

**Final Independent Evaluation  
of  
Better Work Jordan-Phase 1**

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## I. Acronyms and Abbreviations

ACTRAV	Bureau for Worker Activities
AOFWG	Association of Owners of Factories, Workshops, and Garments
BWG	Better Work Global
BWJ	Better Work Jordan
CBA	Collective Bargaining Agreement
CTA	Chief Technical Advisor
DWCP	Decent Work Country Program
EA	Enterprise Advisor
FLA	Fair Labor Association
GoJ	Government of Jordan
GTUTI	The General Trade Union of Workers in Textile Garment & Clothing Industries
HRSDC	Human Resources and Skills Development Canada
IFC	International Finance Corporation
ILO	International Labor Organization
IR	Industrial Relations
ITGLWF	International Textile, Garment, and Leather Worker Federation
J-GATE	Jordan Garments, Accessories and textiles Exporters Association
JEDCO	Jordan Enterprise Development Corporation
M&E	Monitoring and Evaluation
MoIT	Ministry of Industry and Trade
MoL	Ministry of Labor
NLC	National Labor Committee (Institute for Global Labor and Human Rights)
OECD/DAC	Organization for Economic Co-operation and Development- Development Cooperation Directorate
PAC	Project Advisory Committee
PICC	Performance Improvement Consultative Committee
PRSP	Poverty Reduction Strategy Papers
QIZ	Qualified Industrial Zones
RBM	Results Based Management
SPF	Strategic Policy Framework
TORs	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNDAF	United Nations Development Assistance framework
USAID	The United States Agency for International Development

## II. Acknowledgements

The Evaluation Team from Al-Jidara would like to thank all those that have contributed information and made themselves available for interviews and meetings with the evaluation team during the months of July and August. Those include the team of Better Work Jordan, the team of Better Work Global, the ILO Regional Office for Arab States, the General Trade Union of Workers in Textile, Garment, and Clothing Industries, the Jordan Garments, Accessories and Textiles Exporters' Association, representatives from the Ministry of Labor, representatives from the Ministry of Industry and Trade, evaluators from Tufts University, International Trade Union stakeholders, Project Advisory Committee members, employers and factory owners, and buyers.

## III. Executive Summary

In partnership with the International Labor Organization (ILO) and the International Finance Corporation (IFC), and in collaboration with Jordanian and international stakeholders, Better Work Jordan was designed and launched in February 2008. It was established at the request of the Government of Jordan, along with the United States Agency for International Development (USAID), a major donor to the program.

The long-term goal of the program is to reduce poverty in Jordan by expanding decent work opportunities in the apparel sector. The program aims to improve competitiveness of the industry by enhancing economic performance at the enterprise level and by improving compliance with Jordanian labor law and the ILO's core labor standards.

Jordan has been undergoing a period of reform, economic openness and global integration in recent years. The apparel industry today accounts for nearly 18% of total Jordanian exports, and the domestic share of value-added in the Jordanian garment industry is 37%<sup>1</sup>. Apparel exports, mostly to the United States, exceeded 1.18 billion USD in 2012<sup>2</sup>, representing an increase of almost 4% over 2011, and 13% over 2010. Most apparel factories are situated in 14 Qualified Industrial Zones (QIZs), with the three largest QIZs located in Dulayl, Sahab and outside the country's second largest city of Irbid in the north. Over two thirds of the industry's 42,000 workers are migrant workers from South and South-East Asia, with women representing almost 60% of the workforce.

The final independent evaluation of Phase I of Better Work Jordan was conducted by Al-Jidara in Amman, Jordan at the request of Better Work Global. The purpose of this evaluation is to capture the achievements of project objectives and outcomes, gather and document lessons learnt, and present this information to inform the design and implementation of the second phase of the project.

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<sup>1</sup> Data Source: National Strategy for the Jordanian Garment Industry (2013-2018)

<sup>2</sup> Export numbers include garment factories in both QIZ and non-QIZ areas. Garment exports from QIZ and non-QIZ areas for 2011 and 2012 were 1.37 billion USD and 1.049 billion USD respectively. Data source: MoIT.

Evaluation criteria provided in the Terms of Reference (TORs) was used as the main reference during the evaluation. This report summarizes the main findings of this evaluation.

*Achievements of Immediate Objectives:* The evaluation team found that BWJ largely met its immediate objectives under the project's five main components. It was evident that it played a role in improving levels of compliance at participating factories, in addition to improving cultures and attitudes towards compliance among key stakeholders. BWJ also played a strategic role that led to the development and 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.

The National Strategy for the Jordanian Garment Sector aims to promote industry growth, Jordanian labor in the garment industry, and to contribute to the Jordanian economy through the following four strategic objectives: 1) Create an effective partnership between government and the private sector to support the industry's growth in line with government priorities; 2) Build a stable and productive workforce that contributes to human development in Jordan, and 3) Build the capacity of the Jordanian garment industry to produce higher value-added products and provide higher value services, and 4) Market Jordan as a world-class destination for sourcing garments. The strategy was developed through a participatory process with key stakeholders including: BWJ, Employment-Technical and Vocational Education and Training Council, Garment Design Training Service Center, GTUTI, J-GATE, MoIT, MoL, National Employment Strategy Team, and USAID. The strategy is due to be launched by the Prime Minister in October of 2013.

*Relevance and Strategic Fit to the Project:* The evaluation team found that the project's immediate objectives are consistent with key stakeholder needs, including the GoJ, the garment union, factories, and international buyers. Additionally, the project's goal and immediate objectives are in direct alignment with the Decent Work Country Program's strategy (2012- 2015). While the project is aligned with and is supported by other ILO projects, increased synergies and points of leverage with projects in the ILO portfolio in Jordan, and in the region, could prove to be beneficial.

*Validity of Project Design:* While assumptions and external factors that influence the implementation of the project were taken into consideration at project design, in some cases the depth and extent of implications those factors had on the project may not have been anticipated. Details on each of the factors are provided under section VII of this document.

*Overall Project Progress, Effectiveness, and Efficiency of Resource Use:* By looking at the project Monitoring and Evaluation data covering the project's five components, BWJ appears to have progressed as planned and achieved –to a great extent- most of its targeted outputs. Furthermore, project budget was allocated in accordance to the strategic importance of its activities; for example, a significant share of the project's budget was allocated to the delivery of the project's core services. Similarly, the larger

number of project staff at BWJ work on the delivery of assessments and advisory activities.

Anticipated cost recovery ratios were analyzed and reviewed prior to the mid point evaluation, based on the Jordanian garment sector's characteristics and constraints (e.g. small number of factories, resistance by some sub-contracting factories to the program). Revised cost recovery targets (25% for 2012, 30% for 2013, and 35% for 2014) are more realistic; nevertheless, they are dependent on the project's implementation of revenue generating and cost-cutting measures, as indicated in the sustainability plan.

*BWJ Core Services:* There is unanimous agreement among project stakeholders that assessment services have consistently improved over the life of the project, attributing that to the capacity building of the Enterprise Advisors and improved interpretation of compliance requirements. Factories, buyers and the government attribute the improvement of factory compliance rates to the provision of advisory services, in a partnership approach. Nevertheless, they suggested that BWJ deepen advisory support to factories, without sacrificing the quality of the service provided as the number of participating factories grows. Training, which was kicked off later than planned, is still not utilized to its full potential, and factories agree that training services should cover a larger percentage of workers, either directly or through building the capacity of the PICCs to deliver certain training programs, as appropriate. The challenges that BWJ's training function faced, which were acknowledged by most stakeholders and are illustrated in the training section of this report, should be taken into consideration in the design of phase II. This is of paramount importance since stakeholders highlighted the role of training services in improving compliance, and acknowledged that training complements advisory services. In addition, the sustainability plan suggests that the training services could contribute to cost recovery.

*Effectiveness of Management Arrangements:* The project has seen significant capacity building improvements over 2011 and 2012. The Program Manager is leading efforts on long-term goals that are sector related, while the Technical Officer manages the delivery of the core services. This management arrangement helps maintain the quality of the core services provided, and at the same time allows the project to play a larger role at the sector level.

*Impact Orientation:* The project management regularly reviews a set of output indicators to improve its processes and activities, as shown in the M&E matrix in Appendix E. In addition, the research agenda led by Tufts University<sup>3</sup> covers several areas related to impact and outcomes of the project, including sector competitiveness and performance data, which in turn include data on sales and exports, (if linked with working hours will provide labor productivity figures), relationships with buyers, position in value chain,

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<sup>3</sup> The work led by Tufts University includes The Apparel Industry: Jordan's Comparative Advantage in International Trade, The Apparel Industry and the Jordanian Economy: Calculating the Domestic Share of Sector Value Added, Jordan Worker Survey Baseline Report, Jordan Worker Survey Second Internal Report, Jordan Baseline Report (Feb 2013).

obstacles to business success, among others. While the Value Added study<sup>4</sup> and the Comparative Advantage Study<sup>5</sup> were completed on the sector and studied the viability of the sector to the Jordanian economy and the garment sector's competitiveness in the global supply chain, specific impact of project interventions on sector competitiveness and productivity was not measured. According to Tufts University, the sample size of the Jordanian industry is too small for a proper impact analysis on competitiveness, which could provide empirical evidence on the specific level of impact BWJ had on sector competitiveness and performance. The next phase of the project should define impact and outcome level indicators at the design phase, to enable researchers to properly measure the impact that the program has on competitiveness and performance at mid point and end of project.

BWJ, through facilitating the development of the National Strategy for the Jordanian Garment Industry, addressed the issue of increasing local labor in the garment sector. However, project activities in previous years did not support that goal, which was a goal of the project (based on the Project Document). The major challenges of attracting local labor into the sector are acknowledged in the National Strategy for the Jordanian Garment Sector document, and it is stated clearly that attempts to increase the proportion of Jordanian workers in the sector must be sensitive to the fact that it is not economically feasible to eliminate the migrant workforce in this sector in the short-to-medium term. Moreover, policies and programs aiming to increase the number of Jordanians employed in the sector must work on encouraging Jordanian women with low educational attainment to enter the workforce.

*Project Sustainability:* The focus on sustainability of project activities and results is evident in the project document, which states under component 3 that a national independent entity be established to carry out BWJ activities. The proposed time frame to achieve that was not realistic; especially since actual cost recovery ratios were below the estimates made during the project design<sup>6</sup>. The 2012 – 2013 (and beyond) vision statement (available in Annex D) emphasizes the strategic and sector wide role that BWJ should continue to play, which will contribute to the long-term sustainability of the project. In addition, collaboration between all DWCP projects can improve the odds of sustainability of project results.

In early 2013, the project, and in alignment with the recommendation of the mid-term evaluation, developed a sustainability plan that assessed the political, financial and managerial viability of project sustainability, and defined critical sustainability success factors on each aspect. With the vision of sustaining BWJ through a national entity, the

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<sup>4</sup> The Value Added study can be found on BWJ's website at <http://betterwork.org/jordan/?p=171>.

<sup>5</sup> *The Apparel Industry: Jordan's Comparative Advantage in International Trade* conducted by Tufts University can be found on BWJ's website at <http://betterwork.org/jordan/?p=811>.

<sup>6</sup> Initial cost recovery ratios were set by BWG and were 10% for yr1, 20% for yr2, 35% for yr3, and 50% for yr 4. These targets were later revised by BWJ.

sustainability plan proposed a transition timetable and a set of measures that would support cost recovery, through generating more income and reducing costs.

In light of further expansion of the program, evolving needs of the sector, changing factory and buyer demands, and sustainability of the project, and in line with the National Strategy for the Jordanian Garment Industry (2013-2018), the evaluation team makes the following recommendations:

- 1. Continue to Expand and Deepen the Strategic Role of BWJ:** BWJ should continue to expand and deepen its strategic role in the sector. Today, BWJ has a revised vision statement taking into account the sectoral and sustainability role that it is playing. The Program Manager's role has shifted to a more strategic, sector-wide one, and BWJ has been seen taking a more facilitative role at both the factory and the national levels, which will increase the likelihood that ownership is taken seriously at the local level, and that the sector is sustaining itself, even after BWJ is out. This is not to imply that BWJ should step back from conducting its assessment and advisory services, but rather to continue to deepen its recent role in improving quality of BWJ services, setting sector strategies, working with government to revisit policies, and to ensure sustainability of project results. According to the National Strategy for the Jordanian Garment Sector, a private public committee will have the responsibility for overseeing the implementation of the strategy. The evaluation team concludes that, for the sector strategy to be effective, it needs to have one responsible and accountable focal point to coordinate between members of the private public committee and to delegate and spread responsibility among key stakeholders of the strategy. Having too many owners of one strategy will only weaken the likelihood of successful implementation.
- 2. Engage in Improving Sector Competitiveness and Productivity:** Today, Better Work Jordan does not have the capacity to improve "price" competitiveness, especially with the elevated prices of raw materials. However, BWJ may want to consider, in its sustainability phase, to support factories in adjusting their operations and processes, by looking at IT, organizational setup, production processes, etc. to help create the leverage that factories need to increase production efficiencies and contribute to overall sector competitiveness. This is in line with the National Strategy for the Jordanian Garment Sector, which stipulates that process upgrading for factories could lead to cost reductions and improving production methods.
- 3. Design Activities Aimed at Increasing Participation of Local Workers in the Garment Sector:** The National Strategy for the Jordanian Garment Sector, which was facilitated by BWJ over the past year, and is set to be launched by the Prime Minister in October of 2013 contains, as one of its key objectives, increasing Jordanian employment in the sector by the end of the 5-year strategy to 55%, up from the current 20-25%. It is still not clear, however, what role BWJ will play in reaching these targets.

Even though minimum salaries have increased for Jordanian workers, the increases in numbers have been very minimal. Even with satellite units and Government subsidies to factories (i.e. free rent, salary subsidies), numbers of Jordanian workers remains low. BWJ in its sustainability phase could take on a role of coordinating efforts among key stakeholders (Government, employers, and employer associations) to implement specific actions targeted at increasing local labor, such as finding ways to improve the occupational status of working in the garment industry among Jordanian low-skilled workers and to improve the image of factories as work places that respect workers rights and the labor law. BWJ should consider coordinating an effort with the MoL and other stakeholders to engage local communities in focus groups to investigate ways to increase local employment in the garment sector. This is in line with the first key recommendation under the Employment of Jordanian section of the National Strategy for the Jordanian Garment Sector document (pg. 23).

- 4. Adjust Assessment and Advisory Services according to Factory Compliance Levels.** BWJ has initiated a process to revise its advisory guidelines to account for the maturity levels of some factories that have been members of the program for 3 years. Revised guidelines will be shared with BWG by end of 2013. If assessment and advisory cycles were adjusted according to the maturity level of each factory, the focus would be shifted to factories that rate low on compliance. This shift could address the concerns from some of the buyers and employers that EA's time spent on advisory services has become more scarce. By focusing on the factories that truly need assistance, effectiveness of advisory services as a whole would improve. When factories graduate and have reached a satisfactory level in compliance and social dialogue, BWJ could implement a more holistic management approach for those factories. It is important to note that qualifications of factories that are considered 'mature' should be defined and agreed upon before such a system is put in place.

Brands today are adapting the way they approach compliance from simply looking at traditional compliance data to starting to look at management systems and procedures within factories. Brands believe that management systems that create procedures and processes for dealing with non-compliance are much more sustainable than factories dealing with non-compliance issues as they occur. In addition, the new model approach for factory differentiation by the global program could address this adjustment. This new approach would deepen the focus on 'systems' that address root cause issues, improve linkages with training services, and achieve industry-level collaboration. BWJ should consider working with committed buyers and BWG to pilot such a system with the more mature and graduated factories in the next phase.

- 5. Increase Linkages and Coherence with ILO Work in Jordan through the DWCP** should continue to be strengthened, especially in areas of collective bargaining, industrial relations, freedom of association, and labor inspection. All ILO

interventions in this respect should be coordinated to have an impact on the Jordanian labor policy.

6. **Coordinate Marketing Efforts of the Jordanian Garment Sector to increase the number of buyers:** Based on the National Strategy for the Jordanian Garment Sector (2013-2018), Jordan has the potential to position itself as supplier of high quality garments, and in this regard, Jordan can look at countries such as Sri Lanka, which has shown considerable success in positioning itself as a key high- quality supplier in certain niche garment product categories. The evaluation team recommends that BWJ coordinate marketing efforts (including with Government, JEDCO, and possibly the IFC) to show international brands and investors that Jordan could become a supplier of higher quality garments. A contented marketing effort would not only shed light internationally on improved worker conditions of the garment sector in Jordan, but could potentially positively affect the sector's competitiveness worldwide, and increase the number of buyers that source from Jordan. To increase the number of buyers that are enrolled in BWJ, BWJ could increase awareness of its operations among buyers in the U.S. who have not previously worked in Jordan. BWJ could, in phase II, revisit compliance benchmarks, as needed, to appeal to new higher end buyers. BWJ could also consider working with existing brands to encourage them to remain committed to Jordan, and not to flee at the first incidence of non-compliance.
7. **Incorporate Impact Measurements in the Design of Phase II:** While phase I of the project was well designed, impact and outcome level indicators were not defined upfront in the project document, what was defined were mainly output and process indicators (as shown in the M&E summary matrix). The project, in its goal and purpose statements, referred to improved competitiveness and performance of the sector. Through the research agenda that was led by Tufts University, manager and worker surveys were carried out and did include business competitiveness and performance data, however, the specific impact that BWJ had (excluding other influencing factors of the sector) on sector competitiveness and performance was not measured. At the design of the second phase of the project, clear, specific and realistic outcomes and indicators should be defined, based on the intended purpose of the project, and a baseline should be provided before project activities convene (relevant baseline data for phase II could also be retrieved from the baseline report published in February 2013).
8. **Stakeholder Engagement at the Design of Phase II:** BWJ and the ILO should follow a participatory process in the design of the second phase of the project. Unions, workers, employers, and government should not only be consulted, but rather take on a leading role in negotiating project objectives and outcomes, and BWJ could help bring consensus among all stakeholders towards project objectives and component outputs.
9. **Build Capacity for Key Stakeholders**

- The evaluation recommends that **BWJ continue to strengthen the garment union's capacity by deepening their role in project activities (i.e. assessment and advisory activities)**, and should facilitate the Union's participation in PICC meetings. Capacity building activities of the union could also address the following areas: 1. Improving the union's capacity in financial management and sustainability, and 2. Improving the union's ability to negotiate. *(Please refer to page 49 for more details).*
- The evaluation team also recommends that **BWJ increase its efforts in building the capacity of the Inspection Directorate at the MoL.** Know-how and knowledge accumulated by BWJ should be transferred to MoL inspectors in a more structured, frequent, and intentional manner, and inspectors should become better exposed to the advisory role that Enterprise Advisors are playing.

**10. Improve the Role of the PAC:** The role and mandate of the PAC could be revised under Phase II, so that it becomes more of an influential body that provides strategic guidance to the sector as a whole. It was suggested by a member of the PAC that an ILO representative become an active member of the PAC.

**11. Increase Worker Participation in and Effectiveness of PICC Meetings:**

- Enterprise Advisors should continue working with PICC members on self-confidence issues and communication skills. This should not be done by conducting formal training, but rather by running small group or one-on-one sessions.
- Consider piloting a PICC training conducted across languages, by clustering a number of factories together, rather than by conducting factory-by-factory PICC training, to see whether significant time- savings could be observed and to better determine the pros and cons of such an approach.
- Enterprise Advisors could improve dissemination of information about PICCs, their role in influencing worker rights and working environment. Visual media and tools could be further used to reduce time and costs related to translation.
- Engage unions in PICCs' meetings, so workers feel protected and gather the courage to speak their minds freely.

**12. Improve Internal Processes within BWJ**

- **Simplify the Assessment Report:** BWJ could, in its future phase, consider simplifying the assessments system and compliance report. It should be made easier for buyers to understand and read the entire report. Buyers tend to look at the summary page, and sometimes do not get into the details and elaborations of the reports, causing them at times to overlook some issues or make hasty decisions.
- **Develop a Checklist and Benchmarks for Factories and Government:** BWJ could consider developing simple and straightforward benchmarks and a checklist for all minimum compliance data; to be made readily available among factories and government bodies.

**13. Market BWJ's Training Program among Factories:** BWJ should consider investing additional time in marketing its training programs to factories and factory management. They should aim to improve the image of BWJ as educators and service providers, whose programs are there to improve not only factories' compliance, but also their long-term productivity and competitiveness.

**14. Measure Training Effectiveness:**

- BWJ should consider calculating the percentage of employees receiving training relative to the total number of employees per factory. This would give BWJ and BWG an indicator of employee coverage in training.
- BWJ should consider adding some outcome level indicators to measure training effectiveness. All three training indicators being measured are considered output indicators, and do not give an indication of how training is resonating with employees, or how effective training programs are. While effectiveness of training would require proper impact evaluations and could be costly, simple techniques could be used to evaluate most of the programs. Those could include: pre and post knowledge questionnaires (currently done for the SST and Sexual Harassment Training), questionnaires or simple surveys for management around the performance of their employees, or evaluation of trainees of training materials and training delivery.

## **IV. Project Background and Context**

The Better Work program is a partnership between the International Labor Organization (ILO) and the International Finance Corporation (IFC). In collaboration with local and international stakeholders, Better Work Jordan was designed and launched in February 2008. It was established at the request of the Government of Jordan, along with the United States Agency for International Development (USAID), a major donor to the program.

The goal of the program is to reduce poverty in Jordan by expanding decent work opportunities in the apparel sector. The program aims to improve competitiveness of the industry by enhancing economic performance at the enterprise level and by improving compliance with Jordanian labor law and the ILO's core labor standards.

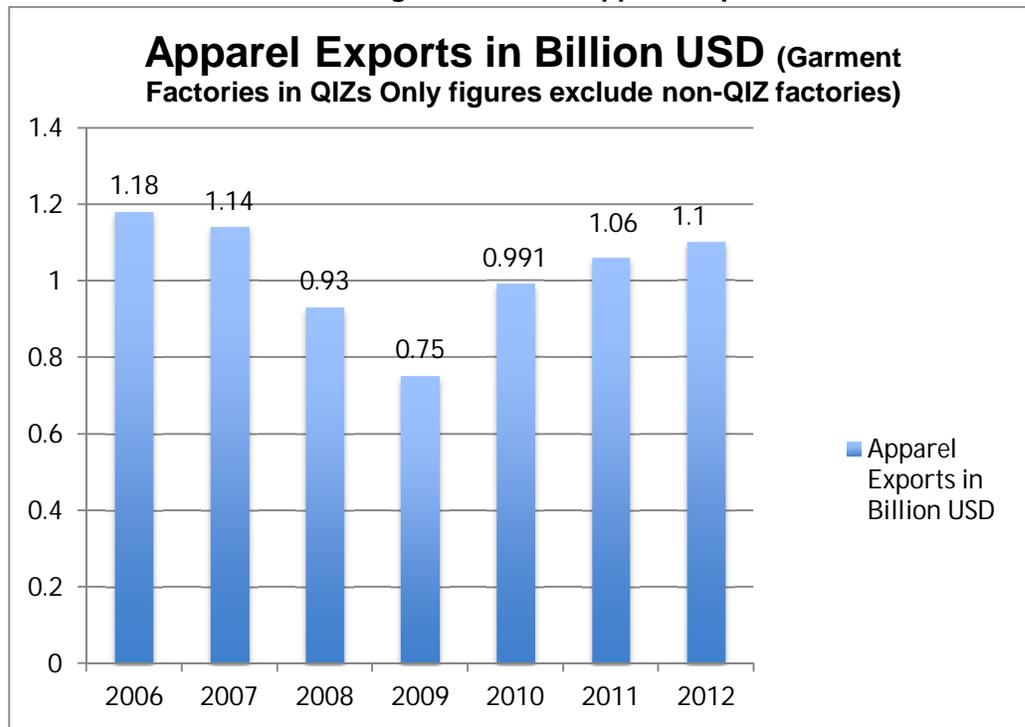
The apparel industry accounts for nearly 17% of the country's total exports. Apparel exports, mostly to the United States, exceeded 1.18<sup>7</sup> billion USD in 2012, representing an increase of almost 4% over 2011, and 13% over 2010. In 2006, the sector was going through a reputational crisis after the National Labor Committee (NLC) published a report criticizing the sector's work conditions. The following chart illustrates export trends

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<sup>7</sup> This number includes exports from both QIZ and non-QIZ apparel factories

of the garment sector between the end of 2006 and the end of 2012 (by looking only at factories within QIZs).

Figure 1: Jordan Apparel Exports<sup>8</sup>



The industry employs approximately 42,000 workers, over three quarters of whom are migrant workers mostly from South and South-East Asia, with the majority originating from India, Sri Lanka, and Bangladesh.

Starting in July 2011, Better Work Jordan experienced a period of rapid growth as it transitioned from a voluntary factory participation program to a mandatory one, where all apparel factories exporting to the U.S. and Israel, and their subcontractors, are required to participate. The number of factories grew from 34 in June 2011 to 58 in June 2013, with the aim of reaching 61 factories by end of 2013.

The monthly minimum wage for Jordanian workers in the apparel sector was increased to JD 170 (USD 240) effective 1 February 2012 and has increased to JD 190 (USD 268) on 1 January 2013. The basic monthly minimum wage for all migrant workers in the sector remains at JD 110 (USD 155). Some migrant workers received a onetime monthly salary increase based on seniority of up to JD 20 effective 1 February 2012. Some factories have chosen to voluntarily include this seniority bonus into their salary scales.

<sup>8</sup> Data source: Ministry of Industry and Trade (MoIT). These numbers represent exports from the garment factories in the QIZs alone. Exports from the entire garment sector reached 1.18 billion USD in 2012.

A tripartite Project Advisory Committee (PAC) acts as the main advisor of Better Work Jordan. The PAC is comprised of three representatives from the government (two from the Ministry of Labor and one from the Ministry of Industry and Trade), three from employer organizations (one from the Jordan Garments, Accessories, & Textiles Exporters Association, one from the Foreign Investors Association, and one from the Chamber of Industries), and three from worker organizations (two from the General Trade Union of Workers in Textile, Garment & Clothing Industries and one from the General Federation of Jordanian Trade Unions). The PAC has met fifteen times since project inception, and it has played an important role in building stakeholder support for the project, identifying challenges, and building a tripartite consensus around proposed solutions. The PAC is complemented by an annual buyers' forum, which provides for broad stakeholder consultation.

Better Work carries out factory assessments to monitor compliance with international labor standards and national labor law, and it highlights non-compliance findings. Better Work reports these figures to help factories easily identify areas in need of improvement. Collecting and reporting this data over time has helped factories demonstrate their commitment to improving working conditions, and has served as evidence for sector wide improvements.

Better Work organizes its compliance reporting into eight clusters of labor standards. Four of the clusters are based on fundamental rights at work regarding child labor, discrimination, forced labor, and freedom of association and collective bargaining. The four other clusters monitor compliance with standards primarily set by national law, so they vary from country to country. This set consists of compensation, contracts and human resources, occupational safety and health, and working time.

## **V. Evaluation Methodology and Work Plan**

The final evaluation of the first phase of Better Work Jordan focused on assessing the achievements of project objectives and outcomes, gathering and documenting lessons learnt, and presenting this information to inform the design and implementation of the second phase of the project. The evaluation criteria provided in the Terms of Reference (TORs) was used as the main reference during the evaluation, covering the following areas: relevance and strategic fit to the project, project design, project effectiveness, efficiency of resource use, effectiveness of management arrangements, and impact and result orientation and sustainability.

The evaluation was carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO evaluation policy guidelines, the UN System Evaluation and Standards and the OECD/DAC, as indicated in the TORs. The following summarizes the phases of the work plan that was followed by the evaluation team during the evaluation period:

### **1) Kick off Meeting**

During the first week of July, the evaluation team held an audio meeting with the manager of this evaluation from BWG to confirm the requirements of the assignment, and agreed upon the mechanism of work, the dynamic of cooperation, specific deliverables, and the timetable for project implementation. The work plan was revised so that the desk research and the fieldwork were to take place in parallel instead of in sequence. This change accommodated the shorter working hours during the month of Ramadan and the vacation schedule of a number of key informants. An inception report was submitted covering the approach and the revised work plan.

## **2) Desk Review**

The desk review entailed a review of main project documents, including project document and the revised project document, progress reports, key program objectives and their relevance to overall ILO strategy and the Decent Work Country Program (DWCP), M&E matrices, impact assessment baseline report, mid-point review document, sustainability report, Compliance Synthesis reports, collaboration plans between BWJ and the Government of Jordan, the Collective Bargaining Agreement, and the Draft National Strategy for the Jordanian Garment Sector. Please refer to appendix B for a complete list of documents reviewed. Al Jidara's team used these documents to make an initial assessment against the evaluation criteria listed in the TOR and to verify opinions of key informants, and vice versa.

## **3) Field Work and Key Interviews**

Given that the evaluation team members were based in Amman, access to key informants and interviewees was very feasible throughout the period of the assignment, with some limitations due to Ramadan working hours and vacation schedules of some of the key informants. The lead assessor and the evaluation team took advantage of their presence in Amman to follow a participatory approach in gathering information, identifying lessons learnt and areas for improvement. The team started the interview process with key informants from BWJ and BW Global earlier than anticipated in the original proposal, due to the fact that most interviews and meetings needed to be conducted prior to the Eid holiday, to give enough time for writing the evaluation after the holiday.

Al Jidara's evaluation team carried out:

- Interview with the Program Manager. An initial interview was held with the Program Manager, which gave the evaluation team a detailed overview of phase I of BWJ, covering overall strategic relevance, overall objectives and achievements, progress and challenges under each of the components, and sustainability of the program. The evaluation team gained a better understanding of the overall management and institutional arrangements of the program, and confirmed some of the general findings of the early stages of the desk review. Several follow-up meetings, emails

and phone conversation between the evaluation team and BWJ management team took place for further information collection and clarifications.

- Individual and group interviews with BWJ team. These interviews were held to discuss overall program achievements, challenges, and progress under each of the components. Interviews were conducted with the Enterprise Advisors (EA), the Technical Advisor, the Finance Manager, and the previous Training Officer and BWJ consultant on establishment of the Workers Center.
- Key informant interviews for members of the Project Advisory Committee (PAC), selected government officials from the Ministry of Labor and the Ministry of Industry and Trade, as well as key representatives from employers' and workers' organizations in Jordan, such as J-GATE and the Garment Union. For a list of all interviewees, see Appendix A.
- Interviews with selected international buyers sourcing from Jordan to get their overall view of compliance of the garment sector in Jordan today, in addition to their future plans for sourcing from Jordan.
- In addition to the above interviews and meetings, key informant interviews also took place (via phone or Skype) with ILO officials, Better Work Global (BWG) staff, BWJ donors, ITGLWF, ACTRAV, CBA specialist, and the impact assessment team from Tufts University.
- Observation of the provision of core services by shadowing an assessment team on assessment visits and an advisory visit (1 day each), in addition to observation of 4 training activities conducted in 1 day. Due to Ramadan working hours, and as agreed with the assigned manager from BWG, the observation of site visits and training took place after the Eid holiday.

#### **4) Briefing Session for Stakeholders and Final Report**

A session with stakeholders will be designed as a work session to:

- Brief key stakeholders on main findings and lessons learnt through the desk review and fieldwork elements of the assignment.
- Gather any additional information, as needed.
- Brainstorm with stakeholder's opportunities for improvement for the design and implementation of Phase II of BWJ.

## **VI. Project Relevance**

### *Consistency of Immediate Objectives with the Needs of Key Stakeholders*

According to the original project document, the aim of Better Work Jordan is to improve labor standards and enterprise performance in Jordan's export and labor-intensive industries in global supply chains. This will be achieved by (a) promoting compliance with core international labor standards, and (b) enhancing enterprise-level economic and social performance. It is also stated in the document that the purpose of the project is to improve competitiveness of enterprises in Jordan, which are part of global supply

chains by promoting economic performance, the principles of the ILO Declaration and compliance with the Jordanian Labor Law.

The project's high-level objectives are highly consistent with the needs of the country and the key stakeholders of the project, even more so at the time of project inception, when the industry was going through a reputational crisis after the publishing of the National Labor Committee (NLC)'s report in 2006. The NLC is a US-based NGO that alleged that migrant workers faced abusive working conditions in the Jordanian QIZs, and that employers were not complying with labor standards. Some of the allegations included in the report were confiscation of legal documents, long working hours, non-payment for overtime, violence and abuse in the workplace. BWJ came as a timely response to the allegations and findings of the report and to this major hit on sector performance.

In addition, in 2006, the International Finance Corporation (IFC) conducted two surveys. One survey found that sourcing managers rated labor standards as a critical factor in choosing a country in which to do business, and a factory from which to source. The second survey found that buyers sourcing in Jordan were increasing social auditing, and that they were mainly concerned about the illegal use of migrant workers, forced labor/trafficking, and wage deductions. These compliance concerns were raising the cost of doing business in Jordan, and put Jordan's garment industry's competitiveness at risk. BWJ, again, came as a response to these findings and as a protective shield to the sector's competitiveness.

BWJ's specific components and the immediate objectives were also designed to address the immediate to medium term needs of factories, workers, buyers, the garment union, the sector as a whole, and GoJ counterparts. Table 1 below summarizes the relevance of project components and their objectives to stakeholder needs.

<b>Table 1: Project Relevance</b>	
<b>Component and Objectives</b>	<b>Relevance to Stakeholders</b>

<p><b>Component 1: Enterprise Assessments</b>  <i>Objective:</i> To identify needs of enterprises in terms of (1) compliance with Jordanian labor law, and the principles of the ILO Declaration, and (2) quality and productivity</p> <p><b>Component 2: Training and Remediation</b>  <i>Objective:</i> To make sustained progress in improving enterprise compliance with labor standards and economic performance.</p>	<ul style="list-style-type: none"> <li>• The objectives of components 1 and 2 address the immediate to medium term needs of factories in the area of compliance with Jordanian labor law and international labor standards. They also address the capacity building and skill needs of enterprise managers and workers.</li> <li>• The objectives also address the requirements of buyers in the area of compliance. Component 1 helps bring consensus around compliance terms and definitions, and increases the common understanding among buyers, suppliers, and the Government.</li> </ul>
<p><b>Component 3: Stakeholder Engagement and Sustainability</b>  <i>Objective:</i> To develop an independent organization to support the on-going operation and sustainability of BWJ with appropriate stakeholder engagement.</p>	<ul style="list-style-type: none"> <li>• Component 3 brings together stakeholders and forms a tripartite Advisory Committee (PAC) to bring consensus and converge opinions of key stakeholders in the sector on issues related to compliance and improving the sector's performance as a whole.</li> <li>• Component 3 also addresses the capacity needs of the MoL staff, and provides guidance and feedback on labor law implementation.</li> </ul>
<p><b>Component 4: Garment Union Capacity Building</b>  <i>Objective A:</i> To sustain the operational capacity of the GTUTI in the QIZs and its partnership role in BWJ.  <i>Objective B:</i> To strengthen the capacity of the GTUTI to represent workers and negotiate with employers at the enterprise and QIZ levels.  <i>Objective C:</i> To develop the strategic capacity of the GTUTI to recruit Jordanian and migrant workers and establish a resource allocation strategy for the long-term.</p>	<ul style="list-style-type: none"> <li>• Objectives under component 4 address the immediate, mid-term, and long-term needs of the garment union in terms of operational, strategic, and financial capacity. The component also improves access by the garment union to factories and their workers.</li> </ul>
<p><b>Component 5: Sector Level Advocacy</b></p>	<ul style="list-style-type: none"> <li>• Objectives under component 5 address</li> </ul>

<p><i>Objective A:</i> To empower apparel workers by improving their access to legal, psychological and educational services.</p> <p><i>Objective B:</i> To improve apparel workers' well being by providing access to recreational facilities.</p>	<p>the psychological and social needs of apparel workers for a healthier and more holistic lifestyle.</p>
<p>Source: Project components and objectives obtained from project document and its amendments.</p>	

### ***Alignment with and Contribution to DWCP (2012 – 2015), and Project Fit with ILO Projects***

Based on the review of project documents, DWCP country strategy (2012-2015), DWCP M&E report, and interview with a representative from the ILO Regional Office for Arab States, it was concluded that BWJ is very well aligned with the priorities and outcomes of the DWCP country strategy (2012-2015) and is playing a prominent role in achieving its objectives.

BWJ aligns directly with Jordan's DWCP's (2012 – 2015) first priority and its outcomes. The DWCP states "Decent work opportunities for young Jordanian men and women are expanded through the promotion of better working conditions, non-discrimination and equal rights at work" as a main priority, with the following three outcomes:

*Outcome 1.1:* An enabling environment for the elimination of residual child labor is created.

*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 labor standards.

*Outcome 1.3:* Increased institutional capacity and mechanisms for social dialogue, collective bargaining and policy-making.

The project contributes, at differing extents, to all three outcomes under the first priority. The project has addressed, in its earlier stages, the issue of residual child labor, which today is not a significant concern of the garment sector in Jordan.<sup>9</sup> The project also addresses the working conditions of migrant workers, which is at the core of BWJ's activities. Through its efforts in improving social dialogue and formation of the PICCs, the negotiation and signing of the Collective Bargaining Agreement, and BWJ's recent contributions to facilitating a sector strategy, BWJ addresses the 3<sup>rd</sup> outcome under DWCP's first priority.

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<sup>9</sup> The 4<sup>th</sup> synthesis report reports two non-compliance for one factory under Child Labor Cluster. The 3<sup>rd</sup> synthesis report reports one factory to be non-compliant, and the 2<sup>nd</sup> synthesis report reports 0 non-compliances in this area. All non-compliances were remedied.

One of BWJ's objectives is to increase the number of Jordanian workers in factories and is in alignment with DWCP's third priority: "Employment opportunities are enhanced, with focus on youth employment." The DWCP lists the development of a multi stakeholder strategy for increasing Jordanian employment in the garment sector and its implementation in accordance with the National Employment Strategy as an outcome indicator, with a target of a 10% increase in Jordanian workers in the garment sector. In the earlier stages of the project, there was minimal mention in project reports and synthesis reports on the issue of increasing local labor. However, BWJ did sponsor a qualitative study to aid the development of evidence-based policies by better understanding the barriers and obstacles to increased Jordanian employment in the sector, which was published in August 2012 under the title "Employment of Jordanians in the Garment Industry – Challenges and Prospects".

In addition, the National Strategy for the Jordanian Garment Sector, which was facilitated by BWJ over the past year and is set to be launched by the Prime Minister in October contains, as one of its key objectives, increasing Jordanian employment in the sector (to the extent that there is agreement) to 55% of the sector's labor force by the end of the 5<sup>th</sup> year of the strategy (up from the current 20-25%). It is not clear though, how BWJ plans to contribute to the implementation of this item in the strategy, and how it plans to help the DWCP in achieving the 10% increase in Jordanian worker participation in the sector.

The evaluation team acknowledges that this is a very challenging issue; especially given the recent wage increases for Jordanian workers, which could limit the desire of employers to hire Jordanians. BWJ could spend more effort in engaging larger factories in a dialogue for increasing local labor participation in the sector.

The project also focuses on the three main crosscutting themes of the DWCP; those are (a) social dialogue; (b) international labor standards; and (c) gender equality.

The issue of gender equality is addressed through several elements of the project; examples of those elements include PICC formation and gender representation of approximately 50%, and the piloting of a training program aimed at addressing and preventing sexual harassment.

The design of BWJ involves leveraging opportunities to add value and achieve synergies with other ILO projects. At project design, BWJ was aligned and fit well with ILO and IFC country level initiatives, all of which supported the MoL, those included: Promoting Fundamental Principles and Rights at Work in Jordan (ILO), Forced Labor and Trafficking in Jordan (ILO), and the Licensing and Inspection Simplification in Jordan (IFC PEP MENA). Today, BWJ coordinates efforts and finds synergies with the Migrant Workers Rights Project, an ILO project that aims to protect the rights of workers in Jordan, with a particular focus on migrant workers. In addition, the project's communications efforts (i.e. press releases and media) are coordinated with the ILO

Communications Project in Jordan. The project could, however, put more emphasis on improving the sector's competitiveness and productivity as a whole, in line with ILO programs and the DWCP.

## VII. Validity of Project Design

### *Assumptions and External Factors that Influence Project Implementation*

Certain assumptions and external factors that influence the implementation of the project were taken into consideration at the time of project design; however, in some cases the depth and implications of these factors were not anticipated. Risk factors that were anticipated in the initial design of project were:

1) The tripartite partners and international buyers will not support and collaborate fully in the activities of the project: This factor was sufficiently taken into consideration and realistic mitigation strategies were put forth and implemented during the life of the project.

2) Enterprises will not buy services at the level contained in the project business plans: This risk factor was taken into consideration; however, the project was designed under the assumption that factories will engage faster and will be more open to the project. The hesitancy of factories, in the early stages of the project, to voluntarily enroll in the project was higher than anticipated.<sup>10</sup> Today, this is no longer a risk factor, given the statutory mandate that was imposed by MoL in July 2011 on all garment factories that are direct exporters to the U.S. and Israel, or those that are subcontractors to factories exporting to the US and Israel, to become members of the project.

3) Difficulty in finding, training, and supporting appropriate trainers and enterprise advisors with appropriate language skills to communicate with migrant workers: While this is a risk factor that was taken into consideration in the initial design of the project, the issue of multi lingual workers at factories continued to come up as an issue in different parts of the evaluation (social dialogues, PICC effectiveness, training and capacity building) and among the different stakeholders. BWJ has recruited two Bangladeshi experts in the garment industry, which gave the program a direct communication channel with more than 30% of migrant workers with South East Asian origin.

4) The industry will be significantly negatively affected by changes in the trade regulation framework and/or will become uncompetitive. This is a risk factor that was considered in

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<sup>10</sup> According to the quarterly Technical Project Report for the period April 1- June 30, 2010, "twenty-four (24) factories had joined BWJ with discussions ongoing with another six (6). Four (4) factories completed their first year of participation in the program and joined for a second year. All together these 30 factories employ approximately 50% of the sector's labor force and represent nearly 80% of industry exports." The total number of factories in July 2010, including subcontracting factories, would be quite similar to the present at approximately 70 factories.

the project design, however, it was acknowledged that the viability of the industry was largely beyond the control of the project. In the case of Jordan, this risk factor might have worked in the benefit of the sector and the project, as Free Trade Agreements, signed with the US and the QIZs, increase the competitive advantage of the Jordanian apparel sector.

5) High dependency of the apparel sector on migrant workers: While the project team anticipated this risk factor, its effects on the direct services of the program were not thoroughly taken into account. This issue of dependency not only created language barriers that have negatively influenced the effectiveness of PICCs and social dialogue within factories, but it had longer-term implications on collective bargaining and union membership, especially given that most migrant workers stay for 3 years or less. It is worthy to mention that migrant workers, up until 2010 were not allowed to legally join the union, however, the CBA, covering 55,000 Jordanian and migrant workers in the garment sector was signed in May of 2013, and included the two main employer associations.

6) Cost recovery ratio: The cost recovery ratios<sup>11</sup> proposed by BWG were not realistic given that the size of the sector in Jordan was much smaller (85 factories at project inception) than other Better Work countries. As a result, the cost recovery ratio was revised after the mid- term evaluation. As of 2012, the cost recovery ratio was 21.5% (target: 25%) and is expected to rise to 30% in 2013.

7) Capacity building process of Enterprise Advisors: While this was not considered a major risk factor given the levels of human capacity in Jordan, the project did not anticipate the length of time required to get the capacity building process of trainers and Enterprise Advisors to the desired levels. This is partially due to the fact the Jordan is not an industrialized country and most EA's did not come from industry backgrounds. In response to this issue, BWJ devoted resources and effort to EA capacity building since the beginning of the project.

8) Hesitancy to disclose honest and real data: It is thought by BWJ management that some 30% of factories may not be disclosing real and honest data, especially in the area of overtime hours worked (included as an annex to assessment reports). This could slightly negatively affect the quality of assessment reports.

Other risk factors that might have been either overlooked, or it were impossible for the project team to anticipate, include the geo political issues and conflicts that have erupted in the region. Several stakeholders believe that regional conflicts could have had a positive effect on the sector and has shifted production lines from countries in conflict, like Egypt, into Jordan.

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<sup>11</sup> Cost recovery ratios are set by the global program, and for a small program, such as BWJ, the cost recovery ratios are as follows: 10% for the 1<sup>st</sup> year, 20% for the 2<sup>nd</sup> year, 35% for the 3<sup>rd</sup> year, and 50% for the 4<sup>th</sup> year.

## VIII. Overall Project Progress and Effectiveness

### *Progress against Targets, Obstacles, and Influencing Factors*

This section discusses achievements against targets set for core project activities and outputs, as shown in the monitoring and evaluation summary matrix. Core areas evaluated are: factory registration; compliance assessments; advisory services; training services; stakeholder engagement; financial viability; staffing; and influencing. (Please refer to Appendix E for M&E data prior to 2012).

**Table 2: Factory Registration**

Activity	Outcome/Output Indicator	Actual 2012	Target '13	Actual Jan-Jun '13	Achieved %
<b>Factory Registration</b>	Number of new factories registered in the reporting period	10	4	4	100%
	Number of total factories in the program	57	61	58	97%
	Total number of workers in the program	35,991	36,500	36,000	99%
	Number of women workers	23,300	n.a.	24,120	n.a.
	Percentage of workers in Better Work factories over total number of workers in the sector	90%	90%	90%	100%
	Number of factories that un-enrolled from the program	2	0	3	n.a.
	Number of previously registered factories that stopped operations in the reporting period	0	0	0	100%

Source: Project M&E summary matrix 2013.

Number of total factories registered in the program is at 97% of total factories. BWJ saw a sudden increase from 34 factories registered as of June 30, 2011 to 50 factories as of end of 2011, mainly due to the fact that the program was made mandatory as of July

2011. Today, 58 factories are enrolled in the program, with 6 additional factories that are expected to enroll before the end of the year.

The data shows that 3 factories un-enrolled in the program in the first half of 2013. The reason behind all three cases was that MoL learnt that they did not fit the criteria for compulsory participation and, therefore, were left off the latest revised factory list that is issued by MoL every six months.

The evaluation team suggests that targets should continue to be revised annually in light of new program expansion and new factory registration.

**Table 3: Compliance Assessments**

Activity	Outcome/Output Indicator	Actual 2012	Target '13	Actual Jan-Jun '13	Achieved %
<b>Compliance Assessments</b>	Number of compliance assessment reports completed in the reporting period	39	59	24	41%
	Average number of days between an assessment visit and the factory's receipt of the final report	29	30	28	>100%
	Average factory non-compliance rate	0	n.a.	26.4%	n.a.
	Average compliance effort	0	0	7%	n.a.
	Percentage of factories revisited in the reporting period that have improved compliance over the last visit	0	n.a.	67%	n.a.
	Percentage of factories with at least one trade union	51	n.a.	43	n.a.
	Percentage of assessed factories with a current valid collective bargaining agreement	100	n.a.	100	n.a.
	Percentage of factories with functional grievance	60	n.a.	100	n.a.

	mechanisms				
	Average number of strikes per factory in the reporting period	3 <sup>12</sup>	0	5	n.a.
Source: Project M&E summary matrix 2013.					

BWJ's efforts in conducting compliance assessments have been quite high and visible to most stakeholders. Stakeholders, in general, are satisfied with the quality of the compliance reports, with some reporting that, at times, there have been minor discrepancies between how the different EA's evaluate compliance areas, especially where personal judgment could play a role.

In terms of outputs under this category BWJ has also met its targets for the number of assessments completed for the period (41% at mid year, out of a 50% target), and average number of days between an assessment visit and the factory's receipt of the final report is at 28 days (with a target of 30 days). Average non-compliance rate went down from 33% in 2010 to 26.4% by June 2013, and average compliance effort increased from 3% in 2010 to 7% in 2013. While these figures show improvements, the percentage changes remain marginal.

The percentage of factories with a valid Collective Bargaining Agreement is at 100% compliance due to the approval and signing of the CBA, which included all factories under the two employer associations. Data indicates that union presence was in 51% of factories in 2012, and is currently in 71% of factories. With regard to the 5 strikes, they were all in response by workers to low wages or less than satisfactory worker conditions. Strikes in the garment sector, and based on union data, have actually declined significantly since 2011 (from 40 strikes in 2011 to 5 until mid 2013).

**Table 4: Advisory Services**

Activity	Outcome/Output Indicator	Actual 2012	Target '13	Actual Jan-Jun '13	Achieved %
<b>Advisory Services</b>	Number of advisory visits in the reporting period	93 (1 <sup>st</sup> half) 24 (2 <sup>nd</sup> half)	450	251	56%
	Number of factories with	44	45	43	96%

<sup>12</sup> The number of strikes in the M&E matrix is based on the number of strikes held by factories that are members of BWJ only, and not by factories in the entire garment sector.

	a functioning PICC				
	Percentage of women among PICC workers	40	40	58	145%
	Percentage of factories implementing recommended changes	93 (1 <sup>st</sup> half) 90 (2 <sup>nd</sup> half)	90	95	105%
Source: Project M&E summary matrix 2013.					

Three of the five agreed upon targets were exceeded in this reporting period, and the fourth target was almost met by 96%. Out of the 43 factories that have PICCs, 29 are reported to be functioning according to guidelines. Percentage of women among PICC workers is above target. The percentage of factories implementing recommended changes also exceeded the target (95%, target: 90%). The cumulative number of advisory visits in the reporting period is 251 (forming 56% of total advisory visits for the year).

The evaluation team concludes that additional effort to ensure that the number of PICCs functioning according to guidelines increases is needed by BWJ. This could include conducting PICC trainings, by clustering a number of factories together to conduct this training. Language has been stated as an obstacle to PICC training, especially that PICCs include representatives from all nationalities present within a factory. However, BWJ could pilot a PICC training conducted across languages, by clustering a number of factories together, rather than by conducting factory-by-factory PICC training, to see whether significant time- savings could be observed and to better determine the pros and cons of such an approach.

**Table 5: Training Services**

Activity	Outcome/Output Indicator	Actual 2012	Target '13	Actual Jan-Jun '13	Achieved %
<b>Training Services</b>	Number of factories participating in Better Work training courses in the reporting period	39 (1 <sup>st</sup> half) 22 (2 <sup>nd</sup> half)	30	34	113%
	Number of participants in Better Work training in the reporting period	102 (1 <sup>st</sup> half) 388 (2 <sup>nd</sup> half)	700	665	95%
	Percentage of women participants in training	46% (1 <sup>st</sup> half) 65% (2 <sup>nd</sup> half)	55	59	107%

		half)			
Source: Project M&E summary matrix 2013.					

Two of the three targets were exceeded in the reporting period, and one target was almost met (by 95%). The number of factories participating in BW training courses is reported at 34 factories at mid-year, with a yearly target of 30 factories. In addition, the percentage of women participants in those training is at 59%, exceeding the target of 55%. The number of participants in the training program is also at 665 at midyear, with a yearly target of 700 participants. Data shows that by end of year, if additional training is delivered, BWJ will significantly exceed its targets, as they have already met them by midyear.

The evaluation team recommends that:

- BWJ calculate the percentage of employees receiving training relative to the total number of employees per factory. This would give BWJ and BWG an indicator of employee coverage in training.
- BWJ should consider adding some outcome level indicators to measure training effectiveness. All three training indicators are considered output indicators, and do not give an indication of how training is resonating with employees, or how effective training programs are. While effectiveness of training would require proper impact evaluations and could be costly, simple techniques could be used to evaluate more of the programs. Those could include: pre and post knowledge questionnaires (currently done for the SST and Sexual Harassment Training), questionnaires or simple surveys for management around the performance of their employees, or evaluation of trainees of training materials and training delivery.

The below table shows that most targets under stakeholder engagement, staffing, and influencing have been almost met or exceeded, as of June 30, 2013.

<b>Activity</b>	<b>Outcome/Output Indicator</b>	<b>Actual 2012</b>	<b>Target '13</b>	<b>Actual Jan-Jun '13</b>	<b>Achieved %</b>
<b>Stakeholder Engagement</b>	Number of PAC meetings in the reporting period	2	4	2	50%
	Number of buyer participants in the program	10	12	20	167%

	Number of buyer partners in the program	7	8	8	100%
<b>Staffing</b>	Number of EAs employed in the program by the end of the reporting period	6.5	6.5	6.5	100%
	Number of days per EA dedicated to factory assessments	7	6	6	100%
	Number of days per EA dedicated to advisory services	11	10	10	100%
<b>Influencing</b>	Number of mentions of Better Work included in reports by other policy actors	6	6	5	83%
	Number of country policies changed as a result of Better Work's activities and facilitation	2	3	3	100%
Source: Project M&E summary matrix 2013.					

### ***Effectiveness of Project Resources***

Funding for BWJ was secured in the beginning of the project from USAID and the MoL. During the first two years of the project, BWJ's five-year budget rose from approximately 3.7 million USD to approximately 7.32 million USD (including additional funding from USAID, funding from the MoL and the Canadian Government), representing an increase of 98% to the budget.

The M&E matrix shows that 77% of targets have been reached or exceeded for 2012, and 86% for the first half of 2013, which is an indication that project resources have been effective in reaching milestones to date.

The possibility of a no cost extension is also an indication that most targets are being reached, while there is residual cash flow in the bank. While cost recovery remains low, it has been increasing and is at 21.5% as of end of 2012 (calculated at end of year, with an original target of 25%). It is anticipated that cost recovery ratio will reach 30% by end of 2013 and 35% by end of 2014.

### **Recommendations of the Mid Term Evaluation**

The mid-term evaluation concluded with 11 key recommendations to be implemented by BWJ, in collaboration with BWG. The evaluation team concluded from discussions with BWJ that some of the recommendations of the Mid Term Evaluation were based on actions to be led by Better Work at the global level (i.e. adjustments to STAR, development of an international buyers' strategy, quality assurance measures at the global level), however, BWJ did act on key recommendations that required action on their part. Key recommendations of the mid-term evaluation and an update on the implementation status for each recommendation are included in the table below.

<b>Table 7: Implementation Status of Recommendations of the Mid-Point Evaluation</b>	
<b>Key Recommendation</b>	<b>Implementation Status</b>
The need for a shared BWJ vision, developed by BWJ and endorsed by BWG, accompanied by a detailed strategic plan to realize it.	In 2012, BWJ developed a revised and expanded vision for 2012 – 2013 (and beyond). Please see Appendix D for the revised vision statement.
A shared vision should include such themes as forced labor, freedom of association, the sustainability and cost recovery of BWJ, relations to international buyers, the increase of Jordanian investment and workers in the garment industry, extension into other sectors such as tourism and construction, and the appropriate balance between factory-level and sectoral approaches.	These themes were covered in the expanded vision, as well as in the Collective Bargaining Agreement. A study was also conducted on tourism and workers on supply chain hotels in Jordan, and it was concluded that expanding BWJ into the tourism sector at this point is not feasible.
The need for a detailed international buyer engagement strategy, in collaboration with BWG and aligned with BW global negotiations with buyers. International buyers are a key stakeholder group to ensure that BWJ is a success both in the short and long term. This needs to include working with BWG to address the challenge of bridging the divide among international buyers between compliance and ordering operations. It also	<p>An international buyer strategy is driven mainly by the global program. However, BWJ could play a bigger role in formulating a national level strategy on buyer engagement.</p> <p>The Project Manager is a member of the Operations Management Team (OMT) that meets once every 6 months, where buyer strategy issues are discussed.</p>

**Table 7: Implementation Status of Recommendations of the Mid-Point Evaluation**

Key Recommendation	Implementation Status
<p>should include a vision for how to turn the Buyers' Forum into a much larger event for the industry, and for BWJ.</p>	
<p>The need for BWJ to develop a business plan including a clear strategy and objectives and allocation of human and financial resources for its main services and activities to address sustainability and cost recovery. This should include an assessment of the extent to which training can play a role in BWJ becoming sustainable.</p>	<p>This recommendation was addressed by the sustainability plan, which covered thoroughly all areas related to sustainability and cost- recovery, including the role that the training program could play to ensure sustainability and cost recovery.</p> <p>For example, the sustainability plan analyzed financial viability by examining program's revenue and expenses, including revenue and expenses of the training services. Based on that, the sustainability plan estimated realistic revenues and expenses of the training program that could partially offset some of its direct expenses.</p> <p>The sustainability plan also included recommendations for revenue generation and cost reduction. For example, it suggested that the program should focus more on the buyers as a source of revenue instead of the factories.</p>
<p>The need for BWJ, in the context of developing its shared vision of the project, to develop a sectoral approach to addressing industry-wide issues of importance. These include in particular:</p> <ul style="list-style-type: none"> <li>• issues raising concerns about forced labor;</li> <li>• legal and practical freedom of association for non-Jordanian workers;</li> <li>• industrial relations; and</li> <li>• the prospects for a sustainable garment</li> </ul>	<p>BWJ is taking a larger strategic role in the garment sector today. It has taken the lead on coordinating the development of the Collective Bargaining Agreement, which was signed on May 25 of 2013 by J-GATE and AOFWG, the establishment of the workers' center to be inaugurated before the end of 2013, and the overall sector strategy to be launched by the Prime Minister in October 2013. Two participatory stakeholder workshops</p>

**Table 7: Implementation Status of Recommendations of the Mid-Point Evaluation**

Key Recommendation	Implementation Status
<p>industry in Jordan that relies significantly less on non-Jordanian workers and non-Jordanian investment.</p>	<p>have been conducted on March 26 and June 17, 2013, focusing on the vision and the implementation plan for the sector strategy. The MoIT and the MoL have agreed to take the strategy to cabinet, and an official event is planned to launch the strategy by October 2013.</p>
<p>The need for BWJ to adopt a results-based approach in which planned outcomes are the pillars of the planning process and which should be defined up front. Indicators and targets from the M&amp;E framework should be integrated into the work-plan, to measure the level of achievement in reaching the intended outcomes.</p>	<p>While this recommendation has been taken into consideration by BWJ and BWG, and revised RBM templates have been developed, there remains space for improvement in measuring outcome level objectives as they are written in the expanded vision (i.e. improve the lives of 35,000 workers, enhancing the business competitiveness of the sector, and increasing local employment).</p>
<p>The need for BWJ to take the lead in a discussion with BWG to define roles and responsibilities and work- planning to deliver the BWJ project objectives while anticipating increased workload linked to participation becoming mandatory, with a view to an additional 57 factories, including many sub contractors with a large number of compliance issues.</p>	<p>At the time of this recommendation, BWJ was prepared for the scale-up once the mandatory participation decision was actually implemented by government, and the number of EAs was increased from 4 to 5.5 EAs, in addition to hiring of 2 Bangladeshi EAs.</p>
<p>The need for BWJ to develop, with BWG input, quality assurance mechanisms to ensure that global guidelines are duly implemented at country level, to ensure high quality BWJ reporting and consistent use of STAR, and to limit the proportion of inaccurate data.</p>	<p>STAR was adjusted by BWG and is in the process of being re-adjusted. Today, a quality assurance mechanism is put in place by BWG to review a number of factory assessments to ensure consistency and clarity, and to maintain quality.</p> <p>In addition, quality assurance measures such as monthly technical team meetings, and the shadowing done by EA Team Leader and the BWJ</p>

**Table 7: Implementation Status of Recommendations of the Mid-Point Evaluation**

Key Recommendation	Implementation Status
	<p>Technical Advisor with each of the 6 EAs during assessment and advisory visits (2 assessment visits per EA per year, and 2 advisory visits per EA per year) have contributed to a shared understanding of key definitions and guidelines by EAs.</p>
<p>The need for BWJ management and staff to develop a common and shared understanding and interpretation of non compliance key definitions and guidelines, with ILO and BWG input, to ensure transparency and consistency across the assessments, including bonded labor, freedom of association, forced labor and others.</p>	<p>Systems were put in place by BWJ to improve consistency in definitions and common understanding of guidelines among EAs: Quality assurance measures such as the monthly technical team meetings and the shadowing done by EAs Team Leader and the BWJ Technical Advisor of each of the 6 EAs during assessment and advisory visits (2 assessment visits per EA per year, and 2 advisory visits per EA per year) have contributed to a shared understanding of key definitions and guidelines by EAs.</p> <p>Shared understanding, especially to issues related to forced labor and non-discrimination, was also improved due to efforts by ILO Geneva to adapt definitions to better fit the Jordanian context.</p> <p>Increasing common understanding and consistency in reporting should continue to be a constant mechanism for quality assurance.</p>
<p>The need for BWJ, in collaboration with BWG, to urgently develop a protocol on forced labor and ensure involvement of the Garment Union, the PAC and international buyers.</p>	<p>While data presented in the 4<sup>th</sup> Compliance Synthesis report shows non-compliance in the area of forced labor to be at 13.5% due to the new guidance on forced labor, the issue of</p>

**Table 7: Implementation Status of Recommendations of the Mid-Point Evaluation**

Key Recommendation	Implementation Status
	<p>forced labor has been addressed in the last two buyer forums, and was included in the zero tolerance protocol that was developed with the MoL. The protocol considers violations to child labor, forced labor, sexual violence, occupational safety and health, and freedom of association to be zero tolerance issues. In addition, guidance and support from ILO experts were received on these topics.</p>
<p>The need for BWJ to expand the number of highly skilled and experienced EAs to ensure reporting to the highest standards, and to meet the need for improvement in the efficiency and effectiveness of the work undertaken by EAs, in the targeted improvement areas highlighted in the report.</p>	<p>Training and skill development resources have been allocated to improve capacities and skills of EAs in fulfilling their work requirements. Those include training in OSH, HR, and Sexual Harassment. A series of online training programs were developed and delivered by the global program for skill development of EA's. In addition, the Technical Officer and EA Team Leader provide ongoing coaching and mentoring to EAs (accounting for almost 30% of their time, as reported by BWJ).</p> <p>In October 2011, all EAs received introductory training on Industrial Relations. The program also appointed an IR focal point, who participated regularly in the IR Focal Point group.</p> <p>In 2013, four EAs attended an EA summit in Vietnam, in 2012 the summit was attended by three EAs, and in 2011 two EAs attended the forum in Cambodia.</p> <p>In addition, a Leadership Development Program was delivered to the BWJ management team (and across all country programs) in May 2013. Another</p>

**Table 7: Implementation Status of Recommendations of the Mid-Point Evaluation**

Key Recommendation	Implementation Status
	delivery is planned in December 2013.

### ***Financial Sustainability and Project Strategy***

Developing an independent organization to support the ongoing operation and sustainability of BWJ with appropriate stakeholder engagement is stated, in the project document, as the objective of BWJ's third component: Stakeholders' Engagement and Sustainability. It was envisioned that a financial plan would be developed to support this independent organization by the fourth year of the program. Although this time frame was superseded by a new sustainability policy of BWG, financial sustainability has gained more focus and attention over the past years. In addition to the analysis of the cost recovery ratios through 2014 by BWJ management, a sustainability plan was finalized early 2013, proposing a strategy for achieving the long-term political, financial and managerial viability of BWJ.

Interviews with BWJ management and staff, and with PAC members, reflected awareness of financial sustainability aspects. Several recommendations to enhance cost recovery were mentioned by different stakeholders who emphasized the importance of implementing them as indicated in the transition timetable imbedded in the sustainability plan.

The sustainability plan suggests that full cost recovery is not achievable by 2018, even when several cost reduction and revenue generation measures are taken. This challenge is primarily due to the small number of factories in the garment sector in Jordan. It also implies that the project and the future organization sustaining its activities will remain financially dependent on donor and government funding. It is recommended that the program expand on the aspects of financial viability by studying the feasibility of some of the options proposed, for example, the expansion into other sectors (other than the tourism sector, which was deemed unfeasible at the moment). Additionally, the program could utilize internal capacity to explore the potential of other recommendations mentioned in the sustainability plan, such as focusing more on buyers and their needs as a key client. In fact, interviews with buyers indicated a growing preference of basing assessments and advisory services, not only on compliance requirements, but also on the existence of management systems that address, in a consistent and organized manner, the identified compliance gaps. Buyers believe that management systems contribute to more sustainable compliance results within factories, and could over time, reduce occurrence of non-compliances. BWJ could develop services, in cooperation with buyers, to respond to this demand, which could generate a new revenue stream for BWJ.

### ***Efficiency of the New Financial Model***

One of Better Work's objectives is to prepare its country programs for financial independence. It does so through the implementation of independent financial systems and training and empowering country program staff to be fully responsible for transparent financial management of their program. This new financial model was piloted in Better Work's program in Jordan, and according to BWJ management and staff, it led to a more efficient use of resources, and created significant cuts in procurement time and processing time of local payments and local contracts. For example, purchasing office supplies could take up to six months prior to the implementation of the new financial model, today, it takes an average of several days. The new financial model moved accountability for finance from the ILO to the Program Manager while abiding by U.N. procurement and financial rules and regulations. This new model could contribute to the effectiveness of the program by reducing time required for procurement and other aspects of financial management.

## **IX. Better Work Core Services**

The following section summarizes findings and recommendations on the quality of assessment and advisory services, social dialogue efforts by BWJ, PICC effectiveness, buyers' views on the quality of BWJ's assessment and advisory services, and the quality of training services.

### **I. Assessment and Advisory Services**

#### ***Strengths of the Technical Team and Effectiveness in Identifying and Addressing Non-Compliances***

There is unanimous agreement among stakeholders that BWJ's assessment and advisory services play a key role in achieving program objectives. Buyers and factories believe that these two services have improved over past years of the program, due to enhanced capacities and skills of the EAs, improved definitions of compliance areas and continuous communication between stakeholders on the quality of these services. However, it was stated by employers that when the program became mandatory, the quality of advisory services got slightly affected, mainly due to the sudden increase in the number of factories enrolled in BWJ. Consequently, the evaluation team solicited opinions of key stakeholders on the quality of these services, including BWJ and BWG management, reviewed several project management documents and records, and observed one assessment and one advisory visit (1 day each) carried out in two different factories.

BWJ management team and BWG team cited several actions taken to improve the quality of assessment and advisory services. These activities include capacity building and continuous knowledge sharing activities between the EAs, in addition to several best practice quality control and assurance measures. The evaluation team believes that there are three key measures that are supporting the quality of assessment and advisory services. First, sufficient guidance documents are available on a shared workplace that

supports the assessment and the advisory services. Second, a large share of BWJ reports is reviewed for quality assurance by the quality assurance center in BWG. Third, the quality assurance system of assessment and advisory services calls for sufficient induction of EAs followed by regular and planned observations of assessment and advisory visits of each EA.

As indicated above, buyers and factories showed satisfaction over the quality of assessment services over the last years of the project, and attributed that partially to the improved capacities of the EAs. The observation of these services by the evaluation team indicates that the key strengths of the technical team lie in the fact that they are sufficiently inducted and trained. The EAs who conducted both the assessment and the advisory visits had gone through several training courses, and observed several assessment and advisory visits before working independently.

At the same time, buyers and factories indicated some areas where improvements are needed. While there is general satisfaction with the sufficient number of EAs to provide the assessment services to factories, there is room to improve consistency in non-compliance definitions among EAs. BWJ indicated that a process to improve non-compliance definitions was carried on through regular meetings with EAs since the early stages of the project and is an on-going process that BWJ should continue to pay attention to in the next phase of the project.

The observation of the assessment visit and the review of several assessment reports shed light on the effectiveness of the EAs in identifying gaps in non-compliance, in terms of numbers and depth. It is evident through the review of 6 assessment reports that EAs prepare reports that capture areas of non-compliance in adequate depth. The reports clearly define non-compliance areas and include sufficient details on findings, which is crucial for communicating these findings to the different parties involved in the assessment and advisory processes.

The assessment visit that was observed was well-planned and conducted in accordance to the relevant guiding documents. It was evident that the EAs are knowledgeable of the requirements of each part of the assessment visits, and carried copies of the relevant documents and reports. Nevertheless, the skills of conducting workers interviews varied between the different EAs in the assessment team. While one of the EAs efficiently utilized the interviews for the identification of non-compliances and their depth by probing appropriate questions and crosschecking between different interviewees, the other did not conduct the interviews with similar efficiency. This could contribute to reducing the effectiveness of defining non-compliances and their depth. For example, potential non-compliances on passport confiscation and female curfew were not followed well by one of the EAs and neither were they raised in other interviews. Taking note of these issues and sharing them with the other team member- who was conducting other worker interviews in parallel- did not take place.

Combining the views of stakeholders with the outcomes of the observations conducted for the purpose of this evaluation, and the review of sample assessment reports, there is

considerable evidence that the EAs in general are effective in identifying compliance gaps. Simultaneously, there are areas of improvement that should be addressed to maintain this level of efficiency. BWJ should ensure that the skills of the EAs are continuously monitored and upgraded, and areas of improvements are defined and dealt with on the individual EA level (in terms of training and capacity building, and on the assessment process in general).

### **Advisory services**

Buyers, factories, and the government strongly believe that the advisory services provided by BWJ contributed to the improvement in compliance rates in the participating factories. A similar finding was indicated in the mid-term evaluation of BWJ, which states that “...advisory services are widely considered, including by factory managers, as a key element of the BW approach since, as opposed to third party auditing, advisory services provide assistance to improve the compliance rate. Advisory services are also highly valued by international buyers. (P24-25)”.

Factories interviewed expressed their concern with a compromised quality of advisory support as a result of the increased number of participating factories due to the mandatory statute, and emphasized that BWJ should ensure that EAs are able to carry out advisory services of acceptable quality. Factories also expressed their interest in additional and more in-depth advisory support. Factories further prefer that EAs spend more time in the factory, face-to-face with the management and the workers instead of following up on progress by email or phone, and that EAs offer in depth face-to-face advisory services that develop the capacity of factory personnel. At the same time, BWG calls for factory differentiation plans, as part of a new model where more effort is spent on factories that need hands on assistance, and a more strategic and system based approach is implemented in ‘mature’ factories. The recommendations section of this report suggests that the assessment and the advisory process be modified so that the types of services provided to each factory depends on its non-compliance level and the duration of its participation in the program (please refer to Key Recommendations section for more details).

The union expressed overall satisfaction with BWJ's assessment and advisory services, however, they strongly expressed an interest to engage as a partner of BWJ in delivering those services, in order to build their own capacity in delivering such services in the future.

The evaluation team acknowledges that the advisory process of BWJ faces several challenges due to the dominance of migrant labor force in participating factories. In addition to the different languages spoken by workers, which requires additional translation and interpretation efforts, migrant labor force are usually less willing to participate in PICCs. Their plans to work the duration of their contracts -usually of 3 years, then returning to their home countries could partially explain that. Further challenges are explored in the next section of this report.

### *Social Dialogue, Worker Participation, Challenges, and Way Forward*

A Collective Bargaining Agreement was signed on May 25<sup>th</sup> of 2013 by J-GATE and AOFWG, the two main apparel employers' associations in Jordan, and covers approximately 55,000 workers. The substantial role that BWJ played in negotiating and pushing for the agreement was acknowledged by all stakeholders in Government, the Union, employer associations, employers, donors, and international union representatives. The CBA covers several areas related to worker rights, social dialogue and worker participation including: compensation, overtime, discrimination workplace safety, dormitory standards, dispute resolution, unified contracts for migrant workers, and employment security. It is important that BWJ work with the Union to ensure that all workers are aware of the CBA and understand its positive implications on their rights.

PICCs, an essential vehicle to worker participation and direct engagement in social dialogue, saw some resistance from factories; however, the number of factories with a functioning PICC has increased from 0 in 2011 to 43 factories as of end of June 2013. Of these 43 factories, BWJ reports that 29 are functioning according to guidelines. PICC membership is divided to 50% managers and 50% workers, and as of end of June 2013, 58% of those workers were women.

In factories where union committees exist, PICC members are selected from these committees. This is important to ensure that no unnecessary overlaps are occurring between the two committees and that, in fact, their work is complimentary.

In the latest technical progress report covering the period from January 2013 to June 2013, it was reported that:

- To date, seventy-three meetings of labor- management PICCs were facilitated in 56 factories to discuss the development and implementation of factories improvement plans.
- Elections for worker PICC members were conducted in three factories in the quarter ending June 30<sup>th</sup>, 2013. The garment union participated in the supervision of two of these elections.
- Women workers comprise a majority of the worker members on 30 PICCs out of the 56 factories that have a functioning PICC.
- Create a mechanism for PICC worker representatives to more effectively lobby their own national colleagues.
- Conduct more industry seminars (factory cluster meetings) that are language specific and include a larger audience than simply PICC members.

It was reported by employers that while PICCs have some work to accomplish before realizing their full potential, PICCs have helped employers increase outreach to workers. Employers reported that they have been able to tackle issues related to hygiene, safety, and even resolve fights and misunderstandings among workers through their PICCs.

The evaluation team, however, concludes that PICCs are not as effective as they could be, and that's mainly due to the following obstacles to effective worker participation:

**Language barriers:** Language has been a main obstacle for PICC effectiveness. The target is for all PICCs to include members of all citizenships represented at any given factory. PICC membership is directly proportional to the percentage of citizen representation in a factory, for example, if a factory has 100 workers from Sri Lanka, and 20 workers from Bangladesh, the PICC could have 3 Sri Lankan representatives, and 1 Bangladeshi representative. BWJ has tried to address the issue of language barriers in PICC meetings by providing interpreters, they have also ventured out to developing visual media and tools that are not language specific.

**Interest from workers:** Many of the migrant workers have contracts of 2-3 years and employers reported that their interest in joining PICCs has been limited.

**Low Capacity of Workers:** Some members, even those that are elected, are of a lower capacity, with low skills, and at times are even illiterate, which poses major challenges for EA's in communication and effective meeting management.

**Fear of workers to speak out:** It was noted by BWJ that some employees are afraid of speaking out their minds during PICC meetings, especially that those meetings include management representatives. The Garment Union was of the opinion that workers will resist speaking freely in front of their employers or direct supervisors, and that worker committees need to operate independently from managers.<sup>13</sup> The union showed tremendous desire to attend PICC meetings for protection of workers. Even though there are guidelines in place that prevent workers losing wages over their participation in PICCs, EA's mentioned that some employees feel that time spent in PICC meetings instead of operations could reduce their production levels and thus affect their bonuses.

**Resistance of employers to PICC formation:** In smaller factories, or sub-contractors that are not as closely monitored by buyers, there is less interest by employers to engage their workers in social dialogue and to improve the effectiveness of their PICCs. In addition, some employers perceive time spent in PICC meetings (1hour/month) as a tradeoff to time that could be spent on production.

Recommendations to increase worker participation in PICCs and their effectiveness include:

- Enterprise Advisors should continue working with PICC members on self- confidence issues and communication skills. This should not be done by conducting formal training, but rather by running small group or one-on-one sessions.
- Develop a refresher training to be delivered to less active PICCs to re-emphasize PICC personnel's roles and responsibilities.
- Enterprise Advisors could improve dissemination of information about PICCs, their role in influencing worker rights and working environment. Visual media and tools could be further used to reduce time and costs related to translation.

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<sup>13</sup> This was a key objective of the ITGLWF project.

- Engage unions in PICCs' meetings, so workers feel protected and gather the courage to speak their minds freely.

### *International Buyers' Views of Assessment and Advisory Services*

When the National Labor Committees report came out with alleged violations and abuse of migrant workers in Jordan (May 2006), the sector saw the backing out of many of its main international buyers. Exports from the apparel sector fell from approximately 1.18 billion USD in 2006 to 0.93 billion USD in 2008 and 0.75 in 2009. Today exports are back up to 1.18 billion<sup>14</sup>, a possible indication that brands are regaining confidence in the Jordanian apparel industry. According to BWJ, over the last 6 months, buyers have started to come back to Jordan, for example, Adidas is reconsidering Jordan as an outsourcing destination; new potential buyers attended the last buyers' forum; and old buyers continue to show appreciation for and commitment to BWJ. In the 5<sup>th</sup> buyers forum held in April 2013, J-GATE asked for support from American buyers to raise garment exports by 10% in 2013 and subsequent years, and buyers expressed satisfaction over the decision to extend the project. In addition, since the beginning of the project, the number of exposes by the NLC has been falling, an indication that there are less violations in the garment sector to report on in Jordan. While it was reported (by MoIT) that orders from two high-end buyers decreased after the 2006 expose, it was noted by BWJ that overall conversations with buyers indicate a positive attitude and perspective regarding Jordan's apparel industry. Today, 20 buyers are members of and purchase their compliance reports directly from BWJ.

Interviews with buyers<sup>15</sup> have shown that buyers currently sourcing from Jordan are satisfied with the program, as a whole, due to several reasons:

**Bringing Stakeholders Together:** BWJ brings stakeholders together and improves communication among key players of the project. This has helped clarify several requirements and policy changes that the GoJ made to both buyers and employers. It also facilitated communication between the buyers themselves, who in certain cases had contradicting or un-aligned requirements.

**Representative Buyer Forums:** Buyer forums in Jordan, unlike in other countries (as noted by buyers), are of a higher profile (representing MoL, MoIT, Ambassador to the United States, among others). Buyer forums have been successful covering areas of importance to the sector and bringing common understanding to important issues related to regulations, country requirements, and policy changes. For example, the 5<sup>th</sup> Annual International Buyers' Forum, which was held in April 2013, brought together a diverse

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<sup>14</sup> Data Source: MoIT. This number includes exports from garment factories in QIZ and non-QIZ areas.

<sup>15</sup> The evaluation team interviewed representatives from Gap and Jones Apparel. Attempts to interview American Eagle Outfitters and Wal-Mart were made three times, and the evaluation team did not hear back regarding the request for interviews.

range of stakeholders<sup>16</sup> to reflect on progress made by BWJ and the major challenges still faced by the Jordanian apparel industry. Eight international buyers attended the forum, including Wal-Mart, Gap, Sears, L.L. Bean, Hanesbrand, Jones Apparel, Li and Fung, and Nike. This was the first year that Nike participated in BWJ's buyers' forum.

**Time Savings for Buyers:** BWJ reports save international buyers the time and effort in conducting their own reports at their sourcing factories. BWJ brings common understanding among factories and buyers on what their standards are, based on the Jordanian Labor Law and the international labor law.

**Problem Solver and Sustainable Solutions:** BWJ is perceived by current buyers enrolled in the program as a problem solver, as it tends to solve issues, not only at a per factory, per issue level, but in a more sustainable, sector-wide manner. For example, when it came to recruitment fees, BWJ was able to bring together the MoL, relevant embassies, employers, employer associations, which resulted in significantly reducing or eliminating recruitment fees from some countries including Bangladesh and Sri Lanka. The signing of the Collective Bargaining Agreement and recent clarity provided around the issue of wage discrimination are also proof points that BWJ puts significant effort into finding sustainable solutions to sector issues. These issues would probably not have been solved if it weren't for the efforts that BWJ and its partners put into coordinating stakeholders and facilitating a process by which clarity was brought to major issues and sustainable solutions were put in place.

Commitment to Jordan from certain buyers is high and quite visible. For example, in the early days of the project, Gap worked with BWJ in introducing factories to the project and its assessment procedures. Gap has also introduced the project to other brands looking at Jordan as an outsourcing destination. In later stages, Gap helped by following up on non-compliance issues that were identified in BWJ's assessment reports.

It was acknowledged by J-GATE and by buyers that in order to sustain and improve the performance of the sector, there is a need to attract more high-end buyers. Although marketing the garment sector is not a core function of BWJ, attracting more buyers not only supports the sustainability of project results. In addition, buyers can be key influencers when it comes to enforcing compliance in factories. The evaluation team recommends that BWJ coordinate with entities marketing Jordan abroad, such as JEDCO, to help attract more buyers into Jordan. This is in line with Strategic Objective 4 in the National Strategy. Additionally, BWJ could encourage brands to be more socially

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<sup>16</sup> Attendees of the 5<sup>th</sup> buyer form included representatives from MoL, MoIT, MoPIC, MoH, and the Social Security Corporation, the U.S. Ambassador to Jordan, representatives from Embassy of Sri Lanka, GTUTI, and J-GATE. Brands represented in the forum included Li & Fung, Hanes Brand, Nike, Gap, Sears Holding Corporation, and Wal-Mart Stores. Representatives from ILO ROAS, ILO Jordan, ILO Global, BWG, and BWJ were also present at the forum, in addition to representation from 7 factories.

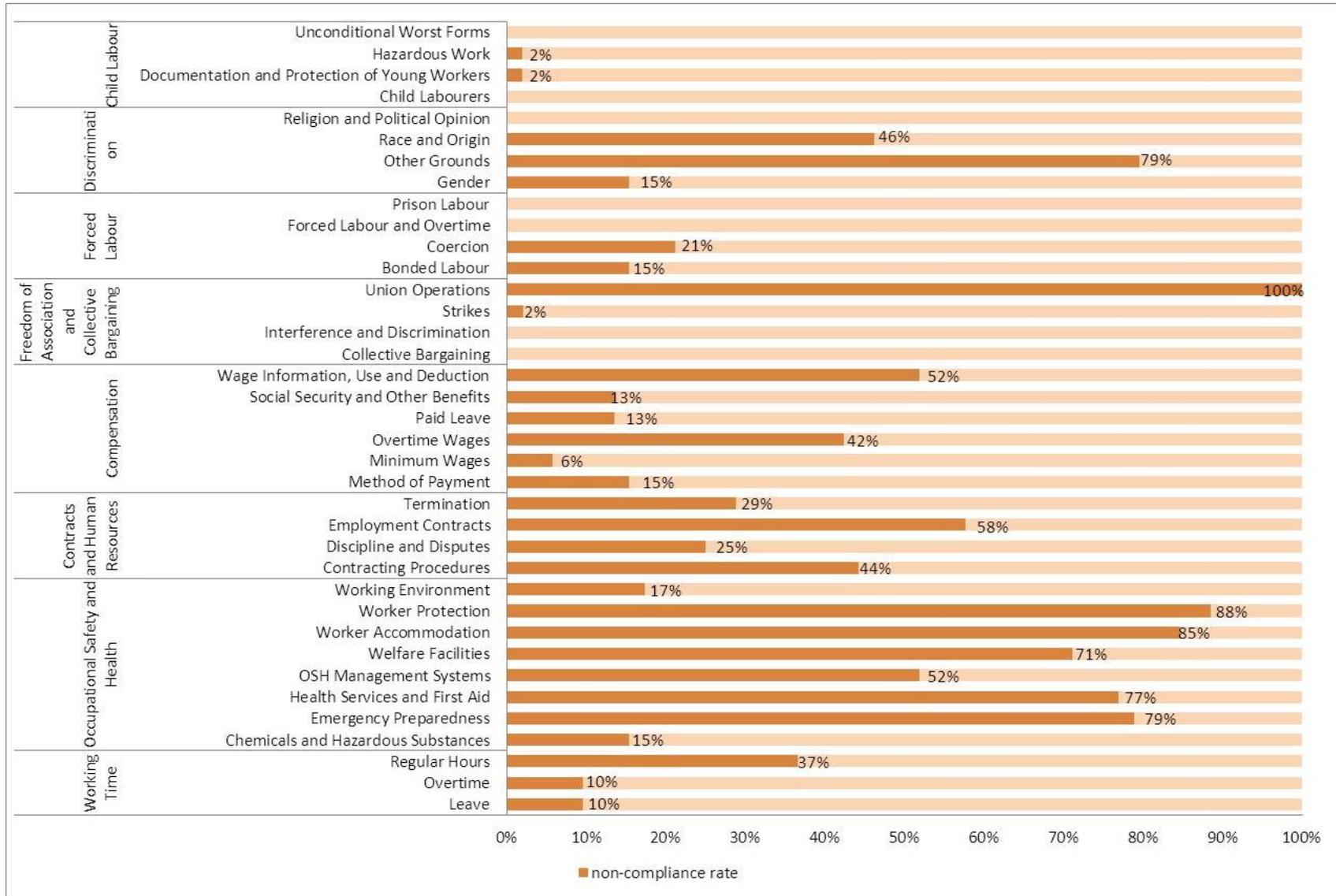
responsible, to remain more committed to Jordan, and not to leave at the first sign of non-compliance or a bad report.

***Addressing Migrant Worker Rights: Forced Labor, Limit on Working Hours, Recruitment Fees, and Freedom of Association***

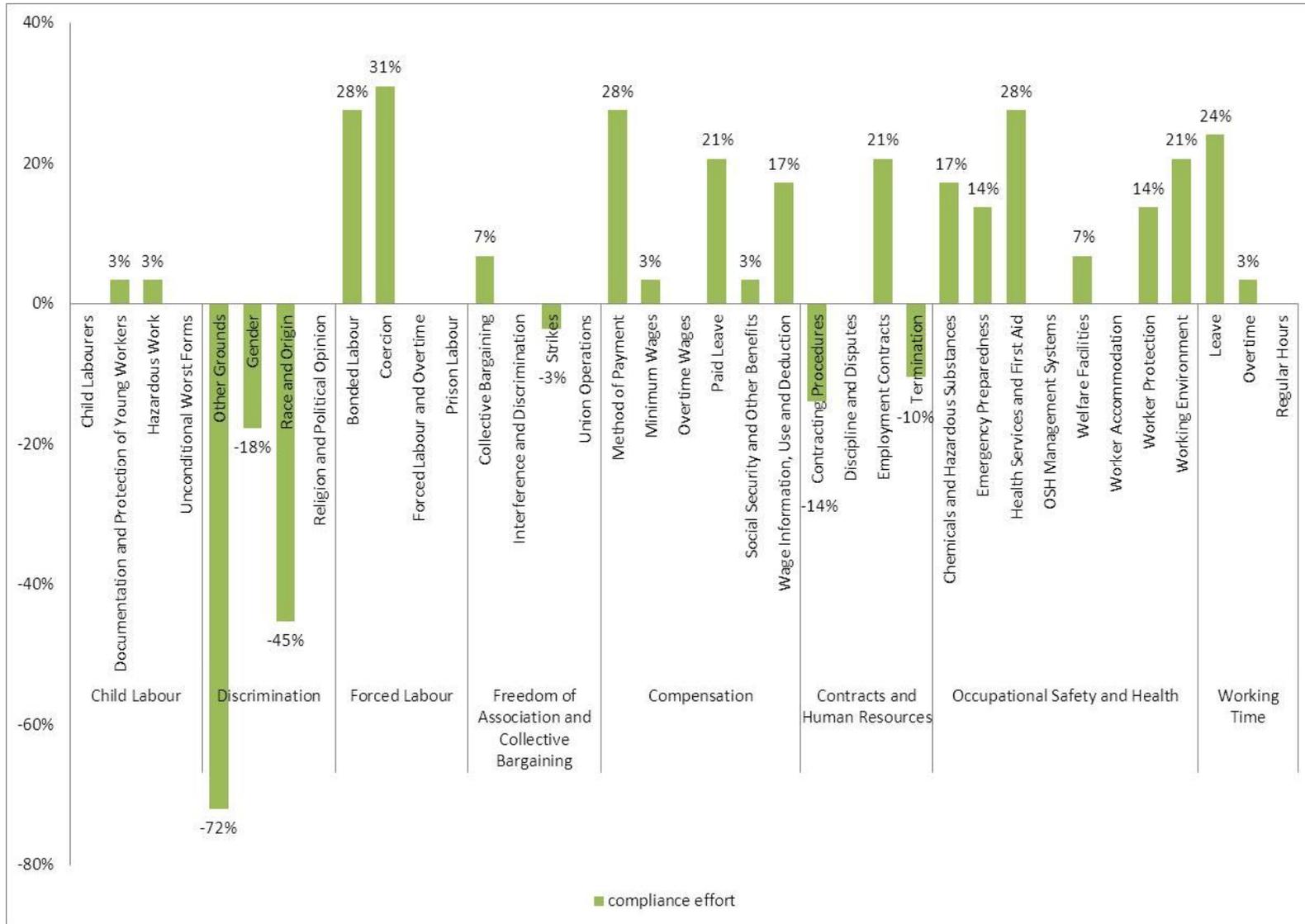
The project has taken a leading role in coordinating stakeholders to address the more challenging aspects of migrant worker rights in the industry. These include forced labor, recruitment fees, limit on working hours, and freedom of association. This section of the evaluation summarizes findings on how the project approached and influenced these issues.

The following two charts are extracted from the 4<sup>th</sup> Compliance Synthesis report, published by BWG in November 2012, and show the average non-compliance rate of participating factories in Jordan and the average compliance effort.

Average Non Compliance Rates (Based on 4<sup>th</sup> Synthesis Report)



Average Compliance Efforts (based on 4<sup>th</sup> Synthesis Report)



**Forced Labor:** The 4<sup>th</sup> Compliance Synthesis Report cites that average non-compliance rate on forced labor issues was at 13.5% in 2012, mostly based on worker statements that their debt adversely affected their ability to leave their employment.<sup>17</sup> 13.5% of factories were found to have a nighttime curfew, representing a drop from previous years.

BWJ had recently adapted its guidance on a number of issues related to forced labor, and it is anticipated that such changes might have had an effect on non-compliance findings during 2013 (i.e. reducing the number of non-compliances).

Forced labor is largely a reflection of the high percentage of migrant labor in the sector. This characteristic of the labor force in the garment sector in Jordan raises issues related to discrimination on the basis of nationality and race.<sup>18</sup> Forced labor is also directly linked to recruitment fees. Major cuts in or cancelation of recruitment fees have positively influenced non-compliance in the area of forced labor. According to the 4<sup>th</sup> Synthesis Report, BWJ previously found non-compliance when workers owed debt for recruitment fees to a third party, which limited their freedom to leave their employment when they wished to do so. Today, before non-compliance is listed in the report, BWJ considers whether the employer is manipulating the debt to coerce workers and limit their freedoms.

In addition, BWJ was able to achieve an almost 96% reduction in factories refusing to hand over legal documents (passports, work permits and ID cards) to workers when they need them. The latest synthesis report shows 2 cases of non-compliance in this area, and MoL's records shows 0 cases of forced labor.

According to the Baseline Report: *Worker Perspectives from Factory and Beyond*, which was published in February 2013, passports were in the factory's possession for 19.5% of workers, and residency and work permits were in the factory's possession for 16.4% of workers. Based on the Jordan Worker Survey Baseline Report published in August 2011, 91 workers (21% of workers surveyed) reported that the factory holds their passports, while in the follow-up second internal report, published in July 2012; only 7 reported that the factory holds their passport. The U.S. State Department, in 2010 stated that it has been common practice for factories to withhold workers' passports. However, in the past few years, Better Work Jordan has increased its efforts to reduce the instances of this offense. The Baseline Report also states that often workers feel more comfortable with passports being in the possession of their employers, and because workers must have their passports and permits periodically renewed, passports are at times kept for months with Government agencies. This is why, using the term "confiscated" may in certain situations be better substituted with "taken temporarily".

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<sup>17</sup> Baseline data indicate that almost all workers are debt-free by their sixth month of employment in Jordan.

<sup>18</sup> Based on the draft National Strategy, "46% of factories in the sector discriminate between workers on the basis of race, color, or origin in decisions regarding pay."

**Recruitment Fees:** BWJ took a leading role in addressing the issue of recruitment fees for migrant workers, which posed a significant problem in compliance, especially in the area of bonded labor. This adversely affected international buyers' views of the garment sector in Jordan. However, the area of recruitment fees has seen major improvements due to a coordinated effort between BWJ, MoL and employers. At the start of the project in 2008, most factory workers faced high and unauthorized recruitment fees, today; while this issue has been hugely resolved (i.e. workers from Bangladesh used to pay approximately 2000 USD to work in Jordan, today those same workers pay approximately 160 USD), BWJ still cites non-compliances related to recruitment fees paid by some Burmese and Indian workers.

BWJ was successful in pushing factories to negotiate with recruitment offices in sending countries to cancel all unauthorized fees, and most workers have seen drops in their recruitment fees. Some factories have even established their own recruitment offices in sending countries, for example, one of the factories interviewed had established a recruitment office in Sri Lanka, and today a Sri Lankan worker comes to Jordan at 0 cost to her. Other factories have teams that travel to the sending country and recruit the workers directly. Workers are presented with the Jordanian Labor law; handbooks and brochures are handed out to help workers understand their rights and responsibilities before they are recruited.

An issue that arises from time to time is that legitimate recruiters in sending countries work with sub-recruiters, who may in some cases impose unauthorized charges on workers. BWJ is attempting to work with 3<sup>rd</sup> contracting parties of the sending countries to reduce or eliminate those illegitimate fees that are sometimes imposed on workers. One of the buyers recommended that the MoL develop agreements with sending countries to control recruitment fees, with support from the ILO and BWJ.

Another issue that became visible during the evaluation is in the assessment methodology itself, if one case is seen to be non-compliant in the area of recruitment fees; the rating for the section is automatically set as non-compliant. Some non-compliance cases are due to the fact that some workers come from countries that factories have not recruited from in the past, and have not yet established direct relations with their diplomatic representation in Jordan, or with recruitment offices in home country.

The baseline report (2013), states that 33.9% of surveyed workers reported that they or a family member borrowed money for them to be recruited to work in Jordan. It would seem that debt would be a reason for not being able to go home, according to the baseline data however, only 6.8% of workers perceived debt as a reason for not being able to go home. The baseline data also indicated that almost all workers are debt-free by their sixth month of employment in Jordan.

The evaluation team concludes that BWJ has in fact led the positive changes that Jordan has seen in the area of recruitment fees.

**Limit on Working Hours:** Limit on working hours for migrant workers remains a concern for BWJ, especially given the weight that international buyers place on this issue. The Jordanian labor law does not stipulate a limit on overtime, and it states that workers can choose to work any overtime amount, as long as it is voluntary and at their own consent. Overtime is not found to be an issue for most Jordanian workers who tend to stop working at 48-hours/ week. Whereas, migrant workers, who comprise around 80% of the garment industry workforce) work around 65 hours/ week.<sup>19</sup>

Various aspects of overtime, such as payment for overtime in accordance with the law are closely monitored by BWJ as a compliance issue. However, given the absence of maximum hours of work per week in the Jordanian Law, overtime working hours is not evaluated through a compliance lens, but is included in the assessment reports in an overtime analysis annex.

The 4<sup>th</sup> Compliance Synthesis Report cites that:

- Regular daily working hours exceeding 11 hours per day, found in 7 factories, applied to security guards, who often have unique arrangements for hours of work. In addition, only security guards were found to have regular weekly working hours exceeding 48 hours in 4 factories.
- Four factories were found to be in violation of providing one rest day per week.
- In 5 factories, overtime was found to be involuntary
- 4 factories did not provide workers at least 14 days of paid annual leave per year, or 21 days after 5 years of service.
- In 2 factories, the employer did not provide workers at least 14 days of sick leave and in 2 factories the employer did not provide other types of required leave.

It was also noted in the report that approximately 30% of factory records regarding working time were deemed unreliable. This is evident through interviews with security, checking on boiler hours, and interviews with workers. 1 in 4 factories were cited for unauthorized deductions beyond the legal limit of 10% of monthly salary. Those deductions were found to be for food and accommodation, missing production targets, absenteeism, or to pay back personal loans.

The Baseline Report states that 39.1% of workers surveyed (total 804 workers) were concerned with excess overtime, 15.2% with late work on Thursdays, and 15.4% with work on Fridays. 76% of workers indicated that their supervisor set a production target or quota for them.

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<sup>19</sup> Data Source: Draft National Strategy for the Jordanian Garment Sector (2013- 2018)

While MoL's records show that no factories were found to have overtime without pay, the baseline report states evidence that workers may be working unpaid overtime. 37.3% of workers reported that they corrected errors during breaks or post-shift: 13.2% repaired defects during scheduled breaks, 17.3% remained after the end of the workday, and 6.9% corrected errors during the overtime shift. BWJ or an external party should further examine this finding.

There is a question mark on whether factories are using reliable attendance records, or if they are using double booking. Double booking of hours is when a factory submits to the international buyer the logs showing 60-72 hour work weeks, but in reality a separate record maintains the additional hours workers are putting in, which are kept in a separate book and compensated separately. Double booking is also done by some factories to meet the Golden List requirements at the MoL.

All three employers that were interviewed reported that most migrant workers prefer to work beyond the 60-hour weeks. They reported that when they reduced working hours to less than 12 hours/ day, they faced significant resistance and retaliation from workers. According to what the evaluation team heard, workers from 11 factories organized strikes demanding 12-hour working days. However, according to BWJ, employers can take advantage of this and working over 60 hour workweeks has, in some cases, become the norm rather than the exception.

One of the larger factories compensates their workers for 12 hour days, even when the average time worked per worker is 9 to 10 hours per day. One factory reported that most workers are able to meet the 12 hours targets in 10 hours. The largest apparel employer in Jordan has capped weekly work hours at 60 without reducing pay, and has seen no disruption. According to BWJ, this goes to show that strikes are not a response to reduction in working hours, but the accompanying reduction in pay.

Today, on average, migrant workers are working 65 hours a week<sup>20</sup>. While this is an area of concern for buyers, improvements have been seen since the early 2000's, when workers could work up to 90-100 hours per week. Worker salaries used to be as low as 60 JD's per worker per month, due to deductions that were made by factories for room and board. Those workers in the past demanded the extra hours. Today, salaries have gone up to 110 to 130 JDs and workers are less open to working the overtime hours. \

Findings from buyers are in clear contradiction with those from employers regarding workers' desire to work the extra hours. Buyers reported that when workers are asked about their preference to work overtime, it is evident that most workers have no desire to work the extra hours.

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<sup>20</sup> Data Source: Draft National Strategy for the Jordanian Garment Sector (2013-2018)

**Freedom of Association:** The labor law in Jordan has in the past excluded non-Jordanians from forming or joining trade unions. In 2010, the labor law was amended due to a joint effort from BWJ and the US Embassy in Jordan. The change would give migrant workers the right to join the trade union of their sector, but would not allow them to run for leadership positions, unless union regulations stipulated for it. The Jordanian Labor Law today does now allow the establishment of more than one trade union per sector or per occupation. For this reason, BWJ's rates the area of Freedom of Association at 100% non-compliance.

The evaluation team notes that BWJ played a role in improving the ease of which the Garment Union can enter factories and address workers. However, it is acknowledged that, due to the many challenges faced by the union in increasing its numbers, it may be a while before the union can increase worker membership dramatically. However, it can certainly support the union in playing a bigger role in protecting the rights of workers, by engaging them more in BWJ activities.

The Collective Bargaining Agreement, which was signed on May 25<sup>th</sup> of 2013 by J-GATE and AOFWG, the two main apparel employers' associations in Jordan, and which covers approximately 55,000 workers, stipulates under Article 3 that:

- a) Any employee shall have the right to become a member of the Union
- b) All organizations represented by the Employer will notify the Union of any new hiring of employees.
- c) The Union shall be afforded access to the factories to meet workers and for the election of union committees in coordination with factories management.
- d) The Union shall have the right to promote this provision by posting copies of a notice regarding this agreement near all time clocks and other prominent places, such as bulletin boards.

While this does not change the inability of workers to form their own union, it can certainly contribute to increasing Union membership and worker understanding of their rights to join and be protected by the Union.

The evaluation team concludes that while BWJ efforts in improving compliance in the area of Freedom of Association is limited due to the Jordanian Labor Law, it could encourage ILO ACTRAV and international trade union movement to work more closely with the Union to help increase worker membership.

## **II. Training Services**

### ***Relevance and Effectiveness of Training Received***

While the training program had a slower than expected start, it certainly picked up momentum and received increased attention since the beginning of 2012. The employee that was initially hired for the training program did not have the necessary skills to

manage the training program, and was replaced with a more suitable hire for the position requirements.

To increase the level of factory participation in the training program, BWJ launched a marketing campaign to educate factories about BWJ's training program and how it could be of benefit to factories and their workers. A session was conducted at most of exporting factories and brochures were distributed in the different languages.

Several training programs<sup>21</sup> have been conducted over 2012 and the first half of 2013. The training program is divided into two categories: 1) Advanced Training, which includes Introduction to Human Resource Management (IHRM), Advanced Human Resources Management (AHRM), Occupational Safety and Health Management, Supervisory Skills Training (SST), and Preventing and Addressing Sexual Harassment, and 2) Advisory Training, which includes: Hazard Inventory Training, Occupational Health and Safety Awareness, and Managing Across Cultures. A summary of those training programs, the number of participants, the number of female participants, and nationalities represented in the training are summarized in the tables below.

Table 10 Summary of Training Activities					
Jan-Dec 2012					
Type	Topic	Total training days	Number of participants	Number of females	Nationalities
Advanced	Introduction to Human Resources Management (IHRM)	16	37	15	Jordanian / Indian
	Advanced Human Resources Management (AHRM)	10	8	4	Jordanian / Indian/ Malaysia
	Occupational Safety and Health Management	10	33	11	Jordanian / Indian / Sri Lankan
	Supervisory Skills Training (SST)	23	53	14	Jordanian / Bengali/ Chinese/Sri Lankan
Advisory	Hazard Inventory Training	1	13	4	Jordanian / Sri Lankan/ Indian /

<sup>21</sup> Advanced training is formal multi-day classroom training, while advisory training is provided by BWJ's Training Officer or the EAs themselves in a non-formal setting and is customarily shorter in duration. An example of the latter is the worker OSH training that is customarily provided by the EAs in 2-hour sessions.

					Bengali
	OSH Awareness Workers	4.2	354	234	Jordanian / Sri Lankan/ Indian / Bengali / Myanmar
	Managing Across Culture	0.1	24	18	Burmese/ Chinese / Sri Lankan, Bengali
Jan-July 2013					
Type	Topic	Total training days	Number of participants	Number of females	Nationalities
<b>Advanced</b>	Supervisory Skills Training (SST)	16	44	26	Jordanian / Bengali / Chinese
	Preventing and Addressing Sexual Harassment	1.7	74	53	Jordanian / Sri Lankan/ Indian / Bengali
<b>Advisory</b>	OSH Awareness Workers	2.0	562	340	Jordanian / Madagascan / Burmese/Chinese/ Bengali / Nepali / Sri Lankan/ Indian/Sinhalese/
Sources: BWJ training records					

To keep their training program as relevant as possible, BWJ treats its training program as a continuously evolving program that gets adapted depending on the context and the findings of the assessment reports, stakeholder demands, and national policy changes. For example, sexual harassment gained a lot of attention and importance after the expose of 2011, and with buyers showing zero-tolerance around the issue of sexual harassment, BWJ and BWG took immediate action and commissioned an investigation in October 2011 by engaging in focus groups and individual interviews with Sri Lankan women in five garment factories. The investigation team found that workers had little understanding of the concept of sexual harassment, and had trouble differentiating between consensual and coerced relationships. In response, BWJ and BWG developed a training program around the prevention of sexual harassment. Sexual harassment training was designed as a long-term training that requires approximately 6 months to complete at one factory. It covers four levels: Upper management, middle management, supervisory level, and covers 60% of factory workers. It was suggested by the ex-training officer that BWJ works with stakeholders to design and implement a proper sexual harassment referral system covering all textile factories in Jordan.

In addition to formal training deliveries, each factory receives one visit per year that is solely focused on formal or informal capacity building.

The training team at BWJ reported several challenges to the effectiveness of the training program, and that they have tried to resolve; those include:

- **Material Translation:** Due to the common issue of multi-lingual workers, all materials have to be translated to all relevant languages. To maintain the quality of training materials and handouts, materials are being sent directly to translation contractors in countries of origin, instead of depending on Jordanian translators who use sub-contractors in countries of origin.
- **Interpretation:** Due to the increasing number of enrolled factories in the program, interpreters are normally occupied with Enterprise Advisors in the field, conducting assessments or delivering advisory sessions. This has, in some instances, delayed training deliveries. Recruitment of two Bangladeshi experts was part of the solution to this issue.
- **BWJ's Reputation:** BWJ, in some factories more than in others, is still seen as the assessor and the auditor. There is a need to market BWJ as a service provider and a supporter of factories to open new doors for the training program and increase factory participation in training.

There is a desire in BWJ to diversify the training program to include several new programs. Training materials developed by BWG have been adapted by BWJ, however, it is not clear if and when those will be delivered, especially that a new training officer has recently joined the project. A new and diversified training program could include:

- ToT for HR Managers focused on Induction of new staff.
- Managing across Cultures
- Introduction to Workplace Communication
- Workplace Cooperation

After interviewing three employers, it was concluded that while they find information offered during training deliveries to be beneficial to factories and workers, they find them to be overpriced for the industry. Consequently, the next phases of the program should consider market prices for training as they set their training fees.

Employers suggested that, in order to make training and capacity building efforts more effective, they need to be conducted on factory grounds, instead of outside locations. They also indicated that follow-up sessions to training workshops could be highly beneficial to factories, and that training programs should increase the coverage of training inside factories, so that it is not limited to a small percentage of workers.

The issue of training cost on factories affects the issue of cost recovery, which was set too high at the beginning of the project and later revised. Today, the capacity of the sector to absorb large supply of training programs is limited since the sector is composed of only 60 – 70 factories.

The evaluation team concluded and states in the recommendation section of this report that BWJ could attempt to increase the number of factories paying for and receiving training by maximizing its marketing effort of the training program and improving the image of BWJ by emphasizing its partnership approach with factories.

### ***PICC Training***

Due to the need to conduct PICC training in multiple languages, no proper structure for PICC training exists within BWJ as of yet. It would be ideal to conduct this training by language, rather than by factory, however, it would be practically impossible to coordinate training by language among all factories at once. It could be feasible though to conduct the PICC training by language among clusters of factories (i.e. 5- 10 factories at a time).

## **X. Stakeholder Engagement**

### ***Effective of the PAC as a Tripartite Forum for Addressing the Key Project Priorities and Offering Strategic Guidance***

A tripartite Project Advisory Committee (PAC) advises BWJ. The committee is comprised of three representatives from the government (two from the Ministry of Labor and one from the Ministry of Industry and Trade), three from employer organizations (one from the Jordan Garments, Accessories, & Textiles Exporters' Association, one from the Foreign Investors Association, and one from the Chamber of Industries), and three from worker organizations (two from the General Trade Union of Workers in Textile, Garment & Clothing Industries and one from the General Federation of Jordanian Trade Unions).

It was reported by PAC members and by BWJ that PAC meetings are highly participatory, engaging, and spirited. The PAC meets on a quarterly basis, and has met 15 times since its formation. It is planned that the PAC will evolve into the board of the local entity that will sustain the activities of BWJ. While interviewees from the Ministry of Labor showed that the PAC is a highly participatory and influential entity, other members of the PAC from Government and employers believe that the PAC could have a much more influential and strategic role in setting the stage for sector growth and improvements. In addition, while the PAC plays a significant role in improving coordination and communication among key stakeholders of the garment sector in Jordan, some believe that the PAC remains to be a recipient of information rather than a true influencer of the strategic direction of the sector as a whole, and in particular, the work of BWJ. As part of the sustainability plan, it is expected that the PAC will have more influence once BWJ evolves into a national entity by the beginning of 2017.

It was reported that compiled reports are always presented to the PAC for input before their publication, an indication that BWJ respects PAC members' opinion and seeks their feedback before going public with information about the sector. While the PAC provides a vehicle for transparency and accountability for BWJ, it could be more aggressive in

decision-making and setting the strategic direction for the sector. A suggestion was made to consider adding a member from the ILO to the PAC.

The evaluation team recommends that BWJ consider running thematic PAC workshops to agree on how to collaborate to hit the ambitious targets made to increase the percentage of Jordanians in the industry and a strategy to better attract high-end buyers.

### ***Role of the Employers, Garment Union, and Government Ministries in Project Implementation***

Based mainly on interviews with key stakeholders, the role of employers, the garment union and government ministries is summarized below:

**Employers and Employer Associations:** Some of the larger, more prominent employers seem to be engaged with project activities and implementation. For example, one of the factories played an active role in tackling the issue of recruitment fees, by supporting a mission for two MoL employees to travel to Bangladesh to observe how worker recruitment was being done.

Employer Associations in Jordan (J-GATE and AOFWG) have also played an important and visible role in the implementation of project activities. Worthy to name is the joint effort that made the signing of the CBA a reality for the Jordanian garment sector. J-GATE is represented on the PAC, however, believes that it could play a more influential role in guiding sector strategy and resolving policy issues of the sector in the future.

The evaluation team recommends that a representative sample of employers and representatives from Jordanian employer associations be engaged in a participatory and facilitated design process during possible future phases of the program.

### **The Garment Union:**

In 2012, the project added a component on building the capacity of the Union with a total budget of USD0.38 million, including operations support and technical assistance activities. Operations support was in the form of financial assistance to support the Union's operations mainly in the QIZ's and its outreach efforts to Jordanian and migrant workers. This financial support enabled the union to hire staff and publish regular outreach materials in several languages. Technical assistance activities were aimed at enhancing the capacity of the union in holding enterprise level elections, collective bargaining and member's recruitment. The technical assistance also included supporting the union in identifying means for long-term financial sustainability.

The union and other stakeholder believe that capacity building activities have been successful, given that the union now better responds to workers needs and has improved its capability to track membership numbers. Additionally, the union is more active and has better access to factories, which would allow it to exercise a better role at the factory level in the future.

The evaluation team believes that the Garment Union could play a bigger role in implementing project activities, and collaboration could be improved between the union and BWJ. There is agreement among stakeholders that the union could deepen their efforts in increasing the number of union members, especially now that the CBA has given the union access to all BWJ factories. In addition to organizing PICC elections, the union expressed interest in attending PICC meetings to give workers the protection they need as they speak their minds freely during those meetings. The MoL and J-GATE agree that while the Garment union is one of the stronger unions in Jordan, that it needs to engage more in raising awareness among workers about their rights as union members and to empower worker committees in factories. MoL also believes that adapting good governance principles, including rotating leadership, may enhance the effectiveness of the union.

The evaluation team concludes that in future phases of the project, the union could take on a bigger role in spreading awareness among workers about their rights and responsibilities, for example, when to organize strikes and how to strike in an educated manner. The union could start attending select PICC meetings to test whether the effectiveness of those meetings, and information coming out of PICC meetings, improve with union participation. This role may require additional technical assistance to the union, preferably in the form of mentorship and coaching. Consequently, Arabic speaking advisors who can mentor union management and staff through regular and frequent work session may be more suitable to deliver this kind of support.

Additional capacity building activities could address areas of improvement that were identified through an interview with a representative from the global program. These efforts could include:

*Building the capacity of the union to play a larger role at the factory level.* This could be done by training union members on health and safety issues for the union to start contributing to advisory services, and helping the union to play a role in PICC meetings.

*Improving the union's financial management and sustainability.* The union can benefit from additional support on improving its resources allocation. The willingness of the union to commit to the development of a long-term resource allocation strategy is a challenge. Consequently, technical assistance to the union could be tied to progressive improvement on its long-term financial sustainability plan.

*Improving the union's ability to negotiate.* The union will require advanced negotiations skills to facilitate dialogue between the sector's stakeholders on workers issues. Negotiation skills will be needed as well to enforce the CBA and unified contracts.

**Government Ministries:** The evaluation team concludes that the MoL has had a big and visible role in the implementation of project activities, especially when it came to making factory membership mandatory, without which BWJ would not have had easy access to sub-contracting factories. In addition, the MoL partnered with BWJ in developing a collaboration plan, revising the zero tolerance protocol (which previously

did not contain clauses on sexual harassment and freedom of association), and contributing to the Collective Bargaining Agreement. Quarterly meetings with MoL’s inspectorate unit are organized and facilitated by BWJ technical team, in collaboration with ILO experts from Geneva, and many of those meetings are in fact informal capacity building and knowledge sharing meetings. MoL attests that these meetings have contributed to improving the quality of inspection by the MoL. MOL inspectors were trained by BWJ and are now the approved trainers for the health and safety training program provided to factories by BWJ.

The evaluation team believes that this collaboration between BWJ and the MoL should continue to grow and deepen, and for BWJ to continue strengthening the capacity of the MoL to conduct assessments and to become a true partner to BWJ in future phases.

## XI. Project Efficiency

### *Resource (Funds, Human Resources, Time, Expertise) Allocation*

It is apparent that project resources have been allocated strategically to achieve the stated outcomes. This is evident since the largest share of financial resources was allocated to the provision of core services (or components 1&2 of the program). Additionally, most of the program’s human resources are technical staff, i.e. work on the provision of BWJ’s core services.

BWJ’s original budget, as stated in the project document, indicates that more than 70% of the project’s original budget (about 3.7 million USD) is allocated to the delivery of core services (Components 1 & 2: Enterprise assessment, and training and remediation). Even when additional components were added to the program, these two components: Enterprise Assessment, and Training and Remediation, were allocated a similarly high percentage of the program’s budget. In response to the budgeted amounts, actual expenditures also indicate that the largest share of project expenses have been spent on the provision of core services. Table 9 below summarizes BWJ’s budget based on the latest budget amendment request.

Component	Budget	
	Amount (Million USD)	Share (%)
1. Enterprise Assessment	2.07	28.28
2. Training and Remediation	3.18	43.44
3. Stakeholder Engagement and Sustainability	1.12	15.30

4. Union Strengthening	0.38	5.19
5. Sector Level Advocacy	0.57	7.79
<b>Total</b>	<b>7.32</b>	<b>100.00</b>
Source: Latest Budget Amendment Request, BWJ		

The project design assumed 50% cost recovery by the end of the program's 4<sup>th</sup> year, as indicated by BWG guidelines for cost recovery for a small market.<sup>22</sup> This assumption was not realistic due to the relatively smaller number of factories in the garment sector in Jordan, compared to other countries where BW programs are implemented. Consequently, the cost recovery ratio was analyzed and revised with BWG through 2014 (25% for 2012, 30% for 2013, 35% for 2014). Additionally, the sustainability plan assessed the financial viability of sustaining BWJ activities and estimated the cost recovery ratio through 2018.

Human resources have been allocated strategically as well since more than 65% of the project staff<sup>23</sup> are technical specialists working on the provision of core services. . The project sustainability plan, although indicated that training fees did not significantly contribute to cost recovery, emphasized that training revenue could slightly offset part of the direct costs, consequently BWJ should ensure that sufficient training activities take place to achieve the targeted cost recovery ratio especially since a new training officer joined BWJ as of September 1<sup>st</sup>, 2013

Most of the stakeholders interviewed believe that BWJ resources have been used efficiently, although some salaries were perceived as high. But there is general agreement that resource utilization could not have been more efficient, unless quality of services provided was jeopardized. The sustainability plan of BWJ suggests some cost reduction measures that received agreement from project stakeholders, and BWJ should consider implementing those measures during the transition phase and the early stages of the national entity.

The table below summarizes the financial viability indicators, based on the M&E summary matrix ending June 30, 2013. The first and fourth indicators have reached their mid point targets (targets are set for the entire year), however, the percentage of annual budget spent in the reporting period remains below its mid year target. The percentage of cost recovery will be calculated by end of 2013.

**Table 10: Financial Viability**

<sup>22</sup> Cost recovery ratios are set by the global program, and for a small program, such as BWJ, the cost recovery ratios are as follows: 10% for the 1<sup>st</sup> year, 20% for the 2<sup>nd</sup> year, 35% for the 3<sup>rd</sup> year, and 50% for the 4<sup>th</sup> year.

<sup>23</sup> Based on the project organizational chart from BWJ Sustainability Plan (2013).

Activity	Outcome/Output Indicator	Actual Jul-Dec '12	Target '13	Actual Jan-Jun '13	Achieved %
<b>Financial Viability</b>	Total program revenue in the reporting period	147,279	220,000	113,841	52%
	Percentage of cost recovery	21.5	25	End of year	n.a.
	Percentage of annual budget spent in the reporting period	74	85	29.3	34%
	Per worker cost of the program	25	25	14.3	>100%
Source: Project M&E summary matrix 2013.					

## XII. Effectiveness of Management Arrangements

### *Project Staffing*

According to the Global Operations Manager, the project was overstaffed during its very early stages; this was due to the fact that participation in the program was lower than was initially anticipated and planned for. However, with the increased number of participating factories, the number of staff became more adequate and the clear and evident division of roles and responsibilities between EAs and management has contributed to increased productivity and improved quality. Today, however, while both buyers and employers are satisfied with the assessment process and reports, there is a sense that EA's advisory work could be deepened and strengthened.

The training department seems to be understaffed. While there is high dependency on outside consultants for training of factories, employing an additional full time staff focused on overseeing training development and delivery could prove beneficial.

BWJ's organizational chart is shown below.



## **Governance and Management Arrangements**

The project has seen significant capacity improvements over 2011 and 2012. The Program Manager removed himself from playing a managerial/ operational role and delegated responsibilities related to operational oversight and quality assurance to the Technical Advisor/ Assistant Program Manager. Today, the Program Manager has been taking on a more strategic role, focusing his efforts on the long-term strategy for the program and the sector, the Collective Bargaining Agreement, and the longer-term sustainability of the program. This shift has allowed the project to increase its focus on its longer-term strategic goals, while it maintains its momentum in conducting factory assessments, and delivering its advisory and training services. Additionally, continuous support and communication with BWG contributed to the improvement of the project's management systems and practices. It also facilitated sharing knowledge and lessons from other BW programs. This suggests that the current project management arrangements facilitate efficient delivery of the core services and the activities contributing to the longer-term strategic goals.

Capacity building of BWJ staff, supported heavily by BWG, has helped improve the capacity of the BWJ team. Additionally SST training will be held in October 2013 for the new Training Officer and one of the EAs so they can roll out this training more effectively. Grievance handling training will be offered for BWJ EAs early on in 2014.

The majority of stakeholders agreed that the Technical Advisor has the skills needed to deliver, with good quality, the three main lines of program operations. The evaluation team suggests that BWJ and BWG continue to invest in enriching the leadership and delegation skills of the technical team through its Leadership Development Program (the first phase of which was attended by 3 participants from BWJ).

## ***Communication and Coordination between BWJ, BWG, and ILO Regional Office***

Coordination efforts between BWJ and BWG have improved tremendously over the past two years. There is a sense of true partnership between BWJ and BWG, where BWG takes the lead in meeting the needs of BWJ when it comes to issues related to capacity building, process improvements, tool development, and quality assurance. BWJ management sees BWG as an asset, a partner, and a supporter.

BWJ's Program Manager represents the ILO on Jordan's UN country team, and the ILO has increased its reliance on BWJ, since BWJ management team has, over the years, developed good relationships among many key stakeholders in Jordan. It was reported by the ILO office of Arab States that regular information sharing between the ILO office in Beirut, BWJ, and BWG has improved tremendously and there is general satisfaction by the ILO to this regard. It is recommended though, that the ILO take more advantage of the leverage and knowledge that BWJ has built in Jordan, as they design future country programs and projects.

### ***Political, Technical, and Administrative Support from National Partners***

While ministerial changes have caused delays and posed challenges for BWJ, BWJ has managed to build good relationships with Government partners, especially with the MoL. From conducting interviews with government counterparts, the union, and employers, it is concluded that the project does receive the support it needs from national partners. PAC members seem to have a good grasp of project strategy and are committed to and passionate about the project. Some have expressed the desire to engage more in decision-making processes and to increase the mandate of the PAC to become more influential and to act as an oversight committee and a real advisor to the project. Based on the sustainability plan, which was approved by the PAC, it is expected that the PAC will have more influence once BWJ evolves into a national entity by the beginning of 2017.

## **XIII. Impact Orientation and Sustainability**

### ***Contributions to Changes in Attitudes and Culture***

This evaluation focused on assessing the immediate objectives of the project; measuring attribution and causality related to changes in attitudes, capacities, and institutions and project interventions are technical tasks that require proper impact assessments. Conclusions in this section are based on findings from the Worker Survey Baseline Report and the Worker Survey Second Internal Report conducted by Tufts University, as well as findings that were drawn from the opinions and views of the stakeholder groups that were interviewed.

Buyers, employers, employer associations, and PAC members are in agreement that BWJ has been a viable and valid contributor when it comes to improvements in attitudes and culture related to compliance and working environment in garment factories in Jordan. Changes in attitudes have been largely due to BWJ efforts and their ability to bring stakeholders together, to unify understanding of compliance, and to help factories identify compliance issues and remedy them.

It was expressed by factories that, while the MoL has an acceptable Inspection Directorate, inspectors from the MoL are unable, due mainly to time limitations and capacities, to engage with factories and workers with the same depth that BWJ has been able to. BWJ advisory services allow enterprise advisors to engage with PICCs; and PICCs, in turn, to engage with a larger group of workers. Sometimes, the fault of not engaging deeply enough with factories (including some main exporters) is due to factory resistance rather than lack of effort on BWJ's side. Factories also believe that while BWJ is a facilitator of change, change really depends on factories' ability to improve their image and reputation by upgrading their standards. In addition, the role that the MoL played in placing pressure on factories by making the program mandatory cannot be denied in giving BWJ and buyers the leverage to improve attitudes and culture.

While the MoL believes that BWJ has been very effective in bringing consensus and common understanding around compliance among stakeholders, and in improving the work environment, MoIT representatives believe that same improvements in compliance and attitudes could have happened anyway, as the country's leadership was moving in that direction anyway after the NLC report of 2006.

All stakeholder groups seem to be in agreement that while BWJ was able to improve culture and attitudes, BWJ cannot be credited, alone, for improvements in sector productivity and competitiveness, as competitiveness relies on more than just improved compliance. The MoIT, for example, believes that the increase in Jordan's exports after 2010 was continues to be affected by the influence of existing and signed Free Trade Agreements, regional political issues in Egypt, which shifted some of the production lines to Jordan, and improvements to worker environments. In addition, stakeholders believe that BWJ could have done more in the areas of productivity and sector competitiveness, as these are areas that were cited in the project purpose, and were not supported by project activities or budget, with the same depth as compliance. It is worthy to mention though that today, competitiveness of the sector is dependent on four key elements: price, delivery, quality, and compliance. Buyers look at all four elements when determining sourcing markets; one can conclude, then, that improvements in compliance are directly proportional with overall competitiveness.

The evaluation team concludes that BWJ played and still plays a key role in improving attitudes and culture towards compliance among key institutions and stakeholders of the sector, and that while BWJ might have had a positive impact, to a certain extent, on sector competitiveness by improving compliance, there is no empirical evidence that proves the extent of attribution that could be credited to BWJ.

### *Use of M&E and Impact Assessment Data in Decision-Making*

BWJ produces and receives four sets of M&E and Impact Assessment Data, those include:

**Research Data:** BWJ has been able to drive a research process with Tufts University, as part of a broader research agenda, which has served as an independent check to BWJ's assessment data. The research has been quite helpful in clarifying the issue of the sector's value added to the Jordanian economy and confirmed the appropriateness of the sector. Research also showed that the sector could play a key role in increasing Jordanian employment because of its highly labor intensive nature. The work conducted by Tufts University helped the Program Manager in driving the process for a sector wide strategy and increased stakeholders confidence in the sector. Due mainly to this intensive research agenda, the Program Manager was asked to serve on a committee at BWG to improve the way that BWG makes use of M&E data.

**M&E Summary Data, compiled by BWJ and BWG:** This data is mostly process and output indicator data that is compiled by BWJ and BWG twice a year. While this data is

useful, most of the indicators are technically a stock-taking of work conducted by EA's related to assessment and advisory services, training, and social dialogue. This data gives BWJ and BWG an idea of activities being conducted in the period, but does not really offer any outcome level data.

**Impact Assessment Data:** This data collection is managed by BWG and implemented by Tufts University and an independent 3<sup>rd</sup> party enumerator. This data is based on surveys conducted with managers and workers at factories. Indicators cover working conditions, workers' wellbeing and livelihoods, and business performance. The information collected so far has been presented in the baseline report published on the BWJ website and in an internal second visit report.

**Compliance Data:** BWJ finds compliance data to be the most useful for determining project activities to address compliance gaps in the sector.

While all this data is useful for management at BWJ and BWG, and for the sector as a whole, it was mentioned by factories and by BWJ that some M&E data collection could be burdensome, and could cause unnecessary tension between BWJ and some factories.

#### **XIV. Overall Conclusions and Recommendations**

The evaluation team concluded the evaluation with the following three points:

1. Better Work Jordan largely met its immediate objectives under the project's five main components (Component 1: Enterprise Assessments, Component 2: Training and Remediation, Component 3: Stakeholder Engagement and Sustainability, Component 4: Garment Union Capacity Building, and Component 5: Sectoral Level Advocacy). Those objectives are shown in Table 1 on page 14 of the report.
2. It is evident that BWJ played a key role in improving compliance data of participating factories over the years. Synthesis reports over time, baseline survey and second internal reports, as well as conversations with key stakeholders seem to indicate that compliance has broadly improved due to BWJ interventions, as well as BWJ's ability to bring stakeholders together, to unify understanding of compliance, and to help factories identify compliance issues and remedy them.
3. BWJ activities could lead to major positive changes in the dynamics of the sector, this is largely due to the strategic role that BWJ played in facilitating the development and approval of key policy documents, including the Collective Bargaining Agreement and the National Strategy for the Jordanian Garment Sector (2013-2018).

The following recommendations are made in light of further expansion of the program, evolving needs of the sector, changing factory and buyer demands, and sustainability of the project.

1. **Continue to Expand and Deepen the Strategic Role of BWJ:** BWJ should continue to expand and deepen its strategic role in the sector. Today, BWJ has a revised vision statement taking into account the sectoral and sustainability role that it is playing. The Program Manager's role has shifted to a more strategic, sector-wide one, and BWJ has been seen taking a more facilitative role at both the factory and the national levels, which will increase the likelihood that ownership is taken seriously at the local level, and that the sector is sustaining itself, even after BWJ is out. This is not to imply that BWJ should step back from conducting its assessment and advisory services, but rather to continue to deepen its recent role in improving quality of BWJ services, setting sector strategies, working with government to revisit policies, and to ensure sustainability of project results. According to the National Strategy for the Jordanian Garment Sector, a private public committee will have the responsibility for overseeing the implementation of the strategy. The evaluation team concludes that, for the sector strategy to be effective, it needs to have one responsible and accountable focal point to coordinate between members of the private public committee and to delegate and spread responsibility among key stakeholders of the strategy. Having too many owners of one strategy will only weaken the likelihood of successful implementation.
2. **Engage in Improving Sector Competitiveness and Productivity:** Today, Better Work Jordan does not have the capacity to improve "price" competitiveness, especially with the elevated prices of raw materials. However, BWJ may want to consider, in its sustainability phase, to support factories in adjusting their operations and processes, by looking at IT, organizational setup, production processes, etc. to help create the leverage that factories need to increase production efficiencies and contribute to overall sector competitiveness. This is in line with the National Strategy for the Jordanian Garment Sector, which stipulates that process upgrading for factories could lead to cost reductions and improving production methods.
3. **Design Activities Aimed at Increasing Participation of Local Workers in the Garment Sector:** The National Strategy for the Jordanian Garment Sector, which was facilitated by BWJ over the past year, and is set to be launched by the Prime Minister in October of 2013 contains, as one of its key objectives, increasing Jordanian employment in the sector by the end of the 5-year strategy to 55%, up from the current 20-25%. It is still not clear, however, what role BWJ will play in reaching these targets.

Even though minimum salaries have increased for Jordanian workers, the increases in numbers have been very minimal. Even with satellite units and Government subsidies to factories (i.e. free rent, salary subsidies), numbers of Jordanian workers remains low. BWJ in its sustainability phase could take on a role of coordinating efforts among key stakeholders (Government, employers, and employer associations) to implement specific actions targeted at increasing local labor, such as finding ways to improve the occupational status of working in the garment industry among Jordanian low-skilled workers and to improve the image of factories as work

places that respect workers rights and the labor law. BWJ should consider coordinating an effort with the MoL and other stakeholders to engage local communities in focus groups to investigate ways to increase local employment in the garment sector. This is in line with the first key recommendation under the Employment of Jordanian section of the National Strategy for the Jordanian Garment Sector document (pg. 23).

4. **Adjust Assessment and Advisory Services according to Factory Compliance Levels.** BWJ has initiated a process to revise its advisory guidelines to account for the maturity levels of some factories that have been members of the program for 3 years. Revised guidelines will be shared with BWG by end of 2013. If assessment and advisory cycles were adjusted according to the maturity level of each factory, the focus would be shifted to factories that rate low on compliance. This shift could address the concerns from some of the buyers and employers that EA's time spent on advisory services has become more scarce. By focusing on the factories that truly need assistance, effectiveness of advisory services as a whole would improve. When factories graduate and have reached a satisfactory level in compliance and social dialogue, BWJ could implement a more holistic management approach for those factories. It is important to note that qualifications of factories that are considered 'mature' should be defined and agreed upon before such a system is put in place.

Brands today are adapting the way they approach compliance from simply looking at traditional compliance data to starting to look at management systems and procedures within factories. Brands believe that management systems that create procedures and processes for dealing with non-compliance are much more sustainable than factories dealing with non-compliance issues as they occur. In addition, the new model approach for factory differentiation by the global program could address this adjustment. This new approach would deepen the focus on 'systems' that address root cause issues, improve linkages with training services, and achieve industry-level collaboration. BWJ should consider working with committed buyers and BWG to pilot such a system with the more mature and graduated factories in the next phase.

5. **Increase Linkages and Coherence with ILO Work in Jordan through the DWCP** should continue to be strengthened, especially in areas of collective bargaining, industrial relations, freedom of association, and labor inspection. All ILO interventions in this respect should be coordinated to have an impact on the Jordanian labor policy.
6. **Coordinate Marketing Efforts of the Jordanian Garment Sector to increase the number of buyers:** Based on the National Strategy for the Jordanian Garment Sector (2013-2018), Jordan has the potential to position itself as supplier of high quality garments, and in this regard, Jordan can look at countries such as Sri Lanka, which has shown considerable success in positioning itself as a key high- quality supplier in certain niche garment product categories. The evaluation team

recommends that BWJ coordinate marketing efforts (including with Government, JEDCO, and possibly the IFC) to show international brands and investors that Jordan could become a supplier of higher quality garments. A contented marketing effort would not only shed light internationally on improved worker conditions of the garment sector in Jordan, but could potentially positively affect the sector's competitiveness worldwide, and increase the number of buyers that source from Jordan. To increase the number of buyers that are enrolled in BWJ, BWJ could increase awareness of its operations among buyers in the U.S. who have not previously worked in Jordan. BWJ could, in phase II, revisit compliance benchmarks, as needed, to appeal to new higher end buyers. BWJ could also consider working with existing brands to encourage them to remain committed to Jordan, and not to flee at the first incidence of non-compliance.

7. **Incorporate Impact Measurements in the Design of Phase II:** While phase I of the project was well designed, impact and outcome level indicators were not defined upfront in the project document, what was defined were mainly output and process indicators (as shown in the M&E summary matrix). The project, in its goal and purpose statements, referred to improved competitiveness and performance of the sector. Through the research agenda that was led by Tufts University, manager surveys were carried out and did include business competitiveness and performance data, however, the specific impact that BWJ had (excluding other influencing factors of the sector) on sector competitiveness and performance was not measured. At the design of the second phase of the project, clear, specific and realistic outcomes should be defined, based on the intended purpose of the project, and a baseline should be provided before project activities convene (relevant baseline data for phase II could also be retrieved from the baseline report published in February 2013).
8. **Stakeholder Engagement at the Design of Phase II:** BWJ and the ILO should follow a participatory process in the design of the second phase of the project. Unions, workers, employers, and government should not only be consulted, but rather take on a leading role in negotiating project objectives and outcomes, and BWJ could help bring consensus among all stakeholders towards project objectives and component outputs.
9. **Build Capacity for Key Stakeholders**
  - The evaluation recommends that **BWJ continue to strengthen the garment union's capacity by deepening their role in project activities (i.e. assessment and advisory activities)**, and should facilitate the Union's participation in PICC meetings. Capacity building activities of the union could also address the following areas: 1. Improving the union's capacity in financial management and sustainability, and 2. Improving the union's ability to negotiate. *(Please refer to page 49 for more details).*

- The evaluation team also recommends that **BWJ increase its efforts in building the capacity of the Inspection Directorate at the MoL.** Know-how and knowledge accumulated by BWJ should be transferred to MoL inspectors in a more structured, frequent, and intentional manner, and inspectors should become better exposed to the advisory role that Enterprise Advisors are playing.

10. **Improve the Role of the PAC:** The role and mandate of the PAC could be revised under Phase II, so that it becomes more of an influential body that provides strategic guidance to the sector as a whole. It was suggested by a member of the PAC that an ILO representative become an active member of the PAC.

11. **Increase Worker Participation in and Effectiveness of PICC Meetings:**

- Enterprise Advisors should continue working with PICC members on self-confidence issues and communication skills. This should not be done by conducting formal training, but rather by running small group or one-on-one sessions.
- Consider piloting a PICC training conducted across languages, by clustering a number of factories together, rather than by conducting factory-by-factory PICC training, to see whether significant time- savings could be observed and to better determine the pros and cons of such an approach.
- Enterprise Advisors could improve dissemination of information about PICCs, their role in influencing worker rights and working environment. Visual media and tools could be further used to reduce time and costs related to translation.
- Engage unions in PICCs' meetings, so workers feel protected and gather the courage to speak their minds freely.

12. **Improve Internal Processes within BWJ**

- **Simplify the Assessment Report:** BWJ could, in its future phase, consider simplifying the assessments system and compliance report. It should be made easier for buyers to understand and read the entire report. Buyers tend to look at the summary page, and sometimes do not get into the details and elaborations of the reports, causing them at times to overlook some issues or make hasty decisions.
- **Develop a Checklist and Benchmarks for Factories and Government:** BWJ could consider developing simple and straightforward benchmarks and a checklist for all minimum compliance data; to be made readily available among factories and government bodies.

13. **Market BWJ's Training Program among Factories:** BWJ should consider investing additional time in marketing its training programs to factories and factory management. They should aim to improve the image of BWJ as educators and service providers, whose programs are there to improve not only factories' compliance, but also their long-term productivity and competitiveness.

#### **14. Measure Training Effectiveness:**

- BWJ should consider calculating the percentage of employees receiving training relative to the total number of employees per factory. This would give BWJ and BWG an indicator of employee coverage in training.
- BWJ should consider adding some outcome level indicators to measure training effectiveness. All three training indicators being measured are considered output indicators, and do not give an indication of how training is resonating with employees, or how effective training programs are. While effectiveness of training would require proper impact evaluations and could be costly, simple techniques could be used to evaluate most of the programs. Those could include: pre and post knowledge questionnaires (currently done for the SST and Sexual Harassment Training), questionnaires or simple surveys for management around the performance of their employees, or evaluation of trainees of training materials and training delivery.

## 4. Appendices

### Appendix A – List of Interviewees

<b>Better Work Jordan</b>	
Mr. Philip Fishman	Program Manager
Mr. Tareq Abu Qauoud	Technical Advisor, Assistant Program Manager
Ms. Rania Shanti	Training Officer
Ms. Reem Al Shalabi	Finance and Administrative Manager
Mr. Yusra El Asir	Enterprise Advisor
Mr. Ala'a Al- Saifi	Enterprise Advisor
Ms. Emily Hilton	Consultant, Workers Center
<b>Better Work Global</b>	
Ms. Arianna Rossi	Research and Policy Officer, Evaluation Manager
Mr. Conor Boyle	Global Operations Manager
Mr. Dan Cork	Industrial Relations Specialist
<b>Regional Office for Arab States</b>	
Mr. Jean Francoise Klein	Chief of Regional Programming Service
<b>Donors</b>	
Ms. Suzan Haddad	Project Management Assistant - USAID
<b>International Buyers</b>	
Mr. Loay Tolba	Gap Representative
Mr. Kesava Murali	Jones Representative
<b>Employers</b>	
Mr. Ali Imran	Factory Owner
Mr. Sanal Kumar	Classic Factory Owner
Mr. Farhan Ifram	Factory General Manager
<b>Business Associations</b>	
Mr. Farhan Ifram	J-GATE Board Member Secretary
<b>International Trade Union Stakeholders</b>	
Steve Grinter	Former Education Secretary of ITGLWF
<b>Trade Union Stakeholders</b>	
Mr. Fathalla Omrani	President, GTUTI
Mohamed Al-Hadede	Vice President, manager Al- Dulayl office - GTUTI
Ms. Ahlam Terawi	PAC Member, Manager Al- Dulayl office - GTUTI
<b>Ministry of Labor</b>	
Mr. Ayman Al- Khawaldeh	Head of Inspection Directorate, PAC Member
Ms. Maysoon Rimawi	Coordinator of DWCP Programs

Ms. Ahlam Al-Abed	Inspector- East Amman Inspection Directorate
Ms. Rand Al-Araj	Inspector- MoL
Ministry of Industry and Trade	
Ms. Gina Farraj	Advisor to the Minister of Industry and Trade
Mr. Hassan Al- Nsour	Head of QIZs, PAC Member
Ms. Abeer Al-Zheir	Head of Strategy, PAC Member
USAID Jordan	
Suzan Haddad	Project Management Assistant
Research Institutions	
Prof. Drusilla Brown	Associate Professor of Economics and Director of Tufts International Relations Program, Tufts University

## Appendix B – List of Documents Reviewed

Better Work Jordan Documents
Project Document
Revised Project Document
Revised Project Vision and Strategy
3rd Compliance Synthesis Report
4th Compliance Synthesis Report
Technical Progress Reports
Training Summary 2012
Training Summary 2013
Buyers Forums Notes
Quality Assurance System for Assessment and Advisory Services
Assessment guidelines
Better Work Global Documents
Global Synthesis Report
M&E Summary Matrix
Better Work Global Assessment Guidelines
Communications Documents
Newsletter
Press Releases
Piece on Sexual Harassment Training
Sectoral Documents
Collective Bargaining Agreement
Collaboration Plan between BWJ and MoL
Draft National Strategy for the Jordanian Garment Industry (2012-2018)
Sectorial Agreement
ILO Documents
ILO Evaluation Guidelines
ILO Evaluation Checklist
Inception Report Guidelines
DWCP 2012- 2015 Strategy
DWCP Jordan Results Framework (2012-2015)
Assessment Reports
6 Assessment Reports of 3 factories (3 in 2012 and 3 in 2013)
External Evaluations and Baseline Reports
The Apparel Industry: Jordan's Comparative Advantage in International Trade (Tufts University)
The Apparel Industry and the Jordanian Economy: Calculating the Domestic Share of Sector Value Added (Tufts University)
Jordan Worker Survey Baseline Report (Tufts University)
Jordan Worker Survey Second Internal Report (Tufts University)

Jordan Baseline Report (Feb 2013) (Tufts University)
Mid Point Review Document
Comments on the Mid Point Review by BWJ
Other Reports and Plans
Sustainability Plan (Al-Jidara)
Sustainability Study for Workers' Center (Al-Jidara)

## Appendix C- Evaluation Criteria and Evaluation Questions

Evaluation Criteria	Description
Relevance and strategic fit of the project	<p>Relevance refers to the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.</p> <p>Strategic fit refers to the extent to which the approach is in line with the national development frameworks.</p>
Validity of project design	The extent to which the project design is logical and coherent.
Project progress and effectiveness	The extent to which the project's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance
Efficiency of resource use	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Effectiveness of management arrangements	The extent to which management capacities and arrangements put in place support the achievement of results.
Impact orientation and sustainability of the project	<p>The strategic orientation of the project towards making a significant contribution to broader, long-term, sustainable development changes.</p> <p>The likelihood that the results of the project are durable and can be maintained or even scaled up and replicated by project partners after major assistance has been completed.</p>

## Evaluation Questions

Evaluation Area	Questions
Relevance	<ul style="list-style-type: none"> <li>• To what extent are the project's immediate objectives consistent with the needs of key stakeholders including garment workers, garment factories, the Government of Jordan, and international buyers?</li> <li>• How does BWJ align with the objectives of the Decent Work Country Program of 2012 to 2015 and complement and fit with other ILO projects in Jordan?</li> </ul>
Validity of project design	<ul style="list-style-type: none"> <li>• Were the assumptions and external factors that influence the implementation of the project sufficiently taken into consideration?</li> </ul>
Project progress and effectiveness	<ul style="list-style-type: none"> <li>• Is the project on track to complete the project targets according to schedule? If not, what have been the obstacles to achievement by looking at both factors that the project is able to influence and external factors beyond the project's control?</li> <li>• How effectively have project resources been used in reaching the milestones to date?</li> <li>• To what extent have the recommendations of the mid term</li> </ul>

Evaluation Area	Questions
	<p>evaluation been taken into consideration?</p> <ul style="list-style-type: none"> <li>• Is financial sustainability a key element of the project strategy? How does this reflect? What are the challenges?</li> <li>• Did the new financial model lead to a more efficient use of resources (including time)? What has been its impact on the implementation of the program and how does this support the program on its road towards viability?</li> <li>• To what extent did BWJ contribute to achieving the objectives of the DWCP Jordan (refer to the independent cluster evaluation of the DWCPs in Arab States)?</li> </ul>
Effectiveness of Better Work core services	<p><u>Assessment and advisory services</u></p> <ul style="list-style-type: none"> <li>• What are the key strengths of the technical team responsible for the assessment and advisory services?</li> <li>• How effective have the Enterprise Advisors been in identifying gaps in compliance, both in terms of number and depth?</li> <li>• How effective have the Enterprise Advisors been in addressing the challenges of the migrant worker labor force in the advisory process?</li> <li>• Has the nature of social dialogue in the participating factories in the project changed as a result of the implementation of the project advisory activities? To which extent? What are the challenges?</li> <li>• To what degree have migrant and Jordanian workers participated in the PICC formation and implementation process? What are the challenges to worker participation, and how might they be overcome as the project completes industry wide participation and moves into a pre-sustainability phase?</li> <li>• What are international buyers' views of BWJ assessment and advisory services?</li> <li>• How has the project thus far addressed the more challenging aspects of migrant worker rights in the industry, including forced labor, no limit on working hours, recruitment fees, and freedom of association?</li> </ul> <p><u>Training services</u></p> <ul style="list-style-type: none"> <li>• What was the nature of training received and has it been effectively applied? Were the training services provided relevant?</li> <li>• How has the training thus far addressed the key gaps identified in compliance?</li> <li>• How has worker PICC training been implemented in Jordan, in order to address the priorities of involving migrant workers more in the advisory services?</li> </ul>
Effectiveness of stakeholders engagement	<ul style="list-style-type: none"> <li>• How effective has the Project Advisory Committee been as a tripartite forum for addressing the key project priorities and in</li> </ul>

Evaluation Area	Questions
	<p>offering strategic guidance to the BWJ team?</p> <ul style="list-style-type: none"> <li>• What is the role of the employers, garment union, and government ministries respectively in the implementation of the project's activities?</li> <li>• What are the views of the stakeholders as to the results of the program to date?</li> </ul>
Efficiency	<ul style="list-style-type: none"> <li>• Have resources (funds, human resources, time, expertise etc) been allocated strategically to achieve outcomes?</li> <li>• Have resources been used efficiently? Have activities supporting the strategy been cost effective? Could the same results have been achieved with fewer resources?</li> </ul>
Effectiveness of management arrangements	<ul style="list-style-type: none"> <li>• Is the project adequately staffed?</li> <li>• To what extent have management capacities and arrangements put in place supported the achievement of results?</li> <li>• How effective has the communication and coordination been between the project, the ILO regional office and BW global?</li> <li>• Does the current project governance and management facilitate good results and efficient delivery?</li> <li>• Does the project receive adequate political, technical and administrative support from its national partners? Do implementing partners provide for effective project implementation? Do the members of the Project Advisory Committee have a good grasp of the project strategy?</li> </ul>
Impact orientation and sustainability	<ul style="list-style-type: none"> <li>• Can observed changes (in attitudes, capacities, institutions, etc.) be causally linked to the project's interventions?</li> <li>• Are Monitoring &amp; Evaluation and impact assessment data used effectively to identify key areas for intervention and to effectively manage the project?</li> <li>• How might the program need to be adjusted in light of further expansion, evolving needs and factory demands?</li> </ul>

## Appendix D – Vision Statement and Key Strategies (2012-2013 and beyond)

**By 2014, Better Work Jordan will have improved the lives of at least 35,000 workers and many more family members by driving sector-wide, sustainable improvement in adherence to Jordan labor law and core labor standards, as well as enhancing the business competitiveness of the apparel sector in Jordan within the global supply chain.**

It will achieve this in two ways:

First, Better Work Jordan will strengthen the quality and consistency of core services (assessment, advisory and training) by:

- Extending core services to every factory involved in exporting apparel from Jordan including direct exporters and their sub-contractors;
- Introducing a systems approach as central to the factory continuous improvement process especially in the area of human resources management;
- Offering a regular menu of training programs for both managers and workers in areas of common need identified through factory assessments that is supported by factories and buyers; and
- Facilitating stronger relationships between buyers and suppliers to develop joint approaches to improving conditions for workers and factory productivity and competitiveness.

Second, Better Work Jordan will endeavor to extend its impact beyond the factory level by:

- Facilitating a process with key stakeholders – apparel factories, worker representatives, international brands, NGOs and academics, and the Government of Jordan – to develop a model for the apparel sector that is more stable and long-term, contributes more to the Jordanian economy and society, and provides decent work opportunities for an increasing number of Jordanian workers particularly those most vulnerable to chronic unemployment;\
- Promoting social dialogue and sound industrial relations at the factory and sectoral levels including the strengthening of collective bargaining;
- Developing Workers' Centers in major industrial zones to provide apparel workers access to legal, psychosocial and educational services and improve apparel workers' well-being by providing access to recreational facilities; and
- Working with key stakeholders to eliminate practices that can be associated with forced labor and discrimination at work such as nightly curfew, confiscation of legal documents, excessive and compulsory overtime, restrictions on labor mobility, and recruitment fees;

Finally, Better Work Jordan will identify and implement a business model that aims to recover the operational costs of core service delivery and long-term financial viability, and builds the capacity of constituents to play an increasingly larger role in the management and ultimately the governance of the Better Work Jordan program.

Appendix E- Monitoring and Evaluation Matrix (Data Source: Better Work Global Data)

Output_Outcome	Activity	Jan_Jun 2009	Jul_Dec 2009	Jan_Jun 2010	Jul_Dec 2010	Jan_Jun _2011	Jul_Dec _2011	Target _2012	Jan_Jun 2012	Jul_Dec 2012	Target '13	Jan_Jun 2013
Number of new factories registered in the reporting period	Factory Registration	11	7	7	2	7	23	12	6	4	4	4
Number of total factories in the program	Factory Registration	13	18	26	28	34	50	62	56	57	61	58
Total number of workers in the program	Factory Registration	11972	15029	25000	21258	24700	33330	35000	35335	35991	36500	36000
Number of women workers	Factory Registration	0	0	0	0	14800	19186	21000	21428	23300	NO TARGET	24120
Percentage of workers in Better Work factories over total number of workers in the sector	Factory Registration	0	0	0	0	70	83	88	95	90	90	90
Number of factories that unenrolled from the program	Factory Registration	0	0	0	0	0	0	0	0	2	0	3
Number of previously registered factories that stopped operations in the reporting period	Factory Registration	0	0	0	0	0	0	0	0	0	0	0
Number of compliance assessment reports completed in the reporting period	Compliance Assessments	5	9	5	11	9	28	54	28	39	59	24
Average number of days between an assessment visit and the factory's receipt of the final report	Compliance Assessments	23	31	25	20	26	46	30	54.75	29	30	28
Average factory non-compliance rate	Compliance Assessments	0	0	33	33	0	0	0	0	0	NO TARGET	26.40%
Average compliance effort	Compliance Assessments	0	0	0	3	0	0	0	0	0	COMPUTE D BY BWG	7%

<b>Output_Outcome</b>	<b>Activity</b>	<b>Jan_Jun 2009</b>	<b>Jul_Dec 2009</b>	<b>Jan_Jun 2010</b>	<b>Jul_Dec 2010</b>	<b>Jan_Jun _2011</b>	<b>Jul_Dec _2011</b>	<b>Target _2012</b>	<b>Jan_Jun 2012</b>	<b>Jul_Dec 2012</b>	<b>Target '13</b>	<b>Jan_Jun 2013</b>
Percentage of factories revisited in the reporting period that have improved compliance over the last visit	Compliance Assessments	0	0	0	50	0	50	40	87.5	0	NO TARGET	67%
Percentage of factories with at least one trade union	Compliance Assessments	4	6	0	9	10	13	18	18	51	NO TARGET	43
Percentage of assessed factories with a current valid collective bargaining agreement	Compliance Assessments	0	0	0	16	16	13	14	100	100	NO TARGET	100
Percentage of factories with functional grievance mechanisms	Compliance Assessments	1	0	0	10	10	13	20	22	60	NO TARGET	100
Average number of strikes per factory in the reporting period	Compliance Assessments	0	0.07	3	0.27	6	0.5	2	0.46	3	0	5
Number of advisory visits in the reporting period	Advisory Services	0	49	84	103	118	122	300	93	240	450	251
Number of factories with a functioning PICC	Advisory Services	0	0	0	0	0	0	0	0	44	45	43
Percentage of women among PICC workers	Advisory Services	0	0	0	0	0	0	0	0	40	40	58
Percentage of factories implementing recommended changes	Advisory Services	0	80	54	70	70	90	90	93	90	90	95
Number of factories participating in Better Work training courses in the reporting period	Training Services	0	0	0	0	15	27	25	39	22	30	34
Number of participants in Better Work training in the reporting period	Training Services	0	0	0	0	552	776	500	102	388	700	665

Output_Outcome	Activity	Jan_Jun 2009	Jul_Dec 2009	Jan_Jun 2010	Jul_Dec 2010	Jan_Jun _2011	Jul_Dec _2011	Target _2012	Jan_Jun 2012	Jul_Dec 2012	Target '13	Jan_Jun 2013
Percentage of women participants in training	Training Services	0	0	0	25	65.6	60.49	40	46	65	55	59
Number of PAC meetings in the reporting period	Stakeholder Engagement	0	0	0	0	0	0	0	0	2	4	2
Number of buyer participants in the program	Stakeholder Engagement	0	0	0	0	0	0	0	0	10	12	20
Number of buyer partners in the program	Stakeholder Engagement	0	0	0	0	0	0	0	0	7	8	8
Total program revenue in the reporting period	Financial Viability	0	0	24497	24000	24000	144056	200000	85735	147279	220000	113841
Percentage of cost recovery	Financial Viability	0	0	0	5.07	0	30	35	0	21.5	30	END OF YEAR ONLY
Percentage of annual budget spent in the reporting period	Financial Viability	0	0	0	81.2	21.4	59	80	33	74	85	29.3
Per worker cost of the program	Financial Viability	0	0	17.08	11.83	41.56	30.02	25	32	25	25	14.3
Number of EAs employed in the program by the end of the reporting period	Staffing	0	0	0	0	0	0	0	0	6.5	6.5	6.5
Number of days per EA dedicated to factory assessments	Staffing	0	0	0	0	0	0	0	0	7	6	6
Number of days per EA dedicated to advisory services	Staffing	0	0	0	0	0	0	0	0	11	10	10
Number of mentions of Better Work included in reports by other policy actors	Influencing	0	0	0	0	0	0	0	0	6	6	5
Number of country policies changed as a result of Better Work's activities and facilitation	Influencing	0	0	0	0	0	0	0	0	2	3	3

