

INTERNATIONAL TRADE UNION CONFEDERATION (ITUC)

# **INTERNATIONALLY RECOGNISED CORE LABOUR STANDARDS IN JORDAN**

## **REPORT FOR THE WTO GENERAL COUNCIL REVIEW OF THE TRADE POLICIES OF JORDAN**

**(Geneva, 10 and 12 November 2008)**

### **EXECUTIVE SUMMARY**

Jordan has ratified seven of the eight core ILO labour Conventions. However, Jordanian labour law does not in general provide for the full implementation and enforcement of the seven ratified ILO Conventions. In view of restrictions on the trade union rights of workers and continuing problems with migrant labour, child labour, and forced labour, determined measures are needed to comply with the commitments Jordan accepted at Doha in the WTO Ministerial Declaration of 2001, and in the 1998 ILO Declaration on Fundamental Principles and Rights at Work.

Jordan has ratified the ILO core Convention on the Right to Organise and Collective Bargaining, but not the Convention on Freedom of Association and Protection of the Right to Organise. Many workers are excluded from the right to organise - including migrant workers and workers in the public sector - and from the right to collective bargaining and the right to strike. Violations of these rights and other abuses are widespread in Jordan, in particular among migrant workers.

Jordan has ratified the core ILO Convention on Equal Remuneration and the Convention on Discrimination. Discrimination is prohibited by law but there are legal shortcomings and discrimination does occur in practice. There is a high level of occupational segregation in Jordan and women face discrimination in remuneration. Discrimination against migrant workers is a serious problem.

Jordan has ratified the ILO core Convention on the Worst Forms of Child Labour and the Convention on Minimum Age. Child labour remains a problem in Jordan, in particular in agriculture, domestic work and small enterprises. There is a growing number of street children.

Jordan has ratified the Convention on the Abolition of Forced Labour as well as the Convention on Forced Labour. Forced labour is prohibited but does exist in forms such as forced work in Qualified Industrial Zones, forced prostitution and domestic work. There is also trafficking for the purpose of forced labour.

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## **INTERNATIONALLY RECOGNISED CORE LABOUR STANDARDS IN JORDAN**

### **Introduction**

This report on the respect of internationally recognised core labour standards in Jordan is one of the series the ITUC is producing in accordance with the Ministerial Declaration adopted at the first Ministerial Conference of the World Trade Organisation (WTO) (Singapore, 9-13 December 1996) in which Ministers stated: "We renew our commitment to the observance of internationally recognised core labour standards." The fourth Ministerial Conference (Doha, 9-14 November 2001) reaffirmed this commitment. These standards were further upheld in the International Labour Organisation (ILO) Declaration on Fundamental Principles and Rights at Work adopted by the 174 member countries of the ILO at the International Labour Conference in June 1998.

The ITUC affiliate in Jordan is the General Federation of Jordanian Trade Unions (GFJTU). According to the GFJTU around 30% of the Jordanian labour force is unionised, although a 2005 Solidarity Center report estimates the unionisation rate as between 10 and 15%.

In Jordan agriculture accounted for 3.1% of GDP in 2007, industry accounted for 31.8% of GDP (of which manufacturing accounted for 20.7% of GDP) and services for 65.1% of GDP. Some 78% of employment is in services, 20% in industry and the remaining 2% in agriculture.

Total exports amounted to US\$ 5,432 million in 2007, of which food and live animals accounted for US\$ 723 million, phosphates US\$ 216 million and manufactures for US\$ 2,133 million. Total imports in 2007 amounted to US\$ 13,127 million, of which food accounted for US\$ 1,675 million, fuel and energy US\$ 3,149 million and capital goods for US\$ 2,415 million. Total exports of goods and services amounted to US\$ 9,160 million in 2007, whereas total imports of goods and services amounted to US\$ 14,728 million.

Major export products in 2007 were manufactured goods (31.9%), chemicals (17.8%), crude materials (10.8%) and food and live animals (10%). Major imports in 2007 were machinery and transport equipment (29.4%), crude oil and petroleum products (21.1%), manufactured goods (20.4%) and food and live animals (15.5%). Leading export destinations were the United States (21.8%), Iraq (12.5%), India (8.1%) and the United Arab Emirates (7.5%). The leading importers were Saudi Arabia (23.6%), China (10.9%), Germany (8.5%) and the United States.

Jordan has signed a free trade agreement with the United States which includes a commitment to upholding core labour standards in Jordan. Jordan signed a framework agreement for an FTA with Mercosur in 2008, and finalised FTA negotiations with Canada. Jordan is taking part in the Euro Mediterranean (EMFTA) negotiations with the EU.

## **I. Freedom of Association and the Right to Collective Bargaining**

Jordan has not ratified Convention No. 87 on the Freedom of Association and Protection of the Right to Organise, but ratified Convention No. 98 on the Right to Organise and Collective Bargaining in 1968.

The Minister of Labour announced at a Governing Body meeting of the ILO in 2006 that Jordan was committed to ratify Convention No. 87, but so far Jordan has not fulfilled this commitment (ILO 2008).

Workers in Jordan have the right to organise, but many groups are excluded from this right, in particular civil servants, workers in the health and education sector, domestic workers, gardeners, cooks, agricultural workers and migrant workers.

Despite the right to organise for most private sector workers, these rights remain restricted. Trade unions must obtain the approval of the Ministry of Labour in order to become officially registered and registration is directly linked to 17 professions, in which trade unions already exist, making trade union pluralism effectively impossible. Organising is also often discouraged by employers and although Jordan has ratified ILO Convention 135, its contents have not been implemented in the Jordanian labour law.

Trade unions are required to be a member of the GFJTU which is the only trade union federation. As reported in the ITUC *Survey of Violations of Trade Union Rights*, the government subsidises the GFJTU's wages and some of its activities, audits its accounts and monitors its activities and its elections. According to the *Jordan Times*, the last GFJTU Congress (2008) took decisions that will change the structure of the federation and its unions by replacing elected branches of general federations and replacing them with union committees.

The Labour Code does not ensure protection against anti-union discrimination but workers may file a complaint to the Ministry of Labour, which is authorised to reinstate workers that have been dismissed for union activities.

The CEACR committee has noted on several occasions that the Jordanian Labour Code “does not provide any protection against acts of interference to ensure the application of article 2 of the Convention and recalled that it has been commenting on this point since 1968”. The Committee further noted that “national legislation should make provision for rapid appeal procedures, coupled with effective and dissuasive sanctions against acts of interference to ensure the application of the Convention”. The Committee further recommended “that the application of the Convention should be extended to domestic servants, cooks, gardeners, agricultural workers and all migrant workers” (ILO 2008).

Trade unions have the right to collective bargaining in Jordan. According to the GFJTU only 3% of workers are covered by collective bargaining agreements (the labour force is estimated at 1.5 million workers). Such negotiations generally include wages, safety standards, working hours and health insurance. According to the ILO Social Dialogue project in Jordan less than 40,000 workers are covered by collective bargaining agreements.

The right to strike is severely restricted in Jordan. Before a strike can take place government permission is required. Moreover, the Ministry of Labour can impose mediation, subject to cumbersome processes, or if this fails, refer the case to the labour court. The labour court consists of a panel of judges appointed by the Ministry. The decisions of this court are binding. If parties do not agree to the court action, the Ministry will transfer the case to the Council of Ministers and the Parliament (again, as reported in the ITUC *Survey of Violations of Trade Union Rights*). During mediation and arbitration, strikes are prohibited. It is also prohibited to dismiss a worker during a labour dispute.

In practice strikes do take place, but generally without government permission, and are therefore illegal.

Jordan counts a number of Free Trade Zones also called Qualified Industrial Zones (QIZs). These zones are subject to regular labour legislation. However, the majority of workers in these zones, an estimated 70%, are migrant workers and are therefore not allowed to form or to join trade unions. Many of these workers suffer from low wages, appalling working conditions, unacceptable working hours of more than 12 hours a day and sexual harassment.

In April 2006 only 33% of the total workforce of 54,000 in QIZs were Jordanian. Most of the non-Jordanian workers are migrants from Bangladesh (25%), China (18%), Sri Lanka (17%), India (7%) and others (1%) (ILO, 2008). According to a *Jordan Times* article the total number of workers in QIZs, in August 2008, was estimated at 44,000 migrant workers and 12,000 Jordanians. Other sources estimate that the number of workers in QIZs has decreased to a total of 44,874, of which 11,684 were Jordanians and 33,190 migrant workers (end August 2008).

A Solidarity Center report states that approximately 30 % of the foreign firms in the QIZs import foreign workers. It further notes that mistreatment is common, including long working hours without payment of overtime, abusive conditions and violations of workers' rights. Wages are low and passports are often withheld particularly for domestic workers.

Workers from factories in QIZs producing for Wal-Mart, Gloria Vanderbilt and GAP went on strike in 2007 against salaries of US\$ 169.42 a month for a 78 hour work week. The take home pay is only US\$ 30.95, less than half the minimum wage of US\$ 63.88, due to high salary deductions for room and board.

The situation of migrant workers is described in greater detail in Section 2 on "Discrimination and Equal Remuneration" below.

## **Conclusions**

*Workers in Jordan have the formal right to organise, but this right is severely restricted and excludes many groups, including migrant workers and public sector workers. Although workers have the right to collective bargaining, mechanisms for implementation are insufficient, whereas the right to strike is severely restricted by law.*

## **II Discrimination and Equal Remuneration**

Jordan ratified Convention No. 100 on Equal Remuneration in 1966 and Convention No. 111 on Discrimination (Employment and Occupation) in 1963.

The Jordanian Constitution in Article 6 states that all Jordanians are equal before the law, that no one shall be discriminated against on the basis of race, language, or religion and that the government shall ensure for all education, tranquillity, equal opportunities, and work. However this Article does not mention discrimination on the basis of gender. Many workers face discrimination including women, non-citizens, workers in informal and unprotected work situations and marginalized populations, both due to the exclusion of many workers from labour legislation and due to non-enforcement of legislation.

Jordan has achieved 90% parity in literacy and full parity in primary and secondary enrolment. But the female labour force participation rate remains low and female unemployment remains significantly higher than male unemployment. Official unemployment for women stood at 27% in 2006 and labour force participation is between 11 and 12% compared to 63% for men.

The ILO CEACR report (2008) on Convention 100 notes that section 23(ii)(a) of the Constitution, which specifies that all workers shall receive wages appropriate to the quantity and quality of the work achieved, and the provisions in the Labour Code, do not ensure the application of the principle of equal pay for work of equal value set out in the Convention. The Committee notes that objective criteria such as quality and quantity of work may be used to determine the level of earnings but should not have the effect of impeding the full application of the principle of equal remuneration for men and women for work of equal value.

The Committee report further states that government statistics on the distribution of men and women by occupation and wage level for the years 2000–03 show that the differences in wage levels between men and women remained significant in 2003, and that the labour market is highly segregated. The Committee notes that comparing the value of the work is essential in order to eliminate pay discrimination which results from the failure to recognise the value of work performed by men and women free from gender bias.

The ILO CEACR report (2008) on Convention 111 records that there is continuing occupational segregation of women in the lower categories of the public service and only slow progress in achieving an equitable balance between men and women in the public service, particularly at higher levels.

The report further notes that according to government statistics the wage levels of legislators, senior officials and managers of women as compared to men increased from 48% in 2000 to 85.5% in 2002, but then declined drastically to 52.6% in 2003. Wage differentials also remain significant for professionals (with women's wage levels being 48.1% of men's in 2003) and clerks (with women's levels being 69.7% of men's in 2003). On the other hand, a decrease in wage level differentials between men and women can be noted for technicians and associate professionals (with women's wage levels at 81.6% of men's). In addition, the statistics show that the labour market continues to be highly segregated with women concentrated in occupations

like professionals, technicians and associate professionals, and clerks. A number of measures have been taken in the area of vocational training with an aim to increase women's employment opportunities and to reduce existing disparities in remuneration between men and women.

Migrant workers are excluded from the right to organise, are discriminated against in many ways and are not protected by labour laws. Non-Jordanian workers are also exempted from minimum wage provisions. They are prohibited from participating in trade union activities, and they are excluded from the social security system (ILO 2008). Due to their non-protection migrant workers face many abuses including non-payment of wages, discrimination in remuneration, long working hours, sexual harassment, and high deductions for food and shelter (Solidarity Center, 2005). In April 2008 around 400 Bangladeshi workers at MRAI Apparels went on strike due to deductions of JD25 per month from their monthly wages of JD 110 for meals, accommodation and medical costs, which are supposed to be provided for free.

Negotiations are taking place between the Ministry of Labour and the General Trade Union of Workers in Textile, Garment and Clothing industries, in order to raise minimum wages of around 12,000 Jordanian textile workers in the QIZs. This decision excludes 44,000 QIZ workers from China, Nepal, Sri Lanka, India and Bangladesh as well as domestic workers.

The US based National Labor Committee brought out a report in March 2006 that described the abusive working conditions in the QIZs faced by migrant workers. This led to a range of measures by the Ministry of Labour. The number of inspectors was increased, a special phone number for complaints by migrant workers was set up, employers were fined and the visas for future migrant workers were suspended for some time. It also led to the closing down of seven factories. In August 2007 migrants were given a temporary identity card which somewhat regularised the position of migrant workers although it did not facilitate work for them. The government accepted to set up GFJTU offices in QIZs and has promised to finance them. However, these efforts and measures have been too minimal to lead to a real improvement in the situation of migrant workers.

The National Center for Human Rights Report (2006) refers to the practices of recruitment agencies. Such agencies, recruiting migrant workers for the QIZs, charge exorbitant amounts from migrant workers. Workers end up paying their debts for several months as Jordanian employers and the agencies divide the money. In addition, many workers are forced to sign a new contract upon arrival in Jordan which provides for lower wages than the original contract signed with the agency in the home country. Furthermore, passports of many workers are withheld.

Despite the fact that labour inspection has increased, the inspection has remained rather limited to QIZs, whereas many migrant workers outside QIZs are also subject to abuses, especially guest workers from Egypt and Syria in construction, agriculture and other fields. Estimates on migrant workers in Jordan vary from 740,000 to 1.3 million, including many Iraqis although statistical information is lacking (ILO, 2008). Other reports estimate the number of legal migrant workers at 294,878.

There is also concern that although the number of inspections has increased, the quality of inspections is poor and many labour inspectors lack independence and qualifications.

The ILO (2008) notes that although in 2004 stricter regulations were adopted for the procedures for the importation of migrant labour there is still a lack of awareness among employers and workers of these protections, despite attempts to increase awareness.

In January 2008 the Philippines re-imposed a ban on Filipino workers going to Jordan due to abuses (ILO, 2008). Many of Filipino workers were received at the Filipino Centre in Amman earlier this year complaining of abuse and maltreatment. In July the Philippines said it would lift the ban if a minimum wage of US\$400 would be paid. However, employers seem to have widely refused to do so (Daily Star, 6 October 2008).

Due to widespread abuse of domestic workers, Jordan has introduced a standard contract for non-national domestic workers which provides for 15 days of paid holiday after two years of service, a fixed monthly wage and a paid day off every week. Employers are not allowed to confiscate the employee's passport, must pay for work and residence permits and provide food, lodging and medical care. However the mechanisms of implementation and enforcement remain to be put in place, which is currently being addressed by the ILO.

An Amnesty International report (2008) states that: "The authorities failed to protect thousands of migrant workers from abuse. Employees' passports were confiscated, and residency permits were denied, putting them at risk of arrest and deportation. Overtime working was enforced, wages were withheld, some living conditions were inadequate and access to proper medical care was denied. Physical abuse and sexual abuse of employees were reported."

Another Amnesty International report on Domestic Workers in Jordan (2008) states that "tens of thousands of women migrant domestic workers in Jordan face isolation, exploitation and abuse, with little or no protection from the state". The report further shows that many workers are not paid for all or some of their work and sometimes for years. Many of the women work 16-19 hours a day with no day off. Many are also effectively held captive in their employer's home and suffer physical and mental abuse including beatings. Some are raped or sexually abused and some cannot leave the country because their employer had not renewed their residency and work permit which has led to the accumulation of overstay fines. The report estimates the number of domestic workers that cannot leave Jordan because of the overstay fines at 14,000. Many of them are sheltered for months in the Embassies of their countries. They are not allowed to leave until the fine is paid, even though the employer should have renewed their permit.

The report further notes that the vast majority of the domestic workers are from South and South East Asia, mainly from the Philippines, Indonesia and Sri Lanka. Some 40,000 of them are registered with the Ministry of Labour but another 30,000 is estimated to be undocumented. In 2003 a special contract for non-Jordanian domestic workers was introduced. The contract outlines workers' rights to medical care, one day off per week and the timely payment of wages. The contract further stipulates that the employer is responsible for the payment of work and residency permits. The Amnesty report could however not find any evidence of a notable impact of this contract. The main shortcoming is the lack of penalties to which the employer is subjected in case the contract conditions are not met. The report further notes that a number of shortcomings increase the level of abuses such as the lack of labour

inspection at private homes, the lack of notification of embassies in the case of detainment and the risk of domestic workers being detained when reporting abuse.

The abuses and report were also referred to in the *Jordan Times* (2008). The same article mentions the announcement of a plan by the government to establish a private recruitment agency to handle recruitment of domestic workers. This profit-making agency would be owned by the GFJTU, with the expectation that the recruitment process will take place in line with best practices and international standards. However, it is questionable how the rights of migrant domestic workers can be guaranteed in the absence of migrant workers' right to organise and in the absence of a legal regulatory framework protecting their rights. The recent amendment (see below) of the labour law only provides for a regulation to be issued with regard to provisions related to employment and not for the right to organise. And even these employment provisions are still not in place; it remains unclear when this regulation comes into force, what protections it will provide and how it will be implemented.

A labour law amendment was prepared which would give migrant workers the right to join trade unions. This amendment was rejected by Parliament earlier this year. It is said that new attempts will be made to reformulate the previous amendments including the notion of providing "associate" union membership rights to migrant workers. The exact meaning of "associate" remains unclear however. The next parliamentary session will be in November 2008.

This amendment on migrant workers was part of 65 amendments on labour law in Jordan, which had been proposed in a tripartite discussion. The Government presented only six amendments to parliament without tripartite consultation on which ones to present. The parliament then only agreed on five of the six amendments. These amendments inter alia refer to agriculture and domestic workers. Through these amendments they will be covered by the labour law in terms of minimum protection, however, no implementation and enforcement mechanism has been included and a special regulation which will provide for legislation concerning contract, worktime, rest and any other provision related to employment needs to be designed first.

### ***Conclusions***

*Discrimination in employment and remuneration is prohibited but there are legal shortcomings and in practice women have less access to employment and receive lower wages due to occupational segregation. There is serious discrimination against migrant workers due to their lack of protection under the labour law, both within Qualified Industrial Zones as well as outside these zones. Efforts to address these abuses remain insufficient.*

### **III. Child Labour**

Jordan ratified Convention No. 138, the Minimum Age Convention in 1998 and Convention No. 182, the Worst Forms of Child Labour in 2000.



The minimum age for children to be employed in Jordan is 16 years. Children are not allowed to work more than 4 hours straight and are not allowed to work more than 6 hours per day. Furthermore, children are not allowed to work during weekends, holidays or at night. The minimum age for hazardous work is set at 18 years. Labour legislation does not apply to informal work as is common in agriculture, domestic work and work in small family businesses.

Education is compulsory and free of charge for children between the age of 6 and 17. The net primary school attendance ratio for boys and girls over the period 2000-2006 was 99%. The net primary school enrolment ratio was 88% for boys and 90% for girls over the same period (Unicef).

In 2002 the ILO estimated that less than one percent of children aged between 10 and 14 years in Jordan were working. A 2004 study suggested that tens of thousands of children in Jordan, perhaps more than 290,000, fit the category of working children. Children are mainly employed in automobile repair, carpentry, sales, blacksmith shops, tailoring, construction, and food services according to a 2002 report by the Ministry of Labour. Most children work in enterprises with less than five employees. 70% of working children earn less than the minimum wage and almost half work more than nine hours per day, according to a Solidarity Center 2005 report. There is also a large number of street children working as vendors as well as on garbage dumps. Many working children are victims of physical, verbal, and sexual abuse in the workplace and are exposed to hazardous chemicals and dangerous working conditions.

An ILO CEACR Direct Request of 2006 notes that the government estimates that 50% of child workers are in Amman, 21% the Governorate of Al-Zarqaa, 8% in Arbad and 4% in Al-Bulqaa. The majority of children work in undertakings employing less than five workers and for a maximum of eight hours per day.

The Committee on the Rights of the Child (CRC) 2006 report notes that despite some positive measures to address child labour there is concern that child labour has increased recently, especially in agriculture. Another major concern is that the labour code does not apply to children working in informal and unprotected work. The Committee states that there is insufficient information and statistics about the number of street children. The Committee report further indicates that there is a lack of data on the extent and magnitude of child prostitution and trafficking of children for prostitution.

An ILO report (GB.303/PFA/4) notes that a five year programme on child labour (National Programme for the Prevention and Elimination of the Worst Forms of Child Labour in Jordan (2002-2007) was completed in September 2007, however the effectiveness was considered to be too low given the high and growing number of child workers in Jordan.

## **Conclusions**

*Child labour is prevalent in Jordan, including in informal work in agriculture and domestic work. There is also a growing problem of street children. Despite efforts to reduce*

*child labour including work with the ILO, the number of child workers has increased. Enforcement and penalties remain insufficient.*

#### **IV. Forced Labour**

Jordan ratified Convention No. 29, the Forced Labour Convention in 1966 and Convention No. 105, the Abolition of Forced Labour in 1958.

Forced labour is prohibited in Jordan (Article 13 of the Constitution). Trafficking is not prohibited in all its forms, but slavery is prohibited. Trafficking for the purpose of forced labour or prostitution is not specifically prohibited. Trafficking of children is prohibited. Forced labour by children is not specifically prohibited but there are no reports of forced labour by children.

The US Department of State Trafficking in Persons Report of 2008 states that Jordan is a destination and transit country for women and men from South and South East Asia. Trafficking takes place for the purpose of forced labour, including domestic work. Coercive labour practices do occur in Jordan.

The report further notes that some Chinese, Bangladeshi, Indian, Sri Lankan and Vietnamese men and women are in conditions close to forced labour in several factories in the QIZs. They are subject to the withholding of passports, non-payment of wages and physical abuse.

The report further notes that some of the Filipino, Sri Lankan Bangladeshi and Indonesian women migrate to work as domestic workers but upon arrival are subject to forced conditions of work, passports are withheld, restrictions on movement, abusive working conditions, non-payment of wages, threats and physical or sexual abuse.

An ILO report (2008) notes that Jordan still faces serious challenges to control and eliminate forced labour and trafficking in and through the country.

One problem is the low level of prosecutions, convictions and penalties. The US Department of State (2008) report notes that although the number of inspections has increased, there remains a lack of prosecution and punishment. With respect to the trafficking of people there are few convictions and penalties are not sufficiently high. Moreover, forced labour in QIZs was only responded to with administrative penalties in the form of fines.

The US Department of State report (2008) mentions that one factory was shut down by the government in January 2008 after repeated violations of non-payment of wages, non-payment of overtime, physical abuse and poor living conditions. But so far there has been no prosecution of the offenders.

Victim protection is also lacking in Jordan. The US Department of State (2008) report notes that some victims of trafficking are punished for acts committed as a result of being trafficked. For example they are accused of theft by their employers when they run away and are

subsequently imprisoned, and victims of sexual assault are put in prison. Victims are also discouraged from filing complaints by some police officers.

### ***Conclusions***

*Forced labour is prohibited by law but remains a problem in Jordan, especially forced labour in the Qualified Industrial Zones and among migrant workers in domestic work, agriculture and construction. The trafficking of people for forced labour is also a problem in Jordan. Prosecutions and penalties remain insufficient, despite an increase in the number of inspections.*

### ***Final Conclusions and Recommendations***

1. The government must review its labour legislation to bring it in line with the ILO core conventions and other conventions it has ratified, including those related to Labour Inspection and ILO Convention No. 135 on Workers' Representatives.
2. The government must ratify Convention No. 87 and bring legislation in line with the Convention in order to extend the right to organise to all workers and to effectively implement and enforce this legislation.
3. The government needs to ensure that effective mechanisms are in place for the implementation of collective bargaining.
4. The government has to amend legislation urgently as to provide full protection under Jordanian labour law for all migrant workers and must ensure independence of labour inspection. An amendment to the current labour law amendments, providing for full protection of migrant workers including the right to organise, needs to be put before the Parliamentary session in November 2008.
5. The government has to increase efforts and measures, including legislative changes in line with the core ILO conventions, in order to reduce the wage and occupational inequalities that continue to exist between men and women.
6. More progress has to be made with the effective elimination of hazardous forms of child labour in agriculture, small enterprises and domestic work. Increased control and protection are needed as well as higher penalties.
7. There is an urgent need for increased labour inspection, enforcement of the legislation, and in particular prosecution and higher penalties, especially in the area of forced labour and trafficking of people for forced labour.
8. More urgent measures are needed to address the instances of forced labour in domestic work and agriculture to the trafficking of people for the purpose of forced labour. This should include a stronger protection of the victims.
9. More urgent and effective measures are needed to regulate recruitment agencies and to stop abuses by these agencies.
10. In line with the commitments accepted by Jordan at the Doha WTO Ministerial Conference and its obligations as a member of the ILO, the Government of Jordan should therefore provide regular reports to the WTO and the ILO on its legislative changes and implementation of all the core labour standards.
11. The WTO should draw to the attention of the authorities of Jordan the commitments they undertook to observe core labour standards at the Doha Ministerial Conference. The WTO should request the ILO to intensify its

work with the Government of Jordan in these areas and provide a report to the WTO General Council on the occasion of the next trade policy review.

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