



BETTER WORK

Better Work Haiti

Terms of Reference Mid-term evaluation

1. Introduction and rationale for the evaluation

The Better Work Haiti mid-term evaluation is meant to be a formative evaluation that will allow the project to address problems and difficulties and to take corrective measures while the course of implementation is still on-going. The evaluation will be conducted by external consultants.

The USDOL-funded Better Work Haiti (BWH) project began with the arrival of the Chief Technical Advisor in the country in July 2009. Now after almost three years of project implementation, the project should have sufficient input from assessment and advisory services, as well as broader activities linked to stakeholder engagement, to review progress made towards the achievement of its objectives, and draw lessons as the project moves towards consolidation of its activities as well as potential expansion to a new industrial zone, which is currently being set up in the North of the country. In 2010, Better Work started a complementary project funded by the Canadian HRSDC programme. This project implemented by the ILO's DIALOGUE and LAB/ADMIN departments in the framework of Better Work aims at supporting the reform of Haiti's labour administration and the revision of its national labor code. The project will come to an end in December 2012. The Canadian government is currently assessing the possibility to expand the project towards a second phase. This evaluation will provide inputs on lessons learned particularly with regard to stakeholder engagement.

The evaluation findings will be shared with a limited audience, in a way that allows the project to adjust its services and strategies and make mid-course corrections, well in advance of a final evaluation whose results will be distributed to a wider audience.

2. Background of Better Work Haiti

Haiti is the poorest country in the Western Hemisphere with 80% of the population living under the poverty line and half of the population in abject poverty. The Haitian apparel sector accounts for three-quarters of Haitian exports and nearly one-tenth of GDP. On the one hand, the sector is characterized by a solid workforce, low labor costs and trade preferences under the HOPE II Legislation with the US. On the other hand, it has to meet challenges in general infrastructure, factory productivity, and international image due to a limited understanding of freedom of association and other international core labour standards. The capacities of the employers' and workers' organizations, as well as of the Ministry of Labour and Social Affairs, are generally limited.

Currently, there are 21 factories operating in Haiti —all but one in Port-au-Prince. They manufacture a wide assortment of clothing items. Ten of these companies represent Dominican, Korean, and U.S. investors. Plans to further expand the industrial sector in Haiti are currently being concretized in the Northern part of the country by the IDB.

The Better Work project, a partnership between the ILO and the IFC, has been designed in order to address the above-mentioned challenges. It is implemented in the framework of the Hope II Legislation and therefore slightly differs from the services approach that is applied in other Better Work countries. The project's general objective is to increase decent employment in the Haitian apparel sector. This will be achieved by increasing compliance with national labor law and international labor standards, by strengthening the capacity of the Ministry of Labour to conduct labor inspections and conflict resolution, and by increasing social dialogue among tripartite partners.

3. Purpose, scope and audience of the evaluation

Purpose

The overall purpose of this evaluation is to review the progress made towards the achievement of the immediate objectives of the project and identify lessons learned from its key services implemented to date, its approach taken toward stakeholder capacity building and its general engagement with national and international stakeholders.

Scope

The scope of this project evaluation includes all elements of the original Better Work project logframe (14 months of project implementation in phase I), as well as the activities undertaken in the second phase of the project, which follows the original logframe of phase I, but for which no separate logframe was elaborated. The evaluation will also include the Better Work complementary labour administration and labor law project for which a separate logframe exists.

Audience

The primary audience of the report is Better Work – both the BWH country project and Better Work Global, as well as the project donors (USDOL and HRSDC). The secondary audience includes the ILO San José office, national stakeholders, and international buyers.

4. Evaluation criteria and questions

ILO project evaluations usually focus on the relevance of the project to beneficiary needs, the validity of the project design, the project's efficiency and effectiveness, the impact of the results and the potential for sustainability. These criteria are explained in detail in Table 1.

Table 1. Definitions of key evaluation criteria

Evaluation criteria	Description
Relevance and strategic fit of the project	Relevance refers to the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. Strategic fit refers to the extent to which the approach is in line with the national development frameworks, UNDAF, PRSP, DWCP, SPF and P&B.
Validity of project design	The extent to which the project design is logical and coherent.
Project progress and effectiveness	The extent to which the project's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency of resource use	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Effectiveness of management arrangements	The extent to which management capacities and arrangements put in place support the achievement of results.

Impact orientation and sustainability of the project	<p>The strategic orientation of the project towards making a significant contribution to broader, long-term, sustainable development changes.</p> <p>The likelihood that the results of the project are durable and can be maintained or even scaled up and replicated by project partners after major assistance has been completed.</p>
--	---

Relevance

- To what extent are the project's immediate objectives consistent with the needs of:

→ *The garment sector workers (direct beneficiaries)*¹

→ *The country*²

Better Work Haiti is implemented in the framework of the HOPE II Legislation with the United States in collaboration with the HOPE II Commission. There have been several external factors, which have to a certain extent restricted the implementation of the BWH project such as the devastating earthquake in 2010 or the political turmoil surrounding the election of the new President. With the election of a new President and the establishment of a new government, it would be interesting to evaluate whether the Better Work project falls under the country needs recently identified by the new government.

→ *The social partners (direct recipients)*

One important component of the Better Work Haiti project is to strengthen the capacity of the Ministry of Labour, of employers' and of workers' organizations. The ILO/DIALOGUE department has been working with the social partners on the revision of the labor code. It supported the social partners in improving their knowledge of social dialogue and helped them to prepare a first draft of the revised labor code. The ILO/LABADMIN department has been organizing a variety of workshops with the Ministry's officials based on a diagnostic and a roadmap that were previously elaborated collaboratively. There have also been a number of punctual workshops organized for the employers' and the workers' organizations.

- Was a needs analysis carried out at the beginning of the project? Are these needs still relevant? Have new more relevant needs emerged that the project should address?

Validity of project design

- To what extent was the project design logical and coherent? Were the objectives/outcomes, targets and timing realistically set?
- Were the assumptions and external factors that influence the implementation of the project sufficiently taken into consideration?
- To what extent has the HOPE II legislation affected the project design? How is BWH different in the design of the programme than other Better Work country programmes?
- How appropriate and useful are the indicators described in the project document in assessing the project's progress?

¹ Refer to baseline impact assessment report

² Refer to policy of the newly elected government, and Haiti PRSP, CCA, UNDAF and MDGs if available.

Project Progress and Effectiveness

- Is the project on track to complete the project targets according to schedule? If not, what have been the obstacles to achievement by looking at both factors that the project is able to influence and external factors beyond the project's control?
- How do BWH activities interact with other ILO/IFC initiatives in the country? Are these interventions complementary or duplicative? Are there synergies of impact and resource sharing initiatives in place? How is this affecting project implementation?
- How have stakeholders been involved in project implementation? How effective has the project been in establishing national ownership? What is the level of commitment of the government, the workers' and employers' organizations to, and support for, the project? How has it affected its implementation?

Effectiveness of Better Work Core Services

Assessment and Public Reporting

- What are the key strengths of the technical team responsible for the assessment services? What are the areas for improvement? Are there external factories influencing the assessment process?
- How effective have the Enterprise Advisors been in identifying gaps in compliance, both in terms of number and depth? How is evidence triangulated among different sources?
- What are international buyers' views of BWH assessment services, in terms of quality and effectiveness?
- How have the public biannual synthesis reports under the HOPE II legislation been used to influence policy actions such as the revision of the labour code?
- What are the implications of the Better Work Haiti model (2 assessments per year compared to one in the other BW countries) on compliance improvement and on the integrity of the assessment methodology?

Advisory Services

- What are the key strengths of the technical team responsible for advisory services? What are the areas for improvement?
- Are advisory services timely and of high quality? Were the topics chosen for advisory services relevant and related to pressing non-compliance issues? Has factory compliance improved as a result of BWH advisory services?
- What are the implications of carrying out 2 assessments per year (as opposed to one in the other BW countries) on advisory service provision?
- How did the project address the challenge of establishing PICCs in the difficult industrial relations' environment in Haiti? What are the lessons learned from this process so far and what are the recommendations for the future PICC establishments?

- What are the international buyers' views of BWH advisory services, in terms of quality and effectiveness?

Training Services

- What are the key strengths of the technical team in the area of training services? What are the key areas for improvement?
- What was the nature of training received by factories and has it been effectively applied? Were the training services provided relevant?
- Has BWH chosen the right partners for training implementation? How might the training project need to be adjusted in light of evolving project needs and factory demands?
- What are the international buyers' views of BWH training services, in terms of quality and effectiveness?
- Have BWH services have reached a level of effectiveness which would allow starting to charge for services?

Effectiveness of Stakeholder Engagement

- What was the nature of the commitment from national stakeholders? How was the relationship handled by the project in general and in times of crisis?
- What are the constraints and opportunities for greater engagement by the labour movement (locally and internationally)? How could the labour movement be better engaged?
- What are the constraints and opportunities for greater engagement by the Government of Haiti? How could the Government (and the Ministry of Labour and Social Affairs in particular) be better engaged?
- What are the constraints and opportunities for greater commitment and buy-in from producers?
- Has Better Work Haiti communicated effectively with national stakeholders? Do they stakeholders feel that their concerns have been sufficiently addressed?
- How has the programme worked with the CTMO Hope Commission? To what extent has the project effectively leveraged the Project Advisory Committee (PAC) as a mechanism for advancing progress on project objectives?

Capacity Building

- What are the views of the stakeholders as to the results of the project to date with respect to institutional improvements?
- How effectively did capacity building measures contribute to the improvement of social dialogue and toward more mature industrial relations, at both the sectoral and factory levels?
- How effectively did the capacity building with the Ministry of Labour lead to institutional and managerial improvements? Was the provision of equipment relevant?

- What more can BWH, as part of its influencing agenda and in cooperation with other ILO departments, do in order to strengthen the capacities of the constituents as well as to promote more harmonious industrial relations in Haiti?

Buyer Engagement

- What was the nature of buyers' engagement in BWH? How effectively has BWH encouraged buyers to participate in the BWH project? Have buyers' concerns been sufficiently addressed by the project?
- What are the buyers' views of the project's communications? Have the buyers' forums been facilitated in an effective way and have contributed to the achievement of the projected results?
- To what degree are international buyers committed to BWH (e.g. number of buyers participating in buyers' fora, number of subscriptions, number of purchased reports)? Has Haiti gained new buyers as a result of improved compliance in the factories?

Efficiency

- Have resources (funds, human resources, time, expertise etc) been allocated strategically to achieve outcomes?
- Have resources been used efficiently? Have activities supporting the strategy been cost effective? Could the same results have been achieved with fewer resources?

Effectiveness of management arrangements

- Is the project adequately staffed?
- To what extent have management capacities and arrangements put in place, within BWH but also including the administrative processes and backstopping from Better Work Global (BWG), supported the achievement of results? Refer to the respect of calendars, reasons for delay and consequences in terms of achievements.
- Does the current project governance and management facilitate good results and efficient delivery?
- Does the project receive adequate political, technical and administrative support from its national partners? Do implementing partners provide for effective project implementation? Do the members of the Project Advisory Committee have a good grasp of the project strategy?
- How effective is communication between the project team, Better Work Global, the sub-regional office, and the donors?
- Does the project receive adequate administrative, technical and, if needed, political support from the ILO field office, field technical specialists and the responsible technical units in headquarters?

Impact orientation and Sustainability

- Can observed changes (in attitudes, capacities, institutions, etc) be causally linked to the project's interventions?
- Are Monitoring & Evaluation and impact assessment data used effectively to identify key areas for intervention and to effectively manage the project?
- Is the project building an enabling environment (laws, policies, people's attitudes)?
- Can any unintended or unexpected positive or negative effects be observed as a consequence of the project's interventions? If so, has the project strategy been adjusted?
- Is it a good timing for the project to start covering fees from the participating factory? What is the expected cost recovery (buyers subscription + participation fees + training fees)?

5. Methodology

- **Desk review** of documents: project document, technical progress reports, M&E indicators, workplans, mission reports, minutes, impact assessment baseline report etc.
- **Field Work:** Missions to Haiti and San Jose (Costa Rica) to carry out:
 - Interview with BWH Chief Technical Adviser (CTA)
 - Individual and group interviews with BWH team (focused on strategies, lessons learned and challenges)
 - Key informant interviews with members of the PAC, as well as selected government officials, representatives from employers' and workers' organisations
 - Site visits to shadow Enterprise Advisors, to at least one assessment and one advisory visit.
 - Observation of a factory training
 - The evaluation process will include a debriefing individual meetings with BW Haiti staff and key partners such as the CTMO HOPE Commission and the donor. The meetings should take place towards the end of the field work. The outcomes of these meetings should be taken into consideration for the preparation of the report.
- **Key informant interviews** (remote – by phone or skype) with:
 - selected BWG staff, ILO officials from LAB/ADMIN and DIALOGUE
 - selected international buyers actively sourcing from Haiti
 - relevant trade union stakeholders in BW (ITUC, ITGLWF, ACTRAV)
 - BWH donors

6. Outputs and timeline

1. The evaluation report in draft form and in English should be presented to BWG for circulation two weeks after the finalization of the field mission. The length of the report should not exceed 50 pages (excluding annexes). The structure of the report should broadly follow the following axes:

The report should also include a specific section on lessons learned from these projects that could be replicated or should be avoided in the future. Finally, the report should include specific and detailed recommendations solidly based on the analysis and, if appropriate, addressed specifically to the organization/institution responsible for implementing it.

2. This report will be circulated by BWG to relevant stakeholders for their comments. The evaluation consultant should consider the comments for the preparation of the final version of the report.
3. The timeline for the evaluation and the tentative schedule are the following:

Introduction meeting	Week 1
Desk Review of documents	Week 2
Mission	Week 4 – 5
Draft report	Week 6-7
Final report	Week 8 - 9

7. Management arrangements, work plan and time frame

The Evaluation will be managed by the Global Tools Unit of Better Work Global. In-country management and logistics support will be provided by the CTA of the project and the BWH team as a whole. It is envisaged that the assignment will require a maximum of 45 work days.

8. Expected competencies

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

- Applicants should have a minimum of eight years' experience conducting evaluations at the international level, in particular with international organisations in the UN system and World Bank Group. Previous experience with ILO evaluations is an advantage.
- Experience with the ILO mandate and its tripartite and international standards foundations, social dialogue and stakeholder engagement, as well as previous knowledge and experience with the Better Work Programme would be an asset.
- Experience on Haiti, Central America and the Caribbean, and the garment sector is an advantage.
- Candidates should demonstrate excellent written and oral communication skills in English and French. Creole is an advantage.

9. How to Apply

Both individual consultants and firms can apply. Interested applicants should send (i) a short CV of the lead evaluator; (ii) a short statement (2 pages max) outlining their claims against the competencies listed above; (iii) a written sample in English and French; (iv) the financial proposal with a budget breakdown to the email address betterwork@ilo.org with the subject line "BWH mid-term evaluation" by **30 April 2012**.

10. Confidentiality and non-disclosure

All data and information received from the ILO and the IFC for the purpose of this assignment are to be treated confidentially and are only to be used in connection with the execution of these Terms of Reference. All intellectual property rights arising from the execution of these Terms of Reference are assigned to IFC and ILO according to the grant agreement. The contents of written materials

obtained and used in this assignment may not be disclosed to any third parties without the expressed advance written authorization of the IFC and ILO.