



Civil Society Mid-Term Report on Jordan's Fourth-Cycle Universal Periodic Review

Implementation of Recommendations Relating to Migrant Workers and Refugees

Submitted by:

Information and Research Center – King Hussein Foundation (IRCKHF)

Reporting Period:

January 2024 – August 2026

Jordan

August 2026

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Acknowledgements

The Information and Research Center – King Hussein Foundation (IRCKHF) extends its appreciation to the Government Coordinator for Human Rights at the Prime Ministry for facilitating communication with the relevant government entities and providing them with an opportunity to submit information and comments relevant to the report. IRCKHF also thanks the Ministry of Labour and the Ministry of Interior for the written responses, information and clarifications they provided during the preparation of the report.

IRCKHF further acknowledges the experts, academics, representatives of national civil society organizations and international organizations that participated in the consultation session or provided written comments and contributed to verifying and supplementing the information and reviewing the analysis.

Participation in the review process or the provision of information or comments does not imply endorsement of all analyses, assessments or recommendations contained in the report, responsibility for which remains with IRCKHF.

Executive Summary

This civil society mid-term report assesses developments related to the recommendations addressed to Jordan during its fourth-cycle Universal Periodic Review (UPR) concerning migrant workers, refugees and asylum-seekers. It covers the period from January 2024 to August 2026 and distinguishes between recommendations supported by Jordan and those that it noted.

The report reviews six recommendations supported by Jordan that relate directly to migrant workers: recommendations **136.4**, **136.192**, **136.193**, **136.194**, **136.195** and **136.196**, together with a number of broader recommendations concerning labour inspection, occupational safety and health, and social protection. With regard to refugees, the report examines recommendations **136.196** and **137.52**, which Jordan supported, in addition to recommendations **137.3**, **137.77** and **137.78**, which Jordan noted.

The report is based on a review of legislation, regulations, decisions, instructions, policies, government reports and statistics, judicial decisions, reports of United Nations bodies and international organizations, and civil society publications. It was also subject to a consultation process involving experts, civil society representatives and the United Nations High Commissioner for Refugees (UNHCR), while IRCKHF also received written comments from other stakeholders. To enhance the accuracy of the information, IRCKHF shared the report with the Government Coordinator for Human Rights at the Prime Ministry, allowing relevant government entities an opportunity to provide information and data. Written responses were received from the Ministries of Labour and Interior, and verifiable information and clarifications contained in those responses were taken into account in the analysis. Government participation in this process does not imply agreement with all assessments contained in the report, responsibility for which remains with the Information and Research Center – King Hussein Foundation (IRCKHF).

The report does not equate the absence of published data with an absence of action; where appropriate, lack of data is treated as an information gap. Conversely, the mere existence of legislation, a platform or an administrative measure is not automatically treated as evidence of full implementation. The assessment also considers implementation, accessibility and practical outcomes.

Migrant Workers

The reporting period saw a number of legal, administrative and institutional developments relevant to the protection of migrant workers. The **Hemayeh** platform continued to operate as a free complaints mechanism for Jordanian and non-Jordanian workers, with services available in several languages and efforts under way to expand translation. The Labour Law also protects workers against dismissal or disciplinary action for filing a complaint or claiming their rights, while other avenues for wage and rights claims are available, including the Wages Authority and the competent courts.

Work-permit and transfer rules also developed further. These measures included the **2025 free work permit for daily workers**, which reduces dependence on a single employer within the relevant sector, together with specific rules for non-Jordanian workers with specialized skills. In certain circumstances, the Labour Law also allows workers to leave employment without notice while retaining their statutory

rights. Other measures reduced certain administrative restrictions, including the abolition of the exit and re-entry permit previously applicable to Egyptian workers.

In the area of recruitment, rules are in place for licensing and monitoring domestic-worker recruitment agencies, imposing measures on non-compliant agencies, and regulating recruitment and transfer costs. The more precise remaining gap concerns ensuring that workers themselves do not bear direct or indirect recruitment fees or costs, particularly through intermediaries in countries of origin, and ensuring effective recovery of such amounts where they have been unlawfully charged.

Article 77(b) of the Labour Law also contains a provision addressing forced or compulsory labour. The report nevertheless considers it important to strengthen this protection through a comprehensive standalone criminal offence addressing forced labour as an infringement of personal liberty, particularly where coercion is established but all elements of trafficking in persons are not present.

In labour inspection, the Ministry of Labour issues quarterly, semi-annual and annual reports and conducts sector-specific campaigns, including in agriculture, while also monitoring recruitment agencies. The principal gap is the need for more disaggregated data that would allow the impact of inspection on non-Jordanian workers, including rights recovered, to be assessed independently.

As regards social protection, the Social Security Law covers non-Jordanian workers where the statutory conditions for coverage are met. In agriculture, the obligation on employers to register workers in the applicable insurance schemes represents a positive development. However, general coverage for workers in agricultural holdings remains limited to work injury and maternity insurance and does not generally extend to old-age, disability and death insurance.

In relation to collective representation, non-Jordanian workers may join existing trade unions, and the trade union classification includes domestic and agricultural workers. Collective agreements also benefit migrant workers, particularly in the garment sector. Restrictions on the establishment and leadership of trade unions by non-Jordanian workers nevertheless continue to limit full equality in trade union rights and collective bargaining.

Accordingly, the report assesses recommendations **136.4, 136.192, 136.193, 136.194 and 136.195** as **partially implemented**. The main remaining gaps relate to disaggregated data, impact measurement, access to interpretation and legal assistance, the effectiveness of transfer and remedies, and equal trade union representation.

With respect to recommendation **136.196**, general equality safeguards and oversight and accountability mechanisms exist, as confirmed by the Ministry of Interior. However, no specific legislative provision was identified that fulfils the recommendation's requirement to criminalize discrimination by law enforcement officials and public officials against migrants and refugees. The report therefore assesses its specific legislative element as **not implemented**.

Priority Actions for Migrant Workers

1. Strengthen effective access to complaints mechanisms and justice, including interpretation and legal assistance, publication of disaggregated data on outcomes and rights recovered, and monitoring of protection against retaliation.
2. Simplify and expedite worker transfers in cases of abuse, non-payment of wages and exploitation, and assess the impact of more flexible work permits.
3. Ensure that workers do not bear recruitment and employment costs directly or indirectly, while strengthening oversight of the recruitment chain and mechanisms for recovering unlawfully charged fees.
4. Strengthen criminal-law protection against forced labour through a comprehensive standalone offence covering cases in which the elements of trafficking in persons are not fully established.
5. Strengthen the impact of labour inspection and complete social protection coverage, particularly in agriculture and domestic work, while publishing more disaggregated data on outcomes.
6. Remove restrictions limiting equal trade union participation and adopt specific legislation criminalizing official discrimination against migrants and refugees.

Refugees and Asylum-Seekers

During the reporting period, Jordan continued to provide important services and protection measures to large numbers of refugees, including education, health care, documentation, legal assistance and certain livelihood opportunities. The Ministry of Interior also provided information on measures relating to civil documentation and reducing statelessness risks, as well as oversight of the exercise of administrative powers and observance of legal and humanitarian safeguards when dealing with foreigners and refugees.

The overall protection framework, however, continues to rely substantially on cooperation with UNHCR and administrative arrangements in the absence of comprehensive national asylum legislation.

Registration of new asylum-seekers by UNHCR has remained suspended since January 2019, without an alternative national procedure through which protection claims can be lodged and examined, temporary documentation obtained, and clear procedural safeguards accessed.

In relation to removal, administrative decisions are subject to judicial review, and the Ministry of Interior has affirmed that its powers are exercised subject to law and legal and humanitarian safeguards.

However, no unified legislative and procedural framework was identified requiring, in all removal or deportation cases, a prior and individualized assessment of the risk of torture and other protection risks, together with an effective appeal having suspensive effect.

In relation to services, a high proportion of registered refugees continued to access health care, education, assistance and protection services. Poverty and need nevertheless remain high, while a significant share of these services depends on international funding, making their sustainability vulnerable when donor support declines.

In education, Jordan continued to make public education available to large numbers of refugee children and to expand certain vocational and secondary pathways. Lower secondary enrolment, dropout, indirect costs, capacity constraints and some documentation-related barriers nevertheless continue to prevent the full realization of twelve years of education that is effectively accessible to all refugees and asylum-seekers. The report therefore assesses recommendation **137.52 as partially implemented**.

In relation to livelihoods, work-permit arrangements for Syrians and certain more flexible pathways for non-Jordanian workers remained available. Access to formal and decent employment, however, continues to vary according to nationality and legal status. Non-Syrian refugees face greater restrictions than Syrians, while persons unable to register are in a more precarious situation.

Recommendations **137.3, 137.77 and 137.78** were noted by Jordan. The report therefore does not classify developments relating to them as "implemented" or "not implemented", but instead records positive measures and continuing gaps concerning the legal framework, public services, livelihoods, documentation, non-refoulement and statelessness.

With regard to recommendation **136.196**, the general safeguards and oversight and accountability mechanisms referred to by the Ministry of Interior are important elements of protection. However, the specific legislative criminalization required by the recommendation was not identified as having been adopted by the date of the report.

Priority Actions for Refugees

1. Resume registration of new asylum-seekers or establish an alternative national mechanism providing registration, temporary documentation, individualized assessment, legal assistance and a right of appeal.
2. Strengthen protection against refoulement by expressly incorporating it into legislation and procedures and guaranteeing prior individualized risk assessment and an appeal with suspensive effect.
3. Reduce disparities between Syrian and non-Syrian refugees in access to formal employment, services and documentation according to protection needs.
4. Strengthen the sustainability of education, health and essential services and reduce costs and barriers contributing to dropout, poverty and informal employment.
5. Strengthen civil documentation and statelessness prevention measures and build on existing initiatives within a more comprehensive framework.
6. Implement recommendation 136.196 by adopting specific legislation criminalizing official discrimination and strengthening complaints and accountability mechanisms, together with publication of data on their outcomes.

Overall, the review concludes that Jordan has adopted and maintained a number of important measures to protect migrant workers and refugees. At the same time, moving from the existence of measures to

sustainable and measurable protection will require stronger legislative safeguards, more disaggregated data, impact assessment, effective oversight and accessible remedies.

Introduction

Jordan underwent its fourth-cycle Universal Periodic Review (UPR) on 25 January 2024 and received a range of recommendations concerning the protection and promotion of human rights, including recommendations directly related to the rights of migrant workers¹ and refugees. This mid-term report reviews progress made in implementing these recommendations during the first half of the review cycle, while clearly distinguishing between recommendations supported by Jordan and those that it noted.

The report builds on the roadmap developed by the Information and Research Center – King Hussein Foundation (IRCKHF), in cooperation with a number of civil society organizations, to monitor the implementation of UPR recommendations relating to non-Jordanian workers. It expands the scope of that earlier work to include recommendations concerning refugees, given the significant overlap between the two groups, particularly in the area of employment. As a general rule, Jordanian labour legislation does not establish a separate and comprehensive employment regime for refugees. Refugees who enter the labour market are therefore subject, like other migrant workers, to the rules governing the employment of non-Jordanians, including requirements relating to work permits and the sectors and occupations open to non-Jordanian workers. This gives rise to a number of interconnected issues concerning informal employment, wages, social protection, labour inspection, access to justice and effective remedies. The earlier roadmap addressed several of these issues, including access to complaints mechanisms and justice, improved working conditions, protection from exploitation and discrimination, and strengthened labour inspection and social protection.²

Jordan is not a State party to the 1951 Convention relating to the Status of Refugees or its 1967 Protocol. In the absence of comprehensive national asylum legislation establishing domestic refugee status determination procedures, the institutional framework for refugee protection is based largely on cooperation between the Government of Jordan and the Office of the United Nations High Commissioner for Refugees (UNHCR). The two parties concluded a Cooperation Agreement in 1997, enabling UNHCR to establish offices and carry out activities relating to international protection and humanitarian assistance for refugees and other persons falling within its mandate. They subsequently concluded a Memorandum of Understanding in 1998, which was partially amended in 2014 and remains the principal framework governing cooperation between the Government and UNHCR on refugee matters.³

¹ For the purposes of this report, the term "migrant workers" refers to non-Jordanian workers employed in Jordan, irrespective of the terminology used in national legislation or official documents. The term is used consistently with the language of the relevant Universal Periodic Review recommendations and applicable international terminology. In the Jordanian national context, legislation, administrative decisions and official documents generally use the terms "non-Jordanian workers" or "non-Jordanian labour," and occasionally "expatriate labour." The use of the term "migrant workers" in this report does not imply that Jordan is a State party to the *International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families*, to which it had not acceded as of the date of this report.

² Information and Research Center–King Hussein Foundation, *Action Plan for Monitoring and Implementing the Fourth-Cycle Universal Periodic Review Recommendations on the Protection and Promotion of the Rights of Non-Jordanian Workers* (Amman: Information and Research Center–King Hussein Foundation, 2025), 5–9.

³ Government of the Hashemite Kingdom of Jordan and Office of the United Nations High Commissioner for Refugees, *Agreement between the Government of the Hashemite Kingdom of Jordan and the Office of the United Nations High*

Within this framework, UNHCR plays a central role in registering non-Palestinian asylum-seekers, gathering information concerning their claims, and conducting refugee status determination in accordance with international refugee law where required, as well as pursuing appropriate durable solutions. Depending on the circumstances of each case, such solutions may include safe voluntary repatriation or resettlement to a third country. Resettlement is neither an entitlement nor an automatic consequence of recognition as a refugee; it remains a limited solution based on protection needs, UNHCR criteria and the acceptance of resettlement States.⁴

With regard to employment, the Memorandum of Understanding did not establish a separate legal regime governing refugee employment. Rather, it addressed refugees' access to work within the framework of applicable Jordanian laws and regulations. Refugees' access to employment therefore remains linked to the national rules governing the employment of non-Jordanians, while specific arrangements exist for certain groups, particularly Syrian refugees. This creates a clear practical overlap between issues affecting migrant workers and refugees and supports addressing recommendations concerning both groups within an interconnected analytical framework.

An additional protection gap arises from the continued suspension of new asylum-seeker registration. Pursuant to a government decision, UNHCR's registration of new asylum-seekers in Jordan has been suspended since 23 January 2019, and the suspension remained in force at the time of writing. This does not mean that UNHCR's operations in Jordan have ceased or that services for previously registered persons have been discontinued. Rather, new asylum files are not being opened, while document renewal, data updates and refugee status determination procedures continue for persons already registered.⁵

As a result of the continued suspension, persons who arrive in Jordan after that date and do not already have a file with UNHCR do not have access to an alternative national procedure through which they can lodge an asylum claim or obtain a formal assessment of their international protection needs. They are also unable to obtain a UNHCR asylum-seeker or refugee certificate, documentation that is of practical importance for access to a range of services and protection arrangements. In the absence of a specific national legal status applicable to them, such persons remain primarily subject to the general legal framework governing foreigners, residence and employment, irrespective of the reasons that led them to leave their countries or the risks they may face upon return. This may push some individuals into informal employment, increasing their exposure to exploitation, low wages, gaps in social protection, and difficulties in accessing complaints mechanisms and remedies.⁶

This report is based primarily on a desk review of publicly available legislation, policies, decisions, reports and statistical data. Where possible, the section on refugees also draws on preliminary findings

Commissioner for Refugees, July 30, 1997, arts. 2–4; United Nations High Commissioner for Refugees, *UNHCR Global Appeal 2015 Update: Jordan* (Geneva: UNHCR, 2014), 1.

⁴ United Nations High Commissioner for Refugees, "Refugee Status Determination," UNHCR Jordan, accessed July 23, 2026; United Nations High Commissioner for Refugees, "Resettlement," UNHCR Jordan, accessed July 23, 2026.

⁵ United Nations High Commissioner for Refugees, "Registration," UNHCR Jordan, accessed July 23, 2026.

⁶ UNHCR, "Registration"; United Nations High Commissioner for Refugees, "Health," UNHCR Jordan, accessed July 23, 2026; United Nations High Commissioner for Refugees, "Legal Protection," UNHCR Jordan, accessed September 2, 2026.

from an ongoing IRCKHF study on the situation of refugees of different nationalities in Jordan. That study includes focus group discussions and a quantitative survey and seeks to examine how legal and policy measures are reflected in practice and to identify potential disparities in access to rights and services according to nationality and other relevant characteristics.

The report does not seek to provide a comprehensive assessment of all rights and issues affecting migrant workers and refugees. Rather, it focuses on the recommendations most directly relevant to these two groups, the measures taken in response to them, and the legal and practical gaps that can be reliably documented on the basis of the information and resources available.

2. Methodology

This report adopts a concise methodology combining desk review with limited use of primary data available to the Information and Research Center – King Hussein Foundation (IRCKHF). The recommendations selected for follow-up were identified on the basis of their direct relevance to the rights of migrant workers and refugees, while distinguishing between recommendations supported by Jordan and those that it noted, as well as between recommendations that expressly refer to these two groups and broader recommendations that are directly relevant to their situation.

To determine Jordan's final position on the recommendations, the report relies on the Report of the Working Group on the Universal Periodic Review, A/HRC/56/10, together with the official Addendum, A/HRC/56/10/Add.1, in which Jordan, following further consultations, announced its support for eight additional recommendations that it had initially noted, including recommendation 137.52 on education.

The desk review covers legislation, regulations, instructions, administrative decisions, policies, strategies, official reports and statistics issued since Jordan's review in January 2024. It also includes reports produced by national institutions, United Nations agencies, the International Labour Organization (ILO), the United Nations High Commissioner for Refugees (UNHCR), civil society organizations, and other relevant and credible sources.

The review is not limited to legislative and policy developments. Where available, it also considers judicial judgments and decisions issued after the review that are relevant to the application of labour and residency legislation, protection against removal, access to justice, forced labour and trafficking in persons, and other issues affecting the rights of non-Jordanian workers and refugees. The purpose of examining jurisprudence is to assess how legal rules are interpreted and applied in practice, rather than relying solely on the text of legislation.

The report also takes into account developments arising from United Nations human rights mechanisms following the UPR, particularly the concluding observations of the Committee against Torture on Jordan's fourth periodic report, adopted following the Committee's consideration of the report in November 2024. These observations are used in relation to matters falling within the scope of this report, particularly the principle of non-refoulement, safeguards relating to detention and removal, access to legal procedures and remedies, and the protection of persons at risk of torture or ill-treatment.

Recommendations issued by treaty bodies are not treated as part of the UPR recommendations themselves, but rather as subsequent international reference points that assist in assessing developments and the consistency of national practice with Jordan's international obligations.⁷

To verify the accuracy, completeness and overall soundness of the information and analysis, IRCKHF convened a consultation session on 12 August 2026. Participants included one expert, one academic, four representatives of national civil society organizations, and a representative of UNHCR. The session focused on the accuracy of the information contained in the report, the appropriateness of the assessment of implementation status, relevant developments or efforts that may not be sufficiently visible in publicly available sources, information and implementation gaps, and additional sources or data that could inform the analysis. IRCKHF also received written comments from an academic and an international organization with which the report had been shared for review. The comments received were considered, and information that could be verified and was directly relevant to the scope of the report was incorporated, while responsibility for the final assessment and analysis remained with IRCKHF.

To enhance the accuracy of information concerning government measures and to provide public authorities with an opportunity to submit information or data that might not be publicly available, IRCKHF shared the report with the Government Coordinator for Human Rights at the Prime Ministry, who in turn circulated it to the relevant ministries and government entities. In this context, IRCKHF received written responses from the Ministry of Labour and the Ministry of Interior containing additional information and clarifications regarding legislation, procedures and practices relevant to the subject matter of the report. Information falling within the scope of the report and capable of verification against legislation, official decisions or other relevant official sources was taken into account in the analysis.⁸

Where government submissions contained data or information on relevant measures, they were considered alongside the broader body of available evidence, and verifiable information was incorporated into the analysis. Comments concerning the level of implementation of a particular recommendation were assessed against the totality of the available evidence; the position of any single institution was not treated as determinative of the assessment outcome. The final assessment therefore remains based on the methodology adopted in this report and is the responsibility of IRCKHF.

The report also distinguishes between the existence of a legal or administrative measure and its effectiveness in practice. Accordingly, the mere existence of a legal provision, platform or administrative procedure is not, in itself, considered sufficient evidence of full implementation where the recommendation requires an outcome relating to access to rights, justice or protection. Conversely, the

⁷ United Nations Committee against Torture, *Concluding Observations on the Fourth Periodic Report of Jordan*, CAT/C/JOR/CO/4 (Geneva: United Nations, 2024), especially the recommendations concerning non-refoulement, legal safeguards, detention, and access to remedies. The Committee considered Jordan's fourth periodic report on November 6 and 7, 2024, during its eighty-first session.

⁸ Jordanian Ministry of Labour, written comments on the civil society mid-term report on the implementation of UPR recommendations concerning refugees and non-Jordanian workers, August 2026; Jordanian Ministry of Interior, official response concerning follow-up to UPR recommendations relating to refugees and non-Jordanian workers, August 31, 2026.

absence of publicly available data or sufficient public information is not interpreted as evidence that no action has been taken. Depending on the context, it is instead recorded as an information, publication or evaluation gap.

The refugee section also draws on preliminary findings from an ongoing IRCKHF study on the situation of refugees of different nationalities in Jordan. The study includes focus group discussions and a quantitative survey. These findings are used to assess how legal and policy measures are reflected in practice, to identify barriers to access to employment, services, protection and justice, and to examine possible disparities among refugees according to nationality, gender and other relevant characteristics. The report does not present the study's findings in full, but only those directly relevant to the recommendations under review.

Progress on each recommendation is assessed using four simplified categories:

- Implemented;
- Partially implemented;
- Not implemented;
- Insufficient information to assess.

The assessment is based on three interrelated elements: the existence of a relevant legal, policy or administrative measure; evidence of its implementation; and, where possible, indicators of its practical impact on rights-holders. Full implementation is not assumed merely because a legal provision or mechanism exists, just as non-implementation is not inferred solely from the absence of published data. For recommendations noted by Jordan, the report limits itself to tracking relevant developments and does not apply the implementation categories used for recommendations supported by Jordan.

The main methodological limitations arise from the report's substantial reliance on published information and data, the absence of some official data at the level of disaggregation required by nationality, gender, sector and type of measure or outcome, and the fact that no independent field research was conducted specifically for this report. Written information provided by government entities helped address some of these gaps. Nevertheless, some of the detailed data required to assess the practical impact of measures remain unpublished or insufficiently accessible. The findings are therefore presented as a mid-term assessment based on the evidence available and do not purport to provide an exhaustive account of all developments or violations affecting migrant workers and refugees.

Section One: Migrant Workers

3. Overview of Relevant Recommendations

This section examines recommendations directly related to the rights of migrant workers, together with a limited number of broader recommendations that apply to workers generally or to groups in

particularly vulnerable situations and are especially relevant to non-Jordanian workers. The analysis distinguishes between recommendations supported by Jordan and those that it noted, as well as between recommendations that expressly refer to migrant workers and those framed in broader terms.

3.1 Direct Recommendations Supported by Jordan

The following recommendations provide the main basis for assessing progress in the protection of migrant workers' rights:

Recommendation No.	Recommendation
136.4	Ensure that workers, including migrant workers, enjoy all their labour rights by enabling them to access the competent authorities to lodge complaints and grievances against employers.
136.192	Strengthen efforts to eliminate violence and discrimination against migrant workers and ensure their access to justice, including by providing judicial facilities and support to help them overcome any language barriers they may face.
136.193	Strengthen the protection of migrant workers, with a focus on improving labour rights and working conditions and preventing exploitation and abuse.
136.194	Strengthen the enforcement of regulations concerning the fair and ethical employment of foreign workers and ensure their access to effective remedies.
136.195	Establish the necessary mechanisms to ensure improved access to the labour market and strengthen migrant workers' right to collective bargaining.
136.196	Criminalize discrimination by law enforcement officials and public officials against migrants and refugees.

These recommendations address an interconnected set of issues, including access to labour rights, complaints mechanisms and justice; protection from violence, discrimination and exploitation; regulation of the employment of foreign workers; access to remedies; and collective bargaining. They therefore form the principal framework for the substantive analysis in this section.

3.2 Broader Relevant Recommendations Supported by Jordan

In addition to the recommendations directly concerning migrant workers, a number of broader recommendations do not expressly refer to migrant workers but are clearly relevant to their legal and practical situation. These include:

- Recommendation **136.80**, on continuing to safeguard labour rights, including by strengthening workers' access to the competent authorities to lodge complaints or grievances against employers;
- Recommendation **136.81**, on continuing to make progress in protecting workers' rights, including through access to the competent authorities to submit complaints or claims;

- Recommendation **136.83**, on increasing labour inspection visits to ensure the protection of workers and their rights;
- Recommendation **136.84**, on continuing efforts to strengthen the provision of a safe and healthy working environment;
- Recommendation **136.85**, on increasing inspection visits to ensure the protection of workers and their enjoyment of their rights; and
- Recommendation **136.91**, on expanding the social protection system to cover the most vulnerable groups in the country.

These recommendations are not presented as migrant worker-specific recommendations, as they concern workers or vulnerable groups more generally. Nevertheless, they are substantively relevant to non-Jordanian workers, particularly those employed in sectors where the risks of exploitation or weak protection are comparatively high, such as domestic work, agriculture, construction and the Qualified Industrial Zones.

Accordingly, the report refers to them as broader recommendations of direct relevance, while avoiding attributing to them any migrant worker-specific content that is not contained in their official wording.

3.3 Recommendations Noted by Jordan

Jordan noted a number of recommendations directly related to the rights of migrant workers and domestic workers:

Recommendation No.	Recommendation
137.7	Ratify the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.
137.8	Continue to ensure effective access to justice for migrant domestic workers, including by acceding to the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.
137.50	Extend the application of the provisions of the Jordanian Labour Law to domestic workers in order to enable them to obtain work permits.

These recommendations do not constitute commitments supported by Jordan as part of the UPR outcome. They are therefore not assessed using the same implementation framework applied to supported recommendations. The report will, however, identify any subsequent legislative, administrative or judicial developments relevant to their subject matter, including the legal protection of domestic workers, access to justice, work permits, and accession to the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

Accordingly, the report distinguishes between:

- assessment of the implementation of recommendations supported by Jordan; and
- monitoring of developments related to recommendations noted by Jordan, without characterizing the absence of implementation as a failure to fulfil a commitment accepted by Jordan.

4. Progress and Remaining Gaps in the Protection of Migrant Workers' Rights

This section assesses measures taken since Jordan's Universal Periodic Review in January 2024 in light of the recommendations supported by Jordan, with particular attention to the extent to which legal, administrative and institutional measures have translated into the practical enjoyment of rights by migrant workers. The adoption of a decision or the establishment of a mechanism is not, in itself, treated as sufficient evidence of full implementation. The assessment also considers accessibility, the availability of legal and linguistic support, protection against retaliation, and the ability of workers to obtain effective remedies and secure their implementation.

4.1 Access to Complaints Mechanisms, Justice and Remedies

This issue relates to recommendation **136.4**, concerning the need to ensure that workers, including migrant workers, enjoy all their labour rights by enabling them to access the competent authorities to lodge complaints and grievances against employers, and recommendation **136.192**, concerning the elimination of violence and discrimination against migrant workers and ensuring their access to justice, including through judicial facilities and support to overcome language barriers. It is also relevant to the broader recommendations **136.80** and **136.81**, concerning workers' access to the competent authorities to lodge complaints and claims.⁹

Measures Taken

The Ministry of Labour continued to operate the **Hemayeh** platform as the primary electronic channel for receiving labour complaints. The platform allows Jordanian and non-Jordanian workers to submit complaints concerning labour rights, including complaints relating to domestic workers, indicators of trafficking in persons, and occupational safety and health. The service is provided free of charge, complainants may request confidential handling of their complaints, and cases can be followed electronically using the assigned reference number. The Ministry also provides telephone channels for labour complaints, inspection-related inquiries and matters concerning non-Jordanian workers.

In its written comments on the report, the Ministry of Labour clarified that Hemayeh is available to all workers irrespective of nationality and that all complaints received through the platform are handled in accordance with established procedures by the competent labour inspection staff. The Ministry also

⁹ United Nations Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Jordan*, A/HRC/56/10 (March 15, 2024), recommendations 136.4, 136.80, 136.81, and 136.192.

indicated that the platform is available in several languages and that work is under way to add further translations in languages commonly spoken by workers in Jordan.¹⁰

Official data show that, in 2024, the Ministry of Labour received a total of **9,298 labour complaints** through Hemayeh. Of these, **5,367 complaints were settled with employers and the workers' labour entitlements were recovered**, while the complainants in **3,931 cases were referred to the courts because the matters fell outside the Ministry's jurisdiction**. The Ministry also issued violations against establishments that failed to comply with its procedures and reported resolving **1,381 complaints involving domestic workers**. Most complaints submitted through the platform concerned delayed payment of wages.¹¹

Use of the platform continued in 2025. The Ministry reported receiving approximately **5,428 labour complaints during the first half of the year**, most of which were addressed. However, the published data did not disaggregate the number or outcomes of complaints submitted specifically by non-Jordanian workers.¹²

The Ministry further indicated that it issues quarterly, semi-annual and annual reports on labour inspection, complaints, occupational safety and health, and domestic workers, and that it has launched the Labour Market Information System as a unified database for indicators and information concerning the Jordanian labour market. These developments are important for strengthening data collection. However, there remains a need for more detailed and disaggregated data on non-Jordanian workers in order to assess complaint outcomes and remedies available to them independently.¹³

With regard to protection against retaliation, article 24 of the Labour Law provides an explicit legal safeguard prohibiting the dismissal of a worker or the imposition of disciplinary measures because the worker has submitted a complaint or asserted his or her rights before the competent authorities.¹⁴ The legal framework therefore provides express protection against certain forms of retaliation associated with lodging complaints or claiming labour rights.

The practical scope of that protection, however, requires consideration of forms of retaliation beyond dismissal or disciplinary sanctions, particularly for non-Jordanian workers whose legal situation may also depend on their work permit, residency status, employer and sector of employment. Published information does not indicate how many cases have involved allegations of retaliation for filing a complaint, how article 24 has been applied in practice to non-Jordanian workers, or whether filing a complaint has had consequences for work permit renewal, residency status or continuation of the employment relationship.

¹⁰ Jordanian Ministry of Labour, written comments on the civil society mid-term report on the implementation of UPR recommendations concerning refugees and non-Jordanian workers, August 2026.

¹¹ Jordanian Ministry of Labour, "Central Inspection Directorate Issues Its 2024 Report," February 5, 2025.

¹² Jordanian Ministry of Labour, "Al-Bakkar: The Ministry Has Completed the Pilot Version of the Labour Market Information System in Preparation for Its Launch at the End of 2025," July 15, 2025.

¹³ Jordanian Ministry of Labour, written comments on the report, August 2026.

¹⁴ Hashemite Kingdom of Jordan, *Labour Law No. 8 of 1996 and Its Amendments*, art. 24; Jordanian Ministry of Labour, written comments on the report, August 2026.

In addition to complaints mechanisms, the reporting period saw regulatory measures that reduced certain forms of administrative dependency. The Ministry of Labour abolished the exit and re-entry permit requirement, commonly referred to as the “leave permit,” that had applied to Egyptian workers. Workers covered by the measure may now leave Jordan and return during the validity of their work permit without obtaining such authorization.¹⁵

Minister of Labour Decision No. **35/2024** also introduced exemptions from the requirement to submit a clearance certificate in specified cases. According to information provided by the Ministry of Labour, the relevant exemption applies after **60 days** in the case at issue.¹⁶

These reforms are relevant from an access-to-rights perspective because they reduce the potential use of certain administrative requirements to reinforce workers’ dependency on employers. Nevertheless, the removal of a specific administrative restriction should be distinguished from comprehensive protection against all forms of retaliation linked to the use of complaints mechanisms.

Where cases involve indicators of trafficking in persons or serious exploitation, specialized referral and protection pathways exist alongside the general labour complaints system. Measures identified include updating the National Referral Mechanism, appointing liaison officers and specialized labour inspectors, developing standard operating procedures, strengthening coordination among relevant institutions, activating the Victims Assistance Fund, and strengthening legal and social support services.¹⁷

The Anti-Human Trafficking Law provides a legal basis for protection and assistance to victims and potential victims, including shelter, protection, interpretation and legal assistance. However, article 12(b) makes a number of these measures subject to the phrase “where possible,” leaving some forms of assistance dependent on available resources and administrative discretion rather than establishing them as entitlements that must be provided in all cases.

Judicial practice also remains relevant to assessing the effectiveness of access to justice. In **Court of Cassation Criminal Case No. 2056/2023**, concerning allegations of sexual assault and threats against a migrant domestic worker, the case resulted in acquittal after key statements were excluded and inconsistencies were identified in the evidence. The case illustrates the importance of providing interpretation, legal assistance and a safe environment from the earliest stages of statement-taking in order to strengthen the quality and reliability of evidence.¹⁸

In **Court of Cassation Civil Case No. 5408/2022**, the Court found the prolonged administrative detention of a foreign female worker unlawful and imposed civil liability on the administrative authority. The

¹⁵ Jordanian Ministry of Labour, *Comprehensive Guide to the Rules for Issuing Work Permits to Non-Jordanian Workers*, updated June 9, 2026.

¹⁶ Jordanian Ministry of Labour, written comments on the report, August 2026.

¹⁷ Information and Research Center–King Hussein Foundation, *Strengthening the Protection of Migrant Workers and Victims of Trafficking*, 6.

¹⁸ IRCKHF, *Strengthening the Protection of Migrant Workers and Victims of Trafficking*, 8, 15, discussing Jordanian Court of Cassation, Criminal Case No. 2056/2023, October 29, 2023.

judgment underscores the importance of ensuring that measures affecting liberty are based on a clear legal basis and are accompanied by procedural safeguards and effective judicial oversight.¹⁹

With respect to financial claims and wages, access to remedies is not limited to Hemayeh or referral to the courts. Article 54 of the Labour Law also establishes the jurisdiction of the **Wages Authority** over certain wage-related disputes. The Ministry of Labour emphasized the importance of recognizing this mechanism as one of the available avenues for claiming labour rights.²⁰

There are therefore several legal and institutional channels through which workers may claim their rights. Assessing effective access to justice, however, also requires consideration of the availability of interpretation and legal assistance, the duration of proceedings, the worker's ability to continue pursuing a case, and the enforcement of judgments or settlements. Sufficiently detailed and disaggregated published data on these issues remain unavailable for non-Jordanian workers.

Assessment

Partially implemented.

The legislation and information reviewed indicate the existence of a multi-track institutional and legal framework protecting workers' ability to lodge complaints and claim their rights. In addition to Hemayeh, which remains a free mechanism available to Jordanian and non-Jordanian workers, the platform provides services in multiple languages and further translation is being developed. The Labour Law also expressly protects workers against dismissal or disciplinary action for filing complaints or claiming rights. Other avenues for seeking labour entitlements include the Wages Authority and the competent courts. Certain regulatory reforms have also reduced some forms of administrative dependency.

The Ministry of Labour considers that the existence of a free mechanism available to all workers, and the handling of all complaints in accordance with established procedures, means that the recommendation concerning access to complaints has been fully implemented. The report takes this information into account. Its assessment of recommendation 136.4, however, is based on the recommendation as a whole, which extends beyond the mere existence of a channel for filing complaints and also concerns enabling workers to secure their labour rights through access to the competent authorities.

In this regard, published data remain insufficient to assess independently the outcomes of migrant workers' use of these mechanisms, including the number of complaints submitted by non-Jordanian workers, processing times, rights recovered, cases referred to the courts and their outcomes, and the enforcement of judgments and settlements. Similarly, the availability of translation at the complaint-submission stage does not necessarily amount to guaranteed interpretation and legal assistance throughout subsequent administrative and judicial proceedings.

¹⁹ IRCKHF, *Strengthening the Protection of Migrant Workers and Victims of Trafficking*, discussing Jordanian Court of Cassation, Civil Case No. 5408/2022, December 13, 2023.

²⁰ Hashemite Kingdom of Jordan, *Labour Law No. 8 of 1996 and Its Amendments*, art. 54; Jordanian Ministry of Labour, written comments on the report, August 2026.

Accordingly, the continued operation of Hemayeh, the protection afforded by article 24 of the Labour Law, and the existence of multiple avenues for remedy represent important progress in implementing recommendations **136.4** and **136.192**. However, the available evidence remains insufficient to demonstrate that all elements of effective access to rights and justice have been achieved to a degree that would justify assessing these recommendations as fully implemented.

Remaining Gaps

- **Need for more disaggregated data on complaint outcomes:** The Ministry of Labour has indicated that data concerning non-Jordanian workers are available and can be extracted. However, published information remains insufficient to show the number of complaints by nationality, gender, sector and type of violation, processing times, the value of entitlements recovered, and the outcomes of referrals to the courts.
- **Need to assess the impact of complaints mechanisms:** Published figures provide information on the volume of complaints and settlements, but periodic assessment is still needed to measure ease of access to the platform, the extent to which migrant workers use and benefit from it, user satisfaction, and implementation of outcomes in practice.
- **Further linguistic and legal support:** The availability of Hemayeh in multiple languages is a positive development. However, interpretation and legal assistance should be ensured, as needed, throughout all stages of complaints and judicial proceedings, rather than only at the point of electronic submission.
- **Protection against retaliation:** Article 24 protects workers against dismissal and disciplinary measures because they have lodged complaints or claimed their rights. However, data are still needed on how this protection is applied in practice to migrant workers, together with safeguards to ensure that exercising the right to complain does not result in adverse administrative consequences relating to work permits or residency status.
- **Follow-up on remedies after referral:** Sufficient published data are not available on the outcomes of cases referred to the courts or the Wages Authority, the value of compensation and labour entitlements recovered, or the rate at which judgments and decisions are enforced.

4.2 Labour Rights, Working Conditions and Recruitment

This issue relates to recommendation **136.193**, concerning stronger protection for migrant workers, with particular emphasis on improving labour rights and working conditions and preventing exploitation and abuse, and recommendation **136.194**, concerning stronger enforcement of regulations governing the fair and ethical employment of foreign workers and access to effective remedies. It is also relevant to the broader recommendation **136.84**, concerning continued efforts to promote a safe and healthy working environment.²¹

²¹ United Nations Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Jordan*, A/HRC/56/10 (March 15, 2024), recommendations 136.84, 136.193, and 136.194.

The assessment focuses on wages, working hours and written contracts; workers' ability to move between employers and sectors; regulation of recruitment agencies and recruitment fees; protection against exploitation and abuse; and the availability of effective remedies. The analysis also takes into account differences among domestic work, agriculture, the industrial sector and other sectors that rely on non-Jordanian workers.

Measures Taken

General Legal Framework

As a general rule, non-Jordanian workers are subject to the Labour Law provisions governing wages, working hours, overtime, leave, occupational safety and health, and termination of employment, unless they fall within categories regulated by specific legislation. Employment of a non-Jordanian worker also requires a work permit, and the employer is responsible for paying the applicable permit fee.²²

A written contract is an important means of establishing the nature of the work, the wage, the duration of employment and the rights agreed between the parties. However, the absence of a written contract does not negate the employment relationship where it can be established through other legally admissible means. Standardized contracts or approved contractual forms are used in a number of sectors, particularly domestic work and the recruitment of workers for certain industrial establishments.²³

During the reporting period, the Ministry of Labour continued to update the rules governing the issuance of work permits to non-Jordanian workers. The Ministry's comprehensive guide brings together the rules relating to recruitment, permit renewal, change of employer, movement between sectors, and work permits applicable to particular categories and occupations.²⁴

The Ministry of Labour also referred to the adoption of the **2025 Rules for Issuing Free Work Permits to Daily Workers**, which reduce a worker's dependence on a single employer by allowing eligible workers to work for more than one employer within the sector covered by the permit. It also referred to the **2024 Rules for Issuing Work Permits to Non-Jordanian Workers with Specialized Skills**, which introduced a framework for recognizing the skills of non-Jordanian workers.²⁵ These measures represent a positive development in expanding certain forms of labour-market flexibility and reducing dependency on a single employer.

Wages, Working Hours and Contracts

Applicable legislation guarantees workers covered by the Labour Law the right to receive wages when due and regulates working hours, weekly rest, overtime and leave. Establishments are also, as a general

²² Hashemite Kingdom of Jordan, *Labour Law No. 8 of 1996 and Its Amendments*, arts. 12, 35, 46, and 56–59.

²³ International Labour Organization, *Regulatory Framework Governing Migrant Workers in Jordan* (Beirut: ILO Regional Office for Arab States, 2024).

²⁴ Jordanian Ministry of Labour, *Comprehensive Guide to the Rules for Issuing Work Permits to Non-Jordanian Workers*, updated June 9, 2026.

²⁵ Jordanian Ministry of Labour, written comments on the civil society mid-term report, August 2026.

rule, subject to inspection for compliance with wage requirements, working conditions, and occupational safety and health standards.

Labour complaint data nevertheless indicate that delayed payment of wages remained a recurring issue in complaints submitted through the Hemayeh platform, suggesting a continuing gap between legal regulation and implementation in some cases. The published data do not provide sufficient detail to determine the scale of this problem among non-Jordanian workers by sector or nationality, or the value of wages recovered.

In this context, avenues for claiming unpaid wages are not limited to general complaints mechanisms. Article 54 of the Labour Law establishes the **Wages Authority**, which has jurisdiction over certain wage-related disputes. The Ministry of Labour emphasized that this mechanism should be recognized as one of the avenues of remedy available to workers.²⁶

For domestic workers, the Regulation governing Domestic Workers, Cooks, Gardeners and Similar Categories regulates wages, rest periods, leave and working conditions. It also permits a worker to leave employment immediately and claim his or her rights where the employer commits sexual or physical assault or a serious violation of the worker's fundamental rights. The Ministry of Labour further noted that the Regulation permits measures to be taken against a non-compliant household employer, including warning the employer, issuing a violation notice and preventing the employer from recruiting another worker or receiving a worker through transfer, in the circumstances specified in the Regulation.²⁷

Movement between Employers and Sectors

The linkage of certain work permits to a particular employer or sector can affect a worker's ability to leave an employment relationship involving exploitation or abuse. The legal and regulatory framework nevertheless provides a number of pathways through which workers may terminate or change an employment relationship.

Under **article 29 of the Labour Law**, a worker may leave employment without giving notice to the employer, while retaining his or her statutory rights, in specified circumstances. These include assault against the worker during or because of work, including certain forms of sexual assault and sexual harassment, subject to notifying the Ministry of Labour in accordance with the prescribed procedures.²⁸

The 2025 free work permit for daily workers constitutes an additional development because it allows an eligible worker to work for more than one employer within the relevant sector instead of being tied to a single employer.²⁹

²⁶ Hashemite Kingdom of Jordan, *Labour Law*, art. 54; Jordanian Ministry of Labour, written comments on the report, August 2026.

²⁷ Hashemite Kingdom of Jordan, *Regulation No. 90 of 2009 Regulating Domestic Workers, Cooks, Gardeners and Similar Categories*, as amended; Jordanian Ministry of Labour, written comments on the report, August 2026.

²⁸ Hashemite Kingdom of Jordan, *Labour Law*, art. 29; Jordanian Ministry of Labour, written comments on the report, August 2026.

²⁹ Jordanian Ministry of Labour, written comments on the report, August 2026.

With respect to female domestic workers, the Ministry of Interior clarified that it does not require a clearance from the first employer when a worker transfers to another employer once the previous employment contract has been duly terminated. It also stated that an employer's consent is not required for a worker wishing to leave Jordan and that departure does not require employer approval unless there is an enforceable judicial travel ban.³⁰

These measures indicate that the legal framework provides circumstances in which a worker may terminate an employment relationship or transfer without the employer's consent. Their practical effectiveness, however, depends on how accessible and timely these pathways are and may vary according to the type of work, permit, nationality and sector.

Published data are not regularly available on the number of workers who have relied on article 29, free work permits, or transfer procedures in situations involving abuse, nor on the time required to complete a transfer or the reasons for rejected applications. It is therefore difficult to assess whether these mechanisms provide a sufficiently rapid and effective alternative to remaining in an abusive employment relationship.

Regulation of Recruitment Agencies and Recruitment Fees

Agencies recruiting and employing non-Jordanian domestic workers are subject to a specific licensing and oversight regime. The Ministry of Labour indicated that Regulation No. 63 of 2020 governing offices recruiting non-Jordanian domestic workers establishes requirements concerning dealings with licensed entities in countries of origin and the regulation of relations with those entities. It also provides for sanctions and other measures against non-compliant agencies.³¹

The Ministry also referred to Ministerial Decision No. 2/2022, which set the cost of recruitment and transfer of domestic workers. Together, these measures provide a legal and regulatory framework governing recruitment costs and the responsibilities of recruitment agencies and employers.³²

Rules therefore exist to regulate recruitment costs and the operation of recruitment agencies. The remaining issue is the extent to which the framework ensures that workers themselves do not bear recruitment and employment fees, directly or indirectly, particularly payments made to intermediaries or other actors in countries of origin before arrival in Jordan. Sufficient published data are not available on the scale of such payments, the number of related complaints, or amounts reimbursed to workers.

This issue remains directly relevant to recommendation 136.194 on the fair and ethical employment of foreign workers. Regulation of the costs borne by the employer or recruitment agency is not sufficient if workers in practice continue to incur additional costs at other stages of the recruitment chain.

³⁰ Jordanian Ministry of Interior, written response concerning the civil society mid-term report on the implementation of UPR recommendations concerning refugees and non-Jordanian workers, August 31, 2026.

³¹ Hashemite Kingdom of Jordan, *Regulation No. 63 of 2020 Regulating Offices Recruiting Non-Jordanian Domestic Workers*, art. 12; Jordanian Ministry of Labour, written comments on the report, August 2026.

³² Jordanian Ministry of Labour, Ministerial Decision No. 2/2022 concerning the cost of recruitment and transfer of domestic workers; Jordanian Ministry of Labour, written comments on the report, August 2026.

Protection against Exploitation and Forced Labour

Several pathways exist for addressing the exploitation of migrant workers, beginning with labour inspection and complaints mechanisms and, where indicators of trafficking or serious exploitation are present, potentially extending to the National Referral Mechanism and the Anti-Human Trafficking Law.

Article 77(b) of the Labour Law contains a provision addressing forced or compulsory labour and prescribes a penalty for violations. The existing legal framework therefore expressly addresses forced labour within labour legislation.

However, addressing forced labour within the Labour Law places it, as a matter of legal structure, within the framework of labour offences. Given the seriousness of forced labour and its interference with personal liberty and autonomy, protection could be strengthened by expressly criminalizing forced labour as a standalone offence under the Penal Code or an equivalent criminal-law framework, particularly where coercion or compelled labour or services can be established but all elements of trafficking in persons are not present. Such reform would help bridge the gap between a labour offence and the offence of trafficking in persons and ensure that the legal characterization and penalty reflect the gravity of the conduct. Sufficient published data are also unavailable on the application of article 77(b) in cases involving migrant workers, including the sanctions imposed and remedies obtained.

At the same time, article 12(b) of the Anti-Human Trafficking Law continues to make certain forms of protection and assistance for victims subject to the qualification “where possible.” IRCKHF has proposed removing this discretionary language and guaranteeing interpretation, legal assistance, temporary residence and protection, as well as ensuring that victims are not penalized for work or residency violations directly resulting from their exploitation and that removal is suspended during relevant proceedings. These remain reform proposals and have not been enacted as legislative amendments.³³

Judicial decisions also assist in interpreting forms of coercion and abuse of vulnerability. In **Criminal Case No. 2366/2023**, the Court of Cassation held that the use of promissory notes, threats, detention of victims and exploitation of their vulnerability could constitute forms of psychological coercion for the purposes of trafficking in persons.³⁴

Similarly, **Criminal Case No. 2578/2023** highlighted the importance of carefully investigating recruitment, deception and abuse of vulnerability and of not relying solely on apparent consent or the existence of financial payment when assessing the elements of trafficking in persons.³⁵

These judgments underscore the importance of ensuring that labour inspectors and investigators are able to distinguish ordinary labour disputes from situations that may involve forced labour or trafficking in persons, including indicators such as debt, recruitment fees, retention of documents, threats, restrictions on freedom of movement, exploitation of residency status, and a worker’s practical inability to leave employment.

³³ IRCKHF, *Strengthening the Protection of Migrant Workers and Victims of Trafficking*, 4–5, 10, 13–14.

³⁴ Jordanian Court of Cassation, Criminal Case No. 2366/2023, October 8, 2023.

³⁵ Jordanian Court of Cassation, Criminal Case No. 2578/2023, October 26, 2023.

Access to Remedies

Workers may pursue wage and labour-rights claims through the Ministry of Labour, the Wages Authority and the competent courts. Additional avenues of protection and compensation may also be available where a worker is identified as a victim of trafficking in persons.

The effectiveness of a remedy, however, cannot be assessed solely by the existence of a legal avenue. It also depends on the duration of proceedings, availability of interpretation and legal assistance, the worker's ability to remain lawfully in Jordan, continuity of income, capacity to prove the terms and conditions of employment, and enforcement of the resulting judgment or settlement.

The Ministry of Labour has also indicated that quarterly and annual reports issued by inspection directorates, inspection sections and joint committees contain information on inspections of recruitment agencies and measures taken against them, as well as some data relating to compensation for occupational injuries.³⁶ These reports provide an additional source for assessing enforcement, although more disaggregated data remain necessary to identify outcomes relating specifically to non-Jordanian workers.

Assessment

Partially implemented.

The legislation and information reviewed indicate the existence of a legal and regulatory framework containing several mechanisms for protecting non-Jordanian workers. These include statutory grounds for terminating an employment relationship, the free work permit for daily workers that reduces dependency on a single employer, specific rules for non-Jordanian workers with specialized skills, regulation of recruitment agencies and recruitment costs, and a specialized authority with jurisdiction over wage claims.

Article 77(b) of the Labour Law also contains a provision addressing forced or compulsory labour and provides for a penalty in cases of violation.

Nevertheless, the available evidence remains insufficient to demonstrate full implementation of recommendations **136.193** and **136.194**. The existence of legal and regulatory mechanisms does not, by itself, establish how easily migrant workers can use them or their practical impact in reducing exploitation. Disaggregated data remain limited in relation to wages, working hours, transfers, recruitment fees, application of forced-labour provisions, and the implementation of remedies.

The options available to workers also continue to vary according to permit type, sector and nationality. Although rules regulate recruitment costs, there is insufficient evidence to demonstrate that workers are effectively protected from bearing all employment and recruitment-related fees and costs throughout the recruitment chain, particularly in countries of origin.

³⁶ Jordanian Ministry of Labour, written comments on the report, August 2026.

Remaining Gaps

- **Limited data on the use of transfer mechanisms:** Legal and regulatory rules permit termination or transfer in certain circumstances, but published data do not indicate the number of beneficiaries, the duration of procedures, approval and rejection rates, or the extent to which these mechanisms are used in cases of abuse and exploitation.
- **Need to assess the impact of more flexible work permits:** The free work permit for daily workers is a positive development, but sufficient data are not yet available on the number of beneficiaries or its impact on reducing worker dependency on a single employer and improving working conditions.
- **Continuing risks associated with recruitment fees:** Despite the existence of official regulation of recruitment costs, there is insufficient data to demonstrate that workers are not bearing additional fees or costs directly or indirectly, particularly through intermediaries in countries of origin.
- **Need for data on the application of article 77(b):** The inclusion of a forced or compulsory labour provision in the Labour Law is an important safeguard, but published information is insufficient to assess its application to migrant workers, the number of violations identified, sanctions imposed, and resulting remedies.
- **Uneven protection across sectors:** Risks and oversight mechanisms differ across domestic work, agriculture, industry and other sectors, requiring protection and inspection tools tailored to the characteristics of each sector.
- **Limited data on the effectiveness of remedies:** Despite the availability of several avenues for claiming rights, sufficiently disaggregated information is not available on processing times, the value of wages and compensation recovered, and enforcement of judgments and settlements for non-Jordanian workers.

4.3 Labour Inspection and Social Protection

This issue relates to the broader recommendations **136.83** and **136.85**, concerning increased labour inspection visits to ensure the protection of workers and their rights, and recommendation **136.91**, concerning the expansion of social protection coverage to include the most vulnerable groups. These recommendations do not expressly refer to migrant workers, but rather to workers or vulnerable groups more generally. They are addressed in this report because of their direct relevance to non-Jordanian workers, particularly those employed in domestic work, agriculture, construction, the garment sector and the Qualified Industrial Zones.³⁷

³⁷ United Nations Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Jordan*, A/HRC/56/10 (March 15, 2024), recommendations 136.83, 136.85, and 136.91.

Measures Taken

Labour Inspection Coverage

The Ministry of Labour's Inspection Directorate is responsible for monitoring compliance with the Labour Law and the regulations and instructions issued pursuant to it, including provisions relating to wages, working hours, work permits, occupational safety and health, child labour, and certain indicators of trafficking in persons. The Occupational Safety and Health Directorate also conducts workplace inspections to identify sources of risk and reduce occupational injuries and diseases.³⁸

The Ministry of Labour publishes periodic reports on inspection activities. The Ministry has indicated that the Central Inspection Directorate, inspection directorates and sections, and joint committees issue quarterly, semi-annual and annual reports containing information on inspection visits, complaints, occupational safety and health, domestic workers, and other areas of inspection.³⁹ These reports constitute an important source for assessing inspection activities. However, there remains a need for greater disaggregation of the data so that the impact of inspection on non-Jordanian workers can be assessed independently.

The Ministry also referred to the launch of the Labour Market Information System, aimed at establishing a unified database of indicators and information concerning the Jordanian labour market. The existence of these reports and the information system represents a positive development in data collection and publication. Nevertheless, it remains important to distinguish between the existence of data and the level at which such data are disaggregated and made available so as to allow assessment of the impact of inspection specifically on non-Jordanian workers by nationality, gender, sector, type of violation and outcome.⁴⁰

Official information indicates that substantial numbers of inspection visits and campaigns continue to be carried out. With respect to non-Jordanian workers, some publicly announced campaigns focus on verifying the legality of work permits, the authorized employer, sector and occupation, identifying irregular employment, and taking the prescribed legal measures.⁴¹

Regulating the labour market and enforcing work-permit requirements form part of the Ministry of Labour's mandate. However, assessing labour inspection from a workers' rights perspective also requires examining the extent to which inspections verify wages, working hours, occupational safety and health, accommodation where relevant, retention of documents, indicators of forced labour and exploitation, and the extent to which workers' rights are recovered as a result of inspection interventions.

³⁸ Jordanian Ministry of Labour, *Labour Management Guidelines* (Amman: Ministry of Labour, 2026), sec. 7.2.1.

³⁹ Jordanian Ministry of Labour, written comments on the civil society mid-term report, August 2026.

⁴⁰ Jordanian Ministry of Labour, "Al-Bakkar: The Ministry Has Completed the Pilot Version of the Labour Market Information System in Preparation for Its Launch at the End of 2025," July 15, 2025; Jordanian Ministry of Labour, written comments on the report, August 2026.

⁴¹ Jordanian Ministry of Labour, statements concerning inspection campaigns relating to irregular non-Jordanian labour, 2024–2026.

Inspection in Sectors with High Concentrations of Migrant Workers

Additional or sector-specific arrangements exist in certain sectors employing large numbers of migrant workers. In the garment sector and the Qualified Industrial Zones, **Better Work Jordan** continues to operate alongside government inspection and the “Golden List” programme, providing additional layers of oversight relating to wages, working hours, occupational safety and health, and certain accommodation conditions in participating establishments.

Domestic work presents particular inspection challenges because the work is performed inside private homes. The Ministry of Labour monitors recruitment and employment agencies for domestic workers, while the anti-trafficking framework also includes inspection and referral procedures where indicators of exploitation or trafficking are identified.⁴²

The Ministry of Labour has also indicated that the periodic reports issued by inspection directorates, inspection sections and joint committees include information on visits to recruitment agencies and measures taken against non-compliant agencies.⁴³ These data provide an important basis for assessing oversight of recruitment agencies, although further analysis is needed to identify the types of violations, their outcomes, and the extent to which domestic workers benefit from the measures taken.

In the agricultural sector, the Ministry of Labour referred to Agricultural Workers Regulation No. 19 of 2021, as amended, the 2021 Instructions on Inspection Procedures for Agricultural Activities, and the 2021 Instructions on Occupational Safety and Health Conditions and Measures in Agricultural Workplaces. The Ministry further indicated that, in addition to routine inspection visits, quarterly sector-wide inspection campaigns are carried out in agriculture.⁴⁴

These regulatory frameworks and inspection campaigns represent an important development in strengthening oversight of working conditions in the agricultural sector. Nevertheless, the mobile, seasonal and daily nature of some agricultural work, together with the geographic dispersion of workplaces, may make it more difficult to reach all workers and monitor their conditions than in fixed establishments.

Occupational Safety and Health

The Labour Law and related legislation establish a framework for occupational safety and health. The Ministry of Labour monitors establishments’ compliance with preventive measures, investigates accidents, and seeks to reduce occupational injuries and diseases. The Ministry also organizes national awareness-raising activities on occupational safety and health.⁴⁵

⁴² Jordanian Ministry of Labour, “Human Trafficking Section,” last updated July 16, 2026.

⁴³ Jordanian Ministry of Labour, written comments on the report, August 2026.

⁴⁴ Hashemite Kingdom of Jordan, *Agricultural Workers Regulation No. 19 of 2021*, as amended; Jordanian Ministry of Labour, *Instructions on Inspection Procedures for Agricultural Activities* (2021); Jordanian Ministry of Labour, *Instructions on Occupational Safety and Health Conditions and Measures in Agricultural Workplaces* (2021); Jordanian Ministry of Labour, written comments on the report, August 2026.

⁴⁵ Jordanian Ministry of Labour, “National Weeks for Occupational Safety and Health,” accessed July 23, 2026.

The Social Security Law provides for work injury insurance and recognizes sector-specific occupational risks. This includes the classification of certain diseases resulting from pesticide exposure as occupational diseases associated with agricultural work.⁴⁶

The Ministry of Labour has also indicated that the quarterly and annual reports issued by inspection directorates, inspection sections and joint committees contain data relating to compensation for occupational injuries.⁴⁷ These data are important for assessing protection outcomes associated with work-related injuries. Their usefulness for assessing the situation of migrant workers, however, would be enhanced by publication in disaggregated form, including nationality, gender, sector, type of injury, and the outcome of the claim or compensation process.

Access to Social Security

As a general rule, the Social Security Law provides for compulsory coverage of the categories falling within its scope without limiting such coverage to Jordanian nationals. Non-Jordanian workers who are covered are therefore entitled to the rights and benefits provided under the applicable insurance schemes, subject to contribution periods and the other legal requirements governing entitlement.⁴⁸ Eligibility for certain benefits, including old-age pensions and lump-sum payments, is also subject to the conditions and qualifying periods specified in the Law.

The scope of protection nevertheless varies according to the nature of the employment relationship, sector and category of worker. Voluntary coverage under old-age, disability and death insurance pursuant to article 7 of the Social Security Law is limited to the Jordanian categories specified in that provision. A non-Jordanian worker who falls outside compulsory coverage therefore cannot, on the same basis available to Jordanians, compensate for periods without contributions through voluntary coverage.⁴⁹

With respect to agricultural workers, article 20 of Agricultural Workers Regulation No. 19 of 2021 requires agricultural employers to enrol their workers in the insurance schemes applicable to them under the Social Security Law.⁵⁰ The Ministry of Labour has also reported that the number of agricultural workers covered by social security increased from approximately **5,988 workers at the end of 2020 to 18,761 as of 31 January 2025**, reflecting a substantial expansion in registration.⁵¹

This development does not, however, mean that workers in agricultural holdings are covered by all branches of social security. Article 59(d)(1) of the Social Security Law provides that workers in agricultural holdings are covered by **work injury and maternity insurance** pending a decision by the Council of Ministers, based on a recommendation from the Board of Directors of the Social Security Corporation, to extend coverage to all insurance branches, with the decision specifying the date on

⁴⁶ Hashemite Kingdom of Jordan, *Social Security Law No. 1 of 2014 and Its Amendments*, Schedule of Occupational Diseases, item 38.

⁴⁷ Jordanian Ministry of Labour, written comments on the report, August 2026.

⁴⁸ Hashemite Kingdom of Jordan, *Social Security Law No. 1 of 2014 and Its Amendments*, arts. 4, 6, 61–62, and 104.

⁴⁹ Hashemite Kingdom of Jordan, *Social Security Law*, art. 7.

⁵⁰ Hashemite Kingdom of Jordan, *Agricultural Workers Regulation No. 19 of 2021*, art. 20.

⁵¹ Jordanian Ministry of Labour, “Increase in the Number of Agricultural Workers Covered by Social Security to 18,761 Workers,” March 2, 2025.

which full coverage takes effect.⁵² Accordingly, current coverage does not generally extend to old-age, disability and death insurance, including long-term pension protection, unless and until the legally prescribed decision on full coverage is issued.

This distinction is important: the obligation to enrol agricultural workers in the insurance schemes legally applicable to them is not the same as coverage under all branches of social security. Under the current legislative framework, an employer's obligation to register an agricultural worker does not automatically entitle that worker to old-age, disability and death insurance. The scope of protection remains limited to the insurance branches that the law currently applies to workers in agricultural holdings until a decision on full coverage is adopted.

This gap is particularly relevant to migrant agricultural workers, given the seasonal and daily nature of much agricultural employment and the movement of workers between employers or workplaces. The absence of general coverage under old-age, disability and death insurance leaves this group without long-term pension protection comparable to that available to workers covered by all branches of social security, notwithstanding their coverage under work injury insurance and, where the relevant conditions apply, maternity insurance.

With respect to domestic workers, the Social Security Law does not provide for their automatic inclusion in all insurance branches. Article 4(c) permits the application of social security insurance to this category by a decision of the Council of Ministers based on a recommendation from the Board of Directors of the Social Security Corporation, with the details to be regulated through the relevant implementing regulations.⁵³ The sources reviewed did not provide sufficient quantitative data to determine the number of domestic workers actually covered, the insurance branches from which they benefit, or the level of compliance with registration requirements.

Assessment

Partially implemented.

Jordan has an established system of labour inspection and occupational safety and health oversight, and the Ministry of Labour publishes quarterly, semi-annual and annual reports covering inspection activities, complaints, occupational safety and health, and domestic workers. Additional sector-specific arrangements also exist in the garment industry and the Qualified Industrial Zones, alongside specialized mechanisms for responding to indicators of trafficking in persons and monitoring recruitment agencies for domestic workers, as well as specific instructions, procedures and inspection campaigns in the agricultural sector.

As a general rule, the Social Security Law covers non-Jordanian workers where the conditions for compulsory coverage are met. In relation to workers in agricultural holdings, the obligation on employers to enrol them in the applicable social insurance schemes, together with the significant increase in the number registered, represents a positive development. However, the scope of protection applicable to

⁵² Hashemite Kingdom of Jordan, *Social Security Law*, art. 59(d)(1), as amended by Law No. 11 of 2023.

⁵³ Hashemite Kingdom of Jordan, *Social Security Law*, art. 4(c), as amended by Law No. 11 of 2023.

this group remains incomplete: general coverage currently extends only to work injury and maternity insurance pending the decision envisaged under the Social Security Law to extend coverage to all insurance branches, including old-age, disability and death insurance.

Nevertheless, the available published data do not allow a full assessment of the adequacy of inspection coverage in sectors where migrant workers are concentrated or of the extent to which inspection results in recovery of rights and improved working conditions. Although the Ministry of Labour has confirmed the existence of periodic data and reports covering inspection visits, complaints, recruitment agencies and occupational injuries, greater disaggregation by nationality, gender, sector, type of violation and outcome is still required in order to assess independently the impact of these measures on non-Jordanian workers.

Some publicly announced campaigns concerning non-Jordanian workers also focus on work permits and workers' administrative status. Such enforcement is a legitimate component of labour-market regulation. However, effective rights-based inspection requires a continued balance between enforcement of permit requirements and oversight of wages, working hours, occupational safety and health, document retention, accommodation where relevant, and indicators of forced labour and exploitation.

Social protection also remains incomplete for certain groups. Workers in agricultural holdings are not yet generally covered by old-age, disability and death insurance, despite being covered by the insurance branches currently applicable to them, and sufficient data are unavailable to assess the actual level of coverage of domestic workers. The daily or seasonal nature of employment and irregularity of employment relationships may also affect some workers' ability to benefit continuously from social protection.

Remaining Gaps

- **Need for greater disaggregation of inspection data:** The Ministry of Labour publishes periodic information on inspection activities, but assessing their impact on migrant workers requires more detailed data by nationality, gender, sector and type of violation, as well as the number of workers benefiting, rights recovered and outcomes of measures taken.
- **Balancing permit enforcement with protection of rights:** Monitoring work permits and workers' legal status forms part of the inspection mandate. However, inspection campaigns should also systematically address wages, working hours, occupational safety and health, document retention, working and accommodation conditions, and indicators of forced labour and exploitation.
- **Challenges in reaching certain sectors:** Despite specific inspection instructions and campaigns in agriculture and oversight of domestic-worker recruitment agencies, work performed inside private homes and the dispersed and seasonal nature of agricultural employment make direct inspection more complex, requiring strengthened alternative inspection methods and safe and confidential complaints mechanisms.

- **Incomplete social protection for agricultural workers:** Although employers are required to register agricultural workers in the insurance branches applicable to them, general coverage remains limited to work injury and maternity insurance and does not extend generally to old-age, disability and death insurance. Long-term pension protection therefore remains incomplete.
- **Need for data on the practical application of social security coverage:** Sufficiently disaggregated published data are not available on the number of non-Jordanian workers covered by nationality, gender and sector, or on their access to work injury, maternity, pension and compensation benefits. Sufficient data are also unavailable to assess the actual level of coverage of domestic workers.

4.4 Discrimination and Collective Representation

This issue relates to recommendation **136.195**, concerning the establishment of mechanisms necessary to improve access to the labour market and strengthen migrant workers' right to collective bargaining, and recommendation **136.196**, concerning the criminalization of discrimination by law enforcement officials and public officials against migrants and refugees. Both recommendations directly concern migrants and migrant workers and are therefore assessed against the implementation framework applicable to recommendations supported by Jordan.⁵⁴

Measures Taken

Discrimination in Employment and Work

The employment of non-Jordanian workers is governed by a regulatory framework that differs from that applicable to Jordanian workers. Non-Jordanian workers are required to obtain work permits, while legislation and administrative decisions determine the occupations and sectors in which they may work. Certain types of permits are also tied to a particular employer or sector.

Not every distinction based on nationality necessarily constitutes prohibited discrimination, as some distinctions may relate to the regulation of the labour market and migration. Nevertheless, the impact of such rules on access to employment, wages, freedom of movement, protection and collective representation remains relevant to the assessment of migrant workers' rights.

The Labour Law does not establish a comprehensive general framework prohibiting discrimination in employment and occupation on all relevant grounds, including nationality or national origin, nor does it clearly set out a dedicated complaints mechanism, rules on the burden of proof, remedies and compensation. General constitutional and legislative provisions concerning equality and protection against abuse of authority do exist, but they do not constitute a specialized framework for addressing discrimination that migrant workers may face.

Certain employment conditions, permit arrangements and facilities also vary according to nationality, sector and permit type. During the reporting period, measures were adopted to increase flexibility for

⁵⁴ United Nations Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Jordan*, recommendations 136.195 and 136.196.

specific categories, including the abolition of the exit and re-entry permit previously applicable to Egyptian workers and the introduction of free work permits for certain daily workers. These constitute positive developments for the groups concerned, although different regulatory frameworks continue to apply to non-Jordanian workers depending on legal status, sector and nationality.

Sufficiently disaggregated published data are not available on complaints by non-Jordanian workers alleging discrimination in employment, wages, transfers or workplace treatment, nor on the outcomes of investigations, compensation awarded or other remedies provided.

Discrimination by Public Officials and Law Enforcement Authorities

In its response to the report, the Ministry of Interior stated that the work of the Ministry and its affiliated bodies in relation to foreigners, migrants and refugees is carried out in accordance with applicable legislation and the principles of equality and non-discrimination. It also indicated that the performance of administrative governors and public officials is subject to oversight and follow-up, and that any abuse of authority, misuse of powers or unlawful treatment may give rise to accountability measures under the relevant legal and administrative rules. The Ministry further emphasized the importance of observing legal and humanitarian safeguards when taking measures affecting foreigners and refugees.⁵⁵

These safeguards and accountability mechanisms are important elements of protection against abuse of authority. General avenues for complaint and appeal also exist, including judicial review of administrative decisions and, depending on the nature of the allegation, recourse to oversight and judicial bodies and the National Centre for Human Rights.

Recommendation 136.196, however, is more specific. It calls for the **criminalization** of discrimination by law enforcement officials and public officials against migrants and refugees. Based on the legislation and information reviewed, no post-UPR legislative provision was identified that specifically defines such discrimination as a criminal offence and sets out its elements and applicable penalty.

A distinction must therefore be maintained between, on the one hand, general equality safeguards and mechanisms for accountability for abuse of authority, as confirmed by the Ministry of Interior, and, on the other, the specific legislative element required by recommendation 136.196, namely the criminalization of discrimination against migrants and refugees by public officials and law enforcement authorities. The existence of the former does not remove the need to assess implementation of the latter.

No sufficiently disaggregated published data were identified on complaints submitted by migrants or refugees alleging discrimination by public officials or law enforcement authorities, including the nature of the allegations, outcomes of investigations, disciplinary or criminal measures, compensation or other forms of remedy.

⁵⁵ Jordanian Ministry of Interior, official written response concerning the civil society mid-term report on the implementation of UPR recommendations relating to refugees and non-Jordanian workers, August 31, 2026.

Trade Union Membership and Representation

As a general rule, the existing legal framework allows non-Jordanian workers to join existing trade unions covering the sector or activity in which they work. However, equality in trade union rights remains incomplete, as legal restrictions continue to apply to the participation of non-Jordanian workers in establishing trade unions and holding leadership or management positions within them.⁵⁶

The Ministry of Labour clarified that Decision No. 45/2022 concerning the classification of industries and economic activities in which workers may establish trade unions representing them includes domestic workers and agricultural workers. Under this classification, domestic workers fall within the scope of the General Trade Union of Workers in Public Services, Liberal Professions, Communications and Information Technology, while agricultural workers fall within the scope of the General Trade Union of Workers in Water, Agriculture and Food Industries.⁵⁷

It would therefore be inaccurate to characterize domestic or agricultural workers as being entirely outside the trade union framework. The regulatory framework allows them to join unions whose scope covers their activity. This does not, however, resolve the question of their actual ability to participate in representation, trade union decision-making and collective bargaining, nor does it remove the general legal restrictions affecting non-Jordanian workers in relation to establishing and leading trade unions.

In this context, the ILO Committee of Experts has continued to raise concerns regarding restrictions on the organization and collective bargaining rights of foreign workers and has called on Jordan to take measures to strengthen their effective enjoyment of freedom of association and collective bargaining rights.⁵⁸

Published and disaggregated data are not available on the number of non-Jordanian workers who are trade union members by nationality, gender and sector, including the number of domestic and agricultural workers who are actually members of the unions covering their activities, or on the extent of their participation in meetings, elections and the formulation of trade union demands.

Collective Bargaining

The Labour Law regulates collective agreements and the settlement of collective labour disputes. The competent bodies within the Ministry of Labour are responsible for following up on disputes and negotiations and for registering collective agreements. The Ministry reported that a number of collective labour agreements had been signed since the beginning of 2024 and that it had dealt with a number of collective labour disputes during the reporting period.⁵⁹

⁵⁶ Hashemite Kingdom of Jordan, *Labour Law*, art. 98; International Labour Organization, Committee of Experts on the Application of Conventions and Recommendations, observations concerning the application of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), Jordan.

⁵⁷ Jordanian Ministry of Labour, Decision No. 45/2022 concerning the classification of industries and economic activities in which workers may establish trade unions representing them, issued pursuant to art. 98(d) of the Labour Law; Jordanian Ministry of Labour, written comments on the civil society mid-term report, August 2026.

⁵⁸ International Labour Organization, Committee of Experts on the Application of Conventions and Recommendations, *Observation on the Right to Organise and Collective Bargaining Convention, 1949 (No. 98): Jordan*, adopted 2025.

⁵⁹ Jordanian Ministry of Labour, "Eight Collective Labour Agreements Signed since the Beginning of 2024"; Jordanian Ministry of Labour, "Ministry Dealt with 35 Collective Labour Disputes in 2024."

There are practical examples of migrant workers benefiting from collective arrangements, particularly in the garment sector, which employs large numbers of non-Jordanian workers. This sector provides an important example of how the outcomes of collective bargaining may extend to migrant workers.

The existence of a legal framework for collective agreements, or a worker's inclusion within the scope of an existing union, does not necessarily mean that the worker has an equal ability to influence the bargaining process. Restrictions relating to trade union leadership, limited data on migrant worker participation, and the fact that sectoral bargaining models do not extend to the same degree to domestic work, agriculture and construction limit the extent to which collective bargaining rights can be regarded as equally realized for all migrant workers.

The ILO Committee of Experts has also referred to the limited extent of effective collective bargaining in several sectors and requested information on collective agreements and the extent to which foreign workers are covered by them, while calling for stronger collective bargaining in sectors with high concentrations of migrant workers.⁶⁰

Complaints and Accountability

Migrant workers may use labour complaints mechanisms and resort to the courts depending on the nature of the dispute. General mechanisms also exist for complaints concerning the conduct of public officials and administrative decisions. The Ministry of Interior has confirmed that oversight and accountability mechanisms apply where abuse of authority or violations of legal rules are established.

The review did not, however, identify an independent and specialized mechanism specifically tasked with examining allegations of discrimination against migrants and refugees by public officials or law enforcement authorities and providing, in an integrated manner, linguistically accessible procedures, clear standards for investigation and proof, and publicly available information on outcomes and remedies.

Nor are there data systematically linking the nature of the allegation, the complainant's nationality, the authority complained against, the outcome of the investigation, disciplinary or criminal measures, and the compensation or other remedy received by the affected person. The absence of such data limits the ability to assess the effectiveness of accountability mechanisms in preventing and addressing discrimination.

Assessment

Recommendation 136.195: Partially implemented.

Legal and institutional mechanisms exist that allow non-Jordanian workers to join existing trade unions. The applicable trade union classification also covers domestic work and agriculture, and there is a system governing collective agreements and the settlement of collective labour disputes, with practical examples of migrant workers benefiting from collective agreements, particularly in the garment sector.

⁶⁰ International Labour Organization, Committee of Experts on the Application of Conventions and Recommendations, observations on collective bargaining in Jordan, adopted 2024 and 2025.

However, non-Jordanian workers do not yet enjoy fully equal trade union rights, particularly with regard to establishing trade unions and holding leadership positions. Sufficient data are also unavailable on their actual participation in collective bargaining outside a limited number of sectors or on the extent to which domestic and agricultural workers benefit in practice from the trade union representation available to them under the existing classification. Implementation of the collective bargaining element of recommendation 136.195 therefore remains partial.

Recommendation 136.196: Not implemented with respect to its specific legislative element.

The review takes into account the Ministry of Interior's confirmation that general principles of equality and non-discrimination exist, together with oversight and accountability mechanisms addressing abuse of authority or violations of the law. These safeguards are important elements in protecting migrants and refugees.

However, recommendation 136.196 specifically calls for the **criminalization** of discrimination by law enforcement officials and public officials against migrants and refugees. No legislative provision implementing this specific element was identified as having been adopted by the date of the report. The existence of general equality and accountability rules, while important, is therefore insufficient to regard the specific legislative requirement of the recommendation as implemented.

Remaining Gaps

- **Continuing restrictions on equal trade union participation:** Non-Jordanian workers may join unions whose scope covers their activity, including domestic and agricultural workers, but restrictions relating to union establishment and leadership continue to limit equal participation in decision-making and representation.
- **Limited evidence of effective collective bargaining:** Collective agreements benefiting migrant workers do exist, particularly in the garment sector, but the available data are insufficient to demonstrate widespread effective collective bargaining in other sectors employing significant numbers of migrant workers.
- **Absence of the specific criminalization required by recommendation 136.196:** General equality safeguards and accountability mechanisms exist, but no provision was identified that specifically defines and criminalizes discrimination against migrants and refugees by law enforcement officials and public officials.
- **Lack of disaggregated data on discrimination and accountability:** Sufficient published data are not available on discrimination complaints lodged by migrants and refugees against public authorities, or on the outcomes of investigations, disciplinary or criminal measures, and compensation.
- **Need to measure actual trade union participation:** Data are not available on the number of migrant workers who are members of trade unions, including domestic and agricultural workers, or on their participation in elections, trade union activities, the formulation of demands and collective bargaining.

- **Different regulatory frameworks by nationality and sector:** Conditions governing labour-market access, permits, transfers and available occupations continue to vary according to sector, nationality and permit type, warranting periodic assessment of their necessity, proportionality and practical impact on equality of employment opportunities and protection.

5. Assessment Table for Recommendations Relating to Migrant Workers

The following table summarizes progress made in implementing the direct recommendations supported by Jordan concerning migrant workers, based on the legal, administrative and institutional measures identified through the desk review, consultations and written information received from government entities. Broader recommendations relating to labour inspection, social protection and the working environment are addressed within the thematic analysis and are therefore not assigned separate rows in the table.

Recommendation	Measures identified through the review	Status	Main gap	Proposed action
136.4 Ensure that workers, including migrant workers, enjoy their rights and are able to access the competent authorities to lodge complaints and grievances against employers	Continued operation of the Hemayeh platform as a free mechanism available to Jordanian and non-Jordanian workers; availability of complaint submission in multiple languages and ongoing efforts to expand translation; settlement of a significant number of complaints and referral to the courts of claims falling outside the Ministry's jurisdiction; protection against dismissal or disciplinary action for filing a complaint under article 24 of the Labour Law; additional avenues for claiming rights, including the Wages Authority and the competent courts	Partially implemented	Published data remain insufficient to assess independently the outcomes of complaints submitted by non-Jordanian workers, including processing times, rights recovered, outcomes of judicial referrals, and enforcement of judgments and settlements. There is also insufficient information on the practical application of protection against retaliation or on consequences relating to work permits and residency status while complaints are being pursued	Publish disaggregated data on complaints submitted by non-Jordanian workers and their outcomes; expand interpretation and legal assistance throughout all stages of complaint procedures and litigation; publish information on the application of protection against retaliation and on enforcement of judgments and settlements

Recommendation	Measures identified through the review	Status	Main gap	Proposed action
136.192 Strengthen efforts to eliminate violence and discrimination against migrant workers and ensure their access to justice, including by overcoming language barriers	Hemayeh and its multilingual services; referral pathways to the courts; the National Referral Mechanism for cases involving indicators of trafficking in persons; specialized labour inspectors and liaison officers; availability of certain forms of protection, interpretation and legal assistance under the anti-trafficking framework	Partially implemented	There is insufficient evidence that interpretation and legal assistance are institutionally guaranteed for all migrant workers throughout all stages of proceedings. Data also remain limited on cases of violence and discrimination, their outcomes and available remedies	Ensure interpretation and legal assistance, as needed, from the moment a complaint is submitted through enforcement of the final judgment; strengthen protection of complainants during proceedings; publish disaggregated data on violence and discrimination cases and their outcomes
136.193 Strengthen the protection of migrant workers, improve labour rights and working conditions, and prevent exploitation and abuse	Application of the general provisions of the Labour Law; continued labour inspection and complaints mechanisms; regulation of wages, working hours and contracts; updating of work-permit rules; adoption of the 2025 free work permit for daily workers, reducing dependence on a single employer; specific rules for non-Jordanian workers with specialized skills; statutory circumstances allowing workers to leave employment without notice under article 29; additional arrangements in the garment sector and industrial zones	Partially implemented	Protection and available pathways continue to vary by sector, nationality and permit type; limited data are available on the use and effectiveness of transfer mechanisms in situations of abuse and exploitation; challenges concerning wages and certain working conditions remain; published evidence on the practical impact of reforms is limited	Simplify and expedite transfer procedures in cases of abuse, non-payment of wages and exploitation; assess the impact of more flexible work permits; strengthen rights-based labour inspection; publish sector-specific and disaggregated data on working conditions and rights recovered

Recommendation	Measures identified through the review	Status	Main gap	Proposed action
136.194 Strengthen enforcement of regulations concerning the fair and ethical employment of foreign workers and ensure access to effective remedies	Licensing and oversight framework for agencies recruiting domestic workers; sanctions and measures against non-compliant agencies; regulation of relations with licensed entities in countries of origin; a decision setting the cost of recruitment and transfer of domestic workers; reports on inspections of recruitment agencies; complaints and remedy mechanisms	Partially implemented	Although recruitment costs are regulated, insufficient data are available to demonstrate that workers are not bearing direct or indirect fees or costs, particularly through intermediaries in countries of origin. Data also remain limited on complaints concerning fees, amounts reimbursed and sanctions imposed	Strengthen implementation of the principle that workers should not bear employment and recruitment costs; require agencies and employers to disclose all costs; strengthen cooperation with countries of origin; establish or strengthen fee-reimbursement mechanisms; publish data on violations, sanctions and amounts recovered
136.195 Establish the necessary mechanisms to improve access to the labour market and strengthen migrant workers' right to collective bargaining	Pathways for transfer between employers and sectors; free work permits for certain daily workers; ability of non-Jordanian workers to join existing trade unions; inclusion of domestic and agricultural workers within the approved trade union classification; collective agreements and dispute-settlement mechanisms; migrant workers benefiting from certain collective agreements, particularly in the garment sector	Partially implemented	Restrictions remain on the participation of non-Jordanian workers in establishing and leading trade unions; limited data are available on trade union membership and actual participation in collective bargaining; collective bargaining models do not extend to the same degree to sectors such as domestic work, agriculture and construction	Remove restrictions limiting equal trade union participation; strengthen migrant workers' effective participation in collective bargaining; expand collective agreements to sectors with high concentrations of migrant workers; publish data on membership, representation and participation
136.196 Criminalize discrimination by law enforcement officials and public officials	General constitutional and legislative principles of equality and non-discrimination; general	Not implemented with respect to its specific	No legislative provision was identified that specifically defines and criminalizes	Adopt clear legislation specifically criminalizing official discrimination against migrants and

Recommendation	Measures identified through the review	Status	Main gap	Proposed action
against migrants and refugees	mechanisms for oversight, accountability and judicial review; the Ministry of Interior confirmed that the conduct of officials and administrative governors is subject to oversight and that abuse of authority or unlawful treatment may result in accountability measures	legislative element	discrimination by law enforcement officials or public officials against migrants and refugees. Nor are there disaggregated data on complaints, investigations, sanctions and compensation in this area	refugees; provide an independent and linguistically accessible complaints mechanism; publish data on investigations, accountability measures, sanctions and compensation

The table indicates that most recommendations relating to migrant workers have seen **partial progress** at the legal, administrative and institutional levels. The available information points to a range of measures and safeguards relating to protection against retaliation, avenues for wage claims, movement between employers, more flexible work permits, regulation of recruitment, labour inspection and trade union representation.

The assessment, however, does not rely solely on the existence of a measure. It also considers the extent to which that measure is implemented, accessible and capable of producing practical outcomes. The principal cross-cutting limitations remain the lack of sufficiently disaggregated data on non-Jordanian workers, limited published information on the outcomes of complaints, inspection and litigation, differences in protection across sectors, nationalities and permit types, and the incomplete realization of equal trade union participation and collective bargaining.

With respect to recommendation **136.196**, information provided by the Ministry of Interior confirms the existence of general safeguards and mechanisms relating to equality, oversight and accountability. These measures, however, do not satisfy the specific legislative element of the recommendation, namely the criminalization of discrimination by law enforcement officials and public officials against migrants and refugees. The report therefore assesses this element as **not implemented** as of the date of reporting.

Section Two: Refugees

6. Overview of Relevant Recommendations

This section examines recommendations from Jordan's fourth-cycle Universal Periodic Review that are directly related to the protection of refugees and asylum-seekers, non-discrimination, access to education and public services, livelihoods, and certain aspects of protection against statelessness.

The analysis distinguishes between recommendations supported by Jordan and those that it noted. Jordan supported recommendation **136.196**, concerning the criminalization of discrimination by law enforcement officials and public officials against migrants and refugees. It subsequently also supported recommendation **137.52**, concerning the guarantee of at least twelve years of free primary and secondary education and the expansion of access to persons in the most vulnerable situations, including refugees and asylum-seekers.⁶¹

Jordan noted recommendations **137.3**, **137.77** and **137.78**, concerning accession to the refugee and statelessness conventions, access to public services and livelihoods for refugees of all nationalities, and measures to protect migrants and refugees and address statelessness.

Accordingly, the report applies its implementation categories to recommendations **136.196** and **137.52**. For recommendations noted by Jordan, it limits itself to monitoring relevant legal, policy, administrative and practical developments, without treating the absence of the recommended action as a failure to implement a commitment accepted by Jordan as part of the UPR outcome.

6.1 Recommendations Supported by Jordan

136.196 Criminalize discrimination by law enforcement officials and public officials against migrants and refugees.

137.52 Ensure at least 12 years of free primary and secondary education and expand access to persons living in the most vulnerable situations, such as girls, refugees and asylum-seekers.

It should be noted that Jordan initially noted recommendation **137.52** when the Working Group report was adopted, but subsequently announced its support for it, together with seven other recommendations, in the official Addendum A/HRC/56/10/Add.1 issued on 29 May 2024.⁶²

6.2 Recommendations Noted by Jordan

137.3 Accede to the Refugee Convention and its Protocol, the two statelessness conventions, and the convention concerning enforced disappearance.

137.77 Ensure that refugees of all nationalities, including non-Syrians, have access to public services and livelihoods sufficient to meet their basic needs.

137.78 Take measures to protect migrants and refugees and seek to eliminate statelessness.

The following sections examine developments relevant to these recommendations through four interconnected themes: legal protection and documentation, access to public services, access to

⁶¹ United Nations Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Jordan*, A/HRC/56/10 (March 15, 2024), recommendations 136.196 and 137.52; United Nations Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Jordan: Addendum*, A/HRC/56/10/Add.1 (May 29, 2024).

⁶² United Nations Human Rights Council, *Report of the Working Group on the Universal Periodic Review: Jordan: Addendum*, A/HRC/56/10/Add.1 (May 29, 2024), recording Jordan's support, following further consultations, for eight additional recommendations, including recommendation 137.52.

education, and livelihoods and non-discrimination. The distinction between Jordan's position on each recommendation remains central to the assessment approach applied under each theme.

7. Progress and Remaining Gaps Relating to Refugees

7.1 Legal Protection and Documentation

This issue relates to recommendations **137.3** and **137.78**, both of which Jordan noted. The analysis therefore focuses on developments concerning the legal protection framework, registration and documentation, statelessness, removal and non-refoulement, without classifying non-ratification of the relevant conventions or the absence of the measures called for in these recommendations as non-implementation of recommendations accepted by Jordan.

Measures and Developments

Legal and Institutional Protection Framework

Jordan remains a non-party to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol, as well as to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness. No comprehensive national asylum law was identified as having been adopted during the reporting period establishing procedures for lodging and examining protection claims, defining the legal status of asylum-seekers, setting out the rights and safeguards attached to that status, and providing avenues for appeal.

In practice, protection of non-Palestinian refugees continues to rely primarily on cooperation between the Government of Jordan and UNHCR, particularly the 1997 Cooperation Agreement and the 1998 Memorandum of Understanding, partially amended in 2014. The Memorandum of Understanding draws on the refugee definition contained in the 1951 Convention and includes a commitment not to return a refugee to a place where his or her life or freedom would be threatened under the conditions set out in the Memorandum. It does not, however, constitute a substitute for comprehensive national asylum legislation establishing an integrated system of legal status, procedures and enforceable safeguards.⁶³

In its 2024 concluding observations, the Committee against Torture called on Jordan to strengthen safeguards relating to the principle of non-refoulement and recommended that it consider accession to the Refugee Convention and its Protocol, as well as the two statelessness conventions. These observations are used in this report as a subsequent international reference point for assessing developments relating to protection against return.⁶⁴

⁶³ Government of the Hashemite Kingdom of Jordan and Office of the United Nations High Commissioner for Refugees, *Memorandum of Understanding*, April 5, 1998, as partially amended in 2014; Government of the Hashemite Kingdom of Jordan and Office of the United Nations High Commissioner for Refugees, *Cooperation Agreement*, July 30, 1997.

⁶⁴ United Nations Committee against Torture, *Concluding Observations on the Fourth Periodic Report of Jordan*, CAT/C/JOR/CO/4 (Geneva: United Nations, 2024), paras. 31–32.

Position of the Ministry of Interior and Administrative Safeguards

In its written response to the report, the Ministry of Interior stated that the exercise of administrative and security powers relating to foreigners, migrants and refugees is, according to the Ministry, carried out within the limits prescribed by law, while seeking to balance the protection of individual rights with the maintenance of security, public order and the rule of law. The Ministry also referred to its oversight of administrative governors and affiliated authorities in matters involving foreigners and migrants, including cases requiring legal measures or decisions, and emphasized the need to observe legal and humanitarian safeguards and to refrain from taking any measure except in accordance with legally prescribed powers and procedures.⁶⁵

These statements constitute an official affirmation of the importance of legality, proportionality and oversight in the exercise of administrative powers. They do not, however, indicate that a new legislative measure has been adopted requiring an individualized assessment of non-refoulement risk before all removal or deportation decisions, nor do they establish a national asylum procedure replacing registration by UNHCR. The information is therefore taken into account in assessing administrative practice, without treating it as resolving the legislative gaps discussed in this section.

Suspension of Registration of New Asylum-Seekers

Pursuant to a government decision, registration of new asylum-seekers by UNHCR has been suspended since **23 January 2019**, and this suspension remained in effect during the reporting period. This does not mean that UNHCR has ceased renewing documents for persons previously registered or providing them with protection services. Rather, it means that new asylum files are not opened for persons seeking registration after that date.⁶⁶

UNHCR's 2025 Annual Results Report confirmed the continued suspension of new registration in the absence of an alternative national asylum procedure administered by the authorities through which a person can lodge a protection claim and obtain formal recognition of an international protection need.⁶⁷

This creates a significant protection gap for persons who arrive in Jordan, or whose need for protection arises, after the suspension took effect. Such persons cannot obtain a UNHCR asylum-seeker document and do not have access to an alternative national mechanism through which their claims can be lodged and examined. In the absence of a specific legal status for asylum-seekers, they remain subject to the general rules governing the entry, residence and employment of foreigners.

Unauthorized employment may result in the application of article 12 of the Labour Law and the measures applicable to non-Jordanian workers working in violation of the law, while the Residence and Foreigners Affairs Law permits measures relating to departure and removal in the circumstances prescribed by law. In their current form, these laws do not establish a comprehensive asylum procedure

⁶⁵ Jordanian Ministry of Interior, official written response concerning follow-up to UPR recommendations relating to refugees and non-Jordanian workers, August 31, 2026, 1–3.

⁶⁶ United Nations High Commissioner for Refugees, "Registration," UNHCR Jordan, accessed July 23, 2026.

⁶⁷ United Nations High Commissioner for Refugees, *Annual Results Report 2025: Jordan*, May 8, 2026, 4–5.

expressly ensuring the identification of persons in need of international protection and an individualized assessment of return risks before a removal or deportation order is implemented.

Civil Documentation and Reduction of Statelessness Risks

For persons previously registered, UNHCR continued to provide document renewal, data updating, family composition verification and refugee status determination services where required. As UNHCR's operational capacity was reduced during 2025, arrangements were introduced to extend the validity of certain refugee and asylum-seeker documents, while the closure of registration centres in Irbid and Mafraq and reductions in registration staffing increased difficulties in accessing some services for persons residing outside Amman.⁶⁸

UNHCR data indicate that more than **331,000 refugees and asylum-seekers** received assistance during 2025 relating to civil status documentation, identity documents or legal status, while certain gaps concerning documentation and registration of civil events remained.⁶⁹

The Ministry of Interior also provided additional information relevant to reducing the risk of statelessness. It referred to coordination with the Civil Status and Passports Department to facilitate the issuance of birth certificates for certain children born in circumstances that could create difficulties in establishing legal status. It also referred to arrangements that helped establish a legal status for children, enabled them to obtain travel documents from their countries of nationality and reduced the risk of statelessness.⁷⁰

This constitutes a positive development relevant to recommendation 137.78. The information provided, however, concerns specific measures addressing civil documentation problems and does not, by itself, demonstrate the adoption of a comprehensive national framework for preventing statelessness or accession to the 1954 and 1961 Conventions.

UNHCR Documentation, Residence and Employment

UNHCR documentation has a different legal status from residence permits and work permits issued by Jordanian authorities. Judicial decisions have confirmed this distinction.

In **Supreme Administrative Court Case No. 284/2019**, concerning a Sudanese refugee holding documentation recognizing refugee status, the Court held that such documentation did not, in itself, confer a right to obtain a work permit or residence permit in Jordan. The case arose after an application for a work permit was rejected and the person was subsequently ordered to leave.⁷¹

The judgment does not, in itself, mean that all refugees must relinquish their refugee status in order to obtain a work permit. UNHCR data nevertheless indicate that non-Syrian refugees continue to face more restrictive access to formal employment than the arrangements available to Syrian refugees. The separation between protection documentation and residence or employment status therefore increases

⁶⁸ UNHCR, *Annual Results Report 2025: Jordan*, 4.

⁶⁹ UNHCR, *Annual Results Report 2025: Jordan*, 9.

⁷⁰ Jordanian Ministry of Interior, official written response, August 31, 2026, 4.

⁷¹ Supreme Administrative Court, Case No. 284/2019, December 24, 2019.

the importance of clear procedures ensuring that a person's administrative status does not weaken protection that may be required.

Removal and Administrative Discretion

The Residence and Foreigners Affairs Law grants the competent authorities powers concerning the residence and removal of foreigners. Administrative courts have examined the scope of these powers in a number of cases involving refugees and asylum-seekers.

In **Supreme Administrative Court Case No. 161/2020**, the Court upheld the removal of a Sudanese refugee holding documentation recognizing refugee status and affirmed the broad discretion granted to the administration under the Residence and Foreigners Affairs Law.⁷² A similar approach appeared in **Case No. 326/2021**, concerning the removal of a Syrian asylum-seeker.⁷³

Other judgments, however, demonstrate that judicial review may lead to the annulment of a removal decision where defects exist in jurisdiction, grounds or procedure. In **Administrative Court Case No. 399/2019**, the Court annulled a removal decision because it had been issued by an authority lacking jurisdiction. **Case No. 457/2018** examined the legal basis underlying a removal decision before the judgment was subsequently reviewed by the Supreme Administrative Court.⁷⁴

These decisions confirm the existence of judicial review over the legality of removal decisions. The judgments reviewed, however, focus largely on jurisdiction, procedure and the administration's discretionary powers. They do not demonstrate the consistent and systematic application of an independent test concerning the risk of torture or other non-refoulement risks before removal is implemented.

Principle of Non-Refoulement

A number of administrative judgments reviewed referred to the possibility of removing refugees on grounds related to national security or public order. This approach appeared in, among others, Cases **445/2018, 63/2019, 64/2019 and 145/2021**.⁷⁵

Jordan is, however, a State party to the Convention against Torture. Article 3 prohibits the expulsion, return or extradition of any person to another State where there are substantial grounds for believing that he or she would be in danger of being subjected to torture. This protection is not subject to an exception based on national security or the perceived dangerousness of the individual.

The existence of a domestic legal basis for a decision to remove a person from Jordan therefore does not eliminate the need to distinguish between the decision to remove the person in principle and the State to which the person may lawfully be sent. Where substantial grounds exist for believing that the person

⁷² Supreme Administrative Court, Case No. 161/2020, July 7, 2020.

⁷³ Supreme Administrative Court, Case No. 326/2021, October 12, 2021.

⁷⁴ Administrative Court, Case No. 399/2019, December 23, 2019; Administrative Court, Case No. 457/2018, March 31, 2019.

⁷⁵ Administrative Court, Case No. 445/2018, March 25, 2019; Administrative Court, Case No. 63/2019, June 18, 2019; Administrative Court, Case No. 64/2019, June 18, 2019; Administrative Court, Case No. 145/2021, June 21, 2021.

would face a risk of torture in a particular State, removal to that State may not be carried out, regardless of the grounds on which the removal decision itself is based.

In its 2024 concluding observations, the Committee against Torture emphasized the need to ensure comprehensive application of the principle of non-refoulement and to strengthen the legal and procedural safeguards associated with it.⁷⁶

In this context, the Ministry of Interior's emphasis on legal and humanitarian safeguards and on taking measures only in accordance with law is a positive element. Its response, however, does not indicate the existence of a written and mandatory procedure requiring, in every removal case, a prior, individualized and documented assessment of the risk of torture, or guaranteeing an appeal with suspensive effect before removal is carried out.

A distinction should also be drawn between **extradition** and administrative removal or deportation. Article 21 of the Jordanian Constitution prohibits the extradition of political refugees on account of their political principles or defence of liberty. This is an important constitutional safeguard, but it does not comprehensively regulate all forms of administrative removal and deportation, which are governed by other legislation.

Assessment

During the reporting period, cooperation between the Government and UNHCR continued in relation to documentation and protection for registered persons, alongside measures facilitating certain civil-status procedures and reducing risks of statelessness. The Ministry of Interior also affirmed that powers affecting foreigners, migrants and refugees are exercised subject to law and oversight, and that legal and humanitarian safeguards should be observed when relevant measures are taken.

UNHCR data also indicate that the number of cases in which a risk of refoulement was identified remained limited during 2025, that some removal orders associated with those cases were not implemented, and that large numbers of refugees and asylum-seekers benefited from legal assistance services.⁷⁷

The principal structural gaps nevertheless remain. Jordan has no comprehensive national asylum law, registration of new asylum-seekers by UNHCR remains suspended, and there is no alternative national mechanism for lodging and examining asylum claims. Nor was a legislative amendment identified that expressly and comprehensively incorporates the principle of non-refoulement into all removal and deportation procedures or makes individualized assessment of torture risk and access to an effective appeal with suspensive effect mandatory components of those procedures.

This conclusion does not negate the information provided by the Ministry of Interior concerning oversight and existing administrative safeguards. Rather, it reflects the distinction between existing

⁷⁶ United Nations Committee against Torture, *Concluding Observations on the Fourth Periodic Report of Jordan*, CAT/C/JOR/CO/4, paras. 31–32.

⁷⁷ UNHCR, *Annual Results Report 2025: Jordan*, 14–15.

administrative practice and general safeguards, on the one hand, and a specific, enforceable legislative and procedural guarantee, on the other.

Because recommendations **137.3** and **137.78** were noted by Jordan, the report does not classify these gaps as non-implementation of recommendations accepted by Jordan. It instead records their continued existence alongside the positive measures taken during the reporting period.

Remaining Gaps

- **Continued suspension of new registration:** Persons newly seeking protection remain unable to register with UNHCR, and there is no comprehensive alternative national mechanism for lodging and examining asylum claims and issuing temporary documentation to persons seeking protection.
- **Absence of a comprehensive national asylum framework:** Jordan continues to rely on cooperation with UNHCR and general legislation governing foreigners, residence and employment, without an integrated national law defining the legal status, rights, safeguards and appeal mechanisms applicable to asylum-seekers.
- **Need for clearer legislative and procedural safeguards on non-refoulement:** The Ministry of Interior has affirmed the importance of legal and humanitarian safeguards, but no binding legislative procedure was identified requiring an individualized and prior assessment of torture risk in all removal and deportation cases, together with an effective appeal that suspends enforcement where a credible protection claim is raised.
- **Broad administrative discretion in removal decisions:** The judicial decisions reviewed indicate substantial administrative discretion in removal matters, while judicial review in several cases has focused more on jurisdiction, procedure and legal grounds than on an independent assessment of return risks.
- **Separation between protection status and residence or employment:** UNHCR documentation does not automatically confer a right to residence or employment, and access remains more restrictive for a number of non-Syrian refugees.
- **Continuing documentation and statelessness challenges:** Positive measures have been taken to facilitate registration of certain civil events and reduce risks of statelessness, but no comprehensive framework addressing statelessness has been adopted and Jordan remains a non-party to the 1954 and 1961 Conventions.

7.2 Access to Public Services

This issue relates to recommendation **137.77**, which Jordan noted, concerning steps to ensure that refugees of all nationalities, including non-Syrian refugees, have access to public services and livelihood opportunities sufficient to meet their basic needs. Because Jordan noted this recommendation, the

report focuses on monitoring relevant developments without applying the implementation classifications used for recommendations supported by Jordan.

Measures and Developments

During the reporting period, Jordan continued to make a range of public and essential services available to refugees, particularly in the areas of health, education, protection and documentation. In its written response to the report, the Ministry of Interior reaffirmed that Jordan continues to host large numbers of refugees, particularly Syrians, and seeks to provide them with basic services within available resources and established frameworks, including health care, education, water and other essential services. The Ministry also referred to the burden borne by Jordan as a result of prolonged refugee hosting and declining available resources.⁷⁸

This general picture is consistent with UNHCR data. UNHCR reported that **92 per cent of refugees and asylum-seekers were able to access health services when needed in 2025**. Arrangements also continued to enable refugees living outside camps to access subsidized health services, including through the Jordan Refugee Health Fund, whose arrangements were extended through 2028.⁷⁹

In addition to public services, cash assistance remained an essential component of the ability of many refugees to meet basic needs. During 2025, UNHCR provided cash assistance to more than **223,000 refugees** at least once, whether for basic needs, emergencies or other programme purposes. However, rising living costs significantly reduced the impact of this assistance. UNHCR reported that only **37 per cent** of beneficiaries were able to meet at least half of their basic needs, while **93 per cent** continued to rely on negative coping strategies.⁸⁰

Data from 2026 confirm the continued fragility of refugees' economic situation. UNHCR estimated that the poverty rate among refugees living outside camps could reach **77 per cent** in the absence of cash assistance and **92 per cent** inside camps if cash and in-kind assistance were withdrawn. It also reported that **98 per cent** of cash-assistance recipients were unable to meet all of their basic needs.⁸¹

Impact of International Funding on the Sustainability of Services

A significant proportion of services provided to refugees continued to depend on international support. UNHCR reported that the funding it received in 2025 declined by approximately **US\$45 million** compared with 2024, affecting a number of programmes, including health services, gender-based violence protection, child protection, cash assistance and field outreach.⁸²

The closure of some centres and reductions in staffing and field presence also made it more difficult to access certain registration and protection services, particularly for refugees living outside Amman. The

⁷⁸ Jordanian Ministry of Interior, official written response concerning follow-up to UPR recommendations relating to refugees and non-Jordanian workers, August 31, 2026, 3.

⁷⁹ United Nations High Commissioner for Refugees, *Annual Results Report 2025: Jordan* (May 8, 2026), 5.

⁸⁰ UNHCR, *Annual Results Report 2025: Jordan*, 5.

⁸¹ United Nations High Commissioner for Refugees Jordan, "Growing Needs and Limited Means Warrant Continued Support to Jordan," May 21, 2026.

⁸² UNHCR, *Annual Results Report 2025: Jordan*, 4.

impact of reduced funding therefore extends beyond the volume of direct assistance and also affects the ability of national institutions and international organizations to maintain service levels in communities hosting large refugee populations.

In this context, the Ministry of Interior's reference to the burden associated with hosting refugees is relevant to the assessment of sustainability. Continued refugee access to public services depends in part on the ability of national institutions to absorb additional demand and on the level of international support available to Jordan.⁸³

Differences in Access by Registration Status and Nationality

Not all refugees access services on the same basis. In practice, access to a number of arrangements and services is linked to registration status and the documentation held by the individual. Registered Syrian refugees, in particular, benefit from institutional and administrative arrangements relating to service cards and access to education, health care and certain other services.

For refugees of other nationalities, legal and administrative status depends to a greater extent on UNHCR documentation and on the arrangements generally applicable to foreigners. Persons unable to register with UNHCR because of the continued suspension of new registration since 2019 face additional barriers, as they cannot obtain asylum-seeker documentation that may assist in demonstrating their status and protection needs.

These differences do not mean that non-Syrian refugees are categorically excluded from public services. However, the documentation and administrative arrangements available to them differ and may result in practical disparities in the ease and continuity of access.

Published data are also frequently presented in aggregate form under the category of "refugees and asylum-seekers" and do not always allow for adequate assessment of differences between Syrians and non-Syrians, between registered persons and those unable to register, or according to gender, age, disability and place of residence.

Assessment

Jordan continued to provide important basic services to refugees, particularly health and education, alongside assistance, protection and documentation programmes. Information provided by the Ministry of Interior confirms the State's continued efforts to provide essential services to refugees within available resources, while UNHCR data indicate that a high proportion of registered refugees continued to access health services and other forms of support.

At the same time, the continued availability of services does not mean that the basic needs of all refugees are being met. Poverty levels and dependence on assistance remain high, a significant proportion of services continues to depend on international funding, and funding reductions have affected the scale of some programmes and field outreach.

⁸³ Jordanian Ministry of Interior, official written response, August 31, 2026, 3.

Access also remains uneven across different groups, particularly according to registration status, nationality and place of residence. Persons unable to register since 2019, together with some non-Syrian refugees, face greater barriers than groups benefiting from more stable documentation and service arrangements.

Because recommendation **137.77** was noted by Jordan, the report does not characterize these gaps as non-implementation of an accepted recommendation. Rather, it records the continued provision of significant services alongside continuing disparities in access and risks relating to sustainability, funding and documentation.

Remaining Gaps

- **Continued linkage of some services to registration and documentation:** Persons unable to register with UNHCR since 2019 face greater difficulty in establishing their status and accessing certain documentation-related arrangements and services.
- **Differences between nationalities and population groups:** Non-Syrian refugees do not benefit from all of the administrative and service arrangements available to Syrians, while aggregate data do not permit adequate assessment of these differences.
- **Continued dependence on international funding:** A significant portion of services and assistance depends on donor support, making coverage and service levels vulnerable to reductions in funding.
- **High levels of poverty and insufficient assistance:** Despite continued cash assistance, available data show that a substantial proportion of refugee households remain unable to meet their basic needs and continue to rely on negative coping strategies.
- **Reduced accessibility of field-based services:** Reductions in some registration and protection centres and in field presence have made access to services more difficult, particularly outside Amman.
- **Need for more disaggregated data:** Further data are needed by nationality, registration status, gender, age, disability and place of residence to assess equality of access to public services.

7.3 Access to Education

This issue relates to recommendation **137.52**, supported by Jordan, concerning the guarantee of at least twelve years of free primary and secondary education and the expansion of access to persons in the most vulnerable situations, including girls, refugees and asylum-seekers. Jordan had initially noted this recommendation when the Working Group report was adopted, before subsequently announcing its support for it, together with seven other recommendations, following further consultations.

Measures and Developments

During the reporting period, the Government continued to make public education available to refugee children under the applicable policies and arrangements and in cooperation with international actors

supporting the education system. In its written response to the report, the Ministry of Interior reaffirmed that education continues to be provided as one of the basic services available to refugees within established frameworks and available resources, in the context of the broader burden associated with hosting a large refugee population.⁸⁴

UNHCR data indicate that large numbers of refugee children continued to access the education system. Approximately **153,000 refugee children were enrolled in public schools in 2025**, a level close to the previous year. The primary education enrolment rate among refugee children and youth stood at **75.2 per cent**, while the secondary education enrolment rate was **57.16 per cent** in 2025.⁸⁵ These figures confirm continued broad access to education, while also demonstrating a clear gap between primary and secondary enrolment.

Efforts also continued to expand the educational pathways available to refugees, including vocational pathways at the secondary level, as well as technical and vocational education and training and higher education opportunities. UNHCR data indicate that World Bank support contributed to making the secondary vocational pathway available to refugees, representing a positive development in expanding educational options beyond basic education.⁸⁶

Assessment of recommendation 137.52 cannot, however, be limited to legal or administrative permission to enrol in school. The recommendation also concerns guaranteeing at least twelve years of free primary and secondary education and expanding access to persons in the most vulnerable situations. It is therefore necessary to consider regular attendance, retention, dropout, indirect costs and other barriers that may prevent effective access to education.

Secondary enrolment remains significantly lower than primary enrolment, and risks of dropout and interruption persist, particularly in the higher grades. These risks are associated with several factors, including poverty, transportation costs, clothing and educational materials, early entry into work, school capacity, difficulties in transferring between schools, and certain documentation requirements.

Free education in terms of tuition fees also does not necessarily mean that families face no actual costs. Transportation, uniforms, educational materials and other indirect expenses can constitute significant barriers to continued education, particularly for households experiencing high levels of poverty and dependence on humanitarian assistance.

Documentation and Groups at Greater Risk of Exclusion

Documentation remains practically important for regular and continued access to the education system. Syrian refugees benefit from relatively more established documentation and administrative arrangements, while some non-Syrian refugees and persons unable to register with UNHCR since the suspension of new registration may face additional difficulties in proving their status or completing required administrative procedures.

⁸⁴ Jordanian Ministry of Interior, official written response, August 31, 2026, 3.

⁸⁵ UNHCR, *Annual Results Report 2025: Jordan*, 5–6.

⁸⁶ UNHCR, *Annual Results Report 2025: Jordan*, 6.

This does not necessarily mean that there is a general legal prohibition on the enrolment of undocumented children. Rather, the absence of documentation or uncertainty regarding administrative status may create practical barriers to access or continuation in some cases. This distinction is important so that documentation difficulties are not interpreted as an absolute legal exclusion from education.

Certain groups also face additional risks of exclusion, including children with disabilities, working children, unaccompanied or separated children, and children in the poorest households. Aggregate enrolment data alone are insufficient to assess regular attendance, continuation through the end of secondary education, quality of education, reasonable accommodation for children with disabilities, and access to transportation and other support services. More disaggregated data on these groups remain necessary.

Sustainability of Access to Education

A significant share of the arrangements supporting refugee education relies on international funding, including support for school capacity, additional shifts, transportation and certain education and protection programmes. Declining humanitarian funding increases pressure on the education system and may affect the ability of the most vulnerable groups to remain in education even where the formal right to enrol remains in place.

Sustainable implementation of the recommendation therefore requires not only keeping schools open to refugee children, but also maintaining the measures that make access and continued attendance practically possible, particularly at the secondary level and among groups at greatest risk of dropping out.

Assessment

Partially implemented.

During the reporting period, Jordan continued to provide public education to large numbers of refugee children, and the Ministry of Interior confirmed that education remains among the basic services provided to refugees. Support for school enrolment continued, and additional opportunities remained available through secondary vocational education and technical and vocational education and training. These measures represent important progress towards implementation of recommendation **137.52**.

The available data, however, indicate that access has not yet reached the level of full inclusion envisaged by the recommendation. Secondary enrolment remains significantly lower than primary enrolment, while challenges related to dropout, indirect costs, poverty, documentation and school capacity continue. Some of the most vulnerable groups also face additional barriers that are not adequately captured in overall enrolment figures.

Continued access to public education therefore constitutes a central element of implementation, but the guarantee of twelve years of education that is both free and effectively accessible to all refugees and asylum-seekers, particularly those in the most vulnerable situations, has not yet been fully achieved. The recommendation is therefore assessed as **partially implemented**.

Remaining Gaps

- **Lower secondary enrolment:** Secondary enrolment remains substantially below primary enrolment, indicating continuing risks of children leaving education before completing twelve years of schooling.
- **Indirect costs:** Although public education is available, transportation, clothing, educational materials and other expenses can create barriers for the poorest households.
- **Documentation-related barriers:** Some non-Syrian refugees and persons unable to register may face practical difficulties in education-related administrative procedures, requiring safeguards to ensure that the absence of a particular document does not exclude a child from education.
- **Groups at greater risk of exclusion:** Sufficient data are not available on the regular attendance and retention of children with disabilities, working children, unaccompanied or separated children, and non-Syrian refugee children.
- **Pressure on school capacity:** Schools in high-density areas continue to face pressure relating to infrastructure, additional shifts, staffing and support services.
- **Dependence on international funding:** Some of the measures that make access to education practically possible depend on international support, raising sustainability concerns when funding declines.

7.4 Livelihoods and Non-Discrimination

This issue relates to recommendation **137.77**, which Jordan noted, concerning access by refugees of all nationalities to livelihood opportunities sufficient to meet their basic needs, and recommendation **136.196**, which Jordan supported, concerning the criminalization of discrimination by law enforcement officials and public officials against migrants and refugees.

Recommendation **136.196** is assessed in accordance with the methodology applied to recommendations supported by Jordan, while the analysis of recommendation **137.77** is limited to monitoring relevant developments and barriers, without treating the absence of the recommended action as a failure to implement a commitment accepted by Jordan.

Measures and Developments

Access to Formal Employment

During the reporting period, arrangements continued to enable Syrian refugees to obtain work permits in sectors and occupations open to non-Jordanians, particularly agriculture, construction and certain other activities. Some types of permits also provided greater flexibility than permits tied to a single employer.

In this context, the Ministry of Labour referred in its comments on the report to the adoption of the **2025 Rules for Issuing Free Work Permits to Daily Workers**, allowing eligible workers to work for more

than one employer within the sector covered by the permit, as well as to the **2024 Rules for Issuing Work Permits to Non-Jordanian Workers with Specialized Skills**.⁸⁷ These measures represent a positive development in increasing labour-market flexibility and reducing dependence on a single employer for the categories covered.

Access to a work permit, however, does not necessarily mean access to decent and stable employment. Informal employment remained widespread among refugees, particularly in low-wage sectors, increasing exposure to non-payment of wages, weak occupational safety conditions and incomplete access to social protection.⁸⁸

Data from 2026 indicate that approximately **34 per cent of working-age refugees were employed**, while the unemployment rate among those wishing to work was approximately **38 per cent**. A significant proportion of employment remained concentrated in lower-skilled sectors such as agriculture and construction.⁸⁹

Transfer and Leaving an Employment Relationship

A worker's ability to leave an abusive employment relationship or transfer to another employer is an important element in assessing meaningful access to livelihoods and protection from exploitation.

In this regard, the Ministry of Interior provided important clarifications concerning female domestic workers. It stated that it does not require a clearance from the first employer when a worker transfers to another employer once the previous employment contract has been duly terminated. It also clarified that a worker wishing to leave Jordan does not require the employer's consent unless there is an enforceable judicial travel ban.⁹⁰

This information indicates that employer consent is not a general and absolute requirement for transfer or departure from Jordan in the circumstances described. The worker's practical ability to transfer, however, remains linked to the type of permit, the status of the previous employment relationship and the administrative requirements applicable to the category concerned.

These arrangements also do not directly address the distinct situation of a refugee or person seeking protection who is working without a permit or lacks regular residency status and may therefore remain exposed to measures connected with violations of labour or residency laws.

Barriers Facing Non-Syrian Refugees

Access to formal employment remains more restricted for non-Syrian refugees. UNHCR has reported that non-Syrian refugees face barriers that prevent access to formal employment on the same basis as

⁸⁷ Jordanian Ministry of Labour, written comments on the civil society mid-term report on the implementation of UPR recommendations concerning refugees and non-Jordanian workers, August 2026, referring to the 2025 rules governing free work permits for daily workers and the 2024 rules governing permits for non-Jordanian workers with specialized skills.

⁸⁸ United Nations High Commissioner for Refugees, *Annual Results Report 2025: Jordan* (May 8, 2026), 5.

⁸⁹ United Nations High Commissioner for Refugees Jordan, "Growing Needs and Limited Means Warrant Continued Support to Jordan," May 21, 2026.

⁹⁰ Jordanian Ministry of Interior, official written response concerning follow-up to UPR recommendations relating to refugees and non-Jordanian workers, August 31, 2026, 5.

Syrians and that, in practice, access to formal employment may be linked to relinquishing refugee status and the protection associated with it.⁹¹

This is consistent with the judicial approach distinguishing between UNHCR documentation and residence or work authorization. In Supreme Administrative Court Case No. **284/2019**, the Court affirmed that UNHCR documentation recognizing refugee status does not, by itself, confer an automatic right to residence or employment.

The judgment does not establish a judicial rule requiring refugees to relinquish their status. Rather, it confirms the legal separation between protection attached to UNHCR documentation and the status that entitles a person to reside and work under national legislation.

This disparity has important practical consequences. While many Syrian refugees benefit from dedicated work-permit arrangements, some non-Syrian refugees face a more difficult choice between retaining protection documentation and seeking access to formal employment. Persons unable to register with UNHCR since 2019 face an even more precarious situation because they do not possess asylum-seeker documentation that could assist in demonstrating their protection needs.

Decent Work and Protection from Exploitation

Livelihoods cannot be assessed solely by reference to the availability of a work permit. They also encompass adequate wages, occupational safety and health, relative employment stability, the ability to leave an exploitative employment relationship, and access to complaints mechanisms and remedies.

Labour complaints mechanisms, including the Hemayeh platform, are available to non-Jordanian workers, and a refugee who is employed and falls within the scope of the Labour Law may use them. The Labour Law also provides, in specified circumstances, avenues for terminating employment without notice, alongside transfer mechanisms and more flexible permits for certain categories.

Workers in irregular employment, however, may be reluctant to file complaints if they fear that disclosure of their status could lead to measures relating to work or residence. The relationship between enforcement of labour-market rules and protection from exploitation, including identification as a person in need of protection or a potential victim of trafficking in persons, therefore remains particularly important.

Sufficient published data are not available on the number of refugees who have used labour complaints mechanisms, the types of violations reported, the number who recovered wages or compensation, or the number of cases in which indicators of trafficking in persons or forced labour were identified before measures relating to work or residency status were taken.

Discrimination by Public Authorities

Recommendation **136.196** applies directly to migrants and refugees and was supported by Jordan.

⁹¹ UNHCR, *Annual Results Report 2025: Jordan*, 5.

In its response to the report, the Ministry of Interior stated that the conduct of public officials, administrative governors and affiliated bodies is subject to applicable laws, regulations and instructions, and that the Ministry seeks to prevent abuse of authority, degrading treatment and unlawful discrimination. It also referred to oversight and accountability mechanisms and to measures that may be taken against officials found to have violated applicable rules or exceeded their powers.⁹²

These safeguards and oversight mechanisms are important elements in preventing discrimination and ill-treatment. Recommendation 136.196, however, requires a specific legislative measure: the criminalization of discrimination by law enforcement officials and public officials against migrants and refugees.

As of the date of the report, no legislative provision was identified that specifically defines this form of discrimination, establishes it as a distinct or specifically defined criminal offence, and sets out its elements and applicable penalty. The information provided by the Ministry of Interior therefore confirms the existence of general safeguards and accountability mechanisms, but does not demonstrate implementation of the recommendation's specific legislative element.

Nor are sufficiently disaggregated published data available on complaints submitted by refugees or migrants alleging discrimination by police, administrative governors or public officials, or on the outcomes of investigations, disciplinary or criminal measures, compensation or other remedies.

Complaints Mechanisms and Legal Assistance

Refugees may use a range of general administrative and judicial mechanisms depending on the nature of the matter. UNHCR and its partners also provide legal assistance, legal awareness and advisory services.

UNHCR data indicate that approximately **59,000 refugees and asylum-seekers benefited from legal assistance services during 2025**.⁹³

The scale of legal assistance constitutes a positive element in access to rights. These services do not, however, in themselves constitute an independent and specialized mechanism for investigating allegations of discrimination by public officials, and the available data do not allow cases involving official discrimination or their outcomes to be identified separately.

Assessment

With respect to recommendation **137.77**, which Jordan noted, arrangements continued to enable Syrian refugees to access formal employment in a number of sectors, and the reporting period also saw developments towards more flexible work permits for certain categories of non-Jordanian workers. These measures represent positive developments in labour-market access.

Access to formal and decent employment, however, remains highly uneven according to nationality, legal status and permit type. Non-Syrian refugees remain in a more restrictive position, while unregistered

⁹² Jordanian Ministry of Interior, official written response, August 31, 2026, 1–3.

⁹³ UNHCR, *Annual Results Report 2025: Jordan*, 14–15.

persons face even greater barriers. Unemployment, informal employment and poverty also remain at high levels.

With respect to recommendation **136.196**, the report takes into account the information provided by the Ministry of Interior concerning general equality principles, oversight of public officials and administrative governors, and the possibility of holding officials accountable for violations or abuse of authority. These are important safeguards. Nevertheless, the recommendation's specific legislative element, criminalizing discrimination by law enforcement officials and public officials against migrants and refugees, remains **not implemented** on the basis of the legislation and information reviewed.

Remaining Gaps

- **Unequal access to employment by nationality:** Syrian refugees benefit from formal employment arrangements that are not available to the same extent to refugees of other nationalities.
- **Relationship between protection and employment for non-Syrians:** There remains a need to address situations in which some non-Syrian refugees may in practice face a choice between retaining protection documentation and attempting to access formal employment.
- **High levels of informal employment and unemployment:** Many refugees continue to work outside formal frameworks or in low-wage, low-protection sectors, increasing their exposure to exploitation.
- **Need for data on the impact of more flexible work permits:** The free work permit represents a positive development, but data are still needed on the number of beneficiaries and its impact on access to decent work and reduced dependency on a single employer.
- **Protection of workers in irregular situations when filing complaints:** Sufficient data are not available on how cases are handled where a complainant is in an irregular employment or residency situation while simultaneously raising allegations of exploitation or protection needs.
- **Absence of specific criminalization of official discrimination:** General safeguards and accountability mechanisms exist, but no legislative provision was identified that directly implements the specific element of recommendation 136.196.

8. Assessment Table for Recommendations Relating to Refugees

The following table summarizes the measures and developments identified through the desk review. It distinguishes between recommendations **136.196** and **137.52**, which Jordan supported, and recommendations **137.3**, **137.77** and **137.78**, which Jordan noted. Accordingly, implementation classifications are applied only to recommendations supported by Jordan, while recommendations noted by Jordan are presented through monitoring of relevant developments without assuming a formal commitment to implement them.

Recommendation	Measures identified through the desk review	Jordan's position	Status / development	Main gap	Proposed action
136.196 Criminalize discrimination by law enforcement officials and public officials against migrants and refugees	General constitutional and legislative equality safeguards; administrative and judicial avenues for complaint and review; removal decisions are, in principle, subject to judicial review; the Ministry of Interior confirmed that the exercise of powers concerning foreigners, migrants and refugees is subject to law and oversight, and that abuse of authority or unlawful discriminatory treatment may result in accountability	Supported	Not implemented with respect to its specific legislative element	No legislative provision was identified that specifically defines and criminalizes discrimination by law enforcement officials or public officials against migrants and refugees; no sufficiently disaggregated data are available on complaints, investigations, sanctions and compensation	Adopt clear legislation criminalizing official discrimination; strengthen independent and linguistically accessible complaints mechanisms; publish disaggregated data on complaints, investigations, accountability and remedies
137.3 Accede to the Refugee Convention and its Protocol, the two statelessness conventions and the other conventions referred to in the recommendation	Continued cooperation between the Government and UNHCR under the Cooperation Agreement and Memorandum of Understanding; continued protection and documentation for registered persons; the Committee against Torture reiterated the importance of strengthened non-refoulement safeguards and consideration of	Noted	No specific development concerning ratification	Jordan remains a non-party to the 1951 Convention and its Protocol and the two statelessness conventions; no comprehensive national asylum law has been adopted establishing procedures for protection claims, recognition, rights, safeguards and appeals	Consider accession to the relevant conventions; adopt a comprehensive national asylum framework establishing fair and effective protection procedures and expressly incorporating the principle of non-refoulement

Recommendation	Measures identified through the desk review	Jordan's position	Status / development	Main gap	Proposed action
	accession to the relevant conventions				
137.52 Ensure free primary and secondary education and expand access for refugees and asylum-seekers	Continued access to public education for large numbers of refugee children; approximately 153,000 refugee children enrolled in public schools in 2025; continued donor support for education; availability of certain vocational pathways at secondary level; the Ministry of Interior confirmed that education remains among the essential services provided to refugees	Supported	Partially implemented	Secondary enrolment remains lower than primary enrolment; dropout, indirect costs, documentation difficulties for certain groups, pressure on school capacity, and insufficient data on groups at greatest risk of exclusion persist	Strengthen measures supporting retention through the end of secondary education; support transportation, materials and supplies; simplify documentation requirements; expand capacity; publish disaggregated data on enrolment, dropout and particularly vulnerable groups
137.77 Ensure that refugees of all nationalities have access to public services and livelihood opportunities sufficient to meet their basic needs	Continued access to health, education and other basic services; cash assistance, protection and legal assistance; work-permit arrangements for Syrians; more flexible permits for certain categories of non-Jordanian workers; the Ministry of Interior confirmed continued provision of essential services within available resources	Noted	Positive but limited and uneven development	Continued disparities between Syrian and non-Syrian refugees; access to certain services remains linked to registration and documentation; continued suspension of new registration; limited access to formal and decent employment; high poverty and unemployment; services affected by declining international funding	Reduce disparities between nationalities; establish documentation and protection pathways for persons unable to register; expand access to formal employment; strengthen service sustainability and gradual integration into national systems; protect the most vulnerable groups from the

Recommendation	Measures identified through the desk review	Jordan's position	Status / development	Main gap	Proposed action
					effects of declining funding
137.78 Take measures to protect migrants and refugees and seek to eliminate statelessness	Continued cooperation with UNHCR and provision of documentation, protection and legal assistance; measures facilitating certain civil-status procedures and child registration and reducing statelessness risks; judicial review of removal decisions; the Ministry of Interior emphasized the need to observe legal and humanitarian safeguards in exercising powers relating to foreigners and refugees	Noted	Limited development	Continued suspension of new asylum registration; absence of an alternative national asylum procedure; no comprehensive legislative safeguard requiring individualized non-refoulement risk assessments in all removal and deportation decisions; broad administrative discretion remains; no comprehensive national framework for preventing statelessness	Resume registration or establish an alternative national mechanism; issue temporary documentation to persons seeking protection; explicitly incorporate non-refoulement into legislation and procedures; guarantee an effective appeal with suspensive effect; develop a more comprehensive framework to reduce statelessness

The table indicates that the clearest developments during the reporting period were the continued provision of essential services to refugees, maintenance of access to education for large numbers of children, continued documentation, protection and legal assistance services, and certain administrative measures aimed at reducing statelessness risks and improving the situation of specific groups. The Ministry of Interior's response also provided important information concerning oversight of the exercise of administrative powers, observance of legal and humanitarian safeguards, and certain documentation and protection measures.

At the same time, the principal structural gaps remain. These include the continued suspension of registration of new asylum-seekers, the absence of comprehensive national asylum legislation, continuing disparities among refugees based on nationality and legal status, and the absence of a comprehensive legislative and procedural safeguard requiring assessment of non-refoulement risks in all cases before removal or deportation decisions are implemented.

For recommendation **137.52**, continued access to public education and the expansion of certain educational pathways represent important progress. However, lower secondary enrolment, dropout, indirect costs, documentation barriers and capacity constraints prevent the recommendation from being considered fully implemented.

As for recommendation **136.196**, the information provided by the Ministry of Interior confirms the existence of general principles and mechanisms relating to equality, oversight and accountability. It does not, however, alter the conclusion regarding the specific element of the recommendation: no legislative criminalization of discrimination by law enforcement officials and public officials against migrants and refugees was identified. This element therefore remains assessed as **not implemented** as of the date of the report.

9. Conclusions and Priority Recommendations

9.1 Migrant Workers

The review indicates that, during the reporting period, Jordan adopted a number of legal, administrative and regulatory measures that strengthened certain aspects of the protection of migrant workers. Information provided by the Ministry of Labour also identified important measures relating to complaints mechanisms, protection against retaliation, transfer between employers, regulation of recruitment, labour inspection, forced labour, social protection and trade union representation.

With regard to complaints and access to rights, the **Hemayeh** platform continued to operate as a free mechanism available to Jordanian and non-Jordanian workers, with services provided in several languages and efforts under way to expand translation. The Labour Law also protects workers against dismissal or disciplinary action for filing a complaint or claiming their rights. Other avenues of remedy are available, including the Wages Authority and the competent courts. These measures represent important progress. However, published data remain insufficient to assess independently the outcomes of non-Jordanian workers' use of these mechanisms, including complaint-processing times, rights recovered, outcomes of judicial referrals, enforcement of judgments and settlements, and the practical application of protection against retaliation.

In relation to labour-market access and transfer, the reporting period saw important updates to the rules governing work permits, including the **2025 free work permit for daily workers**, which reduces dependence on a single employer within the relevant sector, as well as specific rules for non-Jordanian workers with specialized skills. The Labour Law also permits workers, in specified circumstances, to leave employment without notice while retaining their statutory rights, and specific arrangements allow workers in certain sectors to transfer subject to prescribed conditions. These measures reduce some forms of dependency on employers. However, further data and regular assessment are needed to determine the extent to which workers benefit from these mechanisms and how quickly and effectively they operate in cases of abuse and exploitation.

With regard to recruitment, a regulatory framework exists for licensing and monitoring agencies recruiting domestic workers, governing their relations with licensed entities in countries of origin and imposing measures against non-compliant agencies. Decisions also regulate recruitment and transfer costs. The principal remaining gap concerns the extent to which workers themselves are effectively protected from bearing direct or indirect recruitment costs throughout the recruitment chain, particularly payments made to intermediaries in countries of origin, and the effectiveness of mechanisms for recovering such amounts when they have been unlawfully charged.

With respect to exploitation and forced labour, article 77(b) of the Labour Law contains a provision penalizing forced or compulsory labour. Addressing such conduct within the enforcement framework of labour legislation, however, does not remove the need to strengthen criminal-law protection through a comprehensive standalone offence of forced labour as an infringement of personal liberty and autonomy, particularly in cases where coercion or compelled labour is established but all elements of trafficking in persons are not present.

In the area of labour inspection, the Ministry of Labour publishes quarterly, semi-annual and annual reports covering inspection visits, complaints, occupational safety and health, domestic workers and other areas. It also conducts sector-specific campaigns in agriculture and monitors recruitment agencies.

These reports confirm the availability of periodic sources of information on inspection activities.

Greater disaggregation of such data is nevertheless required to assess inspection outcomes specifically for non-Jordanian workers, including the nature of violations, rights recovered and measures taken.

In the area of social protection, non-Jordanian workers are covered by social security where the statutory conditions for coverage are met. The obligation on agricultural employers to register workers in the insurance branches applicable to them also represents a positive development. However, protection for workers in agricultural holdings remains incomplete: general coverage currently extends only to work injury and maternity insurance and does not generally include old-age, disability and death insurance pending the legally required decision on full coverage. Sufficient data are also unavailable to assess the actual level of social security coverage among domestic workers.

With regard to collective representation, non-Jordanian workers may join existing trade unions whose scope covers their activities, and the applicable trade union classification includes domestic and agricultural workers. Collective agreements also benefit migrant workers, particularly in the garment sector. Nevertheless, trade union rights are not yet fully equal. Restrictions remain on the establishment of trade unions and on non-Jordanian workers holding leadership positions, while evidence of effective collective bargaining remains limited in other sectors with high concentrations of migrant workers.

The report therefore concludes that there has been **partial progress** in implementing recommendations **136.4, 136.192, 136.193, 136.194 and 136.195**. The legislation, measures and information reviewed demonstrate the existence of a multi-track legal and administrative framework for the protection of migrant workers. Full implementation, however, requires stronger evidence of practical impact, equal access to the measures available, effective remedies and greater transparency through publication of disaggregated data.

With respect to recommendation **136.196**, general constitutional and legislative equality safeguards exist, together with oversight and accountability mechanisms addressing abuse of authority. These are important protections. However, no legislative provision was identified that fulfils the recommendation's specific requirement to criminalize discrimination by law enforcement officials and public officials against migrants and refugees. The specific legislative element of this recommendation therefore remains **not implemented** as of the date of the report.

Priority Actions

1. **Strengthen effective access to complaints mechanisms and justice** by ensuring interpretation and legal assistance, as needed, throughout all stages of complaints and litigation; publishing disaggregated data on outcomes, rights recovered and enforcement of judgments and settlements; and monitoring the effective application to non-Jordanian workers of the Labour Law's protection against retaliation.
2. **Strengthen freedom to transfer and protection from exploitation** by simplifying and expediting procedures for changing employer or sector in cases of abuse, non-payment of wages and serious violations, and by assessing the impact of the free work permit and other flexible permits on reducing worker dependency and improving working conditions.
3. **Promote fair and ethical recruitment of migrant workers** by ensuring that workers do not bear recruitment or employment fees and costs, directly or indirectly; strengthening oversight of the recruitment chain in cooperation with countries of origin; and providing effective mechanisms for recovering fees unlawfully charged to workers.
4. **Strengthen criminal-law protection against forced labour** by complementing the protection currently provided under the Labour Law with a comprehensive standalone criminal offence addressing forced labour as an infringement of personal liberty, particularly where the elements of trafficking in persons are not fully established, and by publishing data on the application and outcomes of existing provisions.
5. **Strengthen the impact of labour inspection and social protection** by publishing more disaggregated inspection data by nationality, gender, sector, type of violation and outcome; maintaining an appropriate balance between work-permit enforcement and rights protection; working towards extending agricultural workers' social security coverage to include old-age, disability and death insurance; and strengthening effective coverage of domestic workers.
6. **Strengthen collective representation and equality** by removing restrictions that limit the equal participation of non-Jordanian workers in establishing and leading trade unions and in collective bargaining; expanding effective collective bargaining in sectors with high concentrations of migrant workers; and adopting specific legislation criminalizing discrimination by public officials and law enforcement authorities against migrants and refugees.

9.2 Refugees

The review identifies the continuation of several positive measures in the areas of documentation, public services, education and livelihoods, together with administrative and legal measures aimed at protecting certain groups and reducing risks of statelessness. In its response to the report, the Ministry of Interior stated that powers relating to foreigners, migrants and refugees are exercised within the applicable legal framework, while emphasizing oversight of administrative governors and public officials and observance of legal and humanitarian safeguards when relevant measures are taken.⁹⁴

In the area of documentation and protection, UNHCR continued to provide services to previously registered persons, including document renewal, data updating and assistance with civil-status matters. The Ministry of Interior also reported measures that facilitated certain procedures relating to children's registration and documentation and helped reduce risks of statelessness. These are positive developments relevant to recommendation **137.78**, but they do not constitute a substitute for a comprehensive national asylum framework or an integrated policy addressing statelessness.

The most significant structural gap remains the continued suspension of new asylum-seeker registration by UNHCR since 2019, in the absence of an alternative national procedure for lodging and examining protection claims, granting asylum-seekers temporary legal status and providing clear procedural safeguards. As a result, persons whose protection needs arise after the suspension may remain primarily subject to the general rules governing foreigners, residence and employment without access to an integrated national procedure for identifying and assessing their international protection needs.

With regard to removal and non-refoulement, information provided by the Ministry of Interior emphasizes that administrative powers should be exercised within the law and subject to legal and humanitarian safeguards. Removal decisions are also, in principle, subject to judicial review, and courts have annulled administrative decisions in some cases because of defects relating to jurisdiction, grounds or procedure. However, the current legislation does not yet establish a unified and explicit framework requiring an individualized and prior assessment of the risk of torture or other protection risks before all removal or deportation decisions, together with an effective appeal having suspensive effect. There therefore remains a need to incorporate the principle of non-refoulement more clearly into national legislation and procedures.

In relation to public services, large numbers of registered refugees continued to access education, health care, cash assistance, protection and legal assistance. The Ministry of Interior has affirmed the continued provision of essential services to refugees within available resources and in the context of the significant economic and service-related burden borne by Jordan. However, the sustainability of some services remains heavily dependent on international funding, and funding reductions have affected certain health, protection and assistance programmes and field outreach.

⁹⁴ Jordanian Ministry of Interior, official written response concerning follow-up to UPR recommendations relating to refugees and non-Jordanian workers, August 31, 2026, 1–3.

In education, Jordan continued to provide public education to large numbers of refugee children and to expand certain vocational and secondary education pathways. These measures represent clear progress in implementing recommendation **137.52**, which Jordan supported. However, lower secondary enrolment, dropout, indirect costs and certain barriers relating to documentation and school capacity mean that the guarantee of twelve years of free and effectively accessible education for all refugees and asylum-seekers has not yet been fully achieved. Recommendation **137.52** therefore remains assessed as **partially implemented**.

With regard to livelihoods, arrangements continued to enable Syrian refugees to obtain work permits in specified sectors and occupations, while the reporting period also saw developments towards more flexible permits for certain categories of non-Jordanian workers. Access to formal and decent work nevertheless remains uneven according to nationality, legal status and permit type. Non-Syrian refugees continue to face more restrictive conditions than Syrians, while persons unable to register face even greater barriers.

The Ministry of Interior also clarified that certain restrictions relating to the employment relationship are not absolute. Where a domestic worker's contract has been duly terminated, the Ministry does not require a clearance from the former employer for transfer to another employer. It also does not require the employer's consent for the worker to leave Jordan unless an enforceable judicial travel ban exists. These clarifications demonstrate that employer consent is not an absolute requirement for transfer or departure in the circumstances described.

As regards recommendation **136.196**, general constitutional and legislative safeguards concerning equality and non-discrimination exist, together with oversight and accountability mechanisms addressing abuse of authority or unlawful treatment, as confirmed by the Ministry of Interior. However, no legislative provision was identified that fulfils the recommendation's specific requirement to criminalize discrimination by law enforcement officials and public officials against migrants and refugees. The specific legislative element of recommendation **136.196** therefore remains **not implemented** as of the date of the report.

Because recommendations **137.3**, **137.77** and **137.78** were noted by Jordan, the report does not classify the continuing gaps associated with them as failures to implement commitments accepted by Jordan. Rather, it monitors positive developments and continuing gaps independently. Recommendations **137.52** and **136.196**, by contrast, are assessed using the implementation methodology applied to recommendations supported by Jordan.

Priority Actions

1. **Resume registration of new asylum-seekers or establish an alternative national mechanism** allowing protection claims to be lodged, temporary documentation to be issued, individualized assessments to be conducted, and legal assistance and a right of appeal to be provided.
2. **Strengthen protection against refoulement** by expressly incorporating it into legislation and procedures governing removal, deportation, orders to leave and extradition; requiring authorities to conduct an individualized and prior assessment of the risk of torture and other

protection risks; and guaranteeing an effective appeal with suspensive effect where a credible protection claim is raised.

3. **Reduce disparities between Syrian and non-Syrian refugees** by expanding access to formal employment, essential services and documentation on the basis of protection needs and by reducing the impact of nationality on access to rights and services.
4. **Strengthen the sustainability of education and essential services** by supporting the gradual integration of services into national systems, protecting funding for education, health and social protection, and reducing indirect costs that contribute to dropout, poverty and informal employment.
5. **Strengthen prevention of statelessness and access to civil documentation** by building on existing measures for registering civil events, ensuring that children and families can obtain legal documentation, and considering the development of a more comprehensive national framework for addressing statelessness.
6. **Implement recommendation 136.196 through legislative and institutional measures** by adopting a provision criminalizing discrimination by public officials and law enforcement authorities against migrants and refugees, strengthening complaints and accountability mechanisms, and publishing disaggregated data on complaints, investigations, sanctions and compensation.

The overall findings indicate that Jordan has maintained a number of important measures for refugee protection, service provision and documentation, while government information also points to significant safeguards and procedures in the areas of oversight, protection and documentation. Nevertheless, some elements of protection continue to depend more heavily on administrative arrangements and international cooperation than on stable and enforceable statutory rights. Moving towards more sustainable protection will require stronger legal safeguards, more disaggregated data, effective oversight and remedies, while maintaining an appropriate balance between administrative and security considerations, on the one hand, and protection obligations, including non-refoulement, on the other.

Annex (1): Selected Sources Reviewed

I. Laws, Regulations, Instructions, Decisions and Official Agreements

- Hashemite Kingdom of Jordan. *Labour Law No. 8 of 1996 and Its Amendments*, particularly arts. 12, 24, 29, 35, 46, 54, 56–59, 77(b), and 98.
- Hashemite Kingdom of Jordan. *Social Security Law No. 1 of 2014 and Its Amendments*, particularly arts. 4, 6, 7, 59(d), 61–62, and 104, and the Schedule of Occupational Diseases.
- Hashemite Kingdom of Jordan. *Residence and Foreigners Affairs Law No. 24 of 1973 and Its Amendments*, particularly arts. 19 and 37.
- Hashemite Kingdom of Jordan. *Anti-Human Trafficking Law No. 9 of 2009 and Its Amendments*, particularly art. 12(b) concerning protection and assistance measures for victims and potential victims.
- Hashemite Kingdom of Jordan. *Regulation No. 90 of 2009 Regulating Domestic Workers, Cooks, Gardeners and Similar Categories*, as amended.
- Hashemite Kingdom of Jordan. *Agricultural Workers Regulation No. 19 of 2021*, as amended, particularly the provisions governing employment relationships and social protection.
- Hashemite Kingdom of Jordan. *Regulation No. 63 of 2020 Regulating Offices Recruiting Non-Jordanian Domestic Workers*, particularly the provisions concerning licensing, oversight, relations with licensed entities in countries of origin, and measures against non-compliant offices.
- Jordanian Ministry of Labour. *Instructions on Inspection Procedures for Agricultural Activities* (2021).
- Jordanian Ministry of Labour. *Instructions on Occupational Safety and Health Conditions and Measures in Agricultural Workplaces* (2021).
- Jordanian Ministry of Labour. Decision No. 45/2022 concerning the classification of industries and economic activities in which workers may establish trade unions representing them, issued pursuant to art. 98(d) of the Labour Law.
- Jordanian Ministry of Labour. Ministerial Decision No. 2/2022 concerning the cost of recruitment and transfer of domestic workers.
- Jordanian Ministry of Labour. Ministerial Decision No. 35/2024 concerning exemptions from the requirement to submit a clearance certificate in the cases specified therein.
- Jordanian Ministry of Labour. *Rules for Issuing Work Permits to Non-Jordanian Workers with Specialized Skills* (2024).
- Jordanian Ministry of Labour. *Rules for Issuing Free Work Permits to Daily Workers* (2025).

- Government of the Hashemite Kingdom of Jordan and Office of the United Nations High Commissioner for Refugees. *Cooperation Agreement*, July 30, 1997.
- Government of the Hashemite Kingdom of Jordan and Office of the United Nations High Commissioner for Refugees. *Memorandum of Understanding*, April 5, 1998, as partially amended in 2014.

II. Judicial Decisions

A. Court of Cassation Decisions

- Jordanian Court of Cassation. Criminal Case No. 2366/2023, October 8, 2023.
- Jordanian Court of Cassation. Criminal Case No. 2578/2023, October 26, 2023.
- Jordanian Court of Cassation. Criminal Case No. 2056/2023, October 29, 2023.
- Jordanian Court of Cassation. Civil Case No. 5408/2022, December 13, 2023.

B. Supreme Administrative Court Decisions

- Supreme Administrative Court. Case No. 284/2019, December 24, 2019, concerning the legal effect of refugee-status documentation on residence and work permits.
- Supreme Administrative Court. Case No. 230/2019, October 16, 2019, concerning the administration's authority to remove an asylum-seeker and judicial review of the removal decision.
- Supreme Administrative Court. Case No. 147/2019, June 12, 2019, concerning the administration's discretionary authority to remove foreigners.
- Supreme Administrative Court. Case No. 161/2020, July 7, 2020, concerning the removal of a Sudanese refugee holding documentation recognizing refugee status.
- Supreme Administrative Court. Case No. 326/2021, October 12, 2021, concerning the removal of a Syrian asylum-seeker pursuant to art. 37 of the Residence and Foreigners Affairs Law.

C. Administrative Court Decisions

- Administrative Court. Case No. 239/2018, January 15, 2019, concerning a challenge to the removal of a Yemeni asylum-seeker.
- Administrative Court. Case No. 445/2018, March 25, 2019, concerning the removal of a Syrian asylum-seeker on national security or public-order grounds.
- Administrative Court. Case No. 457/2018, March 31, 2019, concerning the annulment of a removal decision against a Syrian asylum-seeker because the legal grounds relied upon were insufficient.

- Administrative Court. Case No. 63/2019, June 18, 2019, concerning the removal of a Sudanese asylum-seeker and the administration's discretionary authority.
- Administrative Court. Case No. 64/2019, June 18, 2019, concerning the removal of a Syrian asylum-seeker on grounds of security and public safety.
- Administrative Court. Case No. 100/2019, July 9, 2019, concerning a removal decision against a Syrian female refugee and members of her family.
- Administrative Court. Case No. 80/2019, October 9, 2019, concerning a Sudanese refugee holding documentation recognizing refugee status and the rejection of his employment application.
- Administrative Court. Case No. 162/2019, October 9, 2019, concerning the removal of a Syrian asylum-seeker married to a Jordanian national.
- Administrative Court. Case No. 196/2019, October 28, 2019, concerning removal decisions, time limits granted for their implementation and the period for judicial challenge.
- Administrative Court. Case No. 399/2019, December 23, 2019, concerning the annulment of a removal decision because it was issued by an authority lacking jurisdiction.
- Administrative Court. Case No. 79/2020, December 15, 2020, concerning the removal of a Yemeni refugee for violations of residence and labour legislation.
- Administrative Court. Case No. 135/2020, November 9, 2020, concerning the removal of a Sudanese asylum-seeker and challenges to removal and detention decisions.
- Administrative Court. Case No. 144/2021, June 21, 2021, concerning the removal of a Syrian asylum-seeker for begging.
- Administrative Court. Case No. 145/2021, June 21, 2021, concerning the removal of a Syrian asylum-seeker and the discretionary authority granted to the administration.
- Administrative Court. Case No. 529/2022, January 23, 2022, concerning the removal of an Egyptian national married to a Jordanian citizen and lawfully residing in Jordan.
- Administrative Court. Case No. 40/2020, June 29, 2020, concerning the removal of a foreign national and the applicability of rules of international law relating to refugee protection.

These decisions were used to assess the legal effect of UNHCR documentation, the relationship between protection, residence and employment, the scope of administrative discretion in removal decisions, the extent to which the administration is required to provide reasons, the scope of judicial review over removal decisions, and the application of the principle of non-refoulement.

III. Government Reports, Statistics and Sources

- Jordanian Ministry of Labour. "Electronic Services." Accessed July 23, 2026.

- Jordanian Ministry of Labour. “Contact Us.” Accessed July 23, 2026.
- Jordanian Ministry of Labour. “Central Inspection Directorate Issues Its 2024 Report.” February 5, 2025.
- Jordanian Ministry of Labour. Quarterly, semi-annual and annual reports issued by the Central Inspection Directorate, inspection directorates and sections, and joint committees, as reviewed during the reporting period.
- Jordanian Ministry of Labour. “Al-Bakkar: The Ministry Has Completed the Pilot Version of the Labour Market Information System in Preparation for Its Launch at the End of 2025.” July 15, 2025.
- Jordanian Ministry of Labour. *Comprehensive Guide to the Rules for Issuing Work Permits to Non-Jordanian Workers*. Last updated June 9, 2026.
- Jordanian Ministry of Labour. “Non-Jordanian Workers.” Accessed July 23, 2026.
- Jordanian Ministry of Labour. *Labour Management Guidelines*. Amman: Ministry of Labour, 2026, particularly sec. 7.2.1 concerning occupational safety and health inspection.
- Jordanian Ministry of Labour. Statements and announcements concerning inspection campaigns relating to non-Jordanian workers, 2024–2026.
- Jordanian Ministry of Labour. “Human Trafficking Section.” Last updated July 16, 2026.
- Jordanian Ministry of Labour. “National Weeks for Occupational Safety and Health.” Accessed July 23, 2026.
- Jordanian Ministry of Labour. “Increase in the Number of Agricultural Workers Covered by Social Security to 18,761 Workers.” March 2, 2025.
- Jordanian Ministry of Labour. “Eight Collective Labour Agreements Signed since the Beginning of 2024.”
- Jordanian Ministry of Labour. “Ministry Dealt with 35 Collective Labour Disputes in 2024.”

IV. United Nations and International Organization Reports

- United Nations Human Rights Council. *Report of the Working Group on the Universal Periodic Review: Jordan*. A/HRC/56/10. March 15, 2024.
- United Nations Human Rights Council. *Report of the Working Group on the Universal Periodic Review: Jordan: Addendum*. A/HRC/56/10/Add.1. May 29, 2024.
- United Nations Committee against Torture. *Concluding Observations on the Fourth Periodic Report of Jordan*. CAT/C/JOR/CO/4. Geneva: United Nations, 2024.

- International Labour Organization. *Regulatory Framework Governing Migrant Workers in Jordan*. Beirut: ILO Regional Office for Arab States, 2024.
- International Labour Organization, Committee of Experts on the Application of Conventions and Recommendations. Observations concerning the application of the *Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)* in Jordan.
- International Labour Organization, Committee of Experts on the Application of Conventions and Recommendations. *Observation on the Right to Organise and Collective Bargaining Convention, 1949 (No. 98): Jordan*. Adopted 2025.
- International Labour Organization, Committee of Experts on the Application of Conventions and Recommendations. Observations concerning collective bargaining in Jordan, adopted in 2024 and 2025.
- United Nations High Commissioner for Refugees, Jordan. “Registration.” Accessed July 23, 2026.
- United Nations High Commissioner for Refugees. *Annual Results Report 2025: Jordan*. May 8, 2026.
- United Nations High Commissioner for Refugees Jordan. “Growing Needs and Limited Means Warrant Continued Support to Jordan.” May 21, 2026.

V. Civil Society Publications and Analytical Materials

- Information and Research Center–King Hussein Foundation. *Action Plan for Monitoring and Implementing the Fourth-Cycle Universal Periodic Review Recommendations on the Protection and Promotion of the Rights of Non-Jordanian Workers*. Amman, 2025.
- Information and Research Center–King Hussein Foundation. *Strengthening the Protection of Migrant Workers and Victims of Trafficking: A Package of Legislative Reforms to Advance Jordan’s International Commitments and the Economic Modernization Vision*. Amman, 2025.
- Information and Research Center–King Hussein Foundation. *In the Shadows: Stories of Exploitation and Suffering Faced by Migrant Domestic Workers in Jordan’s Informal Sector*. Amman, 2023.
- Ayman Halasa. “Deportation of Refugees in Jordan: Discretionary Powers of the Minister of Interior.” *The Legal Agenda*, May 17, 2024.

VI. Government Responses

- Jordanian Ministry of Labour. Written response providing information and clarifications on matters addressed in the report, August 2026.
- Jordanian Ministry of Interior. Official written response providing information and clarifications on matters addressed in the report, August 31, 2026.

Annex (2): Government Responses Received During the Preparation of the Report

The following government responses are reproduced in Arabic in the form in which they were received.

I. Response of the Ministry of Interior



وزارة الداخلية

الرقم : * (14 / ح ق / 50999) *

التاريخ : * (17. ربيع الأول 1448) *

الموافق : * (2028/08/31) *

السادة مؤسسة الملك الحسين/ مركز المعلومات والبحوث

اشارة الى كتابكم رقم IRCKHF/26/78 تاريخ 2026/8/10 بخصوص متابعة تنفيذ توصيات الاستعراض الشامل لحقوق الانسان ذات الصلة باللاجئين والعمالة غير الاردنية .

أ- التوصية رقم (136/196)

تجريم التمييز من جانب الموظفين المكلفين بانفاذ القانون والموظفين العموميين ضد المهاجرين واللاجئين.

موقف المملكة الاردنية الهاشمية من التوصية:

ايدت المملكة الاردنية الهاشمية هذه التوصية ، انطلاقاً من التزامها الراسخ بمبادئ المساواة وعدم التمييز واحترام حقوق الانسان ، وبما ينسجم مع التشريعات الوطنية والالتزامات ذات الصلة.

أولاً:- الاجراءات المتخذة:

تؤكد وزارة الداخلية ان اداء المهام والاختصاصات المناطة بها , بما في ذلك ما يتعلق بادارة شؤون الاجانب واللاجئين والمهاجرين, وانفاذ التشريعات الناطمة لدخولهم واقامتهم ومغادرتهم , يتم وفقاً لاحكام القانون والتعليمات والقرارات النافذة , وبما يضمن عدم اساءة استخدام السلطة او التمييز او المعاملة غير الانسانية او المهينة.

وتولي وزارة الداخلية اهمية خاصة لضمان التزام الموظفين العاملين في الوزارة والجهات التابعة لها، وكذلك الموظفين المكلفين بانفاذ القانون ضمن نطاق اختصاص الوزارة، بمبادئ الحياد والنزاهة والمهنية واحترام حقوق الانسان اثناء اداء واجباتهم.

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وزارة الداخلية

الرقم :*(14 / ح ق / 50999)*

التاريخ :*(17 ربيع الأول 1448)*

الموافق :*(2026/08/31)*.....

وفي هذا الإطار، تحرص الوزارة على أن تتم ممارسة الصلاحيات الإدارية والأمنية المتعلقة بالأجانب والمهاجرين واللاجئين ضمن الحدود التي رسمها القانون، وبما يحقق التوازن بين حماية حقوق الأفراد من جهة، والمحافظة على الأمن والنظام العام وسيادة القانون من جهة أخرى.

كما تتابع الوزارة أداء الحكام الإداريين والجهات التابعة لها في التعامل مع القضايا المتعلقة بالأجانب واللاجئين والمهاجرين، بما في ذلك الحالات التي تتطلب تدخلاً إدارياً أو اتخاذ إجراءات قانونية، مع التأكيد على ضرورة مراعاة الضمانات القانونية والإنسانية وعدم اللجوء إلى أي إجراء إلا وفق الأسس والصلاحيات المقررة قانوناً.

وتعمل الوزارة كذلك على تعزيز وعي العاملين لديها بالمبادئ والمعايير المتعلقة بحقوق الإنسان من خلال برامج التدريب والتأهيل والتوعية، بما في ذلك التأكيد على مبادئ عدم التمييز، واحترام الكرامة الإنسانية، وحسن التعامل مع الأشخاص من مختلف الجنسيات والفئات، والتعامل مع الحالات الإنسانية وفق الأطر القانونية المعتمدة.

ثانياً: الرقابة والمساءلة عن أي ممارسات تمييزية

تؤكد وزارة الداخلية أن أي ممارسة تتطوي على إساءة استعمال السلطة أو المعاملة المهيبة أو التمييز غير المشروع من جانب أي موظف تقع، متى ثبتت، تحت طائلة المساءلة وفقاً للتشريعات والأنظمة والتعليمات النافذة.

وفي هذا السياق، تتعامل الوزارة مع الشكاوى والملاحظات المتعلقة بأداء موظفيها أو الجهات التابعة لها وفق الإجراءات المعتمدة، ويتم التحقق من الوقائع واتخاذ الإجراءات اللازمة بحق أي موظف يثبت ارتكابه مخالفة أو تجاوزاً للصلاحيات الممنوحة له.



وزارة الداخلية

الرقم : (14 / ح د / 50999) *

التاريخ : م (7 - ربيع الأول 1448) *

الموافق : (2026/08/31) *

كما تحرص الوزارة على تعزيز الرقابة الإدارية على أداء العاملين في الميدان، بما يسهم في منع أي تجاوزات أو ممارسات مخالفة للقانون، ويعزز ثقة المراجعين والمقيمين واللاجئين والمهاجرين في المؤسسات الرسمية. وتؤكد الوزارة في هذا الصدد أن الجنسية أو صفة الشخص كمهاجر أو لاجئ لا تبرر بذاتها أي معاملة مهينة أو تمييزية من جانب الموظف العام، وأن أي تمييز غير مشروع أو إساءة في استعمال الصلاحيات يتم التعامل معها وفق الأطر القانونية والإدارية المعمول بها.

ب- اللاجئين

تؤكد وزارة الداخلية أن استضافة اللاجئين وتوفير الخدمات الأساسية لهم شكلت على مدى عقود جزءاً أصيلاً من النهج الإنساني للدولة الأردنية، حيث حرصت المملكة على ضمان وصول اللاجئين من مختلف الجنسيات إلى العديد من الخدمات العامة الأساسية، بما في ذلك الرعاية الصحية، والتعليم، والمياه، والمساعدات الإنسانية، ضمن الأطر والإجراءات الوطنية المعتمدة.

وقد تحمل الأردن أعباء كبيرة نتيجة استضافته أعداداً ضخمة من اللاجئين، ولا سيما اللاجئين السوريين، الأمر الذي فرض ضغوطاً متزايدة على قطاعات حيوية مثل الصحة والتعليم والمياه والبنية التحتية والخدمات العامة، إلا أن المملكة واصلت تقديم هذه الخدمات انطلاقاً من مسؤوليتها الإنسانية، وبما يحفظ كرامة اللاجئين ويوفر لهم مقومات الحياة الأساسية.

المملكة الأردنية الهاشمية

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وزارة الداخلية

الرقم : * (14 / ح ق / 50999) *

التاريخ : * (17..17..1448هـ. الأول. 1448) *

الموافق : * (2026/08/31) *

رابعاً: تعزيز التدريب والتوعية

تواصل وزارة الداخلية العمل على تعزيز إدماج مبادئ حقوق الإنسان وعدم التمييز في برامج التدريب والتأهيل الموجهة للعاملين لديها، بما يساهم في رفع مستوى الوعي بالمعايير القانونية والإنسانية ذات الصلة بالتعامل مع الأجانب واللاجئين والمهاجرين. ويشمل ذلك التأكيد على أهمية الالتزام بمبادئ المهنية والحياد والموضوعية، وعدم التمييز في تقديم الخدمات أو ممارسة الصلاحيات، واحترام كرامة الأشخاص، والامتناع عن أي سلوك يمكن أن يشكل إساءة أو تحقيراً أو معاملة غير لائقة على أساس الجنسية أو الأصل أو الوضع القانوني للشخص.

ج- التوصية رقم (136/91) الحماية الإجتماعية للمهاجرين / عاملات المنازل في هذا الإطار تؤكد وزارة الداخلية أنها تتعامل مع هذه الفئة في إطار من الالتزام القانوني والمسؤولية الإنسانية، وبما ينسجم مع النهج الوطني القائم على صون الكرامة الإنسانية وتعزيز مبادئ حقوق الإنسان وسيادة القانون، وذلك على النحو الآتي:

- انتهجت وزارة الداخلية مقاربة إنسانية وأخلاقية في التعامل مع العاملات اللواتي ينجبن أثناء وجودهن على أراضي المملكة، حيث جرى التنسيق مع دائرة الأحوال المدنية والجوازات لإصدار شهادات ميلاد للأطفال المولودين خارج إطار الزوجية، دون اشتراط وجود عقد زواج، والاكتفاء بالخطاب الرسمي الصادر عن سفارة دولة العاملة. وقد أسهم هذا الإجراء في إنشاء مركز قانوني للأطفال، وتمكينهم من الحصول على وثائق السفر الخاصة بهم من دولهم، وحمايتهم من خطر الوقوع في حالة انعدام الجنسية، علماً أن رسم إصدار شهادة الميلاد لا يتجاوز ديناراً أردنياً واحداً.

المملكة الأردنية الهاشمية

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وزارة الداخلية

* (14 / ح ق / 50999) *

الرقم : * (17 - ربيع الأول - 1448) *

التاريخ : * (2026/08/31) *

الموافق :

- لا يوجد في التشريعات الوطنية ما يحول دون تمتع العاملات وأطفالهن بالحق في التعليم والرعاية الصحية، وذلك وفقاً للقوانين والأنظمة النافذة، كما يتمتعن بحرية التنقل ضمن الأطر القانونية المعمول بها في المملكة.

- لا تشترط وزارة الداخلية الحصول على إخلاء طرف من صاحب العمل الأول في حال انتقال العاملة لعمل لدى صاحب عمل آخر، متى كان عقد العمل السابق قد انتهى وفق الأصول القانونية.

كما أن الوزارة لا تشترط موافقة صاحب العمل في حال رغبة العاملة بمغادرة المملكة والعودة إليها، متى كانت تحمل إذن إقامة ساري المفعول يجيز لها العودة. وفي المقابل، لا يتطلب مغادرة العاملة لأراضي المملكة موافقة أي جهة، ما لم يكن بحقها قرار قضائي نافذ يقضي بمنع السفر.

وتؤكد وزارة الداخلية أن سياساتها وإجراءاتها في هذا المجال تنطلق من موازنة دقيقة بين مقتضيات إنفاذ القانون والاعتبارات الإنسانية والحقوقية، بما يكفل حماية الفئات الأكثر عرضة للاستغلال، وصون كرامتهم الإنسانية، وتعزيز مبادئ العدالة وسيادة القانون.

واقبلوا الإحترام،،،

مازن عبد الله الفراية
وزير الداخلية

II. Response of the Ministry of Labour

الجهة المرسله: وزارة العمل الأردنية

المرسل: Amer Alkharabsheh

تاريخ الإرسال 27 آب/أغسطس 2026

المرسل إليه: مركز المعلومات والبحوث - مؤسسة الملك الحسين

الموضوع: تقرير منتصف المدة بشأن تنفيذ توصيات الدورة الرابعة للاستعراض الدوري الشامل لحقوق الإنسان

مرجع المراسلة: كتاب مركز المعلومات والبحوث - مؤسسة الملك الحسين رقم (IRCKHF/26/79) بتاريخ 10 آب/أغسطس 2026

نص الرد:

السادة مؤسسة الملك حسين - مركز المعلومات والبحوث

سعادة الدكتور أيمن هلسه المحترم،

تحية طيبة وبعد،

إشارة إلى كتابكم رقم (IRCKHF/26/79) بتاريخ 2026/8/10 بخصوص متابعة تنفيذ توصيات الاستعراض الدوري الشامل لحقوق الإنسان ذات الصلة باللاجئين والعمالة غير الأردنية.

نهديكم أطيب التحيات، ونقدر الجهود المبذولة من مؤسسات المجتمع المدني في رصد التقدم المحرز وتعزيز حماية حقوق الإنسان. وفيما يتعلق بمتابعة التوصيات الصادرة في إطار الاستعراض الدوري الشامل لحقوق الإنسان، نرجو أن نبين ضرورة الإشارة إلى ما يلي:

1. استندت منهجية إعداد التقرير في بعض أجزائها، كما هو موضح، إلى المعلومات المتاحة للعامة. ونشير هنا إلى أن عدم توفر بعض المعلومات المنشورة لا ينبغي أن يفسر على أنه دليل على عدم اتخاذ إجراءات أو عدم تنفيذها، وإنما يدل على الحاجة إلى تطوير جمع البيانات وتصنيفها ونشرها وتقييم أثرها. ولم يشر التقرير إلى التقارير الربعية وال نصف سنوية الصادرة عن مديرية التفتيش المركزية، والتي تتضمن معلومات عن الزيارات التفتيشية، والشكاوى، والسلامة والصحة المهنية، والعاملين في المنازل، وتغطي عددًا من الجوانب التي أشار التقرير إلى عدم نشر بيانات بشأنها. كما لم يتطرق إلى إطلاق وزارة العمل نظام بيانات سوق العمل، الذي يشكل قاعدة بيانات موحدة للمؤشرات والحقائق المتعلقة بسوق العمل الأردني .

2. توسع التقرير في تقييم بعض التوصيات إلى ما يتجاوز نطاق التوصية ذاتها. فعلى سبيل المثال، فيما يتعلق بالتوصية الخاصة بتوفير آليات للشكاوى، فإن تقييم فعالية هذه الآليات لا يعني عدم تنفيذ التوصية. فمنصة الشكاوى العمالية متاحة لجميع العاملين بصرف النظر عن جنسيتهم، ويتم التعامل مع أي شكوى ترد إليها وفق الأصول من قبل كواد التفتيش المختصة. وترى الوزارة أن هذه التوصية منفذة بالكامل لوجود آلية مجانية ومتاحة لجميع العاملين، ولا تتفق مع أي استنتاج قد يفهم منه عدم وجود سبل فعالة لتقديم الشكاوى. وتبقى الحاجة قائمة إلى تعزيز بعض البيانات، مثل البيانات المتعلقة بشكاوى العمال غير الأردنيين، وهي بيانات متوفرة ويمكن استخراجها ونشرها عبر المنصة .

3. يغطي التقرير الفترة حتى شهر آب/أغسطس 2026، الأمر الذي يتطلب تحديث البيانات للفترة ذاتها، حيث وردت في عدة مواضع إحصائيات حتى عام 2024، علمًا بأن التقرير السنوي لوزارة العمل ومديرية التفتيش منشور على موقع الوزارة .

4. لم يشر التقرير إلى الإعفاءات الممنوحة للعاملين السوريين من رسوم تصاريح العمل، والتي انتهت في عام 2024 .

5. لم يتطرق التقرير إلى أسس إصدار تصريح العمل الحر لعمال المياومة لسنة 2025، التي خففت من تبعية العامل لصاحب عمل واحد، بحيث يستطيع العامل العمل لدى أي صاحب عمل ضمن القطاع الذي يغطيه تصريح العمل، وكذلك أسس إصدار تصاريح العمل للعمال غير الأردنيين من ذوي المهارات المتخصصة لسنة 2024، التي أقرت الاعتراف بمهارات العمالة الوافدة .

6. مرفق لكم ملاحظات الوزارة على بعض ما جاء في التقرير بصورة خاصة .

وتفضلوا بقبول فائق الاحترام.

الرقم	رقم الصفحة في التقرير	ما ورد في التقرير	تعليق وزارة العمل
1.	18 / 4	لا تتوفر لجميع العمال وسيلة سريعة ومستقلة لمغادرة صاحب عمل مسيء	1. بموجب احكام المادة (29) من قانون العمل يحق للعامل أن يترك العمل دون إشعار صاحب العمل على أن يقوم بتبليغ وزارة العمل خلال اسبوعين من تاريخ ترك العمل وبالطرق التي تحددها الوزارة مع احتفاظه بحقوقه القانونية عن انتهاء الخدمة وما يترتب له من تعويضات عطل وضرر وذلك في عدة حالات منها إذا اعتدى صاحب العمل أو من يمثله عليه في أثناء العمل أو بسببه وذلك بالضرب أو التحقير أو بأي شكل من اشكال الاعتداء الجنسي أو التحرش الجنسي المعاقب عليه بموجب احكام التشريعات النافذة المفعول.
2.	18/16/ 5	غياب مبدأ شامل وملزم يتعلق بتكاليف الاستقدام والتوظيف	1. بموجب نظام تنظيم المكاتب العاملة في استقدام غير الاردنيين العاملين في المنازل رقم (60) لسنة 2020 يحظر على المكتب استقدام العامل إلا من خلال جهة مرخصة في الدولة الموقع بينها وبين المملكة اتفاقيات او مذكرات تفاهم وان يقوم بتوقيع اتفاقية لتنظيم العلاقة بينه وبين تلك الجهة وفقاً للقوانين المعمول بها والاتفاقيات ومذكرات التفاهم الموقعة مع تلك الدول بخصوص استقدام العمال. 2. بموجب قرار معالي وزير العمل رقم (2-2022) تم تحديد كلفة الاستقدام وانتقال العاملين في المنازل.
3.		نشر بيانات دورية	1. التقرير السنوي لوزارة العمل. 2. تقرير مديريات التفتيش وأقسام التفتيش واللجان المشتركة الربيعي والسنوي.
3.	22/17/ 14	1. عدم وجود حماية قانونية للعامل من الانتقام في حال تقديم شكوى. 2. محدودية المساعدة القانونية واللغوية حول اجراءات الشكاوى.	1. حيث ورد نص في قانون العمل رقم (8) لسنة 1996 وتعديلاته بعدم جواز فصل العامل او اتخاذ اي اجراء تأديبي بحقه

		3. تصريح الخروج والعودة كان يقتصر فقط على العمالة من الجنسية المصرية دون غيرهم من العمالة حيث تم الغاء تصريح الخروج والعودة لهم. 4. عدم وجود نص يجرم العمل القسري في الحالات التي لم تكتمل فيها جميع اركان جريمة الإتجار بالبشر	بسبب الشكوى او المطالبات وذلك بموجب أحكام المادة (24). 2. نشير الى ان منصة حماية للشكاوى العمالية التابعة لوزارة العمل مترجمة لعدة لغات وجاري العمل على توفير العديد من الترجمات بلغات العمالة الاكثر تواجداً في المملكة. 3. تصريح الخروج والعودة كان يقتصر فقط على العمالة من الجنسية المصرية دون غيرهم من العمالة حيث تم الغاء تصريح الخروج والعودة لهم. 4. حيث ورد نص في قانون العمل رقم (8) لسنة 1996 وتعديلاته يجرم العمل القسري والجبري وذلك بموجب أحكام المادة (77/ب).
5.	12	الاعفاء من براءة الذمة بعد (90) يوم	الاعفاء من براءة الذمة بعد (60) يوم.
6.	15/20	العمال الزراعيين	1. صدر نظام عمال الزراعة رقم 19 لسنة 2021 وتعديلاته 2. صدرت تعليمات اجراءات التفتيش على النشاط الزراعي لسنة 2021 3. صدرت تعليمات شروط وتدابير السلامة والصحة المهنية في مواقع العمل الزراعي لسنة 2021 حيث نظمت التشريعات اعلاه تنظيم العلاقة التعاقدية بين العامل وصاحب العمل واجراءات التفتيش والعقوبات على المخالفين، وبالإضافة الى الزيارات التفتيشية الدورية على القطاع الزراعي يتم تنفيذ حملات قطاعية ربعية خلال العام
4.	16	العمال المنزليين / انتهاء العلاقة التعاقدية	بموجب أحكام نظام العاملين في المنازل وطهارتها وبستانيتها ومن في حكمهم (90) لسنة 2009 وتعديلاته اذا تبين وجود اي مخالفة من قبل صاحب المنزل لأحكام قانون العمل أو الأنظمة الصادرة بمقتضاه، فيتم إنذاره لتسويتها خلال مدة اسبوع من تاريخ اعلامه بها ، وبخلاف ذلك يتم تحرير ضبط بحقه ومنعه من استقدام او انتقال عامل للعمل لديه للمدة التي يحددها الوزير واتخاذ الاجراءات اللازمة المنصوص عليها في قانون العمل النافذ، وإذا كانت المخالفة المرتكبة من صاحب المنزل تشكل اعتداء جنسيا أو جسديا على العامل أو انتهاكا خطيرا لأي من

			حقوقه الأساسية فيحق للعامل ترك العمل مباشرة والمطالبة بحقوقه.
5.	16	تنظيم مكاتب الاستقدام والرسوم	لم يتم ادراج العقوبات على المكاتب حسب ما ورد في احكام المادة (12) من نظام تنظيم المكاتب العاملة في استقدام غير الاردنيين العاملين في المنازل رقم (63) لسنة 2020.
6.	17	المطالبة بالاجور والحقوق العمالية	لم يتم الاشارة الى سلطة الاجور المنشأة بموجب أحكام المادة (54) من قانون العمل.
7.	20	بيانات عن مكاتب الاستقدام	تقرير مديريات التفتيش وأقسام التفتيش واللجان المشتركة الربعي والسنوي والمنشور على موقع الوزارة يبين الزيارات على المكاتب والاجراءات المتخذة بحققها.
8.	20	التعويض عن اصابة العمل	تقرير مديريات التفتيش وأقسام التفتيش واللجان المشتركة الربعي والسنوي والمنشور على موقع الوزارة يبين تعويض اصابة العمل.
9.	22	عدم اكتمال الحماية الاجتماعية / عمال الزراعة	تم تعديل نظام عمال الزراعة بحيث اصحىب الزاما على صاحب العمل اشراك جميع العاملين الزراعيين بالتأمينات الاجتماعية.
10.	23	عمال الزراعة والمنازل	تم شمول العاملين في المنازل والزراعة بالقرار رقم (2022/45) الخاص بتصنيف الصناعات والأنشطة الإقتصادية التي يجوز للعاملين فيها تأسيس نقابات تمثلهم لسنة 2022 الصادر بمقتضى أحكام الفقرة (د) من المادة (98) من قانون العمل الاردني رقم (8) لسنة 1996 وتعديلاته، حيث شملهم بالقرار أعلاه بحيث يحق للعاملين في المنازل الانتساب للنقابة العامة للعاملين في الخدمات العامة والمهن الحرة والاتصالات وتكنولوجيا المعلومات (خدمات الاعمال الخاصة والمهن الحرة والمنازل)، والعاملين في الزراعة يحق لهم الانتساب للنقابة العامة للعاملين في المياة والزراعة والصناعات الغذائية.

Annex (3): Organizations and Experts Involved in the Review of the Report

Consultation Session for the Review of the Report

Date: 12 August 2026

As part of the review of the mid-term report and the process of verifying the accuracy of the information and analysis contained in it, the Information and Research Center – King Hussein Foundation (IRCKHF) invited relevant experts, civil society organizations and international organizations to provide feedback on the report, either through participation in the consultation session or by submitting written comments.

I. Participants in the Consultation Session

Experts and Academics

- Dr. Samer Haddadin
- Dr. Shatha Al-Assaf

National Civil Society Organizations

- Arab Renaissance for Democracy and Development (ARDD)
- Phenix Center for Economic and Informatics Studies
- Tamkeen for Legal Aid and Human Rights
- Adaleh Center for Human Rights Studies

International Organizations

- United Nations High Commissioner for Refugees (UNHCR)

II. Written Comments

IRCKHF also received written comments on the report from:

- Dr. Omar Al-Araishi
- DIGNITY – Jordan

The comments provided during the consultation session and through written submissions were reviewed and used to inform the revision of the report, supplement available information and make corrections where the information could be verified and was relevant to the scope of the report. Responsibility for the final analysis and assessment contained in the report remains with the Information and Research Center – King Hussein Foundation.