



The National Centre for Human Rights
Hashemite Kingdom of Jordan

Monitoring Report of the Parliamentary Elections for the Year 2013

Prepared under the supervision of
The National Centre for Human Rights

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Introduction

In response to the imperatives of safeguarding human rights, the competent bodies in various States of the world have undertaken to monitor the conduct of elections in those States. International and regional organizations, together with governmental and non-governmental organizations, have contributed to this effort, and international practice in this field has settled upon regarding the permitting of the monitoring of the electoral process as an indicator of the protection of one of the fundamental political rights of the individual. This constitutes a response to what is provided for in Article 21, paragraph 3, of the Universal Declaration of Human Rights, which states that “the will of the people shall be the basis of the authority of government; this will shall be expressed in periodic and genuine elections which shall be by universal and equal suffrage and shall be held by secret vote or by equivalent free voting procedures”.

The central rationales for the monitoring of elections revolve around the realization of a number of rights enshrined in international covenants and norms and in the opinions of scholars of constitutional law, namely:

1. Respect for the right to freedom of movement, assembly and the formation of associations and political parties during the election period.
2. Verification that associations and political parties have carried out their activities without transgressing the law.
3. Verification of the ability of associations, political parties and candidates to gain access to the media in order to present their points of view without being subjected to any arbitrary restrictions.
4. Verification that security is guaranteed equally to all parties and candidates.
5. Verification of the ability of voters to exercise their vote without being exposed to any threat or fear.
6. Verification that the ballot was conducted subject to conditions preserving secrecy.
7. Verification that all procedures at the various stages of the elections complied with legal principles and avoided fraud.

The monitoring of elections achieves a number of objectives revolving around the development of the democratic process, through the following:

- a. The provision of an objective and independent assessment of the will of the governing authority with respect to the electoral process.
- b. Objective monitoring makes the parties participating in the electoral process more inclined to accept the results of the elections.
- c. Various studies indicate that a relationship exists between the public's conviction as to the objectivity of monitoring and the degree of its engagement in the electoral process: the more persuasive the monitoring is to the public, the greater the public's turnout at elections, and vice versa — which means that a relationship exists between the scale of political participation and the monitoring of elections.

- d. Sparing society the disputes that may arise out of disagreements over the results. Monitoring bodies, and non-governmental bodies in particular, also constitute a resource for the entities concerned with the settlement of disputes arising out of the elections and their results.
- e. The strengthening of civic education within society through the widening of the sphere of civil society and the development of trust among the sectors of society.
- f. The monitoring of elections and the affirmation of their integrity enhance the positive image of the State within the international community.

The legal framework for the holding of parliamentary elections in the Hashemite Kingdom of Jordan

Article 34(1) of the Jordanian Constitution provides that “the King is the one who issues the orders for the holding of elections to the House of Representatives in accordance with the provisions of the law”. Pursuant to Article 67(1) of the Constitution, the House of Representatives is composed of members “elected by secret and direct ballot in accordance with an elections law that shall guarantee the following:

- a. The right of candidates to monitor the electoral operations.
- b. The punishment of those who tamper with the will of the voters.
- c. The integrity of the electoral process at all of its stages.”

Paragraph 2 of the same Article provides that “an independent commission shall be established by law to supervise the parliamentary electoral process and to administer it at all of its stages ...”.

The constitutional amendments of 2011 had provided for the establishment of this independent commission to supervise and administer the parliamentary elections at all of their stages, in order to guarantee the right of the voter to choose his representative in the House of Representatives and to prevent any interference with, or transgression of, the law.

The Royal Assent was granted on the fourth of April 2012 to the law establishing the Independent Election Commission, following which the Chairman of the Commission and its Commissioners were appointed on the sixth of May of the same year.

Accordingly, the Independent Election Commission Law No. (11) of 2012 was promulgated, providing that the Commission is an independent institution enjoying legal personality with financial and administrative independence. Elections Law No. (25) of 2012 likewise conferred upon the Board of Commissioners of the Commission the power to issue executive instructions for the administration of the elections in accordance with standards guaranteeing their integrity.

The Royal Will was issued dissolving the Sixteenth House of Representatives on the fourth of October 2012, and calling for parliamentary elections pursuant to the new Elections Law No. 25 of 2012, as amended by Law No. 28 of 2012.

The new Elections Law retained the right of the voter to choose a single candidate in his local electoral district, irrespective of the number of seats allocated to that district (the single vote); it added, however, his right to choose one of the general lists, to which 27 seats were allocated.

The Independent Election Commission then issued a decision on 16 October 2012 fixing Wednesday 23 January 2013 as the date for the holding of the elections to the Seventeenth House of Representatives.

The legal framework for the role of the National Centre in monitoring the elections

Within the framework of the constitutional provisions referred to above, the National Centre for Human Rights has consistently monitored the extent of the integrity and fairness of the parliamentary elections in Jordan, proceeding from the premise that elections are a human right recognized by international and regional covenants and conventions.

Given that the Law of the Centre provides, in Articles 4(c), 5(a) and 10(b), that among its objectives are “the promotion of the democratic approach ... verification of respect for human rights ... the monitoring of violations affecting human rights and public freedoms ... the requesting from the relevant entities of any information, data or statistics that it deems necessary for the achievement of its objectives ... and the visiting of any public place in respect of which a report is received that violations of human rights have occurred or are occurring”, the monitoring of parliamentary elections falls within these objectives set out in the Articles referred to.

Since the Elections Law specified in its provisions the persons permitted to be present at polling and counting centres, the National Centre for Human Rights submitted, on 27/8/2013 [thus in the original], a request for approval of the participation of a national team in monitoring the elections at the polling and counting sites during the election period. The Centre obtained the requisite approval and formed a team for this purpose comprising fifty-five (55) civil society organizations and civic bodies.

Translator’s note: the date “27/8/2013” appears thus in the Arabic original, although it post-dates the polling day of 23 January 2013; the date intended is most probably 27/8/2012.

Monitoring the positions of the political forces on the holding of the elections

The positions of the Jordanian political currents and parties diverged with regard to the aforementioned Elections Law, and, on the one hand, with regard to the reform initiatives and political transformations — in particular the constitutional amendments — that took place in the Kingdom during the period following the outbreak of the popular movements and the Arab Spring in 2011. Certain political forces, such as the Islamic Action Front Party and the National Front for Reform, called for a boycott of the elections on the basis of what they considered to be a failure to meet their reform demands, represented in the following:

1. The necessity of adopting an electoral system other than the single-vote system, which does not satisfy the requirements of the democratic process.
2. A response by the Government to the demand of these forces that the number of seats allocated to the general district (the national lists) be raised to no less than 50% of the total seats of the House of Representatives.

3. The view that the constitutional amendments that had been approved were insufficient and that it was essential that these amendments be completed, particularly in so far as they related to Articles 34, 35 and 36 of the Constitution.¹
4. Emphasis on the necessity of broadening the basis of reform in the political, economic and social fields, and of working seriously to combat corruption in its various forms.

Other parties, however, chose to participate in the elections on the one hand, while demanding in their electoral programmes the necessity of amending the Elections Law on the other.

The King's announcement that the government following the parliamentary elections would be a parliamentary government formed through consultations between the Prime Minister-designate and the parliamentary blocs conferred a particular importance upon the elections to the Seventeenth House of Representatives.

The work plan of the National Centre for Human Rights for monitoring the elections

Most of the bodies that follow electoral operations at their various levels (municipal, parliamentary or presidential) acknowledge the necessity of a set of standards achieving a sufficient level to guarantee impartial and balanced reports assessing the three different stages of the elections, namely: pre-election procedures, the electoral operations, and the post-election stage.

It is a requirement that those entrusted with monitoring the elections be proportionate in number to the number of voters in the district and to the number of districts and ballot boxes, so as to guarantee an objective judgment on the procedures at every stage. It is likewise a requirement that the security of the observers and the ease of their access to all facilities related to every stage of the elections be guaranteed, quite apart from the personal qualifications of the monitoring team, such as experience in monitoring and independence from any bodies or affiliations that might affect the integrity of the monitoring exercise.

The National Centre for Human Rights formed a specialized team to monitor the parliamentary elections at their various stages, which operated in accordance with the following steps:

First: monitoring the voter registration stage

A total of 56 observers representing civil society institutions from the various governorates of the Kingdom were selected and trained on the model procedures for voter registration that may be relied upon in following the registration process, and on the monitoring of any potential violations at this stage — a stage no less important than the other stages of the electoral process, given its effect on the fairness of the elections

¹ These constitutional articles provide as follows: Article 34 — 1. The King shall issue the orders for the holding of elections to the House of Representatives in accordance with the provisions of the law. 2. The King shall convene the National Assembly, inaugurate it, adjourn it and prorogue it in accordance with the provisions of the Constitution. 3. The King may dissolve the House of Representatives. 4. The King may dissolve the Senate or relieve any of its members of membership. Article 35 — The King appoints the Prime Minister and may dismiss him or accept his resignation, and appoints the Ministers and may dismiss them or accept their resignations, upon the recommendation of the Prime Minister. Article 36 — The King appoints the members of the Senate, appoints the Speaker of the Senate from among them, and accepts their resignations.

and the equitable representation of the various segments of society. During this stage the objections submitted to the Civil Status and Passports Department concerning the voters' roll were also monitored, as were the judicial appeals lodged by voters.

Second: monitoring the stage of nomination for membership of the Seventeenth House of Representatives

The National Team monitored the nomination stage for the Seventeenth House of Representatives. Members of the Team visited the entity designated to receive those wishing to submit nomination applications, completed the forms specific to this stage, and administered the questionnaire directed to persons wishing to stand for election concerning the conduct of the nomination process and the extent of their satisfaction with it. The Team also monitored the judicial appeals against the decisions of the Central Committee, whether lodged by persons wishing to stand for election whose applications had been rejected or by voters alike, as well as the mechanisms for dealing with these objections and adjudicating upon them.

Third: monitoring the electoral campaigning stage

The National Team monitored the electoral campaigning conducted by the candidates, in order to ascertain the extent of their commitment to preserving national unity and the security and stability of the homeland, to refraining from prejudicing other candidates, and to complying with the designated places for electoral campaigning and with the manner of the use of funds during the electoral campaigns — and, generally, to monitor the extent of the candidates' compliance with the provisions of the Elections Law.

Table No. (1): Distribution of observers among the governorates

Governorate	Number of observers
Amman	316
Irbid	247
Zarqa	136
Balqa	104
Badia	83
Karak	73
Madaba	42
Jerash	38
Mafraq	33
Ajloun	30
Ma'an	22
Tafilah	22
Aqaba	18

Translator's note: the figures in Table (1) total 1,164, whereas the narrative text records 1,110 observers together with 45 coordinators. The discrepancy appears in the Arabic original and is reproduced here without alteration.

Fourth: monitoring the polling and counting day

- a. Distribution of the members of the Team among the electoral centres, having regard to proportionality between the number of observers and the number of electoral districts in each governorate. The Centre calculated the percentage that the number of ballot boxes in each electoral district represented of the total number of ballot boxes in the Kingdom. Observers were distributed among the ballot boxes by multiplying the number of boxes allocated to the district by the total number of observers and dividing the product by the overall total of ballot boxes, which resulted in the coverage of one ballot box out of every three boxes on the basis of an arithmetic progression (box No. 1, No. 4, No. 7, No. 10, and so forth).

The total number of observers distributed among these districts amounted to 1,110 observers, alongside 45 coordinators who undertook the task of coordinating the work of the monitoring teams. The observers were distributed among the governorates and the Badia as set out in Table No. (1).

The overall number of polling centres in all the governorates and the Badia was 1,484 centres, comprising 4,069 ballot boxes, of which 1,055 boxes were monitored, that is 25.92% of the total number of boxes.

[Figure 1: Illustrative chart of the distribution of observers by governorate — the chart in the Arabic original is reproduced in Table (1) above.]

- b. The district coordinators were provided with the numbers of the ballot boxes and the names of the polling centres to be monitored by the observers, in accordance with the plan prepared by the management of the Team 72 hours before polling day. Each observer, in coordination with the district coordinator, paid a visit to the location of the ballot box allocated to him before polling day in order to identify its whereabouts. All observers were required to be present at the polling centres they had been assigned to monitor at precisely half past six on the morning of election day (that is, half an hour before the commencement of polling).
- c. Each observer undertook the task of monitoring one ballot box only throughout polling day.
- d. During the box-opening procedures, each observer completed the form designated for this stage and sent an SMS message to the numbers with which he had been provided, containing the answers to all the questions set out in the form specific to the box-opening procedures. The observer repeated this exercise with all the other specific forms relating to the procedures for the commencement of polling day and for the conclusion of that day by the closing of the ballot boxes and the procedures pertaining thereto, the counting of the results, and the recording of the names of the candidates and the votes obtained by each candidate, alongside a form specific to the violations that might occur during polling day. All of this was fully documented.
- e. Each observer took digital photographs of the polling and counting records of the ballot box he was assigned to monitor.
- f. The district coordinators, accompanied by an observer for each district, completed the form specific to the voting results for each candidate and transmitted these results to the National Centre for Human Rights.

- g. The duties of both the coordinator and the observer were defined, as was the manner of communication between them, so as to ensure accurate monitoring and effective communication between them in the course of their work.
- h. The clauses of the forms distributed to the observers, which they were requested to complete, included specific questions each covering all aspects of the procedures for each stage of the elections.
- i. The response rate from each of the governorates (and the Badia) to each clause was determined in accordance with the forms received from the observers in each district in which they were present.

Fifth: monitoring the stage of objections to the election results

The monitoring team followed up the objections and appeals concerning the election results submitted to the competent courts by citizens and candidates alike, and the outcome of those objections.

Results of the monitoring of the stages of the elections

The observers' reports covered the stages of the electoral process as follows:

First: the pre-election stage

This stage comprises voter registration, candidate registration and the electoral campaigns. The overall results were as follows:

1. Preparation of the voters' rolls

This stage began with the identification and registration, in dedicated registers known as voter registration rolls, of those satisfying the conditions for voting, within a specified period. Thereafter these rolls are issued and published for a specified period (at the premises of the election committees) in a manner permitting their inspection by those concerned, together with their right to challenge their accuracy. This stage — the stage of voter registration — is optional; it must be carried out by an entirely independent body, save that a person who loses the opportunity to register within the period specified for voter registration is not entitled to vote. This stage extended over the period 7/8 – 15/10/2012.

The number of persons registered for the parliamentary elections of 2013 amounted in total to two million two hundred and seventy-two thousand one hundred and eighty-two (2,272,182) voters, representing 63.7% of those entitled to vote according to the records of the Civil Status Department, who numbered at that time three million five hundred and sixty-five thousand one hundred and thirty-nine (3,565,139) male and female voters.

The number of male registrants was one million one hundred and seventy-eight thousand eight hundred and sixty-four (1,178,864) voters, that is 51.88%, while the number of female registrants was one million ninety-three thousand three hundred and eighteen (1,093,318) voters, that is 48.12%.

The data on the numbers registered for the elections, measured against those entitled to vote, indicate that the highest registration rates were in Ajloun Governorate (90.5%), followed by Karak Governorate (89%), then Jerash (81.1%) and Tafilah (80.5%). The lowest rates were in Mafraq Governorate (39.1%), followed by Aqaba Governorate (46.2%) and then the Capital (49.8%). The remaining governorates fell at intermediate rates between those mentioned.

As for the Bedouin districts, the total number of those registered was one hundred and forty-three thousand one hundred and seventy-eight (143,178) male and female voters, distributed as follows: Northern Badia 58,867; Central Badia 41,790; while the number of registrants in the Southern Badia was 42,521 male and female voters.

Although the staff at the voter registration centres displayed good cooperation with the National Team in facilitating its work, the Team recorded the following observations:

- a. The opening of certain registration and application-receipt centres, in addition to the directorates of civil status and passports, on a daily basis without those centres being officially announced.²
- b. The delivery of the electoral card in most cases on the day following the submission of the application. The Commission attributed this to the shortage in the number of staff and in computer equipment at the registration centres. Overcrowding, particularly during the morning periods, led in certain cases to a degree of disorder.
- c. Repeated reports were confirmed of the registration of voters without their attending the registration centres in person and/or without any request on their part.
- d. The lack of simultaneity between the citizen's signature acknowledging receipt of the electoral card and its actual receipt: the application form for the electoral card contains a box for the citizen's signature acknowledging receipt of the card, whereas the card was not in fact delivered to the citizen until a later time and sometimes on the following day. This means that the signature acknowledging receipt of the electoral card must be given when receipt actually occurs, and not upon completion of the application form for obtaining it.
- e. A shortage of registration centres in certain residential communities, as was the case in the Deir Alla area.
- f. The existence of registration centres far removed from certain population communities, such as Sama Al-Sarhan and Al-Salihiyya.
- g. The absence of serial numbers on the application forms for obtaining the electoral card, which increases the difficulty for the citizen in following up the issue of his electoral card.
- h. The Team recorded the issue of electoral cards to members of the security services at two centres, namely Al-Mashari' and Al-Husn; this was attributed to a delay in notifying the Civil Status Department of their employment status.
- i. Although the Independent Commission confined voluntary work in the electoral process, in its executive instructions, to "receiving voters and assisting in the completion of forms" only, volunteers from the "We Are All Jordan" Youth Commission undertook the task of issuing electoral cards in place of civil status staff at certain centres, such as Al-Aghwar, Al-Ramtha, Al-Koura, Bani Obeid and Bani Kinana.
- j. The accumulation of work and files at the electoral centre for the city of Jerash led to delay in the preparation of the electoral cards and their delivery on schedule, delivery taking place after some days owing to the failure to locate the prepared card and deliver it on the date specified.
- k. The unavailability of the forms specific to the voter registration process at the centres of Irbid Governorate, and the sale of these forms to citizens by certain private stationers.
- l. The application-receipt centres opened in the governorates — other than the civil status directorates — did not achieve the purpose intended for them, namely facilitating and encouraging the registration

² Article 3(e) of Executive Instructions No. 1 of 2012, issued by the Independent Election Commission, requires the announcement of those centres designated for electoral cards and for the preparation of the voters' roll.

process, owing to the small number of staff and the shortage of computer equipment sufficient to carry out the registration process.

- m. The monitoring team recorded the failure of the Civil Status Department to coordinate with it in order to verify compliance with the executive instructions on the voter registration process laid down by the Independent Commission.
- n. The National Team recorded the issue of instructions by official entities requiring their employees to register for the elections, which prompted some of them to register out of fear of the consequences of non-compliance.
- o. An employee of Tafilah Governorate registered a number of citizens and collected their cards from the Civil Status Department; these citizens were among those attending the Governorate office to obtain humanitarian assistance (such as Hashemite charitable parcels).
- p. The failure of certain card-issuing centres to organize the queue, whether automatically or manually by the use of queue tickets, of which certain citizens complained as constituting discriminatory treatment against them.
- q. The Independent Election Commission referred to the Public Prosecutor violations consisting of the registration by certain persons of more than one hundred male and female voters, the issue of electoral cards to them, and their transfer to the Jerash electoral district.
- r. The monitoring team recorded repeated violations at the Al-Karameh centre (Northern Aghwar), such as the issue of cards without any request from their holders. This coincided with the detention of the assistant director of the Civil Status Department in Al-Karameh on account of violations in the registration process for the benefit of one of the persons intending to stand for election.

The reports of the National Team indicate the existence of gaps in the registration process, in varying proportions. This variance may be summarized in the following quantitative indicators:

- a. 67% of the registration centres monitored were not equipped to receive persons with disabilities.
- b. 55% of the registration centres did not display the instructions on registration steps in a clear manner.
- c. 36% of the registration centres did not display the polling and counting centres clearly, which increases the difficulty for the citizen in identifying and selecting the polling centre nearest to him.
- d. 22.9% of the registration centres were of restricted area.
- e. 4.9% of the registration centres were not known to citizens or readily accessible.

It is observed from the foregoing indicators and from what is set out in Table No. (2), concerning the numbers of those entitled to vote and those who in fact registered, as follows:

Table No. (2): Number of those entitled to vote and number of those who actually registered to vote

Governorate	Number of citizens entitled to vote	Number of citizens who actually registered to vote	Percentage of registrants to those entitled to vote
The Capital	1,422,056	707,977	49.8

Governorate	Number of citizens entitled to vote	Number of citizens who actually registered to vote	Percentage of registrants to those entitled to vote
Balqa	246,484	190,106	77.1
Zarqa	524,767	276,444	52.9
Madaba	91,542	71,731	78.4
Irbid	640,352	451,360	70.5
Ma'raq	150,619	58,817	39.1
Jerash	89,059	72,265	81.1
Ajloun	78,491	71,048	90.5
Karak	138,079	122,907	89
Tafilah	47,147	38,115	80.5
Ma'an	68,046	36,593	53.8
Aqaba	68,497	31,641	46.2
Northern Badia	*	58,867	*
Central Badia	*	41,790	*
Southern Badia	*	42,521	*
Total	3,565,139	2,272,182	63.7

* Data on the number of citizens entitled to vote, and consequently the percentages, are unavailable.

[Figure 2: Comparison of the numbers of those entitled to vote with the voters actually registered to vote — the underlying data are those of Table (2) above.]

- The proportion of those who registered for the elections of the Seventeenth House of Representatives amounted to 63.7% of the total number of citizens entitled to vote.
- Ajloun Governorate ranked first in the proportion of those who registered to vote, reaching 90.5% of those entitled to vote, followed by Karak Governorate at 89%.
- Ma'raq Governorate ranked last in the proportion of those who registered to vote, amounting to 39.1% of those entitled to vote, while Aqaba Governorate ranked next to last at 46.2%.

Registration of candidates

Nomination opened after the conclusion of the stage of preparing the voters' rolls, given that a person standing for election must be registered in the voters' rolls. The law fixes a period for nomination, after which the lists of candidates are issued and published in the electoral districts in a manner permitting their inspection, and the door is opened to challenge and correction, in preparation for their publication in final form. The candidate retains an opportunity to withdraw his candidacy within a specified period from the date of publication of the lists, fixed by the law at ten days.

The National Team accredited 60 of its members to monitor the nomination process at the headquarters of the Independent Election Commission and at the premises of the election committees during the period from 22–24 December 2012. The receipt of nomination applications commenced in all electoral districts at the beginning of official working hours and continued until their close, without interruption, throughout the

period extending from 22 to 24 December 2012, and no nomination applications were accepted thereafter. The number of candidates competing for the seats of the House of Representatives amounted to one thousand five hundred and twenty-eight (1,528) male and female candidates, distributed as six hundred and ninety-nine (699) male and female candidates in the single-member local districts and eight hundred and twenty-nine (829) male and female candidates distributed among sixty-one (61) lists at the level of the general district (the national district). The number of female candidates was two hundred and three (203), of whom eighty-eight (88) were female candidates on the lists at the level of the general district (the national district) and one hundred and fifteen (115) were female candidates in the local districts. The candidates were distributed among the districts and governorates as set out in Table No. (3):

Translator's note: the Arabic text gives the nomination period as "22–24 December 2013"; the year is manifestly a typographical error in the original, the period in question preceding the polling day of 23 January 2013. It has been rendered here as 2012.

Table No. (3): Distribution of candidates among the local districts

Governorate	D1	D2	D3	D4	D5	D6	D7	D8	D9	Total	%
The Capital	15	27	26	22	20	13	8			131	18.8
Balqa	26	4	8	11						49	7.1
Ajloun	28	8								36	5.2
Karak	31	12	23	10	13	12				101	14.5
Jerash										26	3.8
Central Badia										17	2.5
Ma'an	10	8	8							26	3.8
Aqaba										24	3.5
Irbid	27	17	13	10	12	8	6	8	6	107	15.3
Ma'raq										18	2.6
Northern Badia										19	2.8
Zarqa	27	12	6	22						67	9.6
Madaba	24	6								30	4.3
Tafilah	15	15								30	4.3
Southern Badia										18	2.6
Total										699	100

The composition of the lists at the level of the general district (the national lists), in terms of the number of candidates on each list and the participation of women, was as follows:

- Three lists contained a number of candidates each equal to the total number of seats allocated to the general district, namely 27 seats.
- Fourteen of the general-district lists contained the minimum permitted number of candidates, namely nine (9) candidates.

- c. The numbers of candidates on 44 lists ranged between 10 and 22 candidates.
- d. Thirteen lists contained no female candidate among their candidates.
- e. Two women headed two of the general-district lists, namely “Democratic Renaissance” and “A Stronger Jordan”.
- f. The names of the female candidates on the general lists appeared in late positions on most of the lists that included female candidates.
- g. The turnout of a large number of candidates for registration on the general lists had the effect of reducing the number of candidates in the local districts as compared with their number in the elections of 2003, 2007 and 2010.

The numbers of candidates on the general-district lists were distributed as set out in Table No. (4):

Table No. (4): Number of candidates on each of the general lists

No.	Name of list	No. of candidates	No.	Name of list	No. of candidates
1	Justice and Development	9	32	Youth of National Concord	23
2	Voice of the Homeland	12	33	The Truthful Promise	9
3	Al-Fajr	9	34	Al-Bayariq	19
4	Al-Karama Bloc	11	35	Cooperation	11
5	The Future Now	10	36	The Citizen	9
6	Al-Hilal	9	37	National Action	22
7	Justice and Freedom	9	38	Al-Aqsa	15
8	National Current Party	22	39	Gallants of the Homeland	12
9	Work and Labour	12	40	National Union	27
10	Call of a Homeland	9	41	Welfare – People of Determination	13
11	People of Resolve	12	42	A Stronger Jordan	11
12	National Unity	22	43	Professional Sectors	9
13	Construction	12	44	Change	11
14	The Free Voice	25	45	The Right	11
15	Labour and Professional	20	46	The Future	9
16	People of Goodness	16	47	Rally of a Homeland	11
17	The People	15	48	Justice and Equality	10
18	Renewal	12	49	Al-Nour Bloc	12
19	Coalition of Persons with Disabilities	10	50	Citizenship	20
20	People of Piety	9	51	National Reform	11
21	Jordanian Supplication	9	52	Sons of the Homeland	10
22	Justice	13	53	The Poor Unto	10
23	Islamic Centre	23	54	National Authority	9
24	National for Reform	10	55	Justice and Reform	11
25	The United Front	27	56	Justice	10
26	Sons of Prestige	11	57	Rescue	21

No.	Name of list	No. of candidates	No.	Name of list	No. of candidates
27	The Free Statement	13	58	Noble Jerusalem	15
28	Honour of the Nation	9	59	Welfare	15
29	Democratic Renaissance	14	60	Sons of the Ploughmen	10
30	Unity	13	61	Banner of Truth	9
31	Homeland	27			

The Independent Election Commission formed five committees to receive nomination applications for the general district, which facilitated the task of the list commissioners in following the nomination process and submitting the applications relating to their lists.³

Given the simultaneous arrival of the list commissioners at the committees receiving nomination applications, the necessity arose of establishing the order of precedence for these applications, which required the adoption of a “ballot” to determine the order in which the nomination applications would appear. Nineteen applications satisfying all conditions were received, while four lists were requested to complete their documentation on the first day.

The nomination process was characterized by a number of features:

- a. Ease of access to all the premises of the election committees.
- b. The availability of directional signage facilitating access to the premises of the election committees, save for the premises of the First District committee in the Capital, on account of the population density there.
- c. The announcement of the nomination instructions in prominent places and in clear script. These instructions were explained to the candidate where he enquired as to any aspect of them.
- d. Ease of obtaining nomination applications and their availability at the premises of the election committees.
- e. The registration procedures and the verification of the nomination conditions reflected the election committees’ familiarity with the steps of the work, in terms of receiving applications and of satisfying and thoroughly scrutinizing the supporting documents in accordance with the nomination conditions, whether for the local districts or the general district. The committees would guide candidates smoothly in completing the nomination procedures where any deficiency appeared.
- f. Save for a single instance in the Dhiban district, where one of the female candidates before the Dhiban election committee expressed dissatisfaction with the conduct of the ballot for ordering the receipt of applications, and submitted a written memorandum to the observer at the electoral centre stating “the failure of the committee to respond to her request that her turn be preserved by giving registration priority to another female candidate, notwithstanding that she had asked the committee to hear certain testimony establishing that she had arrived before that candidate” — the election committee nevertheless adopted the ballot for ordering the priority of receipt of applications. The National Team

³ The Executive Instructions relating to the elections provide for the formation of a single committee to receive nomination applications.

recorded no discrimination in the treatment of candidates for the local districts, irrespective of any social considerations. Nor did the Team record any operations from which discrimination might be inferred in the committees' treatment of the applications of the general lists. The National Team observed that four general lists bore the same symbol (the Scales) upon submitting their nomination application.

- g. The election committees complied with the delivery of nomination applications to the Independent Commission on the same day on which the submission of the application was completed.
- h. The chairpersons of the election committees delivered to each candidate a written acknowledgement of receipt of his application, save for one candidate in the First District in Amman, whose application was accepted without an acknowledgement being given, owing to his failure to satisfy all the required documentation.
- i. Whereas the Ministry of the Interior had consistently, in previous elections, objected to certain candidates, the Independent Commission accepted all the nomination applications submitted. No objection was recorded on the part of the Commission to the acceptance of nomination applications, whether in the single-member districts or the general district, save for the Commission's request to one of the lists that it change its name, on the ground that it bore the name of a particular person. The commissioner of that list challenged the Commission's decision before the Amman Court of Appeal, and that Court issued a decision upholding the decision of the Board of Commissioners of the Commission rejecting the name submitted and requiring that it be changed, which is what in fact occurred.

By contrast, the National Team recorded a number of observations on the nomination process, consisting of the following:

- a. The receipt of nomination applications commenced before the Independent Commission had published the final voters' rolls,⁴ which resulted in those wishing to stand for election submitting their nomination applications before verification that their names appeared in the final voters' rolls. The Independent Commission had published the final voters' rolls at ten o'clock on the morning of Saturday 22 December 2012, and did not furnish the election committees with these rolls so as to enable them to verify that the candidate's name appeared in the rolls.
- b. Certain persons in the city of Al-Ramtha submitted nomination papers with the object of exerting pressure on other candidates in order to obtain sums of money from them in return for withdrawing their candidacy.
- c. The polling centres designated for persons with disabilities were not generally ready, which is contrary to the Convention on the Rights of Persons with Disabilities.

⁴ Article 6(b) of the Elections Law obliges the Independent Commission to publish the final voters' rolls on its website and by any other means specified in the electoral instructions, and requires the Commission to furnish the chairpersons of the election committees with those rolls for their respective districts.

- d. The failure to enter candidates' data promptly with the election committees; the committees confined themselves to photocopying the nomination application and retaining it pending receipt of the response of the committee competent to accept applications at the Independent Commission.
- e. The election committees exceeded the executive instructions issued by the Commission concerning the candidate's personal photograph: the committees required that the photograph be on a "compact disc", treating this as one of the nomination application procedures, whereas no such requirement had been set out in those instructions.
- f. Certain committees (the First, Second and Third Districts in Zarqa Governorate) refused to furnish observers with the names of the candidates, on the pretext that there were no instructions from the Independent Commission to that effect.
- g. The National Team recorded the presence of "security personnel" inside the premises of the election committees in the Second District in Madaba Governorate.
- h. The National Team recorded the appearance of individuals not carrying identification cards of the Independent Election Commission in the First District in the Capital, which prevented the ready identification of the members of the election committee from among those present.

Appeals against the nomination operations

The competent courts considered a limited number of appeals concerning the nomination process and delivered their judgments in these cases as follows:

- a. The Irbid Court of Appeal issued a decision dismissing the appeal lodged against two of the candidates for the First District in Ajloun Governorate, namely Kamal Al-Zaghoul and Ali Bani Atta. The Court based its judgment on the insufficiency of the evidence adduced by the agents of the objecting parties.
- b. The Amman Court of Appeal issued a decision dismissing the appeal lodged by the commissioner of List No. 28 concerning the name of the list, namely the "Saddam Hussein" list. The Board of Commissioners of the Independent Commission had objected to the name of the list and required the list to change it, and the Court upheld the Commission's request in its capacity as "the regulatory authority for the electoral process".

Withdrawal of candidates

The number of candidates who withdrew from the parliamentary elections at the level of the local districts and the general district was one hundred and three (103) candidates, which reduced the number of candidates in the local districts to six hundred and six (606) candidates, among them one hundred and five (105) women, and to eight hundred and nineteen (819) candidates in the general district, among them eighty-six (86) women.

This means that the total number of withdrawals by women was 12 women, that is 5.91% of the female candidates, as against the withdrawal of 91 candidates, that is 6.86% of the candidates.

Electoral campaigning

The electoral campaigns commenced with the opening of the receipt of nomination applications, the candidates presenting their electoral programmes by means of the known campaigning tools (rallies, and the visual, audio and print media) within the parameters laid down by the law, the most prominent of which were: the prohibition of prejudice to national unity or the violation of the rights and freedoms of others; not exceeding constitutional or statutory provisions; and refraining from offering material or moral inducements to voters, and so forth.

The campaigning stage in the elections of the Seventeenth House began on 22 December 2012 and ran until 22 January 2013, pursuant to Articles 14 and 21 of Elections Law No. 25 of 2012.

In this respect — electoral campaigning — the National Team recorded the following observations:

(a) The use of political money

The Elections Law, in its provisions and in particular Articles 63(1) and 25, prohibits a candidate, in the course of conducting his electoral campaign, from offering gifts or material or in-kind donations, or promising to offer them, to any natural or legal person, whether directly or indirectly. His Majesty the King emphasized this point, and the necessity of confronting it with all firmness, during a meeting he held with the Independent Commission on the ninth of January 2013, and the Prime Minister stressed the same matter on the sixth of January 2013.

The field reports prepared by the National Team and by other monitoring teams, as well as the various media organs, disclose the occurrence of manifest transgressions of the provisions of the law prohibiting the use of political money. This was reinforced by the statements of a number of officials, including:

- a. The statement of the Chairman of the Independent Election Commission of 27 December 2012, to the effect that information had reached the Commission indicating “the existence of political money, and that the Commission would work to follow this up with the competent security agencies and refer those committing it to the judiciary for the taking of the legal measures in that regard”.
- b. The statement of the media spokesperson of the Independent Election Commission on 30 December 2012, stating that “corrupt money exists, and whoever claims that it does not is deluded and is lying to the people”.

As for the manifestations of the violations monitored in this respect, they consist of the following:

1. The completion by a number of the general lists of their candidates in return for an undertaking by certain of their candidates to other candidates on the list that those others would bear no expenses, including the payment of nomination fees and the costs of the electoral campaigns.
2. The announcement by certain candidates, particularly those occupying leading positions on certain lists, that they would “bear the costs of the electoral campaign of that list”.
3. The assignment by certain candidates of designated persons, for a specified period, to follow up a group of voters and to retain their electoral cards until polling day, so as to ensure that they voted for a particular candidate or list, or to prevent them from voting for other competing candidates.

4. The purchase of votes in return for sums of money paid directly by the person managing the electoral campaign, or through brokers who collect voters' cards and offer them to candidates in order to determine which of them will pay more, half of the agreed sum being paid upon receipt of the electoral card and the balance being paid upon polling. Specific instances were monitored, such as:
 - a. The collection of electoral cards in certain districts in return for a sum of money paid directly.
 - b. The collection of electoral cards in return for in-kind support (such as the provision of heaters, mobile telephones, food parcels, blankets or the like), or a promise of appointment, particularly among the unemployed young women and university youth.
 - c. The collection of voters' electoral cards in return for the candidate bearing the costs of performing the Umrah or the obligation of the Hajj for those voters. The collection may be for the purpose of gaining the votes of those voters, or of withholding them from the competitors of those candidates.
 - d. The collection of voters' cards from students in return for the payment of their university fees.
 - e. The collection of electoral cards in return for promises by the candidate to those voters that "they would be employed in particular posts to be created in private schools in the coming academic term".
 - f. The collection of electoral cards "for the purpose of destroying them", so as to deprive competing candidates of the votes of the holders of these cards, in return for sums of money paid directly.
 - g. The provision by certain candidates of large sums of money to mosques, clubs or schools in the polling centres in which those candidates were registered.

The reports of the National Team were reinforced by what the media published on 15 and 16 January 2013 concerning the activities of the Preventive Security agencies in this respect, as appears from the following:

1. The Preventive Security succeeded in apprehending two persons in the Capital Amman who confessed that they "had participated with others in withholding electoral cards, and that they had agreed with candidates to deliver these cards to them in return for specified sums of money, and that 793 electoral cards had been delivered to one of the candidates in return for obtaining bank cheques". They likewise admitted that they had agreed to deliver another group of electoral cards to other candidates.
2. The Preventive Security agencies apprehended a person with previous convictions, accompanied by another person holding Arab nationality, while they were trading in forged electoral cards in Mafraq Governorate. They admitted that they had sold 48 cards belonging to citizens in return for obtaining a sum of fifty (50) dinars for each card.

The observers' reports were also reinforced by what the local newspapers reported during the period from 16 to 21 January 2013 concerning the judicial measures taken against a number of candidates accused of using political money during their electoral campaign, as appears from the following facts:

1. The detention by the Public Prosecutor of South Amman of one of the candidates in the Second District in the Capital Amman for a period of 15 days pending investigation, on a charge of "offering money to voters in order to influence them on election day".

2. The detention by the Public Prosecutor of the Mafraq Court of First Instance of one female candidate and six other persons for a period of 15 days pending investigation, on a charge of “offering sums of money to voters in order to influence them on election day”.
3. The detention by the Public Prosecutor of Amman of the head of one of the national lists for a period of 15 days pending investigation, on a charge of “offering money in order to influence voters”.
4. The detention by the Public Prosecutor of Amman of three persons — one of them an independent candidate for the Second District in Amman, another a bookshop manager and the third a woman — for a period of 15 days pending investigation, on a charge of “offering sums of money in order to influence voters”.
5. The Public Prosecutor of Amman charged a candidate from the Third District in Amman with “the offence of donating and promising to donate funds and assistance”.
6. The Public Prosecutor of South Amman detained a person for a period of 15 days pending investigation, on a charge of “purchasing votes” for the benefit of one of the candidates in the Second District in Amman.
7. The detention by the Public Prosecutor of South Shuna of one of the managers of the electoral campaign of a candidate in the Third District in Balqa Governorate, on a charge of “offering money” to voters.
8. The conduct by the Public Prosecutor of Madaba Governorate of an investigation into a case concerning the use of political money to collect electoral cards in order to ensure that their holders voted for certain candidates.

(b) Failure to comply with the timing of electoral campaigning

Notwithstanding that the law fixed the dates for the commencement and conclusion of electoral campaigning, a number of candidates failed to comply with the dates specified, whether for the commencement of their electoral campaigns or for their conclusion. This appears from the monitoring of the following practices, which occurred before the date for the launch of electoral campaigning and after the date fixed for its cessation, and which the National Team monitored:

1. The invitation by certain candidates to voters to register for the elections before the date for the commencement of the electoral campaigns.
2. The announcement by certain candidates of themselves as “candidates” of a tribe to which they belonged before the date specified.
3. Direct campaigning through the various media. The follow-up team recorded that certain satellite channels and websites broadcast electoral publicity for particular candidates, notwithstanding that the Independent Election Commission had addressed the Press and Publications and Audiovisual Media Department requesting that a circular be issued to these outlets to cease publishing anything falling within electoral campaigning before the legal date fixed therefor.
4. The hanging of banners and photographs before the date specified.

5. The Team recorded that certain candidates continued to send electronic messages to, or to contact, voters after the expiry of the date for electoral campaigning.
6. The Team monitored the use by certain candidates of children to promote their electoral campaigns at their campaign premises or in front of places of worship, during and after the period specified for the electoral campaigns.

(c) Failure to comply with the legal conditions governing the procedures for electoral campaigning

The Elections Law laid down procedural conditions with which the candidate must comply in the course of conducting his electoral campaigning; certain practices, however, constituted a breach of that obligation, such as:

1. The fixing by certain candidates of their electoral campaigning materials in places other than those designated therefor, such as the placing of photographs and banners on traffic signs, at the intersections of main roads and on telephone and electricity poles.
2. Failure to comply with the height requirements for electoral cloth banners, which is contrary to a number of laws such as the elections and traffic laws and the instructions issued by the Ministries of Municipal Affairs and Public Works, quite apart from its effect on public safety.
3. The Elections Law and the executive instructions relating to the rules governing electoral campaigns issued by the Independent Commission provide for the necessity of the submission of the financial declaration by candidates, this declaration comprising the sources of funding and the heads of expenditure on the electoral campaigns. Certain candidates or the officials of certain general lists were late in meeting the date fixed therefor by the Independent Commission, and the announcement issued by the Commission on 16 January 2013 disclosed that ten general lists and 17 candidates had not, up to that time, submitted the financial declaration, which impedes the work of the Commission in following up and monitoring the extent of compliance by candidates and general lists with the electoral laws and instructions.
4. Failure by certain candidates to comply with the prohibition on using places whose use for the purposes of electoral campaigning is prohibited by the Elections Law in Article 22(b)(4). Campaigning activities were monitored consisting of certain candidates placing campaign materials on the walls of the building of Tafilah Governorate, the building of the Directorate of Social Development and the National Aid Fund. Violations were likewise repeated in Irbid Governorate, where photographs and banners were hung on government buildings and places of worship in the First and Fifth Districts, the government buildings including Al-Hussein Secondary School for Boys, Yarmouk Government Hospital, the eastern gate of Yarmouk University and the western gate of Al-Hassan Sports City. In the Capital, certain electoral publicity was affixed to a Public Security “kiosk” in the middle of the Capital’s market. The National Team likewise monitored the use by certain candidates of the buildings of charitable associations as campaign premises, to the extent that one candidate made the grounds of a government school the venue for the opening ceremony of his campaign headquarters.

5. Failure by candidates to comply with the rules on the display of photographs and banners as specified by the law and the instructions, such as the excessive number of banners and photographs and the disorderly manner of their display, or the intensive display of the banners and photographs of a particular candidate in places attracting large numbers, which prevents others from being able to use these places for the same purpose.
6. The sharp disparity, at times, between the financial capacities of candidates in the field of electoral campaigns. This is a matter that the law should take into account by fixing an upper ceiling for the funds spent on electoral campaigning.
7. Complaints by certain candidates as to the high level of the fees imposed to guarantee non-violation of the provisions governing electoral campaigning. Some of them complained that these fees were excessive (according to those complaints), while others complained of the lack of equality among candidates in the value of these fees paid: the value of the fees imposed by the Greater Amman Municipality amounts to four thousand dinars, whereas certain municipalities impose no fees at all, which offends the principle of equality and fairness among candidates.
8. Assaults by persons managing electoral campaigns on the photographs and banners of other candidates by damaging them or removing them from their places. The assaults included the burning of certain campaign premises and of vehicles belonging to certain candidates.
9. Physical assault on certain candidates by “unknown persons” on account of their activity in areas believed to be areas of influence of candidates supported by the persons who carried out the assault.

The polling stage

This stage comprises the following principal steps:

(a) Opening of the ballot boxes

This step comprises a number of verification procedures, the most prominent of which are: the extent of compliance with the time fixed for the commencement of polling at each of the polling committees; the allocation of separate ballot boxes for males and for females; verification that the boxes are empty of any papers at the commencement of polling; the degree of ease of the voter's access to the polling centre; the non-entry into the centres, during polling, of persons other than the members of the polling and counting committees; and the necessity of counting the ballot papers in the presence of those attending.

It is essential at this stage that a record of the commencement of polling be prepared, containing information of which the most important is: the number of ballot papers and the signature of the record; it is likewise a requirement that paper and electronic registers of the voters' rolls be available.

It is likewise essential that objection forms be available at the centres, just as the ballot boxes must be in places permitting the observer to monitor the polling operation, and that booths be available guaranteeing the privacy of the polling operation.

Table No. (5) discloses the monitoring results for the aspects of this stage.

Table No. (5): The stage of opening the boxes and commencing polling in the ballot boxes monitored

No.	Subject of monitoring	Percentage
1	Times of commencement of polling	7 a.m.: 71.37 — between 7 and 9: 28.63
2	Permitting the monitoring of the commencement of polling	98.20
3	Allocation of separate ballot boxes for males and others for females	96.85
4	Average number of boxes monitored by the observer	4.47
5	Ease of access to the polling centres	95.89
6	Presence at the centre of persons other than the polling and counting committee	26.47
7	Counting of the papers in the presence of those attending	75.40
8	Number of papers counted in the presence of those attending / observer	635.77
9	Preparation of the record of the commencement of polling	97.38
10	Statement of the number of ballot papers in the record of the commencement of polling	88.30
11	Signature of the record of the commencement of polling	94.60
12	Number of voters registered in the ballot box	529.36
13	Availability at the centre of paper and electronic lists of the voters' rolls	97.16
14	Existence of polling guidance notices	95.86
15	Availability of objection forms	88.41
16	Location of the ballot box in a place permitting the monitoring of the insertion of the ballot papers	98.79

No.	Subject of monitoring	Percentage
17	Emptiness of the boxes at the commencement of polling	99.40
18	Existence of a booth affording privacy to the voter	98.09

Several notable gaps may be indicated at the stage of opening the boxes and commencing the polling operation, as follows:

- a. Notwithstanding the fixing of seven o'clock in the morning as the time for the commencement of polling operations, polling began after seven o'clock and up to nine o'clock in 28.63% of the districts.
- b. The monitoring team observed the presence of persons other than the polling or counting committees inside the electoral centres, at a rate reaching 26.47% of the centres.
- c. The Team recorded that objection forms were unavailable at 11.59% of the centres.

(b) The voting operation

The most prominent steps that must be regulated at this stage are: verification of the identity of the voter and the presence of his name in the voters' rolls, and verification of his supporting documents (the electoral card and the civil status card). Within this aspect falls the necessity of verifying the identity of a woman wearing the niqab, and thereafter the marking of the voter's name in the paper and electronic registers. The ballot paper is signed by the chairperson of the election committee, who then retains it — the chairperson of the committee — after it has been clipped.

Table No. (6) illustrates the results of the Team's monitoring of this stage.

Table No. (6): Procedures for verifying the conduct of the polling operation in the ballot boxes monitored

No.	Subject of monitoring	Percentage
1	Verification of the identity of the voter	99.53
2	Acceptance of supporting documents other than the civil status card and the electoral card	5.88
3	Confirmation of the presence of the voter's name in the electoral rolls	98.98
4	Number of those permitted to vote without their names appearing in the roll	731
5	Marking, on paper and electronically, of the name of the person voting	97.41
6	Number of those prevented from voting	508
7	Attempts to influence voters	3.82
8	Practices prejudicing the secrecy of the ballot (open voting or writing the candidate's name outside the booth)	9.78
9	Stamping and signature of the ballot paper by the chairperson of the polling committee	97.63
10	Entry of unauthorized persons into the polling room during voting	3.94
11	Attempts to obstruct the conduct of the elections	1.82
12	Ill-treatment of the polling committee	2.96
13	Proportion of illiterate voters	12.36
14	Verification of the identity of a woman wearing the niqab	88.11

No.	Subject of monitoring	Percentage
15	Retention by the chairperson of the committee of the voter's electoral card after clipping it	97.47
16	Number of objections against voters or the committee	296
17	Number of objections to which the committee did not respond	87
18	Change of the chairperson of the polling or counting committee or of any of their members	2.34

It is observed from Table No. (6) that there are a number of observations recorded by the monitoring team that merit attention:

- a. The proportion of voting on supporting documents other than the civil status card or the electoral card was approximately 5.88%.
- b. The total number of individuals permitted to vote without having a name in the voters' register amounted to 731 persons.
- c. The proportion of attempts to influence voters during the polling operation amounted to approximately 3.82%.
- d. The proportion of practices constituting a breach of the principle of the secrecy of the ballot was approximately 9.78%.
- e. The proportion of the entry of unauthorized persons into the polling room during the voting operation was approximately 3.94%.
- f. Attempts to obstruct the conduct of the polling operation were approximately 1.82%.
- g. Abuse directed at the polling committees: 2.96%.
- h. Failure to verify the identity of women wearing the niqab: 11.89%.
- i. Change of the chairperson of the polling or counting committee or of one of the members of the committees: 2.34%.

The elections up to twelve o'clock

Upon monitoring certain indicators concerning the electoral operation up to twelve o'clock, the Team recorded the monitoring results set out in Table No. (7). Among the most important observations recorded are:

1. The permitting of 2,335 persons to vote notwithstanding the absence of their names from the voters' rolls.
2. The number of objections recorded against the committees or against voters amounted to 255 objections, of which the committees responded to 139.
3. The total number of instances of the committees suspending work was 676 occasions.

Table No. (7): Monitoring of the polling operation up to twelve o'clock in the ballot boxes monitored

No.	Subject	Number
1	Persons voting up to twelve o'clock	247,260
2	Persons not listed in the voters' roll who were permitted to vote	2,335
3	Those who were prevented from voting	326
4	Illiterate voters	14,892
5	Objections, if any, submitted against the acts of the committee or the conduct of voters during polling	255
6	Objections to which the committee did not respond	139
7	Instances of the election and polling committees suspending work	676

The Team, however, recorded certain observations on the conduct of the polling operations up to twelve o'clock, as set out in Table No. (8), the most important of which are:

- a. The polling committees accepted 3.77% of supporting papers other than the civil status card and the electoral card.
- b. The proportion of attempts to influence the voter was 4.48%.
- c. The proportion of practices prejudicing the secrecy of the ballot amounted to approximately 9.72%.
- d. The proportion of instances of the entry of unauthorized persons into the polling rooms during the elections was approximately 3.46%.
- e. The proportion of the election committee being subjected to harassment amounted to approximately 3.71%.
- f. The identity of a woman wearing the niqab was not verified in approximately 10% of cases.

Table No. (8): Monitoring of the polling operation up to twelve o'clock in the ballot boxes monitored

No.	Subject	Percentage
1	Verification of the identity of the voter by the polling and counting committee	98.64
2	Acceptance by the polling committee of supporting papers other than the civil status card and the electoral card	3.77
3	Confirmation of the presence of the voter's name in the voters' roll for the ballot box	99.11
4	Marking of the voter's name in the paper and electronic voters' registers	98.48
5	Attempts to influence voters	4.48
6	Practices prejudicing the secrecy of the ballot (open voting or writing the candidate's name outside the booth)	9.72
7	Stamping and signature by the chairperson of the polling committee of the ballot paper in the presence of the voters and those attending	98.59
8	Entry of unauthorized persons into the polling room during voting	3.46
9	Attempts to obstruct the conduct of the polling operation	2.10
10	Ill-treatment of the polling committee by persons	3.71
11	Verification of the identity of a woman wearing the niqab	90.06
12	Retention by the chairperson of the polling committee of the voter's electoral card after clipping it from the lower left corner	97.25

No.	Subject	Percentage
13	Change by the polling and counting committee of its chairperson or of any of its members during the polling operation	2.46

Table No. (9) below shows the monitoring results up to seven o'clock in the evening:

- The number of ballot papers received by the committees for the elections of the local districts exceeded the number of papers in the general district.
- The number of ballot papers used in polling for the local district exceeded the corresponding number for the general district.
- The number of ballot papers not used for the elections of the local districts was greater than those used for the general district.
- The number of cancelled ballot papers for the elections of the general district was greater than those relating to the local districts.
- The number of instances of objection to ballot papers in the general district was greater than the number of objections in the local district.
- The number of ballot papers received by the election committees in the general districts exceeded their number in the local districts by more than double.
- The number of voters who exercised the right to vote according to the electoral register was very closely comparable for both the general district and the local district.
- The number of voters' papers in the ballot boxes of the general district exceeded their number in the local district by approximately sixty thousand eight hundred and eighty-two (60,882) papers.
- The number of void and uncounted papers in the polling for the general district was greater than in the polling for the local districts.

Table No. (9): The polling operation up to seven o'clock in the evening in the ballot boxes monitored

No.	Subject	Local district	General district
1	Voters inside the polling centres by seven o'clock in the evening	217,925	
2	Those who exercised the vote according to the voters' register	323,704	
4	Ballot papers received by the committees whose work was monitored by the Team	600,821	582,009
5	Ballot papers used by the committees whose work was monitored by the Team	327,980	322,796
6	Ballot papers not used by the committees whose work was monitored by the Team	258,198	249,499
7	Ballot papers cancelled or destroyed by the committees whose work was monitored by the Team	5,381	8,894

Translator's note: items 1 and 2 of Table (9) are given in the Arabic original as single, undivided figures; the numbering of the table also passes directly from item 2 to item 4. Both features are reproduced here as they appear in the original.

(c) Closing of the boxes, counting of the votes and announcement of the results

The closing of the ballot boxes, then their opening and emptying and the commencement of the counting of the votes and the announcement of the results, constitutes the final stage in the conduct of the electoral operation. Verification is made at this stage of a number of requirements, the most important of which is the time of closing the boxes and the permitting of observers to monitor the counting operation, through their verification of the availability of a number of procedures, namely:

- a. The opening of the boxes in the presence of the candidate or his delegate.
- b. The absence of any persons other than the members of the polling and counting committee.
- c. The complete emptying of the boxes in empty places free of any papers.
- d. The recording of objections and the delivery of a copy of the committee's decisions on the objection to the parties concerned.
- e. Ensuring the preparation of a record of the conclusion of the count and its entry into the electronic electoral information system.
- f. The announcement of the results.
- g. The delivery of all electoral documents to the chairperson of the election committee.
- h. The affixing of a copy of the counting record to the entrance of the polling and counting room.

The observers' reports contained a number of noteworthy observations, the details of which are set out in Tables Nos. (10), (11), (12) and (13), namely:

1. Most of the boxes (92.98%) were closed during the period falling between seven and nine o'clock in the evening.
2. The rate of permitting monitoring of the election for the general district was 99.81%, as against 99.97% for the local district.
3. The observers recorded the presence of persons other than the polling or counting committees inside the counting and polling rooms at a rate of 20.11% in the election for the general district, as against 18.90% in the election for the local district, during polling and counting.
4. The number of objections in the elections for the general district amounted to 1,444 objections, as against 852 objections in the elections for the local districts.
5. The rates of notification of the election committee of an excess or shortfall in the number of ballot papers or the number of voters were 78.19% for the general district, as against 74.07% for the local districts.
6. Decisions of the election committees were delivered to objectors at a rate of 62.53% in the elections for the general district, as against 65.69% in the local districts.
7. The proportion of voters prevented from voting after the expiry of the time fixed for polling amounted to approximately 16.64%.

Table No. (10): Time of closing of the ballot boxes

Before 7 p.m.	7 p.m.	Between 7 and 9	After 9
0.32	6.41	92.98	0.29

Table No. (11): Conclusion of polling and closing of the boxes

No.	Subject of monitoring	%
1	Permitting the monitoring of the procedures for closing the boxes	99.46
2	Prevention from voting of the voters present inside the polling centres at the conclusion of polling	16.64
3	Presence of persons other than the members of the committee and the count upon closing the boxes	19.23
4	Preparation by the polling and counting committee of a record of the closing of the local district box	99.12
5	Correspondence of the number of ballot papers used for the local district with the number of voters according to the paper register	96.41
6	Preparation by the polling and counting committee of a record of the closing of the general district box	99.39
7	Correspondence of the number of ballot papers for the general district used with the number of voters according to the paper register	97.74
8	Signature of the record of the conclusion of polling by those attending in addition to the election committee	98.55

Table No. (12): Monitoring of the counting of the votes of those who voted

No.	Subject of monitoring	General district %	Local district %
1	Permitting observers to monitor the count	99.81	99.97
2	Opening and counting of the boxes in the presence of the candidates or their delegates	96.48	98.35
3	Presence of persons other than the members of the polling and counting committee during the polling and counting operation	20.11	18.90
4	Exclusion of certain unauthorized persons upon the opening and counting of the boxes	15.70	15.05
5	Complete emptying of the box in the presence of those attending	99.94	99.97
6	Emptiness of the place in which the box was emptied of any papers	99.63	99.07
7	Number of instances of objection to ballot papers	1,444	852
8	Response by the election committee to the objection and its immediate determination	55.21	54.86
9	Recording of the objection by the election committee in a special record	65.50	68.55
10	Delivery to the objector of a copy of the decision of the election committee	62.53	65.69
11	Preparation of the record of the conclusion of the count	98.71	98.03
12	Notification of the election committee of an excess or shortfall of 2% of the number of ballot papers or the number of voters	78.19	74.07
13	Entry of the counting record into the electronic electoral information system under the supervision of the chairperson of the polling committee	94.68	95.52

No.	Subject of monitoring	General district %	Local district %
14	Announcement of the polling result immediately upon the conclusion of the count	97.32	97.61
15	Immediate delivery of all electoral documents to the chairperson of the competent election committee	98.34	–
16	Affixing of a copy of the box counting record to the entrance of the polling and counting room	95.22	96.44

Table No. (13): Numbers of candidates' delegates, voters and ballot papers

No.	Subject	General district	Local district
1	Number of list delegates (and of candidates at the level of the local district)	3,165	5,134
2	Number of objections to ballot papers	1,444	852
3	Number of ballot papers received by the election committee	1,258,823	547,446
4	Number of voters who exercised the right to vote according to the voters' register	326,418	325,060
5	Number of ballot papers found in the box	376,553	315,671
6	Number of persons voting in the boxes	314,893	312,250
7	Number of uncounted papers	40,217	31,904
8	Number of papers void by reason of an error by the voter	14,090	8,122

The stage of appeal against the results

The legal framework for appeal

Article 71 of the Constitution provides, in its first paragraph, that “the judiciary shall have jurisdiction to determine the validity of the membership of the members of the House of Representatives. Every voter of the electoral district may submit an appeal to the Court of Appeal to which the electoral district of the deputy whose membership is challenged belongs, from his electoral district, within fifteen days from the date of publication of the results of the elections in the Official Gazette, setting out therein the grounds of his appeal. The decisions of that Court shall be final and not subject to challenge by any means of appeal, and it shall deliver its judgments within thirty days from the date of registration of the appeal with it”.

Paragraph 2 of the same Article provides that “the Court shall either dismiss the appeal or allow it on the merits, in which case it shall declare the name of the successful deputy”. Accordingly, the House of Representatives is informed, pursuant to paragraph 3, of “the invalidity of the membership of the deputy whose membership the Court has annulled, and of the name of the successful candidate, with effect from the date of delivery of the judgment”.

Paragraph 5 of the same Article further provides that “if it appears to the Court, as a result of its consideration of the appeal submitted to it, that the electoral procedures in the district to which the appeal relates do not accord with the provisions of the law, it shall issue its decision annulling the election in that district”.

The lodging of appeals

Following the announcement of the election results, a total of 31 appeals against the results were lodged with the competent judicial authorities. Of these, 29 were dismissed and one was allowed, namely that relating to the results of the elections of the Sixth District/Karak, the results in that district being annulled; one further appeal was struck out at the request of the agent of the appellant. The appeals were distributed between the local districts and the general district as 3 appeals against the results of the general district and 28 against the results of the local districts.⁵ As for the parties against whom the appeals were directed, these comprised 19 appeals against the General Election Commission and 12 appeals against individuals (candidates or others).

As for the geographical distribution of the appeals (27), these were distributed (after excluding the three appeals against the results of the general district) as set out in Table No. (14).

⁵ After the Amman Court of Appeal annulled the results of the elections of the Sixth District in Karak Governorate (Faqou' sub-district), the Independent Election Commission announced that polling for the re-run of the parliamentary elections in the Sixth Local District in Karak would begin at eight o'clock on the morning of Saturday 13/4/2012 [thus in the original] and would continue until seven o'clock in the evening of the same day. Following the withdrawal of the candidates who had been competing for this seat — Bassam Khalil Eid Al-Khamayseh, Dr. Nayef Abdel-Jalil Al-Hamaydeh and the lawyer Husam Mubarak Al-Lasasmeh, who submitted their withdrawal applications to the chairman of the election committee on 12/4/2013 — the Board of Commissioners of the Independent Election Commission decided, at its session held on Sunday 14/4/2013, to declare candidate Nayef Abdel-Salam Al-Laymoun the winner by acclamation.

Table No. (14): Distribution of appeals among the governorates

Governorate	Number of appeals
Zarqa	7
Amman	5
Irbid	4
Karak	3
Balqa	2
Mafrqa	2
Tafilah	2
Madaba	1
Jerash	1
Ma'an	0
Aqaba	0
Ajloun	0
Total	27

A structural comparison between the elections of 2010 and those of 2013

The period separating the parliamentary elections of 2010 from the elections of 2013 witnessed a number of domestic, regional and international changes, the most influential of them being the phenomenon known as “the Arab Spring”, together with what has been noted above concerning the constitutional amendments that strengthened the role of the legislative authority.

During this period Jordan witnessed two important changes bearing upon the elections, namely the establishment of an independent election commission and the amendment of the electoral system by retaining the right of the citizen to choose one candidate in his local electoral district, irrespective of the number of seats allocated to that district, and adding the right of the voter to choose one of the general lists, to which 27 seats out of a total of 150 seats were allocated.

A comparison of the participation rates in the elections between 2010 and 2013 discloses certain indicators, set out in Table No. (15).

It is observed from Table No. (15) that the overall registration rate declined in 2013 by 4.3% as compared with 2010. The decline occurred in six governorates and the increase in six other governorates, alongside the increase in the number of registrants in the Bedouin districts.

Tafilah Governorate recorded the highest figure for decline, at 12.5%, followed by the Capital at 9.3% and then Zarqa at 7.3%.

Aqaba, by contrast, recorded a marked increase in the number of registrants, amounting to 18.4% as measured against 2010.

Having regard to the amendments made to the Elections Law on the one hand, and to the establishment of the Independent Election Commission on the other, the wide difference in the number of appeals between 2010 and 2013 discloses a more disciplined electoral environment in 2013 than in 2010. Whereas the number of appeals in the elections of the Sixteenth House of Representatives was 443 appeals, the number declined in the elections of the Seventeenth House to a total of 31 appeals — that is, approximately 7% of the total appeals in the elections of the Sixteenth House, all of which had been referred by the House itself as the body then vested with jurisdiction. This is a positive development.

Table No. (15): Rate of increase or decrease in the number of persons registered for the elections in 2010 and 2013

Governorate	Rate of increase or decrease
Amman	– 9.3
Balqa	+ 1.0
Zarqa	– 7.3
Madaba	+ 3.6
Irbid	– 4.5
Mafrq	+ 3.7
Jerash	+ 5
Ajloun	– 3.6
Karak	+ 2.2
Tafilah	– 12.5
Ma'an	– 3.5
Aqaba	+ 18.4
Bedouin districts	+ 4.9
Average	– 4.3

Summary

1. The electoral process as a whole took place at a delicate and sensitive political, economic and social juncture, whose principal theme was reform and change, and against the background of previous elections characterized by the absence of integrity and transparency. All of this placed these elections in a national context and a popular mood marked by acute sensitivity, volatility and polarization.
2. The assumption by the Independent Election Commission of the supervision and administration of the elections contributed to strengthening the hope of the Jordanian citizen that free, honest and transparent elections would be held.
3. The Independent Election Commission exerted itself to achieve this objective and was largely successful. The electoral process as a whole, however, encountered dysfunctions on more than one front, beginning with the registration process and the issue of electoral cards, in terms of the continuing effect of the shortcomings that had existed in the previous registers and the attendant family registration, which facilitated the registration of individuals without their knowledge, as well as the retention by candidates, electoral brokers and candidates' supporters of electoral cards and the consequent influence upon the freedom of voters and the manipulation of their will, to a considerable extent, notwithstanding the concern of the Commission and of the forces of civil society for the integrity of the electoral process.
4. The boycott of the elections by certain political forces likewise cast its shadow over the procedures for the administration and conduct of the electoral process.
5. Political money and political influence were among the most prominent challenges facing voters and the efforts of the Commission to apply the law and to prevent any effect upon the integrity of the electoral process. Efforts to confront this phenomenon, whether by the Commission or by the law enforcement agencies, came somewhat belatedly. There emerged in this field the need for firmer and more expeditious judicial enforcement mechanisms in respect of electoral offences, whether committed or alleged.
6. In addition to the use of political money, other gaps and shortcomings emerged, whether in the legislation, regulations and instructions or in the practices relating to the electoral process, including the design of the general list and the calculation of its result, the securing of ease of voting and of the integrity and freedom of the voter, and the prevention of the effect of material, social and logistical obstacles. The dysfunctions were multiple, among them the lack of expertise and experience and the insufficiency of the preparations and arrangements. As to will, the electoral administration displayed concern for the protection and integrity of the electoral process, although there emerged a need for greater determination and rigour in giving effect to that will, particularly at certain critical and sensitive junctures in the conduct of the process.
7. These elections constituted a step forward upon the previous elections in terms of observance of the international standards governing the integrity and transparency of elections. The shortcomings in matters such as combating political money and political influence effectively, the deficiencies attending the stage of the extension of polling and the counting stage in a number of districts and the

announcement of the results, and the indecisive handling of many complaints, nevertheless led to a prejudice to these standards.

8. It was observed that the position of the Commission was not announced clearly to the public, to public opinion and to complainants in its handling of certain of these complaints.

Recommendations

1. Amendment of the Elections Law so as to strengthen the democratic orientation, political pluralism, popular participation and the fairness of parliamentary representation, in accordance with the Constitution and in a manner consistent with the relevant international standards.
2. The necessity of activating the role of the law enforcement agencies in detecting electoral offences and bringing their perpetrators before the judiciary in a manner ensuring the proper conduct of the electoral process.
3. The necessity of including in the Elections Law provisions ensuring the pursuit and prosecution of the perpetrators of electoral offences, by conferring upon the punishment of electoral offences the character of urgency and by the establishment of a specialized court to adjudicate upon these offences and to punish their perpetrators before the date of polling.
4. The preparation, training and qualification by the Independent Election Commission of the personnel participating in the implementation of all stages of the electoral process, including the development of information systems and the training of personnel in their correct use so as to ensure the integrity of the polling and counting procedures.
5. The necessity of clarity in the bases governing the division of electoral districts.
6. The necessity of including in the law the requirement that the entities preparing the voters' rolls adhere to the international standards followed in this field.
7. The updating of the voters' rolls in accordance with the law and in coordination with the Commission, and that all information relating to the voter be known correctly and soundly and in a clear and transparent manner, and be organized in a precise manner facilitating recourse to it by the citizen or by any person having an interest at the material time.
8. The existence of provisions assisting the Commission in setting appropriate financial ceilings for expenditure on the electoral campaigns.
9. The regulation of the use of money in the electoral process and the laying down of the requisite legal controls in a manner guaranteeing the principle of equality of opportunity among candidates, the non-impairment of the will of the voters, and the transparency of information relating to the sources of funding, the fixing of its ceilings and the manner of its expenditure; and the cessation of electoral campaigns and campaigning and the removal of their manifestations forty-eight (48) hours before the time of polling, on pain of criminal liability.
10. The use of ballot boxes conforming to international standards in that they are transparent and robust so as to ensure that they cannot readily be opened, together with the necessity that the aperture of the box be proportionate to the size of the ballot paper.
11. The provision of an appropriate environment for the procedures of polling day, beginning with the provision of polling places guaranteeing that voters may cast their votes readily and guaranteeing their right to the secrecy of the ballot, with emphasis on the creation of these conditions for persons

with disabilities in terms of improving the environment of the polling and counting room, and enabling the delegates of candidates to monitor fully and precisely the polling procedures from the entry of the voter until the completion of the counting operation and the aggregation of the votes.

12. The provision of an appropriate booth in accordance with international standards so as to guarantee the secrecy of the ballot.
13. The activation of the legal provisions relating to open voting.
14. The development of the mechanism for aggregating the votes obtained by each candidate and for their calculation in a manner ensuring accuracy and expedition and enabling the delegates of candidates and local and international observers to follow it.
15. The signature by the delegates of candidates of the polling and counting records, and, where they refuse to sign or where signature is impossible for them, the documentation of that fact in the polling record.
16. The need for the law to fix the percentage constituting the minimum threshold qualifying a list to enter into the competition upon the distribution of seats.
17. The failure to achieve equality among female candidates in the various electoral districts, in that the comparison between them for the purpose of determining the successful candidates was calculated on the basis of the votes obtained by the female candidate divided by the number of voters in the local district, and not by the number of voters in the governorate so as to achieve fairness and equality among them, particularly as the allocation of seats to women was made on the basis of the number of governorates and not on the number of local districts.

Annex No. (1)

List of the names of the bodies and institutions that participated with the Centre in monitoring the general elections of the Seventeenth House of Representatives, 2013:

1. The Arab Organization for Human Rights
2. The Bar Association
3. The Coalition of Women's Committees, Irbid
4. The Coalition of Women's Committees, Karak
5. The Jordanian Hashemite Fund for Human Development
6. Hayat Dabouq Charitable Society
7. Al-Ru'ya Centre Society for Local Community Development
8. Al-Sarhan Society for Special Education, Mafraq
9. Al-Mushaqqar Charitable Society
10. Al-Ughuwan Centre for Studies, Irbid
11. Friends of Parliament Society
12. Tafilah Charitable Society for the Advancement of the Child
13. Bayt Al-Liqa' Centre, Madaba
14. Malih Charitable Society
15. Amman Forum for Human Rights Society
16. Society for the Development of Democracy
17. Al-Salt Cultural Club for Information Technology
18. The Jordanian Anti-Corruption Society
19. The Jordanian Forum for Leadership Development
20. Charitable Society of the Women of Al-Aridah District
21. Musa Al-Saket Cultural Centre
22. The Jordanian Society for the Rights of the Child ("Haq")
23. Muwatana Centre for the Promotion of Political Participation
24. Raw' Al-Adl wal-Qanoun Society
25. The Jordanian Jadara Centre for Human Rights (MAJAL)
26. The International Organization for Peace and Mediation
27. Shabab Al-Wadi Charitable Society
28. The Jordanian Charitable Society for the Care of Juveniles and Orphans

29. The Charitable Society for the Care of Family Affairs
30. The National Society for Freedom and the Democratic Approach (JUND)
31. Al-Zahra' Charitable Society for the Care of the Family and Childhood
32. The Jordan Youth Scout Group
33. The Rural Development Cooperative Society
34. Ahl Al-Jabal Charitable Society
35. Sir Charitable Society
36. Al-Mahabba Charitable Society
37. Ain Ali Democratic Society
38. Zay Charitable Society
39. Mahes Charitable Society
40. Athman Charitable Society
41. The Society for Citizenship and Civic Thought
42. Al-Muhammadiyya Charitable Women's Society
43. Jufayn Cultural Forum
44. Nusayba Union for the Care of Orphans
45. Halima Al-Sa'diyya Charitable Society for the Care of Orphans
46. Nashmiyyat Movement Forum, Ma'an
47. The Jordanian National Society
48. Arnoun Centre for Studies and Research
49. The Southern Bedouin Cooperative Society
50. Al-Nattaqin Charitable Society
51. The New Growth Centre
52. Al-Wahadneeh Charitable Society
53. The Cooperative Society of the Villages of Northern Ajloun
54. The General Women's Union
55. The "We Are All Jordan" Youth Commission
56. The staff of the National Centre for Human Rights

Annex No. (2)

The Arabic original contains a heading for Annex No. (2) with no accompanying content on the final page of the report; it is reproduced here as it appears.