



**BetterWork**

# **Annual Report 2021: An Industry and Compliance Review**

Better Work Jordan

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المملكة الأردنية الهاشمية



**CONTENTS**

<b>Acknowledgements</b>	<b>1</b>
<b>List of Abbreviations</b>	<b>4</b>
<b>Summary Findings</b>	<b>5</b>
<b>Introduction</b>	<b>8</b>
Country Context	8
Industry Overview	11
Better Work Jordan	15
<b>Working Conditions in the Garment Sector</b>	<b>19</b>
Methodology and Data	19
Compliance Situation	22
Detailed Findings	23
Publicly Reported Issues	41
<b>Tripartite Partners and Sustainability</b>	<b>42</b>
Government	42
Workers	44
Employers	45
Other Partners	46
<b>Next Steps</b>	<b>48</b>
<b>Annexes</b>	<b>49</b>
Annex A. Garment factories covered in this report	49
Annex B. List of participating buyers	51
Annex C. Methodology and limitations	52
Annex D. Working hours analysis	54

## BOXES, FIGURES AND TABLES

Box 1. Key Government Decisions and Orders in Response to COVID-19 .....	9
Box 2. Impact of COVID-19 on Exporting Garment Sector .....	12
Box 3. Responsible Transition to Digital Wages .....	29
Box 4. Changes in seniority bonus requirements .....	32
Box 5. Structural Integrity of Dorms .....	39
Box 6. Developing a garment sector strategy .....	44
Figure 1a. Daily COVID-19 cases in Jordan .....	8
Figure 1b. Lockdown measures reduced movement dramatically .....	9
Figure 2: Year-over-year change in garment exports .....	12
Figure 3: Nationality breakdown of non-garment factory workers .....	14
Figure 4. Number of factories enrolled in Better Work Jordan. ....	16
Figure 5: Distribution of factories per cycle in Annual Report 2021 .....	19
Figure 6. Share of employees in BWJ garment factories by country of origin (2020). ....	21
Figure 7. Percentage of total workers and women workers employed by factory type.....	21
Figure 8. Non-compliance rate by Compliance Point .....	22
Figure 9. Sexual harassment experiences and concerns, by nationality .....	25
Figure 10. Non-compliance rates across cycles in Coercion CP .....	27
Figure 11. Manager perceptions of challenges to business .....	32
Figure 12. Worker perceptions of mutual trust between managers and workers, by nationality .....	34
Figure 13. Non-Compliance rate across cycles for bylaws that comply with legal requirements .....	34
Figure 14. Questions under OSH with the highest non-compliance rates .....	35
Figure 15. Non-compliance rates across cycle for Emergency Preparedness .....	36
Figure 16. Non-compliance rates across cycle for OSH committee formation .....	37
Figure 17: Average weekly hours over time among Jordanian and migrant workers .....	40
Figure 18. Distribution of average hours worked per week by nationality .....	41
Figure 19: Distribution of number of non-compliance violations on transparency portal .....	42
Table 1. Breakdown of hours worked per week: 2020 data .....	54
Table 2. Average weekly hours over time .....	54

## LIST OF ABBREVIATIONS

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

## Summary Findings

This report presents findings and observations from Better Work Jordan's interactions in the garment sector throughout 2020.<sup>1</sup> 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, data the programme collects during regular interactions with factories (advisory data), and survey data gathered over the last year and a half 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.

COVID-19 has had a major impact on the garment industry throughout the world, and Jordan is no exception. However, compared to other garment industries, which saw major contractions of 30 to 50 per cent, Jordan has been spared the worst effects of the pandemic and resulting economic downturn with only a 15 per cent reduction in garment exports with a full rebound expected by the end of 2021. The sector has proved relatively resilient in its ability to adapt to new market trends (for example, by pivoting to casual products) and buyers have continued sourcing from Jordan - in some cases even increasing their orders. The proximity to the US market, the adaptability of Jordanian factories, and the relatively well-managed epidemic situation in Jordan have all stabilized business.

While the Jordanian garment sector has shown resilience, COVID-19 has also exposed some weaknesses in the industry. Some factories had severe violations, such as forced labour, inaccurate and late payment of wages, and reductions in the number of meals provided to workers. These factories make up a small share of the garment industry in Jordan, and the swiftness and thoroughness with which tripartite stakeholders and brands dealt with the issues is a positive sign of the maturity of the sector. The majority of factories had

the normal set of compliance violations observed in past years with the pressures of COVID-19 increasing instances of non-compliance in some areas.

The following are highlights from each compliance cluster, with a specific focus on changes in 2020 and how COVID-19 may have impacted working conditions:

### 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. There were no cases of workers under the age of 16 identified in 2020, but BWJ did identify one case of a migrant worker under the age of 18 without proper documentation. Cases of child labour are notoriously hard to identify because of the widespread use of false passports and documents. COVID-19 likely exacerbated these challenges due to necessary safety measures, such as assessors spending less time on the factory floor and masks making it harder to visually identify possible cases of child labour.

**Discrimination:** The leading citation under discrimination continues to be the use of pregnancy tests for migrant workers during recruitment, which is considered gender discrimination. No factories were cited as non-compliant for subjecting workers to sexual harassment, but surveys of workers show that this is nonetheless a prevalent and pressing problem in the industry, with 18 per cent of workers saying that they or their co-workers were concerned with sexual harassment. Seventeen percent of factories failed to hire the requisite number of workers with disabilities, and six per cent paid Jordanian workers attendance bonuses but not migrant workers. While non-compliance on the latter point has improved this year, it is because factories that used to provide discriminatory bonuses stopped providing them all together.

**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 improvement 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 major violations in 2020. Two factories had severe cases of forced labour during the COVID lockdowns in the spring: these factories withheld wage payments to coerce workers to work, restricted workers' mobility beyond the government-mandated requirements, and used threats to coerce work. In another violation from before the pandemic hit, a factory kept worker passports in a locker.

**Freedom of Association and Collective Bargaining:** 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. Despite these restrictions, the garment industry has successfully ratified a series of Collective Bargaining Agreements and the union has access to the majority of factories. Most factories are compliant with informing their workers about the provisions of the Collective Bargaining Agreement (CBA), but 81 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 this essentially double-counts non-compliance points presented elsewhere.

## WORKING CONDITIONS

**Compensation:** COVID-19 disrupted compensation on several levels, some of which were cited as non-compliance and some of which were not violations but still disruptive for workers. Non-compliance increased compared to 2019 in some areas of compensation, such as timeliness and accuracy of payments, partially as a result of COVID-19. Outside of compliance issues,

overall workers who continued with their jobs saw some decreases in their payment, mostly related to lower hours of work. On average, wages dropped by 10 JD per month or 5 per cent of 2019 wages. The government issued a series of Defence Orders in an attempt to protect jobs while allowing employers to cut salaries and deduct annual leave, but this also created some confusion among employers.

**Contracts & Human Resources:** COVID-19 exposed some of the problems with the rigidity of the Kafala system, and also underscored the importance of ensuring that all workers are documented with the proper paperwork and protections. Similarly, the issue of workers paying recruitment fees falls under the topic of contracting procedures but is also connected to much broader issues – 32 per cent of factories employed workers who paid recruitment fees. In addition the COVID-19 pandemic and economic disruptions led to worker unrest and exposed weak systems of social dialogue at the factory level, especially in the areas of grievance and dispute handling.

**Occupational Safety & Health:** The majority of non-compliance violations continue to concern areas of Occupational Safety and Health (OSH) and many of these fundamental issues were exacerbated by the pandemic such as the safety and cleanliness of worker accommodations. However, there were some improvements in OSH that may have been driven by increased focus with the pandemic: more factories employed the required health specialists, factories established OSH committees, and widespread mask-wearing improved compliance with safety requirements in the workplace.

**Working Time:** Working hours dropped in 2020, as factories reduced the availability of overtime work for migrant workers and asked many Jordanian workers to stay home out of concern that they would introduce the virus to migrant workers in the factories.

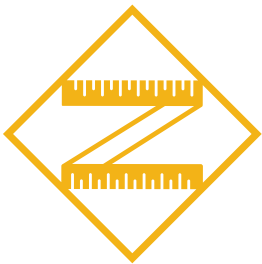




**88** Factories



**530**  
Advisory  
visits



**69**  
Assessment  
reports



**1,788**  
Training  
participants



**65,026**  
Workers in  
registered  
factories



**21**  
International  
buyers

## 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 began operations at the request of the Government of Jordan (GoJ) and the United States (US) government over ten years ago. Better Work country programmes regularly prepare public reports synthesising industry updates and highlighting non-compliance findings and trends in order to increase transparency and to communicate observations to a wider audience. This is Better Work Jordan's Twelfth 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 the last two years. 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.

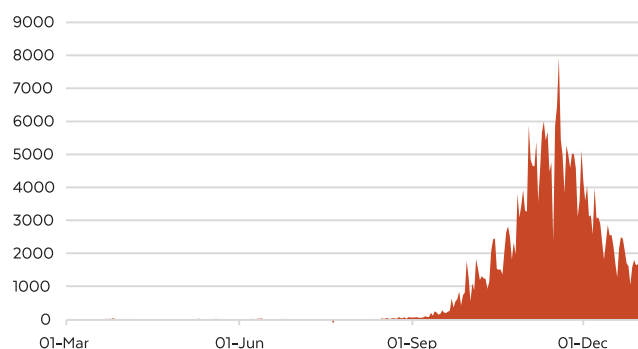
## Country Context

### COVID-19 in Jordan

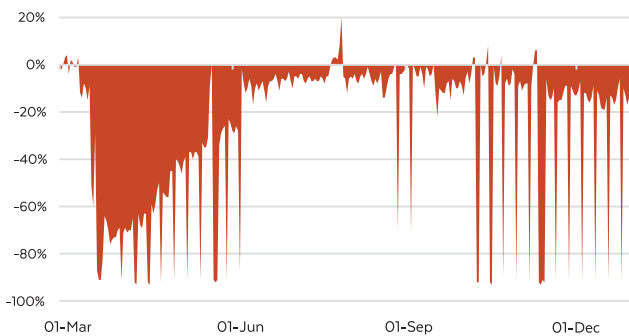
As of December 2020, almost 300,000 people had tested positive for COVID-19 in Jordan, or roughly 3 per cent of the population, with 3,834 deaths.<sup>11</sup> There have been roughly four phases in the COVID-19 pandemic and government response in Jordan, and these can be seen in the tally of COVID-19 cases recorded and in the mobility changes based on recreational activities (see Figure 1a and 1b). In the first phase, lasting roughly from March until May 2020, the government imposed strict mobility restrictions in the form of full-day lockdowns, evening curfews, and restrictions on driving, and the case load remained very low. On March 17, the government declared a state of emergency and called upon the 1992 defence law, which gives the government broad powers to curtail basic rights (see Box 1). This law was then amended and used in subsequent defence orders, which touched many parts of the Jordanian society, labour market and economy.

During the second phase, from June until September the government gradually reopened the economy and allowed for free movement of people throughout the country. During this time, the epidemiological situation remained stable and appeared to be under control. However, starting in late August cases of COVID-19 began rising. The numbers rose exponentially through November, peaking at a weekly average of 5,500 cases per day. The number of cases began declining in December.

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



**FIGURE 1B. LOCKDOWN MEASURES REDUCED MOVEMENT DRAMATICALLY**



Subsequent sections will talk about the toll of COVID-19 on the economy, the labour market, and the garment

sector specifically. Beyond these direct economic effects, Jordan has also seen evidence of the toll of both the pandemic and government restrictions on mental well-being. This evidence is well documented world-wide, and there is also further evidence of issues in Jordan. For instance, in one survey carried out during the lockdowns in April, researchers found significant mental health issues among 2,000 Jordanians surveyed.<sup>111</sup> Nearly half of respondents said that they had not felt happy at all in the last two weeks and 37 per cent said they needed professional mental health support. Better Work Jordan has taken steps to address the well-being needs of staff and partners, and to raise the issue at the sectoral level to ensure that the mental well-being needs of all workers are acknowledged and addressed.

### BOX 1. KEY GOVERNMENT DECISIONS AND ORDERS IN RESPONSE TO COVID-19

The Government of Jordan took early and aggressive actions to stop the spread of COVID-19 in the country. The majority of these actions came directly from the Prime Minister under the banner of “The Jordan National Defence Law No. 13 of 1992”. The law grants the Prime Minister wide powers to undertake all necessary measures to combat the COVID-19 outbreak in the Kingdom, including the temporary suspension of ordinary legislation. The GoJ declared 24 defence orders throughout 2020 on issues ranging from COVID-19 prevention measures (mask mandates, distancing guidelines and lockdown) to labour market changes. The defence orders targeting job security were mostly focused on local workers and not migrants. Key defence orders in 2020 most affecting the labour market and the garment sector are as follows:

- ◆ Defence Order No. (1) Issued on 19 March, made temporary amendments to the Social Security Law, including reducing the contribution amounts for employers and employees.
- ◆ Defence Order No. (2) Issued on 20 March, imposed a curfew and lockdown on citizens, with some exceptions for certain persons and sectors.
- ◆ Defence Order No. (6) Issued on 8 April, retroactively forbade private companies from laying off workers after 18

March (with some exceptions) and stipulated that normal wages had to be paid for workers who were unable to work during the lockdown. It also laid out steps for temporary or permanent closure of businesses, and set up several economic protection programmes.

- ◆ Defence Order No. (9) Issued on 17 April, introduced several measures to safeguard the economy and workers.

However, not all of these defence orders fully applied to the garment sector as employers were able to effectively make a case for exceptions. Critically, while most of the country and economy remained on lockdown for the second half of March and into April, factories in the industrial zones were able to begin operating as early as 7 April with enhanced hygiene steps and lower numbers of workers. Key employers and representatives from the employers’ association met frequently with government ministers to reopen factories with migrant workers by arguing that these workers were already living in crowded dormitories and a return to the factory floor did not pose many additional risks.

In addition to the defence orders, the Ministry of Labour also updated safety protocols through its Standard Operating Procedures (SOP) to control the spread of COVID-19. These enhanced SOPs included mask mandates, requirements for social distancing both in the workplace and during travel to and from it, and hygiene requirements. Better Work Jordan marked any violations of the SOPs or defence orders under the related compliance cluster.

### 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. During the lockdowns, many companies faced financial pressures as their businesses could no longer operate. While many of these businesses have successfully reopened, some sectors were hit harder than others. For instance, tourism typically makes up a fifth of GDP, but COVID-19 has essentially stopped all tourism to Jordan with an extended period of airport closure for international travels from March through September.<sup>IV</sup> The Jordanian economy also continues to be strained by on-going regional uncertainty as well as the persistent national current account deficit.

Jordan's real GDP growth dropped from over 8 per cent for the years 2004-2007 to a stubbornly low 2 per cent for the years 2016-2019. The outbreak of COVID-19 had a significant negative impact on the economy, pushing real GDP growth to an all-time low of -3.6 per cent in 2020 Q2 with a slight rebound to -2.2 per cent in Q3.<sup>V</sup> While forecasters expect a rebound of GDP in 2021, the fundamentals of the employment and economic situation prior to the onset of the pandemic make it likely that this rebound will not be evenly distributed.<sup>VI</sup>

On the labour market side, Jordan has suffered from stubbornly high unemployment rates for several years, especially among women and youths, and these numbers have increased during the pandemic. The unemployment rate reached 24.7 per cent during 2020 Q4. The unemployment rate increased substantially during the pandemic from an already-elevated rate of 19.3 per cent in Q1. While these headline numbers are alarming on their own, they are even worse for women (32.8 per cent in Q4) and for youth age 20-24 (47.9 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 two-thirds are Jordanian nationals. The Jordanian labour market is characterized by three segments: Jordanians, migrant workers, and refugees. In 2019, there were nearly 350,000 registered non-Jordanian workers with the Ministry of Labour (MoL), although there are also many unregistered migrant workers so the likely number is much higher.<sup>X</sup> The majority of the registered workers are from Egypt, Bangladesh and Syria and are employed in agriculture, construction and manufacturing.<sup>XI</sup> Egyptian men are commonly employed in the construction sector, whereas Bangladeshi women workers are associated with the domestic and garment manufacturing sectors. 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 for 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. In the garment sector, the quota for most factories is 30 per cent but can be lower to incentivize employers to build factories in rural areas to create jobs especially for Jordanian women in those areas.

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 tripartite committee for work affairs decided to increase the minimum monthly wages for Jordanians to JD 260 (US\$ 367) and non-Jordanians to JD 230 (US\$ 324) but the start date of the increase has been postponed from January 1, 2021. This decision excludes domestic

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 particular 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 union).

### Industry Overview

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.

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 up 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.

### Garment industry

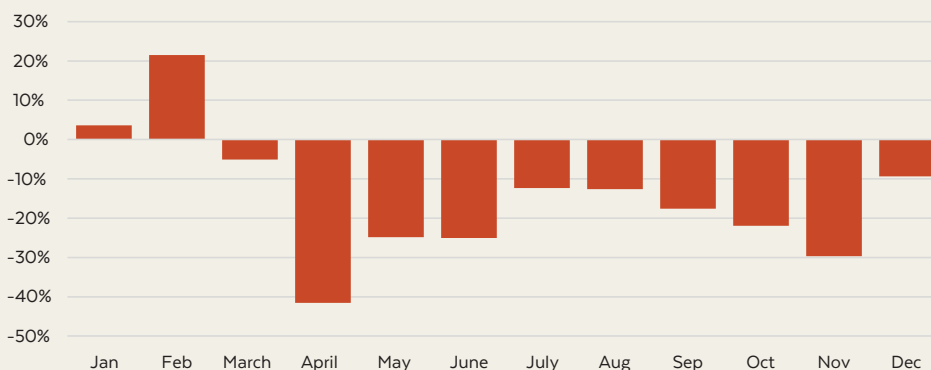
The garment industry in Jordan is primarily driven by large exporting factories who export to the US under the USJFTA. The garment industry has seen significant growth in the last ten years. While exports dropped in 2020, this was coming on the heels of 2019, the best year for garment exports in Jordan to-date. Garment exports in 2020 were valued at USD 1.6 billion and made up 22 per cent of all exports.<sup>xii</sup> The US continues to be a major export market for Jordan, with 24 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 2**).

## BOX 2. IMPACT OF COVID-19 ON EXPORTING GARMENT SECTOR

COVID-19 has had a human and monetary impact on the garment sector in Jordan. Over 6,000 employees (workers and managers) were infected with COVID-19 as of February 2021 across 46 factories. While the factories remained virus-free for the majority of 2020, some cases were identified in the fall which spread rapidly through the factories despite efforts to control the spread. Initially, cases of COVID-19 were almost exclusively among migrant workers in the main exporting factories as COVID spread rapidly once it was in the factory and in the dormitories. The Ministry of Health and the Ministry of Labour were both actively involved during this time and conducted frequent testing and checks of safety protocols. Towards the end of the year and into 2021, cases were increasingly observed among Jordanian workers in satellite units due to community spread.

While factories struggled in the fall to contend with COVID-19 cases in their work force, they faced other issues in the spring and summer from government-imposed lockdowns to postponements or cancellations of orders from buyers. In a survey of factory management in July, 70 per cent of managers said they had serious concerns about the effects of shutdowns and curfews on their business. They also listed uncertain orders from buyers, cancellation of order, and delayed payment of orders as top concerns. Total exports of garments fell markedly in April, May and June, and began rebounding slightly throughout the summer before falling again in the fall (see Figure 2).

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



The rebounding sector looks significantly different, however, than the sector did a year ago. Six factories shut down in 2020, and there has been significant consolidation of factories under the same management. The workforce composition has also changed. The majority of factories greatly reduced their reliance on Jordanian workers through 2020 - while they kept these workers on payroll (as per Defence Order 6) they limited the working hours or fully stopped Jordanians from working in factories for months on end. While this was originally done out of concern that Jordanian workers posed higher risk because of their community exposure, managers have slow-walked the re-integration of Jordanian workers into the work force. According to the Jordan Chamber of Industry, roughly 7,000 migrant workers have also left the country, and the composition of workers has shifted more heavily towards Bangladeshi workers. Many migrant workers who wished to return home or had completed their contracts were stuck in Jordan due to airport closures and were left in limbo for weeks or months at a time.

While the effects of COVID-19 show clearly in the exporting figures, the size of the workforce, and the number of factories, in the broader context of garment sectors throughout the world, the sector in Jordan has actually done relatively well. While on average most garment sectors contracted by 30 per cent during 2020, the dip in Jordan was roughly 15 per cent with a full recovery anticipated by the end of 2021.

Roughly 66,000 people were employed in the exporting garment sector as of data collected in early 2021 by Better Work Jordan. Migrant workers make up roughly 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 roughly 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.

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 located in the main economic zones of Dulayl, Irbid and Sahab. Below these factories in the supply chain are numerous subcontracting 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. The Government of Jordan incentivizes satellite factories in an effort to bring jobs to rural areas where many Jordanians live

but where there are limited 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 various monetary and logistical benefits.

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 BWJ 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>xiii</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 (see *Non-garment industry*).

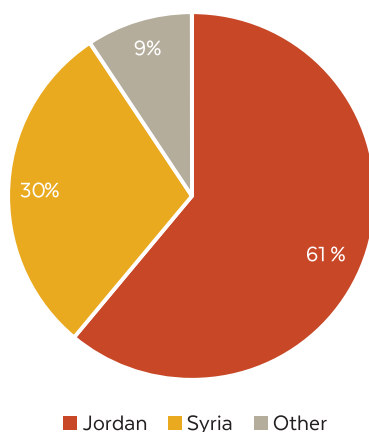


### Non-garment industry

Better Work Jordan expanded to several non-garment factories in 2018 to monitor working conditions in factories exporting to the EU under the relaxed Rules of Origin. BWJ collaborated with the MoL, the Ministry of Industry, Trade & Supply (MoITS) and the EU delegation to Jordan to develop inspection instructions to help Jordanian companies exporting under this scheme abide by the country's labour law and meet international labour standards. Three inspectors from the MoL and three EAs from BWJ now make up a joint committee which is tasked with conducting advisory and assessment visits for eligible factories exporting to the EU under the RoO. These factories also include some garment factories that were previously participating in Better Work but who now seek to export to the EU.

There are currently four non-garment factories registered with the programme – one in the plastics sector, two in chemicals, and one in engineering. These four factories range in size from 50 to 250 workers, and employ a total of 470 workers between them. Unlike in garment factories, the majority of workers in the non-garment factories are men (85 per cent). Women tend to be employed in less-skilled positions and are typically hired as cleaners and helpers. Jordanians make up the majority of the workforce with Syrian workers at 30 per cent of the workforce (see **Figure 3**).

**FIGURE 3: NATIONALITY BREAKDOWN OF NON-GARMENT FACTORY WORKERS**



In the last year, BWJ completed assessments for two of the four factories and conducted 24 advisory visits. Seven participants attended industry seminars on topics including grievance mechanisms and biological risk assessments. Workplace communication has been a key area of focus with several advisory visits focused on social dialogue. Enterprise Advisors (EAs) have also assisted the factories in understanding and following the new rules and regulations related to COVID-19. The Ministry of Labour has been a crucial partner in delivering these services to non-garment factories.

The main body of this report focuses on non-compliance data and working conditions in garment factories, which are substantially different from the situation in the non-garment factories. There are many fundamental differences between garment factories and non-garment factories that make it difficult to compare the compliance situation between the two groups. Non-compliance rates for the non-garment sector as a group do not provide much insight as there are only four factories. Instead, the following section provides a brief overview of the working conditions in the four non-garment factories assessed in 2020 drawn primarily from the observations and experience of enterprise advisors during factory visits and virtual communication.

**The working conditions in the four non-garment factories assessed in 2020 resemble the conditions in garment factories when Better Work first began in Jordan in 2010.** Management in non-garment factories is still in the early phases of understanding the importance of adhering to national labour laws and international labour standards, and lack the tools to do so. In particular, EAs highlighted the issue of weak management systems and a lack of prioritization of compliance. There is also limited commitment on the part of management in some factories to cooperating with Better Work. One potential reason for this is the lack of external pressure from buyers. In the garment sector, there is a clear difference between the attitude of major exporting factories that face pressure from their buyers, and subcontracting factories that are not subject to scrutiny from buyers. Non-garment factories



are more like these subcontracting factories in that they have more limited incentives to cooperate with BWJ.

The primary issues with non-garment factories were in the areas of management systems, occupational safety and health (OSH), social dialogue, and wage payment. The issue of weak management systems was a concern for all factories. Assessors noted that managers have a very traditional approach to their businesses, and do many things off the books and have not updated their mode of business in many years. Many factories do not have company policies, or if they do these are not communicated to workers. Lack of documentation is also a prevalent problem – while documents may exist systems are frequently lacking or the record-keeping is all manual. These issues with management systems are often the root cause for further non-compliance in areas of Human Resources and Occupational Safety and Health.

Another recurring problem in the non-garment factories was lack of formal mechanisms for social dialogue. Management in all factories followed an open door policy and sought to rely on the fact that they are small businesses and are connected with their workers. However, Better Work Jordan encourages factories to adopt formal mechanisms of social dialogue, both on specific topics of OSH (some factories have committees already) and beyond to encompass broader worker concerns. These committees could also help factories address consistent areas of non-compliance by hearing the priorities and needs of workers, and in enlisting their help (for instance, in following all OSH measures). There are several unions representing different sectors that could be involved with the various factories, but neither workers nor managers were aware of the unions.

**Given the weaknesses identified throughout interactions with these factories in 2020, BWJ EAs and MoL Labour Inspectors (LIs) plan to work on the following areas in the coming year:**

- **Human resource development** is a key area of weakness that is also relatively easy and cost-effective to address.

- Changing attitudes around **occupational safety and health**, both for management and for workers. Even when factories provide Personal Protective Equipment (PPE), workers are reluctant to use it because they are not accustomed to it. Management needs to set the priority for proper usage of PPE and following OSH guidelines and workers need to understand why these are important.
- Improving **social dialogue** between workers and managers so that management can address issues proactively. Activities in this area were limited in 2020 due to COVID-19 restrictions, but BWJ plans to engage more on this area in the future.

Better Work Jordan's engagement with non-garment factories has allowed the programme to stretch the BW model into new sectors and has shed some light on working conditions in other manufacturing industries Jordan. According to BWJ EAs who previously worked with the Ministry of Labour and therefore were responsible for monitoring working conditions across many workplaces across Jordan, the working conditions in non-garment factories are reflective of the conditions across many workplaces in Jordan. In contrast, garment factories participating in BWJ are the exception and not the rule – these factories tend to have much higher rates of compliance with national laws and international labour standards than the typical workplace in Jordan. However, while compliance may be higher in garment factories, wages are typically lower as the jobs are lower-skill, and hours of work are longer (especially for migrant workers). In addition, reported wages in the non-garment sector were much higher for the majority of workers as the jobs are skilled.

## **Better Work Jordan**

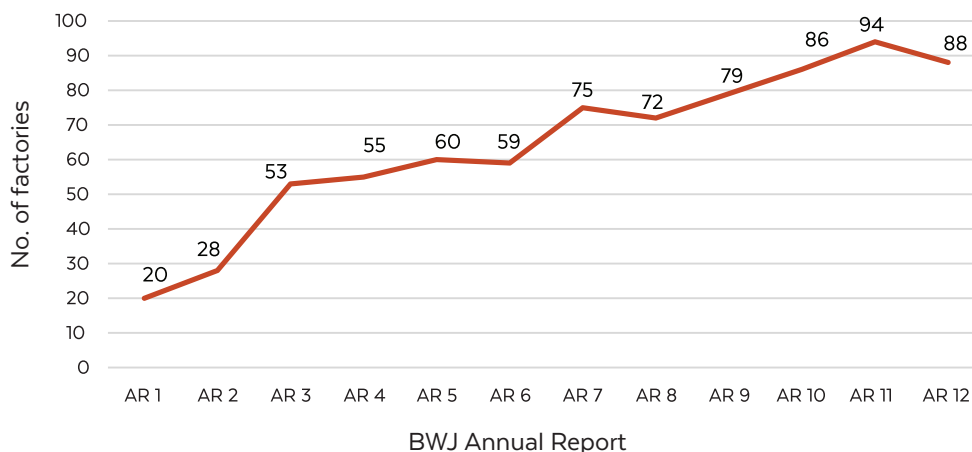
Better Work Jordan works with the tripartite stakeholders (representatives from government, employers and workers) to improve working and living conditions in the Jordanian garment sector. Better Work Jordan works on two levels – one through direct provision of core-services at the factory-level, and 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 Tripartite Partners and Sustainability on **page 42**).

The number of Better Work Jordan factories had grown simultaneously with the industry's expansion, but took a dip in 2020 as the industry contracted. **Figure**

**4** illustrates the number of factories enrolled in Better Work Jordan as reported in the programme's annual reports. As of December 2020, **88 factories** were enrolled in Better Work Jordan – 42 direct exporters, 21 subcontractor, 21 satellite units, and four non-garment factories. Six factories closed permanently over the course of 2020, and some factories re-organized themselves or changed classification. Of the factories that permanently closed, four were direct exporters and two were subcontractors. However, the change in factory composition is more complex than this: in the programme register there are now six fewer direct exporters and three fewer subcontractors, but three more satellite units.

**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. And while some of the methods may have changed, the overall goal of the programme remained the same – 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.

Due to COVID-19, BWJ pivoted to a virtual delivery of

most core services with the exception of assessment visits, which shifted to a hybrid model. This hybrid model still had one in-person day with two assessors (one from Better Work Jordan and one from the Ministry of Labour), while as much work as possible was shifted online, including review of documents and interviews with some workers. During the in-person part of the assessment, advisors conducted walk-throughs of the factory and dormitory and interviews with workers and management. Advisory visits shifted to virtual with some exceptions for factories with critical issues especially related to workers' basic rights. Training and industry seminars were held virtually. While the online

format posed logistical challenges at first, factories were quick to adapt and the new modality lowered the barrier for participation. In particular, BWJ saw a significant increase in attendance to industry seminars. The programme developed new seminars to meet demand, particularly around emerging issues related to COVID-19 such as explanations of Defence Orders, Standard Operating Procedures and new government initiatives.

Better Work Jordan also formalized the existing outreach to workers and managers in factories. While typically EAs would interact with workers and managers in the factory during the course of core service delivery, the new online modality caused a re-think of this model. In particular, it became much more difficult to speak to workers because this interaction would normally happen ad-hoc on the factory floor and BWJ did not have contact information for most workers. In conjunction with union representatives, BWJ was able to coordinate phone calls and semi-structured interviews with workers, once during the lockdown in the spring, and again during the rise in coronavirus cases in the fall.<sup>xiv</sup> The fall wave of calls also included further documentation of interaction with managers during the course of regular advisory visits and beyond. 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 or go beyond the traditional core-service delivery. They include:

- **Mental well-being.** The mental well-being of workers and managers has become a key topic in the sector over the last few years. While there were initially many taboos around talking about mental well-being and mental health specifically, the conversation has shifted gradually in Jordan so that there is increasing acknowledgement that mental health is a key issue that workers face and should be addressed by tripartite stakeholders. National stakeholders have shown commitment to the issue

of worker mental health as evidenced by the inclusion in the 2019 CBA of specific roles for employers in supporting the mental health needs of workers. Initially, Better Work Jordan commissioned research on the topic to understand the extent of the issues and potential solutions.<sup>xv</sup> This initial research was then supplemented in 2020 with additional findings directly from workers and managers.<sup>xvi</sup> These findings showed that there are substantial well-being needs in the garment sector that are not being met, and that difficult working conditions, lack of trust with management, and financial pressure went hand in hand with lower levels of well-being. In parallel, BWJ piloted a short awareness raising training for workers and managers during Q4 2020. This work has now expanded to a full-fledged project; with funding from USDOL, Better Work will focus on enhancing the resilience among workers and building inclusive systems to support the mental health needs of workers inside factories and through national referral system in the coming two years.

- **Gender-based violence.** Preventing sexual harassment and gender-based violence has been a long standing goal of the programme, but a recent intervention in conjunction with the IFC seeks to go beyond the typical training approach to address root cause issues. The year and half long project began in late 2020 with trainings of workers and managers, and is currently mapping the grievance system process for cases of gender-based violence. The project is currently focused on the Al-Hassan industrial zone (roughly 30 per cent of garment-sector workers are in this zone) but the findings from the intervention can be applied to best-practices throughout the sector.
- **Responsible shift to digital wages.** Wage payments in the Jordanian garment sector have traditionally been cash-based for both migrant workers and Jordanian workers, but this has started to shift in recent years. The shift to digital wages has many potential upsides, including the potential to track wage payments and ensure their accuracy and lower direct and indirect costs through streamlined

delivery of wages. However, not all workers are prepared to receive their wages in digital format or may face difficulty in sending money home through digital means. It is therefore imperative to ensure that workers are consulted and supported in this transition. COVID-19 accelerated this shift to digital wages because mobility restrictions made it difficult to pay workers in cash (see **Box 3 on page 29**).

- **Structural integrity of dorms.** The majority of 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 2020, Better Work Jordan commissioned an engineering consulting firm to assess the structural integrity of existing dormitory buildings, draft ways to assess these buildings in the future, and propose guidelines for future buildings (see **Box 5 on page 39**).

## Working Conditions in the Garment Sector

The following section focuses on working conditions in the garment sector. 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.

### 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.

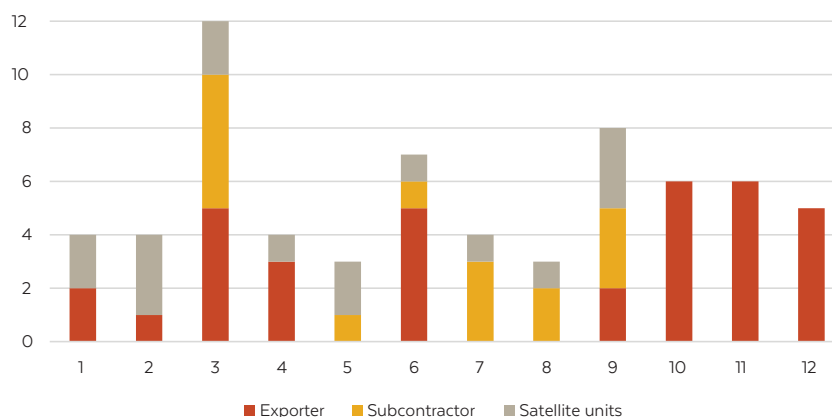
Better Work's enterprise assessment – a two-day unannounced onsite visit – is a key component of the programme's core services. During this assessment, factories are marked as non-compliant if they do not

adhere to specific components of Jordanian national labour law or core international labour standards. The compliance data is divided into eight clusters: four under core labour standards (assessed against international labour standards) and four under working conditions (assessed according to the 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.

Due to COVID-19 travel restrictions and safety concerns, many assessments were delayed in 2020. Through 2020, Better Work Jordan completed 53 assessments. This report includes non-compliance data from assessments completed in early 2021 for a total of 69 assessments.

The factories with assessments in this report fall into three types – 35 direct exporters, 16 subcontractors and 18 satellite units. Five factories in the sample completed Cycle 1 of the Better Work model and the average was Cycle 6 (see **Figure 5**). Overall, the compliance data in this report covers 81 per cent of the factories currently participating in the programme.

**FIGURE 5: DISTRIBUTION OF FACTORIES PER CYCLE IN ANNUAL REPORT 2021**



In the past, the synthesis reports have compared average non-compliance rates over time, but this approach has some flaws this year. First, the profile of the factories that were assessed in 2020 is not fully representative of the average factory participating in the BWJ programme. At some points during the year,

the programme could only complete a limited number of assessments – during these times, BWJ prioritized assessments in factories that were facing issues. These factories were drawn to BWJ's attention by the Ministry of Labour, brands, news reports or worker complaints. While this approach allowed BWJ to be flexible and

respond to constituent concerns, it means that poor-performing factories were more likely than better-performing factories to be assessed in 2020 compared to previous years. Second, COVID-19 has led to many fundamental changes in the business environment and pressures on factories this year. For instance, PPE requirements have rapidly evolved to mitigate the risks of COVID-19, and factories were assessed against these stricter guidelines.

To gauge trends in non-compliance rates during the course of participation with the programme, this report draws on data from a subset of factories who have long-term participation to see how these factories changed over time. **Findings over cycle show how non-compliance rates in factories change over the course of participation in the programme.** Cycles refer to how many assessment visits have been conducted in the factory – these are conducted roughly every year, so cycle can be considered a proxy for how long the factory has been in the programme. The graphs of non-compliance rates over cycle show the non-compliance rates in different cycles for the 49 factories that have completed through cycle 6 of the Better Work Jordan programme. Because factories enter the programme at different points in time, data for each cycle comes from different years.

In addition to the non-compliance data, this report draws on data from the following sources (more information available in Appendix C):

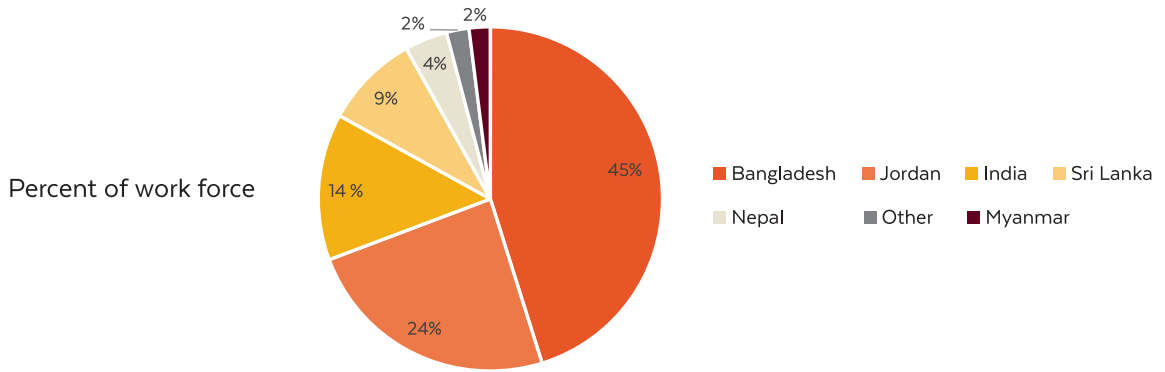
- **Representative survey of workers** in Better Work Jordan participating factories in July 2020. This survey aggregates opinions from 1,700 workers surveyed across 72 factories. The July data collection was the third data collection using the same survey instrument since 2019. Summaries of the survey results can be found on the Better Work Jordan website and have been used in various publications<sup>xvii</sup>;
- **Survey of managers** conducted in conjunction with the aforementioned worker survey. One manager from each factory completed the survey;
- **Semi-structured phone interviews with workers and managers** conducted during the height of initial COVID-19 lockdown in the spring and during the spike of COVID-19 cases in the sector in the fall;
- **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. Demographic information on employees and factory characteristics are gathered during these interactions;
- And finally, **team observations from factory visits** and conversations with tripartite stakeholders and buyers.

#### Demographics of the Workers Employed

According to payroll data gathered by Better Work Jordan through December 2020, there were **65,026 workers in Better Work Jordan participating garment factories.** Compared to 2019, the sector has shrunk by 10 per cent. Further detailed information on the demographic composition in individual factories was gathered in February 2021 during phone calls with management. These numbers give the most up-to-date information available, and include both workers and managers. The largest single factory employed over 3,000 people, while the smallest employed just 16. The sector is dominated by one major investor who employs over 20,000 people across 11 main units and seven satellite factories.

The majority of workers are women (72 per cent), and the work force is mostly made up of migrants (76 per cent). 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 (93 per cent), and according to survey data from over 2,000 Bangladeshi workers the average age is 26, with only seven years of formal education. Jordanian employees make up 24 per cent of the workforce, and they are also majority women at 78 per cent. In contrast, almost all Indian employees (14 per cent of workforce) are male. The gender splits are more even among Sri Lankan workers, while Nepalese and Burmese workers are mostly women.

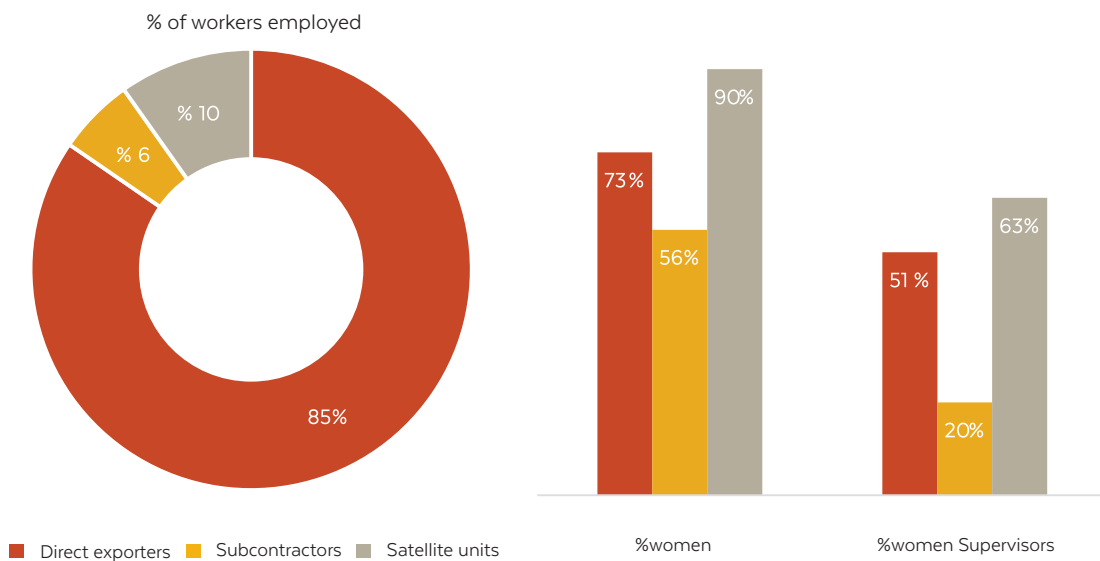
**FIGURE 6. SHARE OF EMPLOYEES IN BWJ GARMENT FACTORIES BY COUNTRY OF ORIGIN (2020).**



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>xviii</sup> Women workers make up the majority of the workforce in all factories. They are most heavily concentrated in satellite units (90 per cent of the workforce), followed by exporting factories (73 per cent) and finally subcontracting factories (56 per cent). The ratio of female supervisors follows this same pattern: 63 per cent of supervisors in satellite factories are women, compared to 51 per cent in exporting factories and 20 per cent in subcontracting factories. The proportion of female supervisors in exporting factories rose

substantially in 2020. Comparing the same group of 59 factories from 2019 to 2020, the percentage of women supervisors increased from 37 per cent to 51 per cent. This was driven mainly by the exporting factories who increased the proportion of female supervisors substantially. Some factories in this group made a conscious effort to increase their recruitment and hiring of female supervisors. While the proportion of female supervisors increased in 32 factories and many of these were large ones, the proportion actually decreased in 20 factories. Nearly three quarters of the supervisors in the industry are migrants.

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

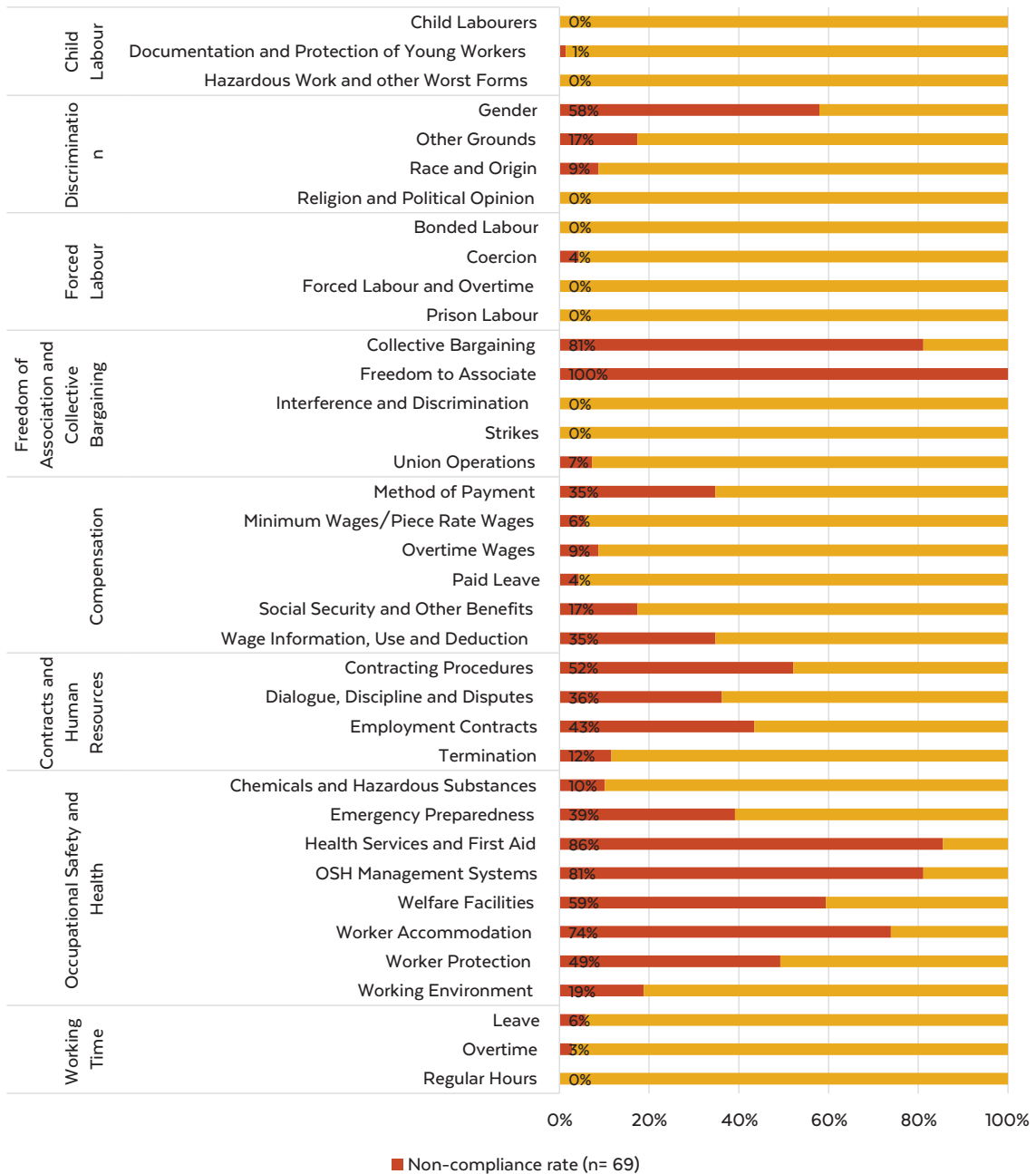


## Compliance Situation

**Figure 8** summarises the non-compliance rate for the 69 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 juvenile 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 sixteen is one of the zero-tolerance issues 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 employing a worker under the age of 18 without proper documentation. During routine interviews conducted during the assessment visit, two female Bangladeshi workers stated that they were underage including one worker who stated that she was 15 years old but that the date on their passports did not reflect their real age. BWJ followed the zero-tolerance protocol (ZTP) and reported these cases to the Ministry of Labour. The Ministry of Health (MoH) conducted bone tests for the workers which showed that one worker was 17, while the other worker was over 18. The 17 year old worker received a financial settlement from the factory and was repatriated to Bangladesh within two weeks, while the second worker returned to work.

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 times, 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>xix</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 (58 per cent), Race and Origin (9 per cent), and Other Grounds (17 per cent). Pregnancy tests for migrant workers continues to drive the high non-compliance under gender discrimination. 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.

**Non-compliance with the prohibition of pregnancy tests for workers was marked for 56 per cent of factories.** 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 which for some factories includes workers recruited pre-COVID. While a limited number of workers were recruited in 2020, compliance with this point will be important to highlight going forward as factories re-start recruitment for workers.

**There were several other non-compliance violations related to gender discrimination.** Two factories discriminated on the basis of gender during recruitment, one factory terminated a worker who became pregnant, and two factories paid mothers with children a stipend but did not pay fathers. Discrimination in the recruitment process was observed in two very different forms. In one case, female workers were asked if they had any children under the age of five and were not hired if they did. The factory was trying to minimize the number of Jordanians with children under the age of five due to rules requiring a day care facility if there are more than 15 Jordanian workers (regardless of gender) with children under the age of five. In the second case, Bangladeshi men paid vastly higher recruitment fees than Bangladeshi women.

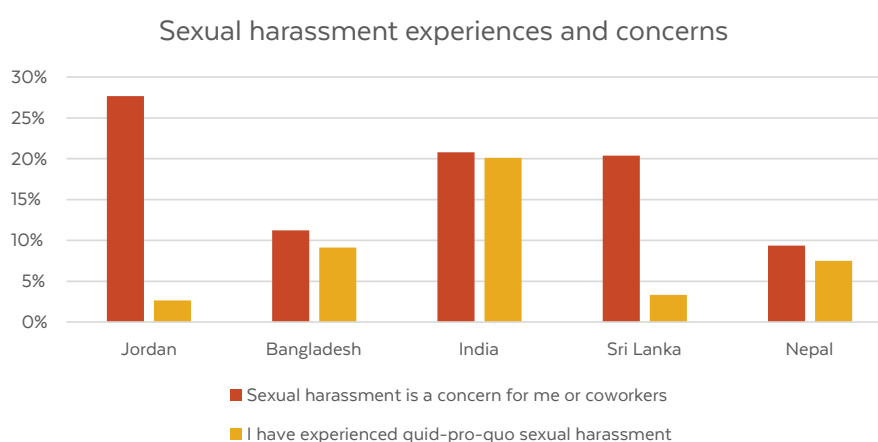
**Sexual harassment is a pervasive problem in garment factories, and Jordan is no exception.** According to a representative and anonymous survey of workers, 18 per cent of respondents say that they or their co-workers are concerned with sexual harassment and eight per cent of workers say that they personally experienced quid-pro-quo sexual harassment. **Despite this, no factories were cited as non-compliant with having workers who are subject to sexual harassment as in past years.**

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 eight factories in 2020. 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.

Data from three rounds of surveys covering over 5,000 workers paints a complicated picture of sexual harassment in the Jordanian garment industry. There is significant variation by nationality in terms of the concerns with sexual harassment and in the instances of workers who experienced harassment. **Figure 9** shows the percentage of workers by nationality who indicated that sexual harassment is a concern for them or their co-workers compared with the percentage of workers who personally experienced quid-pro-quo sexual harassment.<sup>xx</sup> While a significant percentage of Jordanian workers say that sexual harassment is a concern for them or their co-workers, not many personally experienced quid-pro-quo harassment. In contrast, roughly one in five workers from India had concerns with sexual harassment and had experienced harassment themselves. As the vast majority of workers from India are men, this data highlights the need to look at harassment of both women and men going forward.

It may also be the case that men feel more comfortable reporting instances of sexual harassment which might make harassment seem to be a bigger problem among men.

**FIGURE 9. SEXUAL HARASSMENT EXPERIENCES AND CONCERNS, BY NATIONALITY**



### 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. Nine 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. These factories are now cited as non-compliant for wage deduction violations (see Wage Information, Use and Deduction on **page 30**). Factories claimed that they cut bonuses due to economic constraints posed by COVID-19.

### Other Grounds

In addition to gender, race, origin, religion and political orientation, 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 workforce if the factory employs more than 50 Jordanians. Seventeen per cent of factories were non-compliant with hiring the required number of workers with disabilities. Of the 12 factories non-compliant on this point, only one factory had failed to hire any workers with disabilities - the remaining eleven had hired workers but not up to the 4 per cent quota. BWJ expects non-compliance with this point to rise in the future as the Government of Jordan pushes for higher proportions of Jordanian workers in the garment sector, which will raise the target quota for number of workers of disabilities.

Besides monitoring the number of workers with disabilities in factories, BWJ is engaged with employers to ensure that the needs of workers with disabilities are addressed. For instance, BWJ coordinated with the MoH at the beginning of the pandemic to create a booklet on COVID-19 protections designed specifically for workers with disabilities. BWJ has limited information on the impact of COVID-19 on workers with disabilities, but what can be sure is that workers with disabilities are almost all Jordanian and that Jordanian workers were told to stay home for large spans of time during the pandemic. There is some anecdotal evidence of factory

managers encouraging workers with disabilities to stay home even longer than their able-bodied counterparts. 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. The results from these compliance questions will be available next year and will give BWJ a more nuanced understanding of the situation in the factories for workers with disabilities. Better Work Jordan is currently working 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>xxi</sup>

**While the situation has improved over the last ten years, there were several severe non-compliance violations of forced labour in 2020 in the context of COVID-19.** All cases of forced labour fell under the coercion compliance point. Two factories were found

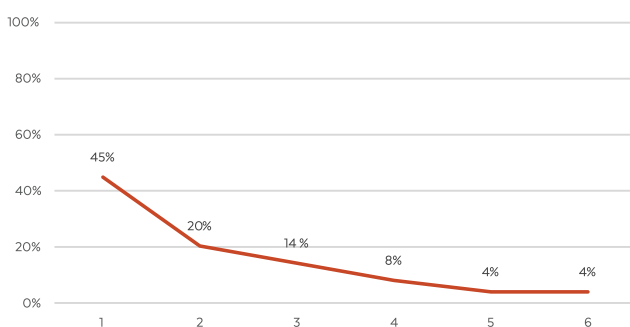
to be non-compliant on three different points related to forced labour. These two factories faced severe cut backs in orders with COVID-19 and responded to workers in threatening and coercive ways. Interviewed workers stated that the factory management kept them from leaving their dormitories in the evenings or on Fridays, even after the Government of Jordan lifted the Friday curfew. In a separate violation, bonuses, incentives and seniority allowances were not paid for several months, and instead supervisors used coercive tactics such as threatening to withhold food or wages to force workers to hit production targets. Finally, some migrant workers from both of these factories had been coerced and misled to sign resignation letters in advance even though they were still working with the company and had valid contracts. In this instance, workers were effectively forced with deportation if they did not work. The factory asked workers to do so under a misguided attempt to qualify workers for unemployment insurance as provided by the Musaned ("Supporting") Program of the Social Security Corporation. However, in reality these workers were not eligible for this programme because they had not been terminated or suspended.

The severe issues in these factories came to light after BWJ received phone calls directly from workers with allegations of mistreatment. BWJ then alerted the Ministry of Labour and buyers to possible issues. Following a joint call between BWJ and several buyers sourcing from these two factories, the buyers sent the Minister of Labour a letter raising their concerns. Following this pressure and reports in local media, Minister of Labour visited the factories to inspect conditions and meet with factory management, along with the heads of the Union, the Jordanian Garment, Accessories & Textiles Exporters' Association (J-GATE) and BWJ. This visit was conducted with special permission from the Ministry because it was a time of restricted travel in the country. As soon as travel between governorates was permissible and UN staff were permitted in the field, BWJ conducted assessments for the two factories. Following the assessment, Better Work and brands continued to work with factory management to highlight the need for compliance in the future.

In another factory, management kept worker passports in a locker in the management office supposedly to prevent thefts. The Ministry of Labour was informed of this violation under the zero-tolerance protocol, and EAs gave management a deadline to return passports to workers. While the management says that workers now have access to their passports, the Better Work team is sceptical that workers can in reality freely access their passports. The management in this factory has said that if workers are allowed to keep their passports themselves they will run away. This factory is a reluctant participant in Better Work – they submit to assessments from Better Work but they do not have a dedicated advisor as they refuse advisory visits and training.

Despite some issues this year, there is clear sign of improvement over the course of participation in BWJ programme (see **Figure 10**). For the same set of 49 factories, the average non-compliance rate for all coercion questions was nearly 50 per cent in cycle one but dropped rapidly over the course of participation in the programme, to reach an average of four per cent non-compliance by cycle six.

**FIGURE 10. NON-COMPLIANCE RATES ACROSS CYCLES IN COERCION CP**



## 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 their own unions. 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.

### 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 CBA 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. In the latest assessments, **81 per cent of factories failed to implement at least one of the provisions of the CBA.** The main drivers of this are factories that fail to prevent pregnancy tests for workers (55 per cent), factories that have workers who paid recruitment fees (30 per cent), and factories that have compliance violations with worker accommodations (74 per cent). In addition, at least 12 factories failed to address a new provision in the 2019 CBA that calls for factories to establish a violence and harassment policy.

As the CBA expands to cover more aspects of working conditions that are covered by the BWJ assessment, any one finding of non-compliance can trigger lack of compliance with the CBA. 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. During 2020, BWJ assessors cited six factories as non-compliant for not adequately informing workers about the CBA. Some of these

factories restrict union access to the factory, which is also noted as non-compliance under union operations (see below). According to survey data gathered from workers during July 2020, half of workers are familiar with the CBA and its contents and another 15 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.

### Union Operations

**Four factories were cited as non-compliant on allowing union representatives access to the workplace; these factories had no cooperation or communication with the union.** All four of these factories had very high non-compliance rates and had numerous other violations. The attitude of factory management towards the union in these factories has been hostile for some time, although two of the factories claimed that the problem was that the union contacted them during high production season and that they would cooperate with the union going forward. In another factory, it was found that workers had refused to sign the union membership form but that the 0.5 JD monthly union dues were being deducted from the workers' salaries anyways.

Two new questions have been added to the Compliance Assessment Tool (CAT) that will be useful to monitor going forward: whether the factory meets regularly with the worker representatives on the Union Labour Committee (ULC), and whether the factory provides paid time off to workers who serve on the committee. If factories do not provide paid time off, workers will face a disincentive from participating in committee meetings. This is particularly complicated for workers who are paid by piece-rate or who are trying to meet production bonuses. With PICC meetings in the past, BWJ has noted that committee meetings are less likely to occur or meet for enough time to substantively address issues if the factory is facing high production pressure.

### 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.

**COVID-19 disrupted compensation on several levels, some of which were cited as non-compliance and some of which were not violations but still disruptive for workers.** Higher levels of non-compliance were reported in some areas of compensation than in 2019 with many instances directly related to COVID-19.

Outside of compliance issues, overall workers who continued with their jobs saw some decreases in their payment, mostly related to lower hours of work and lack of overtime work. According to survey data gathered from workers pre-pandemic in 2019 compared to the responses of workers in July 2020, average wages dropped by 10 JD per month, or roughly five per cent of the average salary pre-pandemic. This drop was felt by migrant workers who saw their pay drop by roughly seven per cent, compared to Jordanian workers whose pay remained the same on average. The drop in pay for migrant workers is directly related to a drop in the availability of overtime work. These numbers are not reflective of people who lost their jobs or were terminated because the sample only covers workers actively working in the factory on the day of the data collection.

### Method of Payment

The COVID-19 pandemic and subsequent government containment measures caused some disruptions in payments during 2020, while government Defence Orders and regulations stipulated wage requirements for employers. 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. **Non-compliance on timeliness of wage payments was relatively high in 2020: 35 per cent of factories were cited with late payment of wages, with 10 cases related to COVID-19.** The primary causes of this was 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 another 11 cases, the factories delayed the payment of bonuses beyond the seven days stipulated in the CBA, a recurring violation for a group of factories. Whether wages are paid cash or a digital means is not part of the compliance assessment, but this is nonetheless important issue for workers (**see Box 3**).

### BOX 3. RESPONSIBLE TRANSITION TO DIGITAL WAGES

Traditionally, workers in Jordan's garment industry were paid in cash but that has started to change in recent years. Roughly one-third of the garment sector workforce currently receives some form of digital payments, but this is mostly confined to the large exporting factories.

The COVID-19 pandemic accelerated the transition to digital wages across the entire country, including in the garment sector. This transition was supported by multiple government ministries, and several changes in rules and regulations made it easier to adopt digital payments. Since the initial wave in the spring, the Estidama programme for Jordanian workers that was announced in December 2020 has also put pressure toward digital payment because workers can only get their wages through the initiative in a digital format. However, there has been less support in this later push to ensure that all workers are able to receive and use digital payments. While both of these external factors have led to an increase in digital payments, a recent survey of garment sector workers found that the majority of workers cash out the money they receive digitally and have continued using cash for the vast majority of their expenses.

Better Work is currently collaborating on a project with the UN-based **Better than Cash Alliance (BtCA)** and the **German Development Cooperation (GIZ)** to study the costs, benefits

and factors of adoption for digital wages in the Jordanian garment sector. The project seeks to document the business case for wage digitization while taking into account the needs of workers and managers to ensure a successful and responsible transition to digital wages. In addition to research, the programme is also supporting a handful of factories with tools to accelerate the transition. Main findings from the project so far include:

- ◆ **Factory managers are largely in favour of digital payments, but they have some concerns** that need to be addressed, such as infrastructure improvements and lowering costs.
- ◆ **The Trade Union recognizes the benefits but highlights that workers are accustomed to cash** and many workers have limited financial literacy.
- ◆ **Key brand partners are optimistic about wage digitization leading to financial inclusion** and are pushing for this across their supply chains.
- ◆ **Both Jordanian and migrant workers use cash for the majority of their expenses**, including for sending remittances. Even if factories pay workers digitally, they will continue to use cash and one of the most important factors is how easy it is for them to convert their wages to cash.

*Worker experiences were reported by BtCA as part of their draft findings of worker insights. Main findings from project are pulled from the initial insights report (July 2020).*

### 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 was substantially lower in 2020** (nine per cent non-compliance, compared to 25 per cent in 2019), **mostly due to the reduction in overtime hours which was directly linked to the economic fallout from COVID-19.** The non-compliance violations cited were mostly cases of management failing to include bonuses in worker base pay prior to calculating overtime pay.

### 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, 17 per cent of factories were non-compliant on some aspect of proper payment of social security benefits or other benefits.**

Eight factories were cited as non-compliant for not providing the necessary seniority bonus to all workers as specified in the 2019 CBA. In one case, the factory stated that they did not pay this bonus because of delays in payments for orders from buyers. Seven factories were cited as non-compliant for inaccurate worker and employer contributions to the SSC. In the majority of these factories, bonuses and overtime work were not accurately reflected in the SSC calculation. One factory (same as above) stated that they could not pay into Social Security due to COVID-related financial constraints.

From phone calls with workers conducted in the spring, Better Work Jordan was made aware of some instances of workers leaving the country due to COVID-19 who did not receive their full social security benefit.

### Wage Information, Use and Deduction

**Overall, 35 per cent of factories were non-compliant on some aspect of wage information, use and deduction.** Nineteen per cent of factories assessed had unauthorized deductions from wages; factories were cited for a variety of different issues. In five cases,

factories had miscalculations of leave, benefits or wages mostly due to errors in the number of days used in various pay formulas. In another four cases, factories were cited as non-compliant for ending attendance bonuses for Jordanian workers – these factories had been cited in previous years as using discriminatory pay practices because they paid Jordanian workers attendance bonuses but not migrant workers. In one of these factories, Jordanian workers went on strike over the cut in bonuses and management offered them production incentives instead.<sup>xxii</sup> However, the majority of workers failed to reach their targets and were therefore not eligible for the bonuses. In two cases, factories did not pay worker bonuses due to economic pressures from COVID-19.

Eleven factories were cited as non-compliant for not properly informing workers about wage payments and deductions. Some of these violations came from lack of proper translation or transparency on pay slips. In three cases, confusion around COVID-19 payments under the *Musaned* (“Supporting”) programme led to workers being unaware and misled about their salaries.

**Non-compliance on keeping one accurate payroll improved slightly in 2020**, however the likely reason for this is complex. Jordanian labour law does not set any limits on hours of work, but some buyers have codes of conduct that set caps for overtime work. Some factories then keep two sets of books to hide overtime work from their buyers. Because BWJ follows national labour laws and does not cite any violations related to length of overtime work, factories are more transparent with Better Work on showing their accurate payroll and timesheets. Due to less overtime work overall in 2020, factories may not have needed to keep two sets of books to hide overtime.

### 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 an honest 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 for the vast majority of 2020. New workers did not enter the country from March onwards, and the airport remained closed for much of the spring. Starting in the fall, some the major exporting factories were able to bring in new workers who had been previously recruited and cleared but had been delayed due to COVID-19 restrictions.

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 garment sector faced several issues with restrictive contracting rules in the spring, but these were amended following stakeholder pressure. Traditionally, migrant workers are tied to the employer who recruited them under the *kafala* system. As some factories shut down or downsized due to economic pressures from COVID-19, stakeholders in the sector, led by J-GATE, sought to find a solution for these workers. Advocacy from the Workers' Centre also brought these issues to light as many former workers from one of the factories in the Al Hassan Industrial Zone were wandering around the zone looking for work. At the same time that many factories were contracting some were actually expanding as their buyers continued to place orders. J-GATE facilitated the process with the Ministry of Labour to relax the contracting rules and allow migrant workers to switch employers in these special circumstances.

These trials with COVID-19 exposed some of the problems with the rigidity of the sector, and also

underscored the importance of ensuring that all workers are documented with the proper paperwork and protections. 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.

### **Twenty-one factories were cited as non-compliant for having workers who paid recruitment fees, and the majority of these also did not take sufficient steps to ensure that workers did not pay fees (16 factories).**

BWJ follows a zero recruitment fee policy which was endorsed by national stakeholders and went into effect on 1 January 2019. In assessments conducted in late 2020 and early 2021, Better Work Jordan found several instances of newly recruited workers paying very high recruitment fees. Workers may be driven to pay higher recruitment fees out of desperation because there are not sufficient job opportunities in their home country. This is an emerging issue to monitor closely going forward as the economic effects of the pandemic drive people to search for limited work opportunities. In a more positive development, Better Work Jordan also noted that some factories are starting to reimburse workers for any fees they paid during recruitment. In these cases, factories are cited as “compliant with note”, workers get their money back, and factories have a financial incentive to ensure that they are recruiting workers in a fair, fee-free way in the future.

Four factories were cited as non-compliant for not having valid work permits and residence IDs. Two of these factories did not have up-to-date permits for Syrian workers, and two of the factories faced COVID-related issues with renewing permits and getting new permits for workers transferred from another factory that had shut down.

### 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. Both Better Work and the union track

strikes in the garment sector—according to Better Work data ten strikes occurred in 2020, whereas the union recorded 11 strikes (see **Box 4**).

**BOX 4. WORKER UNREST**

Workers were vocal in raising their concerns in the workplace in the last year, through social media, calls with Better Work Jordan, grievances raised at the Workers’ Centre, and, in some extreme cases, by going on strike. Better Work Jordan recorded 10 strikes in 2020 (compared to 11 strikes recorded by the union), broadly similar to the number of strikes in 2019, but the strikes were higher profile and higher intensity, involved more workers, and went on for longer. The vast majority of the strikes were related directly or indirectly to COVID-19: in some factories workers went on strike over safety concerns related to COVID, while in other factories workers protested late or incomplete payment of wages.

A series of strikes occurred in smaller factories in the spring, including in several subcontracting factories. Movement between governorates was heavily restricted during this time, complicating the response to the strikes. Strikes occurred in two of the factories with serious labour violations profiled throughout this report. The strikes were resolved after two days when the management made some short-term concessions to workers, but not all workers were satisfied.

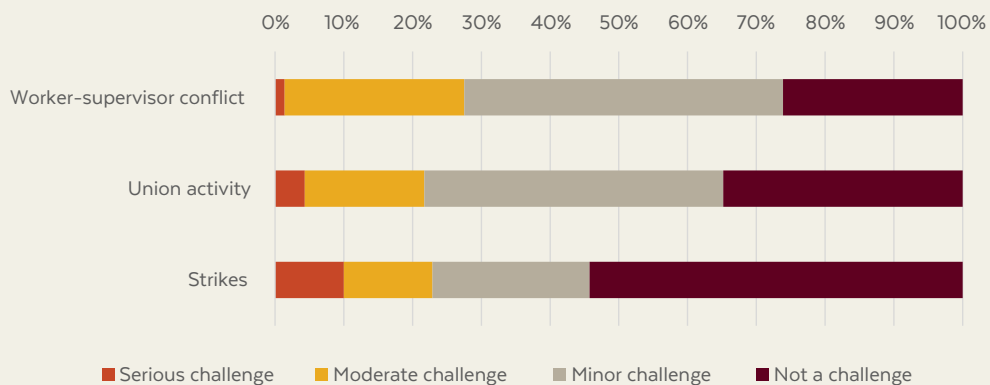
Another major series of strikes rocked the industry in October and November. These strikes involved nearly 20,000 workers

over several weeks. There was a high level of distrust between management and workers, particularly with regards to COVID-19 safety concerns and rumours about a death that was in fact a domestic worker in Amman and unrelated to the factory. Workers also put forward demands for increased overtime hours and pay. The strike was resolved after the management agreed to many of the concessions, and following pressure from brands.

All of these strikes are classified as wild-cat 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. During the strikes in the spring when strict lockdown measures were in place the union was not able to travel to the factories. In addition, some factories did not have any union members.

Most managers do not view strikes as a challenge to business, but some do see it as a serious challenge (see Figure 11). The majority of managers think that worker-supervisor conflict is a challenge for their business, while union activity is less of a challenge. This data was gathered in mid-July after six of the strikes had happened but not the biggest strikes – BWJ will closely monitor manager opinions in 2021 to see if the unrest of 2020 leads to any changes in manager opinion.

**FIGURE 11. MANAGER PERCEPTIONS OF CHALLENGES TO BUSINESS**



**Factories should have established committees that meet on a regular basis to discuss individual and group concerns of workers.**

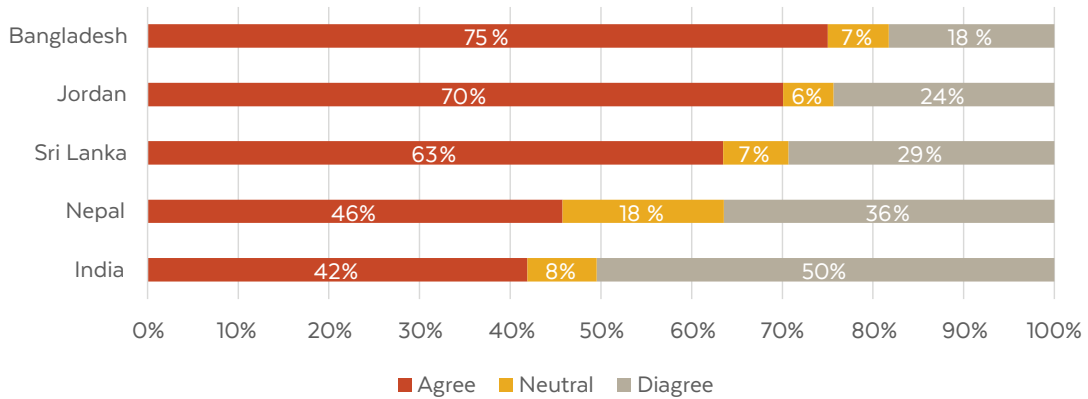
In 2010 when BWJ first began working in Jordan garment factories, very few factories had such committees. BWJ set up Performance Improvement Consultative Committees (PICCs) in factories and used these committees as an essential part of social dialogue and the advisory process to bring together both managers 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 – factories now should have a Union-Labour Committee made up of duly elected members from the workers in the factory, which then meets with factory management on a regular basis. The union bears responsibility for regulating all matters relating to the formation and functions of the ULC at each employer, 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 responsibility is to meet with committees if they are formed, and to provide workers serving on the committees with paid time off. Two new questions in the CAT address these points; however, non-compliance data is not yet available.

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 about the committee and think it is effective than Jordanians. Upcoming research will shed more light on these issues.

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 26 per cent of factories have inadequate processes when it comes to handling grievances from workers. Pooled survey data from workers in 2019 and 2020 indicates that 80 per cent of workers are satisfied with the available opportunities to place complaints or grievances at the workplace. However, 10 per cent of factories do not have disciplinary measures that comply with legal requirements. In five factories workers did not have a chance to defend themselves or state their case. In one case, the factory disciplined workers for talking in the workplace, even though this was not a prohibited action. The factory also clocked workers out (essentially denying them payment for the remaining hours of work) as punishment for speaking during working time or damaging production.

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. One in five factories was assessed as non-compliant for having workers who have been bullied or harassed. The majority of these cases were cited in factories that had had serious worker unrest (see **Box 4**). In a survey of workers in July, 33 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. Harassment of workers 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 12**). In contrast, 96 per cent of managers surveyed thought that there was mutual trust between workers and managers in their factory.

**FIGURE 12. WORKER PERCEPTIONS OF MUTUAL TRUST BETWEEN MANAGERS AND WORKERS, BY NATIONALITY**

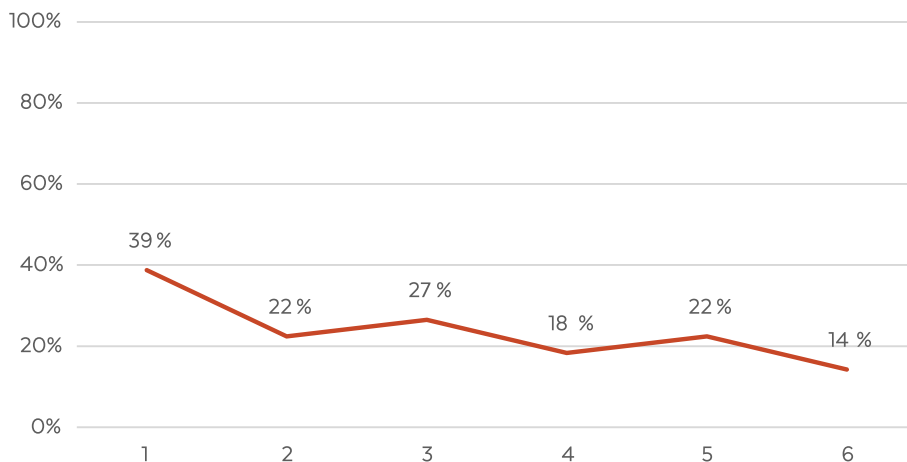


**Employment Contracts**

**Overall 43 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. Seven of these

factories did not include provisions against violence and harassment as stipulated in the 2019 CBA. Factories have shown some improvement on this compliance point over time (see **Figure 13**). 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.

**FIGURE 13. NON-COMPLIANCE RATE ACROSS CYCLES FOR BYLAWS THAT COMPLY WITH LEGAL REQUIREMENTS**



Termination

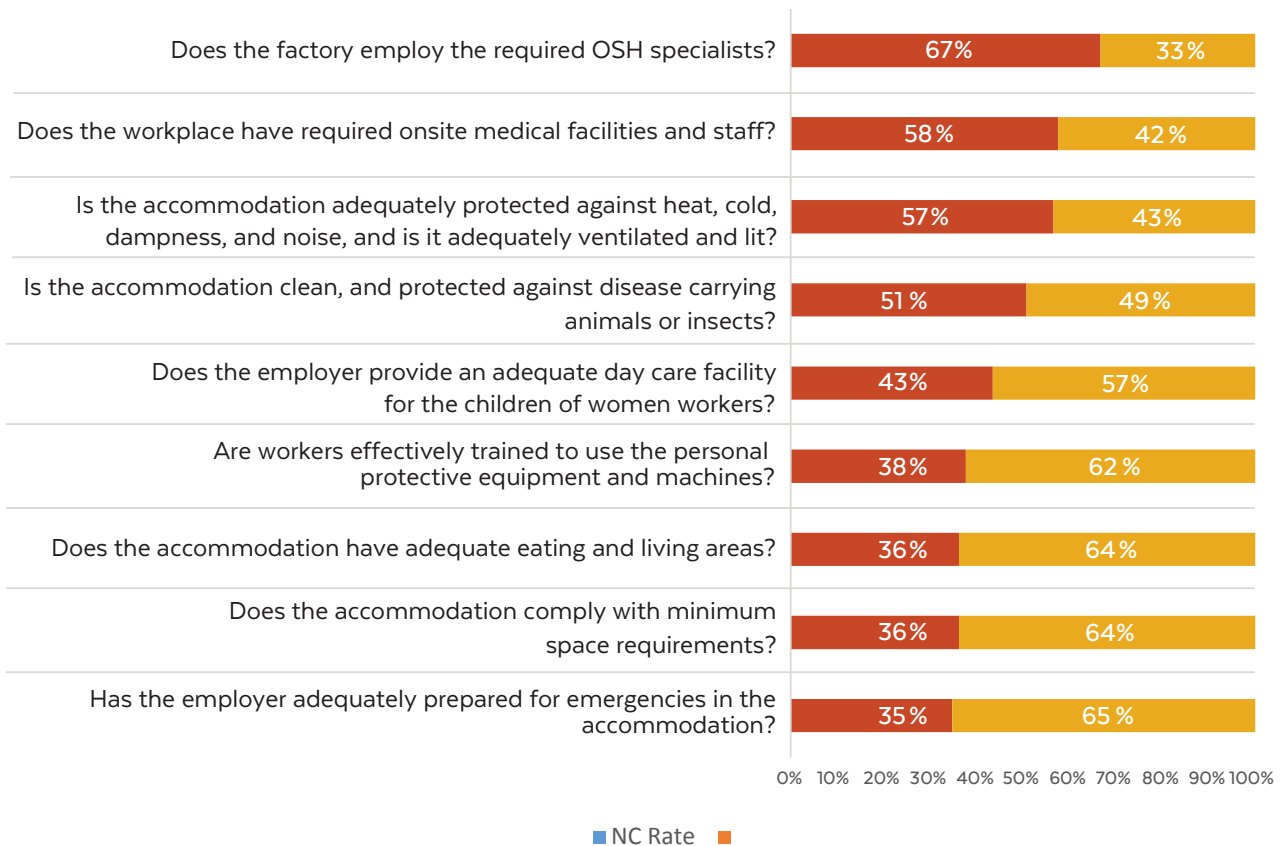
Overall, 12 per cent of factories were non-compliant on some aspect of termination. In the vast majority of these cases the employer failed to compensate workers accurately for unused paid leave when they resigned or were terminated. In many of these cases, the problem was that management could not produce documentation of how leave was paid out. In a few particularly egregious cases, it was found that migrant workers had signed resignation letters before their contracts had actually expired (see Forced Labour for more details on these cases).

Through worker phone calls Better Work Jordan also heard allegations from workers that layoff criteria was based on the personal preferences of factory management and not on objective metrics. However, Better Work Jordan was unable to verify these allegations during an investigation of the claims.

Occupational Safety and Health

Occupational Safety and Health is the largest cluster in Better Work Jordan’s 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. Similar to previous years, OSH has some of highest non-compliance rates observed among factories. Out of all 54 questions, four non-compliance rates are above 50 per cent. **Figure 14** presents the questions with the highest rates of non-compliance in 2020. Four of these points are related to worker accommodations and therefore reflect the experiences of migrant workers.

FIGURE 14. QUESTIONS UNDER OSH WITH THE HIGHEST NON-COMPLIANCE RATES



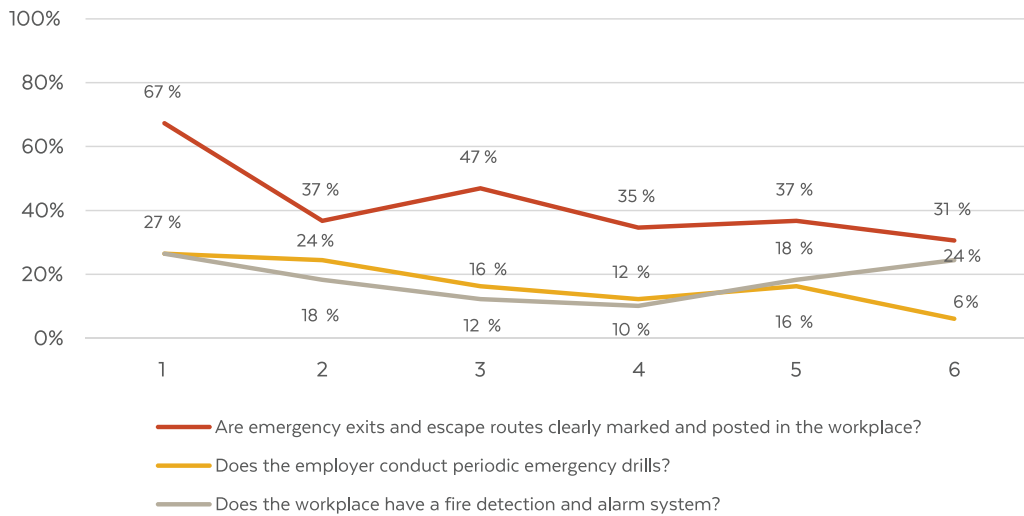
**Emergency Preparedness**

Thirty-nine 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 2019. Enterprise Advisors noted that some factories prioritized health and safety responses to the pandemic above emergency preparedness, but overall factories maintained about the same level of compliance as in previous years. **Several areas of emergency preparedness have improved over the course of**

**participation with BWJ**, particularly having clear emergency exits marked and posted in the workplace and conducting periodic emergency drills (see **Figure 15**). On the other hand, fire detection and alarm systems seem to improve at first but non-compliance rises in later cycles. In 2020, the average non-compliance rates for the same points were as follows:

- 19% non-compliance on emergency exits;
- 17% non-compliance on periodic drills and
- 17% non-compliance on fire detection.

**FIGURE 15. NON-COMPLIANCE RATES ACROSS CYCLE FOR EMERGENCY PREPAREDNESS**



**Health Services and First Aid**

COVID-19 highlighted the importance of having robust health services and first aid at the factory level but also highlighted the need for cooperation between factories and with government ministries. Factories shared information and best practices with one another, both in terms of prevention of COVID-19 and in terms of containment once cases were found in the factories. Many factories reorganized dormitories or set up specific dorms where sick workers could quarantine away from healthy ones. Throughout the fall as COVID cases surged in the factories, the MoL and the MoH coordinated closely with affected factories to track the

infections, treat sick workers, and improve prevention and containment measures.

**Health services and first aid have always had high rates of non-compliance particularly on staffing and regular health checks, but these improved slightly during 2020.** Fifty-eight per cent of factories were non-compliant with having onsite medical facilities and staff (compared to 69 per cent in 2019), while non-compliance on medical checks for workers improved from 42 per cent non-compliance in 2019 to 29 per cent non-compliance in 2020. One potential reason for this is that factories were more focused on health inspections and so dedicated more resources to health

services and first aid. Another reason, however, for the drop in NC rates is that some medical checks for workers were not allowed under COVID guidelines and the lack of these was therefore not cited as non-compliant.

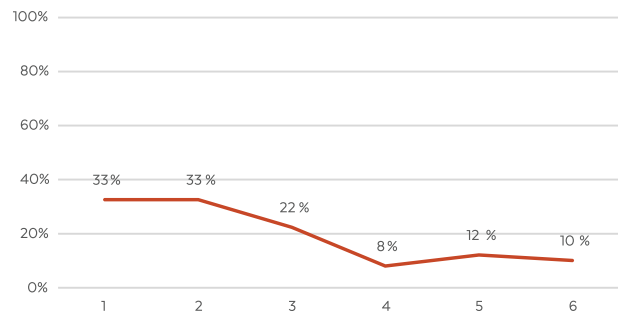
### OSH Management Systems

Successful OSH management systems allow factories to monitor and improve occupational safety and health within their own factories. 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.

**Factories continue to be non-compliant at high rates for having the required OSH specialists** (67 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.

**In a sign of improvement however, the vast majority of factories have now established joint worker/manager OSH committees** (nine per cent non-compliance). There is also evidence that participation in the BWJ programme leads to factories establishing these committees – in the first year of BWJ participation 33 per cent of factories failed to form committees but by cycle six 90 per cent of factories had committees (see **Figure 16**).

**FIGURE 16. NON-COMPLIANCE RATES ACROSS CYCLE FOR OSH COMMITTEE FORMATION**



### Welfare Facilities

Per Jordanian labour law and the CBA, factories must provide basic welfare facilities to workers, including day care facilities and eating areas. 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. Governmental rules around movement during COVID-19, particularly during the lockdown in the spring, highlighted the importance of these factory-provided benefits because workers spent long hours in their dorms and could not go to markets to buy food.

Non-compliance rates improved around the provision of food: only four per cent of factories were non-compliant for providing enough food of decent quality, compared to 21 per cent non-compliance in 2019. Factories still did not have an adequate eating area however, with 25 per cent non-compliance around eating areas compared to 12 per cent in 2019. While the vast majority of factories were assessed to have enough food of decent quality, workers in some factories faced issues around food provision particularly during the COVID-19 lockdowns. Typically, workers would supplement their meals in the factory with food they cook themselves, but lockdowns made it difficult for workers to go to markets and buy food. In two extreme cases, the factory reduced the meals provided to workers from three meals a day to



two meals. Industry stakeholders intervened, and the situation was eventually rectified (see *Forced Labour for more details on these cases*).

While provision of food is of concern for migrant workers (and is mostly an issue in exporting factories), the provision of day care facilities is mainly a concern for Jordanian workers (mostly an issue in satellite factories). Forty-three per cent of factories were non-compliant with having adequate day care facilities. Governmental orders shut down many day care facilities in line with COVID-19 safety precautions. Most Jordanian workers were told to stay home during the surge in COVID-19 cases, so day care facilities remained closed. In some cases, day care centres opened up, but workers were either not coming work or were concerned about the safety of their kids in the centres.

### Worker Accommodation

**The issue of worker accommodations came to the forefront with the pandemic, both because of worries of spreading the virus in crowded dormitories and because workers spent more hours in their dorms because of curfews and lockdowns.** Factories provide migrant workers accommodations 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 accommodations, the structural integrity of the buildings themselves is a new issue the project is turning towards with the help of relevant experts (see **Box 5**).

**Conditions in worker accommodations continue to be a large source of non-compliance in factories.** Half of factories failed to pass basic cleanliness standards in their dormitory buildings. The BWJ team has observed an increased in the severity of issues related

to dormitory buildings. Many of the problems stem from workers eating in their rooms or failing to clean the factory-provided cooking areas, which are often insufficiently large or not taken care of.

**Thirty-six per cent of factories did not meet the minimum space requirements for dormitories.** Not only can small personal space affect the mental and physical health of workers, we know that COVID-19 has a higher chance of spreading with close contact between people. With social distancing within dorm rooms impossible, factories tried to maintain social distance between dorm rooms where possible so that infections could be confined to specific rooms rather than spreading throughout the whole dormitory building. The majority of workers contacted during the spring said that they could maintain social distance, but by the fall when cases were actually found in factories, workers were more direct: only 20 per cent of workers during the fall wave of phone calls said that they could maintain social distance.

Conditions in worker accommodations have long been a source of non-compliance for factories. Across cycles, 80 per cent of factories are consistently non-compliant with a least some provision in worker accommodations. Digging deeper however, there are some areas that have improved with participation in the BWJ programme, while some areas have actually gotten worse:

- **There have been improvements** in cooking facilities, provision of safe water, adequate privacy, fire protection, and separation between workplace and the accommodation.
- Emergency preparedness non-compliance **stayed roughly the same.**
- However, **compliance with minimum space requirements got considerably worse.** This is not necessarily tied to Better Work – requirements have increased and the sector has grown, both of which have increased non-compliance over time.

## BOX 5. STRUCTURAL INTEGRITY OF DORMS

There are between 200 and 300 dormitory buildings in the Jordanian garment sector housing over 45,000 workers. Migrant workers spend the vast majority 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 has never 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 accommodations. 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.

In 2020, BWJ hired an external engineering firm to assess the structural integrity of existing dormitory buildings, identify areas for upgrades, and propose guidelines for future dorm construction. The 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.

These results were presented to stakeholders at various points in the project, including during a PAC meeting and during the annual multi-stakeholder forum where buyers also had an opportunity to engage with the project. Going forward, 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.

### 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 some 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 compliance improved for mask-wearing in hazardous situations as workers were motivated to wear masks for COVID-19 related reasons. During the initial phase of the pandemic, some workers expressed concerns with inadequate provision of masks and gloves. However, by the fall the situation was sorted out in most factories and almost all workers surveyed said that they regularly wear a mask.

Twenty-six factories were cited as non-compliant for inadequately training their workers to use PPE, and 16 factories did not provide workers with the necessary PPE. The majority of these cases were for the proper provision of masks and thick gloves for workers in hazardous occupations.

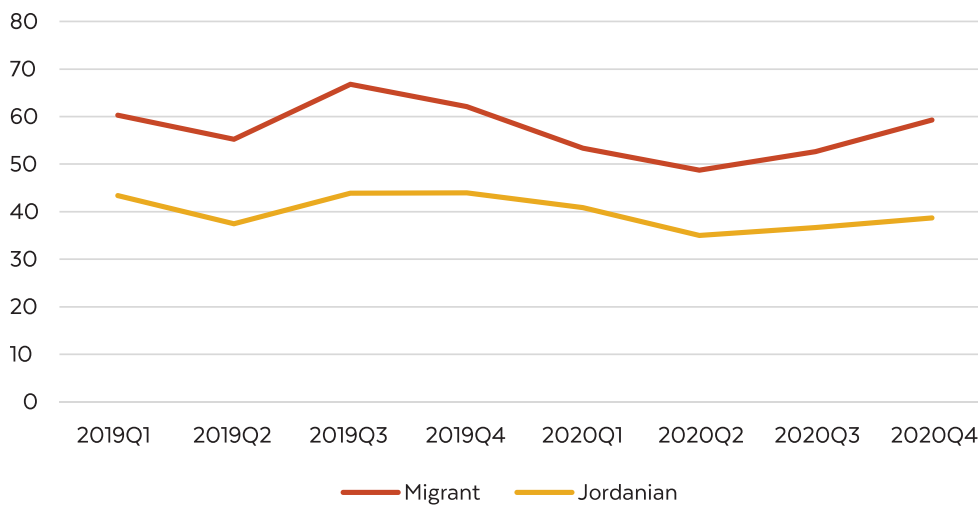
### Working Time

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. In terms of compliance violations, two factories did not provide workers with annual leave, two factories failed to provide sick leave, and two factories did not provide breast feeding breaks for working mothers. Beyond the compliance situation, Better Work Jordan also tracks the working hours for a representative sample of workers in the industry. 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. The sector is fuelled by overtime hours put in by migrant workers, but many workers saw their potential hours cut back in 2020.

**The COVID-19 pandemic significantly disrupted working time in the factories.** The disruptions were obvious during the enforced government shutdown in late March when all factories were forced to close (except for a select few that were producing PPE). However, even when factories were permitted to open, they initially had to do with a limited workforce, meaning that those workers who could work often worked longer hours. As the pandemic drew on and affected demand for garments, factories reduced the number of hours available to workers. This had the biggest impact on migrant workers, who, pre-pandemic, worked long hours and tried to accumulate overtime in an effort to earn as much money as possible to send home to their

families. Better Work Jordan has measured this drop in hours of work in several settings. Comparing data from large scale surveys conducted in the summer of 2019 and 2020, working hours dropped by an average of six hours per week for migrant workers.<sup>xxiii</sup> The working hours data gathered during assessment visits tells a similar story – while working hours dropped by an average of eight hours per week for migrant workers from 2019 to 2020, they only dropped by four hours per week for Jordanian workers.<sup>xxiv</sup> All factories shut down in the last week of March, and hours remained low throughout the spring before rebounding slightly in the fall (see **Figure 17**).

**FIGURE 17: AVERAGE WEEKLY HOURS OVER TIME AMONG JORDANIAN AND MIGRANT WORKERS**



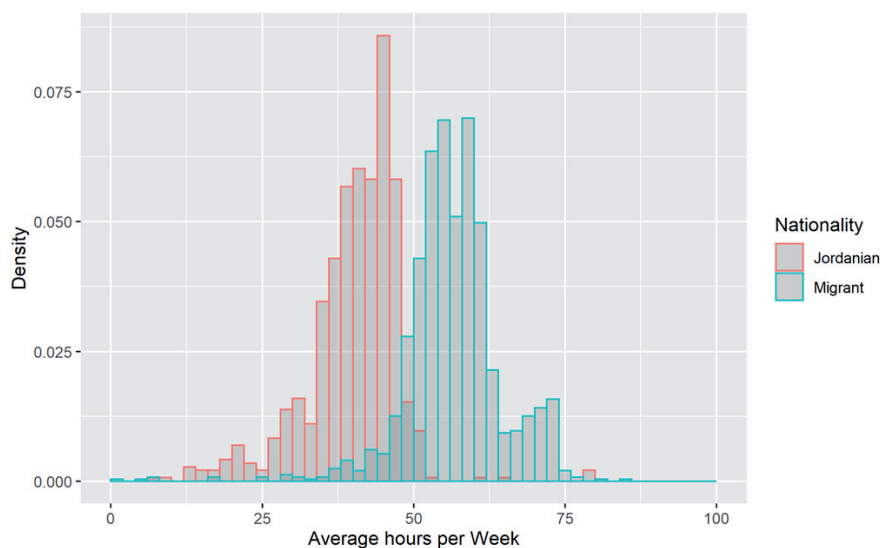
While most factories reduced available overtime hours due to lower production requirements, some factories ramped up production once they could work, leading to not enough break time or being forced to work long hours. According to a complaint received during phone calls with workers in the spring, one factory asked workers to work continuously for 24 hours before the full Friday curfew. This has been noted in other instances as

well, where factories respond to delays in work or work stoppages by ramping up production and encouraging workers to work for longer hours. For instance, in one factory that faced work stoppages due to a strike in November, migrant workers then worked an average of 72 hours per week in December (one reason for the uptick in average hours in 2020 Q4).

According to the data gathered during 2020 assessments, workers on average worked 51 hours per week in the sector, with migrant workers working an average of 57 hours per week and Jordanians an average of 40 hours per week. This was a drop compared to the assessment data gathered in 2019 for both migrant workers and Jordanians. Figure 18 shows the distribution of hours worked for both Jordanians and migrant workers, and it is clear that migrant workers work longer hours on average. Compared to the distribution from 2019 assessments however, there is far greater variation in hours worked for both

migrant workers and Jordanians. Some Jordanians saw their hours of work fall drastically. In many cases, this is because factories did not call Jordanian workers back to work even though their factories were open – in these cases the working hours of Jordanian workers was marked as zero, which brought down the weekly average for many workers. Some migrant workers picked up this slack, and worked longer hours than usual. Compared to the data gathered in 2019, there were far more migrant workers in 2020 working close to 70 hours per week on average.

**FIGURE 18. DISTRIBUTION OF AVERAGE HOURS WORKED PER WEEK BY NATIONALITY.**



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 (35 per cent of migrant workers covered are male, versus 16 per cent of Jordanians). Drilling down by nationality, there are no statistically significant differences in hours worked by gender for migrant workers or for Jordanians

### Publicly Reported Issues

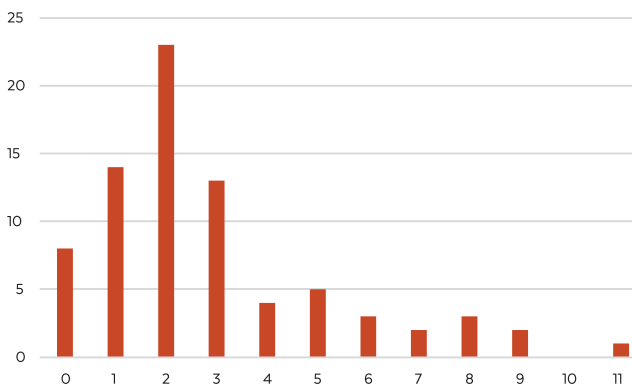
Greater transparency is expected to increase accountability and consequently, compliance. A 2019

study in Jordan showed that the transparency portal lowered non-compliance rates on publicly reported issues.<sup>xxv</sup> Better Work had initially tested public reporting on selected compliance questions in Cambodia and Haiti and had observed positive results.<sup>xxvi</sup> Based on this evidence, Better Work expanded transparent reporting to other countries.<sup>xxvii</sup> The Better Work Transparency Portal currently posts compliance on selected issues from six countries. 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 March 2021, eight of the 78 factories on the Portal are compliant with all publicly reported issues. This is a stark decrease from the last year, when 18 factories were compliant with all publicly reported issues. Most factories have three or fewer violations (see **Figure 19**).

**FIGURE 19: 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, collaboration, and frequent tripartite collaborations so that national stakeholders can better fulfil their mandates. This approach is **embedded in the Phase III 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'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. One major milestone in this approach was reached in May 2020 when the ILO and the MoL signed an MoU establishing a Better Work unit within the Ministry of Labour. BWJ will support the capacity building of this unit in addition to continued training and the secondment programme for labour inspectors. 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 6**).

## 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.

**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. 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 this programme, BWJ conducted 13 training sessions on different topics for 107 labour inspectors in 2020.

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 jointly with MoL LIs. These joint assessment visits are done with labour inspectors who are often permanently based in the regions and industrial zones that are being inspected. This minimizes travel time, and means that ministry labour inspectors bring in-depth knowledge of the industrial zones to the inspection visits. These inspectors can also visit factories more easily and in more informal capacities. For example, during the early phase of the COVID-19 pandemic, MoL inspectors could more easily travel to the field than Better Work EAs (especially within respective governorates).

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 addition, Better Work Jordan developed an Evaluation Tool to enable objective evaluation of the performance of labour inspectors, and submitted it to the MoL together with a training plan. A concrete and actionable work plan based on this MoU is currently in progress.

A recent independent mid-term evaluation of the Better Work Jordan programme found that the work the labour inspectors in the Ministry of Labour is succeeding in changing the mind-set of inspectors. Whereas previously the labour inspectors had relied on fines and punishment to penalize factories for violating laws, labour inspectors trained in the Better Work methodology felt that they had more tools at their disposal including dialogue and cooperation with factories. These inspectors also reported that they began triangulating data more often by speaking to workers and reviewing documents, rather than just speaking to management.

**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.



## BOX 6. DEVELOPING A GARMENT SECTOR STRATEGY

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.

Through the US Government Fulbright programme, Better Work Jordan contracted an industry specialist to assist national stakeholders in articulating their priorities in order to develop a ten-year strategy for the Jordanian garment sector. The initial report was presented to stakeholders in July 2020 and focused on achieving two main objectives:

1. Developing and strengthening Jordanian **human capital**
2. Improving aspects of the business environment, including **predictability, transparency, clarity and equity**.

While stakeholders are motivated to develop a sector strategy, the process revealed some disagreements among key stakeholders

about the targets for Jordanians in the industry. This is a core issue for the sector: employers argue that high quotas for Jordanians will cause them to lose a competitive edge in the industry, while the Government of Jordan has a clear priority to ensure that the economic benefits of the garment industry are felt by Jordanian citizens. This sticking point remains unresolved and was put on hold as pandemic-related issues came to the forefront.

Better Work Jordan was able to develop widespread support however, for moving forward on one pillar of the sector strategy: developing and strengthening Jordanian employment. The focus so far has been on middle management positions and strengthening Jordanian presence in these positions. A consulting firm worked with relevant **stakeholders to develop job descriptions for middle management positions in the garment sector**. Not only will this make it easier for Jordanians to learn about and apply for relevant jobs, research has shown that increasing transparency in the hiring process can lead to more applications and successful placements for female job candidates. Key stakeholders met in January 2021 to review the initial report and give input for future development.

For more information on the middle management job descriptions, see "Better Work Jordan hosts discussion on job analysis of key garment sector functions," 28 January 2021.

## 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 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.

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 dramatically, 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.

**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 530 workers in 2020. 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 together the experiences and opinions of workers through large-scale surveys. So far, three rounds of the survey have been conducted, and two more data collections are anticipated (summer 2021 and 2022). Finally, the COVID-19 pandemic and travel restrictions spurred BWJ to adapt some of its methods and reach out to workers directly through phone calls. These semi-structured phone interviews gave BWJ an opportunity to gather worker concerns and provide basic information and support during stressful times.

## 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 two

organizations: J-GATE and the Jordan Chamber of Industry (JCI).

**The Jordan Garments, Accessories and Textiles Exporters' Association is the main organization representing garment exporting factory employers in Jordan.** J-GATE is considered to be 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 of 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. J-GATE took a very active role during the pandemic in gathering and synthesising the needs of factory management and in presenting these needs to the Government of Jordan. J-GATE successfully lobbied the government to allow production to resume in the main industrial zones in the early stage of the pandemic while the rest of the country remained closed, and was also instrumental in relaxing the rules around work permits to allow workers to join new factories in the case that their factory shut down. In December 2020, Better Work Jordan and J-GATE signed an MoU formalizing their relationship with the goal to promote decent job opportunities and improve the sector's competitiveness.

**The Jordan Chamber of Industry is the primary business association in Jordan that represents the country's industrial sectors, including garments.** The 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. JCI and Better Work Jordan signed a collaboration agreement in 2017.

## 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) traditionally source from Jordan under USJFTA.** 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. 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.** Buyers were very active in the sector in 2020 and put pressure on factories to respect worker rights and ensure decent working conditions, and Better

Work hopes to channel this level of engagement in the future. This report details the influence of buyers in several key instances in sector, particularly with regard to several of the high profile strikes. This shows the important role that buyers play in protecting workers' rights, especially during moments of crisis.

**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 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. The US government also has a strategic priority of ensuring stability in the Middle East through the strengthening of the Jordanian government's ability to deliver economic results to Jordanian citizens.

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 (see *Non-Garment Sector* on **page 14**). 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. The WHO trained Better Work on providing the Mental Health Gap Action Programme (mhGAP) and provided support on tailoring this intervention for the context of the garment sector in Jordan. Starting in late 2020, the International Organization for Migration (IOM) began a collaboration between the programmes in Jordan and Bangladesh to address recruitment needs of Bangladeshi workers to the Jordanian garment industry. This project started with an analysis of the pre-departure orientation and identified gaps in the current process. Preliminary results were shared with J-GATE and key factory managers and BWJ intends to build on this partnership in the coming year.

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.** Several critical articles about the Jordanian garment sector were published in 2020, both by Jordanian and international publications. These publications surfaced several well-known issues in the sector and brought them to the public's attention while giving context and human faces to many of the feature stories. While these stories have helped shed light on extreme violations, this report complements such stories by giving more context and information, and by quantifying the extent of the problems in the sector. Going forward, credible data, accurate reporting and transparency will all be important to ensure accountability.

## Next Steps

Better Work Jordan's **Twelfth Annual Report** provides some noteworthy trends in Jordan's garment industry. 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.

COVID-19 has had a major impact on the garment sector in Jordan in terms of reduction in orders, workers infected, compliance violations, and increased worker unrest, among other issues. Looking forward, the sector is anticipating growth in the coming year as orders rebound and buyers continue sourcing from Jordan. In this period of new growth and recovery, it is more important than ever to ensure that decent working conditions are maintained and that all partners are committed to fulfilling their mandates. Better Work Jordan will continue core services to factories in the coming year, but with an increasing number of those services being delivered in conjunction with the tripartite stakeholders. Better Work Jordan will also focus efforts on helping the sector adjust to the changing situation.

Better Work Jordan is moving into several thematic areas that go above and beyond traditional views of non-compliance and look at issues facing workers and

the sector more holistically:

- **Mental well-being of** workers, especially migrants and women, will be supported through a two-year project that is focused on building resiliency and knowledge among workers, improving support systems and engagement at the factory level, and linking to the national mental health referral system;
- Targeted **Gender-Based Violence** project (jointly with IFC) in Al Hassan industrial zone to improve worker, supervisor and manager knowledge and the systems for addressing gender based violence;
- Continue efforts to enhance the **structural integrity of dorms**, to ensure that any new dorms built in the sector follow industry best-practices, and to upgrade existing dorms where possible;
- Monitor the ongoing transition to **digital wages** through partnerships with Better than Cash Alliance and GIZ and ensure that the needs of workers are respected;
- Support stakeholders in developing a **garment sector strategy** that will ensure the sustainability, profitability, and equity of the sector for the next ten years and
- **Match Jordanian workers with opportunities** in the garment sector at all levels, including middle management positions, to ensure that the positive effects of the garment sector are felt by Jordanians.

## Annexes

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

#### Factories included in non-compliance rates

Ajloon Satellite Unit (Hi Tech Apparel Concepts)

Al Areen wear Ltd.

AL Masera Textile

Apparel Concepts L.L.C.

Ark Garments Manufacturing Industries Company LTD

Aseel Universal Garments Mfg. Co.

Aseel Universal Garments Mfg. Co./Al Mwaqar

Atateks Foreign Trade Ltd.

Atlanta Garment Mfg. Co.

Best Quality Jordan

Cady Garments Company

Camel Textile International Corp.

Century Miracle Apparel mfg. Co. Ltd.

Classic Fashion Apparel Industry Ltd Co - Aljunaid

Classic Fashion Apparel Industry Ltd Co. - Printing

Classic Fashion Apparel Industry Ltd Co. - Al Azmaliah

Classic Fashion Apparel Industry Ltd Co. - Bussairah

Classic Fashion Apparel Industry Ltd Co. (Unit 01)

Classic Fashion Apparel Industry Ltd Co. (Unit 11)

Classic Fashion Apparel Industry Ltd Co. (Unit 12)

Classic Fashion Apparel Industry Ltd Co. (Unit 3 / Laundry)

Classic Fashion Apparel Industry Ltd Co. (Unit 5 / Sampling)

Classic Fashion Apparel Industry Ltd Co. (Unit 8 )

Classic Fashion Apparel Industry Ltd. Co -Al Tafilah

Classic Fashion Apparel Industry Ltd. Co. - Ajloun

Classic Fashion Apparel Industry Ltd. Co. - Fagua

Classic Fashion Apparel Industry Ltd. Co. - Moab

Classic Fashion Apparel Industry Ltd. Co. (Unit 2)

Classic Fashion Apparel Industry Ltd. Co. (Unit 4)

Classic Fashion Apparel Industry Ltd. Co. (Unit 6)

Classic Fashion Apparel Industry Ltd. Co. (Unit 7)

Eam Maliban Textiles Jordan (PVT) Ltd.

Eam Maliban Textiles Jordan (PVT) Ltd. (Satellite)

El Zay Ready Wear Mfg. Co.

Fashion Curve Mfg. Apparel Co.

Fine Apparel Ltd.

Galaxy Apparel Industry

Genius For Garments Company

Haifa Apparel

HY Apparel

Indo Jordan Clothing Company (Unit 1)

International Elegance Garment Mfg. Co. Ltd.

Jerash Garments and Fashions Mfg. Co. Ltd (Al - Hasa Unit)

Jerash Garments and Fashions Mfg. Co. Ltd (Unit 2)

Jerash Garments and Fashions Mfg. Co. Ltd. (Unit 1 & 3)

Jerash Garments and Fashions Mfg. Co. Ltd. (Unit 4)

JOBEDU

Jordanian Modern Textile

Mas Al Safi Apparel Mfg. L.L.C. (Satellite)

Mas Al Safi Apparel Mfg.

Needle Craft (Al Mafrq - Sarhan)

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

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 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.

World of Knitting

Factories in programme but not included in NC data

Al Hanan for Cloth Mfg. Est.

Al Mustamerah for Tex

Casual Wear Apparel - Satellite (Sama Al Sarhan)

Casual Wear Apparel L.L.C.

Hi Tech -Textile (R-TEX)

Hi-Tech Textile L.L.C.

Ivory Garments Factory L.L.C.

Ivory Garments Factory L.L.C. (Satellite)

Kareem Industrial Textiles Co. Ltd.

Mustafa & Kamal Ashraf Trading Garment Ltd.

Needle Craft for clothing industry

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

Peace Gate Garment

Prestige Apparel Mfg. Ltd. Co

Rainbow Textile L.L.C.

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

Abercrombie & Fitch

Amazon Fulfillment Services, Inc.

American Eagle Outfitters, Inc.

ascena Retail Group Inc.

DICK's Sporting Goods Ltd.

Disney Worldwide Services

Fung Holdings (1937) Limited

GAP Inc

International Finance Corporation (IFC)

KLEONIKI APOSTOLOPOULOU

L.L.BEAN.Inc.

New Balance Athletics, Inc.

Newtimes Development Ltd

NIKE, Inc

PVH Corp

Ralph Lauren Corporation

Talbots, Inc.

Target Corporation

Under Armour, Inc

VF Corporation

Wal-Mart Stores, Inc.



## 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 from March onwards, both because of the pandemic and because the translators were not based in Jordan.

**Worker and Manager Surveys:** In both June and December 2019 and in July 2020, 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 2020, a team of enumerators collected survey results from over 1,700 workers across 77 factories, or roughly 3 per cent of the garment sector workforce. The team surveyed a different random selection of workers from the same factories in both June and December 2019. 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. “Pooled results” refers to responses across all three rounds of survey collection. Otherwise, responses from July 2020 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 2020 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 2020, most the hours recorded by EAs are actually from 2019, making the numbers reported here a mixture of hours from both 2020 and 2019. 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 2020. However, 30 per cent of these hours are actually from 2019.

**TABLE 1. BREAKDOWN OF HOURS WORKED PER WEEK: 2020 DATA.**

CATEGORY		# OF WEEKLY OBSERVATIONS	MEAN HOURS PER WEEK	STD. DEV.	MIN	MAX
<b>Overall</b>		<b>20,688</b>	<b>50.6</b>	<b>11.2</b>	<b>0</b>	<b>86</b>
Nationality	Non-Jordanian	13,380	56.6	8.1	0	86
	Jordanian	7,308	40.3	7.7	8	80
Gender	Female	14,724	49.5	11.4	0	86
	Male	5,964	53.5	9.9	14	78
Factory type	Direct Exporters	12,934	53.0	11.0	0	82
	Subcontractors	3,291	52.4	10.3	25	86
	Satellite Units	4,463	43.0	8.8	8	80

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 and 2020, which

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

**TABLE 2. AVERAGE WEEKLY HOURS OVER TIME**

YEAR	AVERAGE HOURS	NUMBER OF MONTHLY OBSERVATIONS
2018	50.8	2732
2019	54.4	6622
2020	48.6	4093

## END NOTES

- I. Some of the assessments in this report were completed in early 2021 as assessments were delayed due to COVID-19 restrictions. BWJ completed 53 assessments through 2020. When presenting non-compliance data for the garment sector, this report also includes findings from assessments completed in early 2021 from an additional 16 factories for a total of 69 assessments.
- II. The COVID-19 pandemic continues to evolve rapidly. All numbers for COVID-19 are through the end of 2020 and do not include the surge in cases throughout February and March 2021.
- III. "COVID-19 crisis affects Jordanians' mental health," Published 2020-08-11, Roya News. <https://en.royanews.tv/news/21796/2020-08-11>. It should be noted that this study was not a random sample but that they did adjust for age, gender, education and geographical area. This survey only covers Jordanians whereas the garment sector is 75 per cent migrant workers.
- IV. 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>
- 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 31 March 2021.
- VI. For forecasted GDP, see <https://data.worldbank.org/country/JO>
- VII. The Department of Statistics, various reports. 2020 fourth quarter report is available here: [http://dos.gov.jo/dos\\_home\\_e/main/archive/Unemp/2020/Emp\\_Q4\\_2020.pdf](http://dos.gov.jo/dos_home_e/main/archive/Unemp/2020/Emp_Q4_2020.pdf)
- 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 2020Q3 the Refined Economic Participation Rate (the labour force attributed to the population 15 years and over) was 14.9 per cent for women and 53.3 per cent for men. See Department of Statistics quarterly bulletin, "23.9% Unemployment Rate during the third Quarter of 2020". [http://dos.gov.jo/dos\\_home\\_e/main/archive/Unemp/2020/EU-Q3.pdf](http://dos.gov.jo/dos_home_e/main/archive/Unemp/2020/EU-Q3.pdf).
- X. See Ministry of Labour. National Labour Market Indicators 2020. Table 40.
- XI. ILO. 2018. Decent Work Country Programme–Jordan (2018–2022).
- XII. Authors' calculations based on data gathered from the Department of Statistics on 31 March 2021. Garment exports for article of apparel and clothing accessories, knitted or crocheted (HS61).
- XIII. 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)
- XIV. For an overview of the responses from workers at the beginning of the pandemic, see "COVID-19 Garment worker perspectives in Jordan," May 2020. <https://betterwork.org/portfolio/COVID-19-garment-worker-perspectives-in-jordan/>. For information on worker and manager experiences during the rise in COVID-19 cases in the fall, see "Infographic: COVID-19 and the Jordanian Garment Sector," November 2020. <https://betterwork.org/portfolio/infographic-COVID-19-and-the-jordanian-garment-sector/>.
- XV. See Y Kristine Kim, Jingyi Song, et al. "Supporting Mental Well-being of Migrant Garment Workers in Jordan," November 2019. Discussion Paper 33. <https://betterwork.org/portfolio/discussion-paper-33-supporting-mental-well-being-of-migrant-garment-workers-in-jordan/>
- XVI. 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/>
- XVII. 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. For a deeper look at the July survey and the responses to questions on mental well-being, see above.
- XVIII. Data in this paragraph and accompanying charts comes from the assessment data gathered from the 69 factories included in the annual report. This is broadly reflective of the experiences in the sector as a whole.
- XIX. 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>.
- XX. Quid pro quo sexual harassment includes unwelcome sexual advances, requests for sexual favours and other verbal or physical conduct of a sexual nature when either of the following conditions is met: (1) submission to such conduct is made either explicitly or implicitly a term or condition of an individual's employment; or (2) submission to or rejection of such conduct by an individual is used as the basis for employment decisions affecting that individual.
- XXI. 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)
- XXII. The strike and related worker concerns about the union were profiled in a 7iber article, "عاملون وعاملات في الغزل والتسيج: من أجل من تعمل نقابتنا؟", February 2020. <https://www.7iber.com/society/%d9%86%d9%82%d8%a7%d8%a8%d8%a9-%d8%a7%d9%84%d8%b9%d8%a7%d9%85%d9%84%d9%8a%d9%86-%d9%81%d9%8a-%d8%a7%d9%84%d8%ba%d8%b2%d9%84-%d9%88%d8%a7%d9%84%d9%86%d8%b3%d9%8a%d8%ac/>
- XXIII. See "Better Work Jordan: Worker and Manager Survey Results", November 2020. Policy Brief.
- XXIV. Data from this figure is pulled from assessments conducted in 2019 and 2020. See Appendix D for further information.
- XXV. 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/>.
- XXVI. 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/>.
- XXVII. To access the Transparency Portal, visit: <https://portal.betterwork.org/transparency/compliance>.





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