



# BetterWork

## **Annual Report 2022: An Industry and Compliance Review**

Better Work Jordan

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## LIST OF ABBREVIATIONS

<b>AOFWG</b>	Association of Owners of Factories, Workshops and Garments
<b>BOESL</b>	Bangladesh Overseas Employment and Services Limited
<b>BWJ</b>	Better Work Jordan
<b>CAT</b>	Compliance Assessment Tool
<b>CBA</b>	Collective Bargaining Agreement
<b>CP</b>	Compliance Point
<b>EA</b>	Enterprise Advisor
<b>EU</b>	European Union
<b>FoA</b>	Freedom of Association
<b>GBV</b>	Gender-Based Violence
<b>GoJ</b>	Government of Jordan
<b>GFJTU</b>	General Federation of Jordanian Trade Unions
<b>GTU</b>	General Trade Union of Workers in Textile, Garment and Clothing Industries
<b>IFC</b>	International Finance Corporation
<b>ILO</b>	International Labour Corporation
<b>JCI</b>	Jordan Chamber of Industry
<b>JD</b>	Jordanian Dinar
<b>J-GATE</b>	Jordanian Garment, Accessories & Textiles Exporters' Association
<b>LI</b>	Labour Inspector
<b>mhGAP</b>	Mental Health Gap Action Programme
<b>MHPSS</b>	Mental Health and Psychosocial Support
<b>MoH</b>	Ministry of Health
<b>MoITS</b>	Ministry of Industry, Trade & Supply
<b>MoL</b>	Ministry of Labour
<b>NGO</b>	Non-Governmental Organization
<b>OSH</b>	Occupational Safety and Health
<b>SOP</b>	Standard Operating Procedures
<b>PAC</b>	Project Advisory Committee
<b>PPE</b>	Personal Protective Equipment
<b>RoO</b>	Rules of Origin
<b>SME</b>	Small and Medium Enterprises
<b>SSC</b>	Social Security Corporation
<b>ToT</b>	Training of Trainers
<b>TVPRA</b>	Trafficking Victims Protection Reauthorization Act
<b>ULC</b>	Union Labour Committee
<b>USDOL</b>	United States Department of Labor
<b>USJFTA</b>	United States Jordan Free Trade Agreement
<b>WHO</b>	World Health Organization
<b>ZTP</b>	Zero-Tolerance Protocol

## Summary Findings

This report presents findings and observations from Better Work Jordan's interactions in the garment sector throughout 2021. This report provides an update on the state of the garment industry in Jordan, and of select non-garment factories that the programme is working with as well. The report draws from multiple data sources, including assessment findings from unannounced compliance visits to factories conducted jointly with the Ministry of Labour; data the programme collects during regular interactions with factories (advisory data); and survey data gathered over the last three years from workers and managers. The triangulation of these different data sources allows for a deep understanding of the successes of the industry and areas that require further work.

The garment sector rebounded significantly in 2021 as orders rose and the direct impact of the Covid-19 pandemic faded. However, many factories faced logistical difficulties and restrictions for recruiting new migrant workers which put high pressure on factories. This led to long working hours especially for migrant workers. In addition to this direct pressure on workers, Better Work noted difficulties with scheduling trainings for workers and managers, and many factories fell behind on their improvement plans.

There were compliance violations noted in the areas of occupational safety and health, compliance with provisions of the collective bargaining agreement (CBA) and pregnancy tests for migrant workers. Several situational factors in both 2020 and 2021 make it difficult to compare compliance between the two years. For example, the Covid-19 pandemic and temporary laws associated with it continued to effect non-compliance. And while the smaller workforce increased pressure in some areas, it actually relieved pressure in other areas such as in dormitories, welfare facilities, and recruitment, which made it easier for factories to be compliant. In addition, the majority of assessments were conducted through a hybrid methodology with one day in-person and one day virtual, due to health

concerns. Less time on the factory floor may make it more difficult to find and prove non-compliance. Non-compliance rates dropped in areas such as compensation, contracts & human resources, and discrimination. However, these may just be temporary improvements.

The following are highlights from each compliance cluster:

### CORE LABOUR STANDARDS

**Child Labour:** According to the Jordanian Labour Law, 16 is the legal minimum age for employment and workers under the age of 18 are considered juvenile in Jordan. One factory was identified to have a worker under the age of 16 and to have workers under the age of 18 without proper documentation. Cases of child labour, especially for migrant workers, are notoriously hard to identify because of the widespread use of false passports and documents.

**Discrimination:** Common non-compliances under Discrimination are related to the compliance points Gender (31 per cent), *Race and Origin* (3 per cent), and *Other Grounds* (13 per cent). Pregnancy tests for migrant workers continues to drive the high non-compliance under gender discrimination, although non-compliance has dropped significantly. This is partly due to concerted efforts from factories and J-GATE to put pressure on the recruitment agency in Bangladesh to end the practice, and partly due to reduced recruitment because of travel limitations. Two factories were cited non-compliant for sexual harassment, the first time to-date that sexual harassment has been cited during assessments. However, this is one area where the underlying situation has not changed, as 1 in 5 workers over three years of surveys have cited concerns with sexual harassment.

**Forced Labour:** Forced labour used to be an endemic problem in the garment industry in Jordan, driven by the *Kafala* system that ties migrant workers to one employer and the widespread practice of factory

management holding worker passports. Major improvements have been made in this area, and in 2016, the US Department of Labor removed garments produced in Jordan from the Trafficking Victims Protection Reauthorization Act (TVPRA) list. While the situation around forced labour has generally improved over the last ten years, there were several violations in 2021. Three factories were cited as non-compliant for having coercive practices. One factory kept workers' passports, one factory restricted migrant workers from leaving the industrial zone, and one factory refused to allow workers to freely terminate their employment.

**Freedom of Association and Collective Bargaining:** As Jordan is yet to ratify ILO Convention No. 87 on Freedom of Association and Protection of the Right to Organize, all factories assessed continue to be non-compliant on workers' ability to freely join and form unions. Despite these restrictions, the garment industry has successfully ratified a series of Collective Bargaining Agreements and the union has access to most factories. Most factories are compliant with informing their workers about the provisions of the CBA, but 83 per cent of factories failed to fully implement all provisions of the CBA. The CBA expanded in 2019 to cover more aspects of Jordanian labour law, so the issues found in non-compliance here also are found non-compliant under the relevant issue in national law.

## WORKING CONDITIONS

**Compensation:** BWJ monitors many aspects of compensation beyond basic wage payments, including overtime pay, annual and sick leave, and in-kind payment for food and accommodation in the case of migrant workers. Non-compliance related to compensation was relatively low in 2021 as some compliance violations in 2020 that were caused by Covid-19 disruptions were resolved. Non-compliance in other areas remained low. Outside of compliance issues, migrant workers saw their pay increase significantly because of an increase in overtime hours. Average monthly pay for Jordanians stayed consistent.

**Contracts & Human Resources:** Several areas of contracts and human resources improved in 2021, as lower levels of recruitment alleviated pressure and some issues from the beginning of the Covid-19 pandemic were resolved. Non-compliance for recruitment fees dropped significantly, because of lower recruitment, improvement in recruitment practices, and the practice of some factories reimbursing workers for recruitment fees. Factory-level social dialogue and effective grievance mechanisms continue to be issues for the sector, and improvements can be made for these issues.

**Occupational Safety & Health:** As in previous years, OSH has some of highest non-compliance rates observed among factories. However, non-compliance rates dropped significantly in some key areas of OSH, such as accommodation, worker protection and welfare facilities. Many of the drops in non-compliance rates are likely to be transitory, as they are partially driven by a smaller workforce leading to less pressure on the OSH systems. This is particularly the case for accommodation. Some changes did appear to be more permanent, however, and BWJ noted an increased willingness from factories to make changes on OSH. This was particularly the case with subcontracting factories. However, many factories were cited as non-compliant on having proper OSH management systems.

**Working Time:** The Covid-19 pandemic significantly disrupted working time over the last two years. The working time of migrant workers was the most disrupted by the pandemic, as they are far more likely to work overtime. During the slowdown in orders and lockdowns in 2020, migrant workers saw their hours of work significantly cut back, but since the end of 2020 working hours have rebounded strongly. While this has led to increases in take-home pay, the long working hours put high physical and psychological pressure on workers. Migrant workers worked, on average, 61 hours per week in 2021.





**91**  
Factories



**414**  
Advisory visits



**87**  
Assessment  
reports



**5,151**  
Training  
participants



**62,963**  
Workers in  
registered  
factories



**21**  
International  
buyers

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## Introduction

Better Work Jordan (BWJ) is a partnership between the International Labour Organization (ILO) and the International Finance Corporation (IFC). The ILO flagship programme brings together stakeholders from all levels of the global garment manufacturing industry to improve working conditions, enhance respect for labour rights, and boost competitiveness. Better Work Jordan was established in 2008 at the request of the Government of Jordan (GoJ) and the United States (US) government. Better Work Jordan regularly prepares public reports synthesising industry updates and highlighting non-compliance findings and trends to increase transparency and to communicate observations to a wider audience. This is Better Work Jordan's **Thirteenth Annual Report**.

The Better Work Jordan programme is mandatory for garment factories that export to the US under the US-Jordan Free Trade Agreement. Better Work Jordan covers an estimated 95 per cent of garment workers in Jordan, as the vast majority of garment-sector employment comes from factories that export to the US. Starting in 2018, Better Work Jordan also began working with non-garment factories in three fields – plastics, chemicals, and engineering – who can export to the European Union (EU) under the Relaxed Rules of Origin negotiated in 2016 and revamped in 2018.

The report proceeds as follows: the Introduction covers the country and labour market context, the garment sector in Jordan, and the main activities of the Better Work Jordan programme. The main findings and analysis are covered in Working Conditions in the Garment Sector, which draws from non-compliance findings, data gathered during advisory visits, and worker and manager surveys conducted in 2021. Tripartite Partners and Sustainability presents an overview of the Better Work Jordan approach to sustainability by overviewing collaboration with the tripartite partners. Finally, the Conclusion presents the way forward and key priorities for the programme and the garment sector in the coming year.

## Country Context

The following sections lay out the context of Covid-19 in Jordan, the economy and labour market, and the legislative environment.

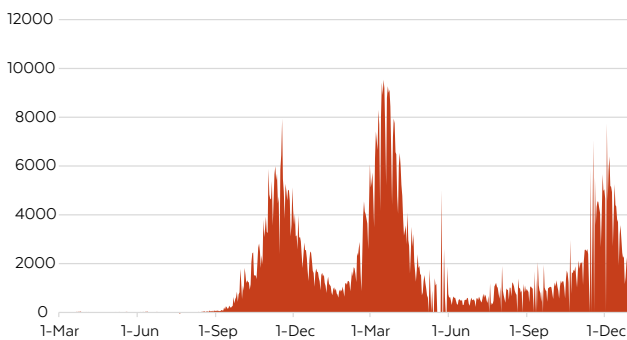
### COVID-19 in Jordan

The Covid-19 pandemic and resulting government restrictions and economic downturn upended life in Jordan. The situation was much more stable in 2021 however, and Jordan weathered the Covid-19 pandemic without major stresses on the country's health system (such as lack of hospital capacity), as occurred in several other countries. However, the direct effect of the pandemic and indirect effects of government-imposed lockdowns did curtail movement (both within the country and entering and leaving) and negatively affected the economy. The pandemic also had a significant human toll. As of December 2021, almost 1.1 million people had tested positive for Covid-19 in Jordan, or roughly 10 per cent of the population, with over 12,000 deaths (see **Figure 1**).<sup>i</sup> The latest wave of cases from the Omicron variant has caused high infection levels but there have been fewer severe cases and deaths. The vaccination rate (at least one dose) in Jordan was 46 per cent as of February 2022.

During the first part of the pandemic, from roughly March to May 2020, the Government of Jordan imposed strict lockdowns and curfews throughout the country. Initially, the government declared a state of emergency and called upon the 1992 defence law, which gives the government broad powers to curtail basic rights. The government has then continued to issue a series of defence orders on issues from movement restrictions, curfews, mask-wearing, vaccination, and employment.<sup>ii</sup> Some movement restrictions carried through 2021 but these were much more limited. However, in addition to restrictions on movement within the country, restrictions into the country remained for several countries where the garment sector recruits workers. These restrictions also made it difficult for migrant workers to travel home and visit their families.

Subsequent sections will discuss the toll of Covid-19 on the economy, the labour market, and the garment sector specifically.

**FIGURE 1. DAILY COVID-19 CASES IN JORDAN**



### Economy and labour market

The economy in Jordan was struggling before the onset of the Covid-19 pandemic. The pandemic worsened both the overall economic situation and was most acutely felt by those individuals already facing economic difficulties. Some sectors were hit harder than others. For instance, tourism typically makes up a fifth of the GDP, but Covid-19 essentially stopped all tourism to Jordan with an extended period of airport closure for international travels from March through September 2020, and a low volume of tourism persisting through 2021.<sup>iii</sup> The Jordanian economy also continues to be strained by on-going regional uncertainty, as well as the persistent national current account deficit.

The outbreak of Covid-19 had a significant negative impact on the economy, although the country fared better than many countries and is experiencing a successful recovery by the headline economic indicators<sup>iv</sup>. Real GDP growth was -1.6 per cent in 2020, a moderate contraction of the economy. So far in 2021 there has been some rebound, with growth of 0.3 per cent in Q1 and 3.2 per cent in Q2.<sup>v</sup> This positive economic story has been heavily supported by actions from the Central Bank of Jordan and bolstered by donor support to build foreign reserves, which may not be sustainable over the medium to long term. In addition,

this contraction came after a period of lacklustre economic growth – with stubbornly low growth of 2 per cent on average from 2016 to 2019.

While the headline economic numbers are positive, the pandemic exacerbated underlying challenges in the labour market, particularly for women and youth. Jordan has suffered from high unemployment rates for several years and these numbers have increased during the pandemic. The unemployment rate peaked at 25 per cent in 2021 Q1 and has since dropped slightly to 23.3 per cent in Q4.<sup>vi</sup> The unemployment rate was already elevated before the pandemic, at 19.1 per cent on average in 2019.

While these headline unemployment numbers are alarming on their own, they are even worse for women (30.7 per cent in Q4) and for youth aged 15-24 (52.1 per cent in Q4).<sup>vii</sup>

Labour force participation rates were low before the pandemic, especially for women. Pre-pandemic, the labour force participation rate for women was one of the lowest in the world at 14 per cent, compared to 54 per cent for men.<sup>viii</sup> So far, the labour force participation rates have held steady in the pandemic as previously employed people searched for jobs (thereby putting them in the unemployed category).<sup>ix</sup> Over time however, these people may drop out of the labour force entirely, leading to a decrease in the labour force participation rate.

Jordan has a population of over 10 million, of whom about 70 per cent are Jordanian nationals.<sup>x</sup> The Jordanian labour market is characterized by three segments: Jordanians, migrant workers, and refugees. In 2020, there were approximately 222,000 registered non-Jordanian workers with the Ministry of Labour (MoL), a significant drop from 349,000 registered workers in 2019.<sup>xi</sup> The biggest changes came from the agriculture, manufacturing, construction, and domestic worker sectors. The manufacturing sector, which includes all garment workers, had 27,650 fewer registered workers in 2020 than in 2019. The large drop in registered workers

is primarily due to the economic contractions of the Covid-19 pandemic, and to difficulties with issuing work permits during the pandemic period. The majority of the registered workers are from Bangladesh, Egypt and Syria and, despite the shrinking workforce, the majority continue to be employed in agriculture, construction, manufacturing and domestic work.<sup>xii</sup> Egyptian men are commonly employed in the construction sector, whereas Bangladeshi women workers are associated with the domestic and garment manufacturing sectors. There are also many unregistered workers, so the total number of non-Jordanian workers in Jordan is likely higher. Jordan has continued to implement the *Kafala* (sponsorship) system that ties migrant workers' immigration status with their employment status and a specific employer.

Jordan continues to enact regulations that close specific sectors and occupations to non-Jordanians and has introduced sector-specific quota systems. Such quota systems are in place to encourage employers to increase the number of Jordanians they employ. Some occupations are entirely closed to non-Jordanians, especially professional occupations such as doctors, engineers, teachers, and accountants. In the garment sector, the Ministry of Labour and the private sector agreed on a quota for Jordanians of 30 per cent, but this can be lower depending on certain factors. For example, to encourage factories to develop in remote areas, there is a multiplier effect for Jordanians working in satellite factories.

There are also differences in the minimum wages of Jordanian and migrant workers, and differences in the minimum wage for the garment sector compared to the full economy. On 25 February 2020, the Labour Tripartite Committee decided to increase the national monthly minimum wage, but this increase was postponed for some time due to the Covid-19 pandemic. As of 2022, the minimum wage is JD 260 (US\$ 367) for Jordanians and JD 245 (US\$ 350) for non-Jordanians. The minimum wage for non-Jordanians started at JD 230 in January 2021 and will increase by 15 JD per year until reaching parity with the wages for Jordanians.

These minimum-wage decisions exclude domestic workers and workers in the loading/unloading sector, in addition to Jordanian and non-Jordanian labourers in the garment and textile industries. The Labour Tripartite Committee that determines the minimum wage nationally stated that the minimum wage in the garment sector should be set by the sectoral Collective Bargaining Agreement. The minimum wage in the garment sector remains at JD 220 (US\$310) per month, 18 per cent lower than the national minimum wage. Non-Jordanians are paid a minimum of JD 125 as take-home wage and JD 95 as in-kind (accommodation and food), with the total amount adding to JD 220 as per the sector's collective bargaining agreement. According to a study commissioned by J-GATE, the in-kind element of migrant workers' wages is valued at JOD 95 as of 1 March 2018.

workers and workers in the loading/unloading sector, in addition to Jordanian and non-Jordanian labourers in garments and textiles industries. The minimum wage in the garment sector remains at JD 220 (US\$310) per month, while non-Jordanians are paid a minimum of JD 125 as take-home wage and JD 95 as in-kind (accommodation and food), with the total amount adding to JD 220 as per the sector's collective bargaining agreement.

### Freedom of Association

Jordan has yet to ratify ILO Convention No. 87 on the Freedom of Association and Protection of the Right to Organize, and Jordanian law places several legal restrictions on Freedom of Association (FoA). Of note is the fact that the freedom to establish unions is highly constrained, and that all trade unions must be governed by the restrictive Unified Trade Union Bylaw issued by the General Federation for Jordanian Trade Unions (GFJTU). Since 1976, the number of legally permitted trade unions has remained unchanged, with seventeen legally recognized trade unions. This is in contravention of the principle of trade union pluralism set out in ILO Convention No. 87. Workers in the garment sector are represented by the General Trade Union of Workers

in Textile, Garment and Clothing Industries (GTU, or simply referred to as the Trade Union or the union).

## Industry Overview

The Jordanian economy benefits from several free trade agreements. The most important agreement for the garment sector is the United States–Jordan free trade agreement, the **US–Jordan Free Trade Agreement (USJFTA)** that was signed in 2000 and went into full effect in 2010. The USJFTA allows Jordan to gain preferential duty and quota-free access to the US market. The Jordanian garment industry has been one of the primary beneficiaries of this agreement.

In 2002, Jordan entered the Association Agreement with the European Union (EU) that enabled a Free Trade Area opening two-way trade. The agreement was revisited in 2016 when the EU and Jordan agreed to **simplify the rules of origin (RoO)** requirements as a component of the EU’s broader response to the Syrian refugee crisis. The revisions were aimed at boosting Jordan’s trade competitiveness, supporting the host communities, and promoting job creation for Jordanians and Syrians.

Better Work Jordan primarily works with the exporting garment industry in Jordan. While the following sections focus on the exporting garment industry, it is useful to contrast this sector with two other groups. First, there are many small and medium enterprises (SMEs) that produce garments but do not export their products and are therefore not part of the Better Work programme. While there are many of these factories, they are very small and only employ around five per cent of the garment sector work force. Second, Better Work Jordan

has recently expanded its services to non-garment factories that export to the EU under the relaxed rules of origin.

## Garment Industry

The garment industry in Jordan is primarily driven by large exporting factories who export to the US under the USJFTA. The garment industry has seen significant growth in the last ten years. Exports dropped by 15 per cent in 2020 but rebounded in 2021 with 8 per cent growth.<sup>xiii</sup> Total exports remain lower than the peak of USD 2 billion in 2019, with USD 1.8 billion exported in 2021. Exports were strongest in the first half of the year, when they were on-par with exports in the first half of 2019. However, exports slowed in 2021 Q4. The garment industry share of total exports has also continued to drop – from 28 per cent in 2019, to 21 per cent in 2021. The US continues to be a major export market for Jordan, with 26 per cent of all exports going to the US. While Covid-19 has had an effect on the sector, the sector has fared relatively well in comparison to some other sectors of the Jordanian economy (see **Box 1**).

Around 62,000 workers were employed in the exporting garment sector in 2021.<sup>xiv</sup> Migrant workers make up three-quarters of the workforce. These workers, primarily from South Asia, typically work in Jordan for a contract of two to three years, which can be extended. Bangladeshis are the largest group of workers (over 50 per cent of migrant workers), and there are also workers from India, Sri Lanka, Nepal, and Myanmar. Jordanian workers make up the remaining 25 per cent of the workforce. The majority of workers are women – nearly 75 per cent of the production work force – whereas the majority of management positions are held by men.

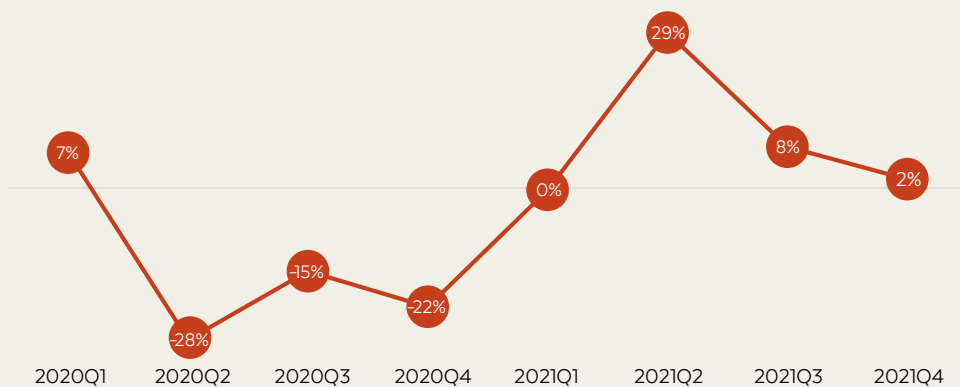
## BOX 1. EXPORTING GARMENT SECTOR: COVID-19 AND BUSINESS DEVELOPMENTS

Covid-19 has had a significant impact on the garment sector in Jordan, both directly, in the form of infections and safety measures to combat the spread of infections, and indirectly, from the global economic downturn and uncertainty. As of December 2021, over 7,000 employees in the garment sector (both workers and management) were infected with Covid-19. Jordan had an early and successful vaccination campaign, and the garment sector supported large-scale vaccination of workers. Vaccination is required for all employees under defence orders (with some exceptions), and there is no evidence that the workers in the garment sector are not fully complying with this.

The business effects of the pandemic were strongest in 2020 and have mostly resolved in 2021. Several companies closed in 2020, while others expanded and consolidated. Exports dropped significantly in 2020 and rebounded strongly in the first half of 2021 before falling again in 2021Q4 (see **Figure 2**). The strong rebound was partially driven by buyers shifting from Asian producers, Jordan's relatively successful control of the virus, and the demand for the type of products typically made in Jordan (casual wear and sports clothing saw growth in 2020 and 2021). Order stability has improved, although concerns remain. In 2020, 60 per cent of surveyed managers said that they were "seriously concerned" about uncertain orders from buyers affecting their business. In 2021, this number had dropped to 30 per cent of managers. However, even as the headline export numbers have improved, the sector has been plagued by supply chain issues and increased costs for raw materials and shipping. These have created logistical difficulties that have squeezed companies. At the same time, employers in Jordan faced significant problems in recruiting migrant workers due to travel restrictions and pandemic health measures.

High order volume and a smaller workforce led to increased production pressure, longer working hours, and some compliance violations. The effect on migrant workers and Jordanian workers was different, with migrant workers bearing the brunt of the problems. Typically, migrant workers work much longer hours than Jordanian workers and are more likely to agree to overtime work. Working hours for migrant workers increased significantly in 2021, while working time for Jordanians remained constant. Some migrant workers also faced difficulty leaving Jordan due to pandemic restrictions and were unable to visit their families which increases the emotional toll of being far away from home.

**FIGURE 2. YEAR-OVER-YEAR CHANGE IN GARMENT EXPORTS**



Within the exporting garment industry, there are three types of factories. The largest factories are direct exporters who produce goods directly for buyers. These factories are in the main economic zones of Dulayl, Irbid and Sahab. Below these factories in the supply chain are numerous subcontracting factories, smaller factories that produce goods for the direct exporters upon request. Parallel to this system are satellite units, which operate outside of the industrial zones, employ primarily Jordanians, and are typically small. There are currently 25 satellite factories registered in the Better Work Jordan programme that employ over 7,000 Jordanian workers. The Government of Jordan incentivizes satellite factories through monetary and logistical benefits in an effort to bring jobs to rural areas where many Jordanians live but are limited in employment opportunities, especially for women. Satellite units are typically affiliated with large exporting factories and help those factories reach their quota of Jordanian workers.

In addition to the main garment factories that make clothing for export, there are also numerous small garment factories throughout the country that are not part of the Better Work Jordan programme. These factories are classified as SMEs and produce for the local market. They typically employ between 10 and 500 people. Many of these companies are not registered with the Social Security Corporation (SSC) so it is difficult to get accurate and up-to-date information on them. A study from the Netherlands in 2019 estimated that there were 150 garment SMEs in Jordan employing roughly 5 per cent of workers in the garment industry<sup>xv</sup>. There are likely more labour violations in this part of the sector compared to the main exporting factories as these companies do not face any external pressure from buyers. These SMEs are likely more typical of Jordanian workplaces than the large exporting factories, and we would expect to see similar working conditions as in the non-garment factories that BWJ has recently started working with.

### Mental health situation in the garment sector

Workers in the Jordanian garment sector, especially migrant workers and women, have significant mental health problems and often do not have access to the proper resources to address these problems. Results from the 2021 Better Work Jordan anonymous workers' survey show that 48 per cent of workers have low well-being, and a further 31 per cent have moderate well-being. Only 21 per cent of workers had high well-being. Well-being is measured by a set of seven questions which are then aggregated to a validated well-being score.<sup>xvi</sup> Supervisors were also asked the same set of questions and had worrying results as well, with 40 per cent of supervisors classified as having low well-being. There are significant variations in well-being levels by nationality, with Indian workers and supervisors (who are almost entirely men) having the lowest well-being levels, whereas Bangladeshi workers and supervisors have relatively high levels of well-being (see **Figure 3**).

According to a Rapid Assessment of Garment Workers in Jordan, the Covid-19 pandemic has had a major impact on garment workers, and workers' mental health, already an area of concern, has suffered as a result. Survey data found that 36 per cent of workers in the sector probably have depression or anxiety. The results showed that 30 per cent of surveyed workers likely have some mental health issues and should be seen by a specialist, and 67 per cent of the workers surveyed are categorized as having low resilience, indicating their weak capacity to recover from difficult events.

Migrant workers face many stressors during the pre-migration process, the process of relocation to another country, and the post-migration phase. Moreover, when adjusting to a new country, migrants face a range of mental health stressors whose impact may vary depending on individual vulnerabilities and coping strategies. Such stressors include working and living conditions in the destination country – long working



hours, pressures to meet production targets, violence and harassment including verbal abuse in the workplace, limited opportunities for career advancement and poor dormitory conditions, a lack of support networks, and barriers to accessing services: including language barriers, marginalization, and discrimination in the host country. Furthermore, migrant workers have their own beliefs and attitude toward mental health and help-seeking behaviour, based on their cultural and religious beliefs and a low level of mental health literacy.

As part of the mental health project (see Page 16), an assessment was commissioned by BWJ and conducted by the Information and Research Center - King Hussein Foundation. The assessment explores the knowledge, perceptions, and attitudes of workers and stakeholders in the garment industry around mental health.<sup>xvii</sup>

The assessment found:

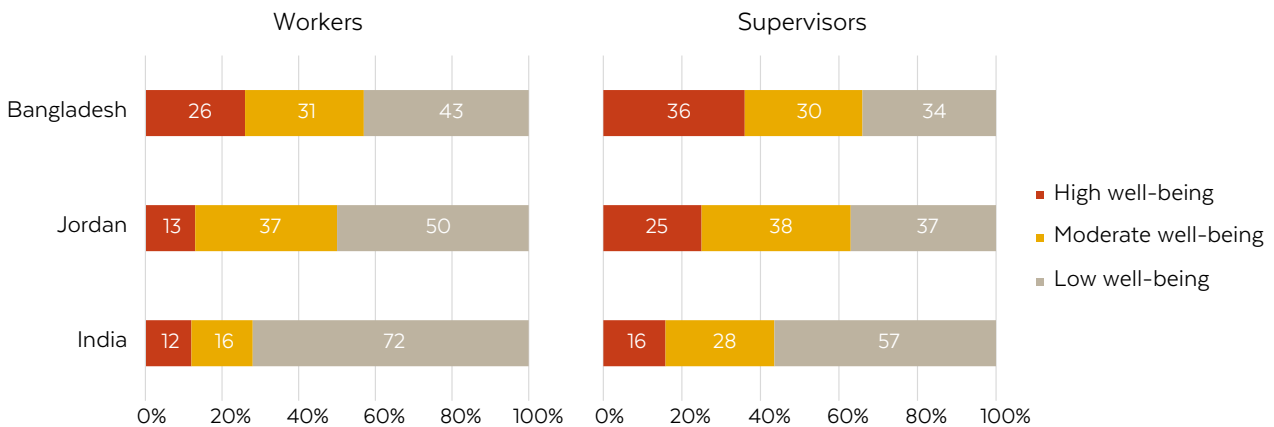
- Overall limited knowledge among workers in the garment sector of mental health problems, causes, and treatment;
- There are negative connotations associated with mental health and those suffering from mental

health issues;

- Some migrant workers, particularly those from India and Bangladesh, believed that spiritual factors (such as being cursed or possessed) cause mental health problems;
- Barriers to seeking help from factory management and staff include i) fear that problems will become bigger and more exposed, resulting in the spread of rumours and ii) fear of retribution.

Lack of knowledge around mental health problems and causes is problematic because it impacts the way management and staff interpret and diagnose mental health problems. If there is an incorrect diagnosis, management and health staff may not provide proper treatment to workers. Lack of knowledge also affects the willingness and responsiveness of workers to seek or accept the correct treatment. For example, a worker from Bangladesh was asked what they thought was happening to a person who was screaming, shouting, and flailing their arms. The worker responded “We have experienced this type of situation, and this person can be suffering from ghosts. In this case, we can’t do anything but take her to the ‘sick room’ and sometimes for spiritual treatment.”

**FIGURE 3. WORKER AND SUPERVISOR WELL-BEING BY NATIONALITY**





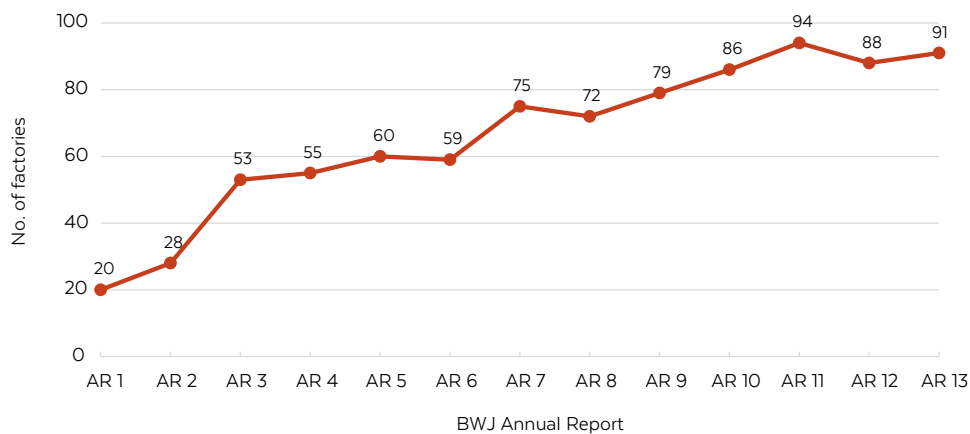
## Better Work Jordan

Better Work Jordan works with the tripartite stakeholders (representatives from government, employers and workers) to improve working and living conditions in the Jordanian garment sector. Better Work Jordan works on two levels – one through direct provision of core-services at the factory-level, and the second through encouraging social dialogue and direct capacity building of the tripartite partners. These two levels are also mixed, as Better Work Jordan delivers core services in conjunction with the tripartite partners through joint assessment and advisory visits and through Training of Trainers (ToT) so that trainings can be delivered to a wider audience by a diverse set of trainers. Further information on the tripartite partners and Better Work’s capacity building efforts can be found in the section on sustainability and tripartite partners (see *Partnerships*

and Sustainability on page 39).

The number of Better Work Jordan factories has grown simultaneously with the industry’s expansion. After a contraction in the industry in 2020, there has been a small rebound in 2021. **Figure 4** illustrates the number of factories enrolled in Better Work Jordan as reported in the programme’s annual reports. As of December 2021, **91 factories** were enrolled in Better Work Jordan – 39 direct exporters, 22 subcontractors, 25 satellite units, and five non-garment factories. The number of direct exporters participating in the programme is lower than in 2020, as some factories closed. However, several new satellite factories and subcontracting factories have joined the programme. Existing investors acquired some of the factories that shutdown in 2020 and re-opened them. There are now fewer individual investors operating in Jordan than before the pandemic.

**FIGURE 4: NUMBER OF FACTORIES ENROLLED IN BETTER WORK JORDAN.**



The evolving situation with Covid-19 in Jordan disrupted some of the traditional models of Better Work Jordan’s work, but the programme was able to adapt service delivery while expanding to new areas to fulfil the unique needs caused by the pandemic. While some of the methods may have changed, the overall goal of the programme remained consistent – to improve the working and living conditions of workers. The pandemic also highlighted the importance of tripartite dialogue

and showed the maturity of the sector to handle the situation.

In the last year many of Better Work Jordan’s core services included some virtual components but in-person delivery also returned. Under the hybrid model of assessments, as much work as possible was shifted online, including the review of documents and interviews with some workers. However, the assessment

always included an in-person day with two assessors. During the in-person part of the assessment, advisors conducted walk-throughs of the factory and dormitory and some interviews with workers and management. Advisory visits shifted to virtual delivery, with some exceptions for factories with critical issues, especially related to workers' basic rights. Some training and industry seminars were held virtually, while others were delivered in-person, especially in the second half of the year.

In addition to the broad focus on improving working conditions through increased compliance with national labour laws and international labour standards, Better Work Jordan has also pivoted in recent years to thematic focus areas of heightened concern in the industry. Many of these areas go beyond typical compliance and the traditional core-service delivery. These thematic areas

include:

- **Mental Health** - Better Work Jordan launched a mental health project in January 2021 that aims to improve the mental health of garment workers who face many physical and psychological stressors. The project focuses on building the garment workers' resilience against mental health risks, ensuring that factory-level support exists, and developing mental health referral systems that are accessible to all workers. Better Work Jordan has two main approaches for achieving this aim: a) increasing mental health awareness, and b) improving mental health & psychosocial support (MHPSS) services accessibility, especially among women and migrant workers. For key achievements of the projects in 2021, see **Box 2**.

## BOX 2. MENTAL HEALTH PROJECT KEY ACTIVITIES AND ACHIEVEMENTS

The following are key activities and achievements of the mental health project from 2021:

1. *Assessment of the mental health needs of garment workers* - Better Work Jordan conducted surveys to assess the current mental health status of workers and collaborated with a research center to investigate the knowledge, perception and attitudes of workers and stakeholders in the sector towards mental health (see page 13 for key findings).
2. *Raising awareness about mental health* - Better Work Jordan launched a multilevel awareness-raising campaign with a unified identity. Key activities include 1) internal and external awareness-raising sessions 2) using social media and public art to increase reach 3) using social events to raise awareness among workers. In interactions with stakeholders, Better Work Jordan has noted an increased understanding and sensitivity towards mental health.
3. *Providing MHPSS services* - Mental health focal points were designated in several factories to implement training and awareness-raising activities for workers and management. These focal points also coordinate for referral if a worker requires external support. A task force is working on developing guidelines for a workplace mental health policy. In addition, Better Work Jordan signed an MoU with an organization from Bangladesh to provide remote mental health and psychosocial support services in the workers' languages.
4. *Build stakeholder capacity on mental health topics*. In collaboration with the Ministry of Health, the mental health project worked on strengthening the knowledge, skills, and capabilities of 37 general health professionals in the garment sector in identifying and managing basic mental, neurological and substance use disorders. In addition, 105 garment sector actors were trained on how to respond to people experiencing distress through one-day Psychological First Aid training. Participants included medical staff, welfare officers, occupational safety and health officers, labour-management committee members, dorm supervisors, and labour inspectors. Finally, two different Training-of-Trainers (ToT) were developed to target potential root causes of mental health problems. The first ToT, developed with the ILO Global Program on Financial Education, focused on financial education. The second ToT, in collaboration with the United Nations Population Fund and the Ministry of Health, was on sexual and reproductive health rights to enhance knowledge, improve behaviours, and increase accessibility to available resources.

- **Gender strategy** - Better Work Jordan has made substantial progress on implementing its gender strategy. Achieving gender equality is a key goal both internationally and in Jordan, where the government is committed to closing the gender equality gap by 2030. Addressing gender inequality is especially important in the garment industry, where most workers are women, particularly those in low-wage and low-skill jobs. Gender is an important lens for Better Work Jordan, and the four pillars of the gender strategy (no discrimination, paid work and care, voice and representation, and leadership and skills development) target different areas where further support for men and women is required.<sup>XVIII</sup>
- **Structural integrity of dorms** - Migrant workers in the garment sector in Jordan live in factory-provided dormitories. By a recent count, there are between 200 and 300 dorm buildings that house migrant workers in the sector. While Better Work Jordan covers the state of living conditions in the dormitories in compliance assessments and advisory visits, the actual structure of the buildings themselves was always out of the scope of the Better Work project. In 2021, Better Work Jordan continued working with an engineering firm to produce detailed reports on the issues in dormitories and solutions for improving them (see **Box 5** on page 32).
- **Social dialogue and grievance mechanisms** - Social dialogue is an important topic that Better Work Jordan has been looking at closely in the last year. Several research studies were conducted on related topics, including research focused on Union Labour Committees (ULCs) and a study on Grievance mechanisms in the garment sector (see **Box 3**).

### BOX 3. GRIEVANCE MECHANISMS IN THE GARMENT SECTOR

A 2021 study from *Istidama* Consulting found that there are several formal and informal GRMs available for workers but that numerous factors prevent these mechanisms from reaching their potential. Perhaps the most pervasive issue within the GRM ecosystem is a general lack of awareness of available GRMs, thus hindering workers' ability to seek redress in the event internal channels are inaccessible and/or ineffective for any reason. While more workers were aware of their right to pursue redress within the Jordanian courts, most were unaware of alternative options/GRMs, they expressed an overwhelming desire to avoid the court system entirely.

Another hinderance is a prevalent fear of retaliation when filing a complaint via internal and – even more so – external GRMs. Overwhelmingly, workers identified filing complaints as “risky”. Aside from the fear of retaliation, workers also face significant barriers in respect of accessibility. Most GRMs have limited working hours and are only available when the workers are engaged in their duties at work, and there are few provisions which cater to different abilities in respect of language and literacy.

The study identified certain concerns and proposed recommendations and interventions around the key pillars studied, including:

- **Awareness:** Recruitment agencies could be used to increase worker knowledge pre-departure. There was significant variation in awareness of the mechanisms by nationality.
- **Accessibility:** workers identified the following key issues for accessibility: working hours and days, location, language and literacy. These issues need to be addressed for each of the available GRMs.
- **Legitimacy and independence:** formal GRMs were found to have legal mandates to receive and address complaints, but there was not much clarity as to the rules and procedures for handling them. Authors noted that migrant workers' ability to vote in GTU elections is a real hinderance to true legitimacy and effective representation of migrants in the sector.
- **Effectiveness:** In order to create a GRM ecosystem that is effective, fair, predictable, efficient, accessible, and responsive, all existing formal and informal GRMs need to further strengthen their internal governance and performance management processes with clearly established SOPs and performance indicators. Authors noted that ULCs at the factory level are meant to serve as a platform for quick and accessible grievance redress for workers. Therefore, the role, mandate, and authorities of ULCs across factories need to be further clarified, while simultaneously raising workers awareness of the ULC.
- **Accountability:** Provisions in the CBA related to accountability and enforcement need to be activated and strengthened, especially in light of workers' overwhelming reluctance to resort to local courts. Employers and the labour union were also found to have a “fear” of the media, making the media an informal accountability mechanism for all stakeholders in the sector, particularly employers.
- **Confidence:** The asymmetrical relationship between employers and workers, partially driven by the *Kafala* system leads to a fear of retribution and lack of confidence in the system.

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## Working Conditions in the Garment Sector

The following section focuses on working conditions in the garment sector.<sup>xix</sup> This information is based on triangulating data from assessment visits with other data and information, including from large scale surveys of workers and managers conducted in July 2021.

### Methodology and Data

Typically, the Better Work Jordan Annual Synthesis Report focuses on non-compliance data to summarize working conditions in garment factories in the last year. While this report includes non-compliance data, the findings and takeaways on the working conditions in the Jordanian garment sector are broader than the non-compliance data and include observations from field visits throughout the year, interactions with factories, and responses from the Better Work Jordan annual worker, supervisor and manager surveys.

Better Work's enterprise assessment is a key component of the programme's core services. During this assessment, factories are marked as non-compliant if it can be proven that they do not adhere to specific components of Jordanian national labour law or core international labour standards. The compliance data is divided into eight clusters: four designated as core labour standards (assessed against international labour standards) and four falling under working conditions (assessed according to national law and regulations). While individual assessment reports allow Better Work, the factory, and buyers to identify and understand non-compliance in factories, the annual report presents an opportunity to analyse sectoral trends and put them in context.

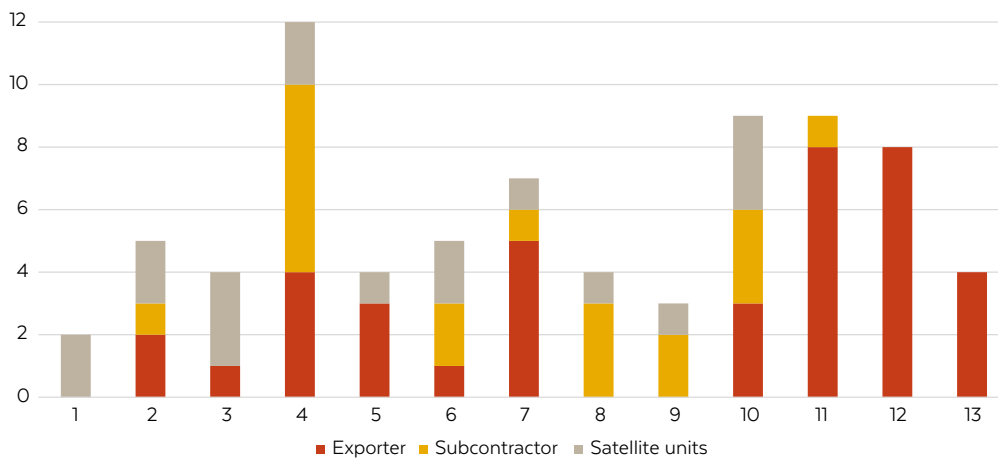
This report covers assessment findings from 77 factories<sup>xx</sup>. There are two unique factors in the assessment conducted in 2021:

- (1) **Sixty-six of the assessments followed a hybrid model**, while eleven were fully on-site. While the two-day on-site visit was traditional before Covid-19, during the pandemic, Better Work Jordan had to adapt services to health guidelines and constraints. The hybrid model was adopted as a compromise. The hybrid model consists of one day of virtual document review, and one day of in-person assessment. There are some potential issues with the hybrid model of assessments, including difficulty in conducting quality and confidential interviews remotely, and the lack of a robust HR system for some factories, particularly smaller ones. These complications sometimes made it difficult to triangulate findings sufficiently to find non-compliance. These complications affect some compliance areas more than others and are discussed in the relevant sections below.
- (2) **All assessments were conducted jointly between Better Work Jordan, the Ministry of Labour and Social Security Corporation**. As each assessment has a lead EA and a support EA, all assessments conducted in 2021 had the positions covered by representatives of different entities. Fifty-six factories were assessed with a Better Work Jordan Enterprise Advisor, while 21 factories were assessed jointly by governmental partners with support and coaching from Better Work Jordan. The factories that were assessed jointly by the governmental partners were all subcontracting factories or satellite units.

The factories with assessments in this report fall into three types – 39 direct exporters, 19 subcontractors and 19 satellite units. Two factories in the sample completed Cycle 1 of the Better Work model and the average was

Cycle 7 (see **Figure 5**). Overall, the compliance data in this report covers 90 per cent of the garment factories and 97 per cent of workers currently participating in the programme.

**FIGURE 5: DISTRIBUTION OF FACTORIES PER CYCLE IN ANNUAL REPORT 2022**



In the past, the synthesis reports have compared average non-compliance rates over time, but this approach has had some flaws in the turbulent Covid-19 period. Better Work Jordan covered almost all factories in the programme in 2021 but was not able to do all assessments in 2020, which makes the comparison to 2020 difficult. The profile of the factories that were assessed in 2020 is not fully representative of the average factory participating in the BWJ programme<sup>xxi</sup>. In addition, Covid-19 has led to many fundamental changes in the business environment and pressures on factories this year. Where information is known about the changing regulatory or business environment, these are mentioned to explain significant changes in non-compliance rates.

In addition to the non-compliance data, this report draws on data from the following sources:

- **Representative survey of workers** in Better Work Jordan participating factories in July 2021. This survey aggregates opinions from 1,500 workers

surveyed across 63 factories. The July data collection was the fourth data collection using the same survey instrument since 2019. Summaries of the survey results can be found on the Better Work Jordan website and have been used in various publications<sup>xxii</sup>.

- **Survey of line supervisors** conducted in conjunction with the worker survey. A total of 364 supervisors completed the supervisors' survey.
- **Survey of managers** conducted in conjunction with the aforementioned surveys. One manager from each of the 63 factories completed the survey.
- **Data gathered by EAs over the course of advisory visits.** The advisory log has rich information, such as how many visits occurred and the topic of discussion.
- And finally, **team observations from factory visits** and conversations with tripartite stakeholders and buyers.

For more information on the data presented in this report and limitations of the various sources, see Annex C.

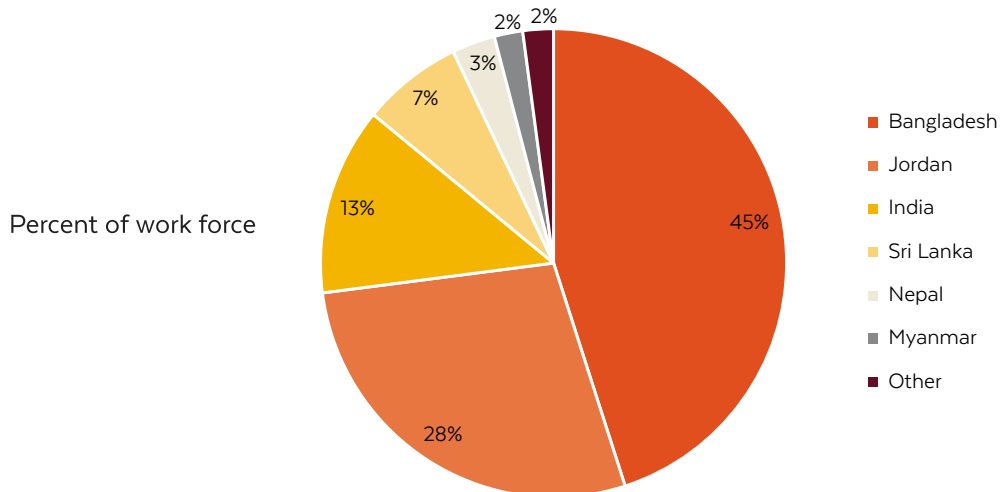
## Demographics of the Workers Employed

According to payroll data gathered by Better Work Jordan through December 2021, there were **62,963 workers in Better Work Jordan participating factories**<sup>xxiii</sup>. The number of workers in participating factories has dropped significantly in the last two years from a peak participation in 2019 of 74,970 workers. The largest single factory employed over 3,000 workers, while the smallest employed just 14. The sector is dominated by one major investor who employs over 20,000 workers across 12 main units and seven satellite factories.

The majority of workers are women (74 per cent), and the work force is mostly made up of migrants (74 per cent). To get detailed data on the gender and nationality breakdown of the workforce, Better Work

Jordan asked factory managers about their workforce composition in February 2022.<sup>xxiv</sup> The largest group of migrants are from Bangladesh, and they are also the largest nationality represented in the sector at 45 per cent of the workforce (see **Figure 6**). The vast majority of Bangladeshi employees are women (92 per cent), and according to survey data from almost 3,000 Bangladeshi workers, the average age is 26, with only seven years of formal education. Jordanian employees make up 28 per cent of the workforce, and they are also majority women at 81 per cent. In contrast, almost all Indian employees are male (96 per cent). The gender splits are more even among Sri Lankan workers, while Nepalese and Burmese workers are mostly women. The number of workers from Sri Lanka and Nepal has decreased during the Covid-19 period.

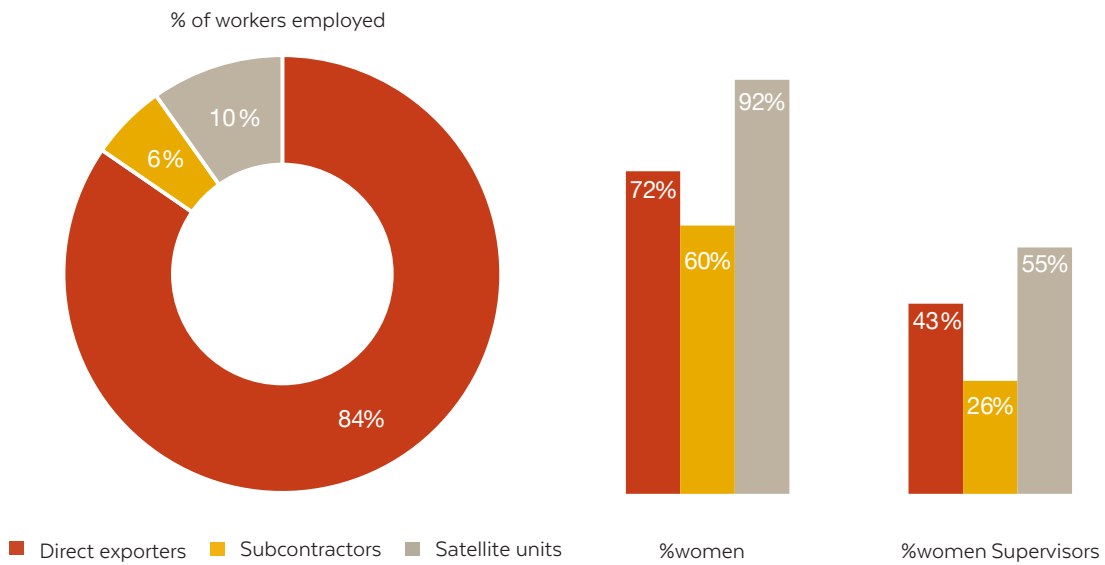
**FIGURE 6. SHARE OF EMPLOYEES IN BWJ GARMENT FACTORIES BY COUNTRY OF ORIGIN (2021).**



Direct exporters employed the vast majority of the workforce, with satellite units employing roughly 10 per cent and subcontracting units the remaining 6 per cent (see **Figure 7**).<sup>xxv</sup> Women workers make up the majority of the workforce in all factories. They are most heavily concentrated in satellite units (92 per cent of the work force), followed by exporting factories (72 per cent) and finally subcontracting factories (60 per cent). The ratio of female supervisors follows this same pattern: 55 per cent of supervisors in satellite factories

are women, compared to 43 per cent in exporting factories and 26 per cent in subcontracting factories. Overall, the proportion of female supervisors in Better Work Jordan participating factories has increased in the last two years. In 2020, 35 per cent of supervisors in participating factories were women, but this number has increased to 43 per cent. Some signs of this change were already apparent in 2020 however, especially among exporting factories.

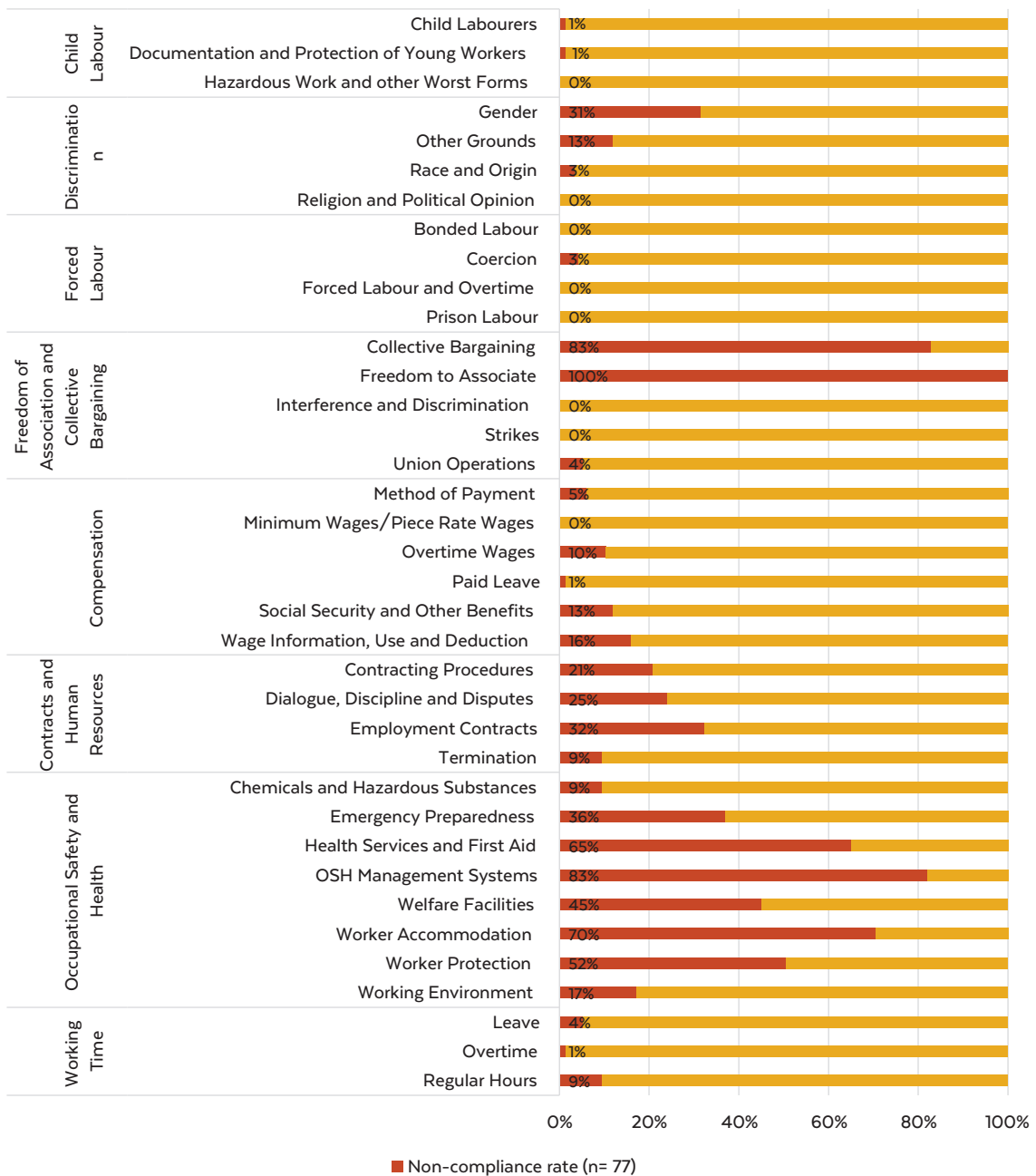
**FIGURE 7. PERCENTAGE OF TOTAL WORKERS AND WOMEN WORKERS EMPLOYED BY FACTORY TYPE.**



## Compliance Situation

**Figure 8** summarises the non-compliance rate for the 77 assessed factories. Non-compliance rates are reported for each compliance point (CP) under the eight Core Labour Standards and Working Conditions clusters followed with detailed observations.

**FIGURE 8. NON-COMPLIANCE RATE BY COMPLIANCE POINT**





## Detailed Findings

The following section presents detailed findings by cluster using key non-compliance rates, changes in non-compliance over the course of participation in the Better Work Jordan programme, and information from worker and manager surveys.

### Child Labour

According to the Jordanian Labour Law, 16 is the legal minimum age for employment, and workers under the age of 18 are considered juveniles in Jordan. Although this law is applicable to both Jordanians and non-Jordanians, the recruitment and migration of unaccompanied minors are considered human trafficking under Jordan's Anti-Trafficking Unit. Employment of children under age 16 is one of the issues covered by the zero-tolerance protocol (ZTP) according to Better Work Jordan's collaboration agreement with the MoL. When detected, Better Work Jordan is obliged to report such cases to MoL, who then follows up with the appropriate institutions and organizations. In addition, factories that employ workers under the age of 18 need to have proper documentation for these workers and must ensure that they are not subject to any of the unconditional worst forms of child labour.

**One factory was found to be non-compliant for child labour and non-compliant for improper documentation of workers under the age of 18.** During the assessment, EAs identified three cases of newly recruited Bangladeshi female workers under the age of 18, one of whom stated that she was 14 years old, and the dates in their passports showed ages above 20. Management stated that they were not aware of this case and that they would follow up with the Bangladesh Overseas Employment and Services Limited (BOESL), the central recruiting agency for Bangladeshi workers. According to the zero-tolerance protocol, Better Work Jordan reported this issue to the Ministry of Labour. However, the Ministry of Labour did not follow the normal steps of the zero-tolerance protocol of involving the human trafficking unit within the Ministry. As a result, the factory management brought the workers

to conduct a bone test themselves. The test indicated that the workers were above the age of 18 and they therefore stayed working with the factory, but Better Work Jordan has doubts about the accuracy of this information. The Ministry of Labour did not respond to requests for clarification as to why the Standard Operating Procedures were not followed in this case.

Child labour, especially in the case of migrant workers, continues to be difficult to detect and prove. The practice of forging passports and birth certificates makes this particularly challenging. Often, passport forgery takes place individually or through middlemen and before the aspiring migrant arrives to any employer representative or an accredited recruitment agency. In the past, Better Work Jordan has identified some cases of child labour by observing workers on the factory floor and talking to workers who appear young. Covid-19 safety protocols have made it harder to identify cases of child labour, both because of limited time on the factory floor and because face masks make it difficult to visually assess the age of workers.

### Discrimination

Freedom from discrimination is a fundamental human right. **ILO Discrimination (Employment and Occupation) Convention No. 111, 1958** defines discrimination as any distinction, exclusion or preference made on the basis of prohibited grounds (i.e., race, colour, sex, religion, political opinion, national extraction or social origin), which has the effect of nullifying or impairing equal opportunity or treatment in employment and occupation.<sup>xxvi</sup> The Convention also allows for countries to identify additional grounds of discrimination requiring protection.

Common non-compliances under Discrimination are related to the compliance points Gender (31 per cent), *Race and Origin* (3 per cent), and *Other Grounds* (13 per cent). Pregnancy tests for migrant workers continue to drive the high non-compliance under gender discrimination, although non-compliance has dropped significantly. This is partly due to concerted efforts from factories and J-GATE to put pressure on

recruitment agencies in Bangladesh to end the practice, and partly due to reduced recruitment. As in past years, no factories were non-compliant with the *Religion and Political Opinion* compliance point.

Better Work Jordan assesses discriminatory behaviour in factories through observation, interviews, and review of documents. Identifying instances of discriminatory behaviour is more difficult in some areas than in others. Therefore, to get a full sense of the issues around discrimination in the workplace, the following sections go beyond traditional non-compliance data, which sets a very high bar for proving discrimination by supplementing these findings with information directly from workers and managers.

### Gender

Gender-based discrimination comes in many forms and can be formal (part of a factory's rules) or informal (actions from individuals). Detecting informal gender-based discrimination is very difficult, so Better Work Jordan mostly observes instances of non-compliance on issues of formal discrimination, whether in the hiring phase, in the workplace, or in the dormitories. Measures aimed at protecting women based on stereotypical assumptions are considered discriminatory, like having a curfew only for women workers. While this was an issue in past assessments, factories have since amended their policies and practices.

**Non-compliance with the prohibition of pregnancy tests for workers was marked for 27 per cent of factories, a significant drop since 2020 when 55 per cent of factories were non-compliant.** Per guidelines agreed to by the Project Advisory Committee (PAC) and that went into effect in January 2019, factories are marked as non-compliant if any workers are found to have undergone pregnancy tests during recruitment even if employers took steps to prohibit this practice. During assessments, BWJ looks at the practices during the previous year. As hiring was substantially limited in both 2020 and 2021, some of the drop in non-compliance was due to changes in hiring practices. While this is true for 11 of the factories with no non-compliance (they were non-compliant because they did not hire any workers), 25 factories did in fact hire workers and those workers did not have to undergo pregnancy tests. This is a remarkable improvement from 2020 and 2019 when the majority of factories

had non-compliance on this point. One reason for this change is that both Better Work Jordan and employers have taken a tougher stance on recruitment and have put pressure on recruitment agencies. On 19 April 2021, J-GATE sent a letter to BOESL and the Bangladeshi embassy in Jordan requesting an end to these recruitment practices. Even within the group of factories that were non-compliant on pregnancy tests, half of the issues did not come from Bangladeshi workers who were recruited without undergoing tests – rather, the problem was an unusual one among Sri Lankan workers who were recruited through a new agency.

**Two factories were cited non-compliant for sexual harassment of workers.** One factory faced two separate instances where sexual harassment concerns were brought to the trade union and management. In one of the cases, two migrant workers approached the trade union and stated that a supervisor had asked them for sexual favours and threatened them with dismissal if they did not comply. The factory management and the trade union conducted a joint investigation and confirmed the workers complaints. The supervisor was immediately terminated, and the two workers requested to return home to their country which the enterprise paid for. Complaints were raised in the same factory by Jordanian workers a month later, this time for verbal and physical sexual advances from a supervisor. A joint investigation committee with members of the factory management and the union was formed on the same day and confirmed the allegations. The supervisor was terminated, and the Jordanian workers continued working with the factory. All interviewed workers expressed to the EAs that after those two incidents and the actions taken by management, they had not been subjected to any form of harassment. Management stated that because of these incidents, they have updated their harassment policies and started delivering a comprehensive training for their management staff the implementation of these policies. In addition, training has been delivered to workers to raise their awareness on these policies and their rights.

In the second factory, six out of the eight interviewed Jordanian female workers stated that they were subjected to unwanted sexual harassment by their supervisors. This harassment took the form of unwelcomed remarks, gestures, and touching them

while giving them work instructions. Management explained that they are aware of the situation and that they have developed their sexual harassment policy and started a process to investigate such allegations in addition to a firm disciplinary procedure that is in line with their bylaws and the Jordanian labour law.

**These instances mark the first time that a factory in Jordan was cited as non-compliant for sexual harassment.** Sexual harassment is difficult to detect and prove during the course of the two-day assessment visit and in a way that consistently protects the identity of workers. Better Work Jordan was made aware of instances of sexual harassment outside of the context of assessment (either directly from workers or from factory management who seek support to remediate the cases) in three factories in 2021. In these cases, BWJ worked with the factory and the victim to resolve

the issue. Better Work does not find non-compliance if the employer has taken effective steps to fully address the sexual harassment, including through disciplinary action, training, development and implementation of policies and procedures, etc. such that the issue has been fully remediated by the time of the assessment. Accordingly, these factories have not been recorded as non-compliant in the assessment reports.

Nonetheless, sexual harassment is a pervasive problem in garment factories, and Jordan is no exception. According to a representative and anonymous survey of workers, 21 per cent of respondents say that they or their co-workers are concerned with sexual harassment and eight per cent of workers say that they personally experienced quid-pro-quo sexual harassment (see **Box 4**).

#### **BOX 4. STOPPING GENDER-BASED VIOLENCE AND HARASSMENT**

Preventing sexual harassment and gender-based violence has been a long-standing goal of the programme, and a recent intervention in conjunction seeks to go beyond the typical training approach to holistically address the issue in a targeted group of factories. The year-and-a-half-long project began in late 2020 with trainings of workers and managers and includes an advisory and systematic component. The project is currently focused on the Al-Hassan industrial zone (where roughly 30 per cent of garment-sector workers are employed)), but the findings from the intervention can be applied to best-practices throughout the sector.

In the 2021 anonymous survey, 21 per cent of workers responded that sexual harassment is a concern in their workplace, while seven per cent of respondents stated that they or their colleagues had been subjected to quid-pro-quo sexual harassment. The overall percentage of workers voicing concerns with sexual harassment has increased slightly since 2019. The concerns of workers are also validated in a survey of supervisors who also see sexual harassment as a problem in their factories and as a concern among workers. The same 2021 survey also found that 22 per cent of workers thought that it would be risky to file a formal complaint in the case of coercive quid-pro-quo sexual harassment. This indicates that a substantial number of workers do not trust the current system to appropriately address these sensitive cases in a way that protects the anonymity and desires of the victim. Further evidence from the grievance mechanisms study suggests that workers fear retribution, especially if they voice concerns about sensitive subjects or frequently raise concerns.

The intervention in the Al Hassan industrial zone tried to address several of the issues highlighted above, by training workers and managers on what behaviours are unacceptable and providing tools for raising concerns. Participants in both the worker and manager trainings provided positive feedback and pre- and post- tests, which show that participants in the training courses learned key information about the range of unacceptable behaviours that can constitute sexual harassment. For example, in a baseline survey of supervisors who did not participate in any of the trainings, only 16 per cent could correctly identify the range of behaviours that could constitute harassment, whereas 97 per cent of managers who had been trained could correctly identify the behaviours. Participants in the managers' training also reported several behaviour changes, including less shouting, more patience with workers, and an increased willingness to report issues. One supervisor stated, "As a victim of sexual harassment [myself], I informed line welfare and they encouraged me to complain, and I did. Every victim should complain because this way the harasser will not get the courage to harass others."

Better Work Jordan hopes to learn more about the long-term impacts of the intervention through an upcoming qualitative evaluation and will apply these findings to programming going forward to expand the reach beyond the Al Hassan industrial zone.

### Race and Origin

Better Work Jordan assesses discrimination based on race and origin from three angles: in recruitment, during employment (including for example, pay, conditions at work, harassment), and at termination. Three per cent of factories were cited as non-compliant for discrimination on the basis of race or origin. These factories paid attendance bonuses for Jordanian workers but not migrants. This number is lower than in previous years because some factories that previously paid attendance bonuses to incentivize Jordanian workers stopped paying attendance bonuses altogether. One factory remained non-compliant for only paying Jordanian workers attendance bonuses. This factory also improperly calculated the annual leave payments for migrant workers. Another factory failed to give migrant workers the 5JD seniority bonus to which they are entitled under the CBA. Management stated that this was due to problems with their HR system and that they would fix this problem within a month.

The ILO Committee of Experts examined the issue of discrimination based on sex, race or colour under Conventions 100 and 111 in light of the differences in wages for Jordanian and migrant workers. The Committee noted the Government's statement that, although the minimum wage does not apply to migrant workers, they still receive a wage equal to that of Jordanian workers because they are entitled to allowances for accommodation, food and transport, and the employer bears the cost of their work visa and travel. However, the Committee considered that the right to additional allowances does not in itself imply that migrant workers receive an equivalent wage to Jordanian workers.<sup>xxvii</sup>

### Other Grounds

In addition to gender, race, origin, religion and political opinion, Better Work also monitors discrimination on the basis of ability. Jordanian labour law sets a quota for workers with disabilities. Factories are required to hire a specific share of persons with disabilities based on the number of Jordanians they employ: one person

if the factory employs 25-50 Jordanians and four per cent of the Jordanian workforce if the factory employs more than 50 Jordanians. **Thirteen per cent of factories were non-compliant with hiring the required number of workers with disabilities.** Of the 10 factories non-compliant on this point, only one factory had failed to hire any workers with disabilities – the remaining nine had hired workers but not up to the four per cent quota.

Better Work recently added several other questions to its compliance tool to gather more information about workers with disabilities and how they are integrated into the workforce and decision-making. Although these questions were added in July 2020, they are still not being answered during the assessments. This is partially due to a lack of guidance on how to determine compliance and because of lack of time to address these issues, especially under the hybrid model of assessments. Better Work Jordan will work with relevant departments within the Ministry of Labour to establish guidelines for factories on how the new questions will be assessed.

### Forced Labour

Certain forms of forced labour are considered zero-tolerance issues in Better Work Jordan factories. Any cases of passport confiscation by management or extended cases of coercion from management, such that workers are forced to work, is immediately reported to the Ministry of Labour per the ZTP. BWJ looks at forced labour from four angles: coercion, forced labour and overtime, bonded labour, and prison labour. Forced labour used to be an endemic problem to the garment industry in Jordan. The Kafala system ties the majority migrant workforce to their employer with limited opportunities in practice to switch employers or leave the country without repercussions. In the past, it was common practice across the industry for managers to keep the passports and documents of migrant workers under lock and key. Migrant workers' access to their personal documents, including passports and residency permits, is crucial for their safety in Jordan and their ability to move freely. Over the last ten years, the Jordanian garment industry has greatly reduced

the number and severity of cases of forced labour. In 2016, the US Department of Labor removed garment products produced in Jordan from the TVPRA list.<sup>xxviii</sup>

**Three factories were cited as non-compliant for having coercive practices. One factory kept workers' passports, one factory restricted migrant workers from leaving the industrial zone, and one factory refused to allow workers to freely terminate their employment.** During the assessment interviews, 80 per cent of interviewed workers stated that management had their passports. While the management claimed that they had the passports to facilitate the Covid-19 vaccination, workers stated during interviews that they had not had access to their passports since joining the factory. Better Work Jordan reported this issue to the Ministry of Labour under the Zero Tolerance Protocol, and all passports were returned to workers. In another factory, interviewed migrant workers stated that they cannot leave the industrial zone. Management explained that they had put new procedures in place to prevent the transmission of Covid-19.

**While only one factory was cited as non-compliant for refusing to allow workers to terminate their employment, Better Work Jordan heard of other instances of this practice in the last year but was unable to prove these cases during assessments.** In the case that was cited as non-compliant, interviewed migrant workers stated that 14 Indian workers' contracts expired in September 2021. However, management refused to send them back to their home country until replacement migrant workers were recruited. Management stated that they have been facing difficulties in their recruitment process and they need to keep their current workforce in order to meet expected production targets. Due to the high volume of orders and the difficulties in recruiting new migrant workers, Better Work Jordan heard similar issues in other factories. However, proving this practice during assessment visits was very difficult, partially because factories would offer workers benefits to stay. Better Work Jordan is looking into how to identify these cases during the assessment interviews. This issue was discussed with PAC members during the 47<sup>th</sup> PAC meeting on 29 August 2021.

## Freedom of Association & Collective Bargaining

### Freedom to Associate

**As Jordan is yet to ratify ILO Convention No. 87** on the Freedom of Association and Protection of the Right to Organize, **all factories assessed continue to be non-compliant on workers' ability to freely join and form unions.** Jordanian Labour Law stipulates a single trade union structure, which restricts workers from forming unions of their choosing. Article 98 of the Labour Law states that trade unions may be formed but sets conditions that restrict the right to establish a union. The legislation requires the MoL's approval and at least 50 Jordanian founding members to establish new unions. Although the Temporary Law No. 26, 2010, which is included in the Labour Law, allows migrant workers to join the already established trade unions, migrant workers are still not allowed to be founding members. As such, all factories are cited as non-compliant for the questions "Can the union freely form and join federations and confederations of their choice?" and "Can workers freely form and join a union?"

### Collective Bargaining

Stakeholders in Jordan have successfully ratified a series of sector-wide Collective Bargaining Agreements that set industry standards relating to wages, working conditions and industrial relations. The latest CBA was ratified in 2019 and was the most comprehensive, inclusive and ambitious to date. As the CBA has grown to encompass more issues, Better Work Jordan has observed a stark decrease in employer compliance with all provisions in the CBA because any one finding of non-compliance can trigger lack of compliance with the CBA. In the 2021 assessments, **83 per cent of factories failed to implement at least one of the provisions of the CBA.** The main drivers of this are factories that have compliance violations with worker accommodations (56 per cent), issues with day care facilities (29 per cent) and factories that fail to prevent pregnancy tests for workers (27 per cent). **The majority of factories meet**



**the minimum standards for informing workers about the CBA, however knowledge about the contents about the CBA as reported by workers themselves remains low.** During 2021, BWJ assessors cited three factories as non-compliant for not adequately informing workers about the CBA. Two of these factories restricted union access to the factory, which is also noted as non-compliance under union operations (see below). Jordanian labour law requires that CBAs are posted on a special notice board at the workplace. In addition, under the sector-wide CBA, the employer and the union have a joint responsibility to inform workers about the existence and terms of the CBA. Better Work Jordan determines non-compliance with these points by observation of factory notice boards and through interviews with workers.

According to the representative worker survey conducted by Better Work Jordan, less than half of workers are familiar with the CBA and its contents. Another 10 per cent of workers are familiar with the CBA but not its contents. Migrant workers are more likely to be familiar than Jordanian workers with the provisions in the CBA. Factories may be doing the minimum that is legally required of them to inform workers about the CBA, however, the gap in worker knowledge needs to be filled by other parties. The union has opted to spend most of its efforts around the CBA to ensure that workers know about the CBA and are aware of their rights under it.

### Union Operations

**Three factories were cited as non-compliant on allowing union representatives access to the workplace; these factories had limited cooperation or communication with the union.** The union has tried to access the factories and has not been able to for some time. For example, in one factory the management kept postponing union visits to the factory, which made it difficult for the union to set up a Union-Labour Committee. Further information on Union-Labour Committees is presented in the section Contracts and Human Resources (page 30).

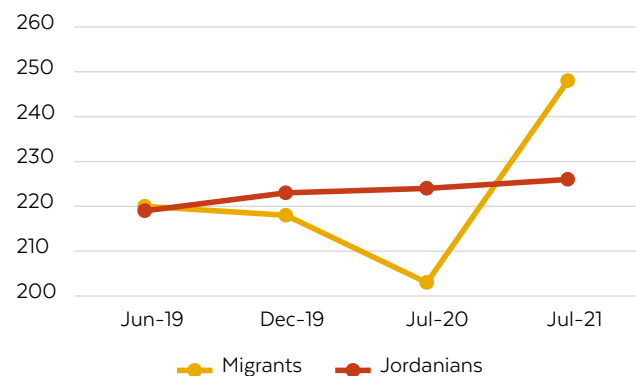
## Compensation

BWJ monitors many aspects of compensation beyond basic wage payments. Workers are entitled to several different aspects of compensation per the CBA and their individual contracts, including overtime wages, annual leave and sick leave, and in-kind payment for food and accommodation in the case of migrant workers. It is also important that workers are paid accurately and on time. Because the compensation schemes are often complicated, Better Work Jordan looks at all aspects of compensation closely to make sure that all workers are compensated fairly and accurately for their work.

**Non-compliance related to compensation was relatively low in 2021, as some compliance violations that were caused by Covid-19 disruptions were resolved.** Non-compliance in other areas remained low.

Outside of compliance issues, overall workers saw increased pay after a dip in pay in 2020 (see **Figure 9**). Pay rebounded, especially for migrant workers, which is linked to higher working hours and possibly higher production bonuses and other pay schemes such as seniority bonuses. Self-reported pay data from workers shows a slight increase in pay for Jordanian workers from 2019 to 2021, while migrant worker pay dropped substantially in 2020 but rose to its highest level yet in 2021. Migrant worker reported take-home pay of 248 JD per month.

**FIGURE 9. AVERAGE SELF-REPORTED MONTHLY PAY BY MIGRATION STATUS OVER TIME**



### Method of Payment

Issues of timeliness of payments were mostly resolved in 2021 after a spike in issues in 2020. In the last year, four per cent of factories were cited as non-compliant for delays in payments, while one factory failed to pay in-kind wages correctly. In 2020, timeliness of payments was a major issue, with 35 per cent of factories failing to pay wages on time. The primary causes of this were difficulty reaching workers due to shutdowns and curfews, confusion about procedures with shifting laws, and at least one factory that cited cash flow problems due to delays in payments from local contractor. In 2021, the SSC introduced a programme called *Istidama* to support the payment of wages for Jordanian workers. This programme, and the non-compliance issues related to timely payment of wages, were discussed during the August PAC meeting. As per Article 46 of the Jordanian Labour Law and the sectoral CBA, employers are required to have a well-defined payment cycle with a set payday for their workers. Workers must be paid all wages, bonuses and overtime accordingly within seven days of this set date. Whether wages are paid in cash or digitally is an important issue for workers. Better Work Jordan has been working with the Better than Cash Alliance to ease the transition to digital payments. Key factors to consider are worker accessibility, interface language, and cross-country remittances<sup>xxix</sup>.

### Overtime Wages

The Jordanian Labour Law requires that employers pay 125 per cent of their normal wages for all ordinary overtime hours worked and 150 per cent for all overtime hours during weekly rest days and public holidays. Normal wages include all entitlements (including seniority bonuses) and in-kind payments when calculating ordinary overtime. This is applicable to piece-rate workers as well. **Non-compliance with accurate payment of overtime wages remained relatively low in 2021, even as overtime hours increased.** Ten per cent of factories were assessed as non-compliant for overtime wage violations. The majority of non-compliance violations were unrelated to overtime specifically and were instead due to the lack of seniority

bonus payments which led to inaccurate calculation of overtime wages. Three factories had issues with records which made it difficult to verify accurate overtime payments.

Workers, especially migrant workers, worked a substantial amount of overtime in the last year (see Working Hours, Page 37), but as far as Better Work Jordan could verify, they were paid accurately for this extra work. Better Work Jordan observed during the last year that factories were very keen to keep workers due to the difficulty of recruiting new workers and the high production targets. Accurate payment of wages, especially of overtime wages, is a key issue for workers, which may have made management more sensitive to this issue in 2021 than in past years.

### Social Security and Other Benefits

According to the Jordanian Social Security Law, employers are required to pay 14.25 per cent of the workers' base wages to the SSC and to collect 7.5 per cent of workers' base wages, but Defence Order 1 reduced the contribution amounts significantly. This includes in-kind payments in the case of migrant workers. The law also requires employers to forward this contribution to the SSC within the first 15 days of the following month and to increase the employer contribution by one per cent for workers in hazardous occupations. When migrant workers leave the country, they are entitled to a full reimbursement of their own contributions (7.5 per cent), and failure to do so is marked as non-compliance under the termination sub-point. **Overall, 13 per cent of factories were non-compliant on some aspect of proper payment of social security benefits or other benefits.** Five factories were cited as non-compliant for not providing the necessary seniority bonus to all workers as specified in the 2019 CBA.

### Wage Information, Use and Deduction

**Overall, 16 per cent of factories were non-compliant on some aspect of wage information, use and deduction.** Several compliance issues under this point in 2020

were temporary problems that were resolved by 2021. For example, factories fixed problems related to errors in pay formulas and standardized their payment of bonuses to migrant workers and Jordanians.

**Non-compliance on keeping one accurate payroll remained low, with 8 per cent of factories cited as non-compliant.** Detecting double books is challenging, especially during hybrid assessments, so this is one compliance area that may not accurately reflect reality. Better Work Jordan has noticed a trend in the last ten years of keeping double-books increasing during periods of high production pressure as factories seek to hide high hours of work from their buyers. However, non-compliance rates remained low in 2021 despite the production pressure.

## Contracts and Human Resources

Several key aspects of working conditions fall under the Contracts and Human Resources compliance point, including the employment contracts themselves, the way that contracts are enforced, relationships between workers and management, and termination policies. Employers must not only have contracts that comply with the basic laws, but they must also make a genuine effort to ensure that workers understand their contracts. At a bare minimum, this means translating contracts into the appropriate languages for workers. In addition, contracting procedures include how workers are recruited to jobs. Job recruitment was paused or slowed for the vast majority of 2020 and 2021 so the burden on the recruitment system was lower.

Finally, issues of worker-manager dialogue and treatment of workers on the factory floor are integral to working conditions. These issues not only affect workers directly (self-esteem, value in the workplace) but a lack of dialogue between workers and managers can lead to other issues and compliance violations. In contrast, factories with robust dialogue and grievance handling mechanisms can proactively address worker concerns and create a better workplace.

## Contracting Procedures

The issue of workers paying recruitment fees falls under the topic of contracting procedures, absent significant aggravating circumstances that would elevate the issue to one of bonded labour. Eleven factories were cited as non-compliant for having workers who paid recruitment fees, and the majority of these – seven factories – did not take steps to ensure that migrant workers did not pay fees. BWJ follows a zero-recruitment-fee policy which was endorsed by national stakeholders and went into effect on 1 January 2019.

There are three potential reasons for the decrease in non-compliance compared to previous years: 1) Fewer workers were recruited due to travel restrictions, especially workers from India who typically pay the highest fees, 2) Many factories reimbursed workers for fees (and were therefore cited as compliant), and 3) Factories and J-GATE put pressure on recruitment agencies to end this practice. Ten factories did not recruit any new workers in the last year, and those that did saw more limited recruitment. However, of the factories that did recruit workers, workers in most of these factories did not pay any recruitment fees. In seven factories, workers did pay recruitment fees but were reimbursed by management. In addition, twelve factories reimbursed workers for recruitment costs (incidental costs such as medical checks, PCR tests and stamp fees). While this is not mandatory under the national labour laws or the terms of the CBA, some buyers have started looking at this issue and have asked factories that they source from to reimburse recruitments costs in addition to fees.

Recruitment fees should be monitored closely going forward as the economic effects of the pandemic lead people to search for limited work opportunities. Workers may be driven to pay higher recruitment fees out of desperation because there are not sufficient job opportunities in their home country.



## Dialogue, Discipline and Disputes

A cornerstone of the ILO's approach to resolving workplace problems is dialogue and setting up systems for transparent and open dialogue is particularly important in cases where there are large power imbalances between workers and management. This is the case across the global garment sector and is exacerbated in Jordan because migrant workers face additional communication and cultural barriers.

If workers are unable to resolve their disputes with management, they may leverage their collective power and go on strike. **The union recorded nine strikes in the sector in 2021**, roughly the same number of strikes as in 2020 but the number of workers participating in them, the duration, and the impact of the strikes was much lower than in 2020. The nine strikes led to 16 days of work stoppages in 2021 and involved over 5,000 workers. These strikes are classified as "wildcat strikes," because they were done without the support or approval of the union (the union needs to give 14 days' notice for strikes). The union was not involved at all in some of the strikes and had a limited mediator role in the others.

In 2010, when BWJ first began working in Jordan's garment factories, BWJ set up Performance Improvement Consultative Committees (PICCs) in factories and used these committees as an essential part of social dialogue and the advisory process to bring together both managers and workers to find solutions for addressing non-compliance violations. These committees involved meetings between workers and managers, but the union was not involved due to management reluctance to meet with the union. In recent years, the union has pushed for more direct involvement at the factory level, and BWJ has supported the union with these efforts in light of BWJ's broader sustainability strategy. The 2019 CBA put this into practice –the union bears responsibility for regulating all matters relating to the formation and functions of the enterprise-level Union Labour Committee at each enterprise, including candidacy requirements, number of committee members, voting, quorum, decision making mechanics, and documentation of minutes

of meeting. The Union sets the date of ULC elections in coordination with the employer. The employer's responsibility is to allow the union access to the factory, to meet with committees when they are formed, and to provide workers serving on the committees with paid time off.

**The majority of factories have a ULC that was formed by the union and that meets regularly with management.** Seven factories were cited as non-compliant for failing to meet with the ULC if it is formed. For five of these factories, there was in fact no ULC, but this was due to management restrictions on the union from accessing the factory. In two factories, the ULC had formed but the management did not regularly meet with it. Of the remaining 70 factories, five did not have a ULC formed although the union was free to do so. In addition, five factories had a ULC but it was formed with heavy influence from the management so there are questions about the committees' independence.

In addition to collecting this data during assessment visits, EAs also make note of several aspects of committee formation and meetings during advisory visits and in the factory progress reports. Better Work is currently working on ways to make better use of this data for analysis purposes. Data from worker surveys shows that while the majority of workers think that the committees in their factories are effective, roughly a quarter are unfamiliar with the committees. Migrant workers are more likely to have knowledge of the committees and are more likely to think they are effective than Jordanians.

BWJ tracks whether factories have adequate grievance handling mechanisms and dispute resolution procedures as a separate issue from committees. While this is not cited as a compliance point, informational responses from assessment visits indicate that **22 per cent of factories have inadequate processes when it comes to handling grievances from workers.** Survey data from workers indicates that 80 per cent of workers are satisfied with the available opportunities to place complaints or grievances at the workplace. Four per cent of factories did not have disciplinary measures that comply with legal requirements.

**Seventeen per cent of factories were assessed as non-compliant for having workers who have been bullied or harassed** (see **Box 5**). Verbal abuse non-compliance is

determined during interviews with workers, which may have been more difficult to prove during the hybrid assessment formats and virtual interviews.

### BOX 5. VERBAL ABUSE, WORKPLACE STRESS AND TRUST

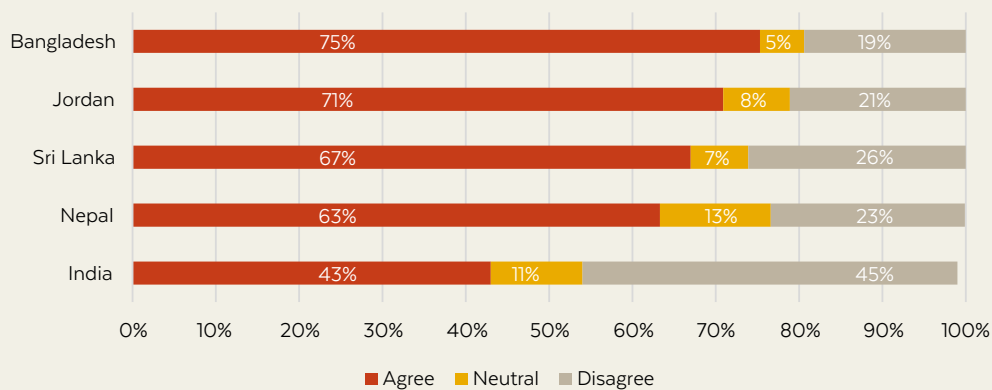
Verbal abuse, bullying and harassment of workers is a longstanding problem in the garment industry in Jordan, as it is in many garment factories across the world. In a survey of workers in July 2021, 36 per cent said that verbal abuse was a concern for them or their co-workers. Jordanian workers were far more likely than migrant workers to be concerned with verbal abuse. In addition, workplace stress is at highest levels seen to-date, with 55 per cent of workers reporting that the stress associated with their job is unacceptable. Supervisors are also reporting high levels of stress, with 36 per cent of supervisors saying that they are facing unacceptable job stress.

At the most extreme, verbal abuse and workplace stress can lead to physical and mental health problems. Verbal abuse and workplace stress can exacerbate mental health problems. Workers who have concerns with verbal abuse and with stress in the workplace have lower levels of well-being.<sup>2</sup> In addition, workplace conflict is bad for business. In 2021, 14 per cent of managers cited conflict between supervisors and workers being a serious challenge for their business.

Drivers of verbal abuse and workplace stress include high production pressure and lack of knowledge and skills of supervisors. Production pressure in 2021 is well-documented elsewhere in this report. Lack of supervisor skills remains an issue for many factories, but it is one that Better Work Jordan is working with factories to tackle through various trainings and advisory visits. Despite this, 22 per cent of managers cited labour management skills of supervisor being a serious concern for their business.

Verbal abuse and high stress can affect relationships between workers and managers. One proxy for this is the mutual trust between managers and workers. Overall, 68 per cent of workers think that there is mutual trust between managers and workers in their factory, but there is significant variation by nationality (see **Figure 10**). In contrast, 96 per cent of managers surveyed thought that there was mutual trust between workers and managers in their factory.

**FIGURE 10. WORKER PERCEPTIONS OF MUTUAL TRUST BETWEEN MANAGERS AND WORKERS, BY NATIONALITY**



1 For more information see <https://royanews.tv/news/261731> الكشوف عن تفاصيل وفاة "حمدة الخياطة" في أحد مشاغل الأزرق

2 See "Better Work Jordan: Worker Well-being in Jordan's Garment Sector" November 2020, Policy Brief, <https://betterwork.org/portfolio/better-work-jordan-worker-well-being-in-jordans-garment-sector/>

### Employment Contracts

**Overall, 32 per cent of factories were non-compliant with some aspect of employment contracts.** These violations were mostly related to worker knowledge of

bylaws and contracts, including proper translation of bylaws. One in four factories was non-compliant on having bylaws that comply with legal requirements and communicating these to workers. The majority of these factories did not include provisions against violence

and harassment as stipulated in the 2019 CBA. Non-compliance tends to increase when legal requirements change as factories may be slow to update their bylaws – BWJ works with factories during advisory visits and through industry seminars to ensure that they understand any updates to legal requirements. Indeed, non-compliance in this area dropped slightly in 2021.

**Termination**

Overall, nine per cent of factories were non-compliant on some aspect of termination. In the majority of these cases the employer failed to compensate workers accurately for unused paid leave when they resigned or were terminated. In some of the cases, the problem was that management could not produce documentation of how leave was paid out. While few factories were cited as non-compliant under this point, there were nonetheless issues with termination.

**Occupational Safety and Health**

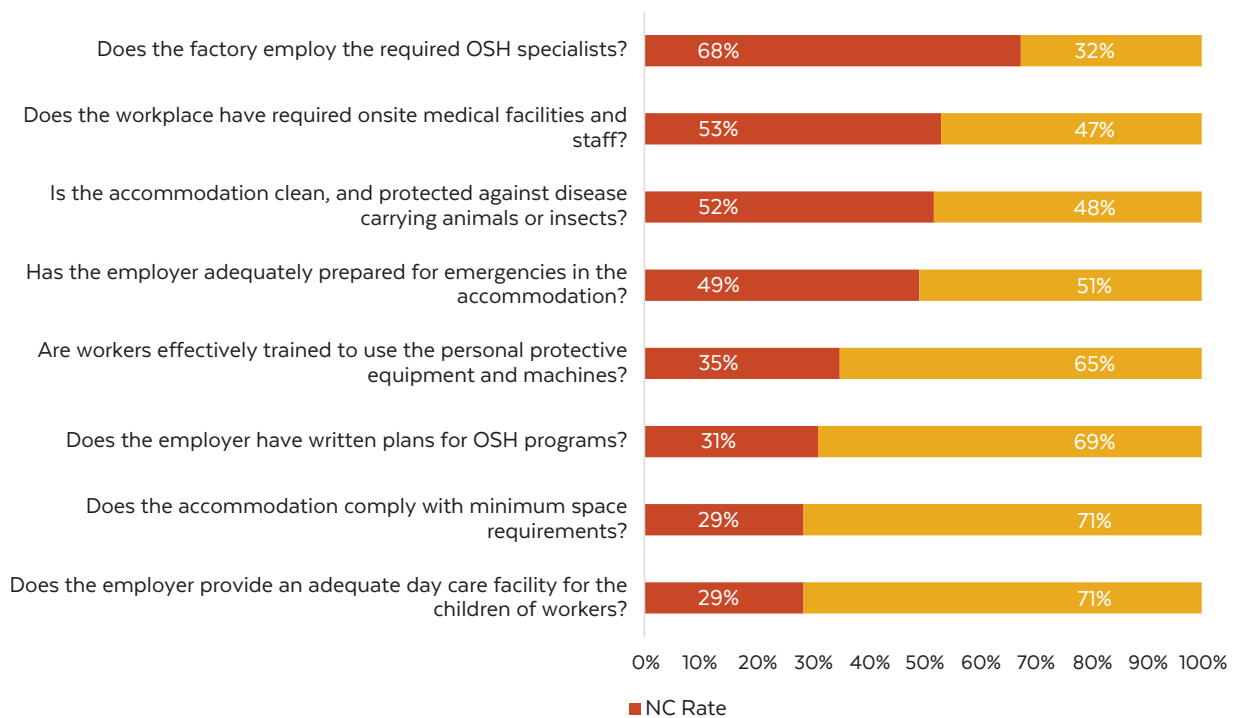
Occupational Safety and Health is the largest cluster in Better Work Jordan’s Compliance Assessment Tool (CAT), with 54 questions under eight compliance

points. The compliance points include: Chemicals and Hazardous Substances, Emergency Preparedness, Health and First Aid, OSH Management Systems, Welfare Facilities, Worker Protection, Worker Accommodation, and Working Environment.

As in previous years, OSH has some of highest non-compliance rates observed among factories. However, NC rates dropped significantly in some key areas of OSH, such as accommodations, worker protection and welfare facilities. Many of the drops in non-compliance rates are likely to be transitory as they are partially driven by a smaller workforce leading to less pressure on the OSH systems. This is particularly the case for accommodation. In addition, the hybrid model of assessments may make it more difficult to prove non-compliance. Some changes did appear to be more permanent however, and BWJ noted an increased willingness from factories to make changes on OSH.

Figure 11 presents the questions with the highest rates of non-compliance in 2021. Three of these points are related to worker accommodation and therefore reflect the experiences of migrant workers.

**FIGURE 11. QUESTIONS UNDER OSH WITH THE HIGHEST NON-COMPLIANCE RATES**



### Emergency Preparedness

Thirty-six per cent of factories were cited as non-compliant on some aspect of emergency preparedness, a broadly similar finding to the non-compliance rates in the last two years. The highest areas of non-compliance are with clearly marked and accessible emergency exits as well as proper preparation for emergencies through emergency drills. While most factories have enough emergency exits, ensuring proper knowledge and preparation is important in order to prepare for an emergency in the workplace.

### Health Services and First Aid

**Health services and first aid have always had high rates of non-compliance, particularly on staffing and regular health checks.** Proper staffing for medical staff remains an issue with 53 per cent of factories non-compliant. Almost all factories have a full-time doctor and nurse on staff but depending on the size of the factory they should have multiple doctors and nurses. Retaining doctors and nurses has been a challenge especially as Jordanian labour law restricts these professions to only Jordanians and Jordanian doctors are often reluctant to travel to industrial zones. Despite not having the legally required number of staff, the majority of factories were able to complete the necessary health checks for workers. Sixteen per cent of factories were non-compliant on this point.

As per the provisions in the 2019 CBA, Better Work Jordan has added a question to the CAT with regards to worker mental health but has yet to reach an agreement with factories on how to determine compliance for this point. Under the terms of the CBA, factories should do the following: (1) refer workers to specialized psychological healthcare centres in Jordan upon request (2) provide training on the importance of mental health and methods of care. This area needs further coordination to ensure that factories are aware of the requirements and have the tools to fulfil them and that assessors have a way to determine non-compliance on this point.

### OSH Management Systems

**Many factories were cited as non-compliant for having proper OSH management systems and this is one area of OSH that deteriorated in 2021.** Better Work looks at several aspects of OSH management systems, including the recording system that factories use to track accidents in the factory, sufficient specialists to make sure that the rules are followed, and coordination with workers.

**Due to technical issues with a group of factories under the same management regarding joint OSH committees and written plans for OSH, these issues were found in 26 per cent of the sample in 2021.**

For example, the group of factories created OSH subcommittees in different units rather than having each unit represented in the main OSH committee. Other issues with joint OSH committees were a lack of MoL approval for the committees, and in some cases, that a doctor was not on the committee.

**Factories continue to be non-compliant at high rates for having the required OSH specialists** (68 per cent non-compliance). As per the law, employers should hire at least one OSH specialist and two technicians if the workforce is between 201 and 500. If the number is between 501-1,000 workers, employers are required to hire at least two OSH specialists and three OSH technicians. This requirement increases by one specialist and two technicians for each additional 1,000 workers. Most factories have MoL-approved specialists and technicians, but they frequently do not have the required number.

It is unusual that non-compliance with OSH management systems rose while non-compliance rates in several other areas of OSH fell. OSH management systems are seen as an enabling factor for higher compliance with OSH laws. Successful OSH management systems allow factories to monitor and improve occupational safety and health within their own factories. However, the increase in non-compliance rates for OSH management systems was primarily driven by unusual situational factors that are unlikely to persist.

## Welfare Facilities

Per Jordanian labour law and the CBA, factories must provide basic welfare facilities to workers, including day care facilities and eating areas. Day care facilities and support for working parents is strictly applicable to Jordanian workers. In contrast, adequate eating areas and enough food of decent quality are particularly important for migrant workers as part of their salaries are paid through the “in-kind” benefits of food and accommodation.

**Twenty-nine per cent of factories were cited as non-**

**compliant for providing adequate day care facilities for the children of workers.** Several policy changes have occurred around the rules for provision of day care facilities in recent years (see **Box 6**).

Factories were also better addressing social distancing requirements, with only 10 per cent in non-compliance in 2021. In 2020, several factories were cited as non-compliance for not adequately providing space for social distancing during mealtimes. Factories solved these issues by switching to shifts for meals and by expanding eating spaces. In addition, the smaller workforce put less pressure on eating areas.

### BOX 6. SUPPORTING WORKING PARENTS

Supporting Jordanian working parents is an important policy goal of the government. Childcare support, whether in designated day care facilities or informally by family members, is important for consistent attendance and employment. As un-paid care work most often falls on women in Jordan, supporting working parents has a crucial gender component.

The Government of Jordan has changed policies around how employers must support childcare several times in the last few years. The first change, in 2019, expanded the requirement for day care facilities to include men with children and not just women with children. The second change, in February 2021, increased flexibility for employers by allowing them to pay workers directly if they do not have a day care facility. The payment for workers is dependent on the base salary, and for workers in the garment sector who typically earn less than 300 JD per month, the payment should be 50 JD per child per month.

Better Work Jordan was approached by stakeholders in the garment sector who state that the union was negotiating with factories to lower the payment per-child to 25 JD. The union and the Ministry announced this new decision with a letter from the MoL stating that the payment for the garment industry would be 25 JD per child. The union’s website highlights this agreement as an advancement for workers, when, in reality, the union pushed for a lowering of benefits.<sup>1</sup> During assessments, Better Work Jordan follows the ILO protocol of enforcing national labour laws, which states a payment of 50 JD. However, by allowing employers increased flexibility, the current laws make it easier for employers to come into compliance with the proper provision of child-care.

While supporting childcare is a good goal, there have been some unintended consequences from the policy which places the full burden on employers. The child-care requirement is only triggered once enough workers with kids are employed by the factory. Better Work Jordan has heard of instances where factories will try not to hire workers with kids if this might require them to provide benefits. This is an unintended consequence of the day care provision policy, and one that Better Work Jordan will make efforts to monitor in the coming year.

<sup>1</sup> See النقابة توقع اتفاقية قطاعية حول الحضانات بحضور وزير العمل, November 20, 2021, *The General Trade Union of Workers in Textile Garment & Clothing Industries*.

### Worker Accommodation

Factories provide migrant workers accommodation while they work in Jordan, and the quality and safety of dorms is a big part of the experiences of migrant workers in Jordan. The conditions in dormitories cannot be separated from the conditions on the factory floor – if workers have a problem in one area, it will most likely bleed over to the other. While Better Work Jordan monitors many aspects of the conditions in the accommodation, the structural integrity of the buildings themselves is a new issue the project is turning towards with the help of relevant experts (see **Box 7**).

**There are numerous compliance violations when it**

**comes to worker accommodation, although non-compliance has decreased in some areas in the last year.** The areas with the highest violations are related to cleanliness (52 per cent NC), preparation for emergencies (49 per cent NC) and meeting the minimum space requirements (29 per cent NC). Areas of non-compliance that improved included adequate protection against heat and cold (27 per cent NC) and adequate eating and living areas (16 per cent NC). As most of the 2021 assessments were completed in the summer and issues related to protection against heat and cold are usually raised during the winter rainy season, this finding is subject to seasonality, explaining the relatively low NC rate (27 per cent). Issues like these can change for a factory throughout the year.

## BOX 7. STRUCTURAL INTEGRITY OF DORMS

In 2020, Better Work Jordan began supporting stakeholders to assess and address the structural integrity of dormitories in the Jordanian garment sector. Better Work Jordan worked with experts to conduct research on the current state of dormitory buildings in the Jordanian garment sector. This research pointed to several defects and areas for improvement related to health and safety. Proposed regulations were developed for new dormitories to ensure that they respect the health and safety of workers.

There are between 200 and 300 dormitory buildings in the Jordanian garment sector housing over 45,000 workers. Migrant workers spend most of their time either in the workplace or in the dormitory, and their employer is responsible for maintaining decent conditions in both venues. While Better Work Jordan assesses many aspects of the living conditions in dormitories (and consistently finds significant issues) there had not previously been an assessment of the buildings themselves. Most of the dormitory buildings are old, and many of them are converted factory buildings that were never designed to be used as accommodation. The structural integrity of these buildings is crucial to the health and safety of workers – the Rana Plaza disaster in Bangladesh being a worst-case scenario of what can happen with unsafe buildings.

An engineering firm identified several issues in a sample of buildings surveyed as part of the initial phase of the project, including many water tanks of the roof (too heavy for building), gas cylinders for cooking (fire hazard), and inadequate emergency exits.<sup>1</sup> In another report, several other issues with the dormitories were identified which Better Work Jordan has also noted in compliance assessments. The engineers found problems with the lack of cleanliness and organization, fire-safety issues, improper conditions in cooking and dining areas, wet areas and hanging wires, as well as improper insulation. There are several potential steps that national partners can take to carry forward the results of this project. For example, the Government of Jordan could formalize the guidelines proposed by the consulting firm by publishing a code for building new dorms. Employers could also fix high risk dorms and address the issues identified during the assessments.

<sup>1</sup> Four reports have been published on the BWJ website and officially sent to our partners in the MoL: “Typical Defects Identification Report”; “Guidance for Assessment and Repair of Typical Defects Report”; “Methodology for the Identification of Non-Typical Defects Report”; “Standards for Rectification of Defects in Existing Dormitory Buildings and Design of New Dormitory Buildings Report”. A short video explainer accompanies each report.



## Worker Protection

Personal protective equipment entered every-day lexicon with the Covid-19 pandemic as masks and other protective gear became crucial to containing the spread of the virus. PPE has long been crucially important to garment factories. The provision of PPE such as masks, metal gloves, glasses and hearing protection is essential in ensuring workers' safety, and employers are required to adequately train workers to use such equipment. Both workers and employers are responsible for ensuring the effective usage of PPE. Whereas in the past, only workers in more hazardous occupations were required to wear masks, all employees had to wear masks as a preventive measure against the spread of Covid-19.

Workers complied with these measures to a high degree, and Better Work Jordan found that workers were motivated to wear masks for Covid-19-related reasons. The non-compliance rate for proper PPE was 18 per cent. Effective training for the use of PPE and machines remained an issue with 35 per cent of factories cited as non-compliant on this point. Lack of training is inferred if factories provide workers with PPE (such as eye guards, anti-fatigue mats, or safety gloves) but the worker does not use them or uses them improperly. One area that did see substantive improvement, however, was the provision of anti-fatigue mats, which falls under the correct provision of ergonomic requirements. EAs noted that this is an easy fix for factories to make and even subcontracting factories, which are typically reluctant to invest in changes, improved in this regard.

## Working Time

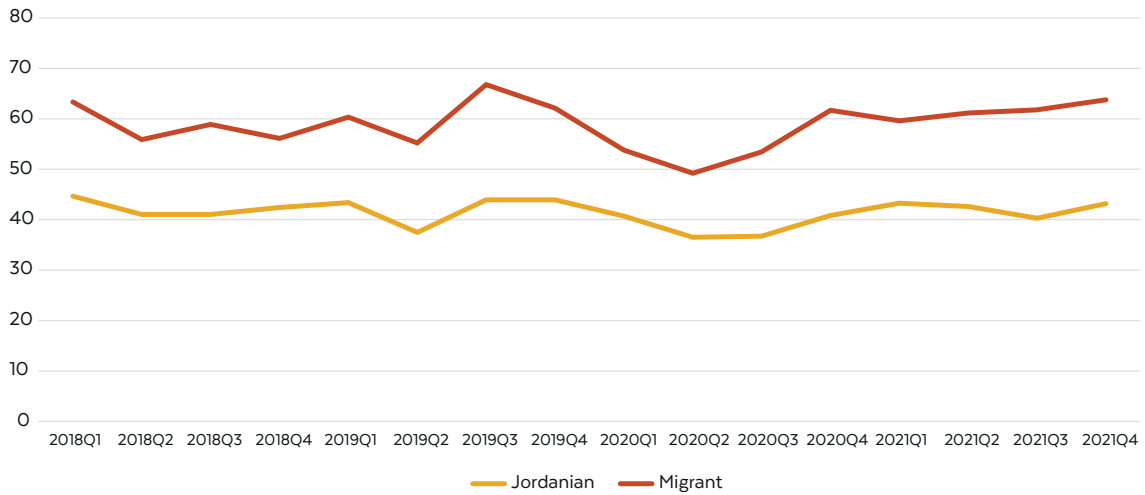
Better Work observes and makes recommendations on several aspects of working time, some of which are classified as non-compliance violations and some of which are not violations of the law but are still noteworthy to explore. Non-compliance remains low with regards to working time, although there was an increase in inaccurate working hour records. Seven factories did not keep accurate working time records. Of

these, five factories were cited non-compliant because they did not keep any records or the records were not well-kept. In two cases, there were questions about the validity of the records in recording overtime work, which could be an indication of double-books. Double-booking is a practice where employers keep two sets of books – one that is accurate and internal, and one for external parties. Employers have an incentive to do this if there is overtime work above what their buyers allow. In addition, three factories failed to provide the proper time off for breastfeeding breaks and one factory forced workers to work overtime.

**Beyond the compliance situation, there are significant issues with long working hours.** There are no limits on the amount of overtime that can be worked (either daily, or weekly) under Jordanian law, so long hours of work are technically legal. Any hours above 48 hours per week, 11 hours per day, or on Friday (rest day) should be voluntarily agreed to by the employee. The sector is fuelled by overtime hours put in by migrant workers, and after a dip in hours worked in 2020, working time increased again to the same high levels as in 2019. Hours are on-track with previous documented experiences, with migrant workers working on average 61 hours per week. However, this is an average, and some workers work substantially more, especially during peak production times. Hours of work are calculated for a seven-day period.

**The Covid-19 pandemic significantly disrupted working time in the factories.** The working time of migrant workers was the most disrupted by the pandemic as they are far more likely to work overtime. During the slowdown in orders and lockdowns in 2020, migrant workers saw their hours of work significantly cut back, which affected the amount of money they could send home to their family (see **Figure 9**). Since 2021, working hours have rebounded strongly and workers saw their take-home pay increase significantly (see **Figure 12**). However, the long hours of work, which have carried throughout 2021 without much of a “peak” and “off” season, put high physical and psychological pressure on workers (see *Box Verbal Abuse, Stress and Trust*).

**FIGURE 12: AVERAGE WEEKLY HOURS**

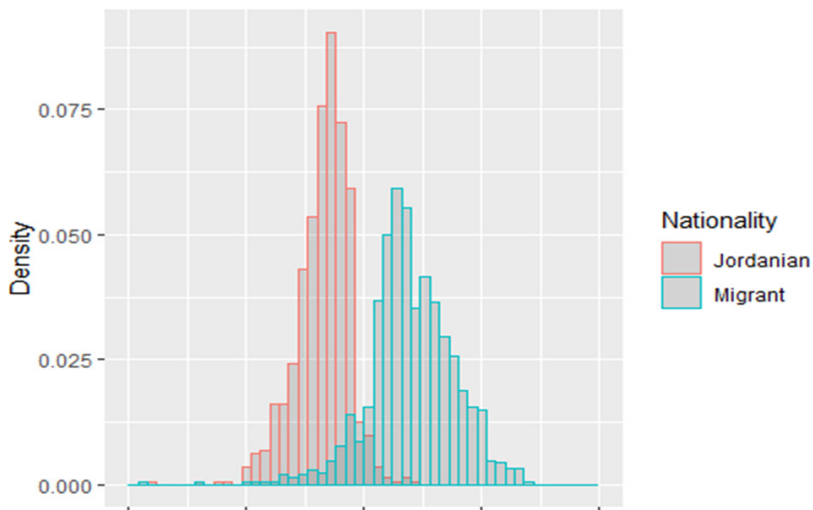


According to the data gathered during 2021 assessments, workers on average worked 53 hours per week in the sector, with migrant workers working an average of 60 hours per week and Jordanians an average of 42 hours per week. This was an increase compared to the assessment data gathered in 2020 for both migrant workers and Jordanians. Figure 13 shows the distribution of hours worked for both Jordanians and migrant workers, and it is clear that migrant workers work longer hours on average (see Annex D for further

data and analysis).

While on the surface it appears that there are some differences in hours of work by gender, this is primarily because there are relatively more migrant men in the sample than Jordanian men, and they drive up the average working time of men. Within nationality, there are no statistically significant differences in hours worked by gender for migrant workers or for Jordanians.

**FIGURE 13. DISTRIBUTION OF AVERAGE HOURS WORKED PER WEEK BY NATIONALITY.**



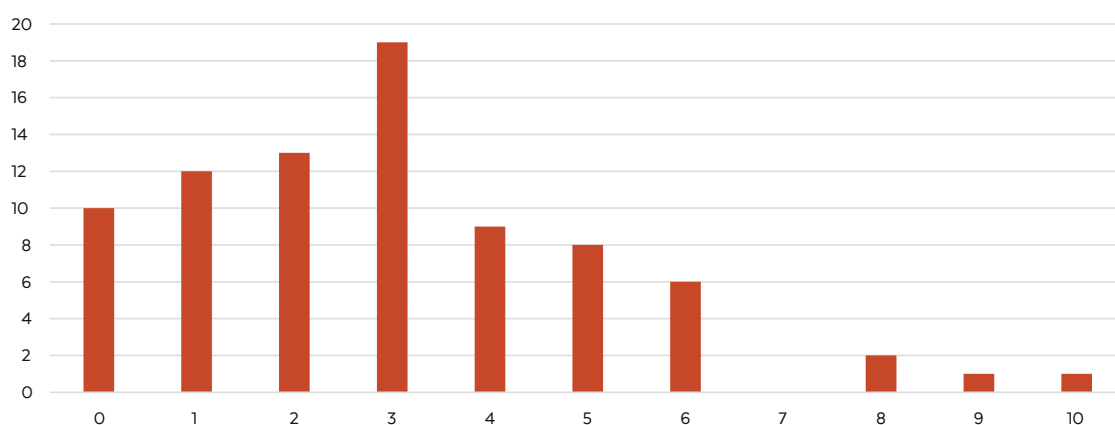


## Publicly Reported Issues

Greater transparency is expected to increase accountability and consequently, compliance. A 2019 study in Jordan showed that the transparency portal lowered non-compliance rates on publicly reported issues.<sup>xxx</sup> Better Work had initially tested public reporting on selected compliance questions in Cambodia and Haiti and had observed positive results.<sup>xxxii</sup> Based on this evidence, Better Work expanded transparent reporting to other countries. The Better Work Transparency Portal currently posts compliance on selected issues from five countries (in addition to Cambodia, which posts compliance information on a separate site).<sup>xxxiii</sup> A factory's compliance findings remain on the portal until a new assessment report is published.

Public reporting was introduced in Jordan starting in July 2017 with support from the Jordanian government and the World Bank. The portal includes 29 compliance questions across different clusters for factories that are in Cycle 2 and above. As of 15 February 2021, ten of the 81 factories on the Portal are compliant with all publicly reported issues. This is similar to 2020 when 8 of the 78 factories were fully compliant, but a stark decrease from 2019, when 18 factories were compliant with all publicly reported issues. The average number of violations is three, and most factories are clustered around three violations (see **Figure 14**). The most common public reporting violations are failing to meet all provisions of the CBA (83 per cent), preparation for emergencies in the accommodation (49 per cent) and forming a joint worker/management OSH committee (26 per cent).

**FIGURE 14: DISTRIBUTION OF NUMBER OF NON-COMPLIANCE VIOLATIONS ON TRANSPARENCY PORTAL**



## Tripartite Partners and Sustainability

Better Work Jordan's approach to sustainability is bottom up instead of top down. The goal is to build the capacity of national stakeholders through targeted training, coaching, and frequent tripartite meetings so that national stakeholders can better fulfil their mandates. This approach is **embedded in the upcoming Phase IV strategy** which goes beyond

Better Work Jordan's traditional role of delivering core-services and focuses on building the capacity of national stakeholders to better fulfil their mandates. Better Work Jordan is in the middle of the consultation process for this strategy with the key stakeholders.

Better Work Jordan's sustainability plan focuses on building stakeholders' capacity to implement the program's core services while ensuring the quality of services. Each stakeholder already has a key mandate, and BWJ is focused on increasing capacity, effectiveness, and responsibility of these partners. Better Work

Jordan will gradually transfer its assessment tools and methodologies to the Ministry of Labour. Advisory and training services will be gradually transferred to workers' and employers' organizations through joint-visits, training, and capacity-building activities. Meanwhile, Better Work Jordan will take a stronger facilitation and quality control and coaching role. In conjunction with these capacity building efforts, BWJ has also worked with the tripartite stakeholders and an outside expert to begin to develop a strategy for the garment sector (see **Box 8**).

## Government

Better Work Jordan works closely with several branches of the Jordanian government, including the Ministry of Labour, the Social Security Corporation and the Ministry of Industry, Trade & Supply. Each of these entities has a different mandate and BWJ works to strengthen those parts that are most relevant to the garment sector and the relevant non-garment sectors where BWJ also operates. Informally, the successes of the collaboration between Better Work Jordan and the various government ministries may spill over beyond the factories in which BWJ directly operates, as the government has a mandate to inspect workplaces in all sectors.

BWJ continued its close collaboration with the Government of Jordan, particularly with the inspection department of the Ministry of Labour. Delivery of the secondment/capacity building programme has been ongoing jointly with MoL LIs to ensure gradual transfer of knowledge, skills, tools and methodologies to the labour inspectorate at the Ministry of Labour. One major milestone reached in 2021 the physical establishment of a Better Work unit within the Ministry of Labour Central Inspection Directorate.

### **The Ministry of Labour, and particularly the Labour Inspectorate Department, is responsible for ensuring that companies comply with the Jordanian Labour Law.**

The Inspection Department is responsible for enforcing these laws across all sectors of the economy, but the garment sector is a strategic priority. The relationship

between the Ministry of Labour and Better Work Jordan has evolved over time, from the first co-operation protocol in 2010 to the most recent Memorandum of Understanding signed in May 2020, establishing a Better Work unit within the Ministry of Labour. This unit was officially launched in 2021. The first cooperation agreement established the Zero Tolerance Protocol, which is a set of steps that BWJ and the MoL follow if BWJ detects particularly egregious behaviour in any factories. Since 2014, this relationship deepened, with BWJ actively training MoL labour inspectors in the Better Work assessment methodology. For example, BWJ provides intensive courses to small groups of labour inspectors through the short-term secondment programme.

In addition to the secondment programme and training of labour inspectors, Better Work Jordan has been closely collaborating with labour inspectors for the last year to conduct joint assessment visits. Since the middle of 2019, all assessments carried out by BWJ were done at least jointly with MoL LIs or representatives from the SSC (see below). Starting in 2021, some assessments were conducted by Ministry of Labour inspectors and the SSC, with support and quality control by Better Work Jordan Enterprise Advisors. These joint assessments were conducted in subcontracting factories and some satellite factories. These factories typically have higher non-compliance than the main exporting factories and are sometimes resistant to proposed changes. However, ministry inspectors have other tools at their disposal for ensuring that national labour laws are followed, such as penalties or fines, which may encourage increased compliance. In contrast, the typical Better Work Jordan approach of sharing non-compliance findings with buyers has less relevance to these factories as they do not directly work with buyers.

The Better Work Jordan team is taking a stronger facilitation, quality control and coaching role with national constituents amid this process and will ensure equipping the unit with capacity to have ownership of delivery. This transitional process aims not only at transferring technical knowledge but also work closely with national partners on promoting sound

industrial relations through building trust, increasing accountability and social dialogue. In order to monitor the effectiveness of assessments and advisory visits conducted by the Ministry of Labour, Better Work Jordan has adapted a Quality Assessment/Quality Control system. This tool consists of various guidelines, documentation requirements, and policies that should be met by stakeholders. This tool was used to monitor the progress of labour inspectors and as a rubric for determining whether they could advance within the Better Work Jordan secondment programme. The programme is currently working on ways to automate this system for ease of use and to improve the availability of data gathered.

In May 2020, the MoL and ILO signed an important Memorandum of Understanding, which aims to deepen the collaboration between the two parties in strengthening the capacity of the labour inspectorate. Based on this agreement, a Better Work section was established in the MoL in Amman and under the Labour Office in Irbid. In August 2021, the MoL formally endorsed the Action Plan developed by the ILO to support implementation of the MoU. A Better Work section within the Central Directorate of Inspection in Amman was established shortly after the MoL endorsed the action plan. This section is now included in the MoL organizational structure, although dedicated staff has yet to be hired. Better Work Jordan is collaborating with the MoL to determine criteria for recruiting staff to the unit, including inspectors that showed progress in their skills during their secondment period with Better Work Jordan. The ILO Better Work Jordan team will work closely with the Better Work unit head at MoL to ensure the effectiveness and sustainability of the unit's mission.

However, some activities were suspended or delayed with the Ministry in 2021 as the MoL faced a challenging labour market situation in the country and competing priorities. For example, the MoL team was tasked with enforcing some defence orders and helping employment of Jordanians in private sectors.

**Within the work with the Ministry of Labour, Better**

**Work Jordan also works specifically with the EU committee, which is tasked with assessing factories that export to the EU, including several non-garment factories.** The EU Committee was established following the Decision on the Relaxation of the Rules of Origin for Export to the European Union No. 1 for the year 2019 and published in the Jordanian Official Gazette. The EU committee has been active in terms of conducting assessments of EU eligible factories and in reaching out to non-garment factories that are not currently participating in the programme but could in the future. With factories exporting to the EU, Better Work Jordan trained 370 workers (311 females, 59 male). Topics included workplace communication, sexual harassment prevention, basic rights and responsibilities, and financial literacy.

**Better Work Jordan has also been working with the Social Security Corporation on assessing non-compliance specifically related to Occupational Safety and Health.** The SSC is a national institution that applies insurance schemes across Jordan's private and public sectors. Better Work Jordan and the SSC signed a collaboration agreement in 2017 aiming to promote opportunities of decent work for workers at factories, improving the competitiveness of industries through enhancing economic performance at the enterprise level, and improving compliance with the Jordanian Labour Law, Social Security Law, and the core labour standards of the ILO. The SSC has some leverage over factories and can reward good behaviour by decreasing the necessary contributions to SSC or can increase contributions for identified high-risk factories. In the future, the Government of Jordan will need to establish a system between the SSC mandate to monitor OSH and the mandate for the labour inspectors to monitor all aspects of labour law compliance.

The Ministry of Industry, Trade & Supply is another key government stakeholder in Jordan. The MoITS is responsible for overseeing trade and investment in the various sector and is the focal point for the EU's simplified rules of origin initiative for Jordan. A representative of MoITS sits on Better Work Jordan's PAC.

## Workers

**The General Trade Union of Workers in Textiles, Garment & Clothing is the worker representation body for Jordan's garment sector.** The GTU is responsible for safeguarding and promoting the rights and interest of workers in the sector. This applies for both members and non-members of the union. Under Jordanian Labour Law, only one union is allowed to exist in each industry, and workers cannot freely form or join the union of their choosing. In addition, only Jordanians are allowed in union leadership positions per the Unified Trade Union Bylaw, while migrant workers make up three-quarters of all workers in the sector. In the past, only Jordanian workers have voted in elections for the union leadership even though this is not supported by any national labour laws or union bylaws. This has caused a disjoint between the union and the workers they represent.

In recent years, Better Work Jordan has worked with the union to bridge this gap and identify solutions within the parameters of the current labour law. While more work remains to be done, important steps have been made in insuring that the union fights for the rights of all workers. For instance, the union has negotiated four CBAs with employers—the first CBA was in 2013 and they are re-negotiated every other year. The most recent Collective Bargaining Agreement was signed in December 2019 and featured the most inclusive process of any CBA to-date. Worker representatives from multiple different nationalities were consulted in this process and key issues facing workers were addressed head on during the CBA negotiations.

**The GTU launched a five-year strategy to advance the organizing capacity of the union and better support worker rights.** Designed in partnership with Better Work Jordan, the strategy is designed to strengthen union governance and democracy, enhance mechanisms for communication with workers, advance industrial relations, and secure the union's financial future and equity. The union's President, Fathalla Al Omrani, sees the strategy as an extension of the union's ongoing work: "The strategy propagates and builds on efforts

of the union and focuses on providing decent working conditions for workers in the sector."

Elections for the union executive committee were conducted in 2021 but as all positions were running unopposed no voting took place. Elections should take place every five years, and the announcement for the elections should be publicly posted. The union posted publicly about the elections in the daily newspaper but did not make other efforts to raise awareness about the elections. As there was only one candidate running in the election, he was automatically elected without voting. The next election will be held in 2026.

Better Work Jordan has also trained the union on several subjects and delivered Training of Trainers so that the union can train workers directly and in a larger scale in the future. BWJ has also supported the TU in hiring bilingual union organizers from the most represented countries of origin to work with the union and support in the union's outreach to migrant workers. This support increases the number of people involved with the union who speak the languages of the majority of the workforce and is an important step toward ensuring that migrant workers are represented in the union. The union leadership has recognized the importance of this direct engagement and has taken a more direct role in hiring the most recent wave of union organizers. Six new union organizers have been identified to cover the entire country, including the satellite units and exporting factories in the south.

**While the union is the main representative of workers in the garment sector, Better Work Jordan also engages directly with workers through trainings, targeted programmes, surveys, and phone calls.** Better Work Jordan conducted trainings for nearly 4,000 workers in 2021. BWJ will focus these trainings in the coming years into two thematic areas with new projects: one focused on mental health, and the other on reducing gender-based violence (GBV). The new projects go well beyond training for workers and are multi-level efforts with all stakeholders to improve the workers' access to necessary services when they face issues of well-being and gender-based violence. BWJ has also regularly

gathered the experiences and opinions of workers through large-scale surveys. So far, four rounds of the survey have been conducted, and data collection is anticipated to continue on a yearly basis.

## Employers

The majority of engagement with factories happens at the factory level and across all levels of management. From the general manager of the factory to the compliance manager, to HR managers and supervisors, BWJ engages with factory management during assessment and advisory visits and delivers training to all levels of managers. At the sectoral level, employers and business needs are represented by three organizations: J-GATE, the Jordan Chamber of Industry (JCI), the Association of Owners of Factories, Workshops and Garments (AOFWG). These three organizations have different mandates and represent different employer interests.

**J-GATE is the main organization representing garment exporting factory employers in Jordan.** J-GATE is the technical arm of the Chamber of Industry for the textile and garment sector. J-GATE is primarily concerned with representing large exporting employers at the sectoral level by advocating for policies that would improve the economic and business situation of employers in the garment industry and make Jordan a more attractive place to invest. J-GATE sits on the Better Work Jordan's PAC to represent garment sector employers, and they are an active member in the CBA negotiations and the development of the unified contract for migrant workers.

Better Work Jordan and J-GATE signed an MoU in December 2020. The MoU covers cooperation in many fields such as raising awareness and education among employers, promoting industrial relations among them, and increasing communication between J-GATE and its members. This effort was followed by an Implementation Agreement specifying areas of work for J-GATE that would receive ILO funding. One key goal of the Implementation Agreement is to support J-GATE in developing a strategy for the association.

J-GATE and Better Work Jordan collaborated on several activities in 2021. For the first time, Better Work Jordan and J-GATE jointly hosted the 13th Annual Multi-Stakeholders' Forum in November 2021. This forum provides a chance for stakeholders in Jordan to discuss issues arising in the sector and to interact with international buyers. J-GATE assisted with organizing the event and developing agenda, and representatives from J-GATE participated in several panel discussions. This event was strategically important for J-GATE to increase visibility with buyers, as they will be a key player in connecting buyers to the Jordanian garment industry in the future. In addition, J-GATE has played a vital role in developing the garment sector strategy (see **Box 8**).

J-GATE also played an important role in several policy areas in 2021. Of note, J-GATE took a forceful stance against pregnancy tests and recruitment fees. In an April 2021 letter to the Bangladesh Embassy in Amman and BOESL, J-GATE requested that the practice of pregnancy tests and recruitment fees be ceased for all Bangladeshi workers coming to work in the Jordanian garment sector. As detailed in the compliance findings, this letter likely contributed to a reduction in non-compliance rates on both of these points (see *Discrimination and Contracts and Human Resources*).

**The Jordan Chamber of Industry is the primary business association in Jordan that represents the country's industrial sectors, including garments.** JCI provides a range of technical services to its members, including export coaching and assistance in customs procedures. JCI is a corporate entity that is financially independent from the GoJ and focuses on industrial growth across all industries in Jordan. The government consults JCI on industrial policies and new legislations. The membership goes beyond the exporting garment industry and includes smaller producers that mainly produce for local and regional market. JCI plays an important role in the development of the sector strategy and in the potential pivot towards the domestic market. Better Work Jordan and JCI signed a two-year Memorandum of Understanding in August 2021, to improve the economic performance of enterprises as



well as their compliance with the Jordanian Labour Law and international labour standards, this was followed by concluding an Implementation Agreement in November 2021 that also specified areas of work that would receive ILO finding. Those areas included the revision and finalization on the garment sector strategy and cooperation to prepare a study to calculate the actual added value of the sector.

The Association of Owners of Factories, Workshops and Garments is the employers' syndicate covering all employers in the garment industry. The AOFWG are members of the Better Work Jordan Progress Advisory Committee. Additionally, they are parties to the CBA and gain legitimacy through this status for signing the sectoral agreement. However, they have not been very active in the sector as their resources are limited.

### BOX 8. DEVELOPING A GARMENT SECTOR STRATEGY

In 2020, Jordan's apparel sector has grown steadily over the last two decades, thanks in large part to preferential trade agreements and strong ties with international markets. While foreign ties are critical elements for initial participation in global industries, domestic capabilities are necessary to fully take advantage of the economic and social benefits of the apparel sector. To achieve independence, inclusive growth, and widespread benefits of the apparel industry, a long-term strategy is needed to guide the industry and country.

Stakeholders in the garment industry, particularly those representing employers, have identified a sector strategy as an important driver of growth in the sector going forward. A draft strategy was developed in 2020 that provided useful baseline information and raised important questions for the sector. Efforts to finalize the sector strategy continued during 2021 and several versions of the documents were produced in an attempted to narrow the gap and points of disagreement between the key stakeholders. However, and despite the efforts, the last version of the sector strategy document has not yet been approved by all stakeholders.

Efforts will be focused during 2022 to reach a conclusion and mutual understanding by key stakeholders on major items within this vital document to lead the development of the sector during the upcoming period.

### Other Partners

There are several other key partners in the garment industry in Jordan that have an incentive to maintain and foster decent working conditions. These include buyers who source from Jordan, governments with Free Trade Agreements with Jordan, and national Non-Governmental Organizations (NGOs) and civil society organizations.

**A diffuse group of buyers - currently 21 - source from Jordan under USJFTA** (for a list of participating buyers, see Annex B). Some buyers also choose Jordan as sourcing destination for the EU market using the EU-Jordan RoO trade scheme. Buyers source garments from many countries, and seek to receive garments in a predictable, timely, low cost, and high quality way. They also seek to limit brand exposure to reports of

poor working conditions. It is important for buyers to trust that compliance with national labour laws and international labour standards is maintained as the tripartite partners play a bigger role in in-factory service delivery and in social dialogue. For this to happen, Better Work Jordan and social partners need to demonstrate their capacity to maintain the quality of services in order to promote decent working conditions. For this to happen, a quality assurance/quality control (QA/QC) system is being developed to allow Better Work Jordan to effectively monitor quality of core service delivery. In addition, the Phase IV strategy for Better Work Jordan includes a research plan to determine whether this goal is being reached.

During the 2017 Buyers' Forum, Better Work Jordan presented the Phase III strategy, including the eventual handover of core service delivery to national

stakeholders. Buyers expressed some reservation about this possibility and were particularly concerned about who they would be able to communicate with in Jordan with regards to labour standards as no buyers have sourcing offices in Jordan. Moving forward, the yearly multi-stakeholder forum will be an important venue for collaboration between the tripartite stakeholders and buyers. BWJ currently conducts quarterly calls with buyers to update them on the status of the sector and any issues in the factories they source from. The exact format of these calls may change in the future, but the goals remain the same: **leverage the purchasing power of buyers while ensuring that buyers follow responsible practices towards factories.**

**Governments with Free Trade Agreements also play a key role in ensuring the sustainability of decent working conditions in the sector.** Jordan's garment sector exists in large part due to the Free Trade Agreement with the US, which heavily incentivizes garment production in Jordan. This Free Trade Agreement is predicated on ensuring good working conditions throughout Jordan's garment sector. In the past ten years, Better Work Jordan has worked closely with the US government, particularly the US Department of Labor, to ensure that decent working and living conditions were the norm across the garment industry.

Through the Relaxed Rules of Origin scheme, the European Union has opened up the EU markets to goods made in Jordan's production units with a certain percentage of Syrian refugees in the view to promote employment for Syrian refugees and to promote Jordan's exports to the EU. This new agreement has expanded the scope of the Better Work Jordan into

three new sectors (chemicals, engineering and plastics). Advisory and assessments in these sectors are delivered through the MoL/BWJ joint committee for inspections. The partnership with the EU has allowed BWJ to increase capacity building efforts with the Ministry of Labour.

The Canadian Government provides funding for Better Work Jordan's capacity building elements, particularly for the union. This financial support has allowed BWJ to deepen the relationship with the union and provide training and other capacity building.

Better Work Jordan also has ongoing partnerships with several international and multilateral organizations. For example, Better Work Jordan has worked with the World Health Organization (WHO) on the ongoing mental health project. Better Work Jordan also collaborated with United Nations Population Fund to develop and implement a Training-of-trainers programme for Sexual and Reproductive Health Rights.

Finally, Better Work Jordan has collaborated with several NGOs and civil society organization particularly on thematic topics. The National Centre of Human Rights has a seat on BWJ PAC and many attempts have been made in previous years to engage with local NGOs. BWJ will keep supporting enhanced relations between NGOs and local constituents so that their engagement becomes more constructive and fruitful for all parties. **The media also plays a role bringing issues to light and sharing accurate and timely information on the sector with the public.** Going forward, credible data, accurate reporting and transparency will all be important to ensure accountability.



## Next Steps

Better Work Jordan's **Thirteenth Annual Report** provides some noteworthy trends in Jordan's garment industry. Over a decade of operations in Jordan has allowed Better Work to observe and lead sectoral changes. Better Work has supported industry-level improvements together with national tripartite members.

Better Work Jordan is in the midst of a transitional phase as the programme looks ahead to develop its **Phase IV strategy, which will run from 2022-2027**. This strategy foresees three main outcomes for the garment sector by 2027: 1) an effective system of tripartite-plus labour market governance in which workers' rights are upheld and protected in line with national labour laws and core international labour standards; 2) export growth combined with active labour market policies to increase the garment industry's contribution to Jordanian employment and 3) a positive impact on working conditions and labour market governance beyond Jordan's export-oriented garment industry. These are all working towards a shared vision with garment sector stakeholders for **a competitive Jordanian garment industry built on stakeholder collaboration, which advances national socioeconomic development, lifts people out of poverty and upholds the fundamental rights of all workers**.

Looking ahead to 2022, the following are foreseen in the sector:

- Negotiations between the Union and employer representatives to renew and update the **sectoral Collective Bargaining Agreement** including by addressing issues of consistent non-compliance with the current agreement;
- Implementation of the **union's five-year strategy**, with a particular focus on gender and digitization to support the union in collecting and using data and evidence effectively;
- Development of the **garment sector strategy** to guide the sector's growth, encourage investment, and lay out strategic priorities for the coming years;
- Continued support to the Better Work Unit in the Ministry of Labour and collaboration with the Ministry and the SSC on assessment and advisory visits;
- Launching of the **Factory Ambassador Programme** to transfer knowledge, skills and experience to middle managers and other factory representatives in order to better address non-compliance issues and enhance social dialogue in their factories;
- The **mental health project** will expand efforts across the sector and deepen the availability and knowledge of the mental health referral system, and
- **Ongoing research activities** to collect opinions from workers, supervisors, and managers in the sector, as well as dedicated research projects focused on wages and hours and the environmental impact of the garment sector.

## Annexes

### Annex A. Garment factories covered in this report

#### Factories included in non-compliance rates

Al Areen wear Ltd.	Classic Fashion Apparel Industry Ltd. Co. (Unit 6)
Al Hanan for Cloth Mfg. Est.	Classic Fashion Apparel Industry Ltd. Co. (Unit 7)
AL Masera Textile	El Zay Ready Wear Mfg. Co.
Al Mustamerah for Tex	Fashion Curve Mfg. Apparel Co.
Aseel Universal Garments Mfg. Co.	Fine Apparel Ltd..
Aseel Universal Garments Mfg. Co./Al Mwaqar	Galaxy Apparel Industry
Atateks Foreign Trade Ltd.	Genius For Garments Company
Atlanta Garment Mfg. Co.	Haifa Apparel
Best Quality Jordan	Hi Tech Textile - Satellite Unit Arjan
Cady Garments Company	Hi-Tech Textile L.L.C.
Casual Wear Apparel L.L.C.	HY Apparel
Century Miracle Apparel mfg. Co. Ltd.	Indo Jordan Clothing Company (Unit 1)
Classic Fashion Apparel Industry Ltd Co - Sat Unit Aljunaid	International Elegance Garment Mfg. Co. Ltd.
Classic Fashion Apparel Industry Ltd Co. - Printing etc	Ivory Garments Factory L.L.C.
Classic Fashion Apparel Industry Ltd Co. (Unit 01)	Ivory Garments Factory L.L.C. (Satellite)
Classic Fashion Apparel Industry Ltd Co. (Unit 11)	International Elegance Garment Mfg. Co. Ltd.
Classic Fashion Apparel Industry Ltd Co. (Unit 12)	Jerash Garments and Fashions Manufacturing Co. Ltd (Al - Hasa Unit)
Classic Fashion Apparel Industry Ltd Co. (Unit 3 / Laundry)	Jerash Garments and Fashions Mfg. Co. Ltd (Unit 2)
Classic Fashion Apparel Industry Ltd Co.(Unit 5 / Sampling 2)	Jerash Garments and Fashions Mfg. Co. Ltd. (Unit 1 & 3)
Classic Fashion Apparel Industry Ltd Co. (Unit 8 )	Jerash Garments and Fashions Mfg. Co. Ltd. (Unit 4)
Classic Fashion Apparel Industry Ltd. Co Sat Unit Al Tafilah	Jordanian Modern Textile
Classic Fashion Apparel Industry Ltd. Co. - Sat Unit Ajloun	Kareem Industrial Textiles Co. Ltd.
Classic Fashion Apparel Industry Ltd. Co. - Sat Unit Fagua	Mas Al Safi Apparel Mfg. L.L.C. (Sahab)
Classic Fashion Apparel Industry Ltd. Co. (Unit 10)	Mas Al Safi Apparel Mfg. L.L.C. (Satellite)
Classic Fashion Apparel Industry Ltd. Co. (Unit 2)	Mustafa & Kamal Ashraf Trading (Jordan) Garment Ltd.
Classic Fashion Apparel Industry Ltd. Co. (Unit 4)	Needle Craft (Al Mafraq - Sarhan)

Needle Craft for clothing industry

New Century Clothing Industry L.L.C.(QIZ)

Peace Gate Garment

Pine Tree Co. for textile Mfg. P.S.C (TWJ)

Prestige Apparel Mfg. Ltd. Co.

Rainbow Textile L.L.C.

Rich Pine International Group Ltd.

Sana Garment Co. (Irbid City)

Sana Garments Co.

Saysaban Textile Factory

Sidney Apparels LLC.,

Silver Stitch Apparel Mfg. L.L.C.

Southern Garment Mfg. Co. Ltd.

Straight Line for Apparel Co.

Tusker Apparel Ltd. Co.

Tusker Apparel Ltd. Co. Satellite (Jerash)

Tusker Apparel Ltd. Co. Satellite (Rusaifa)

United Creations L.L.C.

United Creations L.L.C. (Satellite Al Azraq)

Vega Textile Ltd.

Victorious Apparels Mfg. Co. Ltd.

W&D Apparel (Jordan) Corp.

Factories in programme but not included in NC data

Al Mohandes Company for Manufacture Ready Made

Atlanta Garment Mfg. Co. Ltd. (Unit 2) - Satellite

Classic Fashion Apparel Industry Ltd Co. Sat Al Azmaliah

Classic Fashion Apparel Industry Ltd Co. - Sat Unit  
Bussairah

Colonia Garments Manufacturing Co. Ltd

Noor Seen Apparel

Nour AL- Islam for Garments Industry Co. Ltd.

Strong Shield for Specialized Equipment and Services

World of Knitting

## **Annex B. List of participating buyers**

Abercrombie & Fitch

Amazon Fulfillment Services, Inc.

American Eagle Outfitters, Inc.

ascena Retail Group Inc.

Columbia Sportswear

DICK's Sporting Goods Ltd.

Disney Worldwide Services

GAP Inc

G-III Apparel Group

L.L.BEAN.Inc.

Li & Fung (Trading) Limited

New Balance Athletics, Inc.

Newtimes Development Ltd

NIKE, Inc

PVH Corp

Ralph Lauren Corporation

Spanx Inc

Target Corporation

Under Armour, Inc

VF Corporation

## Annex C. Methodology and limitations

**Factory Assessments:** Better Work conducts factory assessments to monitor compliance with core International Labour Standards and the national labour law. Assessment reports highlight non-compliance findings, which are then used to help factories identify areas in need of improvement. Collecting and reporting these data over time help factories demonstrate their commitment to improving working conditions.

Better Work organizes reporting into eight clusters. The first four clusters comprise the core labour standards – Child Labour, Discrimination, Forced Labour, and Freedom of Association and Collective Bargaining. These standards protect the fundamental rights at work under the ILO’s eight Core International Labour Conventions, and International Labour Standards are used as a baseline for compliance in these four clusters. The remaining clusters – Compensation, Contracts and Human Resources, Occupational Safety and Health, and Working Time – fall under Working Conditions. The compliance points for these areas incorporate differences in national legislation depending on the country of operation. Better Work establishes a benchmark based on international standards and good practices in areas where national laws do not cover or sufficiently address an issue regarding working conditions. The eight clusters are then divided into compliance points, and each CP includes a number of questions, which may vary by country.

As the majority of workers in Jordan’s garment industry are from South Asia, Better Work Jordan has continued to work with consultants from Bangladesh and Sri Lanka to strengthen the programme’s engagement with workers and factories. This has allowed the programme to build direct communication and engagement with workers and enable access to information. All of this communication was done virtually until September, as which point one of the translators was able to travel from Bangladesh to Jordan.

**Worker and Manager Surveys:** In both June and December 2019, in July 2020, and in July 2021 Better

Work Jordan conducted surveys of workers and managers in an on-going effort to collect information on the state of the garment industry. The programme worked with a local research team to collect responses from workers and managers. Over the course of four weeks in July 2021, a team of enumerators collected survey results from 1,458 workers across 63 factories, or roughly 2 per cent of the garment sector workforce. The team surveyed a different random selection of workers from the same factories in previous survey rounds. The survey design was stratified by gender and nationality within each factory to ensure an accurate representation of workers along these lines. Within each group, workers were chosen at random. Most workers were surveyed on Fridays in a neutral setting outside of the factory. The survey was conducted online, and the majority of workers used their own phones to complete the survey. The survey took approximately 30 minutes for workers who could read, and around 60 minutes for workers who used the audio recording. One manager from each factory also completed a separate survey as well. In July 2021, a supervisors’ survey was introduced with 364 supervisors completing the survey. “Pooled results” refers to responses across all four rounds of survey collection. Otherwise, responses from July 2021 are used.

**Calculating Non-Compliance:** Better Work calculates non-compliance rates for each factory and reports them in individual factory reports. The non-compliance rate is reported for each compliance point, and a CP is reported as non-compliant if one or more of its questions show evidence of non-compliance. In public annual reports, Better Work uses the average compliance rates across all participating factories within the reporting period. For instance, an average non-compliance rate of 100 per cent under a question indicates that all participating factories had violations in that area.

**Limitations of Better Work Assessment:** Detailed factory assessment reports are based solely on what is observed, investigated and analysed during assessment visits. Due to the pandemic, the majority of assessments in 2021 were conducted following a hybrid model – one day of in-factory touring, and pre and post visit virtual

interviews and document review. Before the reports become official, factories are given five working days to provide feedback and clarifications, which in some cases impacts the language in the final report. Certain issues remain difficult to assess and verify independently. The low literacy level of a large percentage of workers can affect the integrity of documentation related to workers' consent for overtime work, storing personal documents, disciplinary procedures and employment rights. To overcome such limitations to some extent, information provided by workers and management are crosschecked through representative interview samples and various documents maintained at the factory.

**Limitations of Better Work Jordan Assessments:** In the context of Jordan, limitations in the assessment process can also arise when monitoring issues specific to migrant workers. It is beyond the scope of the programme to thoroughly investigate contracting procedures in workers' country of origin. Age verification for migrant workers can be challenging as birth dates in national passports, the primary document available to verify workers' age, can be falsified with fake birth certificates.

Detecting violations of workers' entitlements upon termination of their contract has been difficult, especially in cases where no proper documentation is maintained to indicate the amount paid to workers. Furthermore, in some cases where the paperwork may show that the worker received all their entitlements, whether the worker had actually received the stated amount cannot be verified once the worker has left the country. Unlawful terminations are also difficult to justify through multiple sources and are usually dependent on cross-checking workers' statements following incidents such as work stoppages or strikes. In such cases, the management may maintain paperwork

to show that the worker had wilfully resigned or may not maintain any termination-related documents at all. Assessing compliance with FoA in Jordan has been challenging for Better Work Jordan for a number of reasons. The existing Jordanian Labour Law does not adequately protect freedom of association, and the single union structure prevents workers from forming a labour union of their choice. Factories de facto become non-compliant on questions related to freedom of association. Better Work Jordan continues to monitor other aspects of union operations, including union access to factories and facilities, anti-union discrimination, compliance with the sector-wide CBA, and strikes at the enterprise level. At the same time, the trade union for the Jordanian apparel sector does not fully represent the majority migrant workforce. The union also has limited capacity in adequately communicating with the migrant workforce due to language barriers.

**Limitations of Calculating Non-Compliance:** The binary 'yes or no' structure of the answers to compliance limits the ability of Better Work to numerically present the severity of non-compliance and is not conducive to capturing the 'levels of non-compliance'. For example, a factory may significantly improve in a particular area but may still not qualify as compliant. While an aggregate and strict indicator, the non-compliance rate is useful for Better Work to compare data across countries and have a general idea of areas of non-compliance in the industry. It is often beyond the capacity of such numbers to fully capture the specific issues observed during factory assessments. Accordingly, it is important to examine the Clusters and CPs in further details to create a more comprehensive understanding of the industry and the overall non-compliance rates, and to understand the specific reasons for violations (as presented).

## Annex D. Working hours analysis

Working hours are gathered by EAs during assessments using payroll data provided by the factory for a representative sample of workers by gender and nationality. During the assessment, advisors choose three months in the last year to analyse closely, and log the hours worked each week by each worker along with the number of Fridays and hours worked on Fridays.

For assessments that were conducted in early 2021, roughly half of the hours recorded by EAs are actually from 2020, making the numbers reported here a mixture of hours from both 2021 and 2020. Because this data approach was used in previous annual reports, it does allow for a rough comparison of hours over time. **Table 1** shows the working hours reported during the course of assessments conducted in 2021. However, 34 per cent of these hours are actually from 2020.

**TABLE 1. BREAKDOWN OF HOURS WORKED PER WEEK: 2021 DATA.**

CATEGORY		# OF WEEKLY OBSERVATIONS	MEAN HOURS PER WEEK	STD. DEV.	MIN	MAX
<b>Overall</b>		<b>16,943</b>	<b>52.5</b>	<b>12.1</b>	<b>4</b>	<b>85</b>
Nationality	Non-Jordanian	10,317	60.2	9.0	4	85
	Jordanian	6,626	41.5	5.7	5	62
Gender	Female	12,019	51.1	11.7	4	84
	Male	4,924	56.0	12.3	16	85
Factory type	Direct Exporters	10,414	54.7	11.3	4	78
	Subcontractors	2,521	57.6	12.9	26	85
	Satellite Units	3,652	42.8	8.2	16	74

However, it is also possible to look at the data by the specific month from which it came. The analysis of hours worked over time compares the working hours gathered during assessments in 2019, 2020 and 2021,

which covers working time during 2018, 2019, 2020 and 2021. The sample is largest in 2019 and 2020 but is still significant in 2018 and 2021 (see **Table 2**).

**TABLE 2. AVERAGE WEEKLY HOURS OVER TIME - ALL ASSESSMENT DATA**

YEAR	AVERAGE HOURS	NUMBER OF MONTHLY OBSERVATIONS
2018	50.8	2732
2019	54.4	6259
2020	49.8	5189
2021	53.7	2844



## END NOTES

- I. Our World in Data – Covid-19 Data Explorer. The Covid-19 pandemic continues to evolve rapidly. All numbers for Covid-19 are through the end of 2021 and do not include the surge in cases throughout early 2022 due to the Omicron variant.
- II. For more information on the defence orders that most affected the labour market and the garment sector in 2020, see “Better Work Jordan Annual Report 2021: An Industry and Compliance Review”, 23 April 2021, Better Work, <https://betterwork.org/portfolio/better-work-jordan-annual-report-2021-an-industry-and-compliance-review/>
- III. See <https://knoema.com/atlas/Jordan/topics/Tourism/Travel-and-Tourism-Total-Contribution-to-GDP/Contribution-of-travel-and-tourism-to-GDP-percent-of-GDP>
- IV. Jordan Economic Monitor – Fall 2021 : En Route to Recovery (English). Jordan Economic Monitor Washington, D.C. : World Bank Group. <http://documents.worldbank.org/curated/en/265631639429108552/Jordan-Economic-Monitor-Fall-2021-En-Route-to-Recovery>
- V. Central Bank of Jordan, Table No. 51 Gross Domestic Product by Economic Activity at Constant Prices. Year-over-year GDP growth at constant market prices. Data gathered on 28 February 2022.
- VI. Jordan Department of Statistics, “23.3% Unemployment Rate during the Fourth Quarter of 2021,” 24 March 2022, [http://dosweb.dos.gov.jo/unemp\\_q4\\_2021/](http://dosweb.dos.gov.jo/unemp_q4_2021/)
- VII. Ibid.
- VIII. Participation rates for 2019. Ministry of Labour. National Labour Market Indicators 2020. [http://www.mol.gov.jo/AR/List/%D8%A8%D9%8A%D8%A7%D9%86%D8%A7%D8%AA\\_%D8%B3%D9%88%D9%82\\_%D8%A7%D9%84%D8%B9%D9%85%D9%84\\_%D8%A7%D9%84%D8%A7%D8%B1%D8%AF%D9%86%D9%8A](http://www.mol.gov.jo/AR/List/%D8%A8%D9%8A%D8%A7%D9%86%D8%A7%D8%AA_%D8%B3%D9%88%D9%82_%D8%A7%D9%84%D8%B9%D9%85%D9%84_%D8%A7%D9%84%D8%A7%D8%B1%D8%AF%D9%86%D9%8A)
- IX. In 2021Q4 the Refined Economic Participation Rate (the labour force attributed to the population 15 years and over) was 13.6 per cent for women and 53.6 per cent for men. See Department of Statistics Ibid.
- X. See the Hashemite Kingdom of Jordan, Ministry of Labour. National Labour Market Figures (2016-2020). September 2021. Table 1. [http://www.mol.gov.jo/ebv4.0/root\\_storage/ar/eb\\_list\\_page/%D9%85%D8%A4%D8%B4%D8%B1%D8%A7%D8%AA\\_%D8%B3%D9%88%D9%82\\_%D8%A7%D9%84%D8%B9%D9%85%D9%84\\_%D8%A7%D9%84%D9%88%D8%B7%D9%86%D9%8A%D8%A9\\_2021.pdf](http://www.mol.gov.jo/ebv4.0/root_storage/ar/eb_list_page/%D9%85%D8%A4%D8%B4%D8%B1%D8%A7%D8%AA_%D8%B3%D9%88%D9%82_%D8%A7%D9%84%D8%B9%D9%85%D9%84_%D8%A7%D9%84%D9%88%D8%B7%D9%86%D9%8A%D8%A9_2021.pdf)
- XI. See the Hashemite Kingdom of Jordan, Ministry of Labour. National Labour Market Figures (2016-2020). September 2021. Table 40. [http://www.mol.gov.jo/ebv4.0/root\\_storage/ar/eb\\_list\\_page/%D9%85%D8%A4%D8%B4%D8%B1%D8%A7%D8%AA\\_%D8%B3%D9%88%D9%82\\_%D8%A7%D9%84%D8%B9%D9%85%D9%84\\_%D8%A7%D9%84%D9%88%D8%B7%D9%86%D9%8A%D8%A9\\_2021.pdf](http://www.mol.gov.jo/ebv4.0/root_storage/ar/eb_list_page/%D9%85%D8%A4%D8%B4%D8%B1%D8%A7%D8%AA_%D8%B3%D9%88%D9%82_%D8%A7%D9%84%D8%B9%D9%85%D9%84_%D8%A7%D9%84%D9%88%D8%B7%D9%86%D9%8A%D8%A9_2021.pdf)
- XII. See the Hashemite Kingdom of Jordan, Ministry of Labour. National Labour Market Figures (2016-2020). September 2021. Table 42 and 43. [http://www.mol.gov.jo/ebv4.0/root\\_storage/ar/eb\\_list\\_page/%D9%85%D8%A4%D8%B4%D8%B1%D8%A7%D8%AA\\_%D8%B3%D9%88%D9%82\\_%D8%A7%D9%84%D8%B9%D9%85%D9%84\\_%D8%A7%D9%84%D9%88%D8%B7%D9%86%D9%8A%D8%A9\\_2021.pdf](http://www.mol.gov.jo/ebv4.0/root_storage/ar/eb_list_page/%D9%85%D8%A4%D8%B4%D8%B1%D8%A7%D8%AA_%D8%B3%D9%88%D9%82_%D8%A7%D9%84%D8%B9%D9%85%D9%84_%D8%A7%D9%84%D9%88%D8%B7%D9%86%D9%8A%D8%A9_2021.pdf)
- XIII. Authors’ calculations based on data gathered from the Department of Statistics on 2 March 2022. Garment exports for article of apparel and clothing accessories, knitted or crocheted (HS61), Articles of apparel and clothing accessories, not knitted or crocheted (HS62) and Other made up textile articles, sets, worn clothing and worn textile articles and rags (HS63).
- XIV. Data gathered by Better Work Jordan during assessment visits throughout 2021. For factories that are new to the programme and had not yet been assessed, data was provided during factory registration.
- XV. See “Value Chains Analysis (VCA) Garments, Jordan”. Centre for the Promotion of Imports from developing countries (CBI). January 2019. [https://www.cbi.eu/sites/default/files/vca\\_jordan\\_apparel\\_final\\_report\\_-\\_cbi4.pdf](https://www.cbi.eu/sites/default/files/vca_jordan_apparel_final_report_-_cbi4.pdf)
- XVI. For more information on the findings from Jordan related to well-being see, Better Work Jordan, Worker Well-being in Jordan’s Garment Sector, Policy Brief, November 2020, <https://betterwork.org/portfolio/better-work-jordan-worker-well-being-in-jordans-garment-sector/>. For more information on the Short Warwick Edinburgh Mental Well-being Scale and the cut-off points used to determine well-being levels, see Youth & Covid-19: Impacts on Jobs, Education, Rights and Mental Well-being, ILO, Survey Report 2020. ISBN: 9789220328606.
- XVII. The needs assessment will be published shortly.
- XVIII. See “Better Work Jordan Gender Strategy 2019 – 2022,” 31 March 2019, <https://betterwork.org/portfolio/better-work-jordan-gender-strategy-2019-2022/>. For an update on activities and achievements in 2021, see “Better Work Jordan Gender Strategy: 2021 Progress Report and Update,” 29 November 2021, <https://betterwork.org/portfolio/better-work-jordan-gender-strategy-2021-progress-report-and-update/>
- XIX. A separate report is forthcoming that will explore working conditions in the non-garment sector.
- XX. In total Better Work Jordan completed 87 assessment reports in 2021. However, some of these assessment findings were reported in the previous annual report. See “Better Work Jordan Annual Report 2021: An Industry and Compliance Review”, 23 April 2021, Better Work, <https://betterwork.org/portfolio/better-work-jordan-annual-report-2021-an-industry-and-compliance-review/>
- XXI. For more information on the compliance situation in 2020 and the limitations of these findings, see “Better Work Jordan Annual Report 2021: An Industry and Compliance Review”, April 2021, <https://betterwork.org/portfolio/better-work-jordan-annual-report-2021-an-industry-and-compliance-review/>
- XXII. A policy brief accompanies each round of data collected. All policy briefs include key information about worker opinions about working conditions, grievance mechanisms, stakeholder engagement, and one additional topic. The first policy brief summarizes the data gathered in June 2019 and focuses on stress in the workplace, see “Better Work Jordan: Worker Voice Survey Results”, November 2019. The second policy brief summarizes the data gathered in December 2019 and focuses on third-party audits, see “Better Work Jordan: Worker and Manager Survey Results”, June 2020. The third policy brief summarizes the data gathered in July 2020 and focuses on mental well-being, see “Better Work Jordan: Worker and Manager Survey Results”, November 2020. The latest policy brief covers changes in results over the last three years and introduces the supervisors’ survey, see “Better Work Jordan: Worker, Supervisor and Manager Survey Results,” November 2021.
- XXIII. This number covers all factories participating in Better Work Jordan, including some non-garment factories. There are an estimated 62,411 workers in Better Work Jordan-participating garment factories, and non-compliance data in this report covers 60,445 of them.
- XXIV. There are some differences in the demographic data from compliance assessments conducted throughout the year and the data gathered directly from managers at a single point in time in February 2022. While the data gathered from managers is more up-to-date, and includes more detailed information, it is also not as reliable because it is not verified with payroll records by Better Work Jordan. One significant difference in the data is the percentage of Jordanian workers – according to compliance data Jordanian workers make up 26 per cent of the sector, whereas the data gathered directly from managers shows 28 per cent. The compliance data (26 per cent) is the more reliable number.
- XXV. Data in this paragraph and accompanying charts comes from the assessment data gathered from the 77 factories with assessments data included in the annual report. This is broadly reflective of the experiences in the sector as a whole.
- XXVI. For more information on International Labour Standards on Equality of opportunity and treatment, see: <https://www.ilo.org/global/standards/subjects-covered-by-international-labour-standards/equality-of-opportunity-and-treatment/lang--en/index.htm>.
- XXVII. Direct Requests (CEACR) – adopted 2020, published 109th ILC session (2021), Equal Remuneration Convention, 1951 (No. 100) and Discrimination (Employment and Occupation) Convention, 1958 (No. 111) – Jordan.
- XXVIII. ILO. 2016, 9 October. Jordan’s garment sector removed from US forced labour listing. [https://www.ilo.org/beirut/media-centre/news/WCMS\\_531596/lang--en/index.htm](https://www.ilo.org/beirut/media-centre/news/WCMS_531596/lang--en/index.htm)
- XXIX. For more information on the project, see “Promoting Decent Work by Digitizing Wages Responsibly in Jordan”, Better than Cash Alliance, 26 October, 2021, <https://www.betterthancash.org/alliance-reports/promoting-decent-work-by-digitizing-wages-responsibly-in-jordan>.
- XXX. Raymond Robertson. November 2019. Discussion Paper 32 – Working Conditions, Transparency, and Compliance in Global Value Chains: Evidence from Better Work Jordan. <https://betterwork.org/portfolio/discussion-paper-32-working-conditions-transparency-and-compliance-in-global-value-chains-evidence-from-better-work-jordan/>.
- XXXI. Better Work’s Discussion Paper 29: Lights On: Transparency and Compliance analyses factory-level compliance from Cambodia to evaluate the effect of reintroduction of public reporting in Cambodia. To access the paper, visit: <https://betterwork.org/blog/portfolio/discussion-paper-29-lights-on-transparency-and-compliance-evidence-from-cambodia/>.
- XXXII. To access the Transparency Portal, visit: <https://portal.betterwork.org/transparency/compliance>.





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