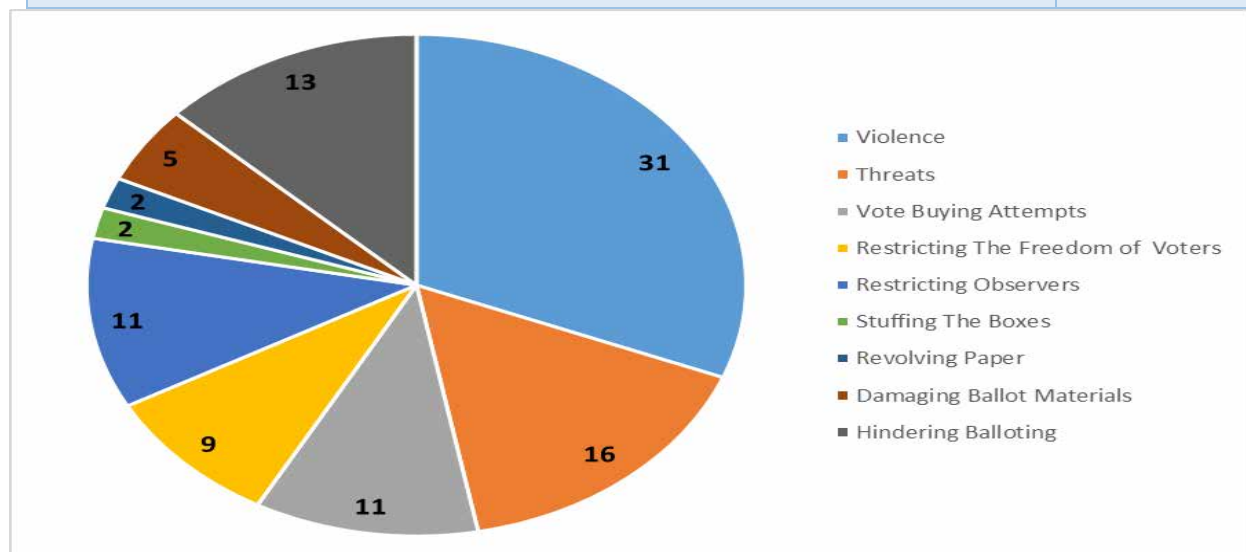
There were also attempts by voters to vote without having official documents in 1.3% of the observed polling stations and there were incidents where committee members did not check the identity of voters in the electronic lists in 8% of the observed stations. Additionally, there were incidents where voters' names were not marked in the printed lists in 17% of the observed stations.

ICEO observed 114 cases of voters who did not dip their left index finger in the special ink and 45 cases where the escorts did not dip their right index finger in ink. The percentage of those who replaced their ballot papers because of damage was 29% of the observed polling stations.

Persons with disabilities were not given priority to cast their votes in 15.8% of the observed polling stations.

Regarding incidents that may influence the electoral process, noting that these incidents are the confirmed and very serious ones, a total of 45 incidents were recorded as follows:

Incident	Occurrence
Violence, such as quarrels, use of guns, or physical harm to voters	14
Threats and verbal abuse	7
Attempts of vote-buying	5
Preventing voters from going to the polling center or station	4
Restricting the rights of observers (international/ domestic)	5
Stuffing boxes with ballot papers illegally	1
Rotating ballot paper (taking ballot paper outside the room)	1
Theft or sabotage of voting materials, such as the voters register, ink, ballot papers, booths, ballot boxes	.2
Impeding the voting process by candidates' agents, observers, or members of the balloting room work team	6



The closure of ballot boxes process was according to instructions in the vast majority of the polling stations, but there were some mistakes committed by committee members that did not have any real impact. The biggest difficulty was the counting of votes process and this difficulty emerged as a result of the design of the ballot paper, which was in the form of a booklet. This has increased the counting time in polling stations which saw a big number of voters. In few polling stations there were problems in the cameras and screens. In addition, there were some cases of lack of cooperation with observers during the counting process. Copies of the results' minutes were posted on the entrances of the majority of the polling stations, but these copies were not clear.

Observers recorded that committees did not directly close the polling stations when the last voter left in 64 polling stations (2% of the observed rooms); in 7 stations, the committees did not prepare the room well for the counting process and in accordance with IEC instructions (0.2% of the observed stations); observers present in 20 polling stations were not able to fully observe the counting process (0.7% of the observed stations). In 74 stations, the ballot papers in the boxes did not match the number of voters in the printed voters' lists; in 42 stations, the number of papers in the ballot boxes, damaged papers outside the box and unused papers did not match the number of papers that were counted at the opening.

In 40 stations, cameras and screens were not used during the counting for technical reasons and the counting process minutes were not done electronically for technical reasons in 26 stations.

There was no copy of the counting minutes posted at the entrance of polling stations in 8% of the observed polling stations.

In general, the counting process went well and according to instructions, but ICEO has its reservations on the level of transparency as some of the heads of committees obliged observers to leave and in some cases did not allow them to register results.

The aggregation process at the center level was in accordance with instructions and it was smooth. Observers and agents were allowed to observe the process but when the materials and minutes were delivered to the aggregation committees at the constituency level, there were cases of disorder, chaos and lack of knowledge of procedures. Moreover, the entry of results process differed from one constituency to the other. Some of the constituencies re-entered the counting minutes at the level of the station for the whole constituency which made the compilation at the level of the constituency take a long time and in some cases it took two consecutive days.

In a number of aggregation centers at the district level, there were incidents of banning observers and agents by security personnel, as had happened in Madaba or by heads of committees as had happened in the Central Badiya district.

At the level of aggregation and announcement of results by the IEC special committee, it should be noted that the committee had abided by instructions and its performance was excellent. It

should be mentioned that the events of the central Badiya district have led to some confusion in the announcement of results and the performance of IEC in this regard was weak despite serious attempts by IEC to deal with this issue with full transparency.

### Quick count and turnout

The quick count mechanism was used by observers who were present in polling stations throughout the day in order to determine the voting turnout. Results related to the percentage of voting were compiled each 3 hours during the E-Day. According to data sent by observers, the turnout at the level of the Kingdom was 35.1, with 2% margin of error. The table below shows the percentage of voting in each district, according to data collected by our coalition.

District	Turnout	Margin of Error
Irbed First	36%	1%
Irbed Second	49%	3%
Irbed Third	47%	3%
Irbed Fourth	47%	2%
Balqa	38%	4%
Zarqa First	22%	1%
Zarqa Second	30%	3%
Tafilah	58%	2%
Amman First	24%	1%
Amman Second	19%	2%
Amman Third	21%	2%
Amman Fourth	28%	2%
Amman Fifth	23%	2%
Aqaba	40%	3%
Kerak	61%	1%

Mafrq	54%	1%
South Badia	65%	3%
Nourth Badia	62%	1%
Central Badia	60%	3%
Jerash	56%	2%
Ajloun	56%	3%
Madaba	48%	1%
Ma'an	50%	2%

### Parallel Vote Tabulation (PVT) and Results

The Integrity Coalition implemented the PVT in three stages: In stage one, it compiled results at the level of the polling stations and this stage started with the end of the counting process. The results of 55% of the polling stations at the level of the Kingdom were compiled. In the second stage, the results of polling centers at the level of the district were compiled. The third stage was comparing the compiled results at the level of districts with the results announced by the Independent Electoral Commission (IEC).

The PVT was designed by choosing a sample that represents the weighting of boxes in each district through simulating the number of voters and the results of each district in the 2013 elections and then designing the sample of the 2016 elections by taking into consideration the simulation results, the number of registered voters for each box and the expected weighting of boxes at the level of the electoral districts. It should be noted that the distribution of voters among boxes is not equal.

The margin of error in calculating results of the lists is 1.8% minimum and 3.4% maximum.

Below is a table showing the percentage of the margin of error in each district.

District	Margin of Error
Amman First	%1.9

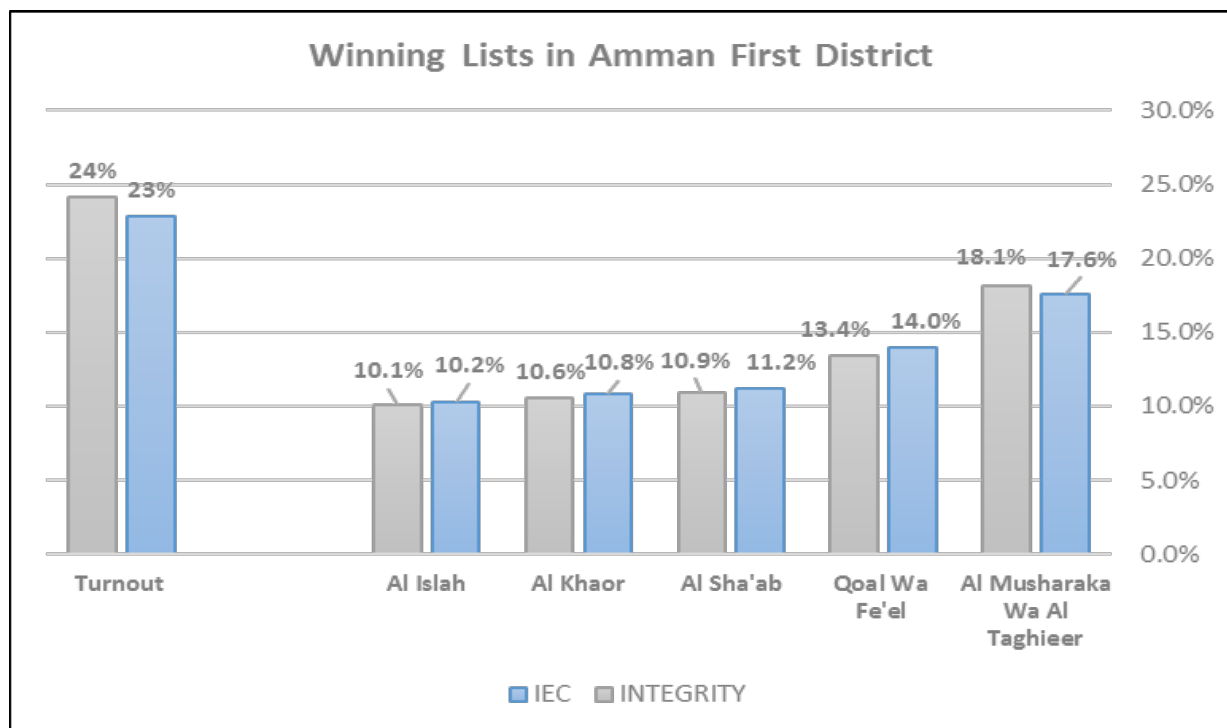
Amman Second	%1.8
Amman Third	%2.1
Amman Fourth	%2.1
Amman Fifth	%2.5
Zarqa First	%3.3
Zarqa Second	%2.5
Irbed First	%2.7
Irbed Second	%2.4
Irbed Third	%2.6
Irbed Fourth	%3.3
Jerash	%2.5
Ma'an	%3.4
Kerak	%3.2
Balqa	%3.2
Madaba	%2.0
Aqaba	%2.2
Ajloun	%2.1
Mafrq	%2.2
Tafila	%1.7
South Badia	%1.9
Central Badia	%2.4
North Badia	%2.8

Based on the results of the quick count of the turnout and the PVT, and taking into consideration the margin of error in the two processes, the Integrity Coalition believes that the preliminary

results, as announced by IEC, reflect the results of the election process in its legal framework and within the adopted mechanism for the counting of votes, in a fair and realistic manner.

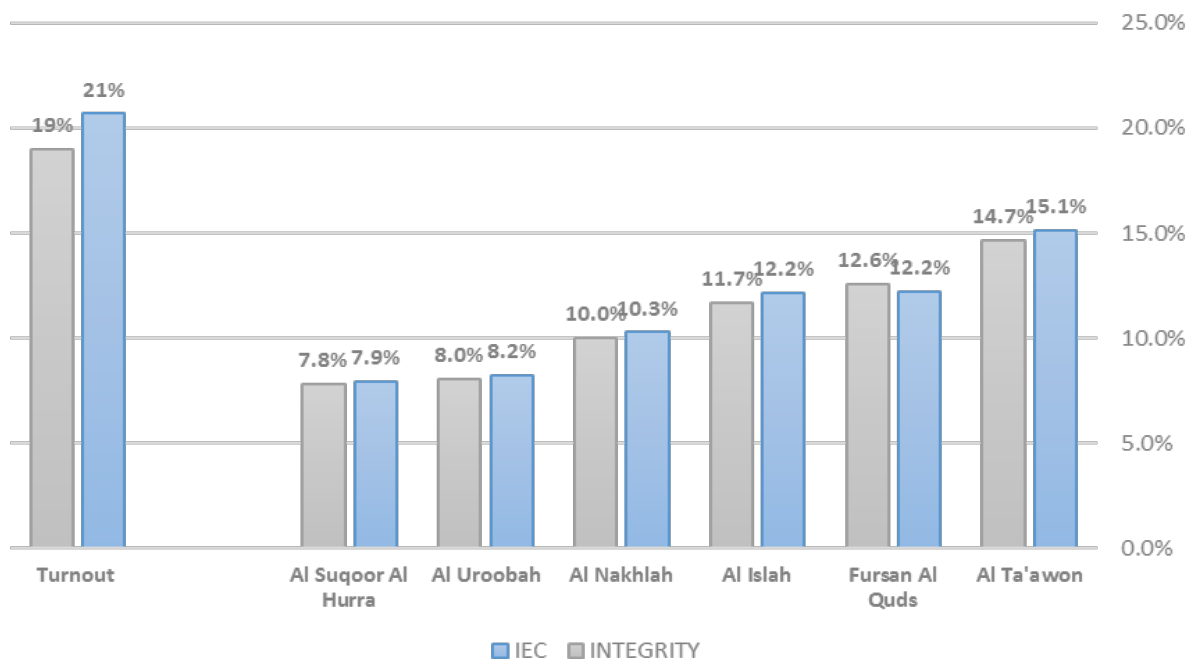
The Integrity Coalition has two major observations: First, there are around 26,000 invalid ballot papers. This is an indicator that this number of voters has voted in a wrong way. The second observation is related to the long time taken in counting votes. We, the Integrity Coalition, believe that this has to do with the way the balloting pamphlet was designed and the time required to validate the ballot papers as well as the long time needed to count the votes of the lists' candidates.

The graphs below show the results of the PVT for winning lists conducted by IEOC in comparison with the results of the PVT conducted by the IEC:

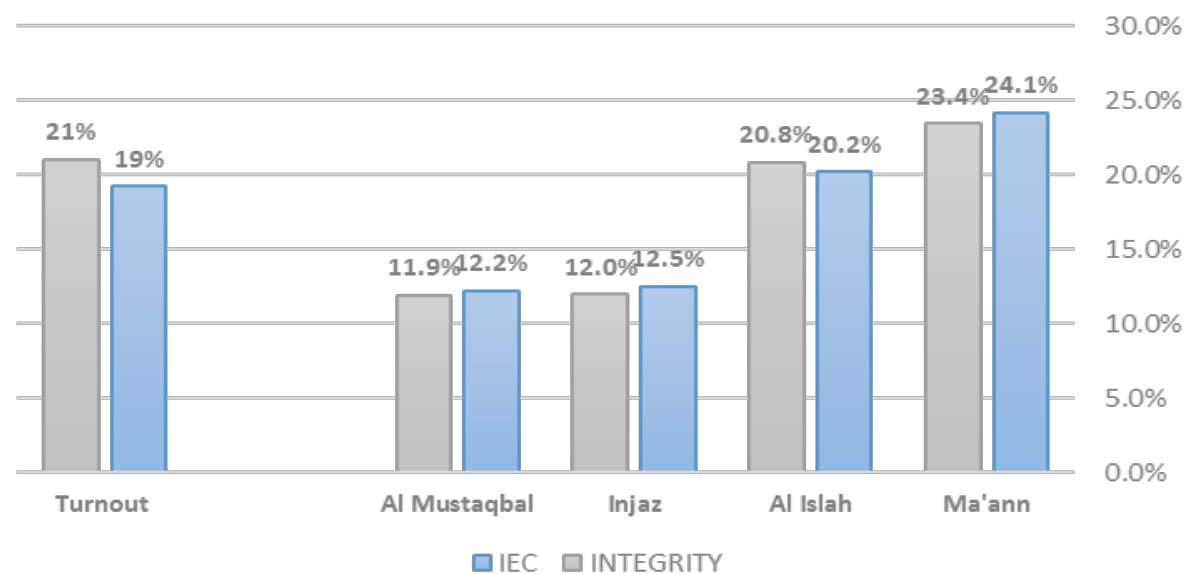




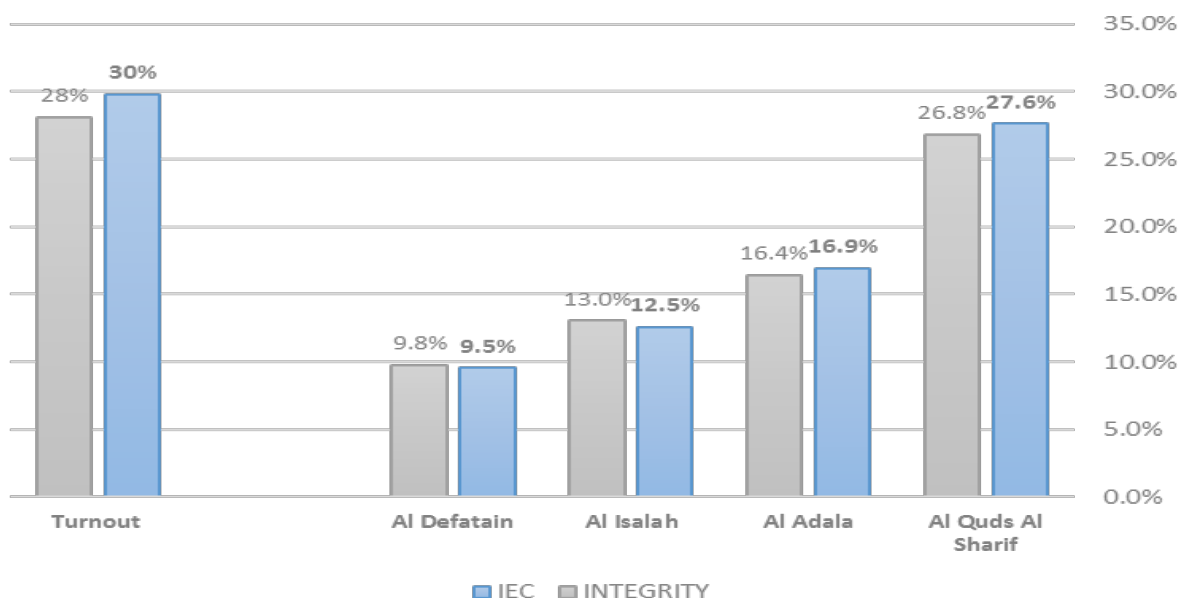
### Winning Lists in Amman Second District



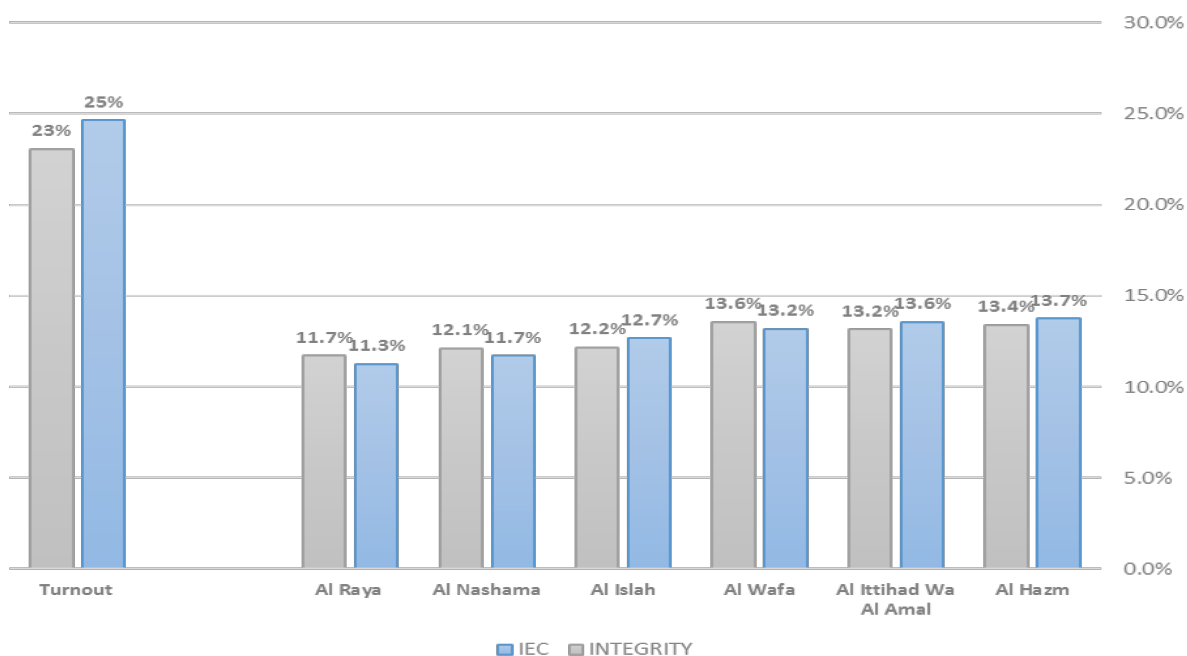
### Winning Lists in Amman Third District

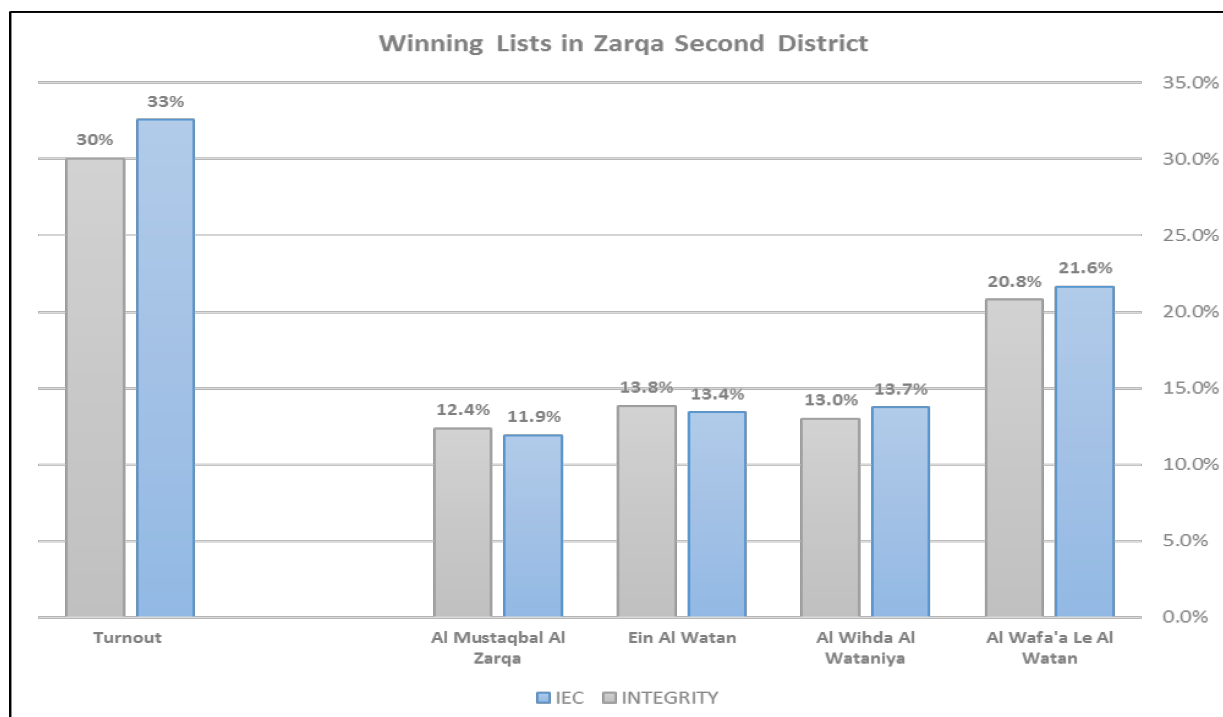
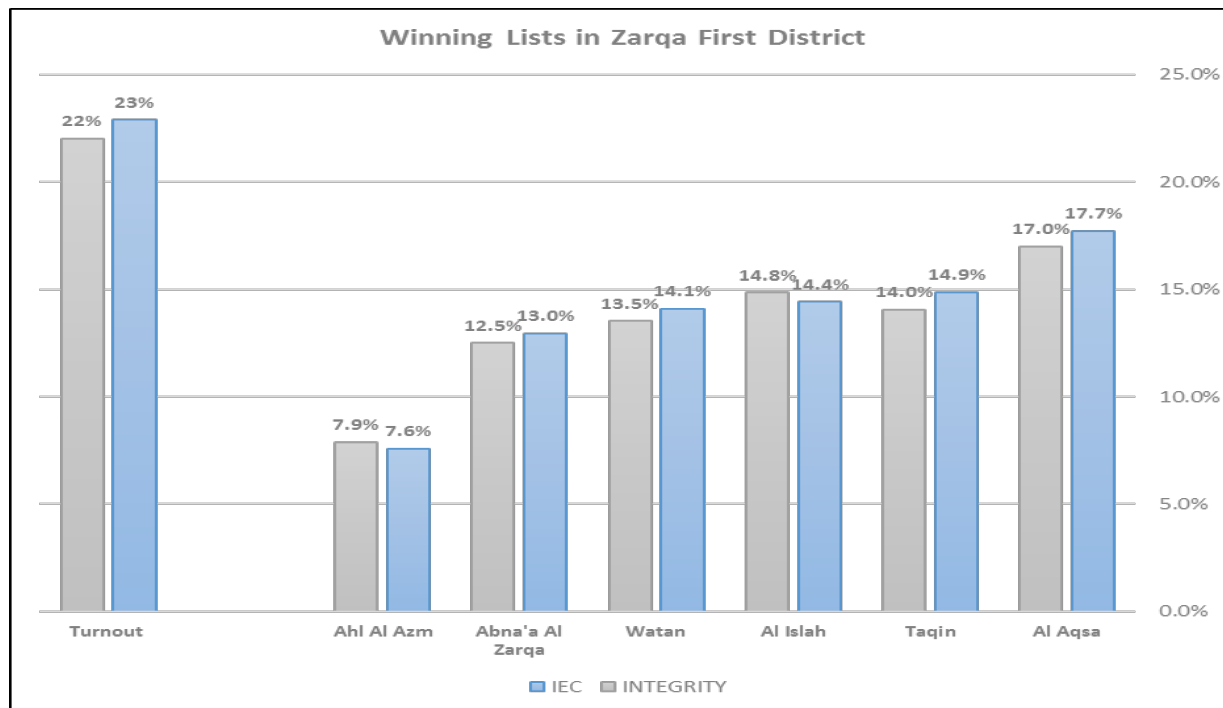


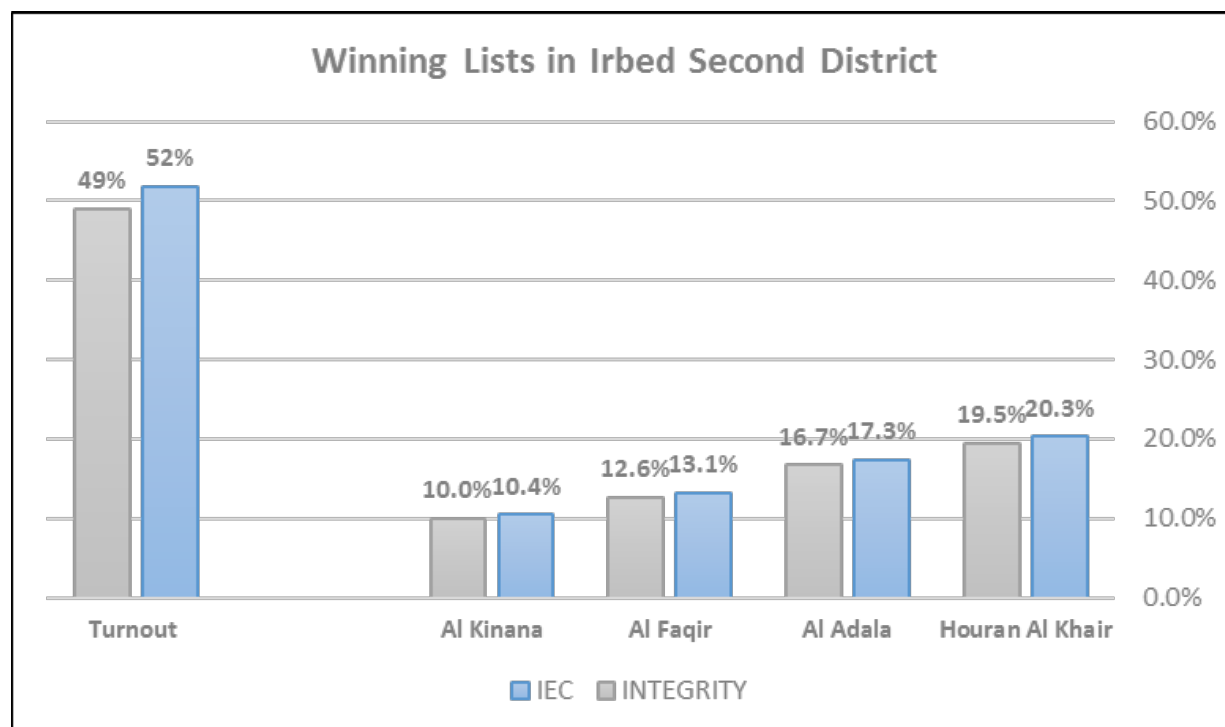
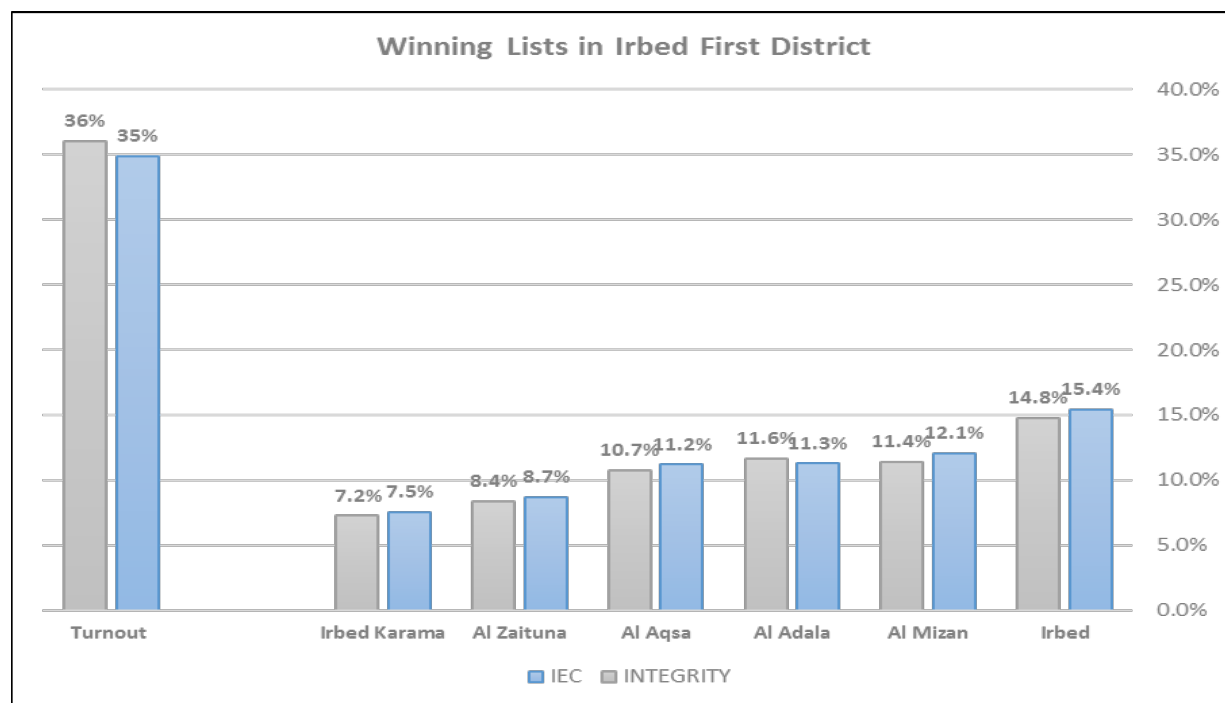
### Winning Lists in Amman Fourth District



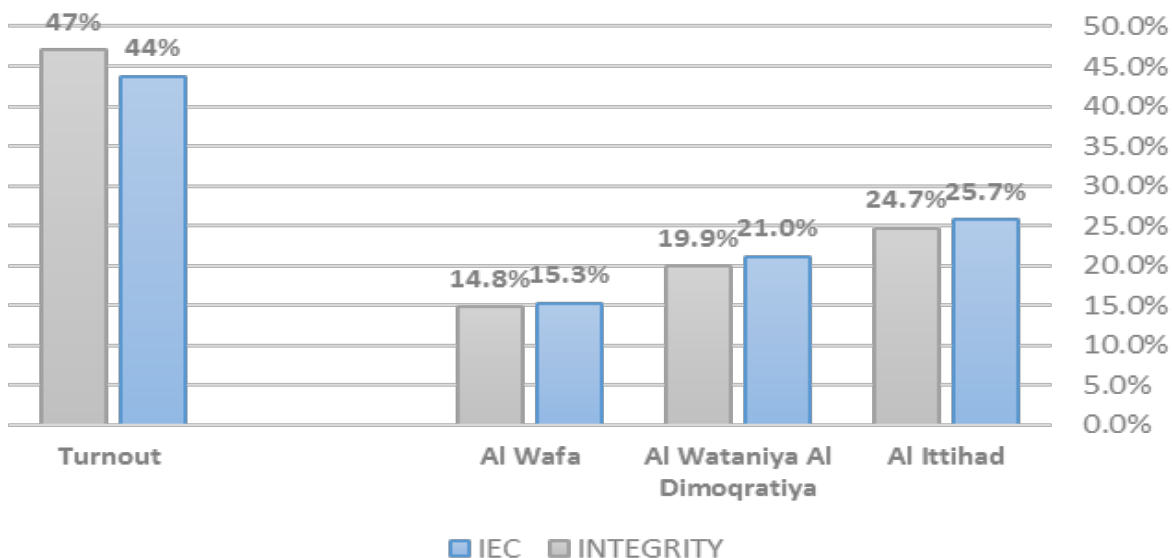
### Winning Lists in Amman Fifth District



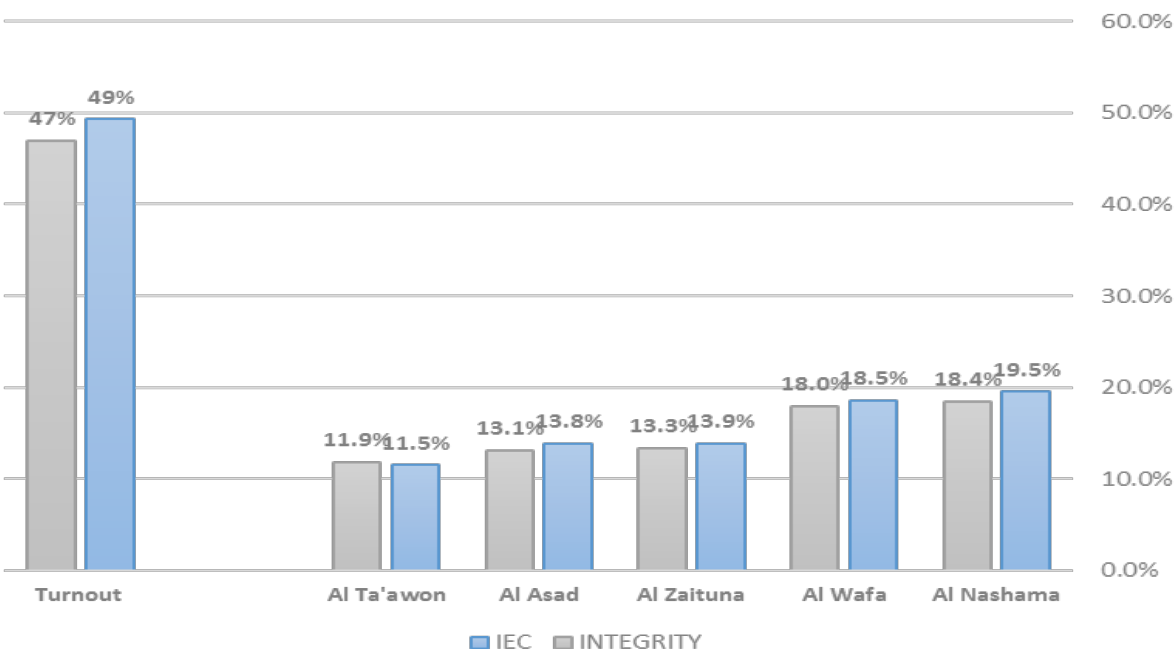


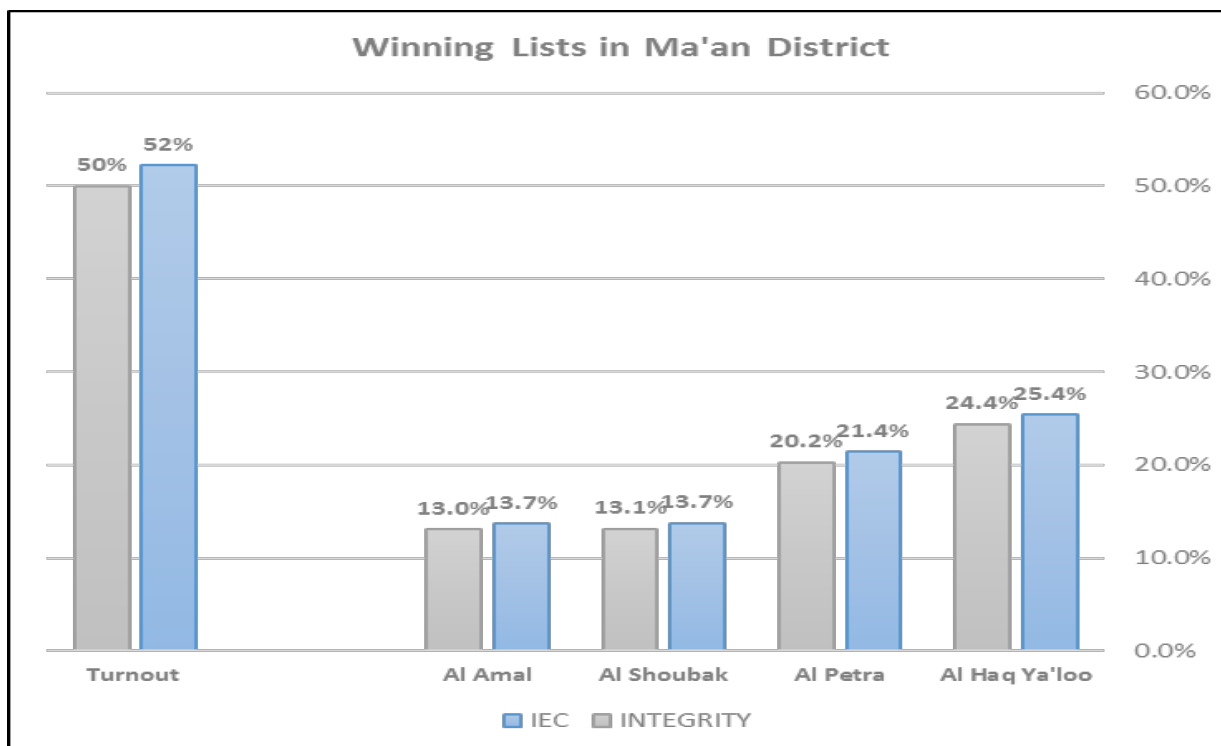
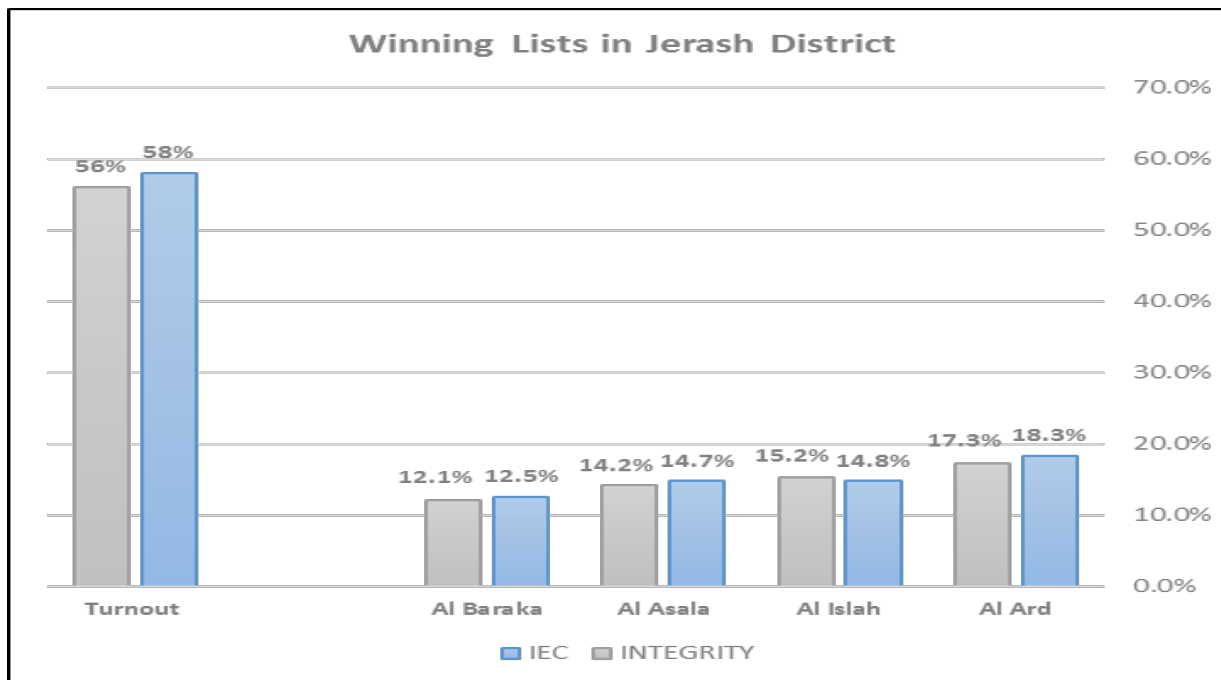


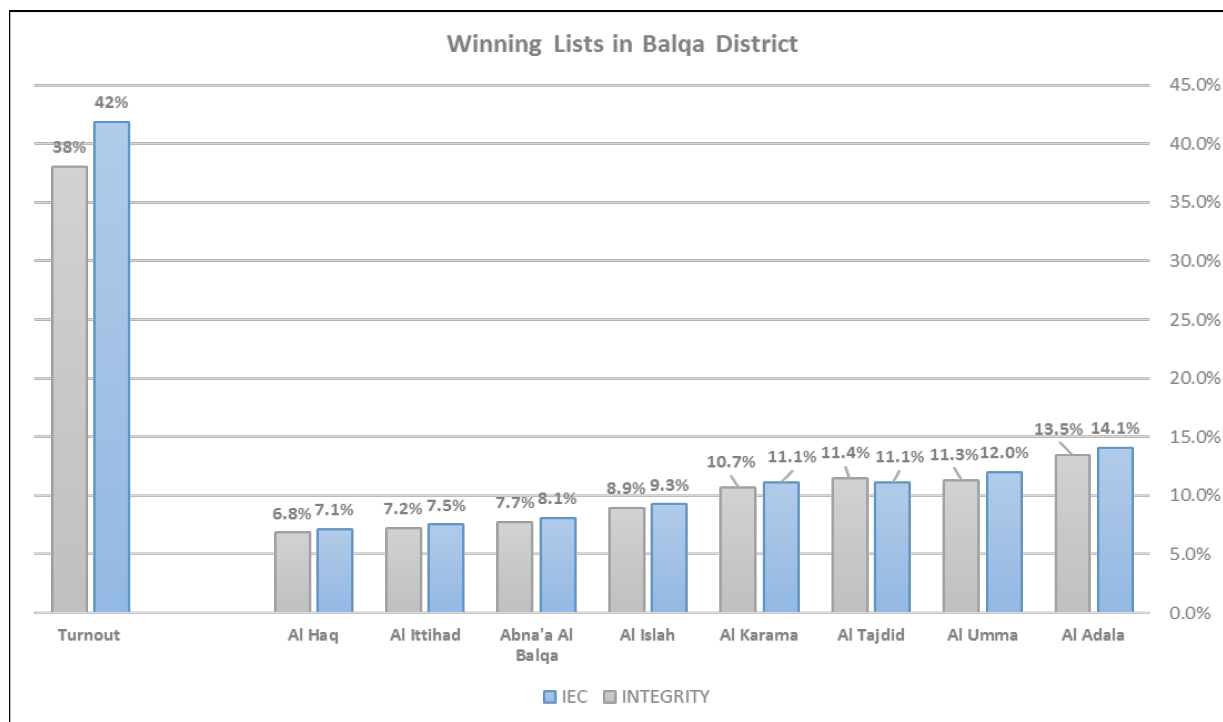
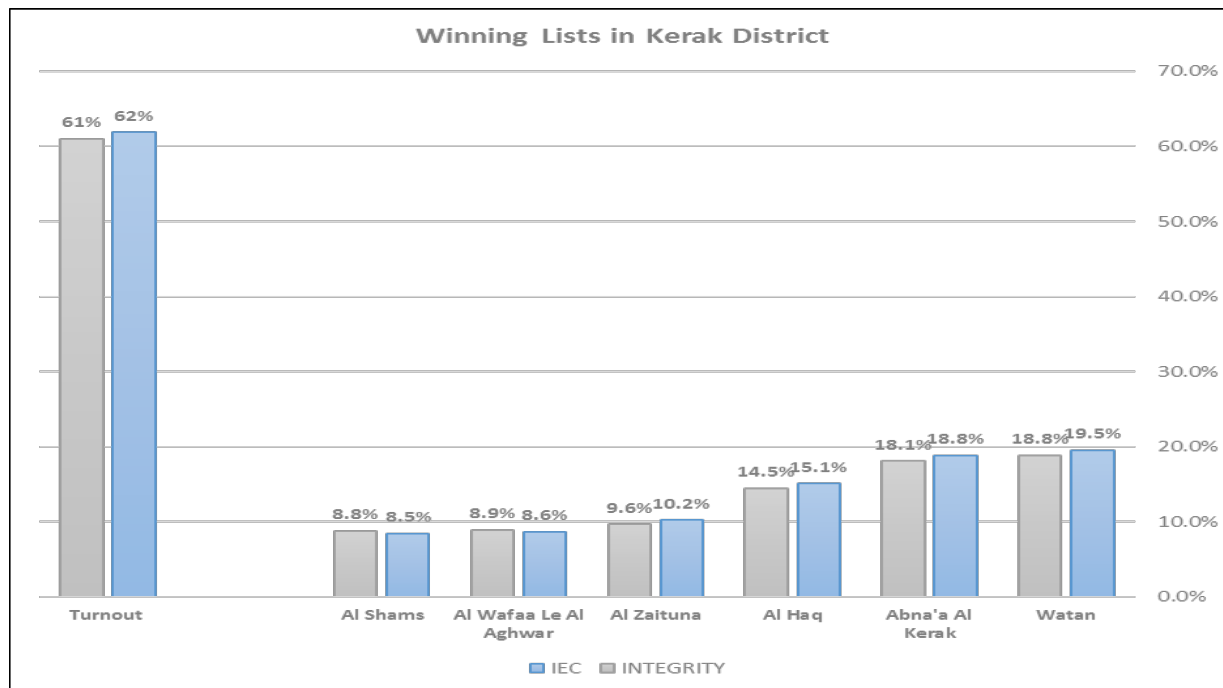
### Winning Lists in Irbed Third District



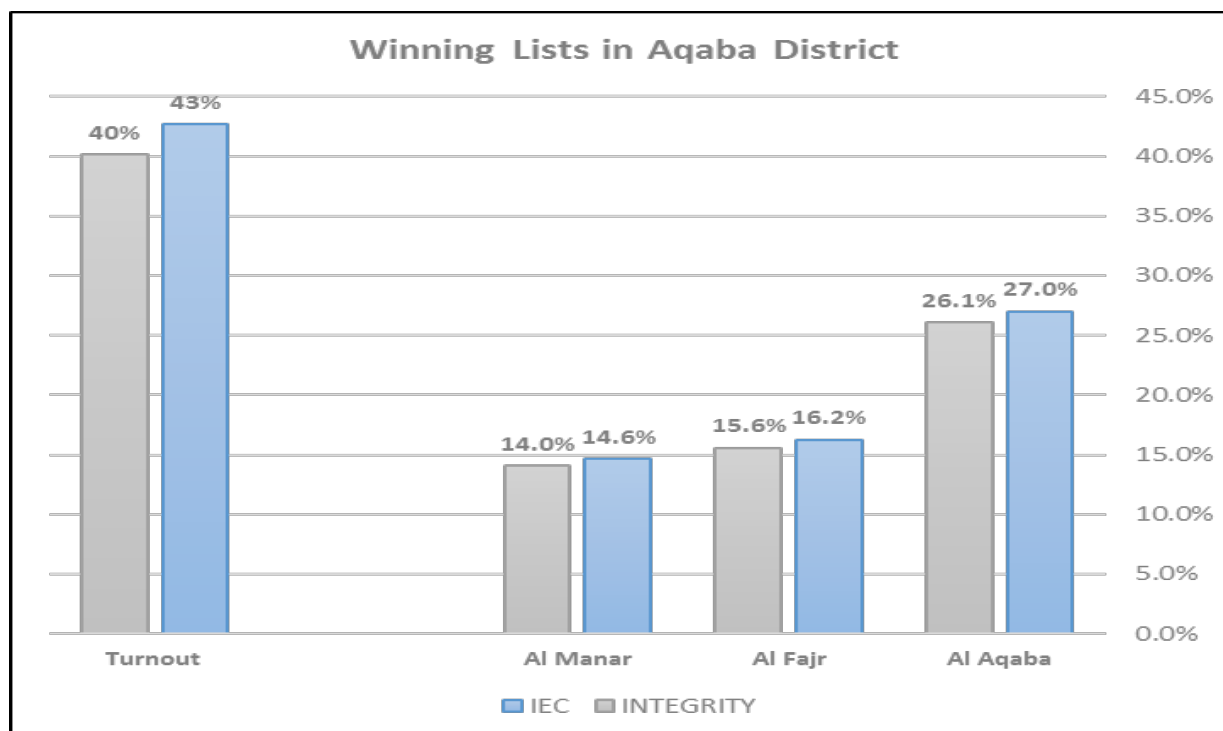
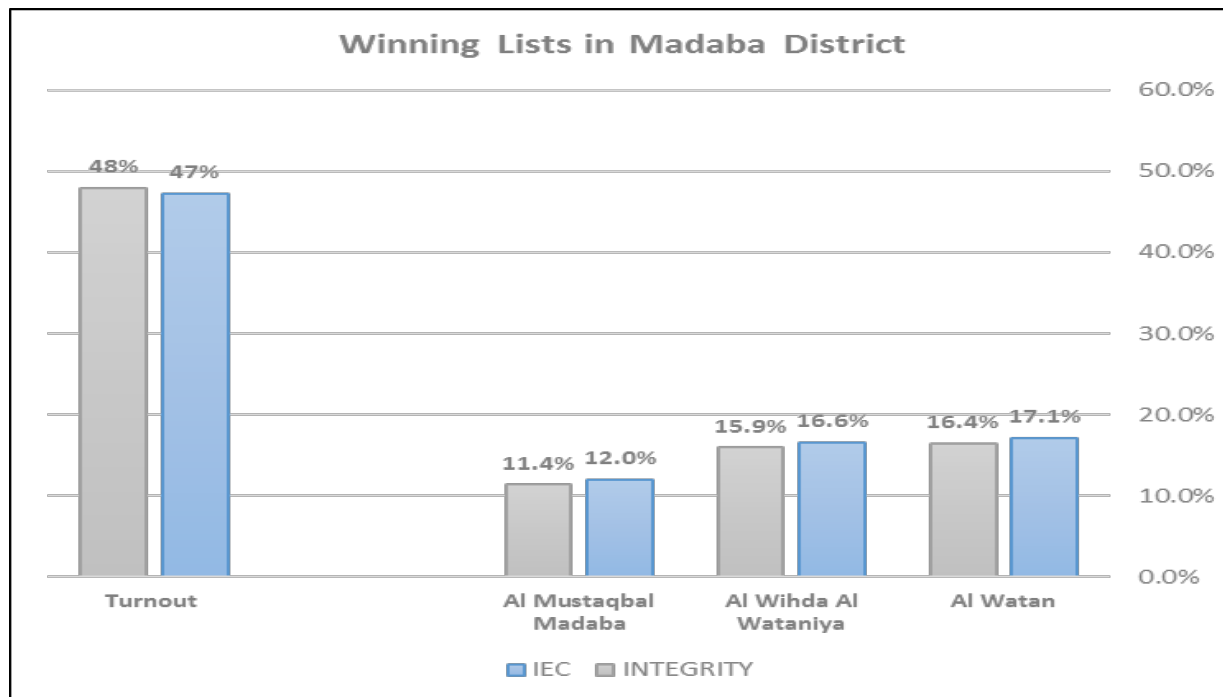
### Winning Lists in Irbed Fourth District



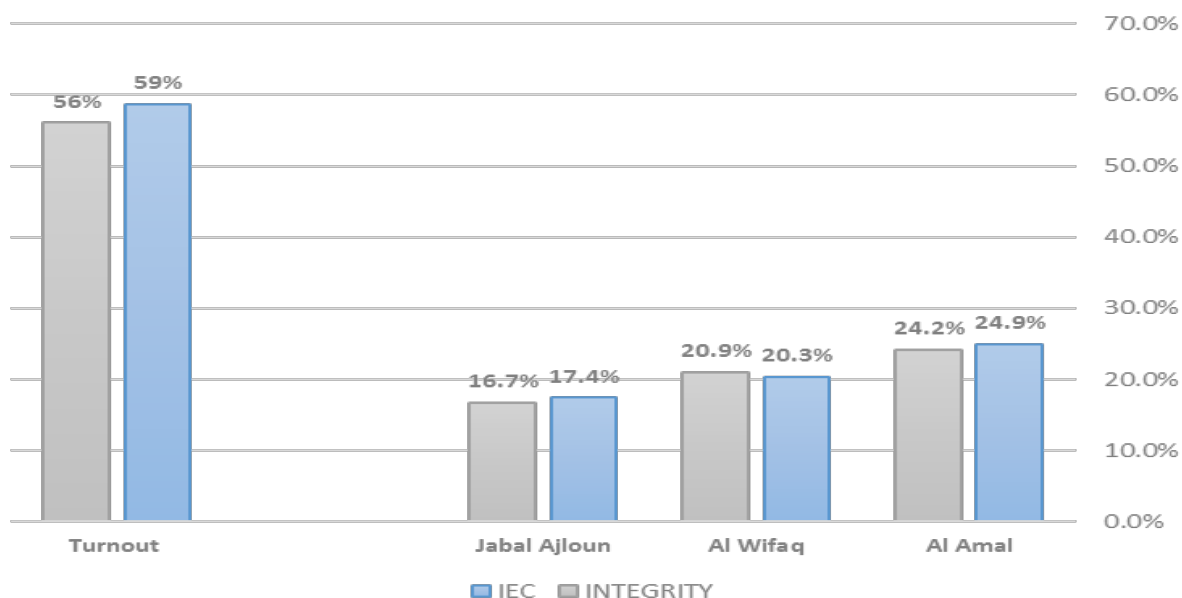




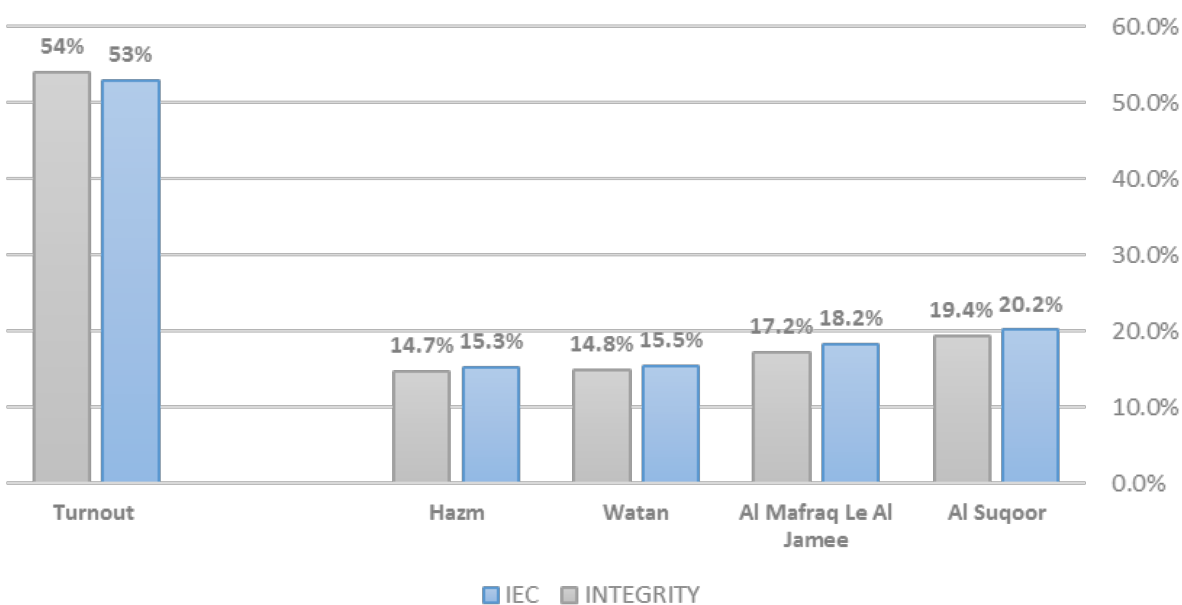


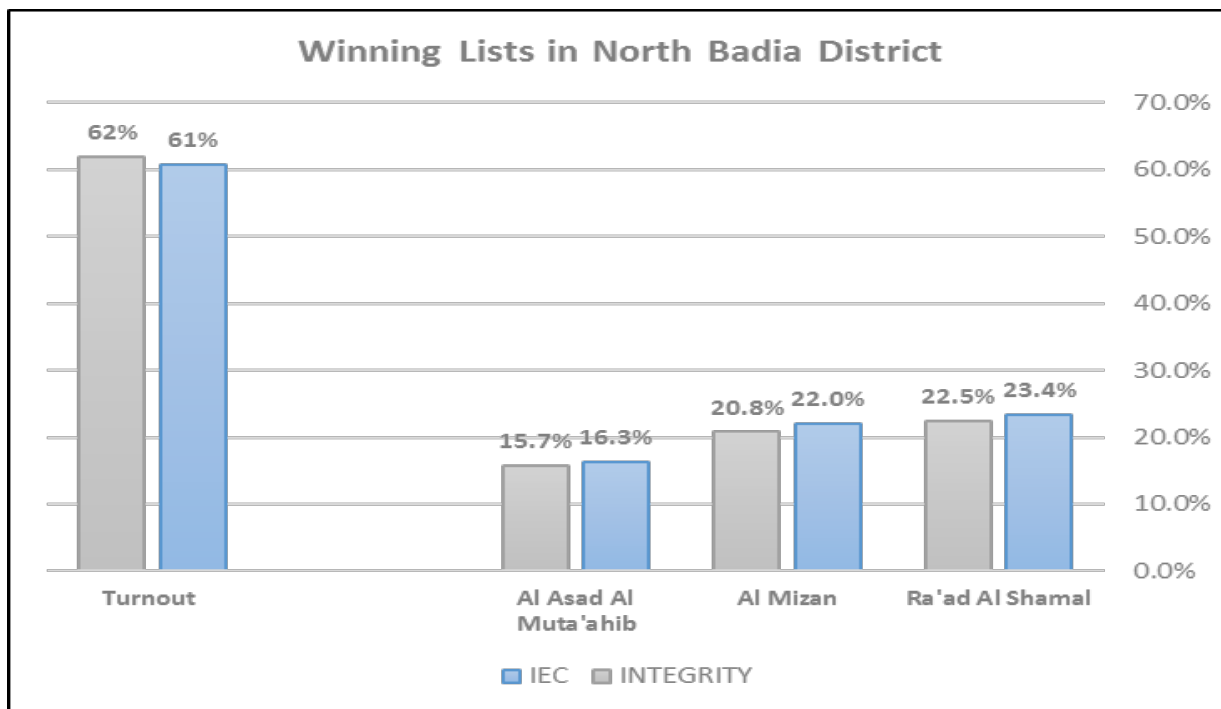
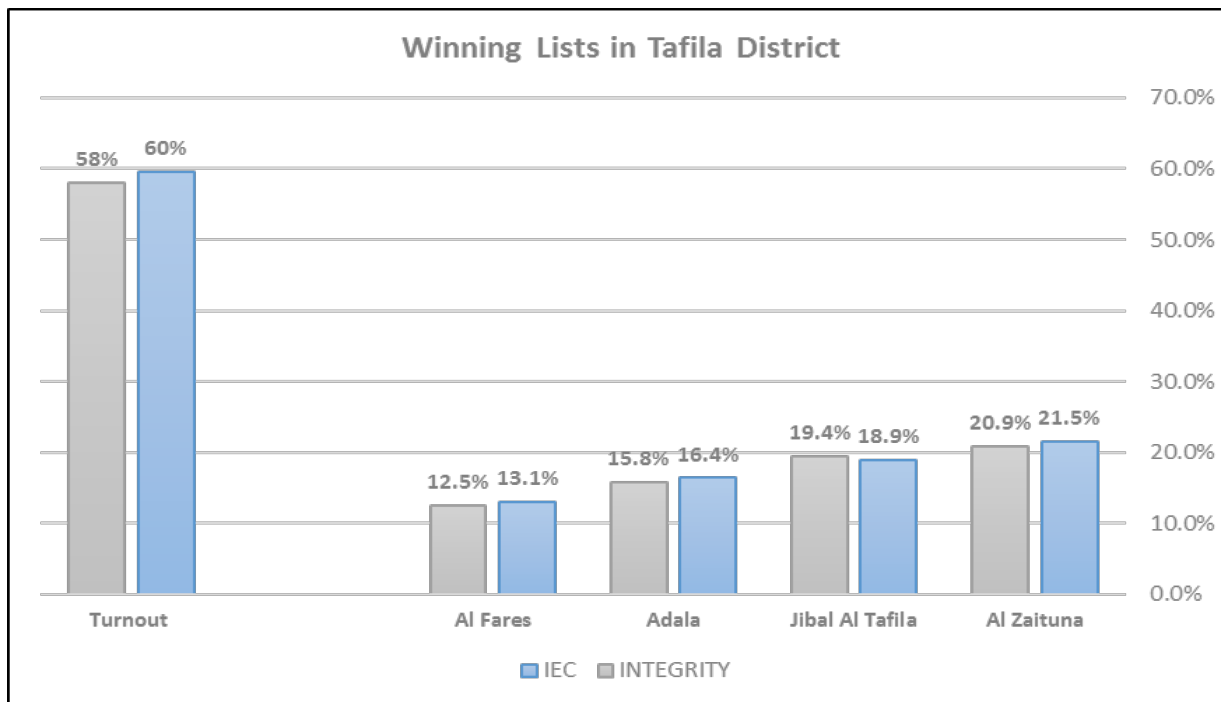


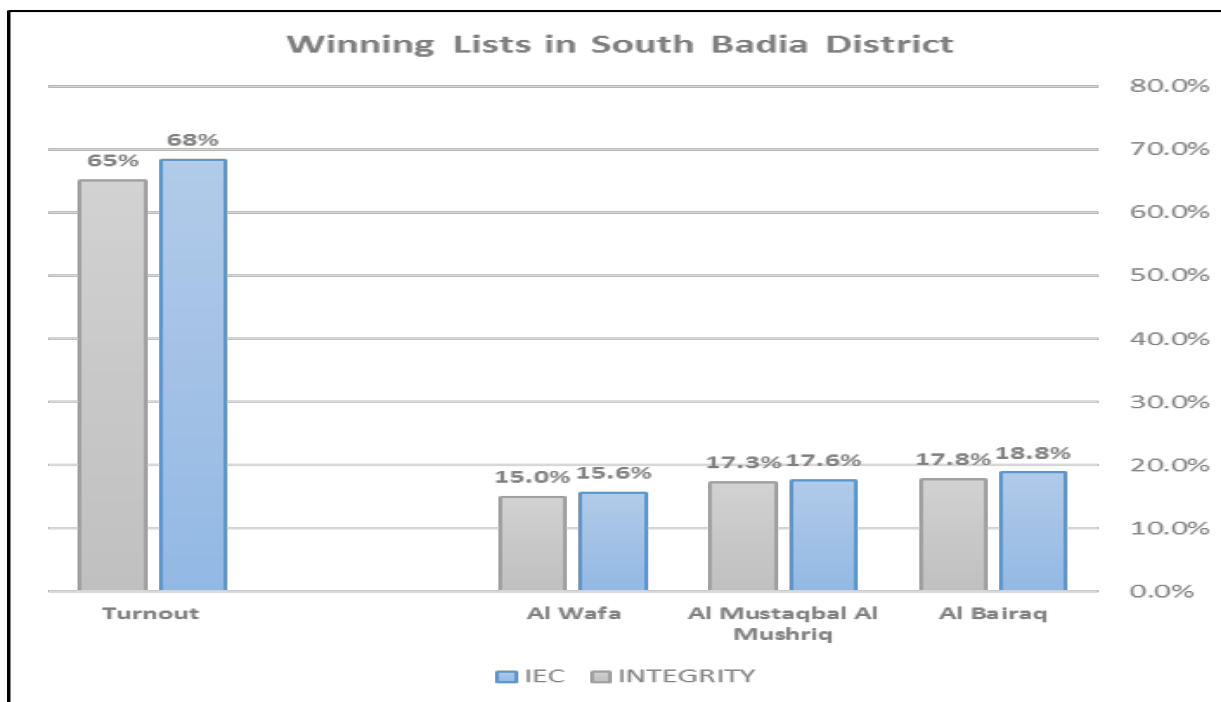
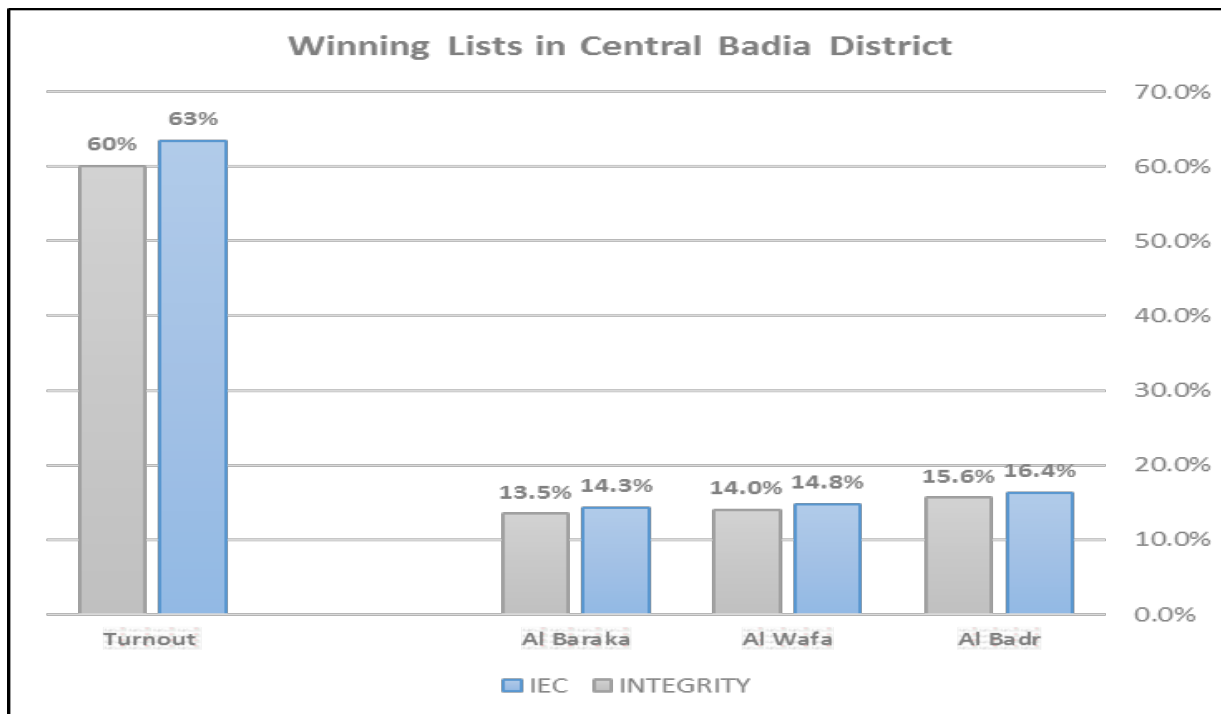
Winning Lists in Ajloun District



Winning Lists in Mafraq District







### Recommendations:

1. Observers are considered essential in the success of any electoral process, so the IEC should be clear with members of committees regarding the importance of cooperating with domestic observers within the legal framework and the executive instructions. This should be done in a way that would guarantee the transparency and integrity of the electoral process and enable the observers to perform their tasks without any obstacles.
2. The IEC must guarantee the right of people with disabilities, the elderly, and people with special needs to access the polling centers and stations.
3. Jordanian citizens have the right to exercise their right to vote regardless of their geographic location and depriving Jordanians residing outside the country from voting constitutes a violation of this right. ICEO believes that it is important to develop the legal and technical framework to enable Jordanians abroad to cast their ballots, as well as voters who are in prisons and hospitals.
4. The design of the ballot paper in the form a booklet was one of the reasons that led to a significant number of invalid papers, as well as to delays in the counting process, especially in the polling stations that has voting intensity. ICEO believes that it is important to reconsider the design of the ballot paper in order to avoid such problems.
5. The IEC must instruct the committees to follow the regulations that enhance transparency in both voting and counting processes, especially regarding the posting of results at the polling stations' door and also enabling the observers and the candidates' agents of following up the aggregation procedures on the levels of polling centers and districts.
6. The IEC should commit to its instructions and unify the aggregation methods. The results of ballot boxes should be aggregated in the center; the results of the centers should be aggregated on the level of the district.
7. The IEC should not be late in announcing the preliminary results. This should be done in clear and pre-determined periods to avoid any confusion or doubts that can emerge because of the delay in the announcement.

## Appeals

Thirty-nine (39) appeals were lodged with the Courts of Appeal: the capital first district (4), capital third district (1), capital fourth district (5), capital fifth district (1), Karak (3), Balqa (3), Madaba (2), al-Zarqa first district (1), al-Zarqa second district (2), Central Badiya (8), Irbid first district (1), Irbid fourth district (1), Ajloun (2), Jarash (2) and Maan (2). Eight (8) appeals were dismissed because of procedural reasons and (30) in content and one appeal was fully discarded in one case only.

It should be noted that the statement of ICEO on the events of the central Badiya was used as one of the statements of the lawsuit filed by Hind al-Fayez, a candidate, which was dismissed in content by the Amman Court of Appeals.

Below is a list of the appeals compiled by IECO observers:

Constituency	Appeal No.	Court	Appeal By	Appeal Against	Decision
Amman Fourth Constituency	454/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Hamad Saleh Abdullah Abu Zaid</li> </ul>	<ul style="list-style-type: none"> <li>Head of IEC</li> <li>IEC Commissioner's Board</li> <li>Election Committee of the Fourth Amman Constituency</li> <li>Head of Election Committee of the Fourth Amman Constituency</li> <li>Polling and Counting Committees of the Fourth Constituency</li> <li>Khair Abdullah Abu S'eliek</li> <li>Ahmad Sulieman Al-Raqab</li> <li>Ahmad Ibrahim Hmeisat</li> <li>Ramadan Mohammed Al-Hunnaity</li> </ul>	Reject (Content)
Amman Fourth Constituency	479/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Abdelhadi Mohammed Al-Maharmeh</li> <li>Hassan Mahmoud Al-Talafeh</li> </ul>	<ul style="list-style-type: none"> <li>Head of IEC</li> <li>IEC Commissioners Board</li> <li>Election Committee of the Fourth Amman Constituency</li> <li>Head of Election Committee of the Fourth Amman Constituency</li> <li>Polling and Counting Committees of the Fourth Constituency</li> <li>Khair Abdullah Abu S'eliek</li> <li>Ahmad Sulieman Al-Raqab</li> <li>Ahmad Ibrahim Hmeisat</li> <li>Ramadan Mohammed Al-Hunnaity</li> </ul>	Reject (Content)
Amman Fourth Constituency	465/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Othman Daifallah Al-Shawabkeh</li> <li>Mohammed Al-Hadid</li> </ul>	<ul style="list-style-type: none"> <li>Head of IEC</li> <li>IEC Commissioners Board</li> <li>Election Committee of the Fourth Amman Constituency</li> <li>Head of Election Committee of the Fourth Amman Constituency</li> <li>Polling and Counting Committees of the Fourth Constituency</li> <li>Khair Abdullah Abu S'eliek</li> </ul>	Reject (Content)

				<ul style="list-style-type: none"> <li>Ahmad Sulieman Al-Raqab</li> <li>Ahmad Ibrahim Hmeisat</li> <li>Ramadan Mohammed Al-Hunnaity</li> </ul>	
Amman Fourth Constituency	480/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Abdullah Abu Zaid</li> </ul>	<ul style="list-style-type: none"> <li>Head of IEC</li> <li>IEC Commissioners Board</li> <li>Election Committee of the Fourth Amman Constituency</li> <li>Head of Election Committee of the Fourth Amman Constituency</li> <li>Polling and Counting Committees of the Fourth Constituency</li> <li>Khair Abdullah Abu Seliek</li> <li>Ahmad Sulieman Al-Raqab</li> <li>Ahmad Ibrahim Hmeisat</li> <li>Ramadan Mohammed Al-Hunnaity</li> </ul>	Reject (Content)
Amman Fourth Constituency	491/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Assaf Al-Shawabkeh</li> <li>Mariam Al-Ja'abari</li> <li>Shadi Abu Hasweh</li> </ul>	<ul style="list-style-type: none"> <li>Head of IEC</li> <li>IEC Commissioners Board</li> <li>Election Committee of the Fourth Amman Constituency</li> <li>Head of Election Committee of the Fourth Amman Constituency</li> <li>Polling and Counting Committees of the Fourth Constituency</li> <li>Khair Abdullah Abu Seliek</li> <li>Ahmad Sulieman Al-Raqab</li> <li>Ahmad Ibrahim Hmeisat</li> <li>Ramadan Mohammed Al-Hunnaity</li> </ul>	Reject (Content)
Badia Central Constituency	462/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Hind Al-Fayez</li> <li>Zaid Al-Fayez</li> </ul>	<ul style="list-style-type: none"> <li>IEC Commissioners Board</li> <li>Election Committee of the Central Badia Constituency</li> <li>Sulieman Al-Zeben</li> <li>Mahasen Al-Shra'a</li> <li>Habes Al-Fayez</li> <li>Rasmyeh Al-Ka'abneh</li> <li>Comissioners of Winning Lists</li> </ul>	Reject (Content)
Badia Central Constituency	463/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Talal Al-Khurieshah</li> <li>Mohammed Al-Shamout</li> </ul>	<ul style="list-style-type: none"> <li>IEC Commissioners Board</li> <li>Election Committee of the Central Badia Constituency</li> <li>Sulieman Al-Zeben</li> <li>Mahasen Al-Shra'a</li> <li>Habes Al-Fayez</li> <li>Rasmyeh Al-Ka'abneh</li> <li>Comissioners of Winning Lists</li> </ul>	Reject (Content)
Badia Central Constituency	464/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Ghazi Al-Zeben</li> <li>Nayef Al-Zeben</li> </ul>	<ul style="list-style-type: none"> <li>IEC Commissioners Board</li> <li>Election Committee of the Central Badia Constituency</li> <li>Sulieman Al-Zeben</li> <li>Mahasen Al-Shra'a</li> <li>Habes Al-Fayez</li> <li>Rasmyeh Al-Ka'abneh</li> <li>Comissioners of Winning Lists</li> </ul>	Reject (Content)
Badia Central Constituency	474/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Sayel Al-Jbour</li> </ul>	<ul style="list-style-type: none"> <li>IEC and the Head of IEC</li> <li>IEC Commissioners Board</li> <li>Head of Election Committee of the Central Badia Constituency</li> <li>Sulieman Al-Zeben</li> <li>Mahasen Al-Shra'a</li> </ul>	Reject (Content)



				<ul style="list-style-type: none"> <li>Habes Al-Fayez</li> </ul>	
Badia Central Constituency	475/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Saleh Al-Jbour</li> <li>Mamdouh Al-Msalam</li> <li>Oday Al-Jbour</li> <li>Mohamed Al-Jbour</li> <li>Mesha'l Al-Jbour</li> <li>Abdullah Al-Jbour</li> <li>Faisal Al-Zhair</li> <li>Falah Al-Jbour</li> <li>Mohammed Al-Jbour</li> <li>Sultan Al-Dahan</li> <li>Feras Al-Hjeilan</li> <li>Ahmad Nouri</li> <li>Yehya Al-Dahan</li> <li>Khaled Al-Dahan</li> </ul>	<ul style="list-style-type: none"> <li>IEC and the Head of IEC</li> <li>IEC Commissioners Board</li> <li>Head of Election Committee of the Central Badia Constituency</li> <li>Suliman Al-Zeben</li> <li>Mahasen Al-Shra'a</li> <li>Rasmyeh Al-Ka'abneh</li> </ul>	Reject (Content)
Badia Central Constituency	481/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Ghadeer Al-Wadhan</li> <li>Ja'far Al-Wadhan</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>IEC Commissioners Board</li> <li>Election Committee of the Central Badia Constituency</li> <li>Rasmyeh Al-Ka'abneh</li> </ul>	Reject (Content)
Badia Central Constituency	494/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Ali Al-Jbour</li> <li>Haitham Al-Jbour</li> </ul>	<ul style="list-style-type: none"> <li>IEC Commissioners Board</li> <li>Election Committee of the Central Badia Constituency</li> <li>Suliman Al-Zeben</li> <li>Mahasen Al-Shra'a</li> <li>Habes Al-Fayez</li> <li>Rasmyeh Al-Ka'abneh</li> </ul>	Reject (Content)
Balqa Constituency	477/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Akef Al-Smeirat</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>IEC Commissioners Board</li> <li>Head of the IEC Commissioners</li> <li>Fawzi Al-Dawoud</li> <li>Rae'd Qaqesh</li> </ul>	Reject (Content)
Madaba Constituency	478/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Ali Al-Sned</li> <li>Mohammed Abu Louz</li> <li>Ahmad Al-Rawahneh</li> <li>Mubarak Al-Twal</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>IEC Commissioners Board</li> <li>Head of the IEC Commissioners</li> <li>Zaid Al-Shawabkeh</li> <li>Adnan Al-Rkebat</li> <li>Abdelkader Al-Fshekat</li> <li>Nabeel Al-Gheshan</li> </ul>	Reject (Content)
Zarqa Second Constituency	476/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Ahmad Al-Khalaileh</li> <li>Moahammed Al-Hjouj</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>The Head of the IEC Commissioners Board</li> <li>The IEC Commissioners Board</li> <li>Head and members of the Election Committee of the Second Zarqa Constituency</li> <li>Hammoud Al-Zawahreh</li> <li>Mousa Al-Zawahreh</li> <li>Nawaf Al-Mu'llah</li> <li>Ali Al-Khalaileh</li> <li>Comissioners of Winning Lists</li> </ul>	Reject (Content)
Balqa Constituency	485/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Mahmoud Al-Alaqmeh</li> </ul>	<ul style="list-style-type: none"> <li>IEC Commissioners Board</li> <li>Election Committee of the Balqa Constituency</li> <li>Mahmoud Al-Adwan</li> </ul>	Reject (Content)

Balqa Constituency	495/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Seham Bazbaz</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>The Head and members of the IEC Commissioners Board</li> <li>Election Committee of the Balqa Constituency</li> <li>The Special Committee</li> <li>Mo'taz Abu Rumman</li> <li>Jamal Qamouh</li> <li>Mohammed Al-Zou'bi</li> <li>Fawzi Dawoud</li> <li>Ali Al-Hajahjeh</li> <li>Mustafa Yaghi</li> <li>Ibraheem Abu Al-Sayed</li> <li>Khaled Al-Hyari</li> <li>Fedda Abu Qadoura</li> <li>Ahmad Al-Adwan</li> <li>Haya Mufleh</li> </ul>	Reject (Procedural)
Madaba Constituency	490/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Suliman Al-Mleti</li> </ul>	<ul style="list-style-type: none"> <li>IEC and Head of IEC Commissioners Board</li> <li>IEC Commissioners Board</li> <li>Adnan Rkebat</li> </ul>	Reject (Content)
Amman Fifth Constituency	484/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Yousef Eriqat</li> <li>Yousef Sandouqa</li> <li>Feras Al-Sawa'er</li> <li>Lutfi Hasanen</li> </ul>	<ul style="list-style-type: none"> <li>IEC Commissioners Board</li> <li>Election Committee of the Fifth Amman Constituency</li> <li>Nassar Al-Qaisi</li> <li>Fdayel Al-Nahar</li> <li>Ahmad Al-Louzi</li> <li>Mustafa Al-Assaf</li> <li>Hassan Al-Ajarmeh</li> <li>Barakat Al-Nimer</li> <li>Thamer Bino</li> <li>Comissioners of Winning Lists</li> </ul>	Reject (Content)
Amman First Constituency	468/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Morad Abdulkareem</li> </ul>	<ul style="list-style-type: none"> <li>IEC Commissioners Board</li> <li>Khalel Attyieh</li> </ul>	Reject (Content)
Zarqa First Constituency	461/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Salti Khelifat</li> <li>Mohammed Raslan</li> </ul>	<ul style="list-style-type: none"> <li>IEC and the Commissioners Board</li> <li>Election Committee</li> <li>Tareq Khouri</li> <li>Nabeel Al-Shishani</li> <li>Mohammad Al-Qudah</li> <li>Faisal Al-Awar</li> <li>Qusai Al-Dmesi</li> <li>Mohammed Al-Thahrawi</li> <li>Marzouq Al-Da'jah</li> <li>Sou'd Abu Mahfouth</li> <li>Hayat Al-Msemi</li> </ul>	Reject (Content)
Amman First Constituency	469/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Mo'yad Al-Majali</li> </ul>	<ul style="list-style-type: none"> <li>IEC Commissioners Board</li> <li>Andreh Hawari</li> </ul>	Reject (Content) Reject (Procedural)
Karak Constituency	473/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Ashraf Al-Khrashah</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>Head and Members of the IEC Commissioners Board</li> <li>Head and Members of Karak Election Committee</li> <li>Mohammed Al-Ataiqah</li> </ul>	Reject (Content)

Karak Constituency	492/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Khalel Al-Khrashah</li> <li>Ahmad Al-Khrashah</li> <li>Akram Al-Khrashah</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>Head and Members of the IEC Commissioners Board</li> <li>Head and Members of Karak Election Committee</li> <li>Atef Al-Tarawneh</li> <li>Raja Al-Saraireh</li> <li>Abdullah Zreiqat</li> <li>Haitham Zayadeen</li> <li>Musleh Al-Tarawneh</li> <li>Mohammed Al-Ataiqeh</li> <li>Mahmoud Al-Nu'imat</li> <li>Sadah Al-Habashneh</li> <li>Rae'da Al-Sha'ar</li> <li>Sabah Al-Sha'ar</li> <li>Manal Al-Dmour</li> </ul>	Reject (Content)
Amman Third Constituency	489/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Ibraheem Naser</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>IEC Commissioners Board</li> <li>Khaled Ramadan</li> <li>Kais Zayadeen</li> <li>Saleh Al-Armouti</li> <li>Ahmad Al-Safadi</li> <li>Khamis Attiyeh</li> <li>Mansour Mouorad</li> </ul>	Reject (Content)
Karak Constituency	488/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Hani Al-Ma'aytah</li> </ul>	<ul style="list-style-type: none"> <li>IEC Commissioners Board</li> <li>Election Committee of Jarak Constituency</li> <li>IEC</li> <li>Special Committee</li> <li>Mahmoud Nu'imat</li> </ul>	Reject (Content)
Zarqa Second Constituency	486/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Suliman Al-Khalaileh</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>IEC Commissioners Board</li> <li>Polling and Counting Committee</li> <li>Election Committee of Zarqa Governorate</li> <li>Head of the Election Committee of Zarqa Governorate</li> <li>Mousa Al-Zawahreh</li> <li>Hamoudeh Al-Zawahreh</li> <li>Nawaf Al-Mu'ala</li> <li>Ali Al-Khalaileh</li> </ul>	Reject (Content)
Badia Central Constituency	493/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Basem Saleem</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>IEC Commissioners Board</li> <li>Suliman Al-Zeben</li> <li>Habes Al-Fayez</li> <li>Mahasen Attiyeh</li> </ul>	Reject (Procedural)
Amman First Constituency	472/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Mohammed Al-Majali</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>Dima Tahboub</li> <li>Intisar Hijazi</li> <li>Haya Mufleh</li> <li>Manal Dmour</li> <li>Ibtisam Al-Nawafleh</li> <li>Hayat Al-Msemi</li> <li>Reem Abu Dalboub</li> <li>Anaf Al-Khawaldeh</li> <li>Maram Al-Hesah</li> <li>Wafa' Bani Mustafa</li> <li>Muntaha Al-B'oul</li> <li>Alia Abu Hlayel</li> <li>Zainab Al-Zbied</li> </ul>	Reject (Procedural)

				<ul style="list-style-type: none"> <li>Rasmyeh Al-Ka'abneh</li> <li>Shaha Abu Shousheh</li> </ul>	
Amman First Constituency	487/2016	Amman Court of Appeal	<ul style="list-style-type: none"> <li>Nawal Awad</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>IEC Commissioners Board</li> <li>Head of Election Committee of Amman</li> <li>Election Committee of Amman</li> <li>Polling and Counting Committee</li> <li>Andreh Hawari</li> <li>Khalel Attyieh</li> <li>Abdelrahman Al-Awaysheh</li> </ul>	Reject (Content)
Jarash Constituency	57/2016	Irbid Court of Appeal	<ul style="list-style-type: none"> <li>Ali Qokazah</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>IEC Commissioners Board</li> <li>Head of the IEC Commissioners Board</li> </ul>	Reject (Procedural)
Jarash Constituency	58/2016	Irbid Court of Appeal	<ul style="list-style-type: none"> <li>Wardah Al-Dalabeh</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>IEC Commissioners Board</li> <li>Head of the IEC Commissioners Board</li> </ul>	Reject (Procedural)
Irbid Fourth Constituency	60/2016	Irbid Court of Appeal	<ul style="list-style-type: none"> <li>Ramez Rabai'ah</li> </ul>	<ul style="list-style-type: none"> <li>IEC Commissioners Board</li> </ul>	Reject (Procedural)
Ma'an Constituency	55/2016	Ma'an Court of Appeal	<ul style="list-style-type: none"> <li>Maha Al-Odat</li> </ul>	<ul style="list-style-type: none"> <li>IEC</li> <li>IEC Commissioners Board</li> <li>Head of the IEC Commissioners Board</li> <li>Polling and Counting Committee of Ma'an</li> <li>Ibtisam Al-Nawafleh</li> </ul>	Reject (Procedural)

### Recommendations:

- The process of dealing with electoral disputes is an essential part in the electoral process. Despite the significant progress that has been made in this area, ICEO sees the need for a court rooms specialized in electoral disputes, as this will accelerate procedures for dealing with these disputes and promote confidence in decisions taken by these rooms.



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