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## ACRONYMS

AOFWG	General Union of Owners of Garment Factories
BWG	Better Work Global
BWJ	Better work Jordan
CAT	Compliance Assessment Tool
CBA	Collective Bargaining Agreement
DWCP	Decent Work Country Programme
EA	Enterprise Advisor
FTA	Free Trade Agreement
GOJ	Government of Jordan
GTU	General Trade Union of Workers in Textile, Garment & Clothing Industries
IFC	International Finance Corporation
ILO	International Labour Organization
ILS	International labour standards
JCI	Jordan Chamber of Industries
JD	Jordanian Dinar
JGATE	Jordan Garments, Accessories and Textiles Exporters Association
JLL	Jordanian labour Law
MOL	Ministry of Labour
MPG	Management Procedures and Guidelines
NLC	National Labor Committee (USA)
NLL	National labour law
OECD-DAC	Organization for Economic Cooperation and Development – Development Assistance Committee
OSH	Occupational health and safety
PAC	Project Advisory Committee
PICC	Performance Improvement Consultative Committee
QIZ	Qualified Industrial Zones
SDGs	Sustainable Development Goals
TORs	Terms of Reference
USDOL	US Department of Labor
ZT	Zero Tolerance

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# Executive Summary

## Introduction

Phase 2 of the Better Work Jordan (BWJ) programme was implemented from July 2014 to June 2017 with the aim to sustain outcomes achieved during its first phase, to focus on creating a more flexible model through adapting the way services are delivered, and to further integrate the work of the programme with that of national constituents. Its development goal is articulated as follows:

*BWJ aims at reducing poverty by expanding decent work opportunities in Jordan's apparel industry. The programme strives to improve working conditions in and the competitiveness of the industry by enhancing economic performance at the enterprise level and improving compliance with Jordanian labour law and the ILO core labour standards.<sup>1</sup>*

In working toward its developmental objective of improvement in workers' lives and enhanced economic performance, the Phase 2 programme's outcome areas include core service delivery, influencing the national agenda, and supporting greater financial, managerial and institutional viability. While still focused on the delivery of services and continued improvements, Phase 2 features a greater emphasis on promoting buy-in, building capacity and working toward greater means of sustaining its efforts.

Phase 2 activities implemented in support of the above objectives fall under 4 broad areas. The first is that of core service delivery through engaging the garment sector in conducting and providing assessments, training, advisory services, and quality assurance. A second area is an agenda to continue to engage the garment sector and other stakeholders in providing information to influence policy debate and promote further growth and stability of the field. The third and fourth areas relate to the long-term sustainability of BWJ itself as nationalized entity capable of further guiding and supporting economic growth and compliance with international labour laws in Jordan.

The rationale for the Phase 2 final evaluation is to analyse the programme's progress and provide recommendations applicable to the Jordanian context. The final evaluation is expected to build on the available knowledge on Better Work and Better Work Jordan accumulated through impact assessments, midterm evaluations and sustainability studies, and to recommend strategies to make Better Work Jordan's impact more sustainable.

## Methodology

The evaluator collected data through a combined approach to desk review of programme documentation and other relevant reports about the garment sector in Jordan; semi-structured interviews with key persons; and focus group discussions with factory workers,

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<sup>1</sup> BWJ Phase 2 Project Document, page 8.

both members of the Performance Improvement Consultative Committee (PICCs) at 5 factories, and, where feasible, conversations with workers. Semi-structured interviews were conducted with a total of 52 people, including representatives of employers association, union, government, civil society and factory management; and 51 people participated in focus group discussions, including factory workers and members of PICCs. The evaluator engaged another 12 members of the BWJ team in a large group discussion.

Quantitative data collected by the BWJ programme on non-compliance and factory performance, as well as training implemented during Phase 2 was analyzed, in addition to the qualitative data collected through the interviews described above. Data collected was analyzed and triangulated to determine emerging trends. The secondary quantitative data collected was analyzed and interpreted along with the qualitative data collected and analyzed together. Findings were then articulated on the basis of this analysis.

## Findings

### Relevance

- The wording of the Phase 2 development objective and outcome areas reflects the dual approach to increased competitiveness in the industry and increased welfare of workers. Yet the reference to Decent Work and poverty reduction is not strong, particularly with regard to Outcome 2, while the kind of sustainability initially sought in Outcome 3 was determined to be non-achievable during the first half of programme implementation.
- The relevance of the BWJ program to the ILO DWCP is limited due to its impacting only 5 percent of the total workforce and 25 percent of the manufacturing sector, yet its intended impact of developing the MOL labour inspectorate and providing social sector work the garment industry and BWJ's experience may provide learning for other sectors going forward.
- The BWJ programme design is highly relevant to international development priorities as Decent Work and migration feature strongly in the Declaration on the 2030 Agenda.

### Accomplishments in the sector: growth and non-compliance rates

- The garment sector has witnessed growth following the 2006 crisis, where exports in 2015 have exceeded 2005 export levels. There is the positive perception among stakeholders that the BWJ programme has played a significant role in the industry's growth.
- Data on non-compliance rates indicate overall a high number of non-compliances for those factories participating for just 1 year and a low number for those factories participating for 9 years, yet there is not a clear downward trajectory in number of non-compliances for factories participating between 2 and 9 years.

- The Phase 2 programme overall witnessed decreases in non-compliance rates in 38 percent of Working Conditions and 26 percent in core labour standards, which represents greater progress achieved as compared to the overall time period of 2010-2017. Yet greater increases in non-compliance were witnessed in 13 of the 21 Working Condition sub-areas, or 62 percent of the total number of areas; and 6 of the 19 Core Labour Standard sub-areas, or 32 percent of the total number of areas during Phase 2.
- Overall, stakeholders generally spoke to those non-compliances continuing to be most persistent within the industry to include overtime pay and verbal abuse. Yet the evaluation finds the more persistent areas of non-compliance are found in the areas of discrimination, due to the wage difference between local and migrant workers; freedom of association, due to the lack of such freedom in the Jordanian labour law and the GOJ's delay in ratifying ILO Conventions 87 and 98; OSH, reportedly due to the Jordanian labour law's stringent treatment on SH and medical staff; and HR/contracts.

### **Effectiveness in BWJ delivery of core services: assessments**

- BWJ assessments are overall well regarded by stakeholders, including employer association and buyers.
- The lack of a clear downward trajectory in non-compliance by the end of Phase 2 are identified by stakeholders as due to: varying levels of competency among BWJ staff; introduction of new standards agreed upon in the CBAs; lack of a nuanced assessment tool in the CAT; and lack of changed sourcing behavior by buyers.
- There is the question as to whether a more conducive environment with other inputs needs to be in place – such as a more fair labour market as mandated by Jordanian Labour Law as well as improved buyer behavior -- with a more stable measurement system to provide for a clearer trajectory over time. While a clearer measurement approach can be applied by the BWJ programme, there is still the question as to whether the BWJ approach is effectively working toward the desired change or whether the programme has reached a plateau.
- BWJ began documenting communications and response with the MOL concerning Zero Tolerance non-compliance only in year 2016. Just one factory in 2015 is identified as closed due to 5 cases of forced labour and 2 cases of child labour. Transparency and more decisive action on ZT is a controversial point among stakeholders.

### **Effectiveness in delivery of core services: capacity building**

- BWJ training and advisory services provided was overall considered of high quality, was well contextualized and based on audits performed, and it focused on encouraging application of new skills and knowledge.
- Yet access was problematic, with on average (for years 2014-2016) 65 percent of factory units participating in training. Further, those factories with the greatest number of non-

compliances did not participate, particularly among the group of sub-contracting factories.

- While training focused on application of skills, there was not systematic follow-up after training with select participants to determine potential change in the workplace as a result of application of new knowledge and skills.

### **Influencing agenda: successes and challenges**

- The significant wins in the Outcome 2 area for the BWJ Phase 2 programme include the development and acceptance of the unified contract and public reporting.
- Transparent decision-making by the MOL committee charged with the mandate to decide on factory applications for foreign workers is a vital link to address workforce composition;
- While the CBAs are commonly lauded as a win for the industry, the notion of genuine representation and participation of workers within the industry poses a critical question for the programme as to what extent Decent Work is achievable within one industry without an improved labour market overall that guarantees freedom of association and one minimum wage for all workers.

### **Sustainability of BWJ approach**

- The Jordan Compact and the GOJ's commitment to create more job opportunities for Syrians, as well as Jordanians, has been a significant development, which has provided some new possibilities for the BWJ programme. This includes the opportunity to work toward a more productive and viable labour market and the possibility of becoming a more self-sustained entity.
- Of primary concern going forward is further developing capacity building for the MOL labour inspectorate, and effectively sustaining the capacity building work done so far with a well-monitored approach.
- Also paramount is for BWJ to remain involved in the garment sector and to sustain progress made as long as there are vulnerable groups among its workforce and while the labour inspectorate's capacity continues to be built.

### **Conclusion**

The move toward greater compliance within the garment sector has been substantial and well documented in numerous reports, including the European University Institute report and the Phase 1 final report. There has been clear progress made in reducing incidents of forced labour, along with clear acknowledgement of this change as evidenced by the garment sector's removal from the US Trafficking Victims Protection Reauthorization Act (TVPPRA)

forced labour list in 2016.

The sector has also achieved growth and stability, achieving high revenues on par with 2005 levels, and with buyers confident in their partnerships with factories. High quality assessment and capacity building services and stakeholder perceptions of both excellence and relevance in the programme's contributions provide for positive review. The two indicators of growth in the sector and improved labour standards provide for an overall positive impression of the BWJ programme, implemented in cooperation with its social partners.

Yet the non-compliance trends within the industry do not present a clear upward trajectory over time, raising the question as to whether the BWJ programme's combined approach to capacity building and assessment in promoting change and greater compliance in the garment sector has plateaued. A clearer force for continued change and greater progress in the enhancement of workers' rights could be found in greater levels of intolerance from the GOJ on CLS and more specifically Zero Tolerance non-compliance and the strong threat of factory closures; and buyers playing a stronger role in demanding change among direct exporting factories and for direct exporting factories placing higher demand on sub-contracting factories.

Further, shifting emphasis to the national level from strictly a sectoral approach to advocate for a more developed labour law in Jordan that guarantees labour standards, a minimum wage, and freedom of association for all workers in Jordan should be an integral approach to the Decent Work agenda for the BWJ programme, and indeed, for the ILO.

The GOJ's interest and commitment to Jordanize the workforce and employ Syrian refugees is a positive development that may help to address the garment sector's long preference for migrant labour. The BWJ programme is presented with the opportunity to advocate for greater change at the national level with regard to labour law and policy, and to apply its learnings in the garment sector to support other sectors in Jordan.

The evaluation identifies the following primary lesson learned from the programme:

- ***Continued training, advisory services and audits may not necessarily lead to sustained improvements within an industry without addressing Decent Work objectives at the national level, including promotion of freedom of association and collective bargaining and a common minimum wage for all workers.*** At a certain level working toward the development of a Decent Work "oasis" within a single industry is likely not to achieve more positive outcomes without addressing policy at the national level.

The evaluation identifies the following good practice from the programme:

- ***The identification of training and advisory needs as contextualized within assessment services is an effective approach to efficiently target needs.*** The assessment services set up the partnership between BWJ and the factories, where there

is already a dialogue in place. In identifying areas of shortcoming, there is the point of discussion as to which types of advisory and training services can be most relevant and effective.

## Recommendations

### Recommendations for the ILO and MOL

1. ***Ensure a detailed MOU is negotiated and signed for BWJ Phase 3 implementation, which lays out a detailed plan for effective capacity building and institutional strengthening of the Labor Inspectorate.*** As the MOL has one of the weakest Labor Inspectorates in the region at this time, a very carefully planned approach to transfer auditing functions from the BWJ programme to the Labor Inspectorate must be done in a phased manner. If not carefully monitored, migrant workers themselves will be the ones most adversely affected as labor standards would deteriorate.
2. ***As part of a formalized agreement, ensure there is a clear role for the seconded labor inspectors upon their return to the MOL.*** It is recommended to provide a central role to the returned labor inspectors to help build a core inspection unit within the Labor Inspectorate, to build capacity among fellow inspectors; to oversee the visa and work permit applications, ensuring that approval is granted on the basis of specified need and rationale; and to engage in inspection themselves. They should be a part of the establishment of an inspection quality assurance unit, which will help build capacity and institutionalize a proper system within the MOL.
3. ***Conduct an assessment of MOL Labor Inspectorate capacity as a follow-up to the first one completed.*** An updated version would assist in identifying capacity building needs for a Phase 3 of BWJ and help to establish a baseline for monitoring.

### Recommendations for the MOL

4. ***Apply a stricter Zero Tolerance approach within the garment sector as a means toward creating greater levels of compliance.*** Greater understanding of such consequences by factories will facilitate greater levels of change within the industry.
5. ***Adopt one minimum wage for all workers in Jordan.*** A multiple minimum wage system hurts all workers, including Jordanian. Only when working conditions are harmonized at a decent level will Jordanian workers be able to compete on a level playing field. The garment sector has favored a readily available workforce paid at a lower wage, and such an arrangement has perpetuated the economy's reliance on low-wage low-skill production methods. These impacts have coincided with high rates of Jordanian unemployment and an economy stuck in a low growth and low value added equilibrium. One minimum wage for all workers will eliminate the gap in wages and would reduce employers' incentives to hire non-Jordanians rather than Jordanians.<sup>2</sup>

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<sup>2</sup> ILO (2017). "A Challenging Market Becomes More Challenging: Jordanian Workers, Migrant Workers and Refugees in the Jordanian Labour Market", pages 14-15.

6. ***Work toward the establishment of a sound system in place for labour inspection within the MOL.*** Put priority on labour inspection and the building of its capacity with sufficient funding for human resources and training. Establish an inspection quality assurance team or unit within the labour inspectorate.

## **Recommendations for the ILO**

7. ***As a fundamental purpose for moving forward with a Phase 3, expand the BWJ mandate from the QIZ garment factories to address broader systemic problems within the MOL through advocacy, capacity building and institutional strengthening.*** A focus on the Labor Inspectorate and its capacity development, based on a sound assessment from the beginning, will enable a systematic approach that can be monitored and evaluated to ensure demonstration of sufficient capacity development through the course of implementation.
8. ***Develop a sound strategy for addressing freedom of association for Phase 3.*** One of the systemic means identified for working toward greater change in the industry is to develop a clear strategy going forward.<sup>3</sup>
9. ***Consider additional strategies to work toward lower non-compliance rates in the garment sector.*** To facilitate greater change in the sector consider the following: 1) Fully unannounced assessments with factories;<sup>4</sup> 2) Report more non-compliance cases to the MOL and advocate for a stricter ZT framework for the industry; 3) Advertise the public nondisclosure portal widely and publish in both English and Arabic; and 4) During assessments interview workers outside the factory grounds.
10. ***In developing an M&E approach to capacity building activities for the MOL, consider applying the Kirkpatrick Model to better identify change as a result of training implemented.***<sup>5</sup> This would enable the programme to better assess what happened as a result of training and to identify clear areas of contribution of its training and advisory inputs to an intended outcome. Further, it would enable the programme to better identify positive change happening within the MOL as well as make any adjustments necessary. Include in data collection for monitoring purposes the number of persons participating in training, representing which group, and number of person hours of training.
11. ***Consider hiring an international official to join the BWJ programme to work closely with the Chief Technical Adviser.*** Given the need and desire for a Phase 3 to advance a more purposeful and ambitious advocacy agenda as part of its work, an international presence in support of a national director position may assist, particularly for bringing

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<sup>3</sup> The recently published ILO report by the ILO Evaluation Office entitled “Social Dialogue interventions: What works and why? A synthesis review 2002-2012” may be of support.

<sup>4</sup> Factory assessments take place within a specified time period known by factories.

<sup>5</sup> The Kirkpatrick Model was first developed in 1959 by Donald Kirkpatrick, Professor Emeritus at the University of Wisconsin, USA, and then later updated in 1975 and 1994. One of the better-known training evaluation models, it utilizes four levels -- reaction, learning, behavior and results -- as a means to measure training effectiveness.

experience from other parts of the world. The right international in such a position could provide a balance and a close confidant to the national director, and, in acting as a team, they could then strategize as to how best to put forward an agenda for change *vis-à-vis* the MOL and the industry.

12. ***As part of Phase 3, closely monitor the MOL's progress in developing its labour inspectorate.*** Transferring too many functions to the Labor inspectorate too soon would likely result in increased violations experienced by the migrant workers within the garment sector. The rate of transferring responsibilities should be parallel to the rate of improvement of inspection services across the country in all sectors.

## Introduction

Jordan's garment manufacturing industry has grown to be a significant sector within Jordan, accounting for nearly 17 percent of the country's total exports. Employing more than 65,000 workers, approximately 75 percent of which are from South Asian countries, including Bangladesh, India, Sri Lanka and Nepal, the industry's exports grew to a record high of nearly USD 1.49 billion in 2015 and 1.47 billion in 2016.<sup>6</sup>

Jordan and Israel designated the Qualifying Industrial Zones (QIZ) in 1996, where products could be exported duty free under the United States Israeli Free Trade Area Agreement to the USA. Later, in 2010, the USA and Jordan signed a Free Trade Agreement (FTA) for factory exports from the QIZ, which superseded the Israeli agreement and continued Jordan's preferential duty and quota free status to United States market.

In May 2006, the international community became aware of poor labour standards and working conditions in these zones, following the release of a report by the National Labour Committee (NLC), of the USA.<sup>7</sup> The report found evidence of human trafficking and involuntary servitude among migrant workers in the QIZs. The Government of Jordan (GOJ) conducted its own inquiry, reportedly finding 80 percent of the NLC report findings to be true, and proceeded to shut down a number of factories in the QIZs that violated labor standards.

The Better Work Jordan (BWJ) programme, part of many country programs that make up the Better Work Global (BWG) programme, was funded by USAID for its first phase from 2008 to 2014. The first 5-year phase of BWJ focused on project start-up, building stakeholder support for the programme including encouraging factory participation, developing and implementing core services of factory assessments, factory-level remediation, training, and strengthening social dialogue at the factory and sector-wide levels.

In 2010, almost 5 years following the release of the NLC report, the European University Institute, co-financed by the European Union, issued a report that found improvement in those past violations reported by the NLC. Labour rights, in terms of wages, working hours and leave days are protected. Further, occupational health and safety (OSH) and health standards have seen great improvement.<sup>8</sup>

Further, according to the report, QIZ exports reached their peak level in 2006, and then showed progressive decline due to the poor labour standards identified. The authors note that no adequate statistics could be gathered on the total exports from QIZs for the whole year of 2010 at that time. Yet for the data available for the first seven months of 2010,

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<sup>6</sup>[https://wits.worldbank.org/CountryProfile/en/Country/JOR/Year/2015/TradeFlow/Export/Partner/all/Product/50-63\\_TextCloth#](https://wits.worldbank.org/CountryProfile/en/Country/JOR/Year/2015/TradeFlow/Export/Partner/all/Product/50-63_TextCloth#)

<sup>7</sup> <http://www.globallabourrights.org/reports/the-good-the-bad-and-the-ugly-report-on-the-national-labor-committee-and-united-steelworkers-of-america-delegation-to-jordan>

<sup>8</sup> Al-Wreidat, Amin and Adnan Rababa (2010). "Working Conditions for Migrant Workers in the Qualifying Industrial Zones of the Hashemite Kingdom of Jordan". European University Institute, Florence, Italy.

indicated a rate for the whole of 2010 that would exceed those exports of 2009 by about 22 percent, suggesting a recovery underway.<sup>9</sup> The authors further stated that the QIZ sector could be identified as one of the most successful sectors concerning working conditions and OSH in Jordan at the time of publication, where most of national and international labour standards (ILS) are observed.

A number of sector level interventions were introduced in the last two years of Phase 1. These involved an effort to build stakeholder support for a different model of apparel production that supports long-term improvement in compliance with Jordanian labour law (JLL) and international standards, while at the same time provides a long-term strategy to strengthen the sector's global competitiveness. BWJ's aim has been to provide the garment sector the value added of the ILO's capacity in the area of labour standards along with the IFC's expertise in promoting development within the private sector.

The 2013 final evaluation of Phase 1 of the BWJ programme also found steady and broad improvement in factory compliance in labour standards, a growth in the garment sector with increasing numbers of international buyers, and BWJ contribution to policy development, namely the approval of the Collective Bargaining Agreement and the National Strategy for the Jordanian Garment Sector (2013-2018).<sup>10</sup>

## Better Work Jordan Phase 2

Phase 2 was implemented from July 2014 to June 2017 with the aim to sustain outcomes achieved during Phase 1, to focus on creating a more flexible model through adapting the way services are delivered, and to further integrate the work of the programme with that of national constituents. Its development goal is articulated as follows:

*BWJ aims at reducing poverty by expanding decent work opportunities in Jordan's apparel industry. The programme strives to improve working conditions in and the competitiveness of the industry by enhancing economic performance at the enterprise level and improving compliance with Jordanian labour law and the ILO core labour standards.<sup>11</sup>*

In working toward its developmental objective of improvement in workers' lives and enhanced economic performance, Phase 2's outcome areas, as noted in the project document, include core service delivery, influencing the national agenda, and supporting greater financial, managerial and institutional viability. While still focused on the delivery of services and continued improvements, Phase 2 features a greater emphasis on promoting buy-in, building capacity and working toward greater means of sustaining its efforts. The outcome areas are worded in the project document as shown in Table 1:

**Table 1: Phase 2 programme outcome areas**

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<sup>9</sup> *Ibid.*, page 1.

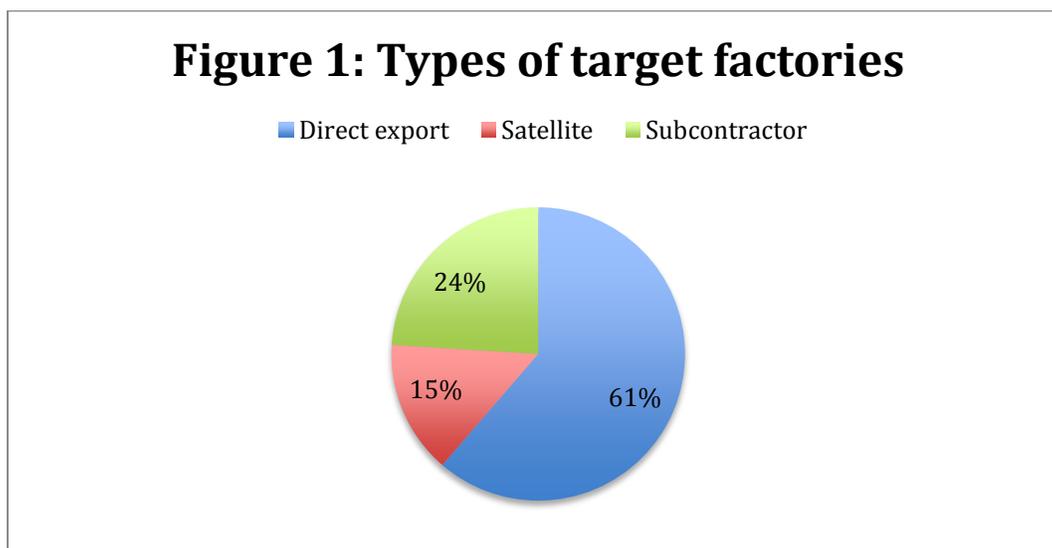
<sup>10</sup> BWJ Phase 2 Project Document, page 5.

<sup>11</sup> BWJ Phase 2 Project Document, page 8.

Outcome 1	BWJ’s assessment, advisory and training services have been a driver of change towards higher compliance with national labour law and international labour standards.
Outcome 2	Better Work has extended its impact beyond the factory level so that the industry becomes more stable in the long-term and contributes more to the Jordanian economy and society.
Outcome 3	Better Work Jordan has been transformed into a viable local entity under national leadership, supervised by the ILO.

Phase 2 activities implemented in support of the above objectives fall under 4 broad areas. The first is that of core service delivery through engaging the garment sector in conducting and providing assessments, training, advisory services, and quality assurance. A second area is an agenda to continue to engage the garment sector and other stakeholders in providing information to influence policy debate and promote further growth and stability of the field. The third and fourth areas relate to the long-term sustainability of BWJ itself as nationalized entity capable of further guiding and supporting economic growth and compliance with international labour laws in Jordan.

The BWJ Phase 2 factory target group includes 75 factory units.<sup>12</sup> These 75 units are categorized in 3 groups: direct export, satellite, and subcontractor, with the vast majority direct export (46, 11 and 18, respectively) as shown in Figure 1:



### Mid-term Evaluation

An independent external mid-term evaluation of the BWJ programme was commissioned by the USDOL in the latter half of 2016. The final report, dated November 2016, discussed findings among a number of areas, including project design, key stakeholder needs, program effectiveness, and efficiency. Notable among its findings was the uneven trends among non-

<sup>12</sup> According to 2017 figures, as found in the BWJ programme document “Enterprise\_Report\_Jordan\_FactoryList- August 2017”. Figures for earlier years may differ slightly.

compliance rates; there was not a clear downward trajectory found in examining the compliance points as would be expected over time with advisory and assessment services provided. The evaluator had examined each compliance point as an aggregate, but did not take into consideration the data for each question within the points.

Further, there was the interest expressed among stakeholders that the BWJ programme could play a more proactive role in addressing non-compliance. Yet overall stakeholders, including government, industry and workers, generally believed that non-compliance in factories has significantly improved as a result of BWJ interventions. The evaluation identified several notable developments for the programme, including the unified contract for migrant workers, the CBAs signed in 2013 and 2015, and the establishment of the Workers' Center. A summary of the findings is found in Annex 1.

### Impact Assessment by Tufts University

BWG commissioned an independent review by Tufts University of the Better Work programme in 5 countries, including Jordan, over a 7-year period starting from 2009. Their purpose was to test and determine whether Better Work is disrupting processes that lead to poor work outcomes and supporting processes that promote humane work outcomes.

The overall results of the analysis for BWG countries showed that working with garment factory workers and managers, along with engaging all industry players, leads to improved workplace conditions, better factory performance and greater well-being among workers and their families. Specifically for the Better Work Vietnam program, evaluators were able to identify a causal link between greater compliance and greater profitability at the firm level. Additional results from available data for Jordan suggest the following outcomes so far:

- Better Work has curbed the use of forced labour tactics and their negative effects;
- Better Work participation leads to less incidence of abusive treatment in the workplace;
- Firm competitiveness is strengthened by eliminating harmful and counter-productive workplace abuses;<sup>13</sup>
- Greater levels of productivity have resulted from soft-skills training provided by Better Work.<sup>14</sup>

### Recent developments in Jordan

The Jordan Compact was discussed and negotiated in London in early 2016. It was an attempt to support Jordan in dealing with the Syrian refugee crisis and its heavy burden in hosting a large number of refugees. As the influx of refugees has stretched already limited resources, the international community has aimed to assist through the creation of a new approach or paradigm, that of promoting economic development and opportunities in Jordan to the benefit of both Jordanians and Syrian refugees. The approach is based on 3 interlinked pillars, one of which is relevant to the ILO's work in Jordan, that of turning the

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<sup>13</sup> Better Work Jordan Country Brief: Progress and Potential, page 2.

<sup>14</sup> <http://sst.betterwork.org>

Syrian refugee crisis into a development opportunity that attracts new investments and opens up the EU market with simplified rules of origin, creating jobs for Jordanians and Syrian refugees while supporting the post-conflict Syrian economy.<sup>15</sup>

Another significant development has been the World Bank's concessional loan to the GOJ.<sup>16</sup> A significant funder of the Program for Results, or P4R, is the UK, which has contributed 80 million pounds interest-free. As part of the programme, the garment sector has been considered as a source for more jobs for Syrians. A stipulation for the receipt of funds was the public disclosure of non-compliances within the garment sector.

Further, to address high unemployment, particularly among women, the GOJ has required that 25 percent of workers in garment factories in the QIZ is to be Jordanian.<sup>17</sup> The sector has been challenged to find ways to appeal to Jordanians. The initiation of satellite factories, opened by the large direct export factories in areas where Jordanians reside, has been one strategy to increase Jordanian representation among the workforce.

## Purpose and methodology

The evaluation Terms of Reference, found in Annex 2, and the Inception Report, found in Annex 3, speak to the rationale for the Phase 2 final evaluation, which is to analyse the programme's progress and provide recommendations applicable to the Jordanian context. The final evaluation of the second phase of Better Work Jordan is expected to build on the available knowledge on Better Work and Better Work Jordan accumulated through impact assessments, midterm evaluations and sustainability studies, and to recommend strategies to make Better Work Jordan's impact more sustainable.

Specifically, the main objectives of the final evaluation are to:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the project;
- Establish the validity of the project design and implementation strategy;
- Assess the extent to which recommendations of the midterm evaluations have been taken into consideration and implemented;
- Assess the extent to which the project outcomes will be sustainable;
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;

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<sup>15</sup> Report from Government of Jordan, "The Jordan Compact: A New Holistic Approach between the Hashemite Kingdom of Jordan and the International Community to deal with the Syrian Refugee Crisis" Published 7 February 2016. <https://reliefweb.int/report/jordan/jordan-compact-new-holistic-approach-between-hashemite-kingdom-jordan-and>

<sup>16</sup> <http://www.worldbank.org/en/news/press-release/2016/03/27/exceptional-financing-jordan-jobs-syrian-refugees>

<sup>17</sup> The GOJ identified an unemployment rate of 15.8 percent in 2016, and among women, 25.2 percent. <http://web.dos.gov.jo/15-8-البطالة-معدل-خلال-الربع-الثالث-من-عام-2016-2/?lang=en>

- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e., SDGs and UNDAF);
- Provide recommendations to project stakeholders to promote sustainability and support the completion, expansion or further development of initiatives that were supported by the project.

The 18 questions articulated for the evaluation are organized among the OECD-DAC criteria of relevance, effectiveness, efficiency and sustainability. They are detailed in both Annexes 2 and 3.

## Data collection and analysis

### Data collection

The evaluator collected data through a combined approach to desk review of programme documentation and other relevant reports about the garment sector in Jordan; semi-structured interviews with key persons; and focus group discussions with factory workers, both members of the Performance Improvement Consultative Committee (PICCs) at 5 factories, and, where feasible, conversations with workers. The schedule for data collection while in Jordan is found in Annex 4.

The evaluation budget did not allow for a representative sampling of factories. The evaluator visited just 5 of the 76 factories in total making up the garment sector, and interviewed only 63 workers of the more than 70,000 within the sector.<sup>18</sup> Data collected at the factories was used to interpret other quantitative and qualitative data collected throughout the course of the evaluation, as discussed below.

The 5 factories visited were chosen based on 3 factors: the interest to visit each factory type in the programme – direct export, sub-contractor, and satellite; a representative sampling of the number of non-compliances identified, from low to high; and logistical considerations, including distance and interpreter needs. Based on a BWJ Excel sheet of 76 participating factories, the evaluator identified and proposed a list of 10 to the BWJ team, according to factory type and range of non-compliances representative of the full sampling. The numbers of non-compliances for those factories selected, ranging from 9 to 24, are broadly representative of the whole group of BWJ factories. Factory non-compliance ranges from 4 to 24 for the 2016-7 cycle, with roughly half of factories falling within the range of 4-12 and the other half within 13-24.

The programme team then suggested 5 among the 10 factories based on logistical considerations, including distance and interpreter needs. The chosen factories included 2 large factories for export, 2 sub-contracting factories, and 1 satellite factory employing solely Jordanian workers, as outlined below in Table 2. The evaluator spent 2 to 3 hours on average

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<sup>18</sup> As described below, factory workers, both those who were members of their factory PICC and those who were not, were interviewed as part of focus group discussions.

at each factory visited, accompanied by 2 to 3 interpreters for Arabic, Bangla, and Hindi, as needed.

**Table 2: Factories visited**

	<b>Type of factory</b>	<b>Number of non-compliances during 2016-7 cycle<sup>19</sup></b>	<b>Area</b>
1	Direct export	9	Dulayl
2	Direct export	11	Dulayl
3	Subcontractor	24	Irbid
4	Subcontractor	17	Sahab
5	Satellite	12	Madaba

As noted above, factory management, PICC members and a small number of additional factory workers participated in interviews. The latter group was identified in different ways depending on time and context within the factory. At 2 factories management brought in workers randomly chosen from a list to speak as part of a focus group discussion in a conference room; and at 1 factory workers were engaged in light conversation while observing the production floor. At the 2 other factories, the evaluator met with factory management and PICC members only. Refer to limitations below for further discussion.

Documents reviewed include BWJ programme reports, both annual and quarterly; ILO research publications; compiled data shared; civil society reports on the garment sector; and the industry's Collective Bargaining Agreements (CBAs). Interviews conducted are outlined in Annex 5 and include:

- *Semi-structured interviews with 52 people:* These interviewees represented employers, union, government, civil society, and factory management in Jordan; as well as buyers based outside Jordan; and ILO and IFC officials in Jordan, Washington, DC, and Lebanon.
- *Focus group discussions with 63 people:* These included a vast majority of women over men, those who were members of the PICCs at their factories, as well as workers in factories in small and large groups. Of the 63 persons participating in a group discussion, 12 were from the BWJ team, and 51 were factory workers.

## Analysis

Quantitative data collected by the BWJ programme on non-compliance and factory performance, as well as training implemented during Phase 2 was also analyzed, in addition

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<sup>19</sup> Number of non-compliances identified as of August 2017, as per BWJ data. These numbers reflect the number of non-compliances recorded during the 2017 cycle; they are not an aggregate over the full number of years each factory has participated in the BWJ programme.

to the qualitative data collected through the interviews described above. The data collected from interviews and observations of the 5 factories supplemented and enabled interpretation of the other data collected and were not used to base findings representative of the sector as a whole.<sup>20</sup> A validation workshop was held at the end of the visit to Jordan, where members of the Project Advisory Committee (PAC) participated and heard initial observations of the evaluation. Three hours of lively discussion occurred, providing opportunity to gather additional data.

Data collected was analyzed and triangulated to determine emerging trends. The secondary quantitative data collected was analyzed and interpreted along with the qualitative data collected and analyzed together. Findings were then articulated on the basis of this analysis.

## Organization of report

The report findings are organized along the trends emerging from the data, and not strictly by each of the OECD-DAC criterion. A summary response to each of the evaluation questions organized by the OECD-DAC criteria is found in Annex 6.

## Limitations

There were 2 limitations to the evaluation experienced:

- ***Interviewing of workers on factory premises:*** A very significant limitation to the evaluation is the accuracy of data collected from workers in the 5 factories visited. Due to time limitations, the evaluator interviewed factory workers in 2 ways: as part of a focus group discussion in an office or conference room on the premises of the factory grounds; or individually on the production floor with randomly chosen workers. In the case of the latter, factory management was present and watching closely. In both cases, there was factory management knowledge of all workers who met with the evaluator. To discuss freely, meeting with workers in their dormitory would have led to more accurate information, yet due to time constraints, this was not possible. Even better than meeting workers in their dormitories would be to meet workers who are just leaving the country and are not risking their jobs to speak freely.
- ***Language and limitations of translation:*** Due to language restrictions, the evaluator interviewed with the assistance of interpreters in Arabic, Bangla and Hindi. Invariably there is a certain degree of nuance lost in translation.

## Findings

### A. Relevance of BWJ approach

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<sup>20</sup> Further, it should be noted that the evaluator herself had interviews with workers from South Asia in the garment sector in Jordan in her lead evaluator role of the DFID-funded Work in Freedom programme conducted just one year prior. These interviews were conducted at the Worker Center outside Amman. This experience contributed to an initial understanding of realities in the garment sector in Jordan.

### *Main findings:*

- *The wording of the development objective and outcome areas reflects the dual approach to increased competitiveness in the industry and increased welfare of workers. Yet the reference to Decent Work and poverty reduction is not strong, particularly with regard to Outcome 2, while the kind of sustainability initially sought in Outcome 3 was determined to be non-achievable during the first half of programme implementation.*
- *The relevance of the BWJ program to the ILO DWCP is limited due to its impacting only 5 percent of the total workforce and 25 percent of the manufacturing sector, yet with its intended impact of developing the MOL labour inspectorate and providing opportunity for social dialogue, the BWJ's experience may provide learning for other sectors going forward.*
- *The BWJ programme design is highly relevant to international development priorities as Decent Work and migration feature strongly in the Declaration on the 2030 Agenda.*

### **Program design and relevance to local context**

The programme goal stipulates the very broad notion of poverty reduction, specifically mentioning expanding Decent Work opportunities within the garment sector.<sup>21</sup> Additional reference is made that reflects the ILO mandate to improve working conditions and compliance within the industry with Jordanian labour law (JLL) and the ILO core labour standards; as well as to the IFC's mandate of supporting competitiveness through enhancing economic performance within the industry.<sup>22</sup>

The program inputs of assessment, advisory services, and training at the factory level as a means toward promoting greater levels of compliance is coupled with an advocacy agenda (outcome 2) of “extending its impact beyond the factory level so that the industry becomes more stable in the long-term and contributes more to the Jordanian economy and society.”<sup>23</sup> The factory-level work is implemented based on the theory that with the more training and advisory services provided to factories, the more compliant they will become over time. This greater level of compliance together with the promotion of its success would lead to more favorable outcomes for the industry (long-term viability and stability) and greater levels of contribution toward the economy. The wording of this outcome does not provide for a clear relation to the ILO's Decent Work agenda or to poverty reduction for the Jordanian population beyond the programme's work in the garment sector, yet there is the reference to its growth as a contributing factor toward overall increased economic performance in Jordan.

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<sup>21</sup> The evaluation notes that the ILO's Decent Work Agenda contains 4 inseparable, interrelated and mutually supportive objectives: 1) respecting, promoting and realizing the fundamental principles and rights at work; 2) promoting employment by creating a sustainable institutional and economic environment; 3) developing and enhancing social protection measures; and 4) promoting social dialogue and tripartism. The fourth objective recognizes that the principal world of work actors, namely representative organizations of employers and workers, together with labour ministries and other relevant parts of government, have a critical role to play in implementing and taking forward the Decent Work Agenda.

<sup>22</sup> BWJ Phase 2 Project Document, page 8.

<sup>23</sup> BWJ Phase 2 Project Document, page 10-11; language used for Outcome 2 of the programme.

The third desired outcome of “Better Work Jordan has been transformed into a viable local entity under national leadership, supervised by the ILO” has been identified as unachievable given its low financial viability operating in an industry with only 76 factories. The dues and other fees paid by the factories and other stakeholders for BWJ services were determined by the BWJ programme to be insufficient to cover costs. Other approaches toward sustainability have been identified and strategized upon (see below).

### Relevance to ILO Jordan’s Decent Work Country Programme

The BWJ programme is among multiple programmes intended to contribute to the overall DWCP goal of promoting Decent Work in Jordan. As noted in the project document, the BWJ programme contributes specifically to Outcome 1.2: Working conditions and respect for fundamental principles and rights at work including for migrant workers and vulnerable groups are enhanced through strengthened compliance with international labour standards (ILS); and Outcome 1.3: Increased institutional capacity and mechanisms for social dialogue, collective bargaining and policy-making.<sup>24</sup> Under the DWCP 2016-2017 framework, BWJ reported on different outputs under the following outcomes:

- *Outcome 8:* Improved working conditions and productivity in the garment sector, through the Better Work project.
- *Outcome 11:* Evidenced based policies are supported by a greater involvement of social partners.
- *Outcome 14:* The Jordan Compact benefits both Syrians and Jordanians in terms of formal, decent employment.

The evaluation found that in practice, however, there were different opinions between some officials in the regional Decent Work team and the Jordan team as to the extent to which the BWJ programme did indeed support the DWCP. There was the question as to how Decent Work could be created within an industry of a majority migrant labour force when at the national level there exist many deficits and problems in the national labour law (NLL).

Further, the argument can be made that the BWJ program, in its attempt to address labour standards among garment factories within the QIZs only and specifically for those involved in exports, essentially is impacting only 60,000 workers in total, which is effectively less than 5 percent of the total workforce in Jordan.<sup>25</sup> The BW team points to, however, the challenges in effecting change at the national level, and the fact that the exporting garment sector is 25 percent of the total manufacturing sector.

The extent to which the BWJ programme contributes to the DWCP relates to its intended impact. Promoting capacity building within the garment sector without addressing and

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<sup>24</sup> BWJ Phase 2 Project document, page 1.

<sup>25</sup> The Jordan Strategy Forum cites Jordanian Government statistics of a total of 830,000 workers in the private sector and 550,000 in the public sector in Jordan. Of the 1.38 million total workers, the export garment sector, employing over 60,000 represents approximately 5 percent of the total workforce. In Jordan Strategy Forum, *Job Creation in Jordan: Emphasizing the Role of the Private Sector* (September 2016).

advocating at the policy level can lead to an exercise that is instructive in the sense that actors are “going through the motions”, yet how meaningful the outcomes may be would depend on how representational the actors are of their respective constituents, and whether the exercise is entered into with the genuine purpose of promoting Decent Work within the sector. Both of these points are discussed further below.

### Relevance to the Sustainable Development Goals (SDGs)

The BWJ programme is highly relevant to international development priorities. Decent work and migration feature strongly in the Declaration on the 2030 Agenda,<sup>26</sup> adopted by the UN General Assembly in September 2015. The Heads of State and Government resolved “to create conditions for sustainable, inclusive and sustained economic growth, shared prosperity and decent work for all, taking into account different levels of national development and capacities”.<sup>27</sup> They committed to working “to build dynamic, sustainable, innovative and people-centered economies, promoting youth employment and women’s economic empowerment, in particular, and decent work for all”.<sup>28</sup>

The BWJ programme is relevant to Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.” Given that 75 percent of the garment sector in Jordan is comprised of migrant workers from South Asia, the BWJ programme is relevant to SDG target 8.8 on “protecting labour rights and promoting safe and secure working environments of all workers, including migrant workers, particularly women migrants, and those in precarious employment”.<sup>29</sup>

The proposed global SDG indicators to measure this target focus on improving conditions of occupational safety and health and the right of all workers to freedom of association and collective bargaining, as an important means of realizing other labour rights. Given that target 8.8 specifically refers to migrant workers and women migrants, these indicators are also to be disaggregated by sex and migrant status:

- 8.8.1 Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status
- 8.8.2 Increase in national compliance of labor rights (freedom of association and collective bargaining) based on ILO textual sources and national legislation, by sex and migrant status

The ILO is the custodian agency for further developing the methodology for these two indicators, which are both classified as Tier 1 indicators (i.e. an established methodology exists and data are already widely available).

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<sup>26</sup> SDC Migration Network – Global Meeting on Migration and Development - Migration and Development in the 2030 Agenda: From Global Commitment to Collective Action - Discussion Note on Decent Work and Migration.

<sup>27</sup> UN, 2015, para 3

<sup>28</sup> UN, 2015, para 27

<sup>29</sup> See Annex 7 for breakdown of employment in the industry by Jordanian and migrant worker country of origin.

## B. Accomplishments in the sector: growth and non-compliance rates

### *Main findings:*

- *The garment sector has witnessed growth following the 2006 crisis, where exports in 2015 have exceeded 2005 export levels. There is the positive perception among stakeholders that the BWJ programme has played a significant role in the industry's growth.*
- *Data on non-compliance rates indicate overall a high number of non-compliances for those factories participating for just 1 year and a low number for those factories participating for 9 years, yet there is not a clear downward trajectory in number of non-compliances for factories participating between 2 and 9 years.*
- *The Phase 2 programme overall witnessed decreases in non-compliance rates in 38 percent of Working Conditions and 26 percent in core labour standards, which represents greater progress achieved as compared to the overall time period of 2010-2017. Yet greater increases in non-compliance were witnessed in 13 of the 21 Working Condition sub-areas, or 62 percent of the total number of areas; and 6 of the 19 Core Labour Standard sub-areas, or 32 percent of the total number of areas during Phase 2.*
- *Overall, stakeholders generally spoke to those non-compliances continuing to be most persistent within the industry to include overtime pay and verbal abuse. Yet the evaluation finds the more persistent areas of non-compliance are found in the areas of discrimination, due to the wage difference between local and migrant workers; freedom of association, due to the lack of such freedom in the Jordanian labour law and the GOJ's delay in ratifying ILO Conventions 87 and 98; OSH, reportedly due to the Jordanian labour law's stringent treatment on SH and medical staff; and HR/contracts.*

As noted above, the BWJ's dual objective is to support increased competitiveness in the industry along with improved welfare of workers. Trends within the industry during Phase 2 and before are discussed below.

### **Economic growth within the sector**

The garment sector in Jordan has experienced substantial growth, contributing toward the development of Jordan's economy. Figures from the Central Bank of Jordan (CBJ) show that clothing made up some JD979.13m (\$1.4bn) in exports in 2015, up from JD908.2m (\$1.3bn) in 2014.<sup>30</sup> The Economic Division of the Jordanian Embassy in Washington DC cites 20 percent annual growth over the past 5 years.<sup>31</sup>

Stakeholders to the programme spoke of the value added the BWJ programme has provided to the industry's work. Employers' associations spoke of the ILO – IFC – BWJ brand as having a very positive value for the industry. Buyers also spoke highly of BWJ, appreciating its

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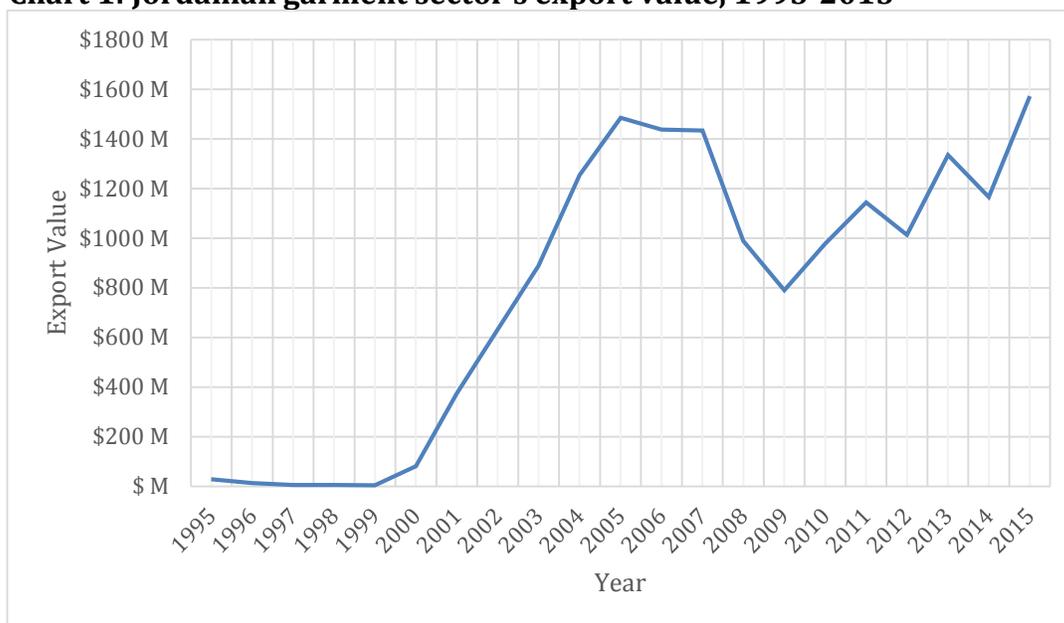
<sup>30</sup> <https://www.oxfordbusinessgroup.com/analysis/tailored-solutions-garment-and-textiles-segment-represents-economic-success-story-kingdom>

<sup>31</sup> [http://www.jordanecb.org/Public/English.aspx?Site\\_Id=1&Page\\_Id=561&menu\\_id=38](http://www.jordanecb.org/Public/English.aspx?Site_Id=1&Page_Id=561&menu_id=38)

presence within the industry and the compliance reports it produces. Stakeholders described BWJ's support and participation at buyers' forums as very positive.

Stakeholders have attributed BWJ's approach to providing auditing and capacity building services to the factories, at a time when the MOL labour inspection unit has not had sufficient capacity, as playing a significant role in enabling the industry to recoup after the 2006 crisis. The FTA with the USA in 2010 and the confidence of buyers to buy from Jordan again led to renewed growth. Chart 1 below illustrates the growth trajectory following the 2006 downward trend, where 2015 revenues have now exceeded 2005 revenues at nearly \$1.6bn, according to the BACI International Trade Database.

**Chart 1: Jordanian garment sector's export value, 1995-2015<sup>32</sup>**



### Non-compliance trends within the garment industry

The BWJ programme team conducts assessments for each participating factory one time per year, based on the framework featured in Annex 8. The compliance clusters and corresponding compliance points cover Core Labour Standards (CLS), namely child labour, discrimination, forced labour, and freedom of association and collective bargaining. The four remaining areas are referenced as Working Conditions, which include compensation, contracts and human resources, occupational safety and health (OSH), and working time.

In identifying trends within the industry, the evaluation examined BWJ available data on all factories and reviewed emerging trends in 2 areas: average non-compliance rates by factory over BWJ cycle length; and trends in non-compliance rates over time from 2010 to 2017.

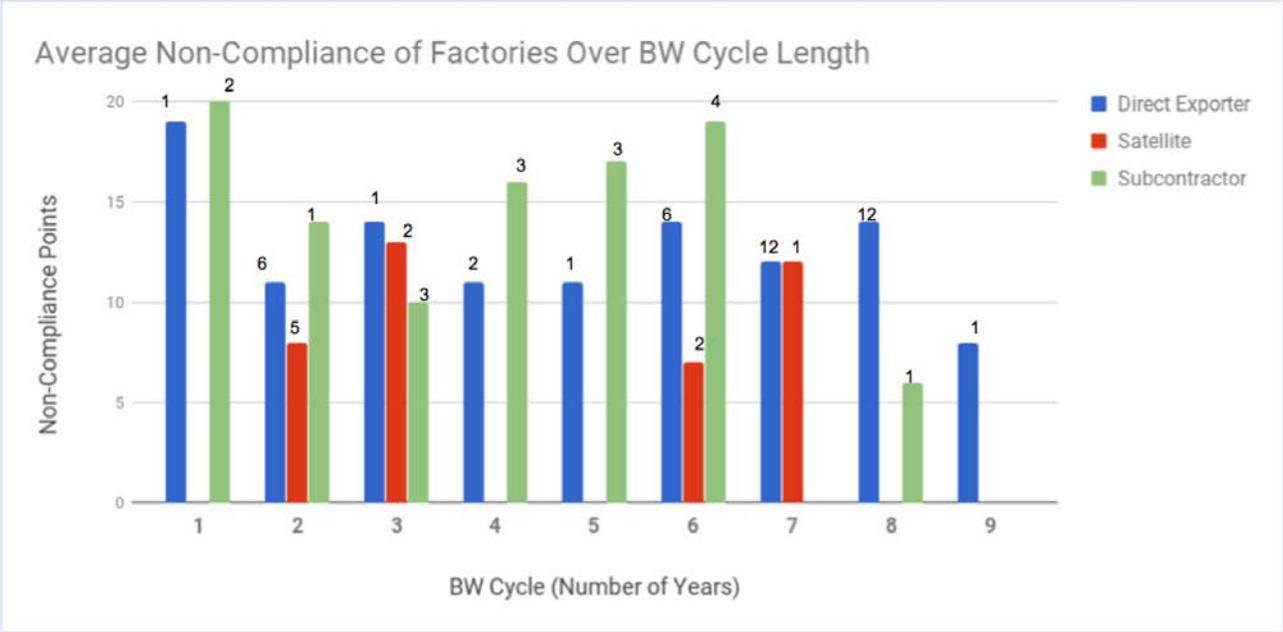
<sup>32</sup> BACI International Trade Database. The original data is from the United Nations Statistical Division (COMTRADE).

Each compliance point consists of several questions, as noted above, and the numbers discussed below represent an aggregate for each of the areas.<sup>33</sup>

**1. Average non-compliance rates over BWJ cycle length**

The data indicates that for those factories participating just 1 year thus far have a large number of non-compliances, and that those who have participated for 8 to 9 years do indeed have fewer numbers of non-compliances on the whole. Both direct exporting factories and subcontracting factories participating for just 1 year have approximately 20 non-compliances on average, while direct exporting factories participating for 9 years have 8 to 9 non-compliances on average. Chart 2 below averages the number of each type of factory along the years of participation in the BWJ programme, providing a snapshot of year 2017.

**Chart 2: Average non-compliance rates for factories from cycle 1 to 8 for year 2017<sup>34</sup>**



The chart also shows an upward trajectory among both satellite and direct exporting factories, which have participated between 2 and 8 years. There is an increase on average of 5 non-compliances for direct exporting factories participating in the BWJ between 2 and 5 years, as well as an increase of nearly 10 non-compliances for those subcontracting factories participating between 3 and 6 years. Similarly, there is not a downward trajectory for satellite factories, as the data shows a repeated upward trajectory of non-compliance from years 2 and 3, as compared with years 6 and 7.

**2. Non-compliance trends over time**

<sup>33</sup> While the aggregate level analysis provides for interesting and effective analysis, further nuance would have been achieved through more detailed analysis of question-level trends for each cluster point. This data was not easily accessible at the time, given the scope of the evaluation.

<sup>34</sup> Based on BWJ programme documentation provided to the evaluation.

Since the start of Phase 2 there have been a greater number of CLS seeing an overall decrease in non-compliance, from 5 (featured in bold in Table 3 below) as compared to 2 for years 2010 to 2017. These 5 areas include Union Operations (100 percent); Other Grounds (11 percent); Race and Origin (5 percent); Interference and Discrimination (2 percent); and Coercion (1 percent). The more recent improvement may point to better success during Phase 2 with a more refined service delivery approach of capacity building and assessment. Yet while the Phase 2 programme overall witnessed decreases in non-compliance rates in 5 of the 19 CLS sub-areas, or 26 percent, there was also an increase in non-compliance rates in 6 of the 19 CLS compliance points, or 32 percent, with no increase or decrease from year 2014 to 2017 in 32 percent of the compliance points.

**Table 3: Summary of Core Labour Standard trends within the garment industry, 2010-2017<sup>35</sup>**

	Compliance cluster	Compliance point	Percentage increase/decrease between 2014 and 2017 - Phase 2 time period)	Percentage increase/decrease between 2010 and 2017)
Core Labour Standards	Child labour	Child labourers	+1	+1
		Unconditional worst forms	+/- 0%	+/- 0%
		Hazardous work	+1%	<b>-4%</b>
		Documentation and protection of young workers	+2%	+4%
	Discrimination	Race and origin	<b>-5%</b>	+70%
		Religion and political opinion	+/- 0%	+/- 0%
		Gender	+1%	+36%
		Other grounds	<b>-11%</b>	+36%
	Forced labour	Coercion	<b>-1%</b>	+1%
		Bonded labour	+/- 0%	+/- 0%
		Forced labour and overtime	+/- 0%	+/- 0%
		Prison labour	+/- 0%	+/- 0%
	Freedom of association and collective bargaining	Freedom to associate	+100%	+100%
		Union operations	<b>-100%</b>	<b>-50%</b>
		Interference and discrimination	<b>-2%</b>	+/- 0%
		Collective bargaining	+85%	+87%
		Strikes	+/- 0%	+/- 0%

There were high rates of fluctuation for the CLS areas, as illustrated in the charts in Annex 9. Discrimination, freedom of association and collective bargaining saw greatest fluctuation over the years of Phase 2 and since 2010 to the present.

Some of the shifts in non-compliance rates are due to changes in the assessment tool that

<sup>35</sup> The analysis is based on the data provided in BWJ's annual reports 2010 - 2017, which presents a review of the industry and areas of compliance. The evaluation acknowledges that access to greater detail on data provided on each question under each compliance cluster would provide greater nuance in the discussion. This data was not readily accessible to the evaluation.

were made across all BW countries. Because Jordanian law does not fully protect the freedom to form and join the union of one's choosing in line with international standards, all factories have been non-compliant on these issues throughout the course of the programme. The shift in non-compliance from Union Operations to Freedom to Associate in 2015 reflects the fact that the questions relating to freedom to form and join unions and union federations were moved from Union Operations to Freedom to Associate. The increase in non-compliance under Collective Bargaining is related to the failure of factories to fully implement sector-wide collective bargaining agreements, which have imposed additional compliance obligations upon employers. The increase in discrimination based on race and origin stems primarily from the introduction of legally mandated increases in minimum wages for Jordanian workers that have not been accorded to migrant workers.

For those areas categorized as working conditions – compensation, contracts and human resources, OSH, and working time – the areas of greatest progress in decreased non-compliance rates were employment contracts, regular hours and emergency preparedness, as illustrated in Table 4 below.<sup>36</sup>

**Table 4: Summary of working condition trends within the garment industry, 2010-2017<sup>37</sup>**

	Compliance cluster	Compliance point	Percentage Increase/Decrease Between 2014 to 2017 - Phase 2 time period	Percentage Increase/Decrease Between 2010 to 2017
<b>Working Conditions</b>	Compensation	Minimum wages	-2%	-5%
		Overtime wages	+17%	+12%
		Method of payment	+3%	+12%
		Wage information, use and deduction	+7%	+18%
		Paid leave	+17%	+14%
		Social security and other benefits	+15%	+25%
	Contracts and human resources	Employment contracts	-19%	+32%
		Contracting procedures	-1%	+52%
		Termination	+18%	+25%
		Dialogue, discipline and disputes	+41%	+51%
	Occupational Safety and Health	OSH Management Systems	+45%	+71%
		Chemicals and hazardous substances	+17%	+20%
		Worker protection	-8%	+54%
		Working environment	-8%	+12%
		Health services and first aid	+36%	+86%
		Welfare facilities	+8%	+20%
		Worker accommodation	+3%	+37%
Emergency preparedness		-12%	+34%	
Working time	Regular hours	-11%	+8%	

<sup>36</sup> Annex 10 features in chart format actual fluctuations in each compliance cluster over time.

<sup>37</sup> The analysis is based on the data provided in BWJ's annual reports, which presents a review of the industry and areas of compliance.

	Overtime	-6%	-9%
	Leave	+9%	+9%

Since Phase 2 and the beginning of training, in addition to advisory and assessment services that began during Phase 1, there have been a greater number of Working Condition areas seeing a decrease in non-compliance, from 8 (featured above in bold) as compared to 3 for years 2010 to 2017. Some degree of positive change is seen in all 4 Working Condition areas, with the greatest positive change in employment contracts (19 percent), emergency preparedness (12 percent) and regular hours (11 percent).

The Phase 2 programme overall witnessed decreases in non-compliance in 8 of the 21 Working Condition sub-areas, or 38 percent in total. While there were increases in non-compliance witnessed in 13 of the 21 Working Condition sub-areas, or 62 percent.

### C. Effectiveness in BWJ delivery of core services: assessments

Main findings:

- *Assessments are overall well regarded by stakeholders, including employer association and buyers.*
- *Stakeholder issues identified with regard to the lack of a clear downward trajectory in non-compliance by the end of Phase 2 include: varying levels of competency among BWJ staff; introduction of new standards agreed upon in the CBAs; lack of a nuanced assessment tool in the CAT; and lack of changed sourcing behavior by buyers.*
- *There is the question as to whether a more conducive environment with other inputs needs to be in place – such as a more fair labour market as mandated by JLL as well as improved buyer behavior -- with a more stable measurement system to provide for a clearer trajectory over time. While a clearer measurement approach can be applied by the BWJ programme, there is still the question as to whether the BWJ approach is effectively working toward the desired change or whether the programme has reached a plateau given the Jordanian context.*
- *BWJ began documenting communications and response with the MOL concerning ZT non-compliance only in year 2016. Just one factory in 2015 is identified as closed due to 5 cases of forced labour and 2 cases of child labour. Transparency and more decisive action on ZT is a controversial point among stakeholders.*

The evaluation notes the steady and consistent work of the BWJ team in engaging with the factories during assessment. The documentation is detailed, there is follow-up with the factories, BWJ staff members discuss their work within teams, and quality assurance appears to be in place. The evaluation also notes fluctuation can take place within any given factory; progress on one compliance point may later lead to a non-compliance in the same area. Achieving compliance effectively is an ongoing and dynamic process.

Factories visited and industry leaders interviewed were generally appreciative of the BWJ

program, describing their dual approach of assessment and capacity building as one that is both supportive and correct for the apparel industry. Further, the BWJ assessments were overall highly regarded by buyers. Buyers spoke of the value and reliability of the reports, and their paid participation in the BWJ programme, which includes receipt of the reports, in part demonstrates this affirmation.

Yet there were multiple issues identified with the assessments by stakeholders as they relate to the overall trends emerging from the data, as presented above. Why there is not a clear downward trajectory following years of BWJ participation – which includes training and advising to build capacity -- may be due to a number of factors, according to BWJ stakeholders. The following possible reasons were a point of discussion:

- ***Varying levels of capacity and experience among the BWJ team as influencing the industry trends.*** Two of the 5 factory managers interviewed as part of the evaluation pointed to a certain level of subjectivity involved in the BWJ reports, indicating that it depends on who does the assessment. As noted above, the factories visited as part of the evaluation do not constitute a representative sampling, yet it raises questions about the Quality Assurance system in place. Other stakeholders to the evaluation also pointed to a difference among capacity and experience, questioning whether those EAs with more experience and greater capacity provide more accurate assessments – to the point of impacting the trends illustrated above.

Yet the evaluation found a coherent QA system in place that, if followed, should ward against significant error. Through email correspondence, the BWJ team describes a system of checks and balances: “The decision on whether or not to report something as ‘non-compliance’ is guided by the Guidance Note, which goes through review from the legal expert in BWG. In theory, there should not be any discrepancy between EAs evaluating the same compliance issue, as the team should follow the notes. In case there is uncertainty if something should be considered as ‘non-compliance’, the EAs discuss these issues with the Team Leaders. This review chain also aids in ensuring that Quality Assurance is in place. The EAs have monthly meetings where any concerns over interpretations are shared and sorted. In order to keep an updated guidance note and legal reference, the CAT is generally reviewed twice a year.”<sup>38</sup>

- ***The introduction of new standards during the program, particularly through the CBA negotiations, provides for a moving measure on non-compliance.*** The industry CBA affects the legal reference in the Compliance Assessment Tool’s (CAT) Guidance Note for clusters being assessed against national standards. The BWJ team notes that the CBAs have raised the bar in certain areas, particularly where Jordan’s labour law is weak or unclear. These areas include Freedom of Association and Collective Bargaining, Compensation, Contracts & Human Resources, and OSH. Where new measures are added, the overall trends on non-compliance may be impacted. As illustrated above in Section B, these areas have higher levels of non-compliance among factories.

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<sup>38</sup> Email correspondence, 4 January 2018.

A moving standard does provide significant challenge to interpreting the outcomes of the assessment trends. As noted above, these areas do have higher levels of non-compliance among factories, particularly Freedom of Association and Collective Bargaining. Yet these moving standards also represent the outcome of a social dialogue process supported by the programme, whereby agreements are made and follow-up is promised. Thus the trends do reflect the state of the industry. Upward trends over time will depend on greater gains made in these areas, which, as discussed elsewhere in this report, rely on change in JLL.

- ***The CAT is insufficiently nuanced as an assessment tool to ensure accuracy.*** There is the additional argument that the way by which the CAT is structured, a negative mark to one out of several questions results in non-compliance; a factory must meet all to be compliant. There was the suggestion by one stakeholder that further refinement of the CAT as a measurement tool to allow for greater nuance, particularly in the area of freedom of association, would provide for a more accurate overall assessment. While this may be true and greater nuance could be achieved, the trends emerging from the use of the tool is based on application of the same approach from start to finish.
- ***In their demand role, buyers' sourcing behavior has not provided significant incentive for factory compliance:*** Several stakeholders maintained there was not a clear shifting away on the part of buyers from non-compliant factories toward more compliant suppliers. As a result, factories do not maintain their compliance efforts beyond the first year. The Tufts research affirms the Jordanian experience with other BW countries, where the biggest gains in correcting non-compliance occur during or after the program's first year. Enterprises are most concerned about potential risks to their reputations and relationships with buyers and brands. The evaluation did not identify changes in sourcing behavior, although this was an observation articulated by several stakeholders. Further, it may be noted that the direct exporting factories are more influenced by buyer decisions, whereas sub-contracting factories are not.

There is the question as to whether sufficient time has passed to evaluate overall progress made as an industry and the BWJ's role in supporting greater capacity, or whether a more conducive environment with other inputs needs to be in place – such as a more fair labour market as mandated by JLL as well as improved buyer behavior -- with a more stable measurement system to provide for a clearer trajectory over time. While a clearer measurement approach can be applied by the BWJ programme, as discussed above, there is still the question as to whether the BWJ approach is effectively working toward the desired change or whether the programme has reached a plateau given the Jordanian context. The evaluation discusses below the degree to which non-compliance has been addressed, access and targeting of training, and overall labour standards and the labour market as it relates to lack of freedom of association granted to workers.

### Reporting of Zero Tolerance cases

A select number of questions or points within the CLS are considered zero-tolerance (ZT) issues. These issues, according to the BWJ *Better Work Jordan: Garment Industry 6<sup>th</sup> Compliance Synthesis Report* are considered serious human rights violations found in

factories, including child labor, forced labor, sexual violence as well as issues that pose an imminent threat to worker health and safety.<sup>39</sup> The ZT protocol stipulates that the BWJ programme will report to MOL on non-compliance within these areas. The MOL will then take steps to investigate and rectify the problem, including by taking enforcement action, while ensuring that all remedial actions taken are in the best interests of the victim.

BWJ began documenting communications and response with the MOL concerning ZT non-compliance only in year 2016. Those cases reported to the MOL are listed in Annex 11. Just one factory in 2015 is identified as closed down due to 5 cases of forced labour and 2 cases of child labour. There are 4 cases listed for years 2016 and 2017, which relate to passport confiscation (5), child labour (2), physical abuse (1), and OSH (1). All cases were reported by BWJ to MOL and the factories received a letter of notice and in most cases a penalty. At the time of the evaluation, the courts closed a factory called Top Tex after MOL took action.

Action taken on ZT non-compliance was a point of discussion among stakeholders at the validation workshop. The majority of participants in the workshop believed that the MOL's approach is appropriate and sufficient, while a minority indicated that there should be no ZT issues found at all within the garment sector, and that the guidance or framework for MOL's approach to dealing with the factories with ZT prevalence should be revisited. In interviews with other stakeholders, including civil society and some ILO technical specialists, there was the very real concern expressed about how few factories have been closed down. These stakeholders were of the opinion that more stringent measures should be taken as a means to enforce greater compliance within the sector.

Lastly, it must be acknowledged that, while a QA system is in place for the BWJ programme, an independent validation of its data has not, to the knowledge of the evaluation, taken place.

#### **D. Effectiveness in delivery of core services: capacity building**

##### *Main findings:*

- *BWJ training and advisory services provided was overall considered of high quality, was well contextualized and based on audits performed, and it focused on encouraging application of new skills and knowledge.*
- *Yet access was problematic, with on average (for years 2014-2016) 65 percent of factory units participating in training. Further, those factories with the greatest number of non-compliances did not participate, particularly among the group of sub-contracting factories.*
- *While training focused on application of skills, there was not systematic follow-up after training with select participants to determine potential change in the workplace as a result of application of new knowledge and skills.*

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<sup>39</sup> *Better Work Jordan: Garment Industry 6<sup>th</sup> Compliance Synthesis Report*, page 7. The only reference in the annual reports is the definition of the ZT protocol. The evaluation did not identify explicit reporting on these issues and any follow-up taken; data found on ZT, as outlined in Annex XX, was unpublished programme data.

## Training for factories

Overall, stakeholders who had participated in training indicated very positive reports on the quality and relevance of BWJ training they had experienced. The evaluation did not come across any negative comments during interviews with stakeholders. Table 5 below maps the training provided by year:

**Table 5: Training provided during Phase 2<sup>40</sup>**

Year	Number of factory units participating	Training courses	Numbers trained	Of total numbers female trained
2014	44	OSH (workplace and dormitory), fire safety, supervisory skills, Management systems, PICC for worker, chemical safety, grievance handling, workplace communication	2397	1754
2015	51	Supervisory skills, management systems, PICC induction training, communication in workplace, sexual harassment, industrial relations, self-reporting, fire safety, OSH (dormitories),	2379	1512
2016	53	Sexual harassment (various levels), fire safety, workplace communication, personal hygiene, women's health, OSH (dormitories), OSH awareness, pre-departure training, basic rights and responsibilities, team building	3014	2552
Jan-Sept 2017	34	Workplace communication, supervisory skills, personal hygiene, risk assessment, OSH (workplace and dormitories), PICC roles and responsibilities, OSH management systems, Leadership skills for middle management, managing people – leadership skills, financial literacy (workers), risk management, grievance mechanisms, fire safety	1526	1049

Based on the programme's training reports and summaries, the greatest number of trainings was implemented in 2016 for over 3000 participants representing 53 factory units. In total from 2014 to September 2017, a total of 10,316 participants were trained.<sup>41</sup> BWJ has trained, on average 49 factory units over years 2014, 2015, and 2016. Its access to all factory units falling within its mandate is on average for those years at 65 percent.

<sup>40</sup> Data summarized from BWJ programme data, entitled 'Training Report 2014-2015', 'Training Summary 2016-2017', and 'Training Summary 2017'. The project has used 2 different systems for capturing data on trainings. Later other figures tabulated manually were identified for previous years (2014-2015) and this table was then updated. Factory units are counted separately for Column 2, e.g., for several factories that have multiple units, instead of 1 factory counted, the total number of units is counted. There are a total of 75 factory units, according to the BWJ document, "Enterprise\_Report\_Jordan\_FactoryList-August 2017".

<sup>41</sup> This total number of participants includes duplications; the same individual attended more than one training.

Of the 2016 and 2017 list of participatory factories reviewed, there is a mix of direct exporting factories and satellite factories participating in training, with the greatest number of participating factories as direct export. There are even fewer sub-contracting than satellite factories. There is also a mix in the range of non-compliances for the factories as based on 2017 data available. Those factories with the greatest number of non-compliances were not accessed with training, which appeared to involve more sub-contracting factories. The training summaries provide factory names but do not always specify the unit, so a more precise calculation is not possible.

The average amount of training hours appears to be 2, with some just 1 hour, and a small number held for 1 full day. Training has been provided in multiple ways: large groups with multiple factories represented among the participants; for factory employees within a given factory setting; and to address larger industry trends, the implementation of industry seminars targeting factory management. As an example of this latter type of training, in 2017, BWJ provided seminars on HR systems and grievance mechanisms after identifying an industry need and demand for such topic.

The impetus for training is both buyer-driven as well as factory needs-based. In general, training delivered to factories is on a case-by-case basis. For instance, a factory that has repeated cases of verbal abuse or shouting supervisors will be advised to implement training on Supervisory Skills Training (SST) and/or Workplace Communications. In some cases the factory requests certain training because it was recommended or required by their buyer(s) or because they have identified certain needs in their factory. As another example, OSH dorm training and the personal hygiene training delivery is generally related to the dorm findings.

For those factories that were receptive, the need for training and advisory services appeared to be largely based on auditing outcomes. Advisory assistance was reportedly given by BWJ programme staff on an informal basis to address various non-compliances found. Formal trainings delivered were also based on auditing outcomes, but the availability of a trainer with particular expertise and timing may have determined less targeted capacity building efforts overall.

The evaluation notes that there were inherent logistical challenges to providing well-targeted capacity building efforts through training to 76 factories based on specified needs at the factory level at any given time. Several BWJ staff reflected on this question, however, and felt that they had resources available to them when they needed it, either within their own team based in Amman or from other ILO officials within BWG or elsewhere. Given the small factory sampling size, the evaluation was not able to determine whether the factories were sufficiently satisfied with available services based upon their need at any given time.

From available data, the evaluation was able to identify the following:

- ***Satisfaction survey form used for trainings implemented 2013 to 2015 indicate high levels of participant satisfaction:*** Data collected by the programme shared with the evaluator typically indicates very strong agreement to statements such as ‘Did you feel you gained valuable knowledge from the course?’ and ‘Will this training experience be

useful in your job?’ Data collected on training implemented in years 2013, 2014 and 2015 consistently convey roughly an average of 4.5 on a 5-point scale. Participants also responded favorably to questions on training methodology and course administration.

Several questions included in the satisfaction survey relate to application of learning upon return to one’s job: ‘Will you do any part of your job differently as a result of this training?’ and ‘If yes, what will you do differently?’ Again, a very favorable response to the first question, and responses to the second including, for a training on supervisory skills, for example, ‘I will do some changes on my way dealing with workers and treat workers equally’, ‘Resolving conflict and correcting poor performance’, ‘Supervisors must be more quiet and full of patience,’ and ‘Be positive and smile’, and ‘I will change my negative character’.<sup>42</sup>

- ***While the training design was applied with the request to participants to develop an action plan, there was not a systematic follow-up by BWJ staff with the attempt to monitor training outcomes.*** The applied nature of the training was evident in training materials shared during several interviews. Participants were tasked to develop an action plan to apply their new knowledge and skills in their work upon return to their factories. While BWJ staff following up on factories would check on areas of non-compliance and training outcomes on an ad hoc basis, the evaluation notes there was not a systematic follow-up on training implemented as a programme monitoring activity to determine its relevance and effectiveness for factory staff. Nor was there a systematic effort to link training outcomes to any participant application of new learning and skills in the workplace. Effectively the following year’s assessment report has served as the means for monitoring training and advisory outcomes by the programme. Yet this lack of follow-up linked directly to training has not enabled the programme to more concretely identify training outcomes and its link to improved areas of compliance overall.

### Capacity building for Ministry of Labour

Three labor inspectors from the Labor Inspectorate are seconded to the BWJ program and working alongside other BWJ staff, representing another type of capacity building approach for the BWJ programme. One day each week is spent working alongside their inspector colleagues at the MOL and/or providing training. Both BWJ and MOL respondents to the evaluation viewed this arrangement positively. The 3 seconded inspectors were reportedly among the top of their peers and identified through rigorous testing and exams provided by the ILO. Further, a set of competencies was identified and learning objectives outlined for their secondment to BWJ. While the process has been very favorable and the learning opportunity for the 3 seconded inspectors very good, the challenge for their use and the sustainability of capacity built after they return to the MOL is crucial and remains to be planned and agreed upon formally.

Several years ago the Labor Inspectorate doubled in size, after approximately 100 staff were added. While previously training for 6 months was provided, and new recruits underwent a

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<sup>42</sup> While these positive responses were consistently featured in the Training Evaluation Report Summaries documents, it was not possible to quantify as the total number of trainees were not identified.

training and shadowing program before taking on their full work as labor inspectors, these new inspectors were not properly trained. The BWJ reportedly provided some training, but it was not to the extent they normally receive compared to the previous training program.

Where there are challenges with numbers and capacity in the labour inspectorate, the MOL as a whole has experienced significant leadership change over the years. Since 2009, there have been 12 ministers, invariably resulting in the lack of clear direction and leadership. Thus the labor inspectorate within the MOL, reportedly once the strongest within the region, has been neglected.

Effectively the BWJ has provided inspection services on behalf of the MOL in the QIZs, a dependency that has not served its ultimate interest in developing a high performing labour inspectorate, yet seemingly a necessary service during a time when the labour inspectorate has been low priority under the rapid turn-over of ministers in the MOL, and particularly when the majority of the garment sector's workforce is of a vulnerable group.

## **E. Influencing agenda: successes and challenges**

### *Main findings:*

- *The significant wins in the Outcome 2 area for the BWJ Phase 2 programme include the development and acceptance of the unified contract and public reporting;*
- *Transparent decision-making by the MOL committee charged with the mandate to decide on factory applications for foreign workers is a vital link to address workforce composition;*
- *While the CBAs are commonly lauded as a win for the industry, the question of genuine representation and participation of workers within the industry poses a critical question for the programme as to what extent Decent Work is achievable within one industry without an improved labour market overall that guarantees freedom of association and one minimum wage for all workers.*

There were several broad areas of concern discussed among stakeholders during the evaluation that reflect areas of BWJ success in advancing its advocacy agenda as well as reveal specific challenges to its approach. These include the negotiation of the CBAs and problems of representation as well as freedom of association; the minimum wage issue in particular; achievement of public disclosure; and implementation of the unified contracts. They all relate to the weak status of migrant workers working in the garment sector in Jordan, which, as discussed below, impact employment realities for Jordanian citizens as well as refugees from Syria.

### **Preference for migrant workers over Jordanian workers in the garment sector**

There has been a range of research conducted by multiple actors as to why the garment sector historically has not been able to attract Jordanians and more recently, Syrian refugees, to work in factories. Findings include the image of the garment sector as that which employs only migrant labour, the image of factories in the QIZs as 'owned' or affiliated with Israel, the

inconvenience of distance traveled between the QIZs and Jordanian residential areas, conservative cultural values restricting women's work outside the home, and the lack of desire to labour for the low wages the sector offers. An additional factor, often voiced by factory owners and managers themselves, is that local labour is not qualified to meet the demands of the industry. Thus they have pursued permission for visas and work permits for workers from South Asia.

Interestingly, the evaluation found that among the early observations in the IFC-funded pilot project to support greater productivity in the satellite factories was that there is a need to coordinate and synchronize timing among workers in the production line, which is a common problem for newer factories. This was identified as more of an issue than individual skillset among the Jordanian workers. Further PICC members of a satellite factory visited were asked to compare their experience working in an all-Jordanian workplace to their previous experience working alongside South Asian workers in a large direct exporting factory. They responded that their skillsets were the same, yet what was different between Jordanian and South Asian was machine repair, a skill normally done by men and with which there was little experience as compared to their South Asian counterparts.

Yet another historical reality is the profit-making involved in what was the trafficking of workers into Jordan, which reached its height in 2006 when the industry was exposed. Stakeholders to the evaluation spoke of factories rejecting qualified Jordanian workers at the time in favor of foreign workers from South Asia. Further, the preference to arrange for the travel and paperwork for new foreign workers meant that those foreign workers finishing a contract or choosing to stay in Jordan and work with another employer was a less lucrative prospect than bringing in a new foreign worker.

While the practice has greatly declined since the industry was exposed, and the incidence of forced labour greatly reduced as noted above, there is evidence to indicate some challenges still exist for a transparent and clear evidence-based approach to decision-making on the need to import more foreign labour into the industry. Importation of migrant labour is still deemed of value by the sector. The MOL committee charged with the mandate to decide on factory applications for foreign workers plays a crucial role.

### **Unified contract**

In December 2015, BWJ, in cooperation with industry stakeholders, successfully lobbied for a unified contract. The new unified contract standardized workplace and hiring rules, minimizing the possibility of discrepancies in recruitment across different countries. Under the new document, it has become more difficult for employers to switch contracts or provide contracts in languages not understood by the migrant workers. While in practice there may still be abuse in the workplace as well as during the recruitment process, this has been an important step to assisting migrant workers. During interviews with workers at the factories, all indicated they were in possession of their contracts as well as their passports.

### **Public reporting**

In November 2016, the GOJ agreed to BWJ publicly releasing factory-level data on 29 areas of non-compliance, including freedom of association, discrimination, forced labour, child labour, OSH, and contract/HR issues. A contentious issue within the sector among stakeholders, it represented an advocacy gain for the BWJ programme, and now aligns the country with other BW countries. Public reporting was a condition required by the World Bank in its recent aid program to support economic growth in Jordan.

### Problem of freedom of association for migrant workers in Jordan

Article 23 (f) of the Constitution states that free trade unions may be formed within the limits of the law, and the Jordanian Labour Code provides limited rights to form and join a trade union. Collective bargaining is permitted, although not in the public sector. However, Jordanian law still includes restrictions on freedom of association and social dialogue, and Jordan has still not ratified Convention No. 87 on freedom of association and protection of the right to organize. However, it has ratified Conventions No. 98 on the right to organize and collective bargaining, No. 135 on workers' representatives, and No. 144 on tripartite consultation.<sup>43</sup>

While historically Jordan has been an extremely and unusually welcoming country to foreigners, the evaluation found that a public debate now prevails in Jordan as to what extent JLL is to provide protection to all workers, Jordanian, refugee and migrant. Jordan will likely continue to be an attractive destination for labour migration, yet the challenge for freedom of association for migrant workers, as a fundamental right and part of the Decent Work agenda, continues to be a problematic area for the garment sector and for the BWJ programme. The GTU is the only legal option for migrant workers to join a union; they are not allowed by law to form their own associations.

The evaluation notes the following:

- ***Inconsistency on migrant worker membership in the GTU:*** Industry leaders indicated that migrant workers have the choice to join the GTU as indicated in their contract. The employment contracts were described as including a page devoted to the trade union, giving workers the option to accept or decline membership with the General Trade Union (GTU). This preference made at the individual level would then lead to a reality where some workers within any given factory are members and others are not. Yet in practice, the evaluation notes a consistency where workers in those factories visited were either all members or none were members.

Further, the evaluation found among workers interviewed a combination of the following realities:

- Workers knew 0.5 JD was deducted from their monthly paycheck yet they received no services from the GTU and did not know how to access them;
- Workers knew 0.5 JD was deducted from their monthly paycheck and they knew of GTU services and how to access;

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<sup>43</sup> ILO Decent Work Country Programme for Jordan, page 33.

- Workers did not know 0.5 JD was deducted from their monthly paycheck, did not know of the GTU and their services, yet management indicated the amount was deducted from paychecks.

The various scenarios suggest a discrepancy in migrant worker membership with the GTU, where confusion lies in the direct transaction between factory management and the GTU. A means by which evidence is shared of actual membership desired by workers, or of the withdrawal and payment made by factory to GTU would be of value. An alternative may be that those workers interested in membership pay their dues directly to the GTU.

A problem also noted by the mid-term review, the evaluation did not identify any further progress by the programme in this area. As noted in Annex 12, the programme indicates that it is encouraging the union to increase communication with workers on this issue.

- ***Migrant worker representation and participation in GTU:*** While migrant workers are not able to start their own union and enjoy freedom of association, the will for genuine representation within the GTU is also a question. Migrant workers are denied the right to run for higher office within the GTU. The evaluation also notes that the GTU did not invite its migrant worker members to vote in a recent election. No effort was made to facilitate their participation.

### Implementation of Collective Bargaining Agreements

The GTU, General Union of Owners of Garment Factories (AOFWG), and JGATE have negotiated 3 CBAs, 2 during Phase 2 in 2015 and 2017, and one during Phase 1 in 2013. Reportedly the setting of the wages for migrant workers has always been a primary impetus for the CBAs from the beginning.<sup>44</sup> The latest one in 2017 was initiated by the industry stakeholders upon the raising of the minimum wage for Jordanians by the GOJ.

According to one stakeholder interviewed, buyers resisted the 2011 increase in the minimum wage, and the search for a solution led to the development of the first CBA. Instead of pursuing the opportunity to return to the basic agreement of the QIZs, to create employment opportunities, benefit the Jordanian labour market, and enhance the industry to make it attractive to young Jordanians, a settlement believed to be acceptable at the time to the buyers was reportedly agreed upon that kept migrant workers receiving less than the Jordanian minimum wage. Two CBAs later, migrant workers are still not earning the Jordanian minimum wage. Further, as 13 shows, what has been negotiated as part of the CBAs is not much more than what JLL provides.

For the third CBA, the BWJ programme withheld endorsement of the process and did not participate. The point of contention was the interest to assess the actual value of the in kind

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<sup>44</sup> There were many factors, in addition to wages, that led to social dialogue and the development of the sector wide CBAs. The Garment union wanted to take a strategic approach toward sustaining its representation efforts, given the high turnover of the migrant workforce in the industry. Both the union and employer organizations wanted to bring stability to the sector, given the frequent strikes that took place prior to the signing of the first CBA. The CBA includes grievance and dispute resolution procedures that are intended to support a resolution of industrial relations' conflicts.

portion of migrant worker salaries (food and accommodation) and to determine a new cash value that would presumably make the migrant in-kind and cash wages equal to the Jordanian minimum wage. BWJ programme staff indicated to the social partners that the ILO's approach would be to assess this in a transparent way; instead, reportedly, the employers association contracted their own firm to undertake the study, and the methods and outcome were reportedly not transparent.

While the industry claims transparency was eventually achieved through presentation of the methodology followed by discussion at a PAC meeting in summer 2017, this appears to be an area of disagreement among stakeholders. Further, the industry claims that they went ahead with the third CBA without BWJ since they had already been previously trained by BWJ to freely construct and to achieve a final consensus. Varying interpretations about the CBA may result from insufficient and clear communication among the actors in Amman. This is a crucial point as there is difference in opinion as to whether equality in wages has been achieved among migrant workers and Jordanian workers.

Restrictions on freedom of association, one of the core labour standards assessed by the BWJ programme, remains an issue for all factories in the sector. Some stakeholders were adamant that without freedom of association, further gains within the sector could not be made. The evaluation notes that there has been incremental progress since the start of Phase 1 when migrant workers were not able to join any union and nor could they be elected at the enterprise level. Yet the question remains whether further gains can be made beyond this in the current circumstances.

#### **Social dialogue at the factory level: PICCs**

The PICCs were established with the objective to support communication between the management and workers within the factories. Their purpose, as noted in the Phase 2 project document is to serve as a forum to discuss and resolve issues that arise from the assessments done by BWJ and to promote social dialogue in the workplace.<sup>45</sup>

Certain inputs have been made in support of the PICCs. The CBA contains a commitment from both the Garment Union and the Employer Organizations to establish labor management committees in each factory, so ownership over strengthening the PICCs is intended to reside with the social partners in the garment sector. BWJ programme staff have supported factories in setting up the PICCs and provided training each year. BWG specialists have also provided technical assistance. A recent example is the June 2017 mission from Geneva where a specialist trained garment union and labor inspectors on how to use a toolkit to facilitate addressing language barriers.

Of the 5 factories visited, 4 had a PICC and one did not. The management indicated that the factory was small enough there was no need for such a committee. The manager did not fully understand the PICC function, noting that management's direct lines of communication were fine with the workers.

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<sup>45</sup> BWJ Phase 2 project document, page 7.

Of the other 4 factories visited, a range of committee functioning was observed. Several factories used the committee as a more genuine means to discuss issues faced within the factory. In these factories there was a positive energy among committee members and a sense of purpose, with several best practices noted by the evaluation, including formation by elections, union supervision and involvement, and meeting reports shared with all workers.

For the other factories, however, the PICC served as another layer within the management to manage workers on the factory floor. Workers serving on the committee basically served as a conduit for passing any worker complaints to the management. Yet for 3 of the 4 factories visited, the PICC worker members had never seen BWJ audit reports and were not involved in a factory improvement plan.

The evaluation notes the challenge of supporting PICCs in an industry comprised of 75 percent migrant workforce with the complexities of culture and language involved. Further, the majority of migrant workers leave the country after finishing their contract of 2-3 years, so the knowledge gained does not stay within the factory. These findings correspond with the mid-term review's observations that PICCs were weak in general and in need of further support. Since the mid-term review, the programme has encouraged the GTU to better communicate with migrant workers and has tried to explore ways to enhance their communication. The evaluation has not determined the extent of any progress in this area in the past one year.

## F. Sustainability of BWJ approach

### *Main findings:*

- *The Jordan Compact and the GOJ's commitment to create more job opportunities for Syrians, as well as Jordanians, has been a significant development, which has provided some new possibilities for the BWJ programme. This includes the opportunity to work toward a more productive and viable labour market and the possibility of becoming a more self-sustained entity.*
- *Of primary concern going forward is further developing capacity building for the MOL labour inspectorate, and effectively sustaining the capacity building work done so far with a well-monitored approach.*
- *Also paramount is for BWJ to remain involved in the garment sector and to sustain progress made as long as there are vulnerable groups among its workforce and while the labour inspectorate's capacity continues to be built.*

There was the determination made early on in Phase 2 that the BWJ programme will always rely on external funding as long as it stays focused on the garment sector. Further consideration for sustaining the BWJ programme is the rapidly developing context in Jordan, and the opportunities it may take advantage of going forward. The Jordan Compact and the GOJ's commitment to create 200,000 job opportunities for Syrians has been a significant development, which provides some new possibilities for the BWJ programme.

## Increasing employment opportunities

The GOJ expanded employment opportunities in the 18 specified economic zones to include Syrians under an agreement brokered with the EU, guaranteeing tariff-free EU entry of garments produced in the specified economic zones. According to the Jordan Compact, "With the right investment and access to EU markets, the designated development zones could provide hundreds of thousands of jobs for Jordanians and Syrian refugees over the coming years. Outside the zones, the sectors where there is low Jordanian participation and a high ratio of foreign workers (e.g. construction, agriculture, service industry, cleaning) and where there is a high degree of skills match (e.g. handicrafts, textiles), could provide roughly 50,000 job opportunities for Syrian refugees over the next year. Cumulatively these measures could in the coming years provide about 200,000 job opportunities for Syrian refugees while they remain in the country, contributing to the Jordanian economy without competing with Jordanians for jobs."<sup>46</sup>

Under the EU-Jordan agreement, 52 product groups in 18 industrial zones/areas are slated to absorb Syrian refugees, with the hope that Syrians will eventually assume a quarter of the workforce in those areas in a 3-year timespan. Nonetheless, these are very early-stage plans and it remains to be seen how this unfolds. As of August 2016 there were no Syrian refugees employed in the garment factories. The learnings from a joint BWJ and UNHCR pilot project in 2016 was that Syrians are not attracted to minimum wage work, and few Syrian women are interested in factory jobs.

At the time of the evaluation there was an estimated 100 Syrians employed in 3 factories. Overall the Syrian refugees prefer a non-formal and freelance type of work, which poses a challenge to measurement, as work permits are the sole means for tracking Syrian workers. With one-half of its economy comprised of the non-formal sector, the GOJ is under pressure to formalize more of its economy.

## Consideration for future directions: an analysis of BWJ's draft sustainability strategy

A draft strategy for a Phase 4 of the BWJ programme aims to consolidate results achieved and further strengthen national stakeholders' capacity. Its 3 main objectives include: accelerate and deepen improvements in factories in and outside the garment industry; build the capacity of the national stakeholders in order to eventually localize core service delivery while taking a more quality assurance role in the process; and create sustainable mechanisms for policy reforms in the garment industry and beyond. Further there is language around envisioning a Jordanian manufacturing sector that "lifts Jordanian and migrant workers out of poverty by providing decent work, empowering women, driving business competitiveness, and supporting inclusive economic growth."<sup>47</sup>

Desired outcomes speak to a continued BWJ approach of assessment and capacity building within the garment sector and other manufacturing areas, institutional strengthening of national agencies, and policy reform in the garment sector. They are articulated as follows:

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<sup>46</sup> Jordan Compact.

<sup>47</sup> Draft Country Strategy: Better Work Jordan Phase 4, page 7.

*Outcome 1:* By 2022, BWJ's core service delivery will be expanded and optimized.

*Outcome 2:* By 2022, at the national level, ILO, IFC and WBG will have strengthened national institutions.

*Outcome 3:* By 2022, sustainable mechanisms for policy reform in the garment sector have been established in Jordan.

Based on the evaluation findings discussed above and in response to the proposed objectives and outcomes going forward, there are the following points to be made:

- ***Focus on policy advocacy, particularly minimum wage for all and freedom of association:*** As a means of sustaining and more fully achieving BWJ's work in supporting non-compliance in the garment sector and possibly within other sectors, a strong focus is needed at the policy level to work toward a more viable and productive labour market in Jordan. The focus on national policy in effecting change would better support the work undertaken in the whole of the labour market and would enable the BWJ programme to be in better alignment with the DWCP in Jordan.
- ***Toward nationalizing the labour force:*** The strong interest and incentive by the GOJ to nationalize the workforce within the garment sector and elsewhere, as well as offer a significant number of jobs to Syrian refugees, while a challenging objective, does provide for some hope that improved labour standards may continue to be considered with the possibility of some concrete change.
- ***Application of BWJ model to other sectors:*** Stakeholders expressed an appreciation for the BWJ model. There was the belief that the model provides an appropriate framework of assessment and capacity building applicable to other sectors in Jordan. Yet while the model is effective, the BWJ experience has indicated that other factors should be in place, such as greater consequence for factory non-compliance; more targeted training and other types of influence on factories particularly sub-contracting factories with higher non-compliance rates; and a serious advocacy strategy to promote freedom of association.
- ***Capacity building of MOL labour inspectorate:*** Of primary concern for a strategy going forward is the capacity building for the MOL labour inspectorate, and effectively sustaining the capacity building work done so far. In the absence of a strong labour inspectorate within the MOL, BWJ must continue, as the only viable assessment entity in place, to audit garment factories as long as there are vulnerable groups making up its workforce. This same assessment should take place in other industries where migrant labour is present.
- ***Clearly worded outcome areas that promote greater relevance to DWCP:*** Further shaping of the above outline is needed to gain specificity in language and a clear hierarchy between the various levels. Developing a Theory of Change would assist in identifying assumptions to explore further in the design.

## Conclusions

The move toward greater compliance within the garment sector has been substantial and well documented in numerous reports, including the European University Institute report and the Phase 1 final report. There has been clear progress made in reducing incidents of forced labour, along with clear acknowledgement of this change as evidenced by the garment sector's removal from the US Trafficking Victims Protection Reauthorization Act (TVPRA) forced labour list in 2016.

The sector has also achieved growth and stability, achieving high revenues on par with 2005 levels, and with buyers confident in their partnerships with factories. High quality assessment and capacity building services and stakeholder perceptions of both excellence and relevance in the programme's contributions provide for positive review. The two indicators of growth in the sector and improved labour standards provide for an overall positive impression of the BWJ programme, implemented in cooperation with its social partners.

Yet the non-compliance trends within the industry do not present a clear upward trajectory over time, raising the question as to whether the BWJ programme's combined approach to capacity building and assessment in promoting change and greater compliance in the garment sector has plateaued. A clearer force for continued change and greater progress in the enhancement of workers' rights could be found in greater levels of intolerance from the GOJ on CLS and more specifically ZT non-compliance and the strong threat of factory closures; and buyers playing a stronger role in demanding change among direct exporting factories and for direct exporting factories placing higher demand on sub-contracting factories.

Further, shifting emphasis to the national level from strictly a sectoral approach to advocate for a more developed labour law in Jordan that guarantees labour standards, a minimum wage, and freedom of association for all workers in Jordan should be an integral approach to the Decent Work agenda for the BWJ programme, and indeed, for the ILO.

The GOJ's interest and commitment to Jordanize the workforce and employ Syrian refugees is a positive development that may help to address the garment sector's long preference for migrant labour. The BWJ programme is presented with the opportunity to advocate for greater change at the national level with regard to labour law and policy, and to apply its learnings in the garment sector to support other sectors in Jordan.

## Lessons Learned

The evaluation identifies the following primary lesson learned from the programme:

- ***Continued training, advisory services and audits may not necessarily lead to sustained improvements within an industry without addressing Decent Work objectives at the national level, including promotion of freedom of association and collective bargaining and a common minimum wage for all workers.*** At a certain level

working toward the development of a Decent Work “oasis” within a single industry is likely not to achieve more positive outcomes without addressing policy at the national level.

## Good Practice

The evaluation identifies the following good practice from the programme:

- ***The identification of training and advisory needs as contextualized within assessment services is an effective approach to efficiently target needs.*** The assessment services set up the partnership between BWJ and the factories, where there is already a dialogue in place. In identifying areas of shortcoming, there is the point of discussion as to which types of advisory and training services can be most relevant and effective.

## Recommendations

### Recommendations for the ILO and MOL

1. ***Ensure a detailed MOU is negotiated and signed for BWJ Phase 3 implementation, which lays out a detailed plan for effective capacity building and institutional strengthening of the Labor Inspectorate.*** As the MOL has one of the weakest Labor Inspectorates in the region at this time, a very carefully planned approach to transfer auditing functions from the BWJ programme to the Labor Inspectorate must be done in a phased manner. If not carefully monitored, migrant workers themselves will be the ones most adversely affected as labor standards would deteriorate.
2. ***As part of a formalized agreement, ensure there is a clear role for the seconded labor inspectors upon their return to the MOL.*** It is recommended to provide a central role to the returned labor inspectors to help build a core inspection unit within the Labor Inspectorate, to build capacity among fellow inspectors; to oversee the visa and work permit applications, ensuring that approval is granted on the basis of specified need and rationale; and to engage in inspection themselves. They should be a part of the establishment of an inspection quality assurance unit, which will help build capacity and institutionalize a proper system within the MOL.
3. ***Conduct an assessment of MOL Labor Inspectorate capacity as a follow-up to the first one completed.*** An updated version would assist in identifying capacity building needs for a Phase 3 of BWJ and help to establish a baseline for monitoring.

### Recommendations for the MOL

4. ***Apply a stricter Zero Tolerance approach within the garment sector as a means toward creating greater levels of compliance.*** Greater understanding of such consequences by factories will facilitate greater levels of change within the industry.

5. ***Adopt one minimum wage for all workers in Jordan.*** A multiple minimum wage system hurts all workers, including Jordanian. Only when working conditions are harmonized at a decent level will Jordanian workers be able to compete on a level playing field. The garment sector has favored a readily available workforce paid at a lower wage, and such an arrangement has perpetuated the economy's reliance on low-wage low-skill production methods. These impacts have coincided with high rates of Jordanian unemployment and an economy stuck in a low growth and low value added equilibrium. One minimum wage for all workers will eliminate the gap in wages and would reduce employers' incentives to hire non-Jordanians rather than Jordanians.<sup>48</sup>
6. ***Work toward the establishment of a sound system in place for labour inspection within the MOL.*** Put priority on labour inspection and the building of its capacity with sufficient funding for human resources and training. Establish an inspection quality assurance team or unit within the labour inspectorate.

### Recommendations for the ILO

7. ***As a fundamental purpose for moving forward with a Phase 3, expand the BWJ mandate from the QIZ garment factories to address broader systemic problems within the MOL through advocacy, capacity building and institutional strengthening.*** A focus on the Labor Inspectorate and its capacity development, based on a sound assessment from the beginning, will enable a systematic approach that can be monitored and evaluated to ensure demonstration of sufficient capacity development through the course of implementation.
8. ***Develop a sound strategy for addressing freedom of association for Phase 3.*** One of the systemic means identified for working toward greater change in the industry is to develop a clear strategy going forward.<sup>49</sup>
9. ***Consider additional strategies to work toward lower non-compliance rates in the garment sector.*** To facilitate greater change in the sector consider the following: 1) Fully unannounced assessments with factories;<sup>50</sup> 2) Report more non-compliance cases to the MOL and advocate for a stricter ZT framework for the industry; 3) Advertise the public nondisclosure portal widely and publish in both English and Arabic; and 4) During assessments interview workers outside the factory grounds.
10. ***In developing an M&E approach to capacity building activities for the MOL, consider applying the Kirkpatrick Model to better identify change as a result of***

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<sup>48</sup> ILO (2017). "A Challenging Market Becomes More Challenging: Jordanian Workers, Migrant Workers and Refugees in the Jordanian Labour Market", pages 14-15.

<sup>49</sup> The recently published ILO report by the Evaluation Office entitled "Social Dialogue interventions: What works and why? A synthesis review 2002-2012" may be of support.

<sup>50</sup> Factory assessments take place within a specified time period known by factories.

**training implemented.**<sup>51</sup> This would enable the programme to better assess what happened as a result of training and to identify clear areas of contribution of its training and advisory inputs to an intended outcome. Further, it would enable the programme to better identify positive change happening within the MOL as well as make any adjustments necessary. Include in data collection for monitoring purposes the number of persons participating in training, representing which group, and number of person hours of training.

**11. Consider hiring an international official to join the BWJ programme to work closely with the Chief Technical Adviser.** Given the need and desire for a Phase 3 to advance a more purposeful and ambitious advocacy agenda as part of its work, an international presence in support of a national director position may assist, particularly for bringing experience from other parts of the world. The right international in such a position could provide a balance and a close confidant to the national director, and, in acting as a team, they could then strategize as to how best to put forward an agenda for change *vis-à-vis* the MOL and the industry.

**12. As part of Phase 3, closely monitor the MOL's progress in developing its labour inspectorate.** Transferring too many functions to the Labor inspectorate too soon would likely result in increased violations experienced by the migrant workers within the garment sector. The rate of transferring responsibilities should be parallel to the rate of improvement of inspection services across the country in all sectors.

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<sup>51</sup> The Kirkpatrick Model was first developed in 1959 by Donald Kirkpatrick, Professor Emeritus at the University of Wisconsin, USA, and then later updated in 1975 and 1994. One of the better-known evaluation models in the world, it utilizes four levels -- reaction, learning, behavior and results -- as a means to measure training effectiveness.

## Annex 1: Summary of Mid-term Evaluation findings

- **Project design and performance monitoring:** The programme design was incomplete without a results framework and Theory of Change, as stipulated in the Management Procedures and Guidelines (MPG). Outcomes and outputs, however, did meet the MPG guidance.
- **Expectations and needs of key stakeholders:** Stakeholders were largely open and receptive to the BWJ programme and approach. There was disagreement among stakeholders with regard to public disclosure at that time (something which has been approved in 2017). There was the interest for the BWJ programme to do more in the area of increasing the number of Jordanians employed in the garment sector, such as providing skills training to Jordanians. There was also the interest expressed that the BWJ programme could play a more proactive role in addressing non-compliance or ameliorating issues such as conditions that could lead to strikes and work stoppages. The PICC was also identified as involving worker representatives in identifying issues or problems and bringing them to the attention to the factory management. There is no PICC involvement in the development of improvement plans. The most serious problems noted are verbal harassment by supervisors and poor quality of food. There is no specific mention of ZT areas of non-compliance in the MTR.
- **Progress and effectiveness:** The Project Advisory Committee (PAC) members believe that the committee is not as effective as it could be. They believe it should meet every month instead of every 3 to 4 months, and that they believe the committee should be more involved in decision-making and develop a mechanism to monitor decisions and actions steps to ensure they are implemented.
- **Efficiency and use of resources:** BWJ is efficient compared to other BW programs, with regard to the number of factories an EA covers, the number of assessments conducted by an EA, and the percent of factories that receive a report on time. BWJ's cost recovery rate is 37 percent, which is between the large and small BW countries.
- **Management arrangements:** The current staffing structure is adequate to serve the factories currently enrolled in the BWJ program.
- **Impact orientation:** The BWJ compliance assessment findings did not demonstrate sustained improvement in non-compliance over the course of Phase 2 thus far. The average non-compliance rates for the majority of compliance areas do not demonstrate sustained downward trend as might be expected. Programme staff believe the reason is due to an outdated labor law, changing BWG guidance on assessing factories against NLL for disabilities, and the CBA, which requires factories to abide by a range of new provisions that some are struggling to implement. Nevertheless, government and industry stakeholders, as well as workers, generally believe that non-compliance in factories has significantly improved as a result of BWJ interventions.

## Annex 2: Evaluation TORs

### Better Work Jordan - Phase II Evaluation

#### Terms of Reference - Final

Final Independent Evaluation

Better Work Jordan (Phase II)

<b>Project TC Codes</b>	<i>JOR/14/50/USA (104579) - Better Work Jordan Phase II</i>
<b>Administrative Unit in the ILO responsible for administering the projects</b>	Better Work
<b>Technical Unit in the ILO responsible for backstopping the projects</b>	Better Work
<b>Duration of Phase II</b>	<i>Better Work Jordan: 01-JUL-2014 - 30-JUN-2018</i>
<b>Budget of Phase II</b>	<i>Better Work Jordan: USD 4,095,945</i>
<b>Type of evaluation</b>	Independent
<b>Timing of evaluation</b>	Final
<b>Duration of Evaluation</b>	Aug- November-2017

## **Background and Context**

### **Introduction to Better Work**

Better Work – a collaboration between the United Nation’s International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group – is a comprehensive programme bringing together all levels of the garment industry to improve working conditions and respect of labour rights for workers, and boost the competitiveness of apparel businesses.

The ILO is devoted to promoting social justice and internationally recognized human and labour rights, pursuing its founding mission that social justice is essential to universal and lasting peace. The ILO brings together governments, employers and workers representatives of 187 member States, to set labour standards, develop policies and devise programmes promoting decent work for all women and men.

As a result of their participation with Better Work, factories have steadily improved compliance with ILO core labour standards and national legislation covering compensation, contracts, occupational safety and health and working time. This has significantly improved working conditions and, at the same time enhanced factories’ productivity and profitability.

#### *Better Work Jordan*

Better Work was established in Jordan in 2008 at the request of the Government of Jordan. Better Work Jordan aims to improve the competitiveness of Jordan’s garment industry by enhancing economic performance at the enterprise level and improving compliance with Jordanian labour law and the principles of the ILO Declaration on Fundamental Principles and Rights at Work on an industry-level. Better Work Jordan combines enterprise assessments with advisory and training services to support practical improvements. At the time of the programme’s establishment, the garment industry in Jordan was struggling with various areas of non-compliance, especially with cases of human trafficking and forced labour.

#### *Better Work Jordan within the ILO Framework*

Better Work Jordan’s mandate is to reduce poverty by expanding decent work opportunities in Jordan’s apparel industry. The Programme strives to improve working conditions in and the competitiveness of the industry by enhancing economic performance and improving compliance. Better Work Jordan is aligned with the priorities and outcomes of the Decent Work Country Programme (DWCP) country strategy. Better Work Jordan is reported under **ILO Outcome 13 Decent Work in Economic Sectors** and **Outcome 1.2** (working conditions and respect for fundamental principles and rights at work including for migrant workers and vulnerable groups are enhanced through strengthened compliance with international labour standards) and **Outcome 1.3** (increased institutional capacity and mechanisms for social dialogue, collective bargaining and policy making).

Better Work Jordan’s activities especially complement ILO projects related to labour migration and, more recently, ILO activities related to the Syrian refugee response. In April 2017, the ILO signed an agreement with the Government of Jordan and the European Union set to make the best use of the relaxation of the rules of origin policy that allows Jordan to export tariff-free to the EU market for a 10-year span. Better Work Jordan will expand its

mandate to further sectors which include the chemicals, plastics and engineering industries, among others.

#### *Better Work Jordan Phase II Status and Milestones*

Better Work Jordan is currently in its second phase (2014-2017), with a total budget of USD 4,095,945; funded by the United States Department of Labor.

The project uses a multiple-channel strategy to assess and report on factory-level compliance with ILO core and other international labour standards and national labour law. In order to make progress against areas of non-compliance, the programme offers technical advice, further complemented by training for management and workers. The project also assists in piloting ways to improve enterprise level industrial relations practices and supporting social partner institutions, and shares with policymakers the knowledge it gains through its operations with the aim of supporting development of evidence based labour market and industrial relations policies.

Better Work Jordan is currently reaching 73 garment factories in the country, covering more than 65,000 workers. In 2016, Better Work Jordan worked closely with the Ministry of Labour to develop the Zero Tolerance Protocol for remediating violations related to Forced Labour, Child Labour, Sexual Harassment and Occupational Safety and Health.

Better Work Jordan Phase II immediate objectives are:

Immediate Objective 1: Better Work Jordan will increase its developmental impact on workers by strengthening the quality of its core services.

Immediate Objective 2: By influencing policies and stakeholder practices, Better Work Jordan will have extended its impact beyond the factory level so that the industry becomes more stable in the long-term and contributes more to the Jordanian economy and society.

Immediate Objective 3: Better Work Jordan will enhance its long-term financial viability of core services.

Immediate Objective 4: Better Work Jordan will operate under national leadership.

#### **Evaluation Background**

The rationale for conducting a final independent evaluation of the second phase of the project is to analyse the programme's progress and conclude recommendations that are most applicable to Jordan. The final evaluation of the second phase of Better Work Jordan is expected to build on the available knowledge on Better Work and Better Work Jordan accumulated through impact assessments, midterm evaluations and sustainability studies, and to recommend strategies to make Better Work Jordan's impact more sustainable.

#### *Better Work Impact Assessment and Evaluations*

To understand the impact of its work, the Better Work commissioned Tufts University to conduct an independent impact assessment. Since the programme's inception, Tufts' interdisciplinary research team has gathered and analysed nearly 15,000 survey responses from garment workers and 2,000 responses from factory managers in Vietnam, Indonesia,

Jordan, and Haiti. The analysis of these responses represents an in-depth evaluation of Better Work's effectiveness in changing workers' lives and boosting factory competitiveness.<sup>52</sup>

Better Work Jordan received a mid-term evaluation in November 2016. The main objectives of USDOL mid-term evaluation were to assess progress made towards achieving the planned objectives of the project according to the log frame and respective monitoring indicators. The recommendations from the mid-term evaluation included, among others, developing a new sustainability strategy, revising Outcomes, the Performance Monitoring Plan (PMP) and the budget, and strengthening the Performance Improvement and Consultative Committees (PICC).<sup>53</sup>

### *Purposes of the Evaluation*

The main purposes of the final evaluation are to:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the project
- Assess the extent to which recommendations of the midterm evaluations have been taken into consideration and implemented;
- Assess the extent to which the project outcomes will be sustainable;
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs and UNDAF);
- Provide recommendations to project stakeholders to promote sustainability and support the completion, expansion or further development of initiatives that were supported by the project.

### *Evaluation Scope and Criteria*

The primary audiences of the report are Better Work project management, which includes Better Work Jordan, Better Work Global and the ILO office (Amman, and Regional Office in Lebanon), key national stakeholders as well as the project donor. Other audience for the report shall also include the Project Advisory Committee (PAC) and other stakeholders.

The final evaluation should emphasize on the sustainability of Better Work Jordan outcomes and impacts, as well as strategies developed to ensure this. It should also assess Better Work Jordan's on-going coordination with relevant ILO projects in Jordan, and collaboration with national stakeholders.

The final evaluation should cover all interventions of the second phase of Better Work Jordan.

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<sup>52</sup> <http://betterwork.org/blog/portfolio/impact-assessment/#1474900139598-0c76ab6e-80c4>

<sup>53</sup> [https://www.dol.gov/sites/default/files/documents/ilab/Better\\_Work\\_Jordan\\_Final\\_Report\\_wo-PII.pdf](https://www.dol.gov/sites/default/files/documents/ilab/Better_Work_Jordan_Final_Report_wo-PII.pdf)

The USDOL midterm evaluation of the second phases of Better Work Jordan and the independent impact assessment study of Better Work should serve as reference points for the final evaluation. It is also of relevance to consult other studies related to Better Work Jordan.

### **Evaluation Questions**

The evaluation will focus on identifying and analysing results through addressing key questions on the achievement of immediate objectives of the projects through the indicators of the logical frameworks and expected results.

#### **Relevance and Strategic Fit of the Project**

- How does the second phase of Better Work Jordan address country needs in terms of dealing with main priorities like migrant workers, employment of Jordanians and Syrians, connecting stakeholders such as buyers, unions, factories and the government, and local stakeholder capacity building?
- How does the programme align with and support the ILO Decent Work Country Program and UN development frameworks (i.e. SDGs)?
- How has the programme adapted to the shifting country context since 2014?
- Has the programme been able to complement other relevant interventions in Jordan?
- How does the integration of Better Work with other ILO projects serve the delivery of the “influencing agenda”<sup>54</sup> of Better Work Jordan?
- How relevant are Better Work Jordan and its activities to national stakeholders for achieving their local and national objectives?

#### **Effectiveness**

- How effective is Better Work Jordan in delivering its core services to factories? What were the internal and external factors affecting the delivery of core services?
- How did the adjusted assessment and advisory model in Jordan contribute to effective delivery of core services? To what extent has the adjusted core services model contributed to improvements in time and resource allocation efficiency in Jordan?
- How effective has Better Work Jordan been in its capacity building initiatives, especially with the Ministry of Labour?

#### **Management Arrangements**

- Has the programme been adequately staffed in terms of team composition?

#### **Impact Orientation**

- How effective is Better Work Jordan in communicating success stories and disseminating knowledge internally and externally?
- What is the degree to which Better Work Jordan informs the ILO and IFC strategies, policies, priorities and wider impact at the country level?

#### **Sustainability and Stakeholder Engagement**

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<sup>54</sup> The “influencing agenda” is work that looks to influence public and private sector policy (ie, both government policies as well as buyer facing policies and practices)

- Has Better Work Jordan revised its sustainability strategy as recommended in the midterm evaluation?
- Has Better Work Jordan taken steps to facilitate its phasing out in a proactive manner?
  - Has the project been able to strengthen the commitment from national stakeholders, including the Government of Jordan, the employers and the unions to the need to respect working conditions and the respect of fundamental rights at work? How has it changed since the starting of Phase II in 2014?
  - How does Better Work Jordan's engagement with national stakeholders influence its sustainability in the country?

## **Methodology**

The evaluation is expected to use a mixed methodological approach and take advantage of the following tools:

- Desk review of documents: project documents, technical progress reports, work-plans, mission reports, midterm evaluations, independent impact assessment, sustainability strategy, and other key documents produced by the project. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions.
- Interview with stakeholders outside Jordan (i.e. BW HQ, donor and ???)
- Analysis of project data and reports of Better Work Jordan's core services.
- Analysis of worker interviews conducted during the independent impact assessment.
  - Field Mission to Jordan to carry out:
    - Interviews with Programme Manager and project teams
    - Field visits to a selected sample of factories (criteria of selection may include the most effective and less effective cases) in order to undertake interviews with factory workers
    - Interviews with national tripartite stakeholders
    - Interviews with Better Work and ILO staff to assess collaboration and policy influence
  - Stakeholders Workshop in Amman at the end of the field work: to present and discuss the findings of the missions and collect complementary data with the Better Work teams, ILO country office team, national stakeholders, and donor representatives.

## **Main Deliverables**

The main outputs of the Evaluation shall be:

1. Inception Report
2. Stakeholders Workshop
3. Draft Evaluation Report
4. Final Evaluation Report, including Executive Summary and a Powerpoint summarizing the report

The Evaluation Report should be prepared in English, 30-35 pages, and include the following content:

- Title page

- Table of contents
- Acronyms
- Executive summary
- Background and project description
- Purpose of evaluation
- Evaluation methodology, limitations and evaluation questions
- Project status and findings
- Sustainability strategy
- Lessons and Good practices
- Conclusions and recommendations
- Annexes (list of interviews, overview of meetings, PowerPoint summarizing the evaluation report, other relevant information)

This report will be circulated by the evaluation manager to Better Work Jordan, Better Work Global, ILO Country Offices and relevant stakeholders for their comments (including the donors). The comments will then be consolidated by the evaluation manager and sent to evaluation consultant(s) to be considered for the preparation of the final version of the report.

#### *Evaluation Guidelines*

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. As per ILO evaluation policy and procedures all programmes and projects with a budget over USD 5 million must have to go through ILO managed independent evaluations. Evaluation for the purpose of accountability, learning and planning and building knowledge is an essential part of the ILO approach.

This final independent evaluation should be conducted in context of criteria and approaches for international development assistance as established by:

The OECD/DAC Evaluation Quality Standard; and

<<http://www.oecd.org/dac/evaluation/qualitystandardsfordevelopmentevaluation.htm>>;

The UNEG Code of Conduct for Evaluation in the UN System

<<http://www.unevaluation.org/document/detail/100>>.

In particular, this evaluation will follow the ILO policy guidelines for results-based evaluation<sup>55</sup>; and the ILO EVAL Policy Guidelines Checklist 3 “Preparing the inception report”<sup>56</sup>; Checklist 4 “Validating methodologies”<sup>57</sup>; and Checklist 5 “Preparing the evaluation report”<sup>58</sup>.

Gender concerns should be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects”<sup>59</sup>. All relevant data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the projects should be considered throughout the evaluation process

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<sup>55</sup> <http://www.ilo.org/eval/Evaluationguidance>

<sup>56</sup> [http://www.ilo.org/global/docs/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/global/docs/WCMS_165972/lang--en/index.htm)

<sup>57</sup> [http://www.ilo.org/global/docs/WCMS\\_166364/lang--en/index.htm](http://www.ilo.org/global/docs/WCMS_166364/lang--en/index.htm)

<sup>58</sup> [http://www.ilo.org/global/docs/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/global/docs/WCMS_165967/lang--en/index.htm)

<sup>59</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

## **Management Arrangements and Work Plan**

The Evaluation Manager is responsible for the TOR and the selection and briefing of evaluation consultant(s). The evaluation consultant(s) will report to the evaluation manager and should discuss any technical, methodological or organisational matters with the evaluation manager. In-country management and logistics support will be provided by the Better Work Jordan team.

The final evaluation submission procedure is as follows:

- The evaluator will submit a draft report to the evaluation manager.
- The evaluation manager will forward a copy to key stakeholders and consolidate comments received.
- The evaluator reviews the comments and submits the final report to evaluation manager, who will then officially forward to stakeholders.

## **Expected competencies**

Selection of the consultant will be based on the strengths of the qualifications provided through an expression of interest for the assignment. Interested candidates should include details of their background and knowledge of the subject area and previous project, organizational and thematic evaluation experience relevant to this assignment.

Required Experience:

- Applicants should have a minimum of eight years' experience conducting evaluations at the international level, in particular with international organisations in the UN system and World Bank Group..
- Experience with the ILO mandate and its tripartite and international standards foundations
- Candidates should demonstrate excellent written and oral communication skills in English

Preferred knowledge:

- Labour standards expertise and experience in the areas of labour standards compliance and/or corporate social responsibility.
- Experience with global supply chains and knowledge of the global garment industry.
- Understanding of issues related to migrant workers.
- Experience in Jordan is an advantage
- Previous knowledge and experience with the Better Work Programme would be an asset.
- Arabic is an asset

## **Confidentiality and non-disclosure**

All data and information received from the ILO and the IFC for the purpose of this assignment are to be treated confidentially and are only to be used in connection with the execution of these Terms of Reference. All intellectual property rights arising from the execution of these Terms of Reference are assigned to IFC and ILO according to the grant agreement. The contents of written materials obtained and used in this assignment may not be disclosed to any third parties without the expressed advance written authorization of the IFC and ILO.

**Other****Stakeholder Workshop**

The Workshops and interpreters will be arranged and cost covered by BWJ.

Four days of visits to factories outside of Amman with interpreters Arabic, Hindi, Singhalese and Bangla.

The evaluator will report to the ILO evaluation manager designated by EVAL (an ILO staff not working in FUNDAMENTALS or other of the GOVERNANCE Department branches). Any proposed changes to Terms of Reference and evaluation instrument have to be approved by the evaluation manger

## Annex 3: Inception Report

### **Inception Report Better Work Jordan Final Evaluation Sept – Dec 2017**

**Submitted by Amy Jersild  
9 September 2017**

This document details the proposed methodology for the final evaluation of ILO’s programme “Better Work Jordan” Programme. Key activities undertaken to date informing the development of the proposed methodology include two 60-minute briefings with the Program Manager based in Amman, and a 60-minute briefing with the Evaluation Program Manager. In addition, the following documents were reviewed: the Terms of Reference for the evaluation; the Phase II Project Document, including the logical framework; and two evaluation reports conducted of the program, an impact evaluation prepared by Tufts University on Better Work programming in Jordan and other locations, entitled, “BetterWork Progress and Potential: How Better Work is improving garment workers’ lives and boosting factory competitiveness” and an independent mid-term evaluation report implemented in 2016 by the USDOL entitled “Independent Midterm Evaluation of the ILO-IFC Better Work Jordan Program”.

#### **I. Background to the project and draft theory of change**

The Better Work Jordan (BWJ) Programme began in 2008 with a first phase and ended in December 2013. This first 5-year phase of BWJ focused on project start-up, building stakeholder support for the programme including encouraging factory participation, developing and implementing core services of factory assessments, factory-level remediation, and training, and strengthening social dialogue at the factory and sector-wide levels. A number of sector level interventions were also introduced in the last two years of Phase 1 in an effort to build stakeholder support for a different model of apparel production that supports long-term improvement in compliance with Jordanian labour law and international standards, while at the same time identifies a long-term strategy to strengthen the sector’s global competitiveness. As a partnership between the ILO and IFC, BWJ has provided the value added of the ILO’s capacity in the area of labour standards along with the IFC’s expertise in promoting development within the private sector.

The 2013 final evaluation of Phase 1 found steady and broad improvement in factory compliance in the area of labour standards, a growth in the garment sector with increasing numbers of international buyers, and BWJ contribution to policy development, namely the approval of the Collective Bargaining Agreement and the National Strategy for the Jordanian Garment Sector (2013-2018). “Such policies, if implemented, could change the dynamics of the industry,” noted the evaluation team.<sup>60</sup>

Phase II was implemented from July 2014 to June 2017 with the aim to sustain outcomes achieved during Phase I and to focus on creating a more flexible model through adapting the way services are delivered and integrating further the work of the programme with that of national constituents. Its development goal is articulated as follows:

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<sup>60</sup> BWJ Phase II Project Document, page 5.

*BWJ aims at reducing poverty by expanding decent work opportunities in Jordan's apparel industry. The programme strives to improve working conditions in and the competitiveness of the industry by enhancing economic performance at the enterprise level and improving compliance with Jordanian labour law and the ILO core labour standards.*

In working toward its developmental objective of improvement in workers' lives and enhanced economic performance, Phase II's 3 outcome areas include core service delivery, influencing the national agenda, and supporting greater financial, managerial and institutional viability. While still focused on the delivery of services and continued improvements, Phase II features a greater emphasis on promoting buy-in, building capacity and 'localizing' its efforts as a means of sustaining its efforts.

Phase II activities implemented in support of the above objectives fall under 4 broad areas, that of core service delivery through engaging the garment sector in conducting and providing assessments, training, advisory services, and quality assurance. A second area is an agenda to continue to engage the garment sector and other stakeholders in providing information to influence policy debate and promote further growth and stability of the field. The third and fourth areas relate to the long-term sustainability of BWJ itself as nationalized entity capable of further guiding and supporting economic growth and compliance with international labour laws in Jordan.

The ability of these interventions to contribute toward improved workers' lives and further continued economic growth within the garment sector in Jordan is contingent upon the following assumptions: political will exists and incentives are sufficient for factories to comply with international and Jordanian labour standards; the goal of greater competitiveness is compatible with maintaining labour standards; capacity building inputs to the MOL are sufficient and sustained; and there is a rationale and basis for BWJ as a programme to play a continued role in Jordan.

*A draft logic model is featured in Annex 1.*

## **II. Purpose and scope of the evaluation**

The rationale for conducting a final independent evaluation of the second phase of the project is to analyse the programme's progress and provide recommendations applicable to the Jordanian context. The final evaluation of the second phase of Better Work Jordan is expected to build on the available knowledge on Better Work and Better Work Jordan accumulated through impact assessments, midterm evaluations and sustainability studies, and to recommend strategies to make Better Work Jordan's impact more sustainable.

Specifically, the main objectives of the final evaluation are to:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the project;
- Establish the validity of the project design and implementation strategy;
- Assess the extent to which recommendations of the midterm evaluations have been taken into consideration and implemented;
- Assess the extent to which the project outcomes will be sustainable;
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;

- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e., SDGs and UNDAF);
- Provide recommendations to project stakeholders to promote sustainability and support the completion, expansion or further development of initiatives that were supported by the project.

### **III. Methods**

#### **A. Evaluation Questions**

The following evaluation questions are listed according to the OECD-DAC domains of relevance, effectiveness, efficiency and sustainability.

##### ***Relevance:***

- How relevant has the BWJ design been in the Jordanian context? To what extent have the project performance indicators been valid in assessing the progress of the project?
- How did the needs of the stakeholders change since the beginning of the project in response to Project initiatives or to external factors? To what extent did these changes affect the relevance of the project? In what ways and how effectively did the project adapt and respond to those changes?
- To what extent does the programme align with and support the ILO Decent Work country Program and UN development frameworks (i.e. SDGs)?
- To what extent has the programme been able to complement other relevant interventions in Jordan?
- To what extent and how did the project influence public or private sector policy on the issues related to its desired outcomes? What is the evidence of that influence?
- How relevant are Better Work Jordan and its activities to national stakeholders for achieving their local and national objectives?

##### ***Effectiveness:***

- How effective is Better Work Jordan in delivering its core services to factories? To what extent did the programme undertake its activities outputs and meet its Performance Indicator targets? What were the internal and external factors affecting the delivery of core services?
- To what extent has BWJ achieved its desired outcomes?
- How did the adjusted assessment and advisory model in Jordan contribute to effective delivery of core services? To what extent has the adjusted core services model contributed to improvements in time and resource allocation efficiency in Jordan?
- How effective has Better Work Jordan been in its capacity building initiatives, especially with the Ministry of Labour?
- How effective is Better Work Jordan in communicating success stories and disseminating knowledge internally and externally?
- What is the degree to which Better Work Jordan informs the ILO and IFC strategies, policies, priorities and wider impact at the country level?

##### ***Efficiency regarding management arrangements***

- Has the programme been adequately staffed in terms of team composition?

##### ***Sustainability***

- Has Better Work Jordan revised its sustainability strategy as recommended in the midterm evaluation?

- To what extent will/should the Jordan-EU agreement impact BWJ's work?
- Has BWJ taken steps to facilitate its phasing out in a proactive manner?
- To what extent has the project been able to strengthen the commitment from national stakeholders, including the GOJ, the employers and the unions to the need to respect working conditions and the respect of fundamental rights at work? How has it changed since the start of Phase II in 2014?
- How does BWJ's engagement with national stakeholders influence its sustainability in the country?

## **B. Summary Description and Rationale**

Given the complexity of the problem addressed by the programme and the nature of the capacity building and advocacy strategies adopted, the evaluation will take as encompassing an approach as possible. A theory-based approach will be used based on the above interpretation and theory of change for the programme and the logic model found in Annex 1. Identified assumptions will be examined and discussed as part of the findings and response to the evaluation questions.

The evaluation will focus on the outputs and possible outcomes that the project has achieved, taking into consideration the experience of all stakeholders. The evaluation will also focus on the interconnections between the strategy areas, and how learning in each has advanced further understanding and application within the programme. Special attention will be given to prospects for sustained project outcomes; any particularly innovative approaches introduced by the project, as well as to the potential of a particular model developing during the course of project implementation and its possible application to other sectors and contexts. The relevance, strategic fit and prospect for sustained outcomes will be examined in particular, to support the programme's learning and interest to expand to other sectors.

The methodologies that will be used will include both qualitative and quantitative data collection methods and are described below:

*Assessment of contextual factors and realities:* Contextual information will be taken into account related to ILO programming objectives, priorities of the GOJ, employer associations and union, as well as relevant civil society actors in order to check assumptions and the fit of the initiative's inputs and expected results. Particular attention will be paid to the socio-economic and cultural contexts, including the gender dimension or aspect of the context. Data will be collected from ILO programme staff, government officials, factories and association, union, and migrant workers targeted as appropriate, and supplemented by desk review.

*Assessment of conceptual analysis and frameworks:* Information will be gathered to further understand and describe the conceptual basis for the initiative. Data collected from stakeholders will reinforce or challenge the concepts based on actual experience. Data will be collected from ILO staff, government officials, factories and employer association, union, migrant workers, and supplemented by a desk review.

*Assessment of initiative-wide performance:* A broader assessment will be undertaken, to assess project outputs and progress toward realizing outcomes, as well as prospects for sustained implementation of overall desired impact. Data will be collected from ILO officials, including ILO HQ backstopping and technical officials, government officials, factories and employer association, union, migrant workers, other civil society actors, and supplemented by a desk review.

## C. Data collection and analysis

The evaluator will collect data through desk review, semi-structured interviews and focus group discussions with key stakeholders in Amman, globally, and in selected factories in Jordan's industrial zones:

Amman, Jordan: The evaluator will meet with ILO staff in Amman, government officials, labour attaches at embassies, the UNHCR Jordan office, World Bank/IFC representative, civil society groups working on labour, trade unions, employer associations and project partners.

Factories in the industrial zones: The evaluator will visit 4-5 factories in the industrial zones using the following criteria: varying levels of assessment results by the BWJ programme, a varied grouping of type of factory (direct export, satellite and subcontractor), and logistical aspects (distance, feasibility, availability, etc). The factory assessment results featured in the Better Work portal (<https://portal.betterwork.org/transparency/compliance#>) will determine the selection of factories. Information found on this portal details factory name, assessment date, and number of issues identified. The evaluation will focus on 5 factories at most given time and budget limitations. The BWJ programme staff are in the process of confirming participating factories among the following using the criteria of assessment results, type of factory and logistics:

- *2 factories with highest number of "issues"* – those identified as having 7/8, including El Zay Ready Made Mfg Co., Sana Garments Co., Southern Garment Mfg Co. Ltd.
- *1 factory with an average number number of issues* – those identified as having 4/5, including Business Faith Garment Co, Cady Garments Co, Classic Fashion Apparel Industry Ltd Co, Apparel Concepts, Earn Maliban Textiles.
- *2 factories with lowest number of issues* – those identified as having 1/2, including Al Mustamerah for Tex, Sterling Apparel Mfg, Al Hanan for Cloth Mfg, Rainbow Textile, Tusker Apparel Co, Fine Apparel Ltd.

At each factory the following groups will be interviewed: management, PICC representatives, and a focus group discussion with workers. It is expected the evaluator will spend the better part of 1 day at each factory, including travel to and from.

Outside of Jordan: Several Skype calls with relevant ILO officials in Beirut and Geneva will be conducted. The evaluator will also conduct interviews with USDOL and IFC in Washington DC prior to arrival in Jordan. Buyers located in Istanbul will also be interviewed.

A validation workshop will be held on 28 September with selected stakeholders. The evaluator will use the opportunity to present the very preliminary findings of the evaluation as a means for engaging stakeholders further on various related topics. Discussion among stakeholders will serve as additional data collected by the evaluator to either validate or challenge the preliminary findings. Depending on time available and workshop site, various methods may be used, including small group discussion or World Café.

*A draft data collection plan is found in Annex 2, and an evaluation matrix outlining the sourcing of data for each evaluation question can be found in Annex 3.*

## D. Limitations

There are the following limitations to the methodology:

**Language and interpretation:** The evaluator will be working closely with interpreters to conduct interviews and focus group discussions in both Arabic and in the languages of migrant workers at the factories. As a result, some nuances in meaning may be lost in translation.

**Sampling size:** The sampling of 4-5 factories is not representative of the 70+ participating factories, and thus findings cannot be attributed to all factories. Yet through triangulation of data gathered from multiple sources adequate findings in response to the evaluation questions will be determined.

#### **IV. Presentation**

An evaluation report will be drafted, detailing findings, conclusions and recommendations. The report will be circulated to selected stakeholders for comments, and then finalized. The findings section will be presented either by each of the programme strategy areas, or through discussion of three to four key messages of the evaluation findings. A summary table annexed will provide an outline of the findings according to the OECD-DAC criteria. A preliminary outline for the report is as follows:

- Executive Summary
- Introduction
- Methodology including limitations
- Findings
- Theme 1
- Theme 2
- Theme 3
- Theme 4
- Conclusions
- Lessons Learned
- Good Practice
- Recommendations
- Annexes (to include the evaluation matrix filled out with summary of findings along the DAC criteria, summary table of achievements by each outcome area, table on lessons learned, table on good practices, the evaluation schedule and itinerary, stakeholders interviewed, and the approved Inception Report)

In addition to the final report, an Executive Summary and a Powerpoint presentation detailing the main outcomes of the evaluation will be prepared and submitted. The Executive Summary will follow the template provided by the ILO.

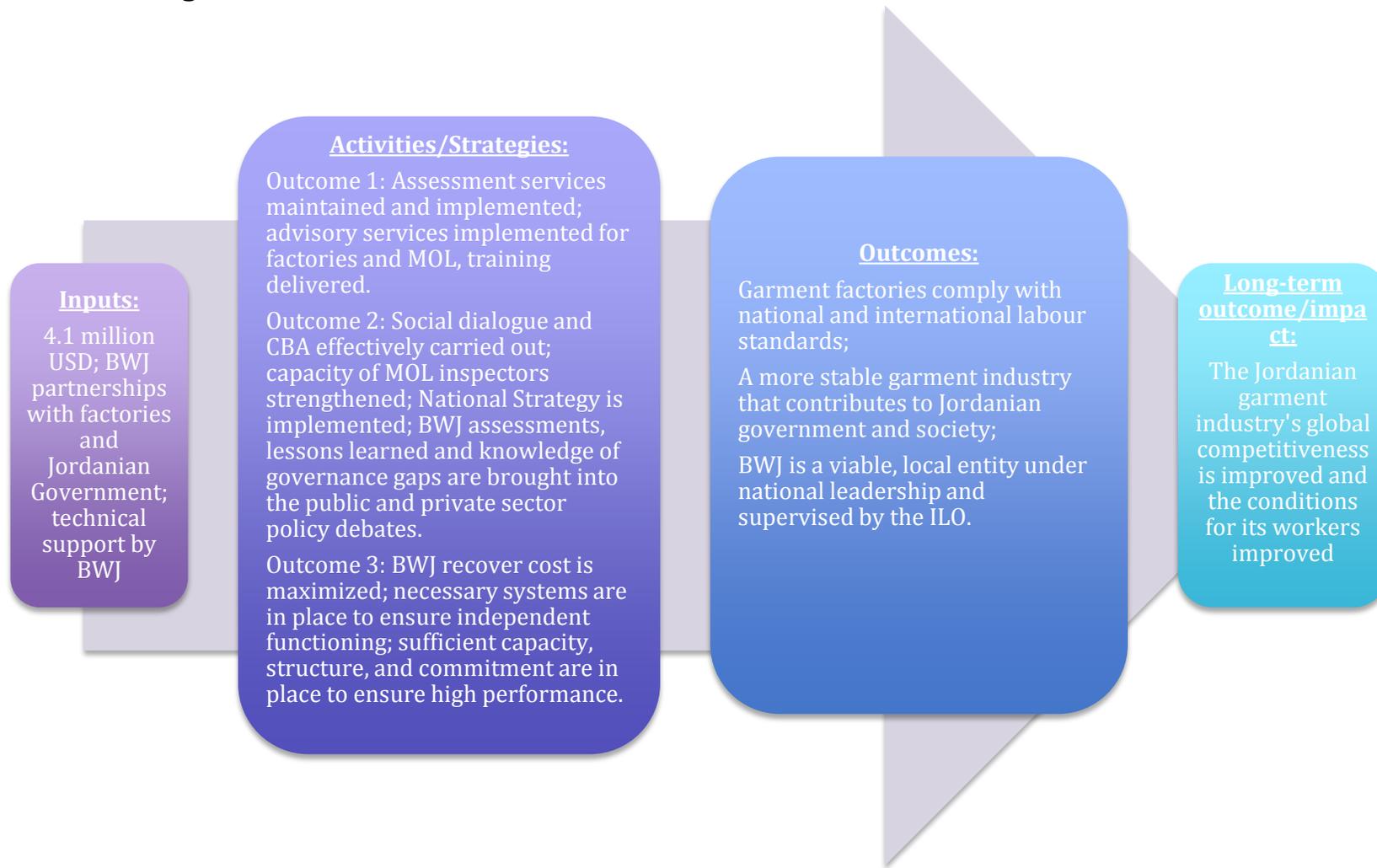
#### **V. Evaluation Timeline**

The evaluation will be implemented along the following timeline:

- Finalize inception report and field visit schedule: Week of 10 September
- Data collection/field visits: 17-26 September
- Stakeholder's workshop/validation meeting in Amman: 28 September
- Analysis and drafting of report: 2-20 October
- Draft report due: 20 October
- Comments of stakeholders collected by the ILO Evaluation Manager: 8 November

- Final report due: 25 November

## Annex 1: Draft logic model



**Assumptions:** Political will exists and incentives are sufficient for factories to comply with international and Jordanian labour standards; the goal of greater competitiveness is compatible with maintaining labour standards; the BWJ as a program has a continued role and function to sustain in Jordan;

## Annex 2: Draft Data Collection Plan (to be completed week of 10 Sept)

Dates	Time	Stakeholders to interview	Organization	Location	Status
<b>8 Sept</b>	3:30	Ryan Carrington, Senior International Trade Advisor	USDOL	Washington DC	Confirmed
<b>11 Sept</b>	8:00am	Conor Boyle	ILO	Geneva	Confirmed
<b>11 Sept</b>	11:00	Ana Aslan, Global Coordinator, BWJ and Lili Bacon, International Relations Officer and M&E Coordinator	USDOL	Washington DC	Confirmed
<b>12 Sept</b>	11:30	Sabine Hertveld and Soledad Requejo	IFC	Washington DC	Unconfirmed

Date	Time	Stakeholders/Factories	Area	Translator need
<b>17- Sep</b>	09:00-10:00	Meeting with Mr. Tareq Abu Qaoud	BWJ Office	No need for Interpreter
	11:00 -12:00	Meeting with BWJ staff	BW Office	
	13:30-14:30	ILO meeting (Patrick Daru (ILO) Coordinator)	BW Office	
<b>18-Sep</b>	9:30-10:30	MoL/Inspection(Mr. Abdallah Al-Jbour)	Amman at MoL office	Arabic Interpreter Arabic for all day
	10:30-13:00	Inspectors focus group (8-12 inspectors)	Amman at MoL office	
	14:30-16:00	Trade Union (Mr. Fathallah Al Omrani)	at BWJ office	
<b>19-Sep</b>	9:00-10:00	JGATE exporters ( Ms. Dina Khayatt and Hussam Salha )+ JCI Mr. Adel Taweleh	at BWJ office	No need for Interpreter
	11: 00-12:00	Ministry of Industry and Trade (Mr. Hassan Al-Nsour)	at MOIT	
	13:30-14:30	EU ( Ms. Maria Irrera)	at EU office	
	15:00-16:00	UNHCR ( Ms. Laura	at UNHCR office	
<b>20-Sep</b>	9:00- 10:00	US Embassy ( Mr. Chi Lee + Ms. Lina )		No need for Interpreter
	11:00-12:00	Bangladesh Embassy		
	13:30- 14:30	Sri-Lanakan Embassy		
	15:00- 16:00	Indian Embassy		
<b>24-Sep</b>	9:00-16:00	Visit two factories	Dulayl	Sri Lankan Interpreter/Bangladeshi Interpreter/ Arabic Interpreter

<b>25-Sep</b>	09:00 -13:00	Visit one factory (Sana Garments Co.)	Irbid	Bangladeshi Interpreter/ Arabic Interpreter/ Indian Interpreter
	14:00 -15:00	JCI ( Mr. Maher Mahrouq)	at JCI office	No need for Interpreter
	15:30-16:30	DFID (Mr. Salah Al-Jamaani)	at UK Embassy	
<b>26-Sep</b>	09:00-12:00	Visit one Factory	Sahab	Bangladeshi Interpreter/ Indian Interpreter
	14:00- 16:00	Visit one factory	Madaba	Arabic Interpreter

### Annex 3: Evaluation Matrix

Evaluation Criteria	Evaluation questions	Key indicators	Data collection techniques	Location	Stakeholders involved
<b>Relevance</b>	How relevant has the BWJ design been in the Jordanian context? To what extent have the project performance indicators been valid in assessing the progress of the project?	Extent to which the programme design and PMP is relevant to the Jordanian context	Semi-structured interviews, desk review	Amman	BWJ staff, GOJ, factory management, workers, unions
	How did the needs of the stakeholders change since the beginning of the project in response to Project initiatives or to external factors? To what extent did these changes affect the relevance of the project? In what ways and how effectively did the project adapt and respond to those changes?	Extent to which programme objectives and approach are aligned with national level stakeholder priorities and interests	Semi-structured interviews	Amman and QIZ	GOJ, buyers, factory management, workers, unions
	To what extent does the programme align with and support the ILO Decent Work country Program and UN development frameworks (i.e. SDGs)?	Extent to which the programme approach and desired outcomes coincide with DWCP and SDGs	Semi-structured interviews, desk review	Amman	ILO Jordan, ILO Geneva
	To what degree has the programme adapted to the shifting country context since 2014?	Degree to which the programme has changed course in response to its context/environment	Semi-structured interviews, desk review	Amman	Factory management, GOJ, workers
	To what extent has the programme been able to complement other relevant interventions in Jordan?	Degree to which BWJ has complemented other interventions	Semi-structured interviews, desk review	Amman	BWJ staff, factory management, GOJ
	To what extent and how did the project influence public or private sector policy on the issues related to its Immediate Objectives. What is the evidence of that influence?	Extent to which BWJ has influenced and informed policy discourse and policy-making.	Semi-structured interviews, desk review	Amman	BWJ staff, GOJ, employer association and union
	How relevant are Better Work Jordan and its activities to national stakeholders for achieving their local and national objectives?	Extent to which BWJ objectives and strategies are relevant for stakeholders	Semi-structured interviews, desk review, FGDS	Amman and QIZ	BWJ staff, GOJ, employer association and union, PICC and workers
<b>Effectiveness</b>	How effective is Better Work Jordan in delivering its core services to factories? To what extent did the programme undertake its activities outputs and meet its Performance Indicator targets? What	Extent to which BWJ has been effective in achieving its desired outcomes	Semi-structured interviews, desk review, FGDS	Amman and QIZ	BWJ staff, GOJ, employer association and union, PICC and workers

	were the internal and external factors affecting the delivery of core services?				
	How did the adjusted assessment and advisory model in Jordan contribute to effective delivery of core services? To what extent have the adjusted core services model contributed to improvements in time and resource allocation efficiency in Jordan?	Degree to which the model was effective	Interviews, desk review, FGDs	Amman and QIZ	BWJ staff, GOJ, employer association and union, PICC and workers
	How effective has Better Work Jordan been in its capacity building initiatives, especially with the Ministry of Labour?	Extent to which desired capacity building outcomes were achieved	Interviews, desk review	Amman	BWJ staff, MOL, other GOJ agencies, association and union, PICC, workers
	How effective is Better Work Jordan in communicating success stories and disseminating knowledge internally and externally?	Extent to which knowledge dissemination has occurred	Interviews, desk review	Amman	BWJ staff, GOJ, association and union, donor
	What is the degree to which Better Work Jordan informs the ILO and IFC strategies, policies, priorities and wider impact at the country level?	Degree to which BWJ has informed strategies, policies and priorities among the GOJ and industry	Interviews	Amman, GVA	ILO Geneva, ILO Jordan/Beirut, IFC, BWJ staff, GOJ
<b>Efficiency</b>	Has the programme been adequately staffed in terms of team composition?	Extent to which team composition is appropriate in function and numbers with its scope of work and overall desired impact	Interviews	Amman	USDOL, BWJ Jordan
<b>Sustainability</b>	Has Better Work Jordan revised its sustainability strategy as recommended in the midterm evaluation?	Extent to which BWJ has implemented recommendations	Interviews, desk review	Amman	BWJ staff, USDOL, ILO Jordan, ILO Geneva
	To what extent will/should the Jordan-EU agreement impact BWJ's work in the future?	Extent to which the Jordan-EU presents possibilities for BWJ	Interviews, desk review	Amman	BWJ staff, USDOL, ILO Jordan, ILO Geneva, EU, UNHCR
	Has BWJ taken steps to facilitate its phasing out in a proactive manner?	Extent to which an exit strategy has been articulated and followed	Interviews, desk review	Amman	BWJ staff, USDOL, ILO Jordan, ILO Geneva
	To what extent has the project been able to strengthen the commitment from national stakeholders, including the GOJ, the employers and the unions to the need to respect working conditions and the respect of fundamental rights	Extent to which change has occurred with regard to improved working conditions, changed	Interviews, desk review	Amman, QIZ	BWJ staff, union, employer association, factory management, PICC,

at work? How has it changed since the starting of Phase II in 2014?	behavior and changed attitudes			workers, USDOL, ILO Beirut
How does BWJ's engagement with national stakeholders influence its sustainability in the country?	Degree to which BWJ engagement and relationship-building has resulted in sustained change	Interviews, desk review	Amman	BWJ staff, union, employer association, GOJ, USDOL

## Annex 4: Schedule for data collection in Jordan

Date	Time	Stakeholders/Factories	Area	Translator need
17-Sep	09:00-10:00	Meeting with Mr. Tareq Abu Qaoud	BWJ Office	No need for Interpreter
	11:00 -12:00	Meeting with BWJ staff	BW Office	
	13:30-14:30	ILO meeting (Patrick Daru (ILO) Coordinator)	BW Office	
18-Sep	9:30-10:30	MoL/Inspection(Mr. Abdallah Al-Jbour)	Amman at MoL office	Arabic Interpreter Arabic for all day
	10:30-13:00	Inspectors focus group (8-12 inspectors)	Amman at MoL office	
	14:30-16:00	Trade Union (Mr. Fathallah Al Omrani)	at BWJ office	
19-Sep	9:00-10:00	JGATE exporters ( Ms. Dina Khayatt and Hussam Salha )+ JCI Mr. Adel Taweleh	at BWJ office	No need for Interpreter
	11: 00-12:00	Ministry of Industry and Trade (Mr. Hassan Al-Nsour)	at MOIT	
	13:30-14:30	EU ( Ms. Maria Irrera)	at EU office	
	15:00-16:00	UNHCR ( Ms. Laura	at UNHCR office	
20-Sep	9:00- 10:00	US Embassy ( Mr. Chi Lee + Ms. Lina )		No need for Interpreter
	11:00-12:00	Bangladesh Embassy		
	13:30- 14:30	Sri-Lanankan Embassy		
	15:00- 16:00	Indian Embassy		
24-Sep	9:00-16:00	Visit two factories	Dulayl	Sri Lankan Interpreter/Bangladeshi Interpreter/ Arabic Interpreter
25-Sep	09:00 -13:00	Visit one factory	Irbid	Bangladeshi Interpreter/ Arabic Interpreter/ Indian Interpreter
	14:00 -15:00	JCI ( Mr. Maher Mahrouq)	at JCI office	No need for Interpreter
	15:30-16:30	DFID (Mr. Salah Al-Jamaani)	at UK Embassy	No need for Interpreter

26-Sep	09:00-12:00	Visit one Factory	Sahab	Bangladeshi Interpreter/ Indian Interpreter
	14:00- 16:00	Visit one factory	Madaba	Arabic Interpreter
27-Sep		Validation Workshop with Project Advisory Committee		

## Annex 5: Key persons interviewed

<b>Date</b>	<b>Interviewee</b>	<b>Organization</b>
Friday, 8 Sept	Ryan Carrington, Senior International Labor Advisor for Trade Policy	USDOL
Monday, 11 Sept	Ana Aslam, Coordinator for Better Work	USDOL
	Conor Boyle, Global Operations Manager	ILO
Tuesday, 12 Sept	Sabine Hertveldt, BW Lead	IFC
Sunday, 17 Sept.	Tareq Abu Qaoud, Programme Manager	BWJ, ILO
	Better Work Jordan team (12)	BWJ, ILO
	Samira Manzur, M&E Specialist	BWJ, ILO
	Patrick Daru, Country Coordinator and Senior Skills Specialist	ILO Jordan
Monday, 18 Sept	Abdallah Al-Jbour, Director of Labor Inspectorate	MOL
	Labor Inspector FGD (4)	MOL
	Labor Inspector FGD, seconded to BW (3)	MOL
	Fathallah Al Omrani, President	General Trade Union
Tuesday, 19 Sept	Maher Mahrouq, Director General; Nada Al-Waked, Director of Center of Technical Support; Hassib Salameh, Industrial Development	JCI
	Hassan Al-Nsour,	MOIT
	Jeffrey Eisenbraum, Technical Officer, Research, Better Work Global	ILO Geneva
	Laura Buffoni, Senior Livelihoods Specialist	UNHCR
Wednesday, 20 Sept	Tareq Abu Qaoud, Programme Manager	BWJ, ILO
	Che Lee, Economic Officer	US Embassy
	Mohammed Moniruzzaman, 1 <sup>st</sup> Secretary	Bangladesh Embassy
	Krishna Kumar V.K., Attache (Consular)	Indian Embassy
	Ahmad Awad, Director	Phenix Centre
Thursday, 21 Sept	Roopa Nair, Head of Partnerships and Communication, BWG	ILO Geneva
	Mustapha Said, Senior Specialist in Workers Activities	ILO Beirut
	Eylem Yilmaz, Senior Manager – Vendor Compliance and Sustainability (VCS)	Lifung
Sunday, 24 Sept	Rainbow Textile: General Manager, HR Manager, FGD with PICC (10), and FGS with selected workers (12)	Dulayl, Jordan
	EAM Maliban Textiles: General Manager, HR Manager, FGD with PICC (8) and FGS with selected workers (9)	
Monday, 25 Sept	Sana Garments Co: HR Manager, FGD with selected workers (8)	Irbid

	Salah Al-Jamaani, Economic Opportunities Programme	DFID
	Hussam Salha and Falla xx, and Adel Taweleh	JGATE and JCI
	All'a Alsaifi, EA	BWJ, Amman
Tuesday, 26 Sept	Southern Garment Mfg Co, Ltd: HR Manager, General Manager, PICC (4), and selected Jordanian workers (6)	Sahab, Jordan
	Hassan, Head of FTU branch office	Sahab
	Sterling Apparel Mfg: HR and OSH Managers, PICC (6)	Madaba
Wednesday, 27 Sept	Helene Bohyn, Worker Center Manager	BWJ
	Torsten Schackel, Legal Specialist, DWCT	ILO Beirut regional office
Thursday, 28 Sept	Validation Workshop with Project Advisory Committee (PAC)	Amman
Friday, 29 Sept	Mustapha Said, Workers Specialist, DWCT	ILO Beirut
Thursday, 5 Oct	Duygu Keles, Sustainability Manager	NIKE, Inc, Istanbul
Monday, 9 Oct	Amin Al-Wreidat, OSH and Labour Inspection Specialist, DWCT	ILO Beirut

## Annex 6: Summary Matrix

Evaluation Criteria	Evaluation questions	Key indicators	Summary response
<b>Relevance</b>	How relevant has the BWJ design been in the Jordanian context? To what extent have the project performance indicators been valid in assessing the progress of the project?	Extent to which the programme design and PMP is relevant to the Jordanian context	The programme was launched in direct response to the 2006-7 crisis in Jordan when forced labour and trafficking was identified in the garment sector. Phase 2 has incorporated more capacity building approaches with its partners, including secondment and shadowing in addition to training and advisory services. These have been implemented in response to identified needs within the factories.
	How did the needs of the stakeholders change since the beginning of the project in response to Project initiatives or to external factors? To what extent did these changes affect the relevance of the project? In what ways and how effectively did the project adapt and respond to those changes?	Extent to which programme objectives and approach are aligned with national level stakeholder priorities and interests	The biggest change may be that of the MOL labour inspectorate, which has been neglected due to rapid succession of ministers over a short period of time. The BWJ's response to initiate a secondment training program was effective. Its ability to follow through and make the most of this capacity building will depend on how well a formalized decision to apply this new capacity will take place. While the factories themselves have not exhibited impressive change in their levels of non-compliance overall, there is the question as to whether the BWJ programme should continue on with the same approach. Greater action on the part of buyers and greater action on the part of those large factories contracting to sub-contracting factories may assist in creating greater levels of change. Yet the BWJ assessment services are still considered relevant while MOL function is low and while vulnerable groups still constitute the primary group within the workforce.
	To what extent does the programme align with and support the ILO Decent Work country Program and UN development frameworks (i.e. SDGs)?	Extent to which the programme approach and desired outcomes coincide with DWCP and SDGs	The programme design aligned very well with UN development frameworks, in particular the SDGs. The extent to which the BWJ programme aligns with and supports the ILO DWCP is problematic in that the combined approach to assessment of work conditions, training of factories, and capacity building of MOL labour inspectorate are challenged by the realities of lack of genuine representation and participation among the majority of workers in the sector, and the fact that the sector's workers represent a small minority of the overall Jordanian workforce.
	To what degree has the programme adapted to the	Degree to which the programme has	The programme has engaged with developments in Jordan related to new initiatives underway such as the Jordan Compact. Time has

	shifting country context since 2014?	changed course in response to its context/environment	been spent during the latter half of Phase 2 thinking through a more expanded approach for Phase 3 based on developing priorities within Jordan and the international community.
	To what extent has the programme been able to complement other relevant interventions in Jordan?	Degree to which BWJ has complemented other interventions	The BWJ programme has supported the FAIR project, which focuses on Nepal. The BWJ programme created the Workers Center during Phase 1, yet during Phase 2 there is less support and cooperation. The Workers Center is indeed challenged by the industry as there has been a law suit filed about the services it strives to provide to migrant workers. The extent to which the BWJ programme has responded and advocated on its behalf was unclear to the evaluation.
	To what extent and how did the project influence public or private sector policy on the issues related to its Immediate Objectives. What is the evidence of that influence?	Extent to which BWJ has influenced and informed policy discourse and policy-making.	The BWJ advocacy wins are the unified contract and public disclosure of garment sector non-compliances.
	How relevant are Better Work Jordan and its activities to national stakeholders for achieving their local and national objectives?	Extent to which BWJ objectives and strategies are relevant for stakeholders	BWJ objectives and 'raison d'être' is very relevant to enterprise associations and factories. They appreciate the ILO branding and believe the ILO and IFC's involvement has helped the growth and credibility of the industry. As for workers, there is less awareness overall, given they do not have a strong voice, and the majority of PICCs interviewed was not aware of the BWJ assessments on their factories.
<b>Effectiveness</b>	How effective is Better Work Jordan in delivering its core services to factories? To what extent did the programme undertake its activities outputs and meet its Performance Indicator targets? What were the internal and external factors affecting the delivery of core services?	Extent to which BWJ has been effective in achieving its desired outcomes	Trainings for factories are appreciated and highly regarded. The secondment of 3 MOL labour inspectors is also well received yet a clear commitment to how these inspectors will be used when they return to the MOL has yet to be articulated. The factory assessments are also regarded well by the industry overall and the buyers. Yet the lack of a clear downward trajectory in non-compliance within the industry, despite various issues of concern by stakeholders (the 'raising of the bar' with introduction of CBA agreements into the CAT, varying levels of BWJ staff, etc) is of concern. The evaluation notes the possibility of a plateau achieved, and the need for more investment in a sound policy advocacy strategy that includes addressing freedom of association.
	How did the adjusted assessment and advisory	Degree to which the model was effective	The BWJ programme has demonstrated a clear connection between assessment outcomes as a needs-based determination of capacity

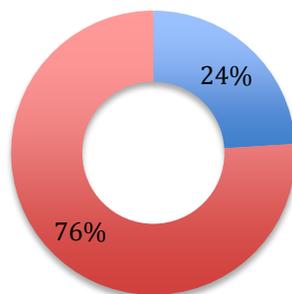
	model in Jordan contribute to effective delivery of core services? To what extent have the adjusted core services model contributed to improvements in time and resource allocation efficiency in Jordan?		building interventions. Further, the QA system in place, which is based on group consultation among the EAs, seems to provide for efficiency and accuracy in assessment work.
	How effective has Better Work Jordan been in its capacity building initiatives, especially with the Ministry of Labour?	Extent to which desired capacity building outcomes were achieved	Training has been well received and highly regarded by stakeholders, including MOL. The secondment approach is appreciated, particularly by the labour inspectors themselves. The extent to which this has been a successful venture will depend on how these 3 inspectors will be used upon their return to the MOL.
	How effective is Better Work Jordan in communicating success stories and disseminating knowledge internally and externally?	Extent to which knowledge dissemination has occurred	With a full-time staff on the team devoted to communications, there has been increased activity in this area, both in online and offline printing and dissemination.
	What is the degree to which Better Work Jordan informs the ILO and IFC strategies, policies, priorities and wider impact at the country level?	Degree to which BWJ has informed strategies, policies and priorities among the GOJ and industry	The evaluation was not able to determine the degree to which BWJ has informed IFC strategies. As for the ILO, BWJ has supported relationship building with the MOL and social partners. As discussed above, the extent to which BWJ effectively supports the DWCP rests on greater levels of advocacy work and investment vis-à-vis the GOJ.
<b>Efficiency</b>	Has the programme been adequately staffed in terms of team composition?	Extent to which team composition is appropriate in function and numbers with its scope of work and overall desired impact	Yes, the programme is adequately staffed in terms of team composition. The BWJ programme depends on other colleagues based in Geneva and Beirut for their expertise in trainings, yet their availability reportedly has not been problematic so far.
<b>Sustainability</b>	Has Better Work Jordan revised its sustainability strategy as recommended in the midterm evaluation?	Extent to which BWJ has implemented recommendations	BWJ has produced a sustainability strategy as part of its Phase 3 draft program document.
	To what extent will/should the Jordan-EU agreement	Extent to which the Jordan-EU presents possibilities for BWJ	The Jordan-EU agreement provides a real opportunity for the BWJ to become more relevant in Jordan. Expanding into other sectors presents an opportunity to expand its program and client base and

	<p>impact BWJ's work in the future?</p>		<p>to support industry growth based on employment of Jordanians and Syrian refugees. Issues of freedom of association remain problematic, and thus the need for a well developed advocacy strategy. Yet, while the garment sector continues to employ such large numbers of migrant workers, the evaluation highly recommends the BWJ remain highly involved to both support and protect.</p>
	<p>Has BWJ taken steps to facilitate its phasing out in a proactive manner?</p>	<p>Extent to which an exit strategy has been articulated and followed</p>	<p>An exit strategy is not in place; on the contrary, a Phase 3 proposal to further develop and respond to needs and opportunities is under development.</p>
	<p>To what extent has the project been able to strengthen the commitment from national stakeholders, including the GOJ, the employers and the unions to the need to respect working conditions and the respect of fundamental rights at work? How has it changed since the starting of Phase II in 2014?</p>	<p>Extent to which change has occurred with regard to improved working conditions, changed behavior and changed attitudes</p>	<p>Over the years the BWJ advocacy gains of a unified contract and public disclosure of non-compliances constitute important evidence of greater levels of commitment and buy-in. The non-compliance public disclosure, however, was achieved through an added stipulation for a loan by the UK, and not through the open acceptance by the industry. The CBAs, while problematic given issues around representation and participation, have been a process that supports dialogue.</p>
	<p>How does BWJ's engagement with national stakeholders influence its sustainability in the country?</p>	<p>Degree to which BWJ engagement and relationship-building has resulted in sustained change</p>	<p>There has been significant engagement and relationship-building among industry, MOL and BWJ, and seemingly less with the union given the mix of personalities. BWJ has also reportedly put some pressure on the union to engage better with workers in the sector. The problem of genuine representation and participation of migrant labor in the sector impacts the level of meaningful engagement for the BWJ programme.</p>

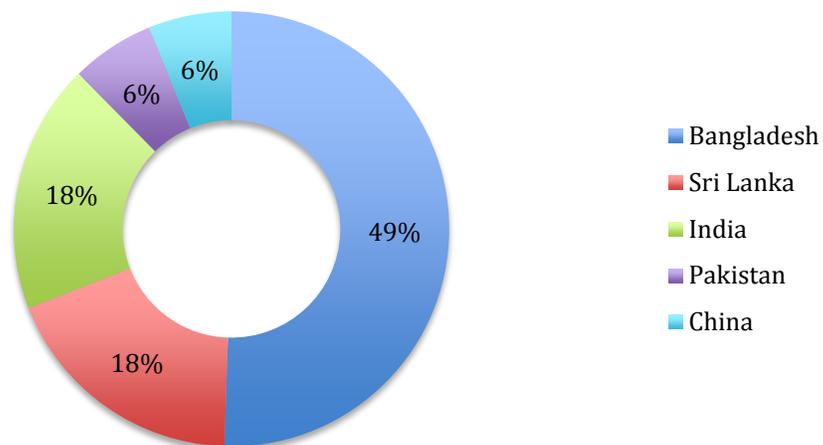
## Annex 7: Employment in the garment industry<sup>61</sup>

### Figure 2: Employment in Jordan's garment industry

■ Jordanians ■ Migrants



### Figure 3: Country of origin of migrant workers



<sup>61</sup> Better Work Jordan. Annual Report 2017: An Industry and Compliance Review, pages 10-11.

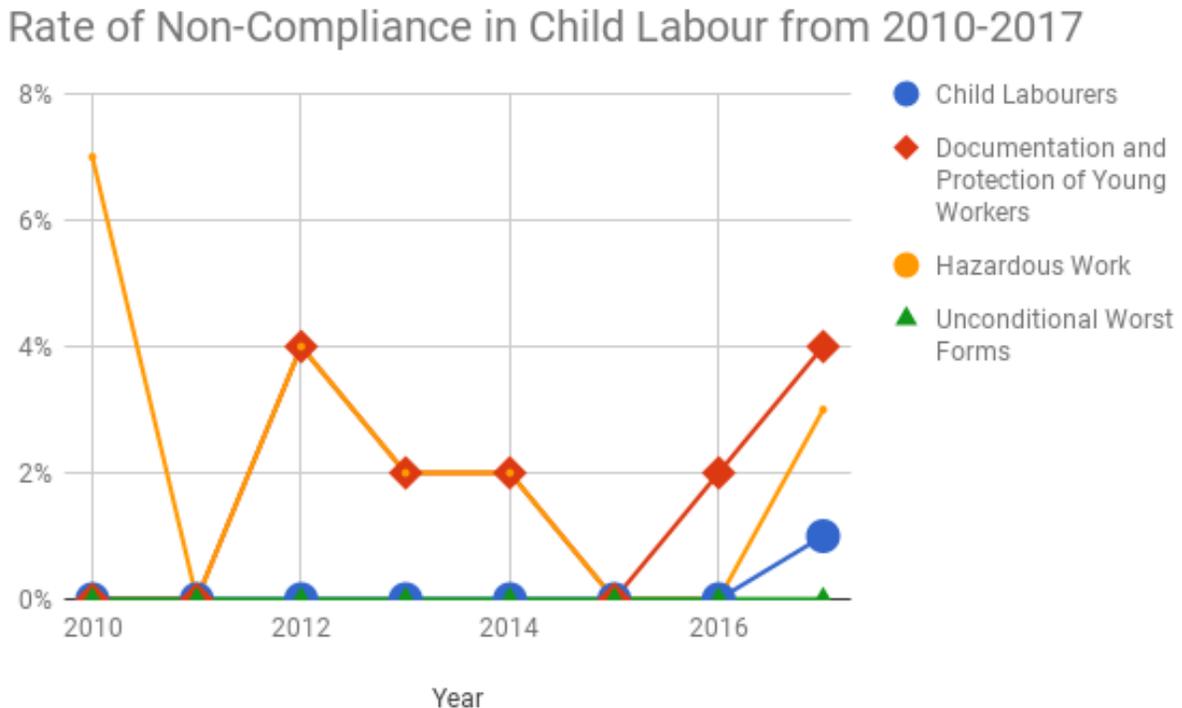
## Annex 8: BWJ Compliance Clusters and Points

	Compliance Clusters	Compliance Points
<b>Core Labour Standards</b>	Child Labour	<ol style="list-style-type: none"> <li>1. Child Labourers</li> <li>2. Unconditional Worst Forms</li> <li>3. Hazardous Work</li> <li>4. Documentation and Protection of Young Workers</li> </ol>
	Discrimination	<ol style="list-style-type: none"> <li>5. Race and Origin</li> <li>6. Religion and Political Opinion</li> <li>7. Gender</li> <li>8. Other Grounds</li> </ol>
	Forced Labour	<ol style="list-style-type: none"> <li>9. Coercion</li> <li>10. Bonded Labour</li> <li>11. Forced Labour and Overtime</li> <li>12. Prison Labour</li> </ol>
	Freedom of Association and Collective Bargaining	<ol style="list-style-type: none"> <li>13. Freedom to Associate</li> <li>14. Union Operations</li> <li>15. Interference and Discrimination</li> <li>16. Collective Bargaining</li> <li>17. Strikes</li> </ol>
<b>Working Conditions</b>	Compensation	<ol style="list-style-type: none"> <li>18. Minimum wages</li> <li>19. Overtime wages</li> <li>20. Method of Payment</li> <li>21. Wage Information, Use and Deduction</li> <li>22. Paid leave</li> <li>23. Social Security and Other Benefits</li> </ol>
	Contracts and Human Resources	<ol style="list-style-type: none"> <li>24. Employment Contracts</li> <li>25. Contracting Procedures</li> <li>26. Termination</li> <li>27. Dialogue, Discipline and Disputes</li> </ol>
	Occupational Safety and Health	<ol style="list-style-type: none"> <li>28. OSH Management Systems</li> <li>29. Chemicals and Hazardous Substances</li> <li>30. Worker Protection</li> <li>31. Working Environment</li> <li>32. Health Services and First Aid</li> <li>33. Welfare Facilities</li> <li>34. Worker Accommodation</li> <li>35. Emergency Preparedness</li> </ol>
	Working Time	<ol style="list-style-type: none"> <li>36. Regular Hours</li> <li>37. Overtime</li> <li>38. Leave</li> </ol>

## Annex 9: Core labour standards trends in the industry from 2010 to 2017

The Core Labour Standards identified during assessments over the years, from 2010 to 2017, indicate a clear downward trend in child labour, as illustrated in Chart 3 below. The problem, however, has never been significant within the industry, as illustrated below.

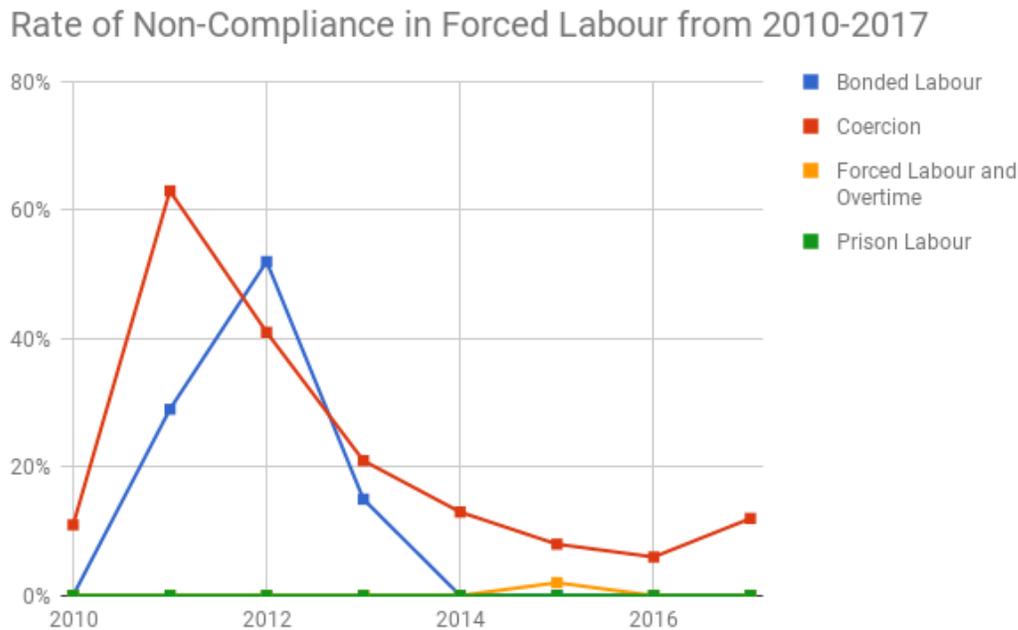
**Chart 3: Rates of non-compliance in child labour from 2010-2017**



Between 2010 and 2017, both categories of Child Labourers and Unconditional Worst Forms maintained full compliancy at 0 percent non-compliance from 2010-2017. The Documentation and Protection of Young Workers saw a notable improvement between 2012 and 2015, but failed to maintain this trend as non-compliance in Documentation rose to 4 percent in 2017 and Hazardous Work saw an increase to 3 percent in 2017, both resulting in declining improvement between 2015-2017.

Chart 4 below illustrates the non-compliance rate for forced labour among participating garment factories in the BWJ programme. Forced labour has seen notable improvement, with sharp declines or consistency of compliance across all Forced Labour categories. Significant non-compliance declines were achieved between 2012 and 2017, with Prison Labour maintaining full compliancy in the 7-year time period.

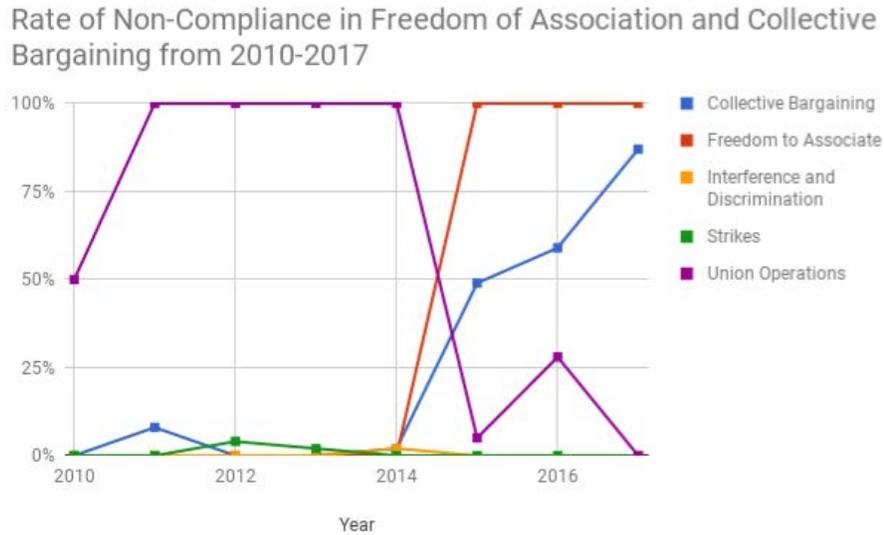
**Chart 4: Rates of non-compliance in forced labour from 2010-2017**



Under the categories of Freedom of Association and Collective Bargaining, a significant divide between improvement and decline has been seen. Union Operations has seen notable improvement, with a 95 percent drop in non-compliance in 2015. Collective Bargaining and Freedom to Associate has seen a significant decline in compliance. From 2014, non-compliance in these categories rose to 87 percent and 100 percent, respectively. Interference and Discrimination and Strikes have both maintained compliance between 2015 and 2017.

Some of the shifts in non-compliance rates are due to changes in the assessment tool that were made across all countries. Because Jordanian law does not fully protect the freedom to form and join the union of one's choosing in line with international standards, all factories have been non-compliant on these issues throughout the course of the programme. The shift in non-compliance from Union Operations to Freedom to Associate in 2015 reflects the fact that the questions relating to freedom to form and join unions and union federations were moved from Union Operations to Freedom to Associate. The increase in non-compliance under Collective Bargaining is related to the failure of factories to fully implement sector-wide collective bargaining agreements, which have imposed additional compliance obligations upon employers.

**Chart 5: Rates of non-compliance in freedom of association and collective bargaining from 2010-2017**

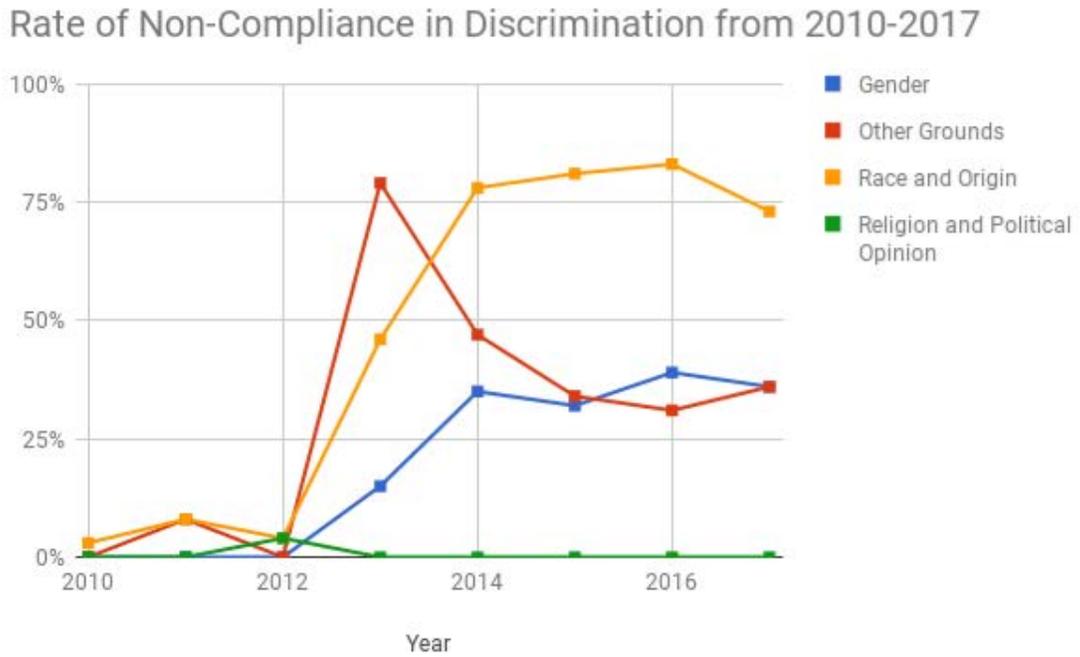


Yet the BWJ data indicates among the CLS that discrimination on the basis of race and origin as a significant non-compliance issue with approximately 75 percent in non-compliance; implementation of collective bargaining at approximately 85 percent; and freedom to associate at 100 percent mostly due to JLL restrictions on migrant workers.

Under the categories of Discrimination, Gender, Other Grounds, Race and Origin, and Religion and Political Opinion remained consistent between 2010 and 2012. Religion and Political Opinion maintained full compliance over the 7 year time period. However, from 2012 onwards all other categories saw a notable rate of decrease in non-compliance, as illustrated below in Chart 6.

The increase in discrimination based on race and origin stems primarily from the introduction of legally mandated increases in minimum wages for Jordanian workers that have not been accorded to migrant workers.

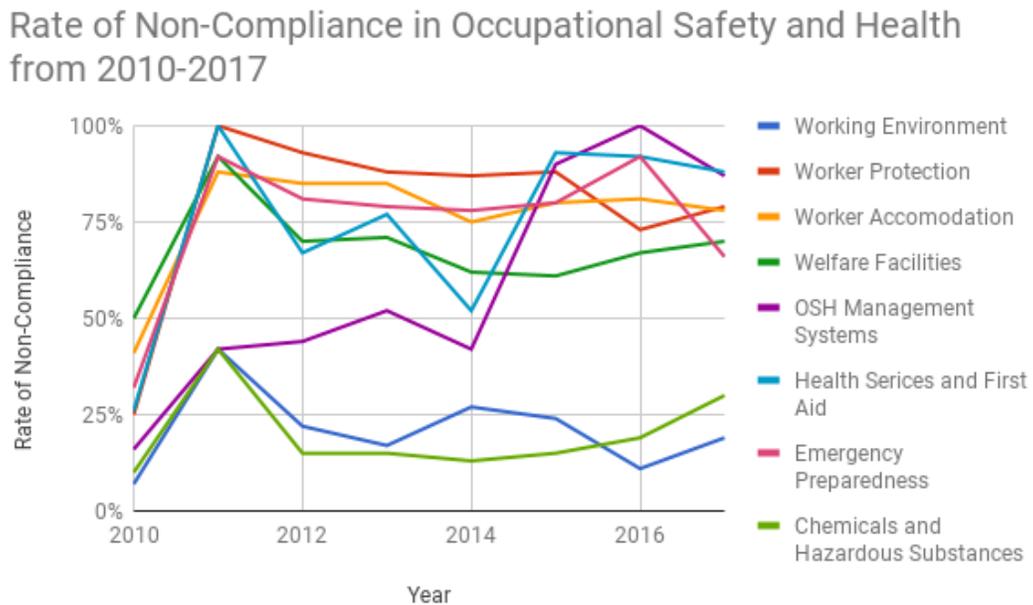
**Chart 6 Rate of non-compliance in discrimination from 2010-2017**



## Annex 10: Non-compliance rates for compensation, contracts and human resources, OSH and working time, from 2010 to 2017

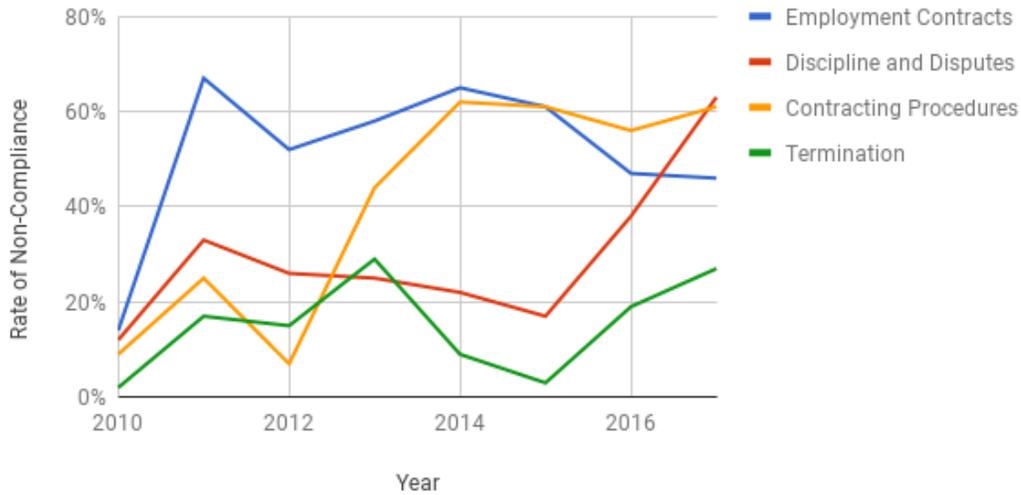
In the area of OSH, there was 50 percent and less non-compliance in year 2010 for the following areas: health services and first aid; worker accommodation; worker protection; and welfare facilities; and emergency preparedness. All 5 of these areas experienced marked increases in non-compliance in year 2011 with sustained levels for the most part above 50 percent in several areas (welfare facilities and emergency preparedness) and above 75 percent for the others (OSH management systems, worker accommodation, worker protection, health services and first aid). OSH management systems had the highest rate over time, with approximately 20 percent of factories in non-compliance and reaching nearly 90 percent in 2017.

**Chart 7: Non-compliance rates in OSH from 2010 to 2017**



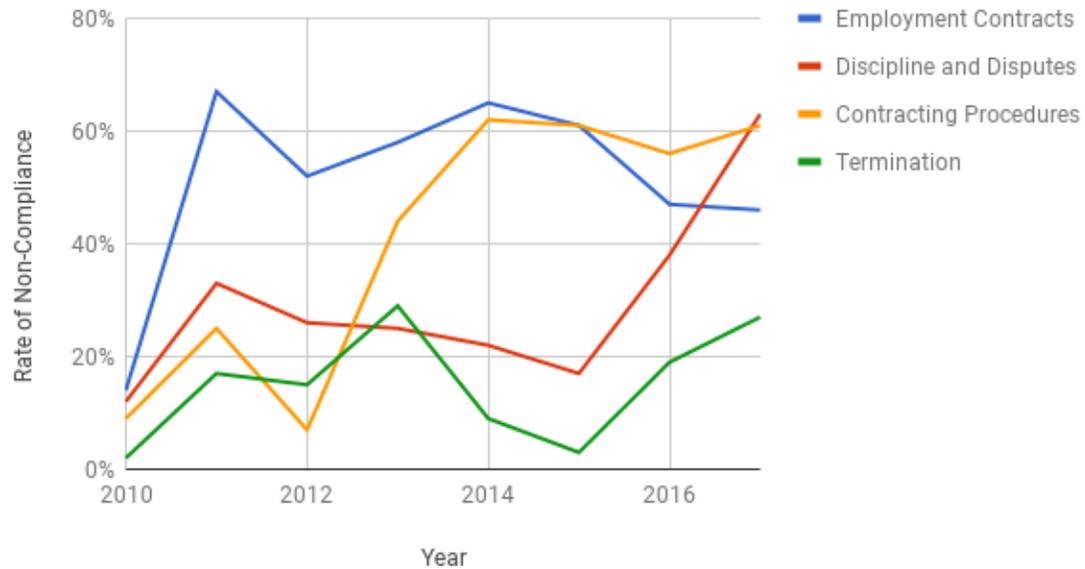
**Chart 8: Rate of non-compliance in Contracts and Human Resources, 2010-2017**

Rate of Non-Compliance in Contracts and Human Resources from 2010-2017

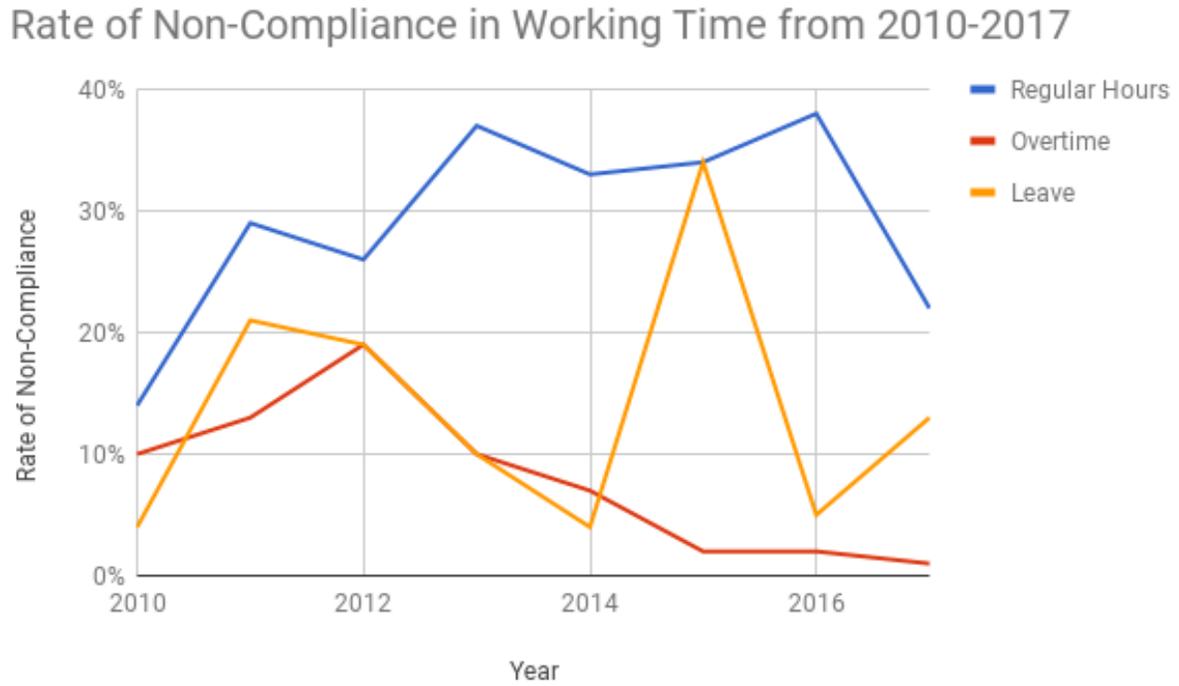


**Chart 9: Rate of non-compliance in compensation, 2010-2017**

Rate of Non-Compliance in Compensation from 2010-2017



**Chart 10: Rate of non-compliance in working time, 2010-2017**



## Annex 11: BWJ reporting on ZT areas of non-compliance<sup>62</sup>

**Table 8:**

Date of Assessment	Factor y Name	Case(s) found	Date reporting to MOL	Date receiving MOL's reply	Follow-up note
2015	Factor y A	1. 5 cases of forced labour 2. 2 cases of child labour			Factory was closed.
5/22/16	Factor y B	1. One Jordanian Child labour and one juvenile Jordanian labour 2. Passport confiscation	5/26/16		1. Child labourer and her mother were terminated. 2. Most of passports were returned to workers.
9/21/16	Factor y C	Two juvenile Bangladeshi workers (16 years old)	9/25/16		Two found during assessment and another one identified by factory were sent back to Bangladesh during the same month.
12/20/16	Factor y D	Passport confiscation issue	12/21/16	12/26/16	MoL visited the factory, and management returned passports to workers. A penalty was imposed through official letter on Dec 26.
12/18/16	Factor y E	Passport confiscation	1/11/17	1/18/17	Jan 18 MoL informed BWJ that management returned all passports to workers.
2/19/17	Factor y F	Passport confiscation	2/20/17		MoL inspectors participated as part of BWJ assessment. On the 2 <sup>nd</sup> day, the MOL inspector followed up on the case and reported to BWJ that all passports had been returned.
4/19/17	Factor y G	Passport confiscation	4/23/17		MoL replied that workers confirmed to LS and MoL requested them to return passports to all workers on May 1st (April 30 is public holiday)
5/2/17	Factor y H	One 17-year old juvenile worker worked in washing as chemicals used considered hazardous job and work overnight.	5/3/17		MoL investigated and issued a report including penalty. Management moved this juvenile to another department on May 3rd.
8/30/17	Factor y I	Physical abuse	Received	9/10/17	MoL investigated this incident, which happened between a supervisor and a worker. Then MoL issued a penalty letter to the factory.

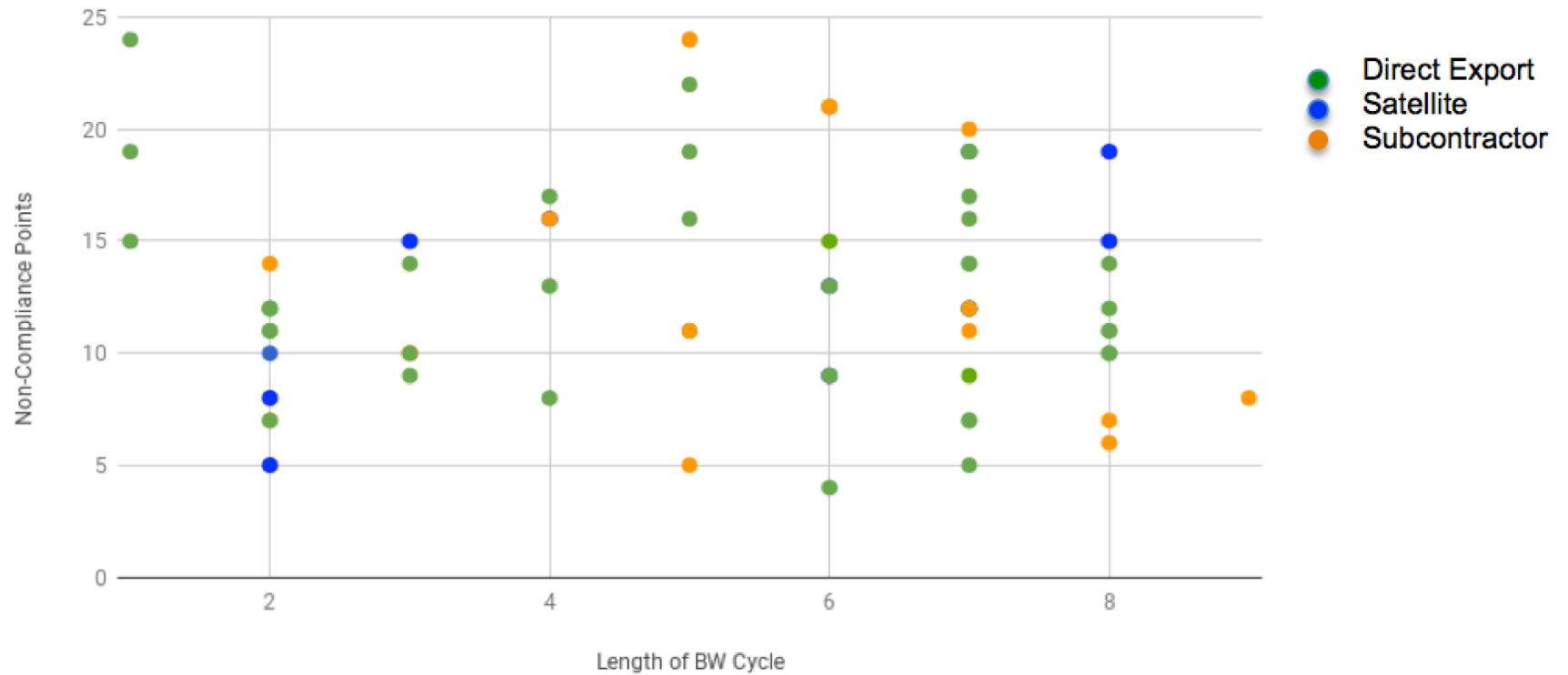
<sup>62</sup> Data compiled by the BWJ programme for the evaluation.



## Annex 12: Non-compliance of factories by type from 2010 to 2017

Chart 11:

Non-Compliance of Factories Over Time



## Annex 13: An analysis of the 3 CBAs

**Table 9:**

CBA – date	General description	What was negotiated on behalf of workers	What was negotiated on behalf of employers
<p><b>February 15, 2012</b></p> <p>Association of Owners of Factories, Workshops, and Garments (Mamoud Al-Hijjawi)</p> <p>General Trade Union of Workes in Textile, Garment &amp; Clothing Industries (Fathallah Imran)</p> <p>Jordan Garments, Accessories, &amp; Textile Exporters' Association (Mohammad Mustafa Khorma)</p>	<ul style="list-style-type: none"> <li>Based on the implementation of minimum wage laws</li> <li>Informal 2-page document</li> <li>Vowed to continue to negotiation to achieve optimal international standards</li> </ul>	<ul style="list-style-type: none"> <li>5 dinar raise for each previous year of work as of Feb 2012 – limit 4 years</li> </ul>	
<p><b>5/25/2013- 5/24/2015</b></p> <ul style="list-style-type: none"> <li><b>First party</b> Jordan Garments, Accessories &amp; Textile Exoprtrs Association (JGATE)</li> <li>The Association of Owners of Factories, Workshops and Garments (AOFWG)</li> <li><b>Second Party</b> General Trade Union of Workers of Textiles, Garment &amp; Clothing Industries</li> </ul>	<ul style="list-style-type: none"> <li>9 Pages</li> <li>Simple and clear number and letter format</li> <li>Contains provisions for ratification rather than being the final product</li> </ul>	<ul style="list-style-type: none"> <li>Employers must inform workers of union</li> <li>Union invites workers to join</li> <li>Wages in accordance to law and with signed memoranda</li> <li>Union cannot discriminate against members</li> <li>Paid within seven days</li> <li>Worker receives 5-dinar annual increase</li> <li>Workweek not to exceed 48 hours</li> <li>Religious and cultural holidays</li> <li>Joint labor-management occupational safety and health committee at every factory</li> <li>Must provide clinics with standards of the golden list</li> <li>Union and employer responsible for trainings</li> </ul>	<ul style="list-style-type: none"> <li>No strikes or lock-outs during time of the agreement</li> </ul>

		<ul style="list-style-type: none"> <li>• Transportation for workers</li> <li>• Creating unified contract in worker's language</li> <li>• No payment of recruitment fees</li> <li>• Sub-contractors must comply with union regulations</li> <li>• Employee can be laid off in favor of 3<sup>rd</sup> party contractors</li> <li>• No one but union members can perform the work outlined in the agreement</li> <li>• Just cause for termination required</li> <li>• Verbal and written warnings before discharge</li> <li>• Dispute resolution</li> <li>• Monthly joint union-management committee meetings</li> </ul>	
<p><b>8/1/2015-7/31/2017</b></p> <ul style="list-style-type: none"> <li>• <b>First party</b> Jordan Garments, Accessories &amp; Textile Exporters Association (JGATE)</li> <li>• The Association of Owners of Factories, Workshops and Garments (AOFWG)</li> <li>• <b>Second Party</b> General Trade Union of Workers of Textiles, Garment &amp; Clothing Industries</li> </ul>	<ul style="list-style-type: none"> <li>• 13 pages</li> <li>• No mention of individual signers</li> <li>• More complicated and formal than previous agreement</li> <li>• Feels like a legal document but is still clear and self-contained</li> <li>• Adds new section focusing on creating opportunities for Jordanian workers</li> </ul>	<ul style="list-style-type: none"> <li>• Wages in accordance with law</li> <li>• Detailed pay slip in worker's language</li> <li>• Pay no later than 7 days from pay period</li> <li>• Additional annual raises for work up to 7 years</li> <li>• 48-hour workweek</li> <li>• Employers will train union reps in health and safety</li> <li>• Right to access dormitories for code</li> <li>• Employers to provide training and education as selected by the union</li> <li>• Attempt to establish worker's centers</li> <li>• Must provide childcare to encourage women in the workforce</li> <li>• Golden list criteria health clinic</li> <li>• Transport for workers</li> <li>• No sub-contractors replacing workers</li> <li>• Sub-contractors must comply with union regulations</li> <li>• Employers can't do worker's jobs</li> </ul>	<ul style="list-style-type: none"> <li>• Future factory conditions can be negotiated with the union</li> <li>• Employers inform employees of union</li> <li>• Visits by union reps must not interfere with business operations</li> <li>• Only one day off for cultural or religious practices</li> <li>• Joint labor-management health committee is now co-chaired by employer and union</li> <li>• Health and safety inspections can be done by the employer</li> <li>• Clinic only open during business hours</li> <li>• "endeavor" to ensure no recruitment fees paid by workers</li> <li>• 90 day probation period for firing</li> </ul>

		<ul style="list-style-type: none"> <li>• Union can file claims to bring workers back to work</li> <li>• Union-management committee to enforce agreement</li> </ul>	<ul style="list-style-type: none"> <li>• more severe recourse such as firing rather than written warnings</li> <li>• creation of The Jordan Garment Sector Industrial Relations Joint Council</li> </ul>
<p><b>3/1/2017 – 2/28/ 2019</b></p> <ul style="list-style-type: none"> <li>• <b>First party</b> Jordan Garments, Accessories &amp; Textile Exporters Association (JGATE)</li> <li>The Association of Owners of Factories, Workshops and Garments (AOFWG)</li> <li>• <b>Second Party</b> General Trade Union of Workers of Textiles, Garment &amp; Clothing Industries</li> </ul>	<ul style="list-style-type: none"> <li>• 23 pages</li> <li>• 2 employers and 1 worker’s rep signed</li> <li>• Wages are negotiated separately for Jordanian and migrant workers</li> <li>• Lots of mention of things being in accordance to law rather than negotiated</li> <li>• Very complicated explanation of wages</li> <li>• Document divided into articles</li> <li>• Wages are defined vaguely without reference to amount of minimum in very confusing language</li> <li>• Two-year contract with no stipulations for renewal</li> </ul>	<ul style="list-style-type: none"> <li>• Covers all workers in the apparel industry</li> <li>• Union access to employers</li> <li>• Union must inform employers of representatives</li> <li>• Duly authorized union rep access to factories</li> <li>• Values in-kind wages</li> <li>• Equality between migrant and Jordanian workers</li> <li>• Cash wage and in kind wage system</li> <li>• Jordanian workers – 110 dinars monthly + 80 dinars cost of living</li> <li>• 30 dinar increase to minimum wage</li> <li>• For Migrant workers – 110 dinar monthly + 15 dinar cost of living</li> <li>• 15 dinar increase divided over two years</li> <li>• Provides for an increase in in-kind wages from a value of 80 dinar to 95 dinars over two years</li> <li>• Must provide detailed wage slips in worker’s language</li> <li>• One day off per year for religious and cultural customs</li> <li>• Right to participate in inspection</li> <li>• On-site Health clinic at the expense of company</li> <li>• Contract made available in worker’s language</li> </ul>	<ul style="list-style-type: none"> <li>• Right to negotiate at enterprise and company level</li> <li>• Workers can be paid the minimum wage is cash, housing, food, and other in-kind wages</li> <li>• Social security is calculated on full salary not just cash salary</li> <li>• Responsible for workplace safety in accordance with law</li> <li>• Safety and health committee is ½ union and ½ employer reps</li> <li>• Employers are responsible for educating workers about the union</li> <li>• Efforts shall be made to create recreation zones</li> <li>• If a workers wishes to quit before contract end, it must go before the joint union-management committee</li> <li>• Endeavor to ensure that no recruitment fees are paid by workers</li> </ul>

## Annex 14: CBA provisions that remained constant

**Table 10:**

What was negotiated on behalf of workers	What was negotiated on behalf of employers
<ul style="list-style-type: none"> <li>• Covers all workers without discrimination</li> <li>• Right to union membership</li> <li>• Union has primary responsibility for administering the agreement</li> <li>• Union access to factory for meetings and elections</li> <li>• Transfer of labor compliance obligations with sale of factory</li> <li>• Right of union reps to visit factories</li> <li>• Right to bulletin boards</li> <li>• No additional deductions can be made by employers from paychecks</li> <li>• No forced overtime</li> <li>• No discrimination in hiring</li> <li>• No child labor</li> <li>• Ample time clocks</li> <li>• Employers provide health and safety training</li> <li>• Drinking foundation, sanitary restrooms</li> <li>• Can refuse unsafe or injurious work</li> <li>• Dormitories in compliance with the law “within 3 months”</li> <li>• Expansion of Jordanian workers is not to replace migrant workers</li> <li>• Provision of compensation for illegal discharge</li> <li>• Union has the right to negotiate and advocate in workplace disputes</li> <li>• Laid off workers can return within 1 year</li> <li>• Extensive payroll records</li> </ul>	<ul style="list-style-type: none"> <li>• Employers reserve all lawful rights not specifically addressed by contract</li> <li>• Employers deduct union dues from workers’ paycheck</li> <li>• Must Increase the number of Jordanian workers</li> <li>• 90 probation period for termination</li> <li>• Immediate discharge for serious violations</li> </ul>

## Annex 15: Program status on implementation of MTR recommendation (BWJ program document)

14<sup>th</sup> December, 2016

The following table is based on the 10 recommendations from the October 2016 Independent Midterm Evaluation of the ILO-IFC Better Work Jordan Program funded by the United States Department of Labor (USDOL).

**Table 11:**

Recommendations	Summary	BWJ	USDOL
5.1. Develop new sustainability strategy	BWJ should develop a sustainability strategy. The strategy should be built on efforts to increase revenue and decrease expenses, building capacity of MOL labor inspectors, improving capacity of the GTU to communicate with migrant workers, and building the capacity of employer's associations. The sustainability plan should be developed by January 2017.	BWJ is working to develop a written sustainability strategy. The strategy will be shared with the USDOL by the end of January 2017. Meanwhile, on Dec 4 <sup>th</sup> , 2016, BWJ has signed a collaboration agreement with MoL to build the capacity for the labor inspectors through secondments, on the job and class room training.	USDOL will: <ul style="list-style-type: none"> <li>• provide feedback on strategy</li> <li>• make an internal presentation of the strategy to senior management at DOL</li> </ul>
5.2. Revise Outcomes 2 and 3, the PMP and budget	BWJ should work with the USDOL and M&E coordinator to revise Outcome 3 (referring to establishing a local entity) and the PMP and budget to reflect the sustainability strategy. Revise outcome 2.5 regarding the Worker's Center, and make corresponding changes to the PMP and budget.	BWJ will revise Outcome 2 in early 2017 remove funding the Worker's Center from its budget, as the project no longer funded by BWJ. BWJ will revise Outcome 3 after the sustainability strategy is finalized in January 2017.	USDOL will: <ul style="list-style-type: none"> <li>• lead through a formal modification process with Procurement once BWJ and USDOL agree on a final document</li> </ul>
5.3. Empower the PAC	The goal should be to evolve the PAC from an advisory committee to one that is more involved in key decisions. Recommendations include: 1) define decisions that can be made locally, 2) develop an effective mechanism for monitoring or tracking key decisions and actions steps identified by the PAC, and 3) hold PAC meetings every month.	BWJ holds regular PAC meetings (six meetings in 2016), and communicates discussions and action points via Minutes of Meeting after each meeting. The present structure of PAC meeting is designed for members to raise concerns, hold productive discussions and decide on tangible action points.	N/A

5.4. Strengthen and expand PICCs	BWJ should continue to strengthen PICCs. BWJ should consider additional PICC training to strengthen the committees, and develop an effective mechanism for training workers on how the PICC can address non-compliance (e.g. social media).	Language and high turnover rates continue to act as barriers to improving the effectiveness of PICCs. BWJ and the union need to develop innovative methods to overcome the stated barriers. BWJ is exploring creative ways to address these barriers, and is encouraging the union to communicate better with migrant workers. BWJ will explore with the union the ways of enhancing their communication with migrant workers in the sector.	USDOL will: <ul style="list-style-type: none"> <li>encourage and participate when appropriate on discussion to find new methodologies for the PICCs</li> </ul>
5.5. Support Public Disclosure in Jordan	BWJ should help make a case for public disclosure to stakeholders in Jordan.	With endorsement from the Government of Jordan (GoJ) and the World Bank, BWJ is adopting Public Disclosure starting 2017. BWJ held an industrial learning seminar public disclosure for factory management. BWJ trained over 100 ministry inspectors on the upcoming public disclosure.	USDOL will: <ul style="list-style-type: none"> <li>keep supporting BWJ on their efforts and sending messages to stakeholders when needed.</li> </ul>
5.6. Clarify union membership and deduction fees	BWJ should work with MOL, GTU and JGATE to clarify GTU membership and payment fees and communicate this to workers. Clarify Articles 3 and 9 about Union Membership and Deductions in the CBA.	Lack of worker and factory awareness about union membership and payment continues to be a challenge in the industry. BWJ is encouraging the union to increase communication with workers on this issue.	N/A
5.7. Agree on use of BWJ personnel for new sector development	BWG is in the process of developing a plan for BWJ to enter new sectors covered under the EU-Jordan agreement. USDOL expectation that full-time BWJ personnel will be completely dedicated to the project	The GoJ and the EU are yet to sign an agreement on the expansion of sectors. BWJ will start planning for personnel once an agreement is finalized on paper.	USDOL will: <ul style="list-style-type: none"> <li>once the agreement is finalized and the extent of the problem assessed, DOL will discuss the situation with BWJ and BW Geneva.</li> </ul>

5.8. Agree on budget allocations and expenditures rates	USDOL should review the output-based budget allocations and expenditure rates with BWG.	There was discrepancy in how the salary costs and day-to-day running costs were calculated by the evaluator and how these costs are actually calculated by the program. This inconsistency in calculation was communicated to the evaluator via email.	N/A
5.9. Increase communication between USDOL and BWJ	USDOL should organize quarterly phone calls with the BWJ Program Manager and the USDOL M&E Coordinator to discuss project advances, challenges and so on.	As suggested in the report, increased communication between the USDOL and BWJ is essential for effective program implementation. In addition to the recommendations in the report, BWJ thinks that yearly field visits from the USDOL help increase and improve communication.	<p>USDOL will:</p> <ul style="list-style-type: none"> <li>• hold formal quarterly communications with BWJ, besides ongoing informal communication</li> <li>• internally request an annual visit to Jordan, which will depend on overall DOL budget availability</li> </ul>
5.10. Use social media to disseminate information	BWJ should develop a social media strategy to disseminate information to workers and transfer the strategy to key stakeholders. BWJ can help convert important information to platform friendly content that is accessible to workers of different origins.	BWG is conducting background research on cellphone and internet usage among workers. This exploratory study will inform how BWJ can use cellphones and social media in the future.	N/A