



Independent Interim Evaluation

Better Work Phase III in JORDAN

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LIST OF ACRONYMS

ACTRAV	Bureau for Workers' Activities
ACTEMP	Bureau for Employers' Activities
BW	Better Work
BWG	Better Work Global
BWJ	Better Work Jordan
CBA	Collective Bargaining Agreement
CSR	Corporate Social Responsibility
EU	European Union
FGD	Focus Group Discussion
FTA	Free Trade Agreement
GOJ	Government of Jordan
HR	Human Resource
IFC	International Finance Corporation
JCI	Jordan Chamber of Industry
J-GATE	Jordan Garments, Accessories & Textiles Exporters' Association
KII	Key Informant Interview
ILAB	USDOL Bureau of International Labor Affairs
ILO	International Labor Organization
ILS	International Labor Standards
MOH	Ministry of Health
MOIT	Ministry of Industry, Trade & Supply
MOL	Ministry of Labor
MoU	Memorandum of Understanding
NGO	Non-Governmental Organization
OSH	Occupational Safety and Health
PAC	Program Advisory Committee

PACE	Personal Advancement & Career Enhancement Program
PMP	Performance Monitoring Plan
PWD	Persons with Disability
QIZ	Qualified Industrial Zone
RBM	Results-Based Management
RF	Results Framework
ROAS	Regional Office for Arab States
SME	Small and Medium Enterprise
SSC	Social Security Corporation
TPR	Technical Progress Report
TU	Trade Union
ULC	Union-Labor Committee
US	United States
USDOL	United States Department of Labor
WBG	World Bank Group

EXECUTIVE SUMMARY

Project Background

The United States Department of Labor (USDOL) started funding Better Work Jordan (BWJ) in September 2014. The program is implemented by the International Labor Organization (ILO). By October 2020, the total funding received by BWJ was US\$5,730,000.¹ An additional US\$2,250,000 was allocated to BWJ by USDOL in mid-November 2020 during the evaluation fieldwork. Of the FY20 funds allocated, US\$700,000 was to support the continuation of core BWJ services and an additional US\$1.55 million was allocated for a new mental health component. Furthermore, BWJ has received support from other donors for various other specific activities, which include:

- Trade Union capacity development (2019-2022) – Canada
- Non-garment factory engagement and Ministry of Labor capacity building (the latter co-funded with USDOL) – European Union
- Mental health (pilot in 2020, full-fledged program 2021-2022) – USDOL
- Productivity enhancement (2017-2018) – International Finance Corporation (IFC)
- Gender-based violence (2021-2022) – IFC
- Women empowerment (PACE, 2018-2020) – Gap Inc.

Other funding for the BWJ program is provided by the IFC and the World Bank Group (WBG). By 2022, Better Work Jordan strives to accelerate improvements in the working conditions and business competitiveness of Jordan's garment industry as well as the exporting industrial sector at large. It also aims to boost scalability and sustainability of impact by strengthening the capacity of national stakeholders, aligning new strategic and operational partnerships, and shaping national policies. Accordingly, the program's intervention in the country is two-tiered: the factory level and the institutional and policy level. At the factory level, it delivers an integrated service model to improve working conditions and business competitiveness, and at the institutional and policy level, Better Work Jordan works with national tripartite partners – i.e., government, trade union, and employer organizations – to inform and strengthen domestic laws and institutions.

Evaluation Objectives and Methodology

The purpose of this interim performance evaluation is to assess the relevance of the program in the cultural, economic, and political context in Jordan, as well as the validity of the program design and the extent to which it is suited to the priorities and policies of the host government and other national stakeholders. The evaluation seeks to determine whether the program is on track toward meeting its objectives, identify the challenges and opportunities encountered in doing so, and analyze the driving factors for these challenges and opportunities. It assesses the effectiveness of the program's strategies and its strengths and weaknesses in implementation, and identifies areas in need of improvement. Finally, the evaluation provides conclusions, lessons learned, and

¹ Yearly funding included: FY14 \$500,000; FY14/15 \$500,000; FY15 \$900,000; FY16 \$1,200,000; FY16/17 \$350,000; FY17 \$780,000; FY18 \$700,000; FY19 \$800,000.

recommendations, and assesses the program's plans for sustainability at local and national levels and among implementing organizations, identifying steps to enhance its sustainability.

The evaluation was participatory and transparent in approach and methodology. The evaluation methodology included document review, fieldwork including key informant interviews (KIIs) and focus group discussions (FGDs), which were conducted mostly remotely during the COVID-19 pandemic, and quantitative analysis of secondary data. A total of 36 interviews were conducted: 5 face-to-face and 31 online interviews, encompassing 81 persons (51 females and 30 males).

Evaluation Findings

Relevance

The program design is adequate to build the capacity of national stakeholders through the involvement of labor inspectors in factory visits. Seconded labor inspectors from the Ministry of Labor (MOL) are trained by BWJ to acquire relevant competencies and conduct assessments like BWJ. Interviewed labor inspectors have reported a change in their mentality and working methods since training with BWJ.

The program focus appears lean more towards employers and the MOL, and less so on other stakeholders. Although the program does work with the trade union (TU), workers, and other relevant stakeholders, the level of engagement is somewhat less than that provided to MOL and employers.

The Better Work (BW) model is buyer-centered, which ensures that factories engaged in exporting are associated with BW and receive support and advice to improve compliance and adhere to international labor standards (ILS). According to a value-chain study conducted by the Netherlands in 2019, the garment sector in Jordan is made up of:

- **Large enterprises:** Jordan's garment industry currently has 85 large factories, each employing 500 to 2,500 people. They account for 95% of the industrial workforce in Jordan's garment sector. The majority of these firms are foreign-owned, either through joint ventures or holding companies abroad. Forty-five of these large factories export mostly to US markets, covering 95% of Jordan's total garment exports. Following a government project to enhance employment in rural areas, large factories have established 21 satellite factories with smaller production lines.
- **Small and medium-sized enterprises (SME):** An estimated 150 businesses meet the SME definition, employing between 10 and 500 people. The vast majority of these SMEs are locally owned and typically oriented towards the local or regional market. However, they show strong interest in expanding their horizons towards EU markets.
- **Micro-enterprises:** Most of Jordan's garment enterprises are micro-sized factories with fewer than 10 employees, which sometimes operate in the informal market. These firms

normally produce for the local market, and do not have the potential to export to the EU in the short to medium term.²

BWJ's work focuses on large enterprises. Smaller factories or SMEs that may be producing for the local market or for countries where compliance is not a requirement are not covered by BWJ, as the program is relevant to exporting factories and not to the entire garment sector. The program does not work with SMEs or micro-enterprises, which reduces the relevance of the program vis a vis the wider garment sector in Jordan. The BWJ team explained that they do not reach out to these factories because the program is bound by its grant agreement with USDOL, where they are required to work with exporting factories only. Yet program documents and publications mention support to the "garment industry" in Jordan. This is an important gap which requires further attention in future activities.

Coherence

BWJ was established based on the request of the Government of Jordan (GOJ) and the US Government. Stakeholders were identified progressively, and this expansion led to the inclusion of local non-governmental organizations (NGOs), the National Center for Human Rights, and academic collaborations. The program benefitted from the different points of view on the functioning of factories and their workers' conditions. Embassies have also been engaged due to the importance of their role.

One of BWJ's biggest successes, as repeatedly mentioned by different stakeholders of the program, is bringing everyone to the same table. According to stakeholders, BWJ has become a platform to gather all stakeholders that are relevant to the garment sector in Jordan. On this platform, BWJ built solid relationships of trust with all stakeholders, thus facilitating communication amongst them.

Effectiveness

According to BWJ's Technical Progress Report (TPR) from April 2020, the program activities continue to reach or exceed most of their target number of beneficiaries, including targets disaggregated by gender and nationality status. The COVID-19 outbreak took most of the focus of BWJ in 2020 and certain targets were not reached, although the numbers remain quite close. In terms of the number of factories targeted, and therefore the number of compliance assessment reports completed in the same recent period, as well as that of women workers impacted, BWJ did not reach their set targets.

Stakeholders have high views about the program and its implementation modalities. Employers (whether associations or factory management) spoke highly of BWJ's role and appreciated the BWJ team and the trust relationship they maintain. Employers benefit from the BWJ advisory visits and appreciate the follow-up on compliance issues. The TU perceives BWJ mainly as a mediator for communication. Through Program Advisory Committee (PAC) meetings, buyers' forums and other periodic meetings, the TU gained importance, access and leverage. The TU feels

² Value Chain Analysis Jordan Garments, Commissioned by The Centre for the Promotion of Imports from developing countries (CBI). P. 11. January 2019.

https://www.cbi.eu/sites/default/files/vca_jordan_apparel_final_report_-_cbi4.pdf

supported by BWJ, especially when an employer refuses to respond to them or to address issues that they raise.

The capacities of BWJ stakeholders vary, and directly affects the effectiveness of program activities and expected results. According to interviews with different stakeholders (BWJ, MOL, and employers), the inspection department of the MOL suffers from low numbers of inspectors as well as limited capacity of labor inspectors.

According to TU representatives, BWJ has provided training and support to the TU since the beginning of the program. According to interviewed union representatives, BWJ ensures the participation of the union in all meetings related to the garment sector. Through BWJ, the TU was able to hire six new employees for their local offices, which are situated in cities and/or areas closer to the industrial zones. The TU also explained that BWJ enabled them to have union organizers for better communication and interaction with migrant workers. On the factory level, since factory managers are mostly from Asia, their dynamics with the TU are different. According to a member of the TU leadership interviewed, in migrant workers' country of origin, trade unions are perceived as "trouble-makers." BWJ facilitated dialogue with factories and their managers, reaching a stage where factory managers sometimes contact the TU to ask for help in solving arising internal issues.

The most important enabling factor is the presence of the Free-Trade Agreement (FTA) with the USA. The FTA between the USA and the Government of Jordan renders a program like Better Work of direct relevance to the country context. One of the enabling factors for the program has been the ability to form and activate a functioning PAC. The PAC meetings bring stakeholders together three to four times a year, with each stakeholder contributing to the agenda and issues to be discussed.

The political context in Jordan has been a challenge for the program. The high turnover of both the minister and labor inspectors affected the program and slowed down the activities at times. This high turnover forced BWJ to discuss and re-explain the program to every new Minister of Labor, and repeat efforts all over again at every change. The TU suffers from a lack of capacity, and from an administration that has remained the same for the past few decades. Those internal issues make it difficult to stay aware of the changing context of workers and to access and communicate with all workers of the sector.

Efficiency

The program has limited staff that cover a wide range of activities and stakeholders. Each BWJ staff works with almost 20 enterprises, which is a burden and requires expertise and strong coordination abilities, which they possess, along with dedication and commitment. The Program Manager is a Jordanian with knowledge and expertise in the sector, and thus has the ability to build trust and position BWJ adequately with all stakeholders. The continuity of BWJ staff was critical to the building of trust, which is the cornerstone of BW work in Jordan. These trust relationships allowed for more transparency on the employers' side, as well as openness to discuss taboo issues and involve different stakeholders.

Monitoring is done through TPRs as well as through workers' surveys, where data is collected through independent enumerators from the University of Jordan. Surveys adopt a sound

methodology by ensuring that data is collected anonymously, ensuring confidentiality and promoting workers to share their views and perceptions.

The program adopted indicators that are focusing on outputs and activity-level interventions. Impact or outcome indicators as well as sustainability indicators (which are usually qualitative in nature) are monitored to a lesser extent. For example, the program regularly conducts performance assessments of labor inspectors who join the secondee program. However, this performance examines their skills (i.e., what they actually learn) and not necessarily their capacities (i.e., the available resources in the inspectorate such as number of inspectors in the inspection directorate, availability of cars for transport and other logistical dimensions). Likewise, there do not seem to be specific indicators looking at demand (in terms of the need for inspection in Jordan) and access to factories. Access to factories was limited on the one hand by the availability of vehicles for inspectors and their capacity to cover all factories, and on the other hand in terms of the locations of factories (secluded areas with a long commute, thus reducing the number of factories that can be covered in a certain amount of time).

The evaluation team is of the opinion that some of the indicators need to be adjusted to reflect the core of the program and its theory of change. At present the indicators focus on achievements by the program – such as number of factories impacted, number of workers impacted, number of women impacted, etc. – but do not assess how they were impacted and why, which is important to develop best practices and scale up practices. Although these are important indicators, it is important to recognize that BW is a mandatory program by the Government of Jordan, so it would be good to replace (or add to) it with the percentage of factories in the sector that are enrolled in the program. USDOL agrees that BWJ (and BW Global) indicators should include impact/outcome indicators, including qualitative measures (not instead of or as a replacement to the quantitative or sector coverage metrics, but rather to supplement them). Adding percentage of factories enrolled in the program would also be a useful indicator (and could be disaggregated by size of the establishment in terms of capital or workforce). USDOL is currently working on this with BWJ (and other BW country programs).

Impact

In general, since the start of the BW program in Jordan, certain factory management, employers and BWJ team reported that the mentality of the garment sector has shifted towards displaying more interest in the well-being of workers, and certain factories explained that they do not need to be pushed or convinced to be compliant anymore, since they have seen the benefits of compliance. Certain factories even took the well-being of workers to the next level, to include entertainment and social activities. This exemplifies BWJ's efforts toward capacity building and the benefits of the numerous BWJ trainings. A decrease in the number of complaints, work-related injuries and disputes have been reported as benefits of compliance.

Buyers expressed a change in their approach towards factories in Jordan, thanks to BWJ. The credibility of BWJ allowed them to give factories in Jordan a chance, instead of simply looking at compliance levels to accept or reject working with Jordanian factories. The dialogue created and facilitated through BWJ has allowed more buyers to work with the garment sector in Jordan. Buyers continue to rely heavily on BWJ. These statements are a good indicator of a general improvement in the reputation of the Jordanian garment sector, in addition to changes in the

buyers' way of working. The buyers expressed having become more flexible; however, they are also reliant on BWJ's assessments.

All stakeholders link the transformations of the garment sector in Jordan over the past ten years to BWJ's work or to their contribution. Interviewed stakeholders unanimously agreed on all the positive consequences of BWJ's ability to connect them and bring them together, whether for the PAC meetings, the buyers forum, or other periodic meetings organized by BWJ.

BWJ brought particular attention to the issue of sexual harassment and mental health, which are a taboo in Jordanian culture. Although stakeholders would have preferred to avoid discussing them, BWJ turned it into a priority and employers have recognized the benefits of addressing these issues. BWJ provided training to factory middle management, supervisors and workers. Some Jordanian workers reported benefiting from the sexual harassment training on a personal level, in addition to the professional level.

Although the factory workers are predominantly women, management positions continue to be mostly male dominated. In the new goals of BWJ, efforts are put into promoting more women to management positions.

BWJ focuses on large enterprises and according to stakeholders, there are clear disparities between small and big factories in terms of compliance. According to stakeholders, small factories cannot afford to upgrade their workplaces, and dorms for those concerned, to compliance standards. According to respondents, BWJ has impacted big factories and now needs to focus on the smaller factories that continue to struggle. The latter category particularly suffered from the COVID-19 outbreak and subsequent lockdown. These small factories were reported in interviews as presenting a big issue and affecting the overall reputation of the Jordanian garment sector. Employers and union representatives have discussed this issue together with the MOL; however, these factories need further attention and support. This issue would also support the need to view workers as a whole and transform them into an actual labor movement with leverage and significance.

Sustainability

BWJ signed a Memorandum of Understanding (MoU) with the Jordanian Ministry of Labor to ensure the continuity of their activities with the inspection department and counter the issue of the high turnover of ministers. The BWJ team leads the program based on the needs of the sector and its stakeholders through regular communication and meetings with all concerned parties. BWJ has created a platform of dialogue where even competitors meet and collaborate on compliance. Through their capacity-building efforts, BWJ has contributed to raising the awareness of stakeholders regarding the benefit of compliance for the garment sector in Jordan in general. The dialogue between stakeholders is now perceived as a need that should be maintained. The communication between stakeholders has become an established way of working, thus ensuring its continuity, regardless of BWJ's platform. If BWJ does not maintain their efforts, the dialogue could change shape but it would not be lost.

The Collective Bargaining Agreement (CBA) is a positive step for the garment sector in Jordan and, based on interviews, it is a mechanism that all stakeholders want to see streamlined and

established as part of their collaboration. The day-care centers and compensation, similar to the CBA, have become established procedures by many factories.

The new strategy for BWJ has an increased focus on developing the capacity of national stakeholders to ensure the program's sustainability in the long term. This includes increased engagement with Jordan's MOL and building new strategic partnerships. The new collaboration agreements forged with the Jordan Chamber of Industry (JCI) and the Social Security Corporation (SSC) are positive steps for the program's new direction.

When it comes to the Better Work unit within the MOL, the handover of BW activities to the inspection department should be part of the strategy followed by BWJ. The whole purpose of creating this department is to ensure sustainability, which should not turn into further feeding the dependency of the MOL on BWJ.

A more direct link between factories and buyers could be established and a stakeholder could be designated to sustain the communication and events such as the buyers' forum. Additionally, increased credibility of local stakeholders could mitigate the dependency of buyers on BWJ assessments.

Conclusions

Throughout the years, BWJ has continued to maintain relevance by developing innovative programs, such as the secondment program, and engaging with different stakeholders such as the SSC and Ministry of Health (MOH), to increase knowledge and adherence to international labor standards.

The effectiveness of BWJ could be attributed to the long duration of the program in Jordan, which enabled it to build relationships of trust between the program and the different stakeholders as well as amongst the stakeholders themselves. Effectiveness is also attributed to sound program management and leadership as well as awareness and knowledge of the local context.

More could be done in terms of the engagement of workers. The TU and others believe that they continue to face challenges from factory management (BWJ facilitates this approach, but it is still a challenge). According to the project team, other activities are planned with TU under Canadian funding. The effectiveness of engagement with workers through the TU and the Union-Labor Committee (ULC) could be improved by setting clear targets and programs that focus on a bottom-up approach to empower and strengthen.

The program is adequately managed, and all stakeholders reported positively on the interaction with the program team. It is also evident that the number of staff is limited compared to the heavy workloads they have. The presence of a Chief Technical Officer who is Jordanian was an enabling factor in advancing the program and its objectives.

Compliance assessments encourage factories to carry out the required changes, which is the case for 95% of the sector which is covered by BWJ. For the remaining 5% of the sector, this approach is not sufficient since only enterprises engaged with buyers are the ones concerned with compliance assessments. Engaging the remaining 5% would ensure greater respect and implementation of labor standards at the sector level irrespective of exporting status.

The USDOL funding modality to-date affects efficiency because it hinders multi-year planning and programs, which are required to increase the efficiency and effectiveness of some interventions such as the work with the trade union and workers.

The impact of BWJ is cumulative and it is difficult to ascertain the specific impact over a specified timeframe, because most of the program's results are visible over time and are due to the long-standing relationship established between the program and its stakeholders since 2009.

Stakeholders reported improvement in the working and living conditions of workers (such as the improvement of dorm infrastructure, the creation of common spaces and the decrease in the number of beds in each room). It was also noted that the program has started to put a concerted effort into mainstreaming gender in its activities through a focus on addressing sexual harassment and mental health. In addition, in some satellite factories the program is supporting Jordanian women to advance and develop a career path to join middle management.

This dependency on BWJ is a worrying indicator in terms of sustainability and necessitates further attention, such as enhancing the credibility of the institution who should be conducting these assessments, whether this institution would be a government or a non-government entity. The project team indicated that the Ministry of Labor will conduct these assessments in the future, and the project is developing a plan for transferring over this responsibility to the Better Work unit within the ministry of Labor. BWJ recognizes that establishing the credibility of these assessments in the eyes of other stakeholders can be a challenge.

Buyer relations need more attention in order to ensure the sustainability of their interest in the Jordanian garment sector, possibly through another entity with high credibility such as BWJ.

Lessons Learned and Promising Practices

- Behavioral change programs such as BWJ require long-term commitment and investment to yield results.
- Buyer-centered models are effective to ensure compliance with ILS for exporting factories. Yet, the model requires adjustments for partnerships and innovation to encompass all factories within the garment sector in order to increase the relevance and effectiveness of the sector.
- The enlargement of the secondment program to include inspectors from different relevant line ministries (SSC) is a good approach to increasing awareness and adherence to ILS.
- Long-running programs run the risk of creating dependency in the absence of clear sustainability plans and approaches, especially by stakeholders in terms of resources, capacities and technical know-how.

Recommendations

Relevance

- BWJ and USDOL should increase relevance through a revision of BWJ's mandate to ensure that all factories within the garment sector in Jordan are covered, not only those exporting to the US. This would ensure a sector-wide adherence to ILS which is an important aspect

of ILO's work and is aligned with the priorities of USDOL. Resource implications for this should be discussed and reviewed since BWJ cannot be expected to widen its mandate without a revision and increase in resources (human and financial).

- BWJ has already started an assessment of TU capacities and issues, in addition to a Canadian-funded program focusing on TU capacity building. Once the results are available, the program should build on these efforts toward adequate interventions to ensure relevance to union needs and priorities.

Effectiveness

- BWJ should provide training to top management to align their work approaches with the trained middle management and workers.
- BWJ should develop a strategy for the empowerment of ULC and the TU to strengthen the workers' side of the program.
- BWJ should strengthen the work of the ULC through a comprehensive program that focuses on promoting concepts related to freedom of association and gender equality, and builds capacity on labor issues within the workers' circles. This would also require USDOL to provide adequate resources to enable BWJ to engage in this work.
- BWJ should work with the TU and government on necessary policy reforms to empower the TU to play an active role and also to promote freedom of association. The TU should have an active role and BWJ a supporting role to the TU in terms of policy reform activities. The TU has the responsibility of solving their internal barriers to become politically present and strong, as well as receiving support from BWJ to increase their credibility and leverage. For the TU, this would mean more outreach and inclusion of garment sector workers, and more presence in the Qualified Industrial Zones (QIZ). For BWJ, it would mean supporting the TU in building a strategy to strengthen their relations and networks in order to gain credibility, but may also include financial support to hire more personnel and increase their presence in the QIZs.

Efficiency

- USDOL, BW Global (BWG), and BWJ should review indicators and develop qualitative indicators to monitor change and impact.
- USDOL, BWG, and BWJ need to consider that behavioral change programs such as BWJ require time and consistent investment. It is recommended that USDOL reviews as much as possible the funding modality to ensure availability of funds for program activities over a multi-year approach.

Sustainability

- BWJ and GOJ should draw lessons learned from the PAC and the CBA process and institutionalize these methods and approaches to ensure sustainability.
- MOL and BWJ should activate the BW unit at MOL and ensure that it has enough resources and capacities.

- BWJ should increase the capacity of employers' associations to engage with buyers and gradually phase out from managing employer-buyer relations. USDOL should consider the resource implication of this recommendation.
- BWJ could consider developing a program with buyers through which big factories coach and train smaller ones (non-compliant ones) to strengthen commitment and adherence to ILS. The program could be part of strengthening the role of employers' associations. This could also be part of a sustainability model that could be explored by the program. USDOL should consider the resource implication of this recommendation.
- BWJ should focus on how the coordination for the development of a CBA or a sector-wide strategy would continue without the presence of the BWJ program.
- As part of the sustainability strategy, DOL and BWJ should establish additional indicators to track and measure progress towards long-term outcomes, so that progress towards local ownership and capability can be assessed by local stakeholders over time (even beyond the life of the program or external to BWJ). This is particularly relevant for the project's sustainability-oriented activities, such as the cooperation with and capacity-building of the inspection directorate of the MOL.
- BWJ and USDOL should ensure the inclusion of some metric and process for collecting data on changes in perceived credibility of specific local stakeholders and begin tracking this outcome. This would help assess institutional readiness and the transition to local ownership, and support BWJ's exit/sustainability strategy.

1. BACKGROUND AND PROGRAM DESCRIPTION

Jordan is a small, upper-middle income country with a relatively young population. The country has limited natural resources and a fragile environment, both of which affect its economic opportunities. Although garment manufacturing has not historically been an important industry in Jordan, it has enjoyed growth since the mid-1990s. Over the past 20 years, Jordan's garment industry has emerged as a critical node in the global apparel supply chain. In 2019, garments and related exports were valued at over US\$1.9 billion and accounted for about 23% of the country's total exports. As of October 2019, according to Ministry of Labor (MOL) data the exporting garment industry employed over 76,220 workers, including around 18,400 Jordanians and 57,800 migrant workers. Most of Jordan's garment factories are located in economic zones in Dulayl, Irbid and Sahab and the majority of the workers are economic migrants from South and Southeast Asia. The United States (US) continued to be Jordan's largest garment export market due to the established Free Trade Agreement (FTA) between the two countries.

Jordan has been able to export its educated workforce to the Gulf while simultaneously receiving a large number of expatriate workers to fill low paid jobs. As a result, approximately 75% of Jordan's garment employees are foreign workers from South Asian countries like Bangladesh, Sri Lanka, and Nepal. Many of these migrant workers remain legally and economically vulnerable. The demography of the workforce in Jordan's garment sector has created unique challenges by heavily relying on migrant workers.

Although Jordan has been able to steadily grow its economy over the past decades, the benefits have not been shared equitably between all members of Jordanian society. The latest refugee influx due to the war in Syria has stretched already limited resources and imposed severe stress on Jordan's economy. The United Nations High Commissioner for Refugees estimates that there are more than 650,000 Syrian refugees living in Jordan. Although forced labor, recruitment practices and the conditions of work have been improved over the previous years, there is still room for improvement in both areas, among other aspects.

The United States Department of Labor (USDOL) started funding Better Work Jordan (BWJ) in September 2014. The program is implemented by the International Labor Organization (ILO). By October 2020, the total funding received by BWJ was US\$5,730,000.³ An additional US\$2,250,000 was allocated to BWJ by USDOL in mid-November 2020 during the evaluation fieldwork. Of the FY20 funds allocated, US\$700,000 was to support continuation of core BWJ services and an additional US\$1.55 million was allocated for a new mental health component.

Furthermore, BWJ has received support from other donors for various other specific activities, which include:

- Trade Union capacity development (2019-2022) – Canada, US\$446,037
- Non-garment factory engagement and Ministry of Labor capacity building (the latter co-funded with USDOL) – European Union (EU) Phase II, EUR 977,495

³ Yearly funding included: FY14 \$500,000; FY14/15 \$500,000; FY15 \$900,000; FY16 \$1,200,000; FY16/17 \$350,000; FY17 \$780,000; FY18 \$700,000; FY19 \$800,000.

- Mental health (pilot in 2020, full-fledged program 2021-2022) – USDOL, US\$1.55 million
- Productivity enhancement (2017-2018) – International Finance Corporation (IFC), US\$300,00
- Gender-based violence (2021-2022) – IFC, US\$219,365
- Women empowerment (PACE, 2018-2020) – Gap Inc., US\$65,000

By 2022, Better Work Jordan strives to accelerate improvements in working conditions and business competitiveness in Jordan’s garment industry as well as the exporting industrial sector at large. It also aims to boost scalability and sustainability of impact by strengthening the capacity of national stakeholders, aligning new strategic and operational partnerships, and shaping national policies. Accordingly, the program’s intervention in the country is two-tiered: the factory level and the institutional and policy level. At the factory level, it delivers an integrated service model to improve working conditions and business competitiveness, and at the institutional and policy level, Better Work Jordan works with national tripartite partners – i.e., the government, trade union (TU), and employer organizations – to inform and strengthen domestic laws and institutions.

The program strategy is based on a theory of change⁴ for Jordan’s exporting industrial sector that lifts people out of poverty by providing decent work, empowering women, and driving business competitiveness and economic growth. Better Work Jordan’s interventions aim to impact more than 65,000 workers and their family members, lifting them out of poverty through decent work and empowering women, and through achieving business competitiveness which contributes to inclusive economic growth. The direct recipients of BWJ’s services and technical assistance are individual factories and employer organizations (Jordan Garments, Accessories & Textiles Exporters’ Association [J-GATE], Jordan Chamber of Industry [JCI]), workers and their organizations (General Trade Union of Workers in Textile Garment & Clothing Industries and the General Federation of Jordanian Trade Unions), and government agencies (Ministry of Labor [MOL], Social Security Corporation [SSC], and Ministry of Industry, Trade and Supply [MOIT]).

The new program phase (Phase III) is built in such a way as to consolidate the results achieved and strengthen national stakeholders’ capacity. Better Work Jordan phase III has three main goals. First, it will accelerate and deepen improvements in factories in the garment industry. Second, it will build the capacity of the national stakeholders in order to eventually localize core service delivery while taking a more quality assurance role in the process. And third, it will create sustainable mechanisms for policy reforms in the garment industry and beyond.

To this end, the program has developed three program outcomes:

- **Outcome 1:** By 2022, Better Work Jordan’s core service delivery will be expanded and optimized.
- **Outcome 2:** By 2022, at the national level, ILO, IFC and the World Bank Group (WBG) will have strengthened national institutions.

⁴ Please see Annex 7 for the BWJ Program Theory of Change.

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

2. EVALUATION PURPOSE AND METHODOLOGY

2.1 Evaluation Purpose, Scope and Audience

This interim performance evaluation assesses the performance and achievements of the program to date. The evaluation team collected information from a diverse range of program stakeholders who participated in and were intended to benefit from interventions in Jordan.

The purpose of this interim performance evaluation is to:

1. Assess the relevance of the program in the cultural, economic, and political context in the country, as well as the validity of the program design and the extent to which it is suited to the priorities and policies of the host government and other national stakeholders.
2. Determine whether the program is on track toward meeting its objectives, identify the challenges and opportunities encountered in doing so, and analyze the driving factors for these challenges and opportunities.
3. Assess the effectiveness of the program's strategies and the program's strengths and weaknesses in program implementation and identify areas in need of improvement.
4. Provide conclusions, lessons learned, and recommendations.
5. Assess the program's plans for sustainability at local and national levels and among implementing organizations and identify steps to enhance its sustainability.

The evaluation provides evidence to inform decision-making, to understand lessons learned by the program, and to provide recommendations for future programs. The evaluation team reviewed the program through the perspectives of a diverse range of stakeholders who participated in and were intended to benefit from program interventions.

The primary audience of the evaluation includes ILAB, ILO and its national stakeholders, and the Government of Jordan (MOL, MOIT). The evaluation findings, conclusions, and recommendations will serve to improve program implementation and inform stakeholders in the design and implementation of subsequent programs in the country and elsewhere as appropriate.

The scope of the evaluation includes the entire BWJ program and, as relevant, the evaluation also acknowledges the program support that has been received from other donors.

Following discussions with USDOL and ILO, the evaluation team developed key questions for this evaluation in accordance with the Organization for Economic Co-operation and Development

Assistance Committee criteria: Relevance/Validity, Coherence, Effectiveness, Efficiency, Impact, and Sustainability.⁵

A list of evaluation questions is presented in the evaluation matrix in Annex 2.

2.2 Evaluation Approach and Methodology

An evaluation team composed of a Lead Evaluator and a National Consultant/Monitoring and Evaluation Expert were responsible for this evaluation. The evaluation team addressed the evaluation questions using multiple sources of evidence, combining primary qualitative data with secondary quantitative data. It obtained data for this evaluation by conducting:

- A document review
- Fieldwork including key informant interviews (KIIs) and focus group discussions (FGDs), which were conducted mostly remotely during the COVID-19 pandemic
- Quantitative analysis of secondary data

Prior to the commencement of the data collection phase, the evaluation team reviewed key program documents which included the Better Work Jordan Country Strategy; BW Annual Reports; a sample of factory assessment reports carried out in 2018-2019 by BW advisors; Results Framework and Performance Monitoring Plan; Technical Progress Reports (TPRs), including performance Data Tracking Tables; transparency portal; reports on needs assessments, stakeholder analysis and specific program activities, among others. A complete list of documents consulted is available in Annex 4.

Due to the COVID-19 situation, the evaluation team conducted almost all interviews and FGDs using Zoom or phone. Except for five face-to-face interviews, all data collection was conducted remotely. The data collection itinerary was determined based on scheduling and the availability of KII and FGD participants. Meetings were scheduled in advance of the field visit and coordinated by ILO program staff, in accordance with the evaluation team's requests.

The evaluation team conducted KIIs and FGDs with stakeholders without the participation of any program staff. KIIs were conducted remotely by the lead evaluator. The lead evaluator (based in Egypt) as well as the local consultant (based in Jordan) also conducted the five face-to-face KIIs.

Field visits to program sites in Amman and/or in Qualified Industrial Zones (QIZs) around Irbid and in Dulyal and/or Sahab were not possible in light of the COVID-19 situation. Nonetheless, all necessary KIIs and FGDs were conducted remotely.

During data collection, the evaluation team met with relevant stakeholders including BW Jordan staff and representatives from BW Global, employers' association, trade union, workers, and different line ministries of the Government of Jordan (GOJ).

⁵ Note that the OECD/DAC criteria have been revised as of January 2020:
<https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

A total of 5 interviews were conducted face-to-face and 31 were conducted online. Respondents included 4 factory management and 35 workers (29 females and 6 males). From the total of 35 workers interviewed, 8 were Jordanian (3 males and 5 females) and 27 were migrants of various nationalities (3 males and 24 females). A total of 36 interviews were conducted, covering 81 persons (51 females and 30 males). A complete list of KIIs and FGDs is available in Annex 3.

After the end of fieldwork, the evaluation team conducted two interactive, participatory validation sessions virtually with the program team and with USDOL. These meetings aimed to review initial findings, collect any clarifying information to improve evaluation accuracy, and obtain input on recommendations for the evaluation. The date and format of the meeting was determined in consultation with USDOL and the ILO.

Ethical Considerations

The evaluation team observed utmost confidentiality related to sensitive information and feedback elicited during the KIIs and FGDs. To mitigate bias during the data collection process and give informants maximum freedom of expression, only the lead evaluator and the local consultant were present during KIIs, along with an interpreter, as necessary. However, when necessary, ILO staff provided introductions.

The evaluation team respected the rights and safety of participants in this evaluation. During this study, the evaluation team observed several precautions to ensure the protection of respondents' rights:

- All interviews began after receipt of informed consent from each respondent.
- The evaluation team conducted KIIs and FGDs using remote methods (Zoom or phone) and tried to ensure that the setting was confidential, so no one else could hear the respondent's answers.
- COVID-19 precautions and social distancing were implemented during face-to-face interviews.
- The evaluation team continues to be always in control of written notes.
- The evaluation team transmitted data electronically using secure measures.
- The evaluation team explained the interview process to respondents and assessed their ability to make autonomous decisions as well as their understanding of informed consent. Participants understood well that they had the right to skip any question with which they were not comfortable or to stop at any time.

Limitations

Some stakeholders (especially workers) lacked access to or capability of the technology necessary for conducting virtual interviews. Additionally, some respondents lacked the ability to connect remotely from a location that allowed for privacy and confidentiality. Wherever possible, the evaluation team worked with the program to provide a computer connection and private room for stakeholders who did not have a reliable and/or confidential place to be interviewed.

Factories were selected from the list of participants in the BWJ program, which was available on the transparency portal.⁶ Ten factories were selected based on the high or low number of compliance issues declared on the portal, as well as the number of reporting cycles for each. Reporting cycles refer to the assessment visit conducted by BWJ, once a year, and do not include the additional regular advisory visits. The evaluation team initially chose factories in different locations in Jordan. However, due to the sudden increase of declared COVID-19 cases in Jordan, and particularly the increase in the industrial zones, the local evaluator was not allowed to conduct interviews in situ. Despite the many efforts put forth by the BWJ team to plan for interviews with factories, only four factories agreed to be interviewed, and those same factories supported the planning of virtual FGDs with their workers.

The garment community in Jordan is primarily comprised of migrant workers, and the evaluation team required interpretation to speak with workers during fieldwork. Due to the variety of languages spoken, workers who spoke a language for which no interpretation services were available were not included in the discussions. Two of the online FGDs were translated by a Bangladeshi interpreter, currently located in Bangladesh, and who translated from and to Hindi, Bengali and Urdu. One online FGD was conducted with an English-speaking worker who interpreter for their colleagues. The two online FGDs were conducted by the evaluators with Jordanian workers in Arabic.

This evaluation relied on secondary performance information from annual reports, available monitoring databases, a sample of factory assessment reports and other publications such as the workers/managers' survey. The quality of the data is affected by the accuracy of the statistical analysis. The evaluation team did not check the validity and reliability of performance data given the limited time and resources.

⁶ <https://portal.betterwork.org/Transparency/Jordan>

3. EVALUATION FINDINGS

3.1 Relevance

EQ 1: To what degree is the project design/results framework (RF) appropriate and adequate to improve the working conditions in factories, build the capacity of national stakeholders, and create sustainable mechanisms for policy reforms within the garment sector in Jordan?

According to the program's logical framework (log frame), the program approach focuses on integrating both factory-level and institutional-level interventions. BWJ has focused on building the capacity of the Ministry of Labor through training labor inspectors and creating a BWJ department within the Ministry. BWJ also provides trainings to factory middle management and trade union personnel. The program's log frame does not have a direct focus on policy reform, except indirectly through working with the Ministry of Labor. It is worth pointing out that although the Performance Monitoring Plan (PMP) does not focus on policy reform, the program has supported different policy initiatives as will be discussed elsewhere in the report.

In terms of improving the working conditions in factories, besides the soft skills trainings provided to factory management and workers, the program conducts advisory visits after their assessment visits. These advisory visits have improved the working and living conditions of workers, due to factories' will to please buyers. Most of the interviewed big factories stated that compliance has become a normal way of working, and not just for buyers' satisfaction. The interviewed management personnel explained that, over the years, they have come to realize that compliance creates a better working and living environment for both workers and the business.

The program design is adequate to build the capacity of national stakeholders through its involvement of labor inspectors in factory visits. Seconded labor inspectors from the MOL are trained by BWJ to acquire relevant competencies and conduct assessments like BWJ. Interviewed labor inspectors have reported a change in their mentality and working methods since training with BWJ. They reported paying more attention to details and displaying more tolerance regarding factories. This tolerance transformed their relationship with factories into a collaboration. Labor inspectors have also started to inspect dorms and assess the conditions for both dorms and workplaces, based on international standards.

The program's focus appears to lean more towards employers and the MOL and less so on other stakeholders. Although there is work with the trade union, workers, and other relevant stakeholders, the level of engagement is somewhat less than that provided to MOL and employers. According to the project team, the program has been supporting all parties since its launch; however, availability of resources can define/limit the volume of activities with one stakeholder. On the other hand, as mentioned on the Phase III Strategy, under the section on Target Group and Partners, "Workers in global supply chains, in particular young women and migrant workers, are the ultimate beneficiaries of the program." It is important to also point out that the trade union is weak, although the local context in Jordan and the weakness of freedom of association in the country are both important factors in the equation. However, the trade union remains a weaker party amongst stakeholders and revealed a dependency on the collaboration and credibility of BWJ to engage with employers and factories' management.

According to a value-chain study conducted by the Netherlands in 2019, the garment sector in Jordan is made up of:

- **Large enterprises:** Jordan's garment industry currently has 85 large factories, each employing 500 to 2,500 people. They account for 95% of the industrial workforce in Jordan's garment sector. The majority of these firms are foreign owned, either through joint ventures or holding companies abroad. Forty-five of these large factories export mostly to US markets, covering 95% of Jordan's total garment exports. Following a government project to enhance employment in rural areas, large factories have established 16 satellite factories with smaller production lines.
- **Small and medium-sized enterprises (SME):** An estimated 150 businesses meet the SME definition, employing between 10 and 500 people. The vast majority of these SMEs are locally owned and typically oriented towards the local or regional market. However, they show strong interest in expanding their horizons towards EU markets.
- **Micro enterprises:** Most of Jordan's garment enterprises are micro-sized factories with fewer than 10 employees, which sometimes operate in the informal market. These firms normally produce for the local market, and do not have the potential to export to the EU in the short to medium term.⁷

BWJ's work focuses on large enterprises, subcontractors and satellite units. Smaller factories or SMEs that may be producing for local markets or for countries where compliance is not a requirement are not covered by BWJ, as the program is relevant to exporting factories and not to the entire garment sector. The program does not work with SMEs or micro-enterprises, which reduces the relevance of the program. According to the BW team, this particular category of factories is not targeted by the program, although the violations committed by this category are known to be grave and include child labor amongst other violations. The BWJ team explained that they do not reach out to these factories because the program is bound by its grant agreement with USDOL where they are required to work only with exporting factories. It was also pointed out the GOJ has made enrollment in BWJ activities mandatory for exporting factories.⁸ Yet program documents and publications speak about support to the "garment industry" in Jordan. This is an important gap which requires further attention in future activities.

EQ 2: During the project design stages, did the project effectively identify stakeholders and assess the needs, capacities, resources, and motivations of target groups? To what extent did the project consult and engage groups that could bring diverse perspectives (including based on their religion, gender, disability, mental health, race, ethnicity, and/or sexual orientation and gender identity)?

⁷ Value Chain Analysis Jordan Garments Commissioned by The Centre for the Promotion of Imports from Developing Countries (CBI). P. 11. January 2019.
https://www.cbi.eu/sites/default/files/vca_jordan_apparel_final_report_-_cbi4.pdf

⁸ Instructions Concerning Mandatory Participation in the Better Work Jordan Project of the International Labor Organization and the International Finance Corporation for Selected Garment Production Enterprises: Issued in accordance with Article No. 11 of The Regulation of Labor Inspectors No. 56 for the year 1996

BWJ was established by the ILO based on requests from GOJ and the US Government. Stakeholders were identified progressively, and this expansion led to the inclusion of local non-governmental organizations (NGOs), the National Center for Human Rights, and academic collaborations. The program benefitted from the different points of view on the functioning of factories and their workers' conditions. Embassies have also been engaged due to the importance of their role.

One of BWJ's biggest successes, as repeatedly mentioned by different program stakeholders, is bringing everyone to the same table. According to stakeholders, BWJ has become a platform to gather all stakeholders that are relevant to the garment sector in Jordan. On this platform, BWJ built solid relationships of trust with all stakeholders, thus facilitating communication amongst them.

Over the years, and being managed by a national expert who is familiar with the context of Jordan, BWJ has built and maintained strong trust relationships with the relevant stakeholders. All stakeholders confirmed that BWJ had effectively identified and involved all relevant parties to the development of the garment sector. In addition to this trust, the credibility of BWJ stems from their relationships with the buyers, which factories are eager to satisfy.

The alignment of MOL standards and Jordanian labor law with the international compliance standards required by buyers ensures the coherence of both sides' requirements. In addition to the traditional stakeholders of the labor sector, BWJ has also involved the civil defense, the Ministry of Health (MOH) and the Social Security Corporation. It was noted that each of these entities, in addition to the MOL, are engaged in some level of inspection for the factories and/or the dorms. As such, it was deemed necessary to bring on board those with direct links to factory inspections. BWJ expanded their secondment work to include inspectors from the Social Security Corporation.

In terms of consulting groups that could bring in diverse perspectives (including based on their religion, gender, disability, mental health, race, ethnicity, and/or sexual orientation and gender identity), BWJ mainly focused on ensuring some level of gender equality as well as ensuring the representation of the views of different nationalities engaged in the garment sector. There is no evidence to suggest that particular direct attention was given to other considerations such as religion, race or gender identity. However, it is worth pointing out that these may not all be factors of discrimination within the Jordanian garment industry that would require special attention. BWJ activities have paid significant attention to address challenges faced by migrant workers in particular. In 2019-2020, the program has started to tailor some activities to address mental health as the incidences of suicide and other mental health-related disorders started to come to light. Attention to persons with disabilities (PWD) would increase attention to special groups within the sector. Furthermore, BWJ does work on aligning factories with Jordanian law, so they did focus on disability indirectly. According to the BWJ team, the number of PWD has increased over the previous years, as BWJ has been encouraging employers to abide by national laws in recruiting PWD.

3.2 Effectiveness

EQ 3: What is the perception of workers, employers, and brands regarding the implementation of the project and its outcome?

Stakeholders have high views about the program and its implementation modalities. Employers (whether associations or factory management) spoke highly of the role of BWJ and appreciated the BWJ team and the trust relationship they maintain. Employers benefit from the advisory visits of BWJ and appreciate the follow-up on compliance issues. The Jordanian MOL is perceived as a governmental entity that conducts assessments to issue penalties, while BWJ supports factories in their solving of compliance issues.

Additionally, employers appreciate the direct relationship of BWJ with buyers and the credibility of BWJ reports vis-à-vis buyers. Employers explained that they used to be interested in compliance for the sole purpose of satisfying buyers and strengthening their business. However, over the years and with BWJ support, employers reported a change in their mentality, and a different understanding of compliance where it benefits workers and their productivity.

Employers also reported a general transformation in the garment sector in Jordan, following the BWJ program. Besides a few exceptions of small factories, most factories have transformed to become compliant as a way of working, without extra efforts. One of the employers reported a change of mind-set, and less stress about random or surprise assessments or inspections. Some employers reported that at the start of BWJ there was push-back against transparency, with a preference to keep quiet about non-compliance issues and avoid harming the reputation of the sector in Jordan, which would thus harm the business. However, over time this changed as employers discovered the value-added of transparency and the difference between auditing and support for improved compliance. They explained that thanks to transparency, compliance issues are identified quickly and early enough, and therefore resolved as quickly as possible. Employers reported that the BWJ team put a lot of effort and energy in every meeting, to explain and convince them of the importance of transparency.

Similar to the other BWJ stakeholders, buyers expressed their trust in the BWJ team and the program's implementation. Buyers trust the ILO and their assessments, thus having a credible reference to decide on factories. BWJ also served as a platform for them to meet employers and buyers, where they can exchange goals and expectations. Thus, the Corporate Social Responsibility (CSR) departments of several buyers that were interviewed reported being reassured about the factories, since BWJ is there as a trusted entity to conduct assessments. One of the buyers explained that thanks to BWJ, buyers do not have to reject factories that are not compliant, but can instead give them the chance to become compliant, thus expanding the number of factories that their brands can work with.

The TU perceives BWJ mainly as a mediator for communication. Through PAC meetings, buyers' forums and other periodic meetings, the TU gained importance, access and leverage. The TU feels supported by BWJ, especially when an employer refuses to respond to them or address issues that they raise. Along with BWJ, the TU also expanded their access, for example in accessing dorms. Since workers who are aware of the TU's existence and their scope of work communicate with them directly about issues, the TU needs access to employers in order to intervene. The TU is dependent on BWJ to solve issues, since their credibility remains lower. They appreciate BWJ's leverage to bring up issues such as sexual harassment, and they benefit from the steps to follow up on complaints with factories.

Factory workers themselves do not know much about the program, except from the training that they receive. However, they are not necessarily aware of who the training entity is. Migrant

workers explained that they appreciate the trainings provided by BWJ and that it has taught them a new approach to factory work and teamwork. Jordanian workers requested a continuation of the trainings. They also believe that BWJ can offer more support; however, when asked about what they need, they were unable to articulate specific support. One of the interviewed factory middle management recommended that BWJ provide training to top management as well, in order to avoid conflict between them and align their approaches with the perceptions of workers.

Focus group discussions with workers indicated a difference between Jordanian and migrant workers in their perception of the trade union and its activities. There is only one trade union for garment sector factory workers – the General Trade Union of Workers in Garment, Textile and Clothing - and most Jordanians know about the TU and their work, vaguely for some and precisely for others. Despite this knowledge, both Jordanians and migrant workers stated that in cases of issues with the factory management, they would not or do not contact the TU but would go to the MOL first.

EQ 4: How does the organizational capacity of project implementers, target institutions, and implementing partners limit or facilitate the effectiveness and sustainability of project interventions? Does the project implementation adequately account for differences in capacity? Has the project's capacity building efforts strengthened the capacity of national stakeholders (MOL, TU) to deliver services? If so, how?

BWJ is directly implemented by the ILO office in Jordan. The program does not have implementing partners in the traditional sense but rather partners and stakeholders who contribute to the implementation process. These include different line ministries, workers' and employers' associations, buyers and NGOs. The ILO capacities and structures are well suited for this program as it ensures the involvement of all relevant stakeholders in consultations and implementation. In addition, BWJ is supported by Better Work Global (BWG) which provides guidance and mentorship for program approaches and strategies. The Bureau for Workers' Activities (ACTRAV) Regional Office for Arab States (ROAS) representative in Lebanon also provides support to the program for activities and strategies involving the trade union. However, BWJ could increase effectiveness in the area of workers' and employers' empowerment and engagement by tapping into the ILO resources, especially with representatives from ACTRAV and the Bureau for Employers' Activities (ACTEMP) in the region, as well as by exchanging information with the ROAS Gender Specialist and ILO-Amman Gender Specialist. In order to enhance BWJ's role in policy reform in Jordan (through support from available ILO resources/data), best practices in terms of policy reform and related activities can be drawn from other regions to strengthen the capacities of employers' and workers' associations.

The capacity of BWJ stakeholders is varied and directly affects the effectiveness of program activities and expected results. According to interviews with different stakeholders (BWJ, MOL, and employers), the MOL inspection department suffers from a low number as well as limited capacity of labor inspectors. The number of inspectors available is not sufficient to cover the workload. As a result, the time spent on visits to each workplace is limited for all sectors. According to MOL employees, a labor inspector needs about three years to become an expert, but after this period, inspectors usually seek promotion. Since the public sector in Jordan has not been recruiting or hiring enough new employees, the inspectors are being promoted without being replaced or renewed.

In addition to the human capacity, the logistical capacity of the MOL is also weak and insufficient to cover different locations. The MOL's logistical limitations include:

- The limited number of inspectors: The public sector's hiring capacity is limited within the GOJ due to budget restrictions; thus, the inspector department suffers from a low number of inspectors. A recent discussion has been ongoing within the MOL to transfer employees from other ministries and bring them to the labor inspection department as a remedy for the lack of new hiring.
- The relative high turn-over of inspectors: It was reported that inspectors become professional and competent around three years into their careers. However, that is also around the time that they ask for and receive a promotion to a new position, thus leaving the inspection department.
- The number of cars available for the transportation of labor inspectors: This is limited as well, making access to satellite or remote factories a challenge. The low number of inspectors combined with the low number of vehicles does not allow the MOL's inspection department to have the required resources to cover all factories.

In addition to the general challenges in the capacity of MOL, the TU suffers from structural as well as organizational challenges. The TU capacity remains limited to be able to answer all enquiries from workers, besides the fact that not all workers are subscribed with the TU and that the TU does not have the capacity to access all workers. There is also a different understanding of the role of a union amongst migrants and Jordanians. TU respondents explained that workers' unions in South Asian countries have a bad reputation and most migrant workers tend to pull away from them. Consequently, in Jordan the TU must put additional effort in order to raise awareness about their role in Jordan and their contribution to workers' working and living conditions. They lack capacity to ensure the spread of this awareness, and particularly with newly hired labor.

The union has still managed to obtain further rights and an increase in wages for workers of all nationalities, thanks to their lobbying with the MOL as well as with the factory owners. However, the TU realized that workers are not aware of their advocacy for these improvements, and they credit these advances to other entities. Additionally, there seem to be different ways of collecting grievances from workers: the MOL hotline, the embassies, the factories' internal complaint systems, when there are any, and the TU is one of them as well.

In contrast, the capacities of employers and buyers seem to enable the effective planning and management of compliance-related issues. According to the employers' association there is synergy between BWJ and the objectives of the employers, and this enables the achievement of results. "We aim to grow the sector by 10% every year," explained one of the employers, "which makes it necessary for us to work with BWJ to increase compliance and attract new buyers."

EQ 5: How has BWJ supported unions to represent workers effectively in Better Work (BW) member factories? How has BWJ promoted fair social dialogue and collective bargaining? To what extent have workers and worker organizations effectively used this support in their activities?

According to TU representatives, BWJ has provided training and support to the TU since the beginning of the program. According to interviewed union representatives, BWJ ensures the

participation of the union in all meetings related to the garment sector. Through BWJ, the TU was able to hire six new employees for their local offices, which are situated in cities and/or areas closer to the industrial zones.

The TU also explained that BWJ enabled them to have union organizers for better communication and interaction with migrant workers. The collective bargaining agreement (CBA) is considered “revolutionary” by the TU, an event which ensured the security of all parties related to business and working conditions. “The CBA process was established, and we won’t lose this mechanism,” explained a TU representative during the evaluation. The CBA is a comprehensive consensus involving all the relevant stakeholders, and it has improved several working conditions issues and addressed other common workers’ issues, including sexual harassment and mental health. The most recent CBA, signed in 2019, unified contracts for both Jordanians and migrants, thus removing recruitment fees for the migrant workers. The agreement also increased the salaries of workers, especially for migrants and their accommodation fees. The CBA was legalized in order to become legally binding for the signing parties, thus ensuring a certain level of sustainability.

On the factory level itself, since factory managers are mostly from Asia, their dynamics with the TU are different. According to a member of the TU leadership interviewed, trade unions in the country of origin of migrant workers are perceived as “trouble-makers.” BWJ facilitated the dialogue with factories and their managers, reaching a stage where factory managers sometimes contact the TU to ask them for help in solving arising internal issues. The TU took up negotiations with factory owners to increase the salaries of migrant workers and balance the accommodation fees. Although the salaries remain low, it illustrates the importance of the role of the TU in protecting and ensuring workers’ rights.

The TU is now focused on subscribing all workers to the TU, in order to ensure representation and strengthen the labor movement for the garment sector. As mentioned earlier, migrant workers come from countries where trade unions are reported to have a “bad reputation,” as explained by TU representatives during interviews. According to TU respondents, migrant workers are afraid about the idea of factory managers knowing that they are TU members or even in contact with the TU. The TU in Jordan asked for BWJ’s support in accessing workers and ensuring their subscription, in order for them to have more leverage against factory owners, where needed. The TU even suggested the strategy for BWJ to pressure factory owners to include subscription to the TU as an article in their contracts. The TU lacks financial means and has reported that the subscription fees of workers, which is 0.5 JOD (equivalent to 0.7 USD) on a monthly basis, is not sufficient for them to hire more employees to follow up with migrant workers.

The sexual harassment issue was brought to the table by BWJ and included in the most recent CBA. The TU is using this opportunity to pressure the GOJ to sign and ratify the ILO’s Convention on sexual harassment. According to BWJ, the TU advocated about sexual harassment issues at the sectoral level during the negotiations for the latest CBA. This enabled all stakeholders to agree on the inclusion of a concrete clause on violence and harassment, and it requires employers to adopt relevant bylaws/ policies: “Article 8, Fourthly Eliminating violence, harassment and discrimination in the recruitment and at work – All employers should take necessary steps and adopt policies that ensure protection from violence, harassment and discrimination in the workplace and among workers.” The garment industry is the only economic sector in the country

with a comprehensive sectoral CBA whose provisions set out a systematic mechanism for implementation. BWJ provided a Training of Trainers to TU staff and union organizers on sexual harassment prevention. Union organizers now conduct sexual harassment prevention training for workers. In terms of grievances, BWJ explained that in the event that the TU receives a grievance, they attempt to mediate the dispute between the worker and management. In many cases, workers want to solve the issue quietly.

It was noted that there is a capacity gap for the TU to handle sexual harassment cases (some officers have good experience, while some do not feel confident enough to handle such cases, especially going beyond the bilateral mediation). BWJ recognizes this and with funding from IFC, it will work on a mapping exercise of organizations that provide support for gender-based violence cases (including the TU, NGOs and governmental institutions) and plans to formulate step-by-step guidelines in consultation with relevant stakeholders including the TU and the employers.

EQ 6: What are the key internal or external factors that limit or facilitate results achievement? How effectively did the project manage risks and implement mitigation strategies to address them?

The political context in Jordan has been a challenge for the program. The high turnover of both the minister and labor inspectors affected the program and slowed down activities at times. This high turnover forced BWJ to discuss and re-explain the program to every new Minister of Labor, repeating efforts all over again at every change. Additionally, every minister would have a different direction, thus shifting the MOL's focus onto or away from the garment sector. One constant of the MOL has been to focus on hiring more Jordanians, since this is a priority for the Jordanian Government in general. BWJ mitigated the government turnover by signing a Memorandum of Understanding (MoU) with the MOL and ensuring the continuity of certain activities despite the change of ministers. Nonetheless, this is not without its own challenges, as BWJ is unable to specify specific activities in the MoU due to lack of secured funding. As a result, the MoU is general and ensures collaboration, yet the specific activities need to be re-negotiated.

As previously discussed, the TU suffers from a lack of capacity, and from an administration that has remained the same for the past few decades. These internal issues make it difficult for the TU to stay aware of the changing context of workers and to access and communicate with all workers in the sector. The TU does not see a clear role for themselves in terms of advocating for the rights of migrant workers. This is closely related to freedom of association in Jordan and the political space available to the TU in Jordan. The TU needs further capacity-building and exchange of knowledge and expertise with their peers in other countries with a similar context. Such a step could be inspiring for them to change their approach and start growing in the limiting context of Jordan.

In addition to these two important internal factors, there are also external factors related to the garment sector itself and another related to the country context. The legal framework in Jordan is not conducive to freedom of association, which complicates the growth and expansion of unions in general, and therefore, the margin of action left for unions remains limited. In terms of the garment sector, the sector predominantly hires migrant workers, and the latter receive a 3-year

contract when arriving to Jordan. This affects the continuity of the union's work as they must start awareness-raising with each new group of migrants.

The most important enabling factor is the presence of the United States–Jordan Free Trade Agreement (FTA), which renders a program like Better Work of direct relevance to the country context. The garment sector spontaneously gained significance with the FTA, as a major contributor to Jordan's Gross Domestic Product (GDP). Since its beginning, BWJ has been working on the improvement of working conditions, along with increasing the competitiveness of the garment sector in Jordan. In its Phase III, the program focused on accelerating these improvements, along with creating sustainable mechanisms for the garment sector to continue to attract buyers and investors.

One of the enabling factors for the program has been the ability to form and activate a functioning Program Advisory Committee (PAC). The PAC meetings bring stakeholders together three to four times a year, with each stakeholder contributing to the agenda and issues to be discussed. The BWJ team has significantly contributed to the creation of this platform, thus leading to open and honest discussions and a more trusting and cooperative relationship between stakeholders. Employers mentioned their appreciation for the issues brought up by BWJ, particularly taboo issues such as sexual harassment and mental health. Due to the local culture as well as the culture in the specific sector, these taboos tend to be avoided and left out of such meetings.

The habit of open discussion and collaboration amongst stakeholders became useful during the COVID-19 outbreak and lockdown. The communication, including decisions on how to proceed and apply new measures under the pandemic, happened quickly and in a structured way. The coordination of different stakeholders ensured the repatriation of certain migrant workers, the transition to digital payments, and the return to work of migrant workers.

EQ 7: Has BWJ ensured that program activities effectively reach the target number of beneficiary stakeholders (by sex and migration status [e.g. Jordanian vs. foreign workers], as appropriate)? This includes: Workers' association(s), workers, factory management, producers, brands, Ministry of Labor, and in particular labor inspectors?

According to BWJ's April 2020 TPR, the program activities continued to reach or exceed most of their target number of beneficiaries, including targets segregated by gender and nationality status. However, the COVID-19 outbreak took most of the focus of BWJ during 2020 and certain targets were not reached, although the numbers remain quite close. For example, BWJ did not reach their set targets in terms of the number of factories targeted, and therefore the number of compliance assessment reports completed in the same recent period, as well as that of women workers impacted. However, the fewer visits to factories can be understood due to the lockdown and the time it took to make the transition to online activities. BWJ exceeded their target in terms of training, since the new health and safety measures needed urgent action and online trainings were provided to avoid the spread of the virus and convince governmental entities to allow the opening of factories as lockdown measures subsided gradually over the summer months of 2020.

Until the COVID-19 outbreak, BWJ has been reported to regularly conduct their program activities, including assessment and advisory visits to the factories, and to consistently train labor inspectors. At the beginning of the pandemic, BWJ was in touch with all stakeholders in order to ensure the health and safety of workers and the implementation of health measures by the

factories. As soon as it was possible, BWJ went back to conducting the factory visits, although in October 2020 the visits had to be interrupted due to a rise in COVID-19 cases in the industrial zones in parallel to the rise in Jordan in general. BWJ continued their activities by moving them to online platforms, where visits continued to be conducted virtually. The transition of all activities to online platforms also applied to meetings and forums, thus ensuring continuity in the communication with and amongst stakeholders.

Based on interviews with workers, BWJ has not been effectively focusing on workers except through trainings provided – which were also moved online since the COVID-19 outbreak – and indirectly through the program’s work on compliance with employers and factory management. Most interviewed workers (n. 35) have heard of the program and have interacted with the team, but did not know what BWJ is about. Workers reported being satisfied with the BWJ trainings, and BWJ reported conducting workers’ surveys for monitoring purposes; however, the focus of the program is imbalanced in favor of other stakeholders.

Factory management interviewed during the evaluation stated that BWJ provided specific counselling and clarification for compliance issues during their advisory visits. These efforts by BWJ created an environment of trust, and factory management reported the availability of BWJ staff, outside of the advisory visits, for periodic arising issues. BWJ staff has been reported as approachable and helpful by factory management. One of the interviewees reported a gap between factory management and top management, thus leading to conflicting views on dispute resolution. This issue was reported as a consequence of targeting factory middle management on its own, instead of management as a whole in order to align approaches. BWJ pointed out that this was a valid remark, which the project is aiming to address by providing learning opportunities to top management via industry seminars. It is noted, however, that factory top management are often quite busy and prefer to delegate the training opportunities to their subordinates, which makes it difficult to secure their participation in long “trainings.” According to project documents and the BWJ team, in 2020 BWJ conducted roughly 20 learning seminars on ten topics.

Another frequently reported issue by employers (middle management in different factories) and employers’ associations was that of the smaller factories accused of harming the reputation of the sector, which do not receive as much attention from BWJ. These factories suffer from a lack of financial means to become compliant, thus making it difficult to work with them to improve. According to one respondent from the employers’ association, “Looking at the new issue – subcontractors – some of the small factories have compliance issues, ruining the reputation of the sector.” BWJ was reported to bring attention to taboo issues such as sexual harassment and mental health issues, thus taking the initiative towards a solution of such issues. It is important to point out that it is not clear whether respondents in the evaluation were referring to “smaller exporting factories” or “non-exporting smaller factories.” It is also worth pointing out that in addition to employers and employers’ associations interviewed, inspectors and MOL officials have also voiced this issue as a challenge for their work in general (not specifically within the exporting garment factories). According to an OSH inspector interviewed during the evaluation, “It is not 100% improvement, but some enterprises still complain that they cannot pay so much to improve the living and working conditions. Each one has its own circumstances. We still try to improve the living and working conditions of the workers.” A second inspector pointed out that, “There are 70% of factories that would sustain their improvements, but the remaining 30% might become worse (small and new ones).”

3.3 Efficiency

EQ 8: What are the key strengths and weaknesses of BW's staffing and management arrangements? To what extent is ILAB's Results-Based Management (RBM) approach viewed as a helpful management tool by the project and its implementing partners?

The program has limited staff that cover a wide range of activities and stakeholders. Each BWJ staff person works with almost 20 enterprises, which is a burden and requires expertise and strong coordination abilities, which they possess, along with dedication and commitment. The Program Manager is a Jordanian with knowledge and expertise in the sector, and thus the ability to build trust and position BWJ adequately with all stakeholders. The continuity of BWJ staff was key to the building of trust, which is the cornerstone of BW work in Jordan. These trust relationships allowed for more transparency on the employers' side, as well as openness to discuss taboo issues and involve different stakeholders.

According to BW, USDOL's results-based management (RBM) approach has been both an enabler and a challenge. It was noted by BW and USDOL representatives that both entities are in the process of developing a new RBM system. The challenges reported to the evaluation team included the relative rigidity of the framework, which is not used generally by the ILO where reporting is done for long-, medium- and short-term results. According to BWJ, ILO uses RBM differently although the underlying principle is the same. The ILO common structure is Objective – Outcome – Output – Activities while USDOL results framework structure is Project Objective – Long Term Objective – Medium Term Objective – Short Term Objective – Outputs.

On the other hand, it was reported that the RBM framework is beneficial as it helps ensure clarity of concrete plans and helps the program to shape its vision and achieve what is required. According to the BW team, the RBM allows for an efficient and effective implementation approach and the staff's knowledge has been the cornerstone for the ability of the program to deliver using the RBM.

EQ 9: How effectively did the project monitor and report performance data? Which, if any, performance indicators or tools does the project find most useful for project management? Why does the project find these tools more or less useful? What improvements could be made on performance indicators?

Monitoring is done through TPRs as well as through the workers' survey. Data is collected through independent enumerators from the University of Jordan. Surveys adopt a sound methodology and ensure that data is collected in an anonymous way that ensures confidentiality and promotes workers to share their views and perceptions.

The program adopted indicators that are focused on outputs and activity-level interventions. Impact or outcome indicators as well as sustainability indicators (which are usually qualitative in nature) are monitored to a lesser extent. For example, the program regularly conducts performance assessments of labor inspectors who join the secondee program. However, this assessment examines their skills (i.e., what they actually learn) and not necessarily their capacities (i.e., number of inspectors in the inspection directorate). Likewise, there do not seem to be specific indicators looking at demand (in terms of needs for inspection) and access to

factories. Access to factories was limited on one hand in terms of the availability of vehicles for inspectors and the capacity to cover all factories, and on the other hand, in terms of locations of factories (secluded areas with a long commute, thus reducing the number of factories that can be covered in a certain amount of time).

Some of the questions within the workers' survey about satisfaction and knowledge of the grievances system provide trends about the overall satisfaction of workers, but do not necessarily point to sustained service delivery. It is also worth pointing out that these indicators do not form part of the program's PMP or indicators, and they would require fine-tuning and definitions to enable the program to do systematic monitoring. According to the BWJ team, in 2020 BWJ updated its PMP to include some new indicators and monitor outcome-level results. Many of these new indicators draw from surveys of workers and managers, which were launched in June 2019, midway through the program's current phase. In addition, BW and USDOL are also in the process of updating the PMP based on the newly agreed results framework.

The current indicators reflect the initial approach of the BW program, since a majority of program activities were initially focused on compliance visits and factory-based activities.

The program monitoring system and selection of indicators was discussed with program management, BW Global and USDOL. These discussions indicated the awareness and willingness to adjust the indicators to better reflect the work of BWJ. For example, it was noted that the program recognizes the need to link program results to the impact assessment and develop new ways to measure capacity-building or policy reform.

The evaluation team is of the opinion that some of the indicators need to be adjusted to reflect the core of the program and its theory of change. At present the indicators focus on achievements by the program (such as the number of factories impacted, the number of workers impacted, the number of women impacted, etc.), but they do not assess how these groups were impacted and why (which is important to developing best practices, scaling up practices and assessing prospects for sustainability). Although these indicators are important, it is also important to recognize that BW is a mandatory program by the GOJ, so it would be good to replace (or add to) these with the percentage of factories in the sector that are enrolled in the program.

Another set of indicators could also be adjusted to reflect the engagement of the social partners. For example, the number of compliance assessment reports completed in the reporting period, the number of advisory visits in the reporting period, and the number of training sessions, are relevant indicators.

For sustainability, indicators should be established to track and measure progress towards long-term outcomes (sustained capacity, sustained access, sustained motivation, sustained demand) so that progress toward local ownership and capability can be assessed over time by local stakeholders (even beyond the life of or external to BWJ). USDOL agrees that BWJ (and BWG) indicators should include impact/outcome indicators, including qualitative measures (not instead of or as a replacement to the quantitative or sector coverage metrics, but rather to supplement them). Adding the percentage of factories enrolled in the program would also be a useful indicator (and could be disaggregated by size of the establishment in terms of capital or workforce). USDOL is currently working on this with BWJ (and other BW country programs).

Indicators reflecting sector-wide changes, such as the number of buyers affiliated with the country program and program revenue in the reporting period, are useful as they show the magnitude of program engagement with buyers who are sourcing from Jordan and they also show the progress towards financial sustainability.

One of the indicators – average non-compliance rate on publicly reported issues – does not describe the severity of violations that were observed and/or addressed. It would be important to adjust this to ensure a more gender sensitive and rights-based approach to recognize change over time.

EQ 10: To what extent have BW's factory compliance assessments, remediation assistance and monitoring, and the publication of reports on producer compliance occurred in a timely and efficient manner? How has information produced by the project been utilized in mobilizing stakeholders to change policies and practices?

BWJ conducts assessments on a yearly basis, organized in reporting cycles, which are then partially published on their transparency portal. BWJ conducts one assessment visit per year, per factory, and each visit lasts for two days, where BWJ inspects both workplaces and dorms, along with surveying and interviewing workers. Besides these yearly visits, BWJ conducts advisory visits every two to three months, and maintains regular contact with all member factories. The reports issued by BWJ are of crucial importance to the buyers and thus to the factories. They have a high level of credibility and the buyers rely on these reports.

It is important to point out that in terms of the program's impact on compliance, it may be hard to see the direct effects of this in the last two years. Previous research conducted by BW has found that factories make the largest improvements when they first begin working with BW, but often reach a plateau starting around Cycle 5. While the program always wants to push for improvements in working conditions, sustaining a high level of compliance is also considered an achievement.

Factory management have reported changes in their working procedures and management processes following the support of BWJ. They report BWJ as having convinced them of the benefit of being compliant, and not only from a business point of view. From a business perspective, buyers are attracted to compliant factories and this ensures their sustainability. However, factories have also experienced a decrease in complaints, issues and delays while following the compliance standards, and this has influenced the factory management's mentalities as well as their internal policies.

There have also been changes in the living conditions for workers, as reported by stakeholders. According to factory management, this includes providing food that is relevant for each nationality, as the personnel that cooks is from the related nationality. Changes have also been made to dorm standards, by decreasing the number of persons in each room (there is now a system imposing the distance of 70cm between each bed, which means there used to be rooms for 12 but this is now reduced to 8 persons); providing closets for clothes and shoes; offering a cafeteria with chairs; and providing a television, entertainment, activities and common spaces for spending time, or even spaces to cook. Occupational safety and health (OSH) considerations are applied to dorms by governmental entities (this used to be the MOH and now moved to the authority of the MOL). The improvement of dorms has led to an improvement in workers' mental

health and therefore their productivity. In response to the COVID-19 outbreak, factories and the government ensured that dorms were sterilized and are maintained following new health and safety measures.

EQ 11: How has BWJ responded to the changes in the implementation context? Specifically, how has BWJ responded to the constraints generated in the garment sector by the COVID-19 pandemic?

During the lockdown, BWJ had to interrupt their field visits to the factories and started conducting virtual visits. As soon as the lockdown was lifted, BWJ went back to the field until they had to stop again in October 2020 due to the sudden increase in COVID-19 cases in Jordan in general, as well as in factories (the number of cases went from 30-50 cases per day in March 2020, up to 5,000 cases nationally per day in October 2020). BWJ quickly switched all of their activities to an online platform, including advisory visits, trainings and meetings. The BWJ team would conduct virtual visits of dorms and factories on a video call. Someone in the factory would have a video call with BWJ and the person from the factory would film the factory and dorms. Virtual engagement is mainly focused on training and advisory topics, while the assessment is still conducted in-person, but with enhanced preparation and follow-up to shorten the time in factory to limit exposure during COVID-19 (documents check and closing meeting are done virtually, while actual visits are conducted to factory and dormitories floors). The BWJ team also maintained close communication with all stakeholders and focused on OSH, ensuring that they are adapted to the COVID-19 situation. BWJ conducted a series of phone calls with workers during the initial lockdowns (spring) and then during the rising COVID-19 cases (fall).

The collaboration between stakeholders, including BWJ, led to a very rapid integration of safety and health measures against the COVID-19 spread. During the beginning of the COVID-19 outbreak, BWJ's initiative to take action, and the speed with which the program reacted to the situation, is worth highlighting as an accelerator for the establishment of health measures in factories. Although this collaboration would have happened without BWJ, the program played an important role in the pre-COVID period, where it created a fertile environment for stakeholders to communicate and coordinate. Consequently, BWJ indirectly contributed to a higher quality and more effective coordination during the COVID-19 outbreak. Employers and factory management coordinated with embassies for the repatriation of migrant workers who wanted to fly back to their respective countries, including those who had completed their contracts. Additionally, BWJ also facilitated an agreement between the TU and J-GATE that employers would cover the cost of the COVID-19 PCR test when it is required to travel back to the country of origin (an agreement that is now annexed to the CBA).

On the one hand, the shutdown of certain small factories left many workers unemployed, while on the other hand, other factories were left understaffed due to the repatriation of many of their migrant workers. Another illustration of BWJ's contribution to the coordination between stakeholders was the way factories organized to close the gap between the shortage of certain factories and the groups that were left unemployed. Additionally, employers and governmental stakeholders coordinated to allow migrant workers to continue working, since they live in the accommodation of the industrial zones and were, until September – October 2020, protected from COVID-19. As for Jordanian employees, they were not allowed to come to the factories and their salaries continue to be transferred digitally.

3.4 Impact

EQ 12: What drives compliance behavior by employers? Have the factories and buyers modified their compliance approach as result of the partnership with Better Work? What has been the impact of BWJ's activities on the working and living conditions of workers in the garment sector, including migrant workers?

Factories are not uniform when it comes to their commitment to compliance or the reasons behind it, with certain factories that are more committed than others. A factory manager reported a transition from social compliance to social responsibility, resulting in a “happy workforce,” which they perceive as a “reward.” Another factory explained that the CSR departments of big brands have been a source of influence in this transformation of factories. They added that compliance was determined by which brands they interacted with and how much support they gave to factories.

Factories reported that at the beginning of the program, they were being compliant in order to avoid penalties, tick a box or protect the reputation of the factory from negative reports. Since then, factories have gained awareness about solving compliance issues as a long-term plan, and not just to satisfy buyers for business purposes. One factory called the well-being of workers as the DNA of their factory culture. Some factories explained that the benefits of compliance were noticeable over the years in terms of production and waste.

Factory middle management reported having trouble with top management, who continue to have an old-fashioned mentality and see compliance as a “burden.” This issue also takes place at the supervisor level. Human Resources (HR) and OSH management in factories expressed the need for support from top management and therefore more involvement with BWJ trainings on their part. Several factories developed internal complaint mechanisms, including one that developed and applied fast resolution of complaints. Issues may include topics such as disputes between supervisors and workers, shifting a worker from one line to another, a water heater issue, or maintenance in the dorms. Management and HR come together and discuss the complaint with the worker in order to agree on a convenient solution.

Examples of changes in the compliance approach resulting from their partnership with BWJ, as reported by certain factories and/or employers:

1. Previously, workers needed a card to be able to use the toilet during their working hours, and it has now become frowned upon to ask for authorization to go to the toilet. Factory HR mentioned that this basic right is now acquired and that they do not need policing anymore.
2. Daycare rights (or financial compensation) used to be received by a few favored persons, but it has now become a basic right for all workers with children. There is no longer questioning on a case-by-case basis.
3. All workers now have a contract.
4. Working clothes are now provided for all workers.
5. Dorms became a space where workers want to spend their time, especially since the COVID-19 outbreak and movement limitations.

6. Social activities take place in the dorms, including an English club for workers to improve their language.
7. The Personal Advancement and Career Enhancement (PACE) program, with partnership and funding for Jordanian workers from Gap Inc., provides trainings on financial literacy, health and hygiene, conflict resolution, and to improve planning of finances and family life.
8. The workers' committees (Union-Labor Committee [ULC]) and elections are a practice that is and will be maintained, having become part of the functioning of certain factories.
9. Safety also became part of the work ethic and not an effort for both the workplace and dorms.
10. Increased compliance has reduced factories' sensitivities to unannounced visits from MOL (i.e., they no longer feel that they have anything to hide, and in cases of violation the relationship has changed toward a collaboration to address violations as opposed to just being fined for violations).
11. Complaint mechanisms are now established internally, including a feedback service for workers. HR follows a calendar for a quarterly survey. In one of the factories, this has been established for the past 4-5 years.

The obligation to hire Jordanians is part of the compliance requirements of the Ministry of Labor. One factory reported that it was a burden at the beginning, due to the gap in qualification between the Jordanian and migrant workforce. However, a few years later, the factory started benefitting from having hired Jordanians.

The practices acquired through partnership with BWJ which were reported to be sustainable included the training support to the factory staff, the OSH culture, and the compliance of dorms. However, there seems to be a difference between bigger and smaller factories in terms of available means for compliance. Remedying or fixing compliance issues, especially those related to dorms and OSH, can require finances and only big factories are able to afford it. Employers reported that certain small factories are not compliant, and this affects the reputation of the sector as a whole.

In general, since the start of the BW program in Jordan, certain factory management, employers and BWJ team reported that the mentality of the garment sector has shifted towards more interest in the well-being of workers, and certain factories explained that they no longer need to be pushed. Factories reported to have seen the benefits of compliance and certain factories even took the well-being of workers to the next level, to include entertainment and social activities. This exemplifies the efforts of BWJ toward building capacity and the benefits of the numerous BWJ trainings. A decrease in the number of complaints, work-related injuries and disputes have been reported as benefits of compliance.

EQ 13: What, if any, changes have occurred in stakeholder policies, programs, or resource allocation as a result of project activities? What changes do international garment and textile buyers and importers perceive (either positive or negative) in the export-competitiveness of Jordan's garment and textile industry since 2017? To what extent do they attribute changes to BW activities?

The secondment program with the MOL expanded their inspection work to dorms and, with collaboration from the MOH, the compliance check now includes both the working and living conditions of workers. Inspectors have also reported switching from simple inspection visits ending with penalties to actual interest in helping factories solve their issues. However, inspectors started relying on BWJ to manage the inspection of the garment sector and focused their resources on other sectors, which they reported to be more problematic. Although this reliance is inconsistent with the sustainability of these developments, this change indicates an important positive impact of the program on the garment sector.

In terms of gender issues, the medical tests procedure for foreign workers have been updated and pregnancy tests are now prohibited. The medical tests procedure is now in line with national laws, as well as ILO standards, and employers have supported and implemented the new procedure.

The PACE program, implemented in collaboration with GAP Inc. who also provided technical material to BWJ and whose consultants were part of the BWJ team, illustrates a change in the approach toward training for workers, with the consideration of women particularly in the garment sector and in the larger Jordanian economy. Jordan has one of the lowest rates of working women, and the development of their life- and managerial skills is an important lift for their economic contribution. The impact of such trainings is not being measured, although it is reflecting on the sector and the country's economy in general.

BWJ is collaborating with different ILO agencies and using the various resources at their disposal. This change benefits stakeholders through access to different resources, which can play an important role in policy change for the garment sector in Jordan. The collaboration amongst stakeholders, supported by BWJ, led to the complete removal of recruitment fees for foreign workers, which became a compliance issue.

The decreasing rate of non-compliance reported in the program's annual compliance reports and published on the transparency portal indicates the implementation of new policies and procedures by factories and their adherence to the sectoral CBA.

The program is the source of many initiatives in collaboration with other ILO entities, such as the introduction of the mental health issue and sexual harassment (the respectful workplace program), as well as the dorms management systems training and the strategic compliance planning. The impact of these activities is not outcome-oriented, but more demand-driven. BWJ has been proactively introducing issues that need attention. In order to support factories and their incentive to comply, BWJ raised funds to remedy the issues that they introduced. The program has therefore made it easier for factories to gain interest in these issues and drove their efforts to improve mental health, sexual harassment and other issues related directly to the well-being of workers. The well-being of workers has finally been accepted as part of the whole compliance system and factory management expressed their change of approach, which previously was solely business and production oriented. BWJ was successful in raising enough funds from different donors to implement specific activities targeting the improvement of mental health for factory workers. These additional activities included:

- Mental health (pilot in 2020, full-fledged program 2021-2022) funded by USDOL
- Productivity enhancement (2017-2018) funded by IFC

- Gender-based violence (2021-2022) funded by IFC
- Women empowerment (PACE, 2018-2020) funded by Gap Inc.
- TU capacity development (2019-2022) funded by Canada
- Non-garment factory engagement and MOL capacity building (the latter co-funded with USDOL) funded by the EU

Buyers expressed a change in their approach towards factories in Jordan, thanks to BWJ. The credibility of BWJ allowed them to give a chance to factories in Jordan, instead of simply looking at compliance levels to make the decision whether or not to work with factories. The dialogue created and facilitated through BWJ has allowed more buyers to work with the garment sector in Jordan. The buyers expressed having become more flexible; however, they also continue to rely heavily on BWJ and BWJ's assessments. These statements are a good indicator of general improvement in the reputation of the Jordanian garment sector, in addition to the changes in the buyers' way of working.

All stakeholders linked the transformations of the garment sector in Jordan over the past ten years to BWJ's work or to their contribution. Interviewed stakeholders unanimously agreed on all the positive consequences of BWJ connecting them with each other, whether for the PAC meetings, the buyers' forums, or other periodic meetings organized by BWJ. These positive changes include the improvement of the factory work environment, the improved communication between stakeholders leading to more alignment in their visions for the sector, and quicker and smoother dispute resolution, as well as concrete cooperation to develop and improve the sector at large. There is a general impression that all stakeholders want to reach the same achievements and that there are no conflicting interests. The state of communication between stakeholders has transitioned from competition or conflict into collaboration.

In terms of the quality of inspections, different stakeholders reported the improvement of labor inspectors. The traditional inspection visit, consisting of a labor inspector giving factories penalties for the detected compliance issues, has changed. BWJ accompanies labor inspectors through the process of conducting detailed inspection visits, thus allowing them to also communicate better with factories. A general change in the mentality of labor inspectors has been reported, including a slow exit of the penalty mentality. Inspectors reported having a more traditional approach to inspection before their involvement with the BWJ program. They mentioned that they used to conduct inspection visits, fine factories for their compliance issues and then leave, while now they have an advisory role to help factories to become compliant and reduce their penalties. Labor inspectors have also started inspecting the dorms and living conditions of workers, while in the past they were only limited to working conditions. According to labor inspectors who joined the secondment program established by BWJ, there has been a shift in the manner of conducting business. One labor inspector explained, "I am a solid believer in triangulation now. I must speak to workers and not only to management." It was noted that prior to BWJ, the focus of the inspection was on paperwork and management response. BWJ introduced the necessity of speaking to workers in the factory as an important step to understanding compliance and improving both work and living conditions.

EQ 14: How do the specific impacts of BW Jordan affect other BW/Better Factories programs? How do impacts in other BW countries impact BW Jordan?

Some of the BWJ approaches have been adopted by other countries. In particular, according to BW Global, the secondment program is being replicated in other countries.

EQ 15: What, if any, have been the gender-specific impacts (positive or negative) of the project's interventions, as well as impacts on minority, indigenous or other vulnerable or disadvantaged groups?

BWJ has pushed various issues on the agendas of all the garment sector stakeholders, and the provision of day-care was one of them. The Jordanian labor law stipulates that every workplace with a certain number of parents amongst their employees must provide day-care services. BWJ brought these issues to the table as the dialogue between stakeholders evolved. In the factory culture, day-care used to be provided on a case-by-case basis and has now been upgraded to include any worker who has children. When a day-care center is not available or created within the industrial zones, the factory pays the equivalent of its fees to the concerned workers. One factory stated that most workers prefer to leave their children with their families and thus receive the financial compensation.

BWJ also brought particular attention to the issue of sexual harassment, which is a taboo in Jordanian culture. Although stakeholders would have preferred to avoid discussing it, BWJ turned it into a priority and employers have recognized the benefits of addressing this issue. BWJ provided training on this topic to factory middle management, supervisors and workers. Some Jordanian workers reported benefiting from this training on a personal level, in addition to the professional level.

Another issue brought forward by BWJ has been that of mental health. Following a number of suicide cases among migrant workers, the attention to mental health became inevitable. Different stakeholders pointed out that BWJ brought the issue to the table, while they would have had the habit to ignore these kinds of issues due to cultural taboos and fear of affecting the reputation of the sector.

Although the factory workers are predominantly women, management positions continue to be mostly male dominated. In the new goals of BWJ, efforts are put into promoting more women to management positions. These efforts have led to more female supervisors, as well as an encouragement toward female workers' committee representation.

Factory management reported efforts put toward accessing more remote populations, including Jordanians in rural areas. GOJ has been insistent in directing companies to hire more Jordanians and this has led to the creation of satellite units to resolve the transportation issue faced by Jordanians living in rural areas, far from urban areas with job opportunities. As most of these workers are women, the creation of job opportunities additionally led to the integration of more Jordanian women into the labor market. In addition to creating job opportunities, the factory management reported efforts put into hiring Jordanians with disabilities.

The dorms have significantly improved not only in terms of space, but also options. Employers, factory management and the BWJ team explained that the dorm rooms now have fewer beds and more space between each bed. Additionally, certain factories created and improved common spaces for workers to spend time together, cook or watch TV. Some of the factories turned buildings that already existed in the industrial zones into dorms, while other big factories built

new dorm buildings and abided by local laws from the beginning, avoiding basic issues such as the safety of the building and the space restrictions. The dorms are now segregated by gender, in order to ensure the privacy and comfort of workers.

EQ 16: What has been the impact of BWJ's activities on the understanding and exercise of workers' rights to freedom of association, the right to organize and the right to collective bargaining? How and to what extent are industrial relations impacted by the program?

Throughout 2019, Better Work Jordan worked with stakeholders to promote social dialogue at the sectoral level and actively engage with workers in the process toward signing the fourth CBA in the garment sector. Following the extensive negotiations, a three-year CBA was signed between the Jordan Garments, Accessories & Textiles Exporters' Association (J-GATE), the Association of Owners of Factories, Workshops and Garments and the TU, which legalized it to become binding for all. This recent CBA includes new provisions such as an annual wage increase for workers, addressing the elimination of violence and harassment in factories, and calls for all employers to prohibit all forms of violence and harassment through adopting internal policies proposed by the MOL and based on certain conditions. Based on the CBA, employers shall take necessary measures to provide medical care to Jordanian and migrant workers, with more attention to the mental well-being of workers by referring them to specialized institutions in Jordan. BWJ supported the negotiation process during the drafting of the CBA, and facilitated separate negotiation sessions in July and October. Legal advice was provided through lawyers assigned to each of the union and the employers representatives, thus ensuring alignment with Jordanian labor law and including practical details of implementation. BWJ has created a culture of renewing CBAs, since the most recent agreement was the fourth of its kind and it has an ending date to ensure its renewal. This culture has improved the quality of the CBAs, as well as that of social dialogue and trust levels amongst stakeholders.

BWJ ensured the engagement of workers in the CBA discussions, where the TU consulted with workers from all nationalities with support from relevant translators: Jordanians, Nepali, Indian, Sri Lankan, Burmese, Pakistani and Bangladeshi. ACTRAV was also invited to contribute to these negotiations, thus ensuring further leverage for workers' participation.

The CBA was reported by all stakeholders as a success and as satisfying for all, and was translated to Arabic, English, Bangla, Sinhalese and Hindi languages on the TU's website. It has provided additional leverage and security to the TU and therefore to the promotion of workers' rights. BWJ trained and involved factory middle management in the implementation of the CBA, through presentations and trainings that explained how to integrate the CBA as part of their daily work. According to the TU, BWJ played an important role in the speed that brought this most recent CBA to life, through using their credibility to pressure factory owners who would otherwise delay the requests made directly by the TU. With the high credibility of BWJ amongst all stakeholders, the TU calls upon the BWJ team when they encounter resistance from factory management. While this has supported the access of workers to their rights, it has also created a dependence on BWJ.

It was reported during interviews that due to BWJ's focus on the garment sector and its origins in the FTA, it has an angle to please buyers. Factory issues and violations persist in the industrial

sector in general, which hinders radical change in working and living conditions despite the efforts and progress made until now.

Activists and leaders of the garment union came together to do some strategic thinking on how to open and make workers' voices heard, and the CBA is a step towards further equality for migrant workers. The practice of CBAs also allowed for enhanced communication between BWJ and other ILO entities such as ACTRAV and ACTEMP and the utilization of their expertise. ACTRAV and ACTEMP were invited to provide support to workers' and employers' associations during the negotiations that led to the CBA. ACTRAV provided technical support to the TU but they were unable to cover all industrial areas.

It is also important to mention the limitations of the TU, which has an important role and needs enhancement. Besides the fact that not all workers are members of the union, nor aware of its existence and sometimes of its role, the TU leadership has been the same for a long time and shows resistance to change. This reveals a need for attention to this matter and a deeper understanding of the TU's internal issues, beyond the general limitations of freedom of association in Jordan. This resistance to change by the TU has limited BWJ's ability to do capacity-building with the union, and therefore weakened workers' leverage as a result.

EQ 17: Are there regional, geographic or other disparities in the impact of the program (e.g., differences among QIZ factories versus satellite factories, differences among QIZs, differences based on proximity to the central government or MOL offices, etc.)?

According to stakeholders interviewed, there are clear disparities between small and bigger factories in terms of compliance. The "smaller factories" lack the financial and human resources necessary to upgrade their workplaces and dorms to compliance standards for those concerned. Stakeholders explained that BWJ has positively impacted large enterprises and now needs to focus on the smaller factories that continue to struggle. The latter category particularly suffered from the COVID-19 outbreak and subsequent lockdown. These small factories were reported in interviews as a big issue and as affecting the overall reputation of the Jordanian garment sector. Employers and union representatives discuss this issue with the MOL, however these factories need further attention and support. This issue would also support the need to view workers as a whole and transform them into an actual labor movement with leverage and significance.

Interviewed factory management mentioned that the issues within the main factories and satellite units are similar, and that the major difference is between migrant workers and Jordanian workers. The main factories are dominated by migrant workers who have specific issues related to food and dorms, while satellite units predominantly hire Jordanian workers and have their own set of issues related to absenteeism (due to family commitments or other personal issues) and high turnover. Migrant workers are reported to be more committed, and this is viewed as resulting from their coming to Jordan for work on a contract with a determined period, and thus focused entirely on work. Jordanians, on the other side, have family commitments and unexpected issues that arise, affecting their commitment to work. Although certain factories reported that absenteeism was not a main issue for them, others reported that fulfilling the Jordanian quota required by the MOL was a major issue, and that they preferred to hire migrant workers in terms of productivity. Certain interviewed factories even reported that they had hired Jordanians only in order to allow the company to hire more migrant workers, while other

factories reported that their satellite unit had grown in the past few years to become productive and profitable. An exchange of experiences between different factories could help improve the balance between migrant and Jordanian workers.

From the MOL's perspective, the low number of inspectors in their relevant department makes it difficult for them to visit all factories, and satellite units are usually the most neglected in these circumstances. The obstacle to reach satellite units also applies to the TU, even though their workers are Jordanians and more aware of the TU's work.

Disparities within the garment sector persist, and although considerable progress has been made, there are still factories that have serious compliance issues as well as other factories in the sector that are not affiliated with the BWJ program.

3.5 Sustainability

EQ 18: To what extent are the necessary agreements, procedures, and mechanisms in place to ensure the continuation of stakeholders' efforts in improving compliance with core labor standards and increasing the competitiveness of the Jordanian export garment sector? To what extent is the project demand-driven and locally led? Has the program implemented strategies for integration of individuals/organizations regardless of religion, gender, disability, race, ethnicity, and/or sexual orientation and gender identity?

The two major issues of sustainability faced by the program are the high turnover within the Jordanian government and that of the reliance of stakeholders on BWJ. In regard to turnover, BWJ is required to discuss the program, its vision and its impact over and over again, at every change within the GOJ. Besides consuming time and human resources to build trust again, the new personnel may have conflicting views and hinder the sustainability of compliance procedures.

Meanwhile, the acceptance of BWJ by the GOJ led to a reliance from the governmental entities on BWJ as a provider of services, and the government actors chose to focus on other sectors since BWJ is covering the garment sector. This means that governmental entities would pay less attention to the garment sector, and combined with the high turnover, their expertise in the garment sector could be lost.

BWJ signed an MoU with the Jordanian MOL to ensure the continuity of their activities with the inspection department and to counter the issue of high turnover of ministers. The secondment program with the MOL is thorough and includes accompanying labor inspectors on factory visits and evaluating their performance. Labor inspectors' mentality related to the inspection, and that of their department as whole, is transitioning from a simple penalty system toward a mechanism to provide advice and support to factories. This is of particular importance for sustainability. The change in the mindset of labor inspectors regarding their role and their influence on factories increased the level of trust between MOL and factories, which is an important element in promoting sound industrial relations. Moreover, even if labor inspectors are transferred to other sectors, they could potentially use their newly acquired knowledge and approach to other sectors in Jordan, thus benefiting wider groups of workers, irrespective of nationality.

In terms of sustainability, the program contributed to a transformation in MOL's approach to inspection, which was integrated into their visits and compliance checklists, such as including

dorms and mental health of workers. This is a commendable approach that could be replicated and scaled up to other inspection entities such as the SSC and MOH concerning OSH.

To ensure the maintenance and development of MOL inspection, a BW unit was created within the inspection department of the MOL, though its functioning was delayed due to the COVID-19 outbreak. The aim of this unit is to hand over the inspection from BWJ to the MOL, and replace BWJ's assessment and advisory visits, while maintaining international labor standards (ILS) and the standards of buyers. The creation of a whole unit to ensure handover reflects directly the sustainability aspect of the program, and its effort to solidify the established changes.

A direct collaboration between the MOL, the MOH and the SSC is taking place thanks to the involvement of BWJ, which enhances the focus on OSH-related issues and compliance standards. OSH matters affect both the MOH and the SSC since they both deal with compensation for work-related injuries and other harmful accidents.

Recently, during one of the meetings organized by BWJ, a request was made to bring in an expert and create a sector-wide strategy for the garment sector in Jordan. BWJ has facilitated this research through the US Embassy in Jordan following the demand of relevant stakeholders.

The CBA is a positive step for the garment sector in Jordan, and based on interviews it is a mechanism that all stakeholders want to see streamlined and established as part of their collaboration. The day-care centers and compensation, similarly to the CBA, have become established procedures by many factories.

The BWJ team leads the program based on the needs of the sector and its stakeholders through regular communication and meetings with all concerned parties. BWJ has created a platform of dialogue where even competitors meet to discuss and collaborate on compliance. BWJ has contributed to raising the awareness of stakeholders about the benefits of compliance for the garment sector in Jordan, in general, through their capacity-building efforts. The dialogue between stakeholders is now perceived as a need that should be maintained. The communication between stakeholders is an established way of working, thus ensuring its continuity regardless of BWJ's platform. If BWJ does not maintain their efforts, the dialogue could change shape but it would not be lost.

The TU receives support and capacity-building from BWJ, but it remains a weak authority compared to MOL or J-Gate. Considering the needs of the TU, the capacity building activities of BWJ remain limited vis-a-vis the intensity of the needs of the union. This indicates the buyer-oriented approach of BWJ and the need for refocusing on the TU's role in protecting workers' rights. The TU has several internal issues, including their low capacity and resistance to changing their mentality and way of working (discussed above). The leadership of the TU has been the same for a few decades and it works within the Jordanian context, which is not conducive to freedom of association and independent trade unions.

As the BWJ program is headed by a local, his knowledge of the Jordanian context helps the program in its demand-driven direction. However, it seems that the program's credibility with national stakeholders relies highly on one person, thus becoming a sustainability issue. In case of a simple turnover within BWJ, the program could be affected. This is a double-edged sword for BWJ.

The identification of stakeholders was made on a demand basis, and besides the regular program activities, BWJ shows flexibility and support towards arising issues and the needs of stakeholders. The involvement of the MOH and SSC came about organically with their concern with OSH-related matters. All interviewees unanimously stated that the BWJ program is locally led, which means that stakeholders are convinced about the introduced changes and this strengthens their sustainability.

The BWJ strategy for engagement with stakeholders has maintained a purposeful approach to include a wide range of relevant stakeholders. BWJ has engaged with relevant stakeholders regardless of religion, gender, disability, race, ethnicity, and/or sexual orientation and gender identity. However, the program did not design specific interventions to account for differences regarding religion, gender, disability, race, ethnicity, and/or sexual orientation and gender identity. This could be attributed to the fact that there is no need to address these particular markers of discrimination, albeit it would be recommended to develop a clearer focus and targeting for people with disabilities. A review and update of the achievements of the gender strategy developed in 2018 would also increase the gender focus.

EQ 19: Is the project tracking useful sustainability indicators for medium-term outcomes (such as sustained motivation, resources, capacity, or linkages); long-term outcomes (such as sustained service delivery, access, or demand); or for impacts (such as sustained behaviors, practices or service utilization)? If so, which outcomes show the greatest likelihood of being sustained after external support has ended?

BWJ had been considering the following as its sustainability indicators:

Indicator	Sustainability factor
Percent of workers indicating job satisfaction	Sustained Impact
Percentage of participating factories reporting reduced or constant number of audits (use this to monitor buyer-acceptance of the transition to stakeholders delivering core services – particularly MOL with assessments)	Sustained practices/behaviors
Percentage of factories fully serviced by local stakeholders and many other activity-oriented indicators in this vein, such as percentage of factories partially serviced by local stakeholders	Sustained access (to enterprise advisory/assessment services)
Number of factories with active and effective bipartite committee	Sustained access (for workers); also, sustained motivation (of factories and workers) to engage in joint problem solving
Percent of workers who say they feel comfortable going to the union if they have a problem	Sustained demand (for union representation/advocacy and other services)
Percentage of factories that have effective grievance handling mechanisms	Sustained capacity; sustained practices/behaviors

The indicators used by BWJ remain rather quantitative and the BWJ team expressed their need to focus on more qualitative indicators. For example, when it comes to the secondment program, the skills of inspectors are evaluated, but there is a need to evaluate their capacity as well. These indicators focus on activities, outputs and short-term outcomes, whereas sustainability needs to consider long-term results, which at present does not seem to be the case. It would be important for BWJ to think longer-term and adapt their strategy in view of long-term outcomes and results that should be sustained.

When it comes to sustained motivation, resources, capacities or linkages, these aspects are not monitored through the program indicators but through discussions and interactions with the program's stakeholders. However, it is not clear how they are measured and whether they are systematically reported to ensure sustainability. It is evident from discussions with different stakeholders that further attention toward innovative approaches to sustainability may be required in terms of practice as well as in terms of monitoring and reporting.

Likewise, when it comes to impact (or change over time) it is difficult to establish statistically which results are likely to continue over time. During the evaluation process, discussions with stakeholders indicated an interest in the continuation of the following practices:

- Compliance for most factories, driven by employers' will to grow the sector and ensure its expansion (to the EU countries), but slower: This is linked to Outcome 1, aiming for BWJ's core service delivery to be expanded and optimized as the strategic consequence of increased compliance levels.
- Trained inspectors continuing the taught practice and expanded inspection of dorms: This practice was led by Outcome 2, which aims for ILO, IFC and WBG to build the capacity of national stakeholders to allow for full or partial transfer of responsibility for core service delivery.
- CBA practice: This directly serves Outcome 3, which aims to have "sustainable mechanisms for policy and labor market reform in the garment sector and beyond have been established in Jordan."

However, it was also noted that it was not clear to stakeholders how the coordination for the development of a CBA or a sector-wide strategy would continue without the presence of BWJ. The level of dependency on BWJ varies between stakeholders and needs further attention.

EQ 20: What could strengthen activities designed to promote project sustainability (e.g., the secondment program, the BW unit in the MOL, the fee for service structure for brands and for enterprise services, etc.)?

The strategy for BWJ focused on developing the capacity of national stakeholders to ensure the program's sustainability in the long-term. This includes increased engagement with the MOL and building new strategic partnerships. The new collaboration agreements forged with the JCI and the SSC are positive steps for the program's new direction.

When it comes to the BW unit within the MOL, the handover of BW activities to the inspection department should be part of the strategy followed by BWJ. The whole purpose of creating this

department was to ensure sustainability, which should not further feed the MOL's dependency on BWJ.

The TU is in need of smoother and clearer steps for workers to reach their demands, which is also in the interest of employers. The employers' and workers' organizations are in close communication, especially due to the need for coordination during the COVID-19 outbreak crisis. The business drive for factories is important; however, maintaining the ethical aspect of compliance is also important, particularly from the TU's point of view. The TU needs to be transformed and gain more influence in order to strengthen the workers' position. The sector needs workers' voices to be heard in order for BWJ's efforts to be sustained.

A more direct link between factories and buyers could be established, along with the designation of a stakeholder to sustain the communication and events such as the buyers' forum. The idea is to decrease reliance on BWJ for factory-buyer communications and improve the credibility of local entities other than BWJ.

Additionally, increased credibility for local stakeholders could mitigate the dependency of buyers on BWJ assessments.

EQ 21: What are the challenges and opportunities arising in the context of the pandemic that may have an effect in BWJ's sustainability? Are there any risks or opportunities that are likely to limit or facilitate the sustainability (technical, financial, economic, social, institutional, and environmental) of project results?

The most frequently mentioned opportunity arising from the context of the pandemic was the transition to digital payments. BWJ has been pressuring factories to conduct salary payments digitally for a while now. With the context of the pandemic and the need to avoid cash exchange as part of the health measures against the spread of COVID-19, factories transitioned to digital payments rather quickly.

As soon as the lockdown was announced in March 2020, all stakeholders coordinated to handle the various arising issues, from the evacuation of certain workers to the re-opening of factories and the incorporation of new health and safety measures. The context of the pandemic revealed the importance of the coordination of all stakeholders and the fruitful result of BWJ's efforts to bring them together.

BWJ quickly communicated with factories and started online trainings on COVID-19 measures, while factories, the TU and embassies coordinated the evacuation of workers who wanted to fly back to their home countries. In parallel, employers' organizations and governmental stakeholders coordinated to re-open factories and avoid the interruption of their work. The JCI reported that many factories were very creative in solving issues related to COVID-19 measures. Some factories developed a shift system to ensure physical distancing, while others brought in entertainment materials (like ping pong tables) to the dorms for workers to have activities available for them, and some other factories used different spaces to ensure the continuation of production.

4. CONCLUSIONS

Relevance

BWJ is a timely and relevant program for the context in Jordan. The program was needed by local stakeholders, who praised the program and its interventions. At its onset, BWJ successfully engaged with all relevant stakeholders to enable a strong commitment to international labor standards and a strong focus on providing required services to factories, thus enabling increased compliance and stronger relations with buyers.

Throughout the years, BWJ has continued to maintain relevance by developing innovative programs, such as the secondment program, and engaging with different stakeholders such as the Social Security Corporation and Ministry of Health to increase knowledge and adherence to international labor standards.

The program has been anchored in a buyer-centered approach since its inception. In recent years it has started to engage with non-garment sector factories but it continues to focus on exporting factories (whether in the garment or non-garment sectors). However, the project constantly makes reference to the “garment sector” in Jordan which includes non-exporting factories, SMEs and micro-enterprises as well. According to the BWJ team, the mandate of the program is to focus on exporting factories and not on others. However, the relevance of the program could be enhanced by a shift in mandate to include all factories within the garment sector. This would ensure improvement for the sector as a whole and not only for exporting factories. The exclusion of SMEs engaged in the garment sector in Jordan from the work of BWJ reduces its relevance to the entire sector, and needs innovative approaches and commitment from government, BWJ and the donor to ensure that improvement is truly sector-wide and not only on the exporting side. It will also require additional human and financial resources to enable BWJ to expand its mandate further.

Effectiveness

On the factory level, the program continues to conduct assessments and advisory visits to factories and aims to streamline and scale this activity to other sectors. On the ground, the credibility of BWJ reports has been established amongst buyers, factories and governmental entities.

Stakeholders rely on BWJ reports, and factories are driven by the international labor standards, thus leading to a considerable improvement in the working environment for both migrant and Jordanian workers, as well as the living conditions of migrant workers. The program’s approach focuses on improved compliance as a means to improving the working and living conditions of workers. Improvements occur indirectly through the focus on factory compliance. The BW approach is still mainly driven by buyers’ satisfaction, which indirectly benefits the competitiveness of the Jordanian garment sector through the attraction of investors and buyers, and the working and living conditions of workers through compliance requirements. Although a Canadian-funded program which began in 2019 directly focuses on capacity building of the TU, and USDOL-funded core activities have been supporting social dialogue at the sectoral level over the years, including the series of CBAs, there is a loophole in the design, especially related to the

sustainability of the program's efforts, in terms of empowering and strengthening workers' organizations. In its design, BWJ's focus on developing workers' organizations is limited in comparison to the focus on other stakeholders, whether in the form of workers' committees in each factory or a unified organization like the General Trade Union of Workers in Garment, Textile and Clothing. Although the program has worked on this aspect in practice, the design of the program excludes this focus, thus leading to a weakness in its practice in this area. In program design, the capacity-building component focuses on national stakeholders, although in practice the focus remains mostly on the Ministry of Labor.

The design of BWJ includes a focus on gender and incorporates the BW Global gender strategy. BWJ also developed its own gender strategy through consultation with national stakeholders, which was followed by a progress report. The design integrates a gender element in both the factory and policy levels, including within the team that is in direct contact with factories and workers. Jordan is a challenging environment for gender and sexual harassment issues, and clearly targeting these issues in the program design and bringing them forward in the garment sector was a bold and important contribution. Additionally, BWJ has worked on the reinforcement of Jordanian labor laws regarding day-care centers to allow Jordanian workers to be more involved in the garment sector.

The effectiveness of BWJ could be attributed to the long duration of the program in Jordan, which enabled it to build relationships of trust between the program and the different stakeholders, as well as amongst the stakeholders themselves. Effectiveness is also attributed to sound program management and leadership as well as their awareness and knowledge of the local context.

More could be done in terms of the engagement of workers. The TU and other stakeholders believe that they continue to face challenges from factory management (although BWJ facilitates this approach, it is still a challenge). The effectiveness of engagement with workers through the TU and the ULC could be improved by setting clear targets and programs that focus on a bottom-up approach to empower and strengthen workers and the TU.

Efficiency

The program is adequately managed, and all stakeholders reported positively on their interaction with the program team. It is also evident that the number of staff is limited compared to the heavy workloads they have. The presence of a Chief Technical Officer who is Jordanian was an enabling factor in advancing the program and its objectives.

The program is monitored through a set of quantitative indicators that track activities and outputs. However, less attention is given to understanding how results are achieved. For example, program activities that focus on improving living and work conditions are not adequately measured or reported (although BWJ does carry out such activities).

Compliance assessments encourage factories to carry out the required changes, but it is not sufficient as it is only related to large enterprises, while the rest of the enterprises (as detailed in the value chain assessment above) are not covered by the program and only those who are engaged with buyers care about the assessments.

The USDOL funding modality affects efficiency because it hinders multi-year planning for programs, which is required to increase the efficiency and effectiveness of some interventions such as the activities with the trade union and workers.

Impact

The impact of BWJ is cumulative and it is difficult to ascertain its specific impacts over a specific timeframe, because most of the results of the program are visible over time and are due to the long-standing relationship established since 2009 between the program and its stakeholders.

Stakeholders reported improvements in the working and living conditions of workers. It was also noted that the program has started to put a concerted effort into mainstreaming gender in its activities, through a focus on addressing sexual harassment and mental health. In addition, the program is supporting Jordanian women in some satellite factories to advance and develop a career path to join middle management.

Discussions with factory management also indicated a change in mindsets towards the needs and conditions of workers and towards understanding the importance of workers' well-being for the businesses.

Stakeholders also commended the collective bargaining agreement and believed that it was a positive step towards improving the working and living conditions of workers in the garment sector,

Sustainability

The creation of a BWJ department within the MOL is expected to reinforce BWJ's relationship with the ministry and help create sustainable mechanisms, although it is too early to tell. The BWJ department has not yet been completely set up due to issues and delays related to the COVID-19 outbreak.

This dependency on BWJ is a worrying indicator in terms of sustainability and necessitates further attention, such as enhancing the credibility of the institution who should be conducting these assessments, whether it is governmental or non-governmental. Buyer relations also needs more attention in order to ensure the sustainability of their interest in the Jordanian garment sector, possibly through another entity with high credibility such as BWJ.

5. LESSONS LEARNED AND PROMISING PRACTICES

5.1 Promising Practices

- Buyer-centered models are effective to ensure compliance with ILS for exporting factories.
- Enlargement of the secondment program to include inspectors from different relevant line ministries (Social Security Corporation) is a good approach to increasing awareness and adherence to ILS.
- BWJ created a platform for a stronger dialogue amongst stakeholders, which has been institutionalized in the shape of the CBA. The practice itself, as well as the wording of the CBA, ensure clarity and visibility for all concerned stakeholders, including the important element of security for workers.
- BWJ is being led by a local who understands the context and this is an important factor in the success of the program.

5.2 Lessons Learned

- Behavioral change programs such as BWJ require long-term commitment and investment to yield results, as learned from the transformations of the Jordanian garment sector since the beginning of the program.
- The buyer-centered model requires adjustments for partnerships and innovation to encompass non-exporting factories as well.
- Long-running programs run the risk of creating dependency in the absence of clear sustainability plans and approaches.
- Although the Jordanian cultural context supports the reliance of the program on one person and their credibility, the program's sustainability is threatened if it relies on one person instead of institutionalized operating standards.
- BWJ needs to put increased focus on Jordanian policy reform for the functioning of the garment sector and the implementation of the CBA, on a governmental level, and for that purpose, ILO resources could be utilized. Other ILO programs can support BWJ in their advocacy activities, based on their best practices and experience.

6. RECOMMENDATIONS




	Recommendation	Stakeholder	Timeframe	Priority	Resources
	Relevance				
1	Increase relevance through revising BWJ's mandate to ensure that factories within the garment sector in Jordan are covered and not only those exporting to the US. This would ensure a sector-wide adherence to ILS which is an important aspect of ILO work and is aligned with the priorities of USDOL. Resource implications for this should be discussed and reviewed since BWJ cannot be expected to widen its mandate without a revision and increase in resources (human and financial)	BWJ & USDOL	Medium Term	High	Medium
2	<ul style="list-style-type: none"> In addition to a Canadian-funded program focusing on TU capacity building, once the results are available, the program should build on these efforts for adequate interventions to ensure relevance to union needs and priorities. The TU should have an active role and BWJ a supportive role to the TU in terms of policy reform activities. The TU is responsible for solving their internal barriers to become politically present and strong, as well as receive support from BWJ to increase their credibility and leverage. For the TU, this would mean more outreach and inclusion of garment sector workers, and more presence in the QIZs. For BWJ, it would mean supporting the TU in building a strategy to strengthen their relations and networks to gain credibility, but may also include financial support to hire more personnel and increase their presence in QIZs. Workers lack understanding about the extent of the TU's authority and role. The TU needs to do more outreach to workers, or possibly develop a system 	BWJ & USDOL	Short Term	High	Medium

	Recommendation	Stakeholder	Timeframe	Priority	Resources
	<p>to provide every newly hired worker with information about the TU's existence and role.</p> <ul style="list-style-type: none"> This first step could lead to a building of trust between workers and the TU. <p>This would require changes to BWJ interventions, a grant modification and additional/different resources, staff, etc., which in turn would also require action by USDOL to approve and allocate resources.</p>				
	Effectiveness				
3	Provide training to factory top management to align their work approaches with the trained middle management and workers.	BWJ	Short Term	Medium	Low
4	Develop a strategy for empowering the ULC and the TU in order to strengthen the workers' side of the program.	BWJ & USDOL	Medium Term	High	Low
5	Strengthen the work of the ULC through a comprehensive program focused on promoting concepts related to freedom of association, gender equality and builds capacity on labor issues within the workers' circles. This would also require USDOL to provide adequate resources to enable BWJ to engage in this work.	BWJ & USDOL	Short Term	Medium	Low
6	Work with the TU and government on necessary policy reforms to empower the TU to play an active role and also to promote freedom of association.	BWJ, GOJ, TU & ILO	Medium Term	Medium	Low
	Efficiency				
7	Review indicators and develop qualitative indicators to monitor change and impact.	BWJ, BWG & USDOL	Short Term /Medium term	High	Low
8	USDOL, BWG, and BWJ need to consider that behavioral change programs such as BWJ require time and consistent investment. It is recommended that USDOL reviews as much as possible the funding modality to ensure the availability of funds for program activities over a multi-year approach.	USDOL, ILO & BWG			

	Recommendation	Stakeholder	Timeframe	Priority	Resources
9	Focus on policy change and the utilization of ILO resources. This may require a program modification/revision or budget revision to reallocate more resources to policy-related activities, which should be discussed with USDOL and other donors.	BW, USDOL & ILO	Medium	Medium	High
10	Review the staffing of the project and ensure the presence of required skills in managing/engaging in activities with the TU as well as potential advocacy efforts.	BWJ, USDOL & ILO	Short	High	Medium
Sustainability					
11	Draw lessons learned from the PAC and the CBA process and institutionalize these methods and approaches to ensure sustainability.	BWJ & GOJ	Medium	Medium	Low
12	Consider using existing government assessment models, such as the Golden List, as an entry point for consolidating and harmonizing the criteria used by GOJ to align with ILS. This could be an interim mechanism that would increase credibility in government processes and mechanisms.	BWJ & GOJ	Short	High	Low
13	MOL and BWJ should activate the BW unit at MOL and ensure that it has enough resources and capacities.	BWJ & MOL	Short term	High	High
14	Conduct an assessment into how the fee-for-service model can be scaled up for sustainability.	BWJ	Medium term	Medium	Medium
15	BWJ should focus on how the coordination for the development of a CBA or a sector-wide strategy would continue without the presence of BWJ.	BWJ	Long term	High	Medium
16	BWJ should increase the capacity of employers' associations to engage with buyers and gradually phase out from managing employer-buyer relations. USDOL should consider the resource implication of this recommendation.	BWJ, USDOL & employers' association	Short Term	High	Low
17	BWJ could consider developing a program with buyers through which big factories coach and train smaller ones (those which are non-compliant) to strengthen commitment and adherence	BWJ, BWG, USDOL & buyers	Medium term	Medium	Low

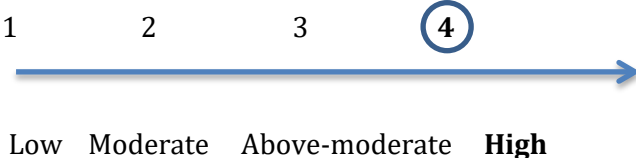
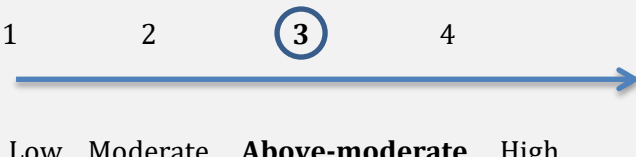
	Recommendation	Stakeholder	Timeframe	Priority	Resources
	to ILS. The program could be part of strengthening the role of employers' associations. This could also be part of a sustainability model that could be explored by the program. USDOL should consider the resource implication of this recommendation.				
18	USDOL and BWJ should establish additional indicators to track and measure progress towards long-term outcomes so that progress towards local ownership and capability can be assessed by local stakeholders over time (even beyond the life of or external to BWJ), as part of the sustainability strategy.	BWJ & USDOL	Long term	High	Medium
19	BWJ and USDOL should ensure the inclusion of some metric and process for collecting data on changes in perceived credibility among specific local stakeholders and begin tracking this outcome.	BWJ & USDOL	Long term	High	Medium

Annex 1: Rapid Scorecard

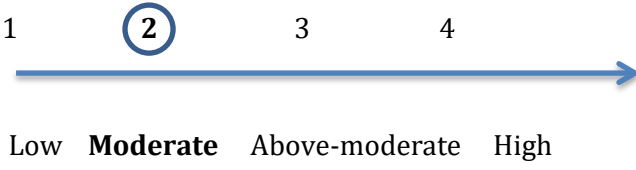
From your perspective, ⁹ rate how effectively (e.g., moving project toward its intended results) the project has been regarding each of its specific outcomes:	
Project Outcome (Circle one rating 1-5 for each element)	Comments
<p>Outcome 1:</p> <p>1 2 3 ④</p>  <p>Low Moderate Above-moderate High</p>	<p>Outcome 1. By 2022, Better Work Jordan's core service delivery will be expanded and optimized.</p> <p>The outcome is on track and is exceeding some targets. There is a strong focus on this outcome within project activities</p>
<p>Outcome 2:</p> <p>1 2 ③ 4</p>  <p>Low Moderate Above-moderate High</p>	<p>Outcome 2. By 2022, national stakeholders demonstrate both organizational and staff capacity to fulfil their mandate and to take partial delivery of BW core services.</p> <p>This outcome is generally functioning well. However, the capacities of the stakeholders is not uniform. MOL is better equipped compared to employers and workers' associations which remain weak and require further attention and capacity enhancement to be able to work independently. BWJ has been engaging with the national partners, the levels of activities have been varied due to the resources availability</p>
<p>Outcome 3:</p> <p>1 ② 3 4</p>  <p>Low Moderate Above-moderate High</p>	<p>Outcome 3. By 2022, sustainable mechanisms for policy and labor market reform in the garment sector and beyond have been established in Jordan.</p> <p>Sustainability mechanisms require further attention. Stakeholders expressed a serious dependency on BWJ which indicates that they are not able to function independently of the project. CBA negotiations were facilitated by BWJ and ILO and did not proceed in an organic manner.</p>

⁹ Based on the triangulation of information from the project database and other sources and the data collected through interviews and FGD during the evaluation process.

What outcomes, components or/and practices implemented by the project do you consider as being those more critical for the project to become sustainable in the long term? Currently, what is the likelihood that those outcomes/ components/ practices remain sustainable?

Outcome/ Component/ Practice	Likelihood that it will become sustainable
<p>1. The on-the-job training program targeting inspectors from the ministry of labor and the inspectors of the Social Security Corporation is an important practice/program. The coaching approach has been useful in improving skills and increasing understanding and knowledge of the importance of triangulation of information. Amongst the results is a change in the mind-set of some labor inspectors who will continue to use the skills acquired from the secondment program to conduct inspection visits within the garment sector and beyond. (Outcome 2)</p>	 <p>A horizontal scale from 1 to 4 with an arrow pointing right. The number 4 is circled. Below the scale are the labels: Low, Moderate, Above-moderate, High.</p>
<p>2. BWJ has successfully built trust amongst social partners that had previously had little or no coordination and collaboration. The ability of the project to bring together buyers, employers, workers representatives, government to the same table during regular meetings and for discussions and taking collective action is an exceptional practice.</p> <p>Focus on building trust is an important contribution that enabled the achievement of results and that could be built on to support sustainability efforts.</p> <p>All stakeholders are engaged in this process and the result is that stakeholders are aware of the roles and responsibilities of each other and there is a common objective for all of them which is to improve the garment sector in Jordan. The sustainability of PAC and ULC (if institutionalized) is</p>	 <p>A horizontal scale from 1 to 4 with an arrow pointing right. The number 3 is circled. Below the scale are the labels: Low, Moderate, Above-moderate, High.</p>

What outcomes, components or/and practices implemented by the project do you consider as being those more critical for the project to become sustainable in the long term? Currently, what is the likelihood that those outcomes/ components/ practices remain sustainable?

Outcome/ Component/ Practice	Likelihood that it will become sustainable
<p>promising because all stakeholders are interested and committed to one goal (improving the garment sector) + there is strong political will to maintain a good reputation for the sector. (Outcomes 2 and 3)</p>	
<p>3. Collective Bargaining Agreement has been a major achievement of BWJ. The modality of negotiations and the support provided by the project enabled the development of a strong CBA. While it is in effect, it will be implemented but whether the stakeholders are able to develop a new one independently of BWJ support remains to be seen. (Outcome 3)</p>	 <p>1 2 3 4</p> <p>Low Moderate Above-moderate High</p>

Annex 2: Evaluation Matrix

Evaluation Questions	Data Sources	Relevant Stakeholder(s)
Relevance/Validity of Design		
1	<p>To what degree is the project design/results framework (RF) appropriate and adequate to improve the working conditions in factories, build the capacity of national stakeholders, and create sustainable mechanisms for policy reforms within the garment sector in Jordan? <i>(Are results at the same level of the RF both individually necessary and jointly sufficient to achieve the outcomes above them? Are the intermediate results adequate to drive expected change at the next level? Is the RF an accurate reflection of the project it was meant to describe, reflecting realistic goals given the resources and time available for project inputs?)</i></p>	<p>Project documents, including Better Work Jordan Country Strategy, BW Annual Reports and a sample of factory assessment reports carried out in 2018-2019 by BW advisors, Results Framework and Performance Monitoring Plan, Technical Progress Reports, Work plans and activity logical sequencing, Policy briefs and research, Annual reports</p> <p>KIIs</p>
<p>Program Manager</p> <p>ILO BW Program at Geneva</p> <p>Ministry of Industry, Trade and Supply, Ministry of Trade and Supply, General Trade Union of Workers in Textile Garment and Clothing Industries, General Federation of Jordanian Trade Unions, Ministry of Labor authorities and staff</p>		
Coherence		
2	<p>During the project design stages, did the project effectively identify stakeholders and assess the needs, capacities, resources and motivations of target groups? To what extent did the project consult and engage groups that could bring diverse perspectives (including based on their religion, gender, disability, mental health,</p>	<p>Project documents, Reports on needs assessments, stakeholder analysis, Results Framework, Worker and management survey results</p> <p>KIIs</p>
<p>Project Manager,</p>		

Evaluation Questions		Data Sources	Relevant Stakeholder(s)
	race, ethnicity, and/or sexual orientation and gender identity)?	FGDs	<p>BWJ Program Staff of Amman,</p> <p>Ministry of Labor authorities and staff,</p> <p>Labor inspectors trained by the program,</p> <p>Social Security Corporation,</p> <p>Ministry of Industry, Trade and Supply</p> <p>Jordan Garment and Textiles Exporters Association (J-GATE), Jordan Chamber of Industry (JCI), General Trade Union of Workers in Textile Garment and Clothing Industries;</p> <p>General Federation of Jordanian Trade Unions, Management from factories</p> <p>Factory workers</p>
Effectiveness			
3	What is the perception of workers, employers, and brands regarding the implementation of the project and its outcome?	<p>Annual Reports and transparency portal, Worker and management survey results</p> <p>KIIs</p>	<p>Jordan Garment and Textiles Exporters Association (J-GATE), Jordan Chamber of Industry (JCI), General Trade Union of Workers in Textile Garment and Clothing Industries;</p> <p>General Federation of Jordanian Trade Unions,</p>

Evaluation Questions		Data Sources	Relevant Stakeholder(s)
		FGDs	Management from factories, Brand and retail partners Factory workers
4	How does the organizational capacity of project implementers, target institutions, and implementing partners limit or facilitate the effectiveness and sustainability of project interventions? Does the project implementation adequately account for differences in capacity? (<i>ILAB/OTLA learning priority question 4</i>) Has the project's capacity building efforts strengthened the capacity of national stakeholders (MoL, TU) to deliver services? If so, how?	Project documents, Stakeholder analysis, Sustainability Plans and Risk Management Plans, Results Framework and Performance Monitoring Plan KIIs	Ministry of Labor authorities and staff, Labor inspectors trained by the program, ILO BW Program at Geneva; BWJ Program Staff at Amman, BW advisors to factories, Jordan Garment and Textiles Exporters Association (J-GATE), Jordan Chamber of Industry (JCI), General Trade Union of Workers in Textile Garment and Clothing Industries; General Federation of Jordanian Trade Unions, Management from factories
5	How has BWJ supported unions to represent workers effectively in Better Work member factories? How has BWJ promoted fair social dialogue and collective bargaining? To what extent have workers and worker organizations effectively used this support in their activities?	Project documents, Workplans, Worker and management survey results KIIs	Program Manager, ILAB FTA Enforcement Manager, BWJ Program Staff at Amman, Jordan Garment and Textiles

Evaluation Questions		Data Sources	Relevant Stakeholder(s)
		FGDs	Exporters Association (J-GATE), Jordan Chamber of Industry (JCI), General Trade Union of Workers in Textile Garment and Clothing Industries; General Federation of Jordanian Trade Unions Factory workers
6	What are the key internal or external factors that limit or facilitate results achievement? How effectively did the project manage risks and implement mitigation strategies to address them?	Project documents, Technical Progress Reports (TPRs), Context and background on Jordan, Policy briefs, Risk Management Plans, Annual Reports KIIs	Program Manager; ILAB FTA Enforcement Manager; US Embassy Labor Attaché at Amman, ILO BW Program at Geneva; BWJ Program Staff of Amman, Ministry of Labor authorities
7	Has BWJ ensured that program activities effectively reach the target number of beneficiary stakeholders (by sex and migration status [e.g. Jordanian vs. foreign workers], as appropriate)? This includes: Workers' association(s), workers Factory management, producers, brands Ministry of Labor, in particular labor inspectors	Project documents, Annual reports, Results Framework and Performance Monitoring reports, Tufts Impact Assessment, Worker and management survey results KIIs	Jordan Garment and Textiles Exporters Association (J-GATE), Jordan Chamber of Industry (JCI), General Trade Union of Workers in Textile Garment and Clothing Industries; General Federation of

Evaluation Questions		Data Sources	Relevant Stakeholder(s)
			Jordanian Trade Unions, Brand and retail partners, Management from factories, Ministry of Labor, Labor inspectors trained by the program, Factory management
Efficiency			
8	What are the key strengths and weaknesses of BW's staffing and management arrangements? To what extent is ILAB's Results-Based Management approach viewed as a helpful management tool by the project and its implementing partners? <i>(ILAB/OTLA learning priority question 5).</i>	KIIs Project budget Project organigram ILAB results framework	Manager, ILAB FTA Enforcement Manager, BWJ Program Staff at Amman,
9	How effectively did the project monitor and report performance data? Which, if any, performance indicators or tools does the project find most useful for project management? Why does the project find these tools more or less useful? What improvements could be made on performance indicators?	Results Framework and Performance Monitoring Plan, Technical Progress Reports (TPRs), performance Data Tracking Tables, Annual Reports and transparency portal KIIs	Program Manager, BWJ Program Staff
10	To what extent have BW's factory compliance assessments, remediation assistance and monitoring, and the publication of reports on producer compliance occurred in a timely and efficient manner? How has information produced by the project been utilized in mobilizing stakeholders to change policies and practices?	Project documents, Work plans, Technical Progress Reports (TPRs), Tufts Impact Assessment KIIs	Program Manager, BWJ Program Staff of Amman, Jordan Garment and Textiles Exporters Association (J-GATE), Jordan Chamber of

Evaluation Questions		Data Sources	Relevant Stakeholder(s)
			Industry (JCI), Industries, General Federation of Jordanian Trade Unions Factory Owners
11	How has BWJ responded to the changes in the implementation context? Specifically, how has BWJ responded to the constraints generated in the garment sector by the COVID19 pandemics?	Risk Management Plans, Worker and management survey results, Technical Progress Reports (TPRs) KIIs	BWJ Program Staff
Impact			
12	What drives compliance behavior by employers? (<i>ILAB/OTLA learning priority question 7</i>). Have the factories and buyers modified their compliance approach as result of the partnership with Better Work?	Tufts Impact Assessment, Internal policies and guidelines of factories KIIs	Ministry of Labor Jordan Garment and Textiles Exporters Association (J-GATE), Jordan Chamber of Industry (JCI), Brand and retail partners, Factory management
13	What, if any, changes have occurred in stakeholder policies, programs, or resource allocation as a result of project activities? What changes do international garment and textile buyers and importers perceive (either positive or negative) in the export-competitiveness of Jordan's garment and textile industry since 2017? To what extent do they attribute changes to BW activities?	Technical Progress Reports (TPRs), Policy briefs, Internal guidelines and policies for unions KIIs	Ministry of Labor authorities, Labor inspectors trained by the program; Social Security Corporation, Ministry of Industry, Trade and Supply, Jordan Garment and Textiles Exporters Association (J-GATE), Jordan Chamber of Industry (JCI), Brand and

Evaluation Questions		Data Sources	Relevant Stakeholder(s)
		FGDs	retail partners, Factory management Factory workers
14	How do the specific impacts of BW Jordan affect other BW/Better Factories programs? How do impacts in other BW countries impact BW Jordan?	KIIs	ILO BW Program at Geneva International Financial Corporation representatives ILAB FTA Enforcement Manager
15	What, if any, have been the gender-specific impacts (positive or negative) of the project's interventions, as well as impacts on minority, indigenous or other vulnerable or disadvantaged groups? What has been the impact of BWJ's activities on the working and living conditions of workers in the garment sector, including migrant workers?	Project documents, Results Framework, Reports on needs assessments, Workplans KIIs FGDs	Factory management, Jordan Garment and Textiles Exporters Association (J-GATE), Jordan Chamber of Industry (JCI), General Trade Union of Workers in Textile Garment and Clothing Industries Factory workers
16	What has been the impact of BWJ's activities on the understanding and exercise of workers' rights to freedom of association, the right to organize and the right to collective bargaining? How and to what extent are industrial relations impacted by the program?	Tufts Impact Assessment, Technical Progress Reports (TPRs), Annual reports, Worker and management survey results KIIs	Factory management, Jordan Garment and Textiles Exporters Association (J-GATE), Jordan Chamber of

Evaluation Questions		Data Sources	Relevant Stakeholder(s)
		FGDs	Industry (JCI), General Trade Union of Workers in Textile Garment and Clothing Industries, Ministry of Labor, Ministry of Industry, Trade and Supply, Factory workers
17	Are there regional, geographic or other disparities in the impact of the program (e.g., differences among QIZ factories versus satellite factories, differences among QIZs, differences based on proximity to the central government or MOL offices, etc.?)	Technical Progress Reports (TPRs), Tufts Impact Assessment, Stakeholder analysis, Policy briefs KIIs FGDs	Factory management, Ministry of Labor, Ministry of Industry, Trade and Supply, General Trade Union of Workers in Textile Garment and Clothing Industries, Jordan Garment and Textiles Exporters Association (J-GATE); Jordan Chamber of Industry (JCI) Factory workers
Sustainability			
18	To what extent are the necessary agreements, procedures, and mechanisms in place so to ensure the continuation of stakeholders' efforts in improving compliance with core labor standards and increasing the competitiveness of the Jordanian export garment sector? To what extent is the project demand-driven and locally	ILO's ILS policy, Current or new policies KIIs	Ministry of Labor authorities and staff, Labor inspectors trained by the program, Social Security Corporation, Ministry of Industry, Trade and Supply, Jordan Garment and Textiles Exporters Association (J-GATE), Jordan Chamber of

Evaluation Questions	Data Sources	Relevant Stakeholder(s)
<p>led? Has the project implemented strategies for integration of individuals/organizations regardless of religion, gender, disability, race, ethnicity, and/or sexual orientation and gender identity?</p>	<p>FGDs</p>	<p>Industry (JCI), General Trade Union of Workers in Textile Garment and Clothing Industries, General Federation of Jordanian Trade Unions, USDOL Program Manager, BW Program Staff of Amman,</p> <p>Factory workers</p>
<p>19 Is the project tracking useful sustainability indicators for medium-term outcomes (such as sustained motivation, resources, capacity, or linkages); long-term outcomes (such as sustained service delivery, access, or demand); or for impacts (such as sustained behaviors, practices or service utilization)? If so, which outcomes show the greatest likelihood of being sustained after external support has ended? <i>(ILAB/OTLA learning priority question 6)</i></p>	<p>Project documents, Sustainability Plans</p> <p>KIIs</p>	<p>Program Manager, BWJ Program Staff, Ministry of Labor authorities and staff, Labor inspectors trained by the program</p>
<p>20 What could strengthen activities designed to promote project sustainability (e.g., the secondment program, the BW unit in the MOL, the fee for service structure for brands and for enterprise services, etc.)?</p>	<p>KIIs</p>	<p>Program Manager, BWJ Program Staff Ministry of Labor authorities and staff, Labor inspectors trained by the program, Social Security Corporation, Ministry of Industry, Trade and Supply, Jordan Garment and Textiles Exporters Association (J-GATE), General Trade Union of Workers in Textile Garment and Clothing Industries</p>

	Evaluation Questions	Data Sources	Relevant Stakeholder(s)
21	<p>What are the challenges and opportunities arising in the context of the pandemics that may have an effect in BWJ's sustainability? Are there any risks or opportunities that are likely to limit or facilitate the sustainability (technical, financial, economic, social, institutional, and environmental) of project results?</p>	<p>COVID-19 context in Jordan, Technical Progress Reports (TPRs), Reports on needs assessments</p> <p>KIIs</p>	<p>Program Manager, BWJ Program Staff, Ministry of Labor authorities and staff, Labor inspectors trained by the program, Social Security Corporation, Ministry of Industry, Trade and Supply, Jordan Garment and Textiles Exporters Association (J-GATE), General Trade Union of Workers in Textile Garment and Clothing Industries, Factory Management</p>

Annex 3: List of People Interviewed

This page is intentionally left blank in accordance with the Federal Information Security Management Act (FISMA) of 2002, Public Law 107-347.

Annex 4: List of Documents Reviewed

1. Better Work Jordan Stage II Logframe and Performance Plan (2017-2022)
2. ToC BWJ Final – Narrative
3. ToC BWJ Phase III
4. Jordan Apparel Strategy June 2020
5. BWJ Impact Indicators Workers Round 3
6. BWJ Impact Indicators Managers Round 3
7. Better Work Jordan Country Strategy 2017-2022
8. Better Work Global Stage IV (2017-2022)
9. Better Work Jordan Annual Report January-December 2019
10. Better Work Jordan Annual Report – A Decade of Sustainable Change 2020
11. Kevin Kolben. The Jordanian Garment Industry and Better Work. Discussion Paper 34. November 2019
12. Annual Report 2018 An Industry And Compliance Review Jordan REPORTING PERIOD January – December 2017
13. Better Work Jordan at a Glance
14. BWJ Work plan April 2018
15. TPR Jan 2018
16. TPR April 2018
17. TPR July 2018
18. TPR October 2018
19. TPR July 2019
20. TPR April 2019
21. TPR October 2019
22. TPR Jan 2020
23. TPR July 2020
24. Expenditure Report October 2018
25. Expenditure Report October 2018-March 2019
26. samples for labour inspectors evaluation completed by BWJ, after finishing the secondment period.
27. Naoya Adachi, Nathan Benevides, Jessica Burke, Esther Kim, Fatimah Martin & Evie Prastakou. Transforming Relationships into Change: Assessment of Better Work Jordan’s Stakeholder Engagement Strategies. Capstone Report School of International and Public Affairs (SIPA) Columbia University May 2018
28. Steps towards Gender Equality in the garment sector of Jordan Highlights form the sexual harassment prevention seminar
29. MINUTES Better Work Jordan Multi-Stakeholders’ Forum Wednesday August 1st 2018

Annex 5: Stakeholder Validation Session Agenda and Participants

Participant list removed in accordance with the Federal Information Security Management Act (FISMA) of 2002, Public Law 107-347.

Validation Session Agenda

Time	Activity	Responsible Person
13 :00 - 13 :45	Presentation of Preliminary Findings	Nahla Hassan & Marwa Ershaidat
13 :45 - 14 :15	Feedback from Programme Team	BWJ Team
14 :15 - 14 :30	Clarification of any pending issues	All Participants

TERMS OF REFERENCE

Independent Interim Evaluation

Better Work Phase III

in

JORDAN

Project Award Number: IL-21187-10-75-K
Recipient Account Number: 529825802
Financing Agency: U.S. Department of Labor
Grantee Organization: International Labor Organization
Dates of Project Implementation: July 2017 – June 2022
Type of Evaluation: Independent Interim Evaluation
Evaluation Field Work Dates: November 9-20, 2020
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Evaluation Order Number: 1605C3-20-F-00011



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INTRODUCTION

The United States Department of Labor (USDOL), through its Bureau for International Labor Affairs (ILAB), has contracted with Sistemas, Familia y Sociedad (SFS) to conduct performance evaluations of technical assistance projects in Guatemala, Jordan and Bangladesh. The present terms of reference (TOR) pertain to the interim performance evaluation of the *Better Work Stage III* project in Jordan. This document serves as the framework and guidelines for the evaluation. It is organized into the following sections:

1. Background
2. Purpose, Scope, and Audience
3. Evaluation Questions
4. Evaluation Design and Methodology
5. Evaluation Team, Management, and Support
6. Roles and Responsibilities
7. Evaluation Milestones and Timeline
8. Deliverables and Deliverable Schedule
9. Evaluation Report

I. BACKGROUND¹⁰

Jordan is a small, upper-middle income country with a relatively young population. The country has limited natural resources and a fragile environment, both of which affect its economic opportunities. Although garment manufacturing has not historically been an important industry in Jordan, it has enjoyed growth since the mid-1990s. Over the past 20 years, Jordan's garment industry has emerged as a critical node in the global apparel supply chain. In 2019, garments and related exports were valued at over US\$ 1.9 billion and accounted for about 23% of the country's total exports. As of October 2019, according to Ministry of Labor data the exporting garment industry employed over 76,220 workers, including around 18,400 Jordanians and 57,800 migrant workers. Most of Jordan's garment factories are located in economic zones in Dulayl, Irbid and Sahab and the majority of the workers are economic migrants from South and Southeast Asia. The US continued to be Jordan's largest garment export market due to the established Free Trade Agreement (FTA) between the two countries.

Jordan has been able to export its educated workforce to the Gulf while simultaneously receiving a large number of expatriate workers to fill low paid jobs. As a result, approximately 75 percent of Jordan's garment employees are foreign workers from South Asian countries like Bangladesh, Sri Lanka, and Nepal. Many of these migrant workers remain legally and economically vulnerable. The demography of the workforce in Jordan's garment sector has created unique challenges by heavily relying on migrant workers.

Although Jordan has been able to steadily grow its economy over the past decades, the benefits have not been shared equitably between all members of Jordan's society. The latest refugee influx due to the war in Syria has stretched already limited resources and imposed severe stress on Jordan's economy. The United Nations High Commissioner for

¹⁰ Adapted from Better Work Jordan Country Strategy and Better Work Jordan 2020 Annual Report

Refugees estimates that there are more than 650,000 Syrian refugees living in Jordan. Although forced labor, recruitment practices and the conditions of work have been improved over the previous years, there is still room for improvement in both areas among other aspects.

USDOL started funding Better Work Jordan (BWJ) in September 2014 and has provided a total of US\$ 24,260,000 incrementally since then. Other funding for the BWJ project is provided by the International Finance Organization (IFC) and the World Bank Group (WBG). By 2022, Better Work Jordan strives to accelerate improvements in working conditions and business competitiveness in Jordan’s garment industry as well as the exporting industrial sector at large. It also aims to boost scalability and sustainability of impact by strengthening the capacity of national stakeholders, aligning new strategic and operational partnerships, and shaping national policies. Accordingly, the program’s intervention in the country is two-tiered: the factory-level and the institutional and policy level. At the factory level, it delivers an integrated service model to improve working conditions and business competitiveness, and at the institutional and policy level, Better Work Jordan works with national tripartite partners – i.e. the government, trade union, and employer organizations – to inform and strengthen domestic laws and institutions.

The program strategy is based on a theory of change for Jordan’s exporting industrial sector that lifts people out of poverty by providing decent work, empowering women, and driving business competitiveness and economic growth. Better Work Jordan’s interventions aim to impact more than 65,000 workers and their family members lifting them out of poverty through decent work, empowering women, and through achieving business competitiveness, contributing to inclusive economic growth. The direct recipients of Better Work services and technical assistance are individual factories and employer organizations (J-GATE, JCI), workers and their organizations (General Trade Union of Workers in Textile Garment & Clothing Industries and the General Federation of Jordanian Trade Unions), and government agencies (MOL, Social Security Corporation, and Ministry of Industry, Trade and Supply).

The new project phase (phase III) is built in such a way as to consolidate the results achieved and strengthen national stakeholders’ capacity. Better Work Jordan phase III has three main goals. First, it will accelerate and deepen improvements in factories in the garment industry. Second, it will build the capacity of the national stakeholders in order to eventually localize core service delivery while taking a more quality assurance role in the process. And third, it will create sustainable mechanisms for policy reforms in the garment industry and beyond.

To this end, the project has developed three program outcomes:

Outcome 1: By 2022, Better Work Jordan’s core service delivery will be expanded and optimized
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Outcome 2: By 2022, at the national level, ILO, IFC and WBG will have strengthened national institutions

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

II. PURPOSE, SCOPE AND AUDIENCE

This interim performance evaluation will assess the performance and achievements of the project's Phase III, which has a period of performance from 1 July 2017 – 30 June 2022. The evaluation team will glean information from a diverse range of project stakeholders who participated in and were intended to benefit from interventions in Jordan.

The purpose of this interim performance evaluation is to:

6. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the validity of the project design and the extent to which it is suited to the priorities and policies of the host government and other national stakeholders;
7. Determine whether the project is on track toward meeting its objectives, identify the challenges and opportunities encountered in doing so, and analyze the driving factors for these challenges and opportunities;
8. Assess the effectiveness of the project's strategies and the project's strengths and weaknesses in project implementation and identify areas in need of improvement;
9. Provide conclusions, lessons learned, and recommendations; and
10. Assess the project's plans for sustainability at local and national levels and among implementing organizations and identify steps to enhance its sustainability.

The evaluation will provide evidence to inform decision-making, understanding of lessons learned, and recommendations for future projects. The evaluation team will assess the project through the perspectives of a diverse range of stakeholders who participated in and were intended to benefit from project interventions.

The primary audience of the evaluation includes ILAB, ILO and its national stakeholders, and the Government of Jordan (MoL, MoIT). The evaluation findings, conclusions, and recommendations will serve to improve project implementation and inform stakeholders in the design and implementation of subsequent projects in the country and elsewhere as appropriate.

The scope of the evaluation includes Phase III BWJ project and, as relevant, the evaluation should also acknowledge the project support that has been received from other donors.

III. EVALUATION QUESTIONS

Following discussions with ILAB and ILO, the evaluation team developed key questions for this evaluation in accordance with the Organization for Economic Co-operation and

Development Assistance Committee criteria: Relevance/Validity, Coherence, Effectiveness, Efficiency, Impact, and Sustainability.¹¹

This interim evaluation will assess the project's performance and achievements in meeting their objectives, the relevance of project services to target groups' needs, project efficiency and effectiveness, the impact on project objectives, and the potential for sustainability. It will also capture promising practices, lessons learned, and emerging trends. In particular, the evaluation will focus on:

- Assessing the effectiveness of the project's strategies and the project's strengths and weaknesses in project implementation, identifying areas in need of improvement; and
- Assessing the project's plans for sustainability at local and national levels and among implementing organizations, identifying steps to enhance its sustainability.

The team may identify further areas of inquiry that may be included in the analysis as appropriate.

With this in mind, the evaluation team will apply the following evaluation questions:

Relevance/ Validity of Design

1. To what degree is the project design/results framework (RF) appropriate and adequate to improve the working conditions in factories, build the capacity of national stakeholders, and create sustainable mechanisms for policy reforms within the garment sector in Jordan? *(Are results at the same level of the RF both individually necessary and jointly sufficient to achieve the outcomes above them? Are the intermediate results adequate to drive expected change at the next level? Is the RF an accurate reflection of the project it was meant to describe, reflecting realistic goals given the resources and time available for project inputs?)*

Coherence

2. During the project design stages, did the project effectively identify stakeholders and assess the needs, capacities, resources and motivations of target groups? To what extent did the project consult and engage groups that could bring diverse perspectives (including based on their religion, gender, disability, mental health, race, ethnicity, and/or sexual orientation and gender identity)?

Effectiveness

3. What is the perception of workers, employers, and brands regarding the implementation of the project and its outcome?
4. How does the organizational capacity of project implementers, target institutions, and implementing partners limit or facilitate the effectiveness and sustainability of

¹¹ Note that the OECD/DAC criteria have been revised as of January 2020:

<https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

project interventions? Does the project implementation adequately account for differences in capacity? (*ILAB/OTLA learning priority question 4*) Has the project's capacity building efforts strengthened the capacity of national stakeholders (MoL, TU) to deliver services? If so, how?

5. How has BWJ supported unions to represent workers effectively in Better Work member factories? How has BWJ promoted fair social dialogue and collective bargaining? To what extent have workers and worker organizations effectively used this support in their activities?
6. What are the key internal or external factors that limit or facilitate results achievement? How effectively did the project manage risks and implement mitigation strategies to address them?
7. Has BWJ ensured that program activities effectively reach the target number of beneficiary stakeholders (by sex and migration status [e.g. Jordanian vs. foreign workers], as appropriate)? This includes:
 - Workers' association(s), workers
 - Factory management, producers, brands
 - Ministry of Labor, in particular labor inspectors

Efficiency

8. What are the key strengths and weaknesses of BW's staffing and management arrangements? To what extent is ILAB's Results-Based Management approach viewed as a helpful management tool by the project and its implementing partners? (*ILAB/OTLA learning priority question 5*).
9. How effectively did the project monitor and report performance data? Which, if any, performance indicators or tools does the project find most useful for project management? Why does the project find these tools more or less useful? What improvements could be made on performance indicators?
10. To what extent have BW's factory compliance assessments, remediation assistance and monitoring, and the publication of reports on producer compliance occurred in a timely and efficient manner? How has information produced by the project been utilized in mobilizing stakeholders to change policies and practices?
11. How has BWJ responded to the changes in the implementation context? Specifically, how has BWJ responded to the constraints generated in the garment sector by the COVID19 pandemics?

Impact

12. What drives compliance behavior by employers? (*ILAB/OTLA learning priority question 7*). Have the factories and buyers modified their compliance approach as result of the partnership with Better Work?
13. What, if any, changes have occurred in stakeholder policies, programs, or resource allocation as a result of project activities? What changes do international garment and

textile buyers and importers perceive (either positive or negative) in the export-competitiveness of Jordan's garment and textile industry since 2017? To what extent do they attribute changes to BW activities?

14. How do the specific impacts of BW Jordan affect other BW/Better Factories programs? How do impacts in other BW countries impact BW Jordan?
15. What, if any, have been the gender-specific impacts (positive or negative) of the project's interventions, as well as impacts on minority, indigenous or other vulnerable or disadvantaged groups? What has been the impact of BWJ's activities on the working and living conditions of workers in the garment sector, including migrant workers?
16. What has been the impact of BWJ's activities on the understanding and exercise of workers' rights to freedom of association, the right to organize and the right to collective bargaining? How and to what extent are industrial relations impacted by the program?
17. Are there regional, geographic or other disparities in the impact of the program (e.g., differences among QIZ factories versus satellite factories, differences among QIZs, differences based on proximity to the central government or MOL offices, etc.)?

Sustainability

18. To what extent are the necessary agreements, procedures, and mechanisms in place so to ensure the continuation of stakeholders' efforts in improving compliance with core labor standards and increasing the competitiveness of the Jordanian export garment sector? To what extent is the project demand-driven and locally led? Has the project implemented strategies for integration of individuals/organizations regardless of religion, gender, disability, race, ethnicity, and/or sexual orientation and gender identity?
19. Is the project tracking useful sustainability indicators for medium-term outcomes (such as sustained motivation, resources, capacity, or linkages); long-term outcomes (such as sustained service delivery, access, or demand); or for impacts (such as sustained behaviors, practices or service utilization)? If so, which outcomes show the greatest likelihood of being sustained after external support has ended? (*ILAB/OTLA learning priority question 6*)
20. What could strengthen activities designed to promote project sustainability (e.g., the secondment program, the BW unit in the MOL, the fee for service structure for brands and for enterprise services, etc.)?
21. What are the challenges and opportunities arising in the context of the pandemics that may have an effect in BWJ's sustainability? Are there any risks or opportunities that are likely to limit or facilitate the sustainability (technical, financial, economic, social, institutional, and environmental) of project results?

These evaluation questions will provide the structure for the evaluation and be tailored to the specific objectives, expected results, activities, and stakeholders of the project. The evaluation team identifies the data sources it intends to use to answer these questions in Appendix A.

IV. EVALUATION DESIGN AND METHODOLOGY

An evaluation team composed by a Lead Evaluator (LE) and a National Consultant/Monitoring and Evaluation Expert will be responsible for this evaluation. The evaluation team will address the evaluation questions using multiple sources of evidence, combining primary qualitative data with secondary quantitative data. It will obtain data for this evaluation by conducting:

- A document review
- Fieldwork including key informant interviews (KIIs) and focus group discussions (FGDs), which will be conducted either remotely or in-person as relevant during the COVID-19 pandemic
- Quantitative analysis of secondary data

The evaluation team will use the sources described below to evaluate the project.

4.1 Document Review

The evaluation team will review the following documents, if available, before conducting field visits. The team will use the documents to assess the six evaluation criteria.

- Project documents, including Better Work Jordan Country Strategy, BW Annual Reports and a sample of factory assessment reports carried out in 2018-2019 by BW advisors
- Results Framework and Performance Monitoring Plan
- Technical Progress Reports (TPRs), including performance Data Tracking Tables
- Annual Reports and transparency portal
- Reports on needs assessments, stakeholder analysis, and specific project activities
- Sustainability Plans and Risk Management Plans
- Work plans and activity logical sequencing
- Federal Financial Reports (FFR), Budgets and Records of Expenditures
- Policy briefs and research available on the BW website, including worker and management survey results, academic papers
- Tufts Impact Assessment (for information regarding employer compliance behavior)
- Any other relevant documents or deliverables

4.2 Fieldwork in Jordan

Prior to beginning fieldwork, the evaluation team will host a logistics call with project directors and staff to plan the field visit and data collection. ILO will assist the evaluation team in scheduling KIIs and FGDs. The evaluation team reserves the right to add to or modify this list in the process of fieldwork or desk review, as appropriate.

The fieldwork itinerary will be determined based on scheduling and the availability of KII and FGD participants. Meetings will be scheduled in advance of the field visit and coordinated by ILO project staff, in accordance with the evaluation team's requests. The evaluation team will conduct KIIs and FGDs with stakeholders without the participation of any project staff. KIIs will be conducted remotely by the lead evaluator. The lead

evaluator (based in Egypt) will conduct interviews remotely, and the local consultant (based in Jordan) will conduct face-to-face KIIs and FGDs. She will also conduct field visits to a sample of project sites in Amman or/and in Qualified Industrial Zones around Irbid and in Dulyal and/or Sahab, as needed, as well as satellite factories that are located outside of the main industrial zones. She will also be in charge of collecting and reviewing data from project factory assessments, advisory, trainings, and regarding project activities with the Labor Inspectorate/ MOL. Whenever possible and with the permission of the informants, audio recordings will be made for the purpose of the study only; the recordings will be destroyed once the analysis is completed. These recordings will be for the evaluation team only and will not be shared with ILAB, ILO, or anyone else.

Key Informant Interviews

The evaluation team will conduct approximately 39 KIIs over 12 days with project stakeholders in Jordan or remotely by phone, as appropriate. The evaluation team will attempt to interview an equal distribution of male and female respondents. As appropriate, the evaluation team will maximize efficiency by conducting KIIs with 2-3 respondents simultaneously. The evaluation team will conduct a KII with the ILAB Project Managers (former and current) and with representatives of the following organizations; however, the number of KIIs and participants for each organization will depend on availability.

Focus Group Discussions

Pending discussions with ILAB and ILO, the evaluation team will facilitate 22 FGDs. Each will be composed of 6 to 12 participants (ILO staff, workers). In identifying FGD participants, the evaluation team will work with ILO to select a random sample of factories and participants across a meaningful range of characteristics pertinent to the project, including nationality.

Exhibit 1: KII and FGD Data Collection Strategy

Stakeholder Type	Method	Sample Size	Potential Respondents
US Government	KII	3 KII	USDOL Project Manager; ILAB FTA Enforcement Manager; US Embassy Labor Attaché at Amman
Grantee and Implementing Partners	KII	6 KII, 2 FGD	ILO BW Program at Geneva; BWJ Project Staff at Amman, including BW advisors to factories; International Financial Corporation representatives
Host-Country Government	KII, FGD	7 KII	Ministry of Labor authorities and staff, including a sample of Labor inspectors trained by the project; Social Security Corporation; Ministry of Industry, Trade and Supply
Employers' Associations	KII	3 KII	Jordan Garment and Textiles Exporters Association (J-GATE); Jordan Chamber of Industry (JCI)

Workers' Associations	KII	4 KII	General Trade Union of Workers in Textile Garment and Clothing Industries; General Federation of Jordanian Trade Unions
Business Community (brands)	FGD	2 FGD	A sample of brand and retail partners, including manufacturing groups that own large numbers of factories globally

Stakeholder Type	Method	Sample Size	Potential Respondents
Project Beneficiaries	KII	5 KII	BW enterprises' high-level managers from enterprises suggested by ILO
	KII, FGD	10 KII 18 FGD	<p>Middle management and workers from a sample of 10 factories covered by the project, including those who have experienced success as well as those encountering challenges:</p> <ul style="list-style-type: none"> • 3 factories in Amman • 3 factories in Irbid • 2 factories in Zarka (this city is close to Amman) • 1 factory in Karak (only one remote KII with management) • 1 factory in Mafraq (this city is close to Irbid) <p>In each factory (except Karak): 1 KII with management and 2 FGD with workers (one with women and one with men)</p>

Ethical Considerations

The evaluation team will observe utmost confidentiality related to sensitive information and feedback elicited during the KIIs and FGDs. To mitigate bias during the data collection process and give informants maximum freedom of expression, only the lead evaluator and the local consultant will be present during KIIs, along with an interpreter as necessary. However, when necessary, ILO staff may accompany the evaluation team to make introductions, facilitate the evaluation process, make respondents feel comfortable, and allow the lead evaluator to observe the interaction between ILO staff and the interviewees.

The evaluation team will respect the rights and safety of participants in this evaluation. During this study, the evaluation team will take several precautions to ensure the protection of respondents' rights:

- No interview will begin without receipt of informed consent from each respondent.

- The evaluation team will conduct KIIs and FGDs in a confidential setting, so no one else can hear the respondent's answers.
- COVID-19 precautions and social distancing will be implemented during face-to-face interviews and FGDs.
- The evaluation team will be in control of its written notes at all times.
- The evaluation team will transmit data electronically using secure measures.
- The evaluation team will talk with respondents to assess their ability to make autonomous decisions and their understanding of informed consent. Participants will understand that they have the right to skip any question with which they are not comfortable or to stop at any time.

Interactive Validation Session and Post-Trip Debriefing

After the end of fieldwork, the lead evaluator will conduct an interactive, participatory validation session (virtually, if need be) with stakeholders to review initial findings, collect any clarifying information to improve evaluation accuracy, and obtain input on recommendations of the evaluation. The date and format of the meeting will be determined in consultation with ILAB and the ILO.

When fieldwork is complete, the evaluation team will provide a post-trip debriefing by video call to relevant ILAB staff to share initial findings and PowerPoint slides from the stakeholder validation session, and to seek any clarifying guidance needed to prepare the report.

4.3 Quantitative Analysis of Secondary Data

Secondary data will consist of available monitoring reports, BWJ annual assessments and a sample of factory assessment reports, as well as worker and manager surveys (please see Section 4.1 for a complete list of documents to be included in this evaluation). The evaluation team will work with ILAB to secure prompt access to secondary data from ILO, relevant government bodies, and external sources. After gaining access to the data, the evaluation team will immediately assess their quality and relevance in answering the research questions and develop a list of relevant indicators. The evaluation team's analysis of these data will inform the correlation and validation of findings from the qualitative data collection.

The evaluation team will analyze project monitoring data to assess the performance of activities relative to expected results. The evaluation team's analysis, which will rely on descriptive statistics such as counts, tabulated proportions, and means, will identify common trends, patterns, and any changes in stakeholders' motivation, behavior, capacity, practices, policies, programs, relationships, or resource allocation as a result of project activities. The evaluation team will use project monitoring data and quantitative data collected during evaluation fieldwork (please see Appendix D for a rapid scorecard template), triangulated with relevant qualitative data collected during interviews and FGDs, to develop summary achievement and sustainability ratings for the project on a four-point scale: low, moderate, above-moderate, and high.

4.4 Limitations

The evaluation team will base its findings on information collected from background documents, KIIs, FGDs, and secondary quantitative data. The evaluation team will assess the integrity of this information to determine the accuracy of the evaluation findings. Primary data collected from beneficiaries may reflect the opinions of the most dominant groups without capturing the perceptions of less vocal groups. The evaluation team will consider this possibility and make sure that all parties can freely express their views. The evaluation team will mitigate this potential limitation by conducting FGDs and KIIs in a place where informants can speak freely and where no one but the evaluation team can hear the respondents' answers.

Some stakeholders may lack access to or capability of the technology necessary for conducting virtual interviews. Additionally, some respondents may lack the ability to connect remotely from a location that allows for privacy and confidentiality. Wherever possible, the evaluation team will work with the project to provide a computer connection and private room for stakeholders who do not have a reliable and/or confidential place to be interviewed.

The garment community in Jordan is primarily comprised of migrant workers, and the evaluation team may require interpretation to speak with workers during fieldwork. Due to the variety of languages spoken, workers who speak a language for which no interpretation services are available may not be eligible for inclusion in the sample.

This evaluation will rely on secondary performance information in annual reports, available monitoring databases, a sample of factory assessment reports and other publications such as the workers/managers' survey. The quality of the data will affect the accuracy of the statistical analysis. The evaluation team will not be able to check the validity and reliability of performance data given the limited time and resources.

V. EVALUATION TEAM, MANAGEMENT AND SUPPORT

Nahla Hassan will serve as Lead Evaluator. She will be responsible for overseeing the implementation of the evaluation methodology, conducting the remote virtual interviews during fieldwork, consolidating the findings from all data collection methods, conducting the post-fieldwork validation session, and writing the evaluation report. Ms. Hassan is an Egyptian national with over 20 years of professional experience in relief, economic and social development both in research and programmatic interventions. She has excellent qualitative research experience including impact assessments, project evaluations and policy recommendations, including past evaluations for USDOL. Her topical focus has been in labor rights, education, gender, refugees, HIV/AIDS, child rights and development communication. She is an Egyptian national.

Marwa Ershaidat will serve as Monitoring and Evaluation Expert/Local Consultant. As a Jordanian national, Ms. Ershaidat will be conducting the face-to-face interviews and FGD for the evaluation and will support Ms. Hassan with scheduling and data analysis, as appropriate. Ms. Ershaidat is a Jordanian lawyer with specialization in conflict resolution. She has relevant experience relief operations and in M&E of humanitarian assistance projects that included the issues of livelihoods, gender, migration, and sexual harassment.

The evaluation team will promote transparency and dialogue with a clear dissemination strategy. This process includes:

- Developing and sharing with ILAB an explicit plan that details how the data collected will be used.
- Providing a draft report in a timely fashion that gives ILAB and ILO enough time for a thorough review.
- Producing a professional, complete report, along with a utilization-focused executive summary that support dissemination and publication.

SFS' monitoring and evaluation experts and management personnel will provide logistical, administrative, and technical support to the evaluation team, including in-country travel arrangements and all materials needed to provide the deliverables specified in the TOR. SFS staff will also be responsible for providing technical oversight necessary to ensure consistency of methods and technical standards.

In light of the COVID-19 pandemic, to protect the health and safety of Ms. Ershaidat and the respondents, SFS will also ensure that social distancing measures will be implemented and masks will be worn during all interviews and interpersonal interactions. Masks will also be provided for participants who may not already have them. To the greatest extent possible, in-person interviews will be conducted outdoors or arranged in locations where there is good ventilation.

VI. ROLES AND RESPONSIBILITIES

The evaluation team will conduct the evaluation according to the TOR. SFS (the Evaluator) is responsible for accomplishing the following items:

- Receiving and responding to or incorporating input from ILO and ILAB on the TOR draft
- Finalizing and submitting the TOR and sharing concurrently with ILO and ILAB
- Reviewing project background documents
- Reviewing the evaluation questions and refining them as necessary
- Developing and implementing an evaluation methodology, including document review, remote and face-to-face KIIs and FGDs, and secondary data analysis, to answer the evaluation questions
- Conducting planning meetings or calls, as necessary, with ILAB and ILO
- Deciding the composition of field visit KII and FGD participants to ensure the objectivity of the evaluation
- Capturing photographs of and anecdotes or quotes from stakeholders interviewed during fieldwork to incorporate in the stakeholder validation session presentation, final report and infographics
- Ensuring that appropriate health and safety, informed consent, ethics and do no harm protocols are understood and followed throughout the evaluation process
- Presenting preliminary findings verbally to project field staff and other stakeholders as determined in consultation with ILAB and ILO
- Preparing an initial draft of the evaluation report for 48-hour and a second draft for two-week review and sharing it with ILAB and ILO
- Preparing and submitting the final report and infographics

ILAB (the Donor) is responsible for the following items:

- Reviewing the TOR, providing input to SFS as necessary, and agreeing on final draft
- Providing project background documents to SFS, in collaboration with ILO
- Briefing ILO on the upcoming field visit and working with them to coordinate and prepare for the visit and to ensure health and safety of evaluation team members and participants
- Reviewing and providing comments on the draft evaluation report and infographics
- Approving the final draft of the evaluation report and infographics
- Participating in the pre- and post-trip debriefing and interviews
- Including the ILAB evaluation contracting officer’s representative (COR) on all communication with SFS

ILO (the Grantee) is responsible for the following items:

- Reviewing the TOR, providing input to SFS as necessary, and agreeing on the final draft
- Providing project background materials to SFS, in collaboration with ILAB
- Preparing a list of recommended interviewees with feedback on the draft TOR
- Scheduling meetings during the field visit and coordinating all logistical arrangements
- Helping SFS to identify and arrange for interpreters as needed to facilitate worker interviews
- Reviewing and providing comments on the draft evaluation reports
- Providing logistical support, financing, and participating in the stakeholder debriefing meeting
- Providing in-country ground transport to meetings and interviews
- Taking appropriate health and safety measures for themselves, the local consultant, interpreters, and participants in the COVID-19 environment (please see precautions described in Evaluation Management section above).
- Including the ILAB program office on all written communication with SFS.

VII. EVALUATION MILESTONES AND TIMELINE

Activity	Date (2020)
Evaluation launch call	August 20
Draft TOR submitted to ILAB and ILO	September 18
ILAB and ILO feedback on draft TOR due to SFS	September 28
Evaluation team submits data collection methodology and evaluation matrix	October 9
Final TOR, field itinerary, and draft list of stakeholders submitted to ILAB and ILO	October 13

Activity	Date (2020)
Logistics call with ILAB and ILO	October 14
Submission of data collection instruments to ILAB	October 26
In-briefing with ILO	November 2
Fieldwork in Jordan	November 9-20
Interactive stakeholder validation session (remote, if needed)	November 23
Post-evaluation debriefing with ILAB	December 1
Initial draft report for 48-hour review submitted to ILAB and ILO	December 14
48-hour review comments due to SFS	December 16
Disseminate draft report and executive summary to ILAB, ILO, and other key stakeholders for 2-week review	December 21
2-week review comments due to SFS	January 15, 2021
Final draft report and draft 1-page infographic summary submitted to ILAB	January 25, 2021
Final 508-compliant report and final 1-page infographic summary submitted to ILAB	February 15, 2021

VIII. DELIVERABLES AND DELIVERABLE SCHEDULE

- A. Draft TOR: Sept 18, 2020
- B. Final TOR, field itinerary, and draft list of stakeholders: October 13
- C. Logistics call, including TOR feedback: October 14
- D. Draft data collection instruments: October 26
- E. In-briefing with ILO: November 2
- F. Interactive stakeholder validation session (remote, if needed): November 23
- G. Initial draft report for 48-hour review: December 14
- H. Draft report for 2-week review: December 21
- I. Final draft report and draft 1-page infographic summary: January 25
- J. Final 508-compliant report and final 1-page infographic summary: February 15

IX. EVALUATION REPORT

Within 3 weeks after the stakeholder meeting, the lead evaluator will complete a draft report of the evaluation following the outline below and SFS will share it with the ILAB COR, ILAB Project Managers, and ILO for an initial 48-hour review. Once the lead

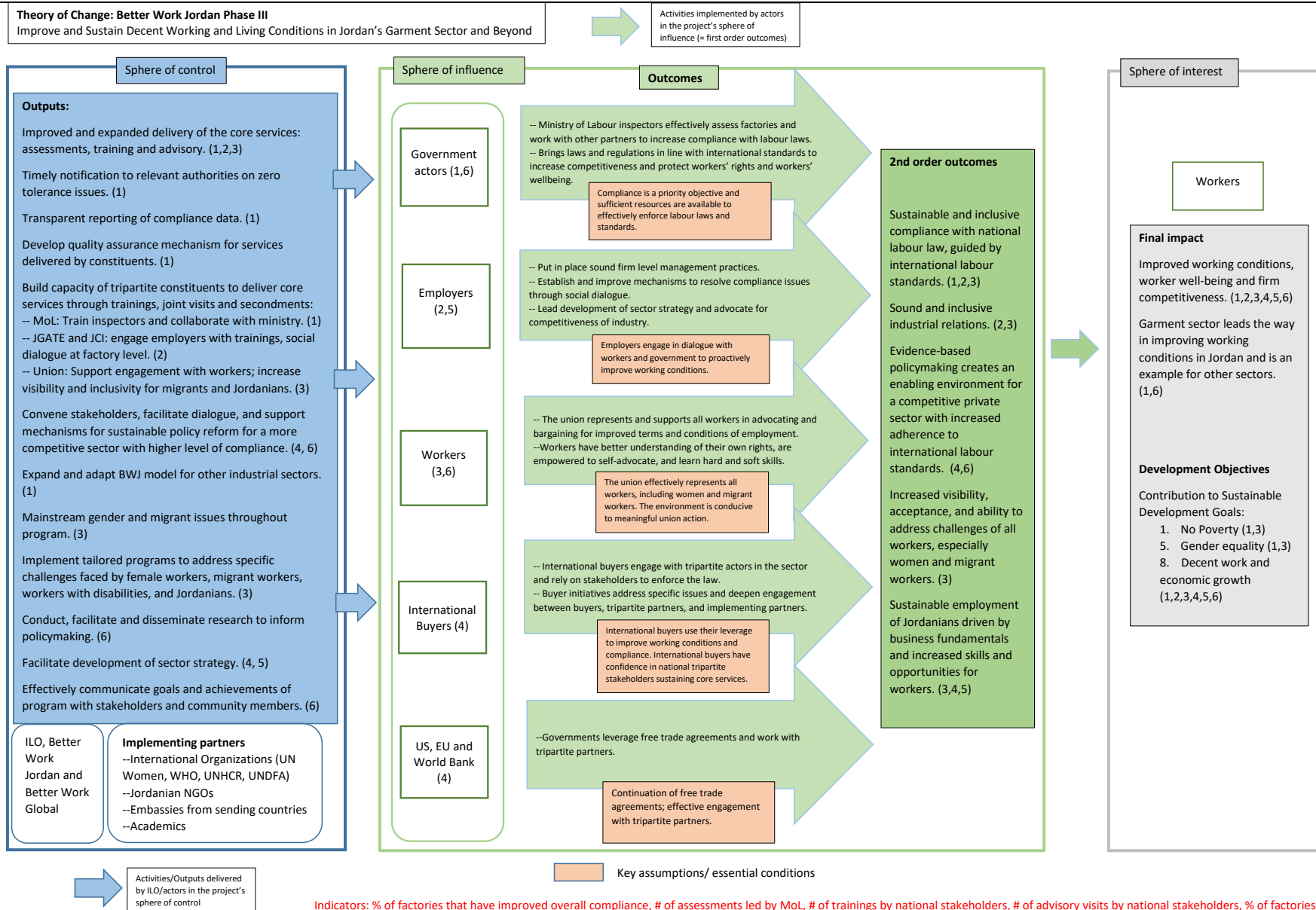
evaluator receives comments, they will make the necessary changes and submit a revised report. ILAB, ILO, and other stakeholders will then have 2 weeks (10 business days) to provide comments on the revised draft report. The lead evaluator will respond to comments from stakeholders, where appropriate, and provide a final version within 2 weeks of ILAB acceptance of the revised draft evaluation report. The evaluation team will also produce a one-page summary using data visualization techniques and infographics to facilitate dissemination of major findings.

A quality report is an “action-oriented evaluation report” meaning that its content is focused, concise, and geared toward a particular audience, calling their attention to important findings. It highlights desired changes in practice, behavior, or attitudes (both at the individual and organizational level) and outlines possible next steps, through the use of a variety of media, including data visualization. The final version of the report will follow the format below, be no more than 30 pages in length, excluding the annexes, and will be Section 508 compliant:

1. Table of Contents
2. List of Acronyms
3. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices and key recommendations, not to exceed five pages)
4. Evaluation Objectives and Methodology
5. Project Context and Description
6. Findings (answers to evaluation questions with supporting evidence)
7. Lessons Learned and Promising Practices
8. Conclusions (interpretation of facts including criteria for judgements)
9. Recommendations (specific actions the evaluation team proposes be taken by ILAB and/or ILO that are based on findings and conclusions and critical for successfully meeting project objectives; as well as judgements on what changes need to be made for future programs)
10. Annexes, including: TOR; List of documents reviewed; Stakeholder validation session agenda and participants; List of Meetings and Interviews; Any other relevant documents.

The electronic submission will include 2 versions: one version, complete with all appendices, including personally identifiable information (PII) and a second version that does not include PII such as names and/or titles of individuals interviewed.

Annex 7: BWJ Theory of Change



Indicators: % of factories that have improved overall compliance, # of assessments led by MoL, # of trainings by national stakeholders, # of advisory visits by national stakeholders, % of factories that have established a PICC or bipartite committee, % of participants in trainings that report contents of the activity are useful to their job, % of workers languages covered in the delivery of core services, # of third party audits, # of policy changes made, # of policy changes that are initiated and led by stakeholders, percentage of PAC meetings led by stakeholder representatives.