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# Journalistic Self-Censorship in Jordan: Influencing Factors and the Role of Strategic Lawsuits Against Public Participation

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Received: 14 October 2024 / Revised: 07 November 2024 / Accepted: 10 November 2024 / Published: 23 November 2024

ABSTRACT

This article examines the widespread self-censorship among journalists in Jordan and analyses the interplay of key influencing factors involved in news production and whether they can be determined as private or public origin through qualitative interviews with media professionals. The research also uncovers how Strategic Lawsuits Against Public Participation (SLAPPs) and media policies influence journalistic content and practices. The conducted on-site interviews reveal that journalists often change or withhold content publish – influenced by fear of legal consequences and economic dependence towards different entities in Jordan. The findings highlight that self-censorship is both a response to external threats and the result of internal ethical dilemmas, leading to protocol journalism where reporting is uncritical and aligns with official narratives. The study confirms that SLAPPs are used to suppress freedom of expression and highlights the urgent need for legal reforms to protect journalists and strengthen media independence in Jordan.

Keywords: self-censorship, Jordan, Strategic Lawsuits Against Public Participation (SLAPPs)

## 1 Introduction

In early 2022, during a field trip to Jordan, a local journalist shared insightful experiences of complex dilemmas faced by several media professionals in the region. The person had uncovered credible evidence of misconduct involving a prominent public figure but – as an extensive consequence – chose not to publish the story. The decision was based on a combination of concerns over personal safety and potential repercussions, due to the high-profile nature of those implicated. This incident exemplifies the underlying nature of self-censorship in Jordan, as journalists and media professionals weigh public interest against personal safety and broader societal concerns. The phenomenon of self-censorship illustrated here is therefore multi-causal and extends beyond explicit fear of retribution, encompassing wider ethical considerations and professional responsibilities. As scholars like Cook and Heilmann (2013) and Hanitzsch (2010) have noted, self-censorship involves navigating an array of influences – from personal security to ethical obligations embedded in journalistic media practices. This has also become a central focus in studies on news production and media influence; especially within restrictive media environments such as Jordan.

To thoroughly explore this topic, the paper is structured across several thematic sections. Section 2 discusses the theoretical frameworks surrounding self-censorship; covering fundamental theories like the Spiral of Silence Theory from Noelle-Neumann (1986) and a structured model of self-censorship by Shoemaker and Reese (1996; 2016), which categorizes influences on journalism as professional, procedural, group-based, organizational, economic, and political, including Strategic Lawsuits against Public Participation (Canan & Pring, 1988; Borg-Barthet et al., 2021; Borrell, 2021). This theoretical foundation is essential for analyzing the complex layers of influence that shape journalistic decisions and self-censorship in restrictive environments such as in the Hashemite Kingdom of Jordan. The next section follows with a



literature review related to the Jordanian context (AlAshry, 2022, 2023, 2024; Al-Zoubi et al., 2023; Khalil et al., 2023; Ismael, 2023; Mohammad & Ling Loh, 2023; Maghaireh, 2024; Al-Sarayreh, 2024), which includes complementary sources such as reports and policy briefs from non-governmental organizations that examines the current state of media freedom and self-censorship in the country (Amnesty International, 2024; BTI, 2024; Freedom House, 2024; Reporters Without Borders, 2024). By contextualizing recent research, this section outlines several constraints that shape journalistic practices. This contextual review sets the stage for understanding the specific pressures that contribute to self-censorship. Section 4 introduces the research questions and methodology of the study, with a focus on a qualitative, interviewbased approach that captures firsthand insights from Jordanian journalists and media experts. It details the methodological choices, including the semi-structured interview format and ethical considerations inherent in studying self-censorship within restrictive contexts like Jordan (Kvale, 2007; Brinkmann & Kvale, 2015). The core research questions explore both the factors driving self-censorship and the role of legal mechanisms like SLAPPs in shaping journalistic freedom. The findings are presented in Section 5, which combines interview insights with supporting studies based on similar methodologies (Spies, 2017; AlAshry, 2022, 2023, 2024; CDFJ, 2023; Northcutt, 2023; Mohammad & Ling Loh, 2023). This section examines the interplay between public and private self-censorship in Jordan, identifying external constraints, such as organizational policies and legal threats, alongside personal factors, like internalized ethical standards. This section also connects these findings to the theoretical framework introduced in Section 2 and the literature review in Section 3, providing an in-depth analysis of the unique challenges Jordanian journalists and media professionals face in their working context. By synthesizing the findings, Section 6 provides practical recommendations to foster a more open media environment in Jordan (Verza, 2018; Al-Khalidi, 2023; Ismael, 2023; Al-Brim et al., 2024; Al-Sarayreh, 2024; Maghaireh, 2024). Last but not least, Section 7 as conclusion will summarize all findings, key implications, as well as offering an outlook to strengthening media freedom and resilience in Jordan. Through the integration of theoretical insights, the literature review on the status quo, and empirical data based on interviews, this work aims to provide a more nuanced understanding of journalistic self-censorship in Jordan, contributing to the broader discourse on media freedom and the right to information in politically sensitive contexts.

# 2 Theoretical Framework

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The impact of various factors on journalism and media production has been scientifically examined in detail, with particular emphasis on self-censorship as an expression of economic, political or social pressure. This thematic is evident in the works of various scientists from distinct academic fields. Nevertheless, the specific aspect of self-censorship of media professionals remains insufficiently researched both in the global context and specifically in the Hashemite Kingdom of Jordan. As the media and communication scientists Jungblut and Hoxha outline, "[s]elf-censorship can be defined as the individual self-restriction of one's freedom of speech. Specifically, journalists realize that reporting something would do more harm (to themselves or to others) than good and therefore restrain from covering particular events" (2017, p. 227). Accordingly, the social scientists Cook and Heilmann classify self-censorship into two distinct spheres: public and private (2013, p. 7) – respective internal and external – as the performance of journalists is "[...] an outcome of dynamic negotiations influenced by different internal and external constraints that potentially inhibit, but can also enable the practice of journalism" (Mellado et al., 2016, p. 8). Private self-censorship, on the other hand, is conceptualized as a situation in which the journalist acts both as a censor and as a censored entity. In these situations, journalists absorb and internalize the norms of acceptable reporting, thereby engaging in self-censorship that conforms to these external criteria. On the other hand, private self-censorship is conceptualized as a situation where the journalist acts both as the censoring agent and the censored entity. This form of self-censorship represents an intrapersonal dynamic within an individual, involving a conflict between various internal viewpoints and attitudes, as further described by Cook and Heilmann (2013, p. 21). It arises when journalists and media professionals weigh different values, such as the socio-political relevance of a story, against ethical considerations, such as the potential harm a story could cause (Jungblut & Hoxha, 2017, p. 227).

The decision by a journalist to refrain from publishing a story is not necessarily a response to actual events or pressures. Therefore, also the differentiation between objective and subjective factors influencing news productions is pivotal, as outlined by Hanitzsch and further authors (2010, p. 19). Objective influences are linked to tangible circumstances, such as financial constraints, which may not always be perceived as significantly impactful by journalists (2010, p. 19). In contrast, as Hanitzsch and Hoxha discuss, subjective influences are those that reside solely within the individual journalist's perception (2014, p. 7). Consequently, the way media professionals perceive objective factors is pivotal in determining their impact on the news production process. This perspective of journalists' personal interpretations and perceptions regarding to the selection and design of media content is also outlined in the work "Mediating the Message in the 21st Century" by Shoemaker and Reese, in which they illustrate four levels of hierarchically influencing factors: (1) socialization and attitudes, (2) media organizations and routines, (3) other social institutions and forces, and (4) ideological positions (1996, pp. 7–8). Consequently, objective influences may not be fully recognized or acknowledged, as also Reich and Hanitzsch argue that "[i]t is important to note that professional autonomy cannot be investigated with regard to its objective nature and quality, only with respect to the way it is perceived by journalists" (2013, p. 136).

Furthermore, this individual perception can be also effectively illustrated by using the Spiral of Silence Theory. Originally evolved by the German communication scientist Elisabeth Noelle-Neumann (1986), the theory suggests that the likelihood of an individual voicing its opinion is influenced by the perception of the prevailing public opinion. In the context of journalism, this implies that media professionals may choose not to publish a story or specific information if they perceive a significant disconnection between their own views or interpretation of an event and what they believe to be the public consensus. The underlying motivation here is often the avoidance of social isolation or professional discord, up to drawbacks. However, it is critical to recognize that a journalist's perception of public opinion may not accurately reflect the actual public sentiment; as this was discussed by the communication scientists Scheufele and Moy (2000, p. 10). Potential misinterpretations by media producers aare further amplified when considering Hayes' approach of the spiral of silence theory, which examines the impact of personal fear of isolation on the willingness to report on minority opinions: "As a result, minority voices become increasingly hard to hear when adherents of minority positions do not articulate those positions publicly in the form of televised interviews, public opinion polls, or during interpersonal discussion" (Hayes, 2007, p. 785). Those assumptions are corroborated by Gearhart and Zhang (2014), as well as Neubaum and Krämer (2017), in their researches on the role of social media in shaping perceptions of public opinion. They discovered that the immediacy and visibility of feedback on social media can amplify the spiral of silence effect. Consequently, the dynamic of self-censorship in journalism is closely tied to the interplay between subjectively perceived public opinion and individual decision-making processes.

This exploration of the Spiral of Silence's impact on journalistic practices provides a foundation for a deeper analysis of the various factors influencing news production. Building on the four hierarchical levels of influencing factors identified by Shoemaker and Reese (1996), which outline broader social contexts of self-censorship, Hanitzsch and other authors provide a more nuanced examination of factors shaping journalistic news production. Their analysis identifies six fundamental components integral to the process of news production.: (1) political, (2) economic, (3) organizational, (4) procedural, (5) professional, and (6) reference group-based (2010, p. 15). Political self-censorship, is tied to the political environment, including government officials, politicians, but also business people and lobbyists. Hanitzsch and the other authors argue, that "[r]epresenting, advocating, and imposing the interests of business and trade are political acts with political implications" (2010, p. 17). Economic self-censorship, as Hanitzsch the others note, is rooted in the commercial nature of news media and "[...] have direct consequences for news organizations [...]"

(2010, p. 17), where stories are evaluated based on their potential impact on profits, advertising interests, or subscription numbers. Organizational self-censorship arises from the dynamics within media organizations, including editorial level, up to the managerial level of influences and hierarchies (Shoemaker & Reese, 1996, pp. 7–8), where a story may be suppressed to align with organizational preferences. Procedural self-censorship is driven by operational limitations, such as time, resource constraints as well routinized processes in news production, leading to decisions against reporting certain stories. Professional influences guide what is seen as good and acceptable practice in journalism by encompassing the policies, conventions, and standards inside the field and particular newsrooms (Hanitzsch et al., 2010, pp. 17–18). Although media laws are made and imposed by the political system, journalists often view them through a pragmatic lens, focusing on the legal boundaries of their work rather than the political implications, thereby integrating these laws into their standard professional conduct. Reference group-based self-censorship reflects decisions influenced by anticipated reactions from peers, colleagues, or the audience, aligning partly with Noelle-Neumann's Spiral of Silence Theory (1986).

As explored by the social scientists Cook and Heilmann, self-censorship can be motivated by both public and private incentives. Subsequently, Jungblut and Hoxha further analyze these incentives through the lens of Hanitzsch's six factors of news production, as shown in Table 1.

Table 1: A conceptualization of self-censorship based on origin and motivation (Jungblut & Hoxha, 2017, p. 228).

	Public	Private
Professional	Story is not in line with an officially existing professional code of conduct, media laws, etc.	Story is not in line with personally held professional expectations/claims
Procedural	Story might need too much media resources, e.g., time, money, space	Story might need too much personal resources, e.g., private time, money
Organizational	Story is not in line with the opinion of the owner or supervisor	Story could threaten personal career
Reference group-based	Story is not in line with reference group's opinion	_
Economic	Story might harm the newspaper's financial situation, advertisers or general economy	Story might harm own economic situation
Political/ ideological	Story is not in line with (influential) person's political opinion/ideology; story might harm political processes	Story is not in line with own political opinion/ ideology

Furthermore, they recommend that in evaluating the effects of publishing or not publishing a story, as well as self-censorship, further distinctions should be made with respect to the entities that are impacted: the individual media producer, including their health, economic status, or social standing, other individuals, like news sources and the subjects of their reporting, and larger entities, like the news organization as a whole or the general public (Jungblut & Hoxha, 2017, p. 229).

The delineation of self-censorship types, whether influenced by hierarchical factors as discussed by Shoemaker and Reese or by news production dynamics outlined by Hanitzsch and the other authors, lays the foundation for a more in-depth discussion on legal mechanisms impacting journalistic behavior. Such legal dimensions will be particularly important for the later analysis of interviews in the context of Jordan.

One significant legal mechanism is the use of Strategic Lawsuits Against Public Participation (SLAPPs). Consequently, SLAPPs are legal actions used to discourage journalists from exercising their freedom of expression on public interest matters (Borg-Barthet et al., 2021; Bonello Ghio & Nasreddin, 2022). These lawsuits operate within the framework at what Shoemaker and Reese define as 'social institutions forces' (Shoemaker & Reese, 1996, pp. 95–129), where influences from outside the news organization, such as governments, businesses, and other powerful entities, exert control. The concept also aligns with Hanitzsch's framework, which acknowledges various public factors that can impact how journalists produce content, including legal pressures and the broader social and institutional environment in which media operates. The overarching aim of a SLAPP, according to Jack B. Harrison, Professor of Law at Northern Kentucky University, "[...] is not to win on the merits, but rather to discourage the defendant from exercising their right to free speech by threatening excessively expensive litigation" (2020, p. 1253). Beyond legal ramifications, SLAPPs also have extra-legal consequences such as "[...] the personal costs of psychological trauma and of undermined belief in political participation, the ripple effect on other citizens' political involvement, and the diversion of resources from the original issue in dispute" (1988, p. 390), as described by the sociologist Penelope Canan and the jurist George Pring.

## 3 Literature Review in the Jordanian Context

In theory, Jordan's constitution guarantees its citizens freedom of expression (see unofficial translation of the constitution of Jordan: The Right of Peaceful Assembly, 2011). Article 15 states that everyone has the right to express their opinion freely 'within the limits of the law'. However, these legally guaranteed freedoms are significantly undermined by restrictive laws that impose broad and vague restrictions on freedom of expression, including access to information – particularly for activists, journalists, and the media in general (BTI, 2024). The conditional nature of this freedom 'within the limits of the law' provides the state with a legal basis to impose significant restrictions that allow state authorities to criminalize critical speech towards the monarchy and state institutions, religious affairs, foreign relations, and content deemed harmful to the national unity. Consequently, this constitutional right remains largely symbolic, as the boundaries of 'acceptable' expression are narrowly defined and strictly enforced, putting journalists and media professionals in a precarious position of constantly facing legal consequences for critical reporting.

Jordan's juridical landscape is characterized by a number of laws and regulations specifically targeting journalistic freedom - including the Penal Code, the Cybercrime Law, the Anti-Terrorism Law, and other laws criminalizing defamation, blasphemy, and criticism of the government, public authorities, as well as the royal family. The wording of these laws seems to be intentionally ambiguous and gives authorities considerable scope for interpretation, which can suppress dissenting opinions. For example, under the Penal Code, any content deemed defamatory or harmful regarding the 'national unity' can be prosecuted, with journalists and media professionals facing fines, prison sentences, or other punitive measures. Furthermore, Article 195 significantly restricts journalistic freedom, particularly through the criminalization of criticism against the royal family. The Cybercrime Law, revised in 2023, has expanded the state's influence in the digital space, now targeting not only journalists but also the broader online community (Al-Sarayreh, 2024; Maghaireh, 2024). First enacted in 2015 and amended in August 2023 under pressure from King Abdullah II despite initial concerns about freedom of expression from the parliament, the revised law reflects the government's focus on tightening digital regulations in response to new cyber threats (JOSA, 2023). According to this, it has further increased penalties by criminalizing online speech deemed as 'false' or 'provocative' and providing for fines and prison sentences for journalists who publish content the state deems undermining public order (Freedom House, 2024). For example, the minimum prison sentence for cyber trespass has been increased by twelve times and fines by five times (Maghaireh, 2024, p. 26). Penalties are now up to five years in prison and fines of up to 75,000 Jordanian Dinar (JD) for serious offenses (Maghaireh, 2024, p. 26). This is substantial in a country where the average monthly income is around 600 JD (World Bank, 2023). Journalists face additional risks under the Cybercrime Law 2023, as it also

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criminalizes acts such as unauthorized disclosure of officials' personal information, or cyber defamation and spreading rumors, without clearly defining these offences (CDFJ, 2023, pp. 34-44; AlAshry, 2024, p. 63). These changes underscore the growing tension between cybersecurity and press freedom in Jordan. It also creates an environment in which self-censorship is omnipresent due to strategic lawsuits, as journalists and media professionals often preemptively maneuver around reporting on controversial topics to avoid possible legal consequences. Article 17 of the law, for example, prohibits the publication of content that could provoke societal conflict, and international social media platforms with over 100,000 users in Jordan are now obligated to establish local offices and to comply with Jordanian law (Freedom House, 2024). This provision allows the state to apply national censorship policies to global platforms, thereby restricting the digital space for independent voices (Maghaireh, 2024, p. 20). Platforms that do not comply face penalties such as advertising bans and bandwidth restrictions, increasing the pressure on these companies to comply with governmental standards for acceptable content (Freedom House, 2024). As a result, social media platforms, for example, which once provided a relatively free environment for expression, are increasingly subject to the same restrictions as traditional media – leaving journalists and media professionals with fewer opportunities to access information to circumvent governmental censorship (Al-Sarayreh, 2024, p. 349; Maghaireh, 2024, p. 33). In addition to legal pressure, Jordanian journalists are under extensive government surveillance, further restricting freedom of expression (Khalil et al., 2023; AlAshry, 2022, 2023, 2024). The Telecommunications Law requires tele-communication companies to enable government surveillance of private communications, allowing authorities to track phone calls and monitor online activities of individuals deemed to be a threat (Freedom House, 2024). This surveillance infrastructure is supported by the reported use of Pegasus spyware, which was used to hack the devices of journalists, activists and lawyers between 2019 and 2023 (2024). Consequently, this intrusive surveillance has created a climate of fear many journalists and media professionals believe that their communications are under scrutiny, significantly affecting their willingness to conduct investigative reporting or criticize sensitive issues. As a result, selfcensorship is widely spread; journalists and media professionals avoid publishing stories that might be subject to government scrutiny, thereby contributing to a limited public debate in which controversial issues often go unreported.

The control over the media is reinforced through direct and indirect government intervention; this includes the appointment of editors, the management of financial resources, and the imposition of news blackouts that prevent coverage of certain topics (Freedom House, 2024). State influence was particularly evident, for example, during the alleged coup attempt in 2021 involving Prince Hamzah bin al-Hussein, the half-brother of King Abdullah II, when authorities immediately imposed news blackouts to control and restrict media coverage. Jordanian media were banned from publicly discussing and reporting on details of the alleged plot, underscoring how news blackouts are used as a tool to suppress politically sensitive stories in Jordan (Mohammad & Ling Loh, 2023, p. 142; BTI, 2024). State control also extends to financial manipulation, as media outlets that rely on state support are under pressure to meet government expectations, leaving little room for independent reporting. The lack of financial autonomy makes it difficult for the Jordanian media to operate as an independent entity. This dependence on state funding reinforces a culture of subordination and silence on issues critical to government interests. The diversity of perspectives in Jordan's media landscape is further limited by formal and informal pressures on journalists and media organizations. Despite the existence of diverse media outlets - including state-run and private publications, secular and religious newspapers, and satellite channels - the scope for genuine media pluralism is limited. State authorities have the power to block websites and revoke licenses by forcing news organizations to comply with restrictive regulations or risk closure and therefore also a loss of employment for journalists and media professionals (BTI, 2024). The satirical news site Al Hudood (Fengler et al., 2021, p. 73), banned in 2023, is an example of the limitations placed on independent media, as authorities are quick to suppress voices that deviate from the official narrative (Freedom House, 2024). This control has led many journalists and media professionals to abandon critical reporting; altogether contributing to a media environment in which

self-censorship becomes a means of survival. The chilling effect of such restrictions is palpable (Townend, 2017), as journalists constantly weigh the potential impact of their work against the need to maintain their professional integrity.

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Individual journalists who challenge these restrictions often face harassment, arrest, and trial. Under COVID-19-related legislation, journalists and media professionals faced harsh limitations in Jordan. The Cabinet halted the publication of all newspapers for two weeks in March 2020. In an ambiguously phrased directive, the government prohibited the dissemination of information about the outbreak that might 'cause panic'. For covering the ongoing epidemic, four journalists were jailed in Jordan (AlAshry, 2022). Beginning in 2011 during the Arab Spring, the grassroot alliance known as the 'Hirak' movement in Jordan advocates for political change, anti-corruption policies, and economic fairness. Containing young people, activists, and tribal leaders, it calls attention to governmental corruption and economic suffering. Due to demonstrations and social media posts with regard on unclear legal justifications in the Penal Code, but also the planned revision of the Cybercrime Law, as well as widespread cost-of-living protests, the government responded in December 2022 with increased raids and arrested hundreds of participants during demonstrations, including journalists and media professionals (Freedom House, 2024). Under this vaguelydefined Cybercrime Law, four media practitioners have already been unfairly convicted; this leaves too much to the interpretation of judges, as the non-governmental organization Reporters Without Borders outlines (2024). High-profile cases such as those of Nour Haddad, Khairuddin al-Jabri, Ahmad Hassan al-Zoubi and Hiba Abu Taha demonstrate the state's harsh response to journalistic dissent (Amnesty International, 2024; BTI, 2024; Reporters Without Borders, 2024). In December 2023, according to Reporters Without Borders, freelance journalist Nour Haddad was arrested for a week and fined 5,000 JD for defaming a state official and publishing false information endangering national security (2024). The fee was canceled in March 2024 as part of an amnesty statute. Khairuddin al-Jabri, another freelance journalist, was jailed for a week in March 2024 after distributing an internet video critical with regard of the Gaza conflict. He was charged with inciting dissension and defaming a public official under the Cybercrime Law. Al-Zoubi, a satirical columnist, was sentenced to one year in prison for 'provoking unrest' for posting critical content about the government on social media. Abu Taha faced a similar sentence for an article about Jordan's interception of Iranian missiles heading to Israel in April 2024. These cases underscore the risks journalists and media professionals face in the Kingdom, where even moderate criticism of governmental policies or actions can lead to imprisonment. The judicial system's broad interpretation of restriction laws according to the right of freedom of expression and selective enforcement of those laws have made journalism in Jordan a high-risk profession in which individuals can be prosecuted not only for their published work but also for personal statements and public participation made online. Furthermore, the Jordanian cybercrime legislation has caused some media professionals challenges to their coverage. Two photojournalists, Charles Dessi and Abdul Jabbar Zeitoun, were detained in March 2024 covering protests in Amman against the war in Gaza; Zeitoun was jailed for a week while Dessi was kept for over a month. Synne Bjerkestrand, a Norwegian freelancer journalist covering demonstrations, experienced police harassment in April 2024 (Reporters Without Borders, 2024).

Although the Jordanian constitution ostensibly supports freedom of expression, this right is largely theoretical due to the cumulative effect of restrictive laws, administrative control, and state surveillance. Journalists and media professionals in Jordan – being under strong legal and social pressure – are limited in their ability to fulfill their role as independent oversight bodies (AlAshry, 2024, p. 61). The state uses a range of legal tactics, including strategic lawsuits against public participation (SLAPPs), to intimidate journalists and deter them from reporting on sensitive issues (Shoemaker & Reese, 1996; Borg-Barthet et al., 2021; Bonello Ghio & Nasreddin, 2022), further reinforcing the chilling effect that permeates the media landscape (Townend, 2017). The spiral of silence phenomenon is also evident as both journalists and citizens refrain from openly expressing dissenting opinions for fear of legal consequences or social ostracism (Scheufle & Moy, 2000; Hayes, 2007, p. 785; Gearhart & Zhang, 2014; Neubaum & Krämer,

2017). The interplay between constitutional guarantees and restrictive laws reflects a complex dynamic in which the state's obligation to maintain public order and protect national interests often takes precedence over the individual's right to freedom of expression and information. The result is an (over-)regulated media landscape in which there is little room for dissent and the costs of challenging authority are enormous. In further consequence, it suppresses democratic engagement and limits public discourse. Jordan's regulative media landscape not only restricts journalistic freedom but also curtails the public's access to unbiased information. This raises concerns about the long-term impact on democratic principles and public participation – especially also in the digital sphere (Alodat et al., 2023; Taweel, 2023).

# Research Questions and Methodological Framework

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The existing literature on self-censorship in journalism primarily focuses on individual, professional, and organizational influences, as well as the impact of legal mechanisms like SLAPPs in regions with more free media laws. However, there is a significant gap in understanding how these factors interplay in the context of Jordan; particularly regarding on how local journalists navigate these pressures. The current study aims to fill this gap by analyzing interviews with Jordanian journalists and media experts to uncover the unique challenges they face, thereby providing a more comprehensive understanding of self-censorship and legal influences in regions with less free media systems such as Jordan.

Consequently, the study is guided by the following research questions:

321 What are the primary factors influencing self-censorship among Research Question 1: 322 journalists in Jordan, and how do hierarchical, as well as private and public 323

dynamics play a role?

324 Research Question 2: How do Strategic Lawsuits Against Public Participation (SLAPPs) impact 325

the journalistic behavior and freedom of expression of media

professionals in Jordan?

To examine the dynamics of self-censorship in the Jordanian media sector, this study employed a qualitative research method, utilizing findings from semi-structured interviews. This approach provides the necessary flexibility for in-depth discussions; enabling a comprehensive investigation of the underlying factors and driving forces shaping self-censorship among media professionals in Jordan. The semi-structured interviews, conducted in May 2022, serve as the primary data source, facilitating an in-depth exploration of individual experiences and perceptions while contextualizing them with other sources. The value of semistructured interviews in qualitative research lies in their conversational nature and ability to delve into complex issues (Kvale, 2007, pp. 11-15; Brinkmann & Kvale, 2015, pp. 57-60). Originally developed as part of the PhD research project on impactful storytelling and conflict-sensitive media work in Jordan and Lebanon, the interviews in Jordan revealed a significant gap in the understanding and practice of conflictsensitive reporting compared to Lebanon. Instead, the interviews increasingly emphasized the importance of media freedom and the prevalence of journalistic self-censorship in Jordan, which became a major focus of this analysis. Interviewees were selected for their professional experience in the field of media (development) work in Jordan and their ability to provide comprehensive, nuanced perspectives on reporting principles and practices on the ground. The group, consisting of three journalists and two media NGO experts, was chosen for their capacity to articulate informed viewpoints in English, thus contributing valuable insights and diversity to the research (Patton, 2015, pp. 398-400). In order to maintain the interviewees from legal, professional and financial consequences, protecting the identity of the interviewees by anonymizing the interview quotes was the most important priority and, last but not least, also corresponds to compliance with ethical standards in journalism and science (Harcup, 2009, p. 173).

Although the sample size of three journalists and two media professionals limits the direct generalizability of the findings, it is nevertheless well suited to examine the nuanced self-censorship practices in the Jordanian media landscape. The qualitative depth of the semi-structured interviews provides valuable insights and captures the complexities faced by media professionals in restrictive environments such as Jordan. To strengthen the robustness of the study and place its findings within a broader and more generalizable media context in Jordan, additional literature was integrated. This includes previous studies based on interviews with Jordanian journalists (Spies, 2017; Lewis & Nashmi, 2019; Al-Zoubi et al., 2023; Ismael, 2023; AlAshry, 2022, 2023, 2024), as well as complementary sources such as reports and policy briefs from non-governmental organizations (CDFJ, 2023; Amnesty International, 2024; BTI, 2024; Freedom House, 2024; Reporters Without Borders, 2024). These resources corroborate and contextualize the primary data and increase the credibility and relevance of the study's results and conclusions.

# 5 Findings

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Throughout their careers, almost every journalist in Jordan engages in self-censorship, mainly due to concerns associated with political and economic pressures and the absence of distinct ethical guidelines. In exploring the research question, all interviewees disclosed that they had either modified or completely omitted stories, although these being of clear public interest. This practice highlights a pervasive nature of self-censorship among journalists and media professionals, who are routinely subjected to a variety of internal and external pressures. Nearly all interviewees identified fear as the primary catalyst for selfcensorship, characterizing it as a condition where journalists are aware of the truth but are constrained from expressing it. Concerning this as the primary factors influencing self-censorship among journalists in Jordan, and examining the role of hierarchical, private, and public dynamics, the investigation reveals a multifaceted landscape of self-censorship driven by a combination of internal media policies, external political pressures, and socio-economic factors. According to the annual report on the state of media freedom in Jordan in 2022 by the Center for Defending Freedom of Journalists (CDFJ), a non-profit civil society organization (CSO) founded in the Jordanian capital Amman in 1998, alarming 53.8% of journalists consequently said that they are highly terrified of freely doing their work owing to possible breaches impacting their personal safety or job security, revealing the deep-seated fear that shapes journalistic expression in Jordan (2023, p. 10).

In Jordan's professional media sphere, systemic issues significantly impact journalistic practices, highlighted by "[...] frequent encounters with hate speech in major newspapers" (media expert 2, personal communication, May 24, 2022) due to specific self-censored or softened news content by media professionals, which underscore failures in upholding professional and ethical standards. This trend is consistent with Shoemaker and Reese's hierarchical model of factors of influence on journalism, which includes external social entities, such as the audience, that directly affect journalistic freedom (Shoemaker & Reese, 1996). The statement by the media expert 2, which can be categorized in Jungblut and Hoxha's scheme on the organizational and reference group-based level and therefore in the public sphere, also aligns with the CDFJ report, which notes that 48% of reporters admitted to editorial department censorship – a major internal restriction that not only inhibits journalistic independence but also hinders public access to a range of opinions (CDFJ, 2023, p. 9). Nevertheless, such issues often lead also to self-censorship on the private professional, procedural and organizational level, particularly when journalists encounter stories that fail to meet their personal criteria for quality, their news values and resources, as well as due to a sense of threatening their personal career. Such decisions reflect a deep-rooted conflict between journalists' professional obligations and their personal ethical standards; including compelling them to withhold stories that do not align with their expectations. Moreover, efforts are being made to address these challenges through education. One counter-initiative involves training journalists and media workers to handle sensitive topics more adeptly; aiming to enhance their ability to navigate complex issues without compromising journalistic integrity. "I've been training journalists on how to handle this type of issue" (journalist 1, personal communication, May 25, 2022), mentions one interviewee, indicating proactive steps being taken to improve reporting standards and reduce the need for self-censorship. These efforts are part

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of a broader attempt to strengthen the capacity of Jordanian journalists to produce insightful and responsible news content in a restrictive media environment.

In the same CDFI report, 47.6% of journalists stated that government containment strategies significantly impact activities of media organizations, encouraging economic and organizational self-censorship (2023, p. 10). These private and public restrictions force journalists to adapt their content and ensure that it does not contradict institutional guidelines; while at the same time maintaining their professional reputation. Shoemaker and Reese's concept clearly applies here, as these pressures result from organizational routines and economic imperatives will be transmitted to the individuals (Shoemaker & Reese, 1996). This environment is compounded by the media organizations' dependency on advertising revenue and external financial support, fostering a climate of self-censorship as journalists fear repercussions from advertisers or influential economic or governmental figures often involved in media organizations (cf.: journalist 1, personal communication, May 25, 2022). Furthermore, the drive to commercialize news often prioritizes profitability over journalistic integrity, leading to diluted content quality. Journalists and media professionals therefore find themselves in a precarious balance between creating engaging content and ensuring the economic viability of their organizations. Strict adherence to organizational boundaries is emphasized, with journalists often instructed to remove content from platforms like Twitter, showcasing the significant editorial control exerted over their work: "They called me and asked me to delete these statements from my Twitter" (media expert 2, personal communication, May 24, 2022). In addition, as a result of numerous amendments to the Press and Publications Law, news and social media websites have been censored, and journalists and bloggers have been arrested and detained for their posts under the Cybercrime Law, as AlAshry explains (2024, p. 67). This editorial control contributes to a loss of journalistic identity, as encapsulated by one journalist's lament, "[w]e've made mistake after mistake until we've lost our identity" (media expert 2, personal communication, May 24, 2022), reflecting the profound impact of organizational and economic constraints on journalistic autonomy and expression in Jordan (Al-Zoubi et al., 2023). Furthermore, Samuel Spies explains that self-censorship in Jordan is developed through practical experience rather than through formal training in media law and ethics. New journalists learn the profession's 'red lines' through subtle cues and repeated editorial rejections, which leads them to internalize these constraints over time (Spies, 2017, pp. 118–119).

In the Jordanian media landscape, public and private self-censorship prominently emerges, tightly woven with the interplay between politics and journalism (Jungblut & Hoxha, 2017, p. 228). According to this, 42.4% of journalists say that executive authorities and its security apparatus intervene heavily with media operations, which exacerbates public political self-censorship (CDFJ, 2023, p. 8). This predominant form of self-censorship sees journalists often omitting or altering stories to conform to the political leanings of governmental pressures, profoundly shaping public discourse. This climate, echoed by 48.6% of journalists who believe the access to information from governmental entities is inefficient, reflects a media milieu in which delicate political matters are frequently overlooked (CDFI, 2023). Therefore, journalists in Jordan often encounter predicaments when addressing topics that might clash with the interests of the broader political environment, including public authorities. This leads to critical investigative stories about political corruption, economic scandals, or illicit government actions being downplayed or outright ignored. As journalists navigate these treacherous waters, they are also acutely aware of the economic ties that bind their outlets to political entities through governmental advertising revenues or financial support. This intertwining of economic dependency and journalistic practice is exemplified by the handling of sensitive topics such as national security. For instance, a journalist discussed the strategic decision to withhold their own name when reporting on delicate issues: "I have to have my own censorship [...]. So sometimes I could write a very good report, but I will never put my name. Because if I put my name, I may be, like, near him in the jail [...]" (Spies, 2017, p. 173). This quote highlights the perceived consequences of being publicly associated with controversial reports. Further compounding the atmosphere of fear and caution, journalists express concerns about repercussions that extend beyond personal safety to professional ostracization: "I

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feared they were going to imprison us simply because of our statements. It relates to law enforcement, freedom, and the politically charged environment in our country" (journalist 2, personal communication, May 25, 2022). This fear fuels a pervasive distrust between journalists and the authorities, leading to a situation where "[t]he journalists don't trust anyone" and "[t]hey [don't] complain to the authorities; they don't want to record their violations and keep it silent" (media expert 1, personal communication, May 19, 2022). In this regard, self-censorship leads to avoid talking about certain issues – especially in the political sphere. This environment of suspicion and self-restraint encourages a form of journalism heavily reliant on protocol journalism (Jungblut & Hoxha, 2017, p. 234), documenting official statements without critical inquiry, which is seen as a negative form of media coverage. The result is a landscape where the journalistic mission is significantly diluted, reducing its role to mere transcription and avoiding necessary scrutiny of power. The state's manipulation of media narratives extends to controlling public perceptions on international matters, knowing well the points of international scrutiny, as "[t]hey are smart because they know when the international community pays attention to the direct and clear violations" (media expert 1, personal communication, May 19, 2022). This selective censorship illustrates a sophisticated manipulation of international perceptions and internal narrative control. Such extensive manipulation and control over media narratives in Jordan underline a deeply embedded political censorship system, compelling journalists to navigate a complex array of political sensitivities and economic pressures. This tangled web not only stifles journalistic freedom but also significantly undermines the integrity and quality of news production, shaping public participation and discourse in profound ways.

The research findings also align with the Spiral of Silence theory by Elisabeth Noelle-Neumann, revealing that Jordanian journalists often avoid covering politically and ideologically sensitive topics. This avoidance aims to align with perceived governmental and societal expectations, thereby circumventing potential backlash – a pattern observed and discussed by Scheufele and Moy (2000, p. 10). Supported by Hayes and Neubaum & Krämer, the pervasive self-censorship noted in Jordanian media is deeply rooted in fears of professional isolation and risks, as also described in the beginning of this section, significantly shaping the media agenda (2017). Jordanian journalists echo this sentiment, as noted by one interviewee who remarked, "I feared they were going to imprison us simply because of our statements" (journalist 2, personal communication, May 25, 2022, p. 2). This mistrust causes self-censorship among reporters who hide critical opinions to protect their career and safety (Hanitzsch et al., 2010). Based on CDFJ data, 58.1% of reporters feel that court rulings prohibiting publication greatly restrict media freedom, therefore encouraging selfcensorship (2023, p. 11). The researchers also note that such alignments may not accurately reflect the true political and societal landscapes, which could skew the media narrative. This link is essential, as it reflects the internalized constraints that integrates into the everyday decision-making of journalists facing persistent explicit and implicit threats. This form of self-censorship not only suppresses individual expression but also restricts public discourse, thereby intensifying the influence of perceived public opinion on journalistic practices within Jordan.

In alignment with the public political sphere, previously discussed, Strategic Lawsuits Against Public Participation (SLAPPs) have a significant impact on journalistic practices and freedom of expression (Borg-Barthet et al., 2021; Bonello Ghio & Nasreddin, 2022). SLAPPs are used in Jordan by powerful entities to suppress undesirable media coverage, especially concerning sensitive public interest matters. These lawsuits create an environment fraught with legal challenges that discourage journalists from engaging in their professional duties freely and fearlessly. According to the CDFJ report, 57.7% of journalists feel that the Jordanian government and legislators does not aggressively preserve media freedom or hold officials accountable for interference. This demonstrates how SLAPPs and legal constraints foster a culture of silence (2023, p. 8). These lawsuits serve therefore as a tactic to silence critical media voices, therefore discouraging journalists and media professionals from reporting delicate subjects out of concern about expensive legal fights. Jordan's complex legal framework, referred to by a source as having "[...] like 12 different laws" (journalist 1, personal communication, May 25, 2022), complicates the media landscape

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significantly, impacting journalistic freedom and fostering a climate of public and private self-censorship. Journalists are often pressured under these laws, not because they misunderstand them, but because the laws are wielded to exert pressure and distract from critical issues. The CDFI emphasizes these issues, pointing out that self-censorship remains common as journalists negotiate a climate where public criticism may result in punitive legal action (CDFJ, 2023). This reflects a broader strategy of control where the government uses legal intricacies to manage media narratives and suppress dissent. High-profile cases like the arrest of journalists and media professionals within the last three years, described in section 3, for opposing the ruling system, and the arrest of activists for inciting anti-regime sentiments under the new Cybercrime Law from 2023, illustrate the direct use of legal actions to silence critical voices and enforce political stability (Northcutt, 2023, p. 28). In addition, Miral Sabry AlAshry outlines in her research, that one interviewed journalist stated that Jordan has features of an authoritarian media system, and they control the state through the government's Ministry of Information by using the Press and Publications Law (PPL), which underwent extensive modification by parliamentarians, to control press freedom and autonomy (2022, p. 7). These laws are part of an extensive system designed to suppress political dissent and manage the narrative around the monarchy's stability; showcasing the government's broad strategy to control public discourse. The case of Prince Hamzah bin al-Hussein highlights the internal political tensions and the measures taken by the Jordanian government to maintain control (Mohammad & Ling Loh, 2023, p. 142; BTI, 2024). Accused of plotting against King Abdullah II, Prince Hamzah's situation was quickly enveloped in secrecy following a gag order from the public prosecutor, which prohibited any media coverage on the matter, mentioned by one of the interviewed media experts (media expert 1, personal communication, May 19, 2022). One of AlAshry's interviewees elaborates further, that journalists have been assassinated for reporting on royal matters, such as corruption, often after receiving death threats. She continues that this has led to self-censorship in the journalistic landscape, as many instances were never fully investigated; and too few investigations resulted in judicial charges or convictions (2023, p. 11). The incidents described are a clear illustration of how SLAPPs and similar legal pressures serve to shield the royal family from scrutiny and criticism, further cementing the self-censorship that permeates Jordanian media. Media outlets including international ones - operate under these constrained circumstances, which often leads to selfcensorship with regard on sensitive political topics. Such an environment poses significant challenges for journalists and media outlets who must maintain their editorial independence and journalistic integrity while navigating the legal and political landscape dominated by the government and/or the royal family. This widespread self-censorship also reflects tendencies seen in other countries with restrictive media settings, such as Morocco, Egypt or Turkey, where official involvement and SLAPPs including journalists and media professionals shape media narratives to prevent criticism (Khalil et al., 2023; Jebril & Abunajela, 2024).

This examination of the Jordanian media landscape through professional, organizational, procedural, economic, and political lenses reveal a complex matrix of forces that shape journalistic practices. The widespread self-censorship among journalists and media professionals in the Kingdom is strongly influenced by these interrelated factors, which deepen the understanding of how media content and journalistic freedom are shaped in the country. Furthermore, it turns out that the majority of cases of self-censorship reported by journalists are due to external pressure, which again suggests that public self-censorship is more common than private self-censorship. This trend may be due to the interview methodology, where journalists were hesitant to disclose personal biases that influence their work. For example, 43.8% of journalists indicated that governmental censorship, often interlinked with SLAPPS, had a direct impact on their work, demonstrating the widespread prevalence of self-censorship, which can be still driven by both public and private constraints (CDFJ, 2023, p. 10). Nonetheless, the applied framework successfully categorizes and contrasts various forms of self-censorship, demonstrating its effectiveness in analyzing the nuanced dynamics of media operation in Jordan. Journalists navigate the conflict between public and private self-censorship in different ways. For instance, one writer acknowledged withholding a byline on controversial themes to safeguard personal safety but also political, economic and professional

constraints, demonstrating a deliberate difference between private self-censorship for safety and public self-censorship due to external constraints (journalist 2, personal communication, May 25, 2022). This duality is consistent with Cook and Heilmann's definition of self-censorship (2013), in which journalists serve as both censors and censored entities. The decision to withhold news coverage therefore frequently combines internal and external factors, forming a united force that influences editorial decisions. However, it could not be clearly proven whether journalists and media professionals are aware of these dualisms of being censors and censored. Nevertheless, this combination of public and private self-censorship demonstrates the inseparability of personal ethics and institutional forces in Jordan's media environment.

Especially SLAPPs are indeed a critical tool for suppressing media freedom in Jordan. The fear instilled by these actions is corroborated by journalists' own statements about the dangers of imprisonment for critical reporting and the restrictive oversight by government and intelligence agencies (journalist 2, personal communication, May 25, 2022; journalist 3, personal communication, May 28, 2022). Globally, SLAPPs are recognized as having a chilling effect on free speech and media freedom by intimidating journalists and curtailing public debate (Townend, 2017, p. 2). This chilling effect occurs as journalists, fearing the prospect of costly and prolonged legal battles, choose to self-censor, thus limiting the public's access to important information. The pervasive fear among Jordanian journalists, evidenced by the considerable percentage concerned about their safety and job security, underscores the profound impact of these strategic lawsuits. According to CDFJ, these concerns are well-documented (2023). Such an environment not only threatens individual journalists but also diminishes media diversity and hampers the effective implementation of laws that ensure public access to information. In conclusion, self-censorship occurs across all levels within the self-censorship matrix developed by Jungblut and Hoxha (2017), spanning from professional to political domains. This phenomenon manifests in both private and public contexts, illustrating the comprehensive impact of self-censorship mechanisms on journalistic practices in Jordan. On the political level, SLAPPs seem to serve as the most powerful suppressive mechanism against journalistic freedom in Jordan, consequently affecting all levels of the matrix. This finding highlights the need for legal reforms to protect journalists and ensure a freer press, capable of fulfilling its essential role in society without undue interference or intimidation.

### Practical Recommendations

In terms of practical recommendations, legislative reforms are needed to protect journalists and media workers from legal intimidation methods – particularly such as SLAPPs at the political-ideological level – and to create clearer rules for freedom of expression. Jordan could also consider adopting anti-SLAPPs laws, modeled on frameworks used in the US, Canada and Australia, to provide legal protection against arbitrary lawsuits aimed at silencing critical media coverage (Verza, 2018). Furthermore, Jordanian legislators should examine current acts like the Cybercrime Law from 2023 to ensure conformity with international human rights norms (Al-Khalidi, 2023; Maghaireh, 2024), notably the International Covenant on Civil and Political Rights, to which Jordan is a signatory (Al-Brim et al., 2024, p. 1).

Another essential recommendation is the establishment of enhanced journalistic training programs focusing on media law and ethics as well as data journalism, with particular attention to building resilience against external pressures. According to Lewis and Nashmi, 91% of Jordanian journalists cited data journalism as a critical training need, which could strengthen their ability to present unbiased, evidence-based stories (2019, p. 1). These training programs should be complemented by guidelines for ethical social media use to reduce the risks of dismissal or legal repercussions tied to online reporting, supportively developed by national and international civil society organizations specialized in media freedom in Jordan (Ismael, 2023). Furthermore, to support sustainable change in press freedom, it is essential to conduct training programs for Jordanian authorities and legislators that emphasize the importance of independent media as a pillar of a democratic society. These training programs could cover international standards on freedom of expression, the role of the media in holding those in power accountable, and the long-term sociopolitical

and economic benefits of protecting press freedom. In addition, specialized workshops could provide legislators with the knowledge needed to develop balanced laws that both combat legitimate threats such as cybercrime and protect fundamental rights, thus creating a more transparent and accountable legal framework for media practices (Al-Sarayreh, 2024, p. 349). In addition, national and international engagement and cooperation with civil society organizations and non-governmental organizations can strengthen efforts to protect media freedom in Jordan. Intensifying partnerships with international media 'watchdogs' and human rights organizations could pressure Jordan's royal family, the government and its authorities to commit to transparency and uphold journalistic protections. This approach not only aids Jordanian media professionals but also contributes to a better public discourse and last but not least a regional movement towards strengthening free expression and journalistic integrity in similarly restrictive environments, such as the mentioned countries above.

#### 7 Conclusions

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This study investigated the complex dynamics of self-censorship in the Jordanian media environment, which are determined by intersecting professional, procedural, organizational, economic, and political limitations. The findings highlighted the critical need for more research on the everyday practices and decision-making processes of Jordanian journalists and media professionals, who face both external threats and internalized restraints that restrict their reporting. Future studies should further integrate qualitative and ethnographic investigations, as well as in-depth quantitative data, to better portray Jordan's multifaceted realities of self-censorship. Comparative studies in similar socio-political circumstances would position Jordan into a broader regional framework of regulated media landscapes. To promote a more open media landscape, several key recommendations emerge. Legal reforms are required to safeguard journalists and media professionals from intimidation methods such as SLAPPs and to define the boundaries of free speech. Improved training programs in media law, ethics, and data journalism would help journalists and media workers to better withstand external criticism and maintain professional standards. Equally crucial are training programs for Jordanian officials, which should highlight the significance of independent media in a democratic society and familiarize them with international press freedom norms. Increased collaboration with the civil society and international media organizations could provide further opportunities to enhance accountability and transparency. These collaborations may put the required pressure on the government and the royal family to keep their media freedom promises, benefiting Jordanian journalists and media professionals while also promoting a larger regional free speech movement. To summarize, combating self-censorship in Jordan's media landscape requires a multifaceted approach that incorporates legal reforms, education, and foreign assistance. By putting these recommendations in place, Jordan may establish a media climate that really supports free expression and allows journalists and media professionals to perform their social roles without fear of repercussions.

# 8 Declarations

## 8.1 Study Limitations

The limited and non-representative sample of three journalists and two media specialists constrains the generalizability of the qualitative findings of this study. Although the semi-structured interviews offer significant initial insights, a larger and more diverse sample size would likely yield a more comprehensive understanding of self-censorship practices among journalists and media professionals in Jordan. Expanding the sample might therefore encompass a broader array of viewpoints and contextual factors, hence enhancing the depth and relevance of the findings within the Jordanian media landscape.

# 8.2 Acknowledgments

I would like to express my sincere gratitude to all those who generously shared their time and insights by participating in interviews for this study, including those whose views were not ultimately included in the final analysis.

- 633 **8.3** Informed Consent
- By providing the required informed consent, every participant indicated their willingness to take part in the
- 635 research project.
- 636 8.4 Competing Interests
- With regard to the current study, there is no competing interests to declare.
- 638 8.5 Publisher's Note
- AIJR remains neutral with regard to jurisdictional claims in published institutional affiliations.
- 640 How to Cite this Article:
- Franziska Döring (2025). Journalistic Self-Censorship in Jordan: Influencing Factors and the Role of Strategic Lawsuits
- Against Public Participation. Advanced Journal of Social Science, 14(1), 1–17. https://doi.org/10.21467/ajss.14.1.1-17
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