



International Labour Organization

iTrack

Evaluation

ILO EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

Independent Cluster Evaluation of:

Better Work Lesotho

Project TC Codes:

LES/14/52/USA

LES/12/01/USA (former LES/09/01/USA)

LES/11/50/USA

Better Work Nicaragua

Project TC Codes:

NIC/15/01/USA

(Former NIC/12/01/USA and NIC/10/01/USA)

Better Work Haiti

Project TC Codes

HAI/12/01/USA (former HAI/08/01/USA)

HAI/12/51/USA (former HAI/12/50/USA)

Timing of evaluation: Mid-Term (Haiti)-Final (Nicaragua and Lesotho)

FINAL REPORT

AUGUST - 2017

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This report describes in detail the *Independent Cluster Evaluation of Better Work Lesotho, Nicaragua and Haiti*. The evaluation was conducted by Rafael Muñoz Sevilla (team leader) and Carolina del Campo. The evaluators would like to express sincere thanks to all parties involved in this evaluation for their support and valuable contributions.

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LIST OF ACRONYMS

ADIH	Association des Industries d'Haïti
AGOA	African Growth and Opportunity Act
ANITEC	Asociación Nicaragüense de la Industria Textil y Confección, Nicaraguan Textile and Fabric Association
BW	Better Work
BWG	Better Work Global
BWH	Better Work Haiti
BWN	Better Work Nicaragua
CAT	Compliance Assessment Tool
CBA	Collective Bargaining Agreement
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CNZF	Comisión Nacional de la Zona Franca, National Commission of the Free Trade Zone
CST	Central Sandinista de Trabajadores
CST-JBE	Confederación Sindical de Trabajadores José Benito Escobar
CTA	Chief Technical Advisor
CTMO-HOPE	Commission Tripartite de Mise en Oeuvre de la Loi HOPE
CUS	Confederación de Unificación Sindical
CUT	Confederación Unitaria de Trabajadores
EU	European Union
HR	Human Resources
HOPE	Haitian Hemispheric Opportunity through Partnership Encouragement Act
IFC	International Finance Corporation
ILO	International Labor Organization
ILS	International Labor Standards
IO	Intermediate Objective
IPEC	International Programme on the Elimination of Child Labour
Logframe	Logical Framework
MAST	Ministère des Affaires Sociales et du Travail
MITRAB	Ministerio de Trabajo, Nicaragua
M&E	Monitoring and Evaluation
NGO	Non-governmental organization
NUTEX	National Union of Textile Workers
OFATMA	Office d'Assurance de Travail de Maladie et de Maternité
OSH	Occupational Safety and Health
PAC	Project Advisory Committee
PICC	Performance Implementation Compliance Committee
PMP	Performance Monitoring Plan
PPP	Public Private Partnership
Prodoc	Project Document
RBM	Results Based Management
SC	Solidarity Center

SST	Supervisory Skills Training
TAICNAR	Technical Assistance Improvement and Compliance Needs Assessment and Remediation Program
TOC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress report
UCA	Universidad Centroamericana, Nicaragua
US	United States
USG	United States Government
USDOL	United States Department of Labor

EXECUTIVE SUMMARY

The Better Work (BW) programme is a joint initiative of the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group (WB). The programme has been working since 2007 to improve working conditions and promote competitiveness in global garment supply chains.

The three projects included in this evaluation have reached levels of implementation for which an evaluation is required (Mid-Term for Haiti and Final for Nicaragua and Lesotho), as the ILO evaluation policy states. Due to the similarity of strategic objectives, size of the industry, relevance of the United States (US) as a key trading partner, relevance of specific US trade policies in shaping the industry and similar challenges in terms of industry trajectories, it was proposed to carry out one cluster evaluation of the three projects. The three projects, although expressed slightly differently in the respective Project Documents, share the same Outcomes/Immediate Objectives that can be summarized as:

1. Increased compliance with national labour law and international labour standards.
2. Strengthened national policies, strategies and practices to improve labour related issues and industrial relations.
3. Sustainable access to BW tools and services.

The main purposes of the independent final evaluation are:

- a. Establish the relevance of the projects' design and implementation strategy for the countries and for the global level.
- b. Assess the extent to which the projects have achieved their stated objectives and identify the supporting factors and constraints that have led to achievement or lack of achievement, promoted or hindered this achievement.
- c. Identify unintended changes, both positive and negative, at objective levels, in addition to the expected results.
- d. Determine the implementation efficiency of the programmes.
- e. Assess the relevance of sustainability strategies, progress and potential for achievement, identifying the processes that will be continued by stakeholders.
- f. Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied in the future.
- g. Provide recommendations to project stakeholders to promote sustainability and support the completion, expansion or further development of initiatives supported by the project.
- h. Determine the alignment of the projects with national goals to address gender issues.

Finally, the cluster evaluation aims to provide all stakeholders with information to assess, as needed, work plans, strategies, objectives, partnership arrangements and resources, as well as to recommend possible ways forward for the future.

All three countries underwent external evaluations by the United States Department of Labor (USDOL); although the timing was different. The results from these past external evaluations were taken into considerations in this cluster evaluation.

The evaluation was conducted between May 10th and July 17th, 2017. Fieldwork was conducted in Nicaragua between May 22nd and June 1st and in Haiti between May 22 and May 26. Remote interviews with Lesotho stakeholders were conducted between June 28th and June 30th. Also, from May 6th to July 14th the evaluators conducted remote interviews with BWG staff in Geneva; backstopping and technical officials at San Jose Regional Office (RO) and the USDOL.

Findings and Conclusions

Project design

The evaluation found several flaws in the projects' design. However, the intervention strategies are clear and based on the overall BW approach. The overall Theory of Change (TOC) was found to be supported.

Regarding whether the immediate objectives (I.Os) are realistic and likely to be achieved within the established time schedule, the evaluation concluded that I.O.1. *Increased compliance with national labour law and international labour standards* is a realistic goal. Nevertheless, achieving I.O.2 *Strengthened national policies* and I.O.3 *Sustainable access to BW tools and services* will most likely demand more time than the duration of the current Better Work Nicaragua (BWN) and Better Work Haiti (BWH) schedule; and wasn't realistic in the case of Lesotho.

According to several testimonies by interviewed stakeholders, the different national environments were not taken into account well enough. The projects' schedule was largely determined by the donor, rather than the ILO/BW leading a long term strategic planning in the countries. BW interventions in countries like Nicaragua, Haiti and Lesotho need long-term processes and implementation schedules. The brands' support to BW is critical. However, a number of informants stated that in Nicaragua and Lesotho, the support and commitment by *all* the brands present in the countries is an "assumption" that was not properly assessed and addressed at the inception of the programme.

Gender equality is not being treated with a "programmatic" focus, that is, a holistic approach to gender equality. The main focus is given to training and capacity-building related issues to reduce existing vertical segregation but there is also a need to reduce the existing horizontal segregation towards women¹. Furthermore, the evaluation found that BW lacks a clear strategy for mainstreaming policies to promote gender equality in the factories.

¹ Vertical segregation of women: i.e.: Lower qualification of women workers
Horizontal segregation of women: under-representation in certain occupations and positions

Effectiveness and Efficiency

BW's results in the three countries, specifically in terms of textile workers benefiting from the programme, cannot be understated, especially taking into account the importance of the textile manufacturing sector in the countries.

Most management and worker representatives are highly satisfied with the Performance Improvement Consultative Committees (PICCs). Also, there is agreement among worker, union and manager representatives on the crucial and positive impact of Better Work assessments and the support given to factories through continuous advisory services and training. Along these lines, there is a great degree of satisfaction with the training services provided by BW.

Since 2013, BW has contributed to Nicaragua substantially increasing in compliance with both International Labour Standards (ILS) and national labour law. In Haiti the overall compliance rates for the sector are stagnating with minor variations over the cycles, although the general impression from key stakeholders is that BWH is having an important impact on the Haitian labour environment and export apparel sector. Lesotho improved in compliance with ILS but not so much in the National Labour Law "clusters". Nevertheless, factories participating in the programme were able to show improvement in several "compliance points", especially in the areas of occupational safety and health (OSH); and contracts and human resources.

Regarding the improvement of the national policy framework for the industry, while BW made some important contributions in the three countries, so far, BW was not able to have a major influence in strengthening national policies. In the three countries, strengthening national capacities will require more time than that established in the current schedules.

Concerning the Efficiency, the evaluation concluded that the projects' implementation was carried out with a high level of efficiency and that the costs are fully justified by the results obtained.

Potential Impact

Despite the weaknesses in their design and the challenges faced, as the intervention strategies were clear and based on the global BW approach the BW Projects were able to generate significant impacts:

The Better Work programme has contributed to increased compliance with ILO core labour standards and national legislation, especially in Nicaragua.

BW generated positive impacts regarding: improved social dialogue in factories; improved Human Resources Management; enhanced participation in unions; greater respect for workers' rights; increased welfare in the factories; decreased use and prevalence of verbal abuse; workers are less concerned with late payments, low wages and excess overtime; decreased staff turnover.

Empowerment of women resulted in improved skills and self-confidence; reduced verbal abuse; decreased sexual harassment; increased access to pregnancy-related healthcare; reduced gender pay disparities.

BW has led to better firm performance; improved the factories' productivity, the quality of the manufactures and timeliness in order delivery.

Relevance

BW has proven to be highly relevant for factories, workers and trade unions, as well as for the Government and the textile and garment industry.

The relevance of BW continues to be high and there are still significant challenges that need to be addressed. In the case of Haiti, non-compliance issues are still present. In the case of Nicaragua, the number of participating factories is still relatively low and brand support can be improved. Also, it is necessary to invest further efforts in strengthening national policies and in promoting sustainable access to BW tools and services.

There is a strong potential for BW to be replicated and scaled-up in the garment sector or in other industrial/manufacturing sectors in the Latin American/Caribbean Region; and eventually in other regions/countries..

Given the small country programs' low revenues, at this point replication would only be possible with heavy donor funding. According to the evaluators' experience, heavy donor support and long-term commitment is a good strategy. The International Programme on the Elimination of Child Labour (IPEC), for instance, has been running for the last 20+ years, and it paid (is paying) good results. On the other hand the European Union (EU) (and many countries) has been subsidizing key economic sectors (i.e. agriculture) for many decades.

Sustainability

Given the small size of the garment industry in the 3 countries evaluated, it is highly unlikely that BW reached a significant level of financial sustainability (cost recovery) even if the programme were mandatory, as it is in Haiti.

According to several key informants' opinions, in the case of Haiti, Nicaragua and Lesotho, sustainability has to be considered in terms of national capacities and institutional sustainability. These informants also believed that strengthening national capacities needs long-term processes (at least 10 years).

The projects' schedule is crucial, as sustainability and exit strategies should be defined from the projects' inception phase and integrated into a long-term realistic schedule.

Also, the brands' support to BW is critical. In Nicaragua and Lesotho, the partial quantity of brands that joined the programme undoubtedly hindered factories adhering to BW.

BWL finished in 2016; assessments and advisory services are no longer being conducted.

The fact that BWN will end in 2018 hinders new factories joining the programme as they could hardly benefit from its services if the project ends next year.

In Haiti, Nicaragua and Lesotho government institutions' capacities and resources, particularly the MOL's, are weak, and there is still room to enhance their abilities to

enforce the law; conduct effective inspections and compliance assessments in the factories; and propose and assist in applying corrective measures.

In Nicaragua, Haiti and Lesotho, the evaluation concluded that neither the national stakeholders, nor the government, unions, factories and workers have yet the sufficient capacities to apply the BW approach and tools. Hence, BW would require further technical and financial support from ILO/BWG/Donors to continue to operate and further develop their viability plans.

Lessons Learned

1. **Extremely complex and ambitious interventions need long-term processes and implementation schedules, at least 10 years. This is the case** of the BW Programmes in Nicaragua, Haiti and Lesotho.
2. **Sustainability should be defined and integrated on a long-term realistic schedule.** In the current model, exit or sustainability strategies are defined as projects are extended, during their second phases. Sustainability can hardly be achieved in two years.
3. **The brands' support to BW is crucial.** Factories adhere to the Programme when it is compulsory (Haiti) and/or the buyers specifically ask them to do so (e.g. Nicaragua). Furthermore, the brands' commitment to BW factories is also critical.
4. **Depending in one single funding source for a country makes BW considerably vulnerable and threatens its continuity.** USDOL is the sole funder for Haiti, Nicaragua and Lesotho. Other BW countries are funded by multiple donors including USDOL funding. BW highly depends on funding from the USDOL which makes it considerably vulnerable and threatens its continuity, were USDOL funding to diminish or end.
5. **Gender equality goes beyond a workplace free of violence and sexual harassment.** There is a need to promote not only a workplace free of violence and sexual harassment, but also the creation and implementation of policies that promote gender equality in work as a whole.

Good Practices

1. **BW's commitment to work with factories for the institutionalization of PICC's is a successful strategy.** The representation of workers and union members in the PICC's and the work of communication and mediation carried out within the factories has a highly positive effect of appropriation and participation in issues relevant to the company and the workers.
2. **BW factory assessments highlight non-compliance findings and, through their advisory services, support factories in tackling the findings through PICCs** (in those factories where they exist and are operational) in contrast with the audits conducted by the brands.
3. **Supervisory Training significantly boosts supervisor confidence, turnover, line productivity and the quality of overall workplace relations.**

4. **Social dialogue promoted by BW advisory services and PICCS is playing a key role in strengthening industrial relations** in the garment sector. Also, social dialogue helps to identify certain problems and solve them in a respectful manner according to the Law.

Recommendations

General recommendations

1. Improve the projects' design at the countries' level

Addressed to: ILO/BWG/BWH/BWN and National Stakeholders. Implementation time: midterm

The design process should be based on participatory national consultation with all key stakeholders and take into account the different national contexts and specific country needs, and resource constraints in each country; as well as the brands' implication and commitment. This also includes developing country-specific Theories of Change (TOC), Logical Frameworks and solid Monitoring and Evaluation (M&E) systems. Logical Frameworks/ToCs should consider carefully current weaknesses.

Sustainability strategies should be defined (in parallel with the rest of the projects' components) from the projects' inception phase and integrated on a long-term realistic schedule.

2. Develop a funding strategy for BW.

Addressed to: ILO/BWG. Implementation time: midterm

Develop a funding strategy for BW in order to insure BW's effective implementation and guarantee their continuity. The funding strategy should integrate an analysis of potential donors as well as a communications and marketing strategy, to allow for a more efficient fund-raising approach in order to diversify the donor base and insure the availability of necessary funds to meet the needs and costs of global and national actions.

3. Improve BW services

Addressed to: ILO/BWG/BWH/BWN. Implementation time: midterm

Reinforcing BW staff training; tailoring BW services to the different factories' characteristics and needs; develop a Continuous Training Plan. It is recommended that this plan include both "soft" and "technical" skills.

4. Increase attention to gender equality

Addressed to: ILO/BWG/BWH/BWN. Implementation time: midterm

Further attention should be given to how gender equality can be fully incorporated into the projects. It would be advisable to include an analysis of gender inequalities; formulate indicators with a gender impact; Include a gender mainstreaming approach in all the trainings provided; link existing ILO initiatives/portfolios on gender and HIV/AIDS related-issues to the BW framework.

Specific recommendations

5. Insure BW's presence in Haiti and Nicaragua beyond 2018

Addressed to: ILO/BW, national stakeholders and donors. Implementation time: Midterm

Insure BW's presence in Haiti and Nicaragua beyond 2018, in order to: improve compliance with International Labour Standards (ILS) and National Labour Laws; consolidate achievements; and, address remaining challenges. Also, to develop and support the implementation of the *National Strategy for the Garment Sector* in Nicaragua; and achieve sustainable access and implementation of BW tools and services in Haiti and Nicaragua.

6. Update the BWH and BWN National Project Documents

Addressed to: ILO/BWG/BWH/BWN and National Stakeholders. Implementation time: midterm

Project documents should clearly indicate the roles and responsibilities (and budget allocations) of BWG, BWH, BWN; ILO HQ, RO and CO, as well as the different Branches/Departments concerned in order to deliver a high quality, integrated and coherent ILO/BW project.

Nicaragua

7. A greater focus on productivity

Addressed to: ILO/BWG/BWN. Implementation time: midterm

Increase the focus on productivity by conducting an assessment to measure BWN's impact on productivity, quality and profitability. Also, BWN could provide specialized technical advisory services in order to assess productivity in the factories; propose improvement plans; and advisory services and training to implement improvements.

8. Redouble efforts to include more brands in the program.

Addressed to: ILO/BWG. Implementation time: midterm

ILO/BWG must redouble its efforts to include more brands in the program; and at the same time demand and secure their commitments for the brands to maintain their contracts with compliant and well performing factories, avoiding relocation to countries with lower wages and/or less respect for Decent Work.

Haiti

9. Reinforce communication and coordination among all concerned parties

Addressed to: ILO/BWG/ BWH/National Stakeholders. Implementation time: midterm

Reinforce communication and coordination among all concerned parties by establishing precise protocols and procedures; and, further establish and clarify everyone's responsibilities.

10. Develop a more strategic approach to MAST and Unions in Haiti

Addressed to: ILO/BWG/ BWH/National Stakeholders. Implementation time: midterm

A more strategic approach needs to be developed with respect to the work carried out with the unions and MAST during the first two phases of the project. Redoubled efforts should be made to strengthen institutional capacities and achieve enhanced support for BWH operations in order to achieve greater sustainability.

11. Further promotion of social dialogue

Addressed to: ILO/BWG/ BWH/National Stakeholders. Implementation time: midterm

Promote further social dialogue. For this purpose, it is proposed that ILO/BWG/BWH provide training to all relevant national stakeholders on: efficient communication and coordination; mediation and conflict resolution; roles, rights and responsibilities of the different stakeholders, as well as on articulating with government officials.

12. More effective training strategies

Addressed to: ILO/ BWH. Implementation time: midterm

Implement more effective training strategies, in order to facilitate workers from the North to attend the trainings, provisions should be made to allow for trainers to go to the northern parts of the country. Also, contextualize, translate and provide training and materials in Creole and French.

13. Continue the engagement and collaboration with ShareHope Foundation and the Levi Strauss Foundation

Addressed to: ILO/BWG/BWH. Implementation time: midterm

Continue the engagement and collaboration with ShareHope to provide workers with training on sexual and reproductive health and sexual harassment at work. Expand the HER Project to all the BWH factories and programmes.

Lesotho

14. Concerted efforts to continue key BWL results

Addressed to: ILO/BWG/ILO Pretoria/USDOL/MOL/Remmoho. Implementation time: short-term

In order to continue key BWL results, the evaluation recommends the ILO, the USDOL, the MOL and Remmoho to join and increase efforts to: reinforce factories' ownership of PICCs as well as compliance improvement processes; re-engage with brands/buyers to insure that factories continue to apply BW assessments; improve the labour compliance regulatory framework; train Labour Inspectors on how to use the BW Compliance Assessment Tool (CAT) and BW methodology in assessing factories; introduce Labour Inspectors to the BW advisory processes.

In this sense, the ILO/USDOL Project *Strengthening Labour Inspection in Lesotho* could be a good coordination and cooperation platform.

15. Reinforce Remmoho's capacities and role

Addressed to: ILO/BWG/ILO Pretoria/USDOL/Remmoho. Implementation time: short-term

Increase Remmoho's institutional and technical capacities, as well as, reinforce its role as a valid and "licensed" institution to deliver assessment and advisory services. Likewise, promote running joint assessments with MOL labour inspectors.

EVALUACIÓN BWH/BWN/BWL

RESUMEN EJECUTIVO

El programa *Better Work* (BW) es una iniciativa conjunta de la Organización Internacional del Trabajo (OIT) y la Corporación Internacional de Finanzas (IFC), miembro del grupo del Banco Mundial (BM). El programa ha estado trabajando desde 2007 para mejorar las condiciones de trabajo y promover la competitividad de manera global en las cadenas de suministro del sector textil.

Los tres proyectos incluidos en esta evaluación han alcanzado niveles de ejecución en los que de acuerdo a la política de evaluación de la OIT se requiere una evaluación (Intermedia para Haití y Final para Nicaragua y Lesoto). Debido a la similitud de los objetivos estratégicos, tamaño de la industria, relevancia de los Estados Unidos (EEUU) como socio comercial clave, relevancia de las políticas específicas comerciales de los EEUU en la conformación de la industria y los desafíos similares en términos de trayectorias de la industria, se propuso llevar a cabo la evaluación conjunta de los tres proyectos. Los tres proyectos, aunque expresados de manera ligeramente diferente en los respectivos documentos de proyecto, comparten los mismos Objetivos Inmediatos que se pueden resumir como:

4. Mayor cumplimiento de la legislación nacional y normas internacionales del trabajo.
5. Fortalecimiento de las políticas nacionales, estrategias y prácticas para mejorar los problemas relacionados con trabajo y relaciones laborales.
6. Acceso sostenible a los servicios y herramientas de BW.

Los principales objetivos de la evaluación son:

- a. Establecer la pertinencia del diseño y la estrategia de implementación de los proyectos para los países y a nivel global.
- b. Evaluar la medida en que los proyectos han logrado sus objetivos e identificar los factores y limitaciones que han llevado a los logros o la falta de logro, promovido u obstaculizado estos logros.
- c. Identificar los cambios no deseados, tanto positivos como negativos, además de los resultados esperados.
- d. Determinar la eficiencia de la implementación de los programas.
- e. Evaluar la pertinencia de las estrategias de sostenibilidad, el progreso y potencial para el logro, e identificación de los procesos que serán continuados por las partes interesadas.

- f. Identificar lecciones aprendidas y posibles buenas prácticas, especialmente en relación con los modelos de intervención que se puedan aplicar en el futuro.
- g. Proporcionar recomendaciones a las partes interesadas del proyecto para promover la sostenibilidad y apoyar la realización, expansión o desarrollo de las iniciativas apoyadas por el proyecto.
- h. Determinar la alineación de los proyectos con objetivos nacionales para abordar las cuestiones de género.

Por último, la evaluación tiene como objetivo proporcionar a todas las partes interesadas información para evaluar, según sea necesario, los planes de trabajo, estrategias, objetivos, acuerdos de colaboración y recursos, así como para recomendar posibles vías de avance para el futuro.

Los tres países experimentaron evaluaciones externas por el Departamento de Trabajo de Estados Unidos (USDOL); Aunque el calendario fue diferente al de la presente evaluación. Los resultados de estas evaluaciones anteriores fueron tomados en consideraciones en la presente evaluación.

La evaluación se realizó entre el 10 de mayo y 17 de julio de 2017. El trabajo de campo fue realizado en Nicaragua entre 22 de mayo y el 1 de junio y en Haití entre el 22 y el 26 de mayo. Se realizaron entrevistas remotas con actores de Lesoto entre el 28 de junio y el 30 de junio. Así mismo, del 6 de mayo al 14 de julio los evaluadores realizaron entrevistas remotas con personal de BWG en Ginebra; personal técnico de la Oficina de San José de la OIT y el USDOL.

Hallazgos y conclusiones

Diseño del proyecto

La evaluación encontró varias debilidades en el diseño de los proyectos. Sin embargo, las estrategias de intervención son claras y se basan en el enfoque general de BW. La Teoría del Cambio (TdC) se considera acertada.

Con respecto a que los objetivos inmediatos (I.Os) sean realistas y sea probable que se logren dentro del calendario establecido, la evaluación concluyó que el I.O.1. *Mayor cumplimiento de la legislación nacional y normas internacionales del trabajo* es una meta realista. Sin embargo, alcanzar el I.O.2 *Fortalecimiento de las políticas nacionales* y el I.O.3 *Acceso sostenible a las herramientas y servicios de BW*, seguramente demandará más tiempo que la duración actual del programa Better Work Nicaragua (BWN) y BW Haití (BWH); En el caso de Lesoto, estos objetivos no eran realistas.

De acuerdo a los testimonios de varios informantes, los diferentes contextos nacionales no fueron tenidos en cuenta de manera suficiente. El calendario de ejecución de los proyectos fue determinado, en gran medida, por el donante, en lugar de la OIT/BW liderando un proceso de planificación estratégica a largo plazo en los países. Las

intervenciones de BW en países como Nicaragua, Haití y Lesoto necesitan procesos y calendarios de implementación a largo plazo. El apoyo de las marcas a BW es crítico. Sin embargo, varios informantes en Nicaragua y Lesoto, consideraron que su apoyo y su compromiso es un factor externo que no fue adecuadamente considerado en la fase de diseño del programa.

El área de igualdad de género no se está tratando con un enfoque "programático", es decir, un enfoque integral para la igualdad de género. El foco principal se da a temas relacionados con formación y fomento de la capacidad para reducir la segregación vertical existente, pero también es necesario para reducir la segregación horizontal existente hacia las mujeres². Además, la evaluación encontró que BW no tiene una estrategia clara para la incorporación de las políticas para promover la igualdad de género en las fábricas.

Eficacia y Eficiencia

Los resultados de BW en los tres países, específicamente en términos de trabajadores textiles que se benefician del programa, no pueden ser subestimados, especialmente teniendo en cuenta la importancia del sector textil en estos países.

La mayoría de los representantes de la dirección y de los trabajadores están muy satisfechos con los Comités Consultivos de Mejora (CCM). También, existe acuerdo entre representantes de los trabajadores, sindicatos y gerencia en el impacto positivo de las evaluaciones de BW y el apoyo dado a las fábricas a través de los servicios de asesoría continua y de formación. En este sentido, existe un alto grado de satisfacción con los servicios de capacitación prestados por BW.

Desde 2013 BW ha contribuido significativamente a que Nicaragua haya aumentado el cumplimiento de normas Internacionales del Trabajo y de la legislación nacional. En Haití la tasa global de cumplimiento para el sector está estancado con variaciones mínimas entre ciclos, aunque la impresión general de los actores clave es que BWH está teniendo un impacto importante en el contexto laboral haitiano y el sector textil de exportación. Lesoto ha mejorado en el cumplimiento de las Normas Internacionales, pero no tanto en el de la ley nacional del trabajo. Sin embargo, las fábricas que participan en el programa fueron capaces de mostrar mejoría en varios "puntos de cumplimiento", especialmente en las áreas de seguridad y salud en el trabajo (OSH); contratos y recursos humanos.

En cuanto al mejoramiento de los marcos de política nacionales para la industria, mientras que BW hizo algunas contribuciones importantes en los tres países, hasta ahora, BW no ha podido tener una influencia importante en el fortalecimiento de las políticas nacionales. En los tres países, fortalecer la capacidad nacional requerirá más tiempo que el establecido en el calendario de ejecución actual.

² Segregación Vertical: p.ej. Menor cualificación de mujeres que hombres.

Segregación Horizontal: menor representación de mujeres en ciertas ocupaciones y puestos de trabajo

En cuanto a la Eficiencia, la evaluación concluyó que la implementación de los proyectos se llevó a cabo con un alto nivel de eficiencia y que los costes están totalmente justificados por los resultados obtenidos.

Impacto potencial

A pesar de las debilidades en su diseño y los desafíos existentes, dada la definición de estrategias claras de intervención basadas en el enfoque global de BW, los proyectos BW fueron capaces de generar impactos significativos:

El programa Better Work contribuyó a aumentar el cumplimiento de las normas fundamentales del trabajo y la legislación nacional, especialmente en Nicaragua.

BW generó impactos positivos con respecto a: la mejora del diálogo social en las fábricas; mejor gestión de recursos humanos; mayor participación en los sindicatos; un mayor respeto por los derechos de los trabajadores; mayor bienestar en las fábricas; disminución del uso y la prevalencia del abuso verbal; los trabajadores están menos preocupados por retrasos en los pagos, salarios bajos y exceso horas extras; menor rotación de personal.

El empoderamiento de las mujeres resultó en mejores aptitudes y confianza en sí mismas; reducción del abuso verbal; disminución del acoso sexual; mayor acceso a la asistencia sanitaria relacionada con el embarazo; reducción de desigualdades salariales.

BW ha generado un mayor rendimiento en las fábricas; mejoró la productividad de las mismas, la calidad de los productos y la puntualidad en la entrega de las órdenes.

Pertinencia

BW ha demostrado ser muy pertinente tanto para las fábricas, los trabajadores y los sindicatos, así como para el gobierno y la industria textil.

La pertinencia de BW sigue siendo alta y existen todavía importantes retos que deben abordarse. En el caso de Haití, los problemas de no cumplimiento todavía están presentes. En el caso de Nicaragua, el número de fábricas participantes es todavía relativamente bajo y el apoyo de las marcas puede ser mejorado. Además, es necesario invertir más esfuerzos en el fortalecimiento de las políticas nacionales y promover el acceso sostenible a servicios y herramientas de BW.

Existe un fuerte potencial de replicar BW en el sector textil o en otros sectores industriales o de manufacturas en otros países de la región de América Latina y el Caribe; y eventualmente, a otros países/sectores.

Dados los bajos ingresos de los programas, en este momento la replicación sólo sería posible con fuerte financiación de los donantes. Según la experiencia de los evaluadores, un fuerte apoyo y compromiso de los donantes a largo plazo es una buena estrategia. El programa Internacional para la Eliminación del trabajo Infantil (IPEC), por ejemplo, ha

estado funcionando durante más de 20 años, dio (está dando) buenos resultados. Por otra parte la Unión Europea (UE) (y muchos países) subsidia sectores económicos clave (p.ej. agricultura) desde hace muchas décadas.

Sostenibilidad

Dado el pequeño tamaño de la industria textil en los 3 países evaluados, es altamente improbable que BW alcance un importante nivel de sostenibilidad financiera (recuperación de costos), aunque el programa sea obligatorio, como en Haití.

De acuerdo a las opiniones de varios informantes clave, en el caso de Haití, Nicaragua y Lesoto, la sostenibilidad debe considerarse en términos de capacidades nacionales y sostenibilidad institucional. Estos informantes piensan, de igual manera, que el fortalecimiento de las capacidades nacionales necesita de procesos a largo plazo (10 años).

El calendario de ejecución de los proyectos es crucial. Las estrategias de salida y sostenibilidad deben ser definidas desde la fase de diseño de los proyectos y ser integradas en un cronograma realista y a largo plazo.

Así mismo, el apoyo de las marcas a BW es crítico. En Nicaragua y Lesoto, la cantidad parcial de marcas que se unieron al programa, sin duda, ha dificultado que más fábricas se uniesen a BW.

BWL terminó en 2016, las evaluaciones y servicios de asesoría no se siguen realizando.

El hecho de que BWN vaya a finalizar en 2018 impide que nuevas fábricas se unan al programa, ya que apenas podrán beneficiarse de sus servicios si el proyecto termina el año que viene.

En Haití, Nicaragua y Lesoto las capacidades y los recursos de las instituciones gubernamentales, particularmente los Ministerios de Trabajo, son débiles, y todavía hay espacio para mejorar su capacidad para hacer cumplir la ley; llevar a cabo inspecciones efectivas y evaluaciones de cumplimiento en las fábricas; así como, proponer y asistir en la aplicación de medidas correctivas.

Para Nicaragua y Haití, la evaluación concluyó que ni los actores nacionales, ni el gobierno, sindicatos, fábricas y los trabajadores tienen la capacidad suficiente para aplicar el enfoque y herramientas de BW. Por lo tanto, BW requerirá apoyo técnico y financiero suplementario de ILO/BWG/donantes para continuar operando y desarrollar sus planes de viabilidad.

Lecciones aprendidas

- 6. Las intervenciones extremadamente complejas y ambiciosas necesitan procesos a largo plazo (10 años)** Este es el caso de BW en Nicaragua, Haití y Lesoto.

7. **La sostenibilidad debe ser definida e integrada en un calendario realista a largo plazo.** En el modelo actual, cuando los proyectos son prorrogados, sus segundas fases deben planificar una estrategia de salida o sostenibilidad. Esto no se puede lograr en apenas dos años.
8. **El apoyo de las marcas a BW es crucial.** Las fábricas se adhieren al programa cuando es obligatorio (Haití) o los compradores piden específicamente a las fábricas que lo hagan (por ejemplo, Nicaragua). Además, compromiso de las marcas con las fábricas de BW es esencial.
9. **Depender de una sola fuente de financiación en un país hace a BW considerablemente vulnerables y amenaza su continuidad.** USDOL es la única fuente de financiación para Haití, Nicaragua y Lesoto. Otros países BW son financiados por múltiples donantes, entre ellos fondos de USDOL. BW depende altamente de la financiación de USDOL, lo que lo hace considerablemente vulnerable y amenaza su continuidad, en caso de que los fondos de USDOL disminuyan o finalicen.
10. **La igualdad de género va más allá de un lugar de trabajo libre de violencia y acoso sexual.** Es necesario promover también la creación e implementación de políticas que promuevan la igualdad de género en el trabajo de manera integral.

Buenas prácticas

5. **El compromiso de BW de trabajar con las fábricas para la institucionalización de los CCM es una estrategia exitosa.** La representación de los trabajadores y sindicalistas en los PICC y el trabajo de mediación y comunicación llevado a cabo en las fábricas tiene un efecto altamente positivo de apropiación y participación en asuntos relevantes para la empresa y los trabajadores.
6. **Las evaluaciones de BW resaltan los hallazgos de incumplimiento y, a través de sus servicios de asesoramiento, apoyan a las fábricas a hacer frente a los desafíos a través de los CCM** (en aquellas fábricas en las que existen y son operativos) Lo que contrasta con las auditorías realizadas por las marcas,
7. **La capacitación de los supervisores aumenta significativamente la confianza de los mismos, la productividad de las líneas y la calidad de las relaciones de trabajo.**
8. **El diálogo social, promovido por los servicios de asesoría de BW y los CCM, desempeña un papel clave en el fortalecimiento de las relaciones laborales** en el sector textil. Así mismo, el diálogo social ayuda a identificar ciertos problemas y resolverlos de una manera respetuosa y conforme a la ley.

Recomendaciones

Recomendaciones generales

1. Mejora del diseño de los Proyectos a nivel de los países

Dirigido a: OIT/BWG/BWH/BWN y Socios Nacionales. Implementación: medio plazo

El proceso de diseño debe basarse en consultas nacionales participativas con todos los actores clave y tener en cuenta los diferentes contextos nacionales así como las necesidades específicas y las limitaciones de recursos en cada país; así como la implicación y el compromiso de las marcas. Esto también incluye teorías del cambio (TdC), marcos lógicos (ML) y sólidos sistemas de monitoreo y evaluación específicos de cada país. Los ML/TdC deberían considerar cuidadosamente las debilidades señaladas.

Las estrategias de sostenibilidad deben ser definidas (en paralelo con el resto de componentes los proyectos) en la fase de diseño y ser integradas en un calendario realista a largo plazo.

2. Desarrollar una estrategia de financiación para BW.

Dirigido a: OIT/BWG. Implementación time: medio plazo

Desarrollar una estrategia de financiación para asegurar la implementación efectiva de BW y garantizar su continuidad. La estrategia de financiación debe integrar un análisis de los posibles donantes, así como una estrategia de marketing y comunicación; con el fin de lograr un enfoque más eficiente de captación de fondos y ampliar la base de donantes para garantizar la existencia de fondos necesarios para satisfacer las necesidades y costos tanto de las acciones globales como las nacionales.

3. Mejora de los servicios de BW

Dirigido a: OIT/BWG/BWH/BWN. Implementación: medio plazo

Reforzando la capacitación del personal BW; prestando servicios "a medida" a las fábricas según sus diferentes características y necesidades; desarrollando un Plan de Capacitación Continua. Se recomienda que en este plan se incluyan habilidades "blandas" (soft skills) así como "técnicas".

4. Mayor Atención a la igualdad de género

Dirigido a: OIT/BWG/BWH/BWN. Implementación: medio plazo

Debe prestarse más atención a cómo la igualdad de género puede ser incorporada plenamente en los proyectos. Sería conveniente incluir un análisis de las desigualdades de género; formular indicadores de impacto de género; Incluir un enfoque transversal en todas las capacitaciones; enlazar las diferentes iniciativas de la OIT sobre género y temas de VIH/SIDA en el marco de BW.

Recomendaciones específicas

5. Asegurar la presencia de BW en Haití y Nicaragua más allá de 2018

Dirigido a: OIT/BW, Socios Nacionales y Donantes. Implementación: medio plazo

Asegurar la presencia de BW en Haití y Nicaragua más allá de 2018 para: mejorar el cumplimiento de normas Internacionales del trabajo y las leyes nacionales; consolidar logros y enfrentar los desafíos restantes. También, para desarrollar y apoyar la implementación de la *Estrategia Nacional para el Sector textil en Nicaragua*; así como, lograr el acceso sostenible y aplicación de herramientas y servicios de BW en Haití y Nicaragua.

6. Actualizar los documentos de Proyecto de BWH y BWN

Dirigido a: OIT/BWG/BWH/BWN y Socios Nacionales. Implementación: medio plazo

Los documentos de proyecto deben indicar claramente las funciones y responsabilidades (y presupuesto) de BWG, BWH y BWN; la OIT Ginebra, Oficinas Regionales y Oficinas País, así como de los diferentes Departamentos concernidos para desarrollar un proyecto de OIT/BW de alta calidad, integrado y coherente.

Nicaragua

7. Mayor énfasis en la productividad

Dirigido a: OIT/BWG/BWN. Implementación: medio plazo

Incrementar el énfasis en la productividad mediante la realización de una evaluación para medir el impacto de BWN en la productividad, calidad y rentabilidad. Así mismo, BWN podría proporcionar servicios de asesoramiento técnico especializado para evaluar la productividad en las fábricas; proponer planes de mejora; y servicios de asesoramiento y capacitación para implementar dichas mejoras.

8. Mayores esfuerzos para incluir más marcas en el programa.

Dirigido a: OIT/BWG. Implementación: medio plazo

OIT/BWG deben redoblar sus esfuerzos para incluir más marcas en el programa; y al mismo tiempo, buscar compromisos para que las marcas mantengan sus contratos con las fábricas que cumplen los compromisos, evitando la deslocalización a países con salarios más bajos y menor respeto por el Trabajo Decente.

Haití

9. Reforzar la comunicación y coordinación entre las partes concernidas

Dirigido a: OIT/BWG/ BWH/Socios Nacionales Implementación: medio plazo

Reforzar la comunicación y coordinación entre todas las partes interesadas mediante el establecimiento de protocolos y procedimientos precisos; así mismo, establecer y aclarar las responsabilidades de todas las partes.

10. Desarrollar un enfoque más estratégico con el Ministerio de trabajo y los Sindicatos en Haití

Dirigido a: OIT/BWG/ BWH/Socios Nacionales. Implementación: medio plazo

Un enfoque más estratégico debe ser desarrollado con respecto a la labor realizada con los sindicatos y el Ministerio de Trabajo durante las dos primeras fases del proyecto. Deben redoblar los esfuerzos para fortalecer las capacidades institucionales y lograr mayor apoyo para las operaciones de BWH con el fin de lograr una mayor sostenibilidad.

11. Continuar la promoción del diálogo social

Dirigido a: OIT/BWG/ BWH/Socios Nacionales. Implementación: medio plazo

Continuar la promoción del diálogo social. Para ello, se propone que OIT/BWG/BWH impartan capacitación en: comunicación eficaz y coordinación; mediación y resolución de conflictos; funciones, derechos y responsabilidades de los diferentes actores, así como en la articulación con los funcionarios del gobierno.

12. Estrategias de formación más efectivas

Dirigido a: OIT/BWH. Implementación: medio plazo

Poner en marcha estrategias de formación más efectivas con el fin de facilitar a los trabajadores del norte la asistencia a los cursos de capacitación, deberían tomarse disposiciones para que los formadores se desplacen a la parte norte del país. También, contextualizar, traducir y proporcionar formación y materiales en Creole y en Francés.

13. Continuar la colaboración con ShareHope Foundation y la Levi Strauss Foundation

Dirigido a: OIT/BWG/BWH. Implementación: medio plazo

Continuar con el compromiso y colaboración con ShareHope para proveer a los trabajadores formación en salud sexual y reproductiva, acoso sexual en el trabajo. Ampliar el *Proyecto HER* a todas las fábricas BWH.

Lesoto

14. Concertar esfuerzos para dar continuidad a resultados clave

Dirigido a: OIT/BWG/OIT Pretoria/USDOL/MOL/Remmoho. Implementación: Corto plazo

Con el fin de dar continuidad a resultados clave, la evaluación recomienda a la OIT, el USDOL, el Min. de Trabajo y Remmoho unir e intensificar los esfuerzos para: reforzar la apropiación por parte de las fábricas de los PICC, así como los procesos de mejora de conformidad; reestablecer contacto con las marcas y compradores para asegurar que las fábricas seguirán aplicando las evaluaciones de BW; mejorar el marco regulatorio laboral; capacitar a los inspectores de trabajo sobre cómo utilizar la herramienta de evaluación de cumplimiento y la metodología de evaluación de de BW; introducir a los inspectores de trabajo en los procesos de asesoría de BW.

En este sentido, el proyecto de fortalecimiento de la inspección del trabajo en Lesoto de OIT/USDOL podría ser una buena plataforma de coordinación y cooperación.

15. Reforzar las capacidades y el rol de Remmoho

Dirigido a: OIT/BWG/OIT Pretoria/USDOL/Remmoho. Implementación: Corto plazo

Aumentar la capacidad institucional y técnica de Remmoho, así como, reforzar su papel como una institución válida y "con licencia" para ofrecer servicios de asesoramiento y evaluación. Asimismo, promover la ejecución de evaluaciones conjuntas con los inspectores de trabajo.

EVALUATION BWH/BWN/BWL

RÉSUMÉ EXÉCUTIF

Le programme *Better Work* (BW) est une initiative conjointe de l'Organisation Internationale du Travail (OIT) et la Société Financière Internationale (SFI), membre du groupe de la Banque Mondiale (BM). Le programme travaille depuis 2007 afin d'améliorer les conditions du travail et la promotion de la compétitivité dans les chaînes d'approvisionnement du secteur du textile.

Les trois projets inclus dans cette évaluation ont atteint des niveaux d'exécution qui, selon la politique d'évaluation de l'OIT, nécessitent d'une évaluation (à mi-parcours à Haïti et finale au Nicaragua et au Lesotho). En raison de la similarité des objectifs stratégiques, taille de l'industrie, la relevance des États-Unis (EU) comme un partenaire commercial clé, la pertinence des politiques commerciales spécifiques des EU dans le façonnement de l'industrie et des défis similaires en termes de trajectoires de l'industrie, on a proposé de procéder à l'évaluation conjointe des trois projets. Les trois projets, bien que exprimés de façon un peu différemment dans les documents de projet respectifs, partagent les mêmes objectifs immédiats qui peuvent se résumer ainsi :

7. Une plus grande conformité avec la législation nationale et les normes internationales du travail.
8. Renforcement des politiques nationales, des stratégies et des pratiques afin d'améliorer les relations de travail et les problèmes liés au travail.
9. Accès durable aux services et aux outils de BW.

Les principaux objectifs de l'évaluation sont :

- i. Établir la pertinence de la conception et la stratégie de mise en œuvre des projets pour les pays et au niveau global.
- j. Évaluer dans quelle mesure les projets ont atteint leurs objectifs et identifier les facteurs et les contraintes qui ont conduit aux réalisations ou le manque de succès, ainsi que ce qui a promu ou entravé ces réalisations.
- k. Identifier les changements non désirés, tant positives comme négatifs, en plus des résultats attendus.
- l. Déterminer l'efficacité de la mise en œuvre des programmes.
- m. Évaluer la pertinence des stratégies de durabilité, les résultats obtenus et les perspectives pour sa réalisation et l'identification des processus qui seront soutenus par les parties prenantes concernées.

- n. Identifier les leçons apprises et les bonnes pratiques, en particulier en ce qui concerne aux modèles d'intervention qui pourraient être appliquées à l'avenir.
- o. Formuler des recommandations pour les parties prenantes du projet afin de promouvoir la durabilité et de soutenir le développement des initiatives soutenues par le projet.
- p. Déterminer l'alignement des projets avec des objectifs nationaux pour traiter les questions de genre.

Enfin, l'évaluation vise à fournir à toutes les parties intéressées des renseignements pour évaluer, les plans de travail, stratégies, objectifs, accords de collaboration, et les ressources, ainsi qu'à recommander des voies d'avance possibles pour l'avenir.

Les trois pays ont suivi des évaluations externes par le Département du Travail des Etats Unies (USDOL); Bien que le calendrier était différent à celui de la présente évaluation. Les résultats de ces évaluations ont été pris en considération dans la présente évaluation.

L'évaluation a été réalisée entre le 10 mai et le 17 juillet 2017. Le travail de terrain a été réalisé au Nicaragua entre le 22 mai et le 1er juin et en Haïti entre 22 et 26 mai. Des entretiens (téléconférences) avec des acteurs au Lesotho ont eu lieu entre le 28 juin et le 30 juin. De même, du 6 mai au 14 juillet les évaluateurs ont conduit des téléconférences avec le personnel du BWG à Genève ; du personnel technique du Bureau de l'OIT à San Jose et de l'USDOL.

Constatations et conclusions

Conception du projet

L'évaluation a révélé plusieurs faiblesses dans la conception des projets. Cependant, les stratégies d'intervention sont claires et reposent sur l'approche générale de BW. La Théorie du Changement (TdC) est considérée adéquate.

En ce qui concerne le degré de réalisme des objectifs immédiats (O.Is) et la probabilité qu'ils soient atteints dans les délais convenus, l'évaluation a conclu que l'O.1. *Une plus grande conformité avec la législation nationale et les normes internationales du travail* est un objectif réaliste. Toutefois, atteindre l'O.1.2 *Renforcement des politiques nationales* et l'O.1.3 *Un accès durable aux outils et aux services de BW*, probablement demandera plus de temps que la durée actuelle du programme BW au Nicaragua (BWN) et BW Haïti (BWH) ; Dans le cas du Lesotho, ces objectifs n'étaient pas réalistes.

Selon les opinions de plusieurs interviewees, les différents contextes nationaux n'ont été pas suffisamment pris en compte. Le calendrier de mise en œuvre des projets a été en grande partie déterminé par le donateur, plutôt que de l'OIT/BW menant à un processus de planification stratégique à long terme dans les pays. Les interventions BW dans des pays comme le Nicaragua, l'Haïti et le Lesotho nécessitent des processus et des

calendriers d'exécution à long terme. Le soutien des marques à BW est critique. Cependant, selon quelques informateurs, au Nicaragua et au Lesotho, son soutien et son engagement est un facteur externe qui n'a été pas tenu dûment en compte lors de la phase de conception du programme.

Le domaine de l'égalité de genre n'a été pas traité avec une approche « programmatique ». Autrement dit, une approche holistique de l'égalité des sexes. L'accent est donné à la formation et de renforcement des capacités pour réduire la ségrégation verticale existante mais il est également nécessaire pour réduire la ségrégation horizontale³ existante envers les femmes. En outre, l'évaluation a révélé que BW n'a pas une stratégie claire pour l'intégration des politiques visant à promouvoir l'égalité des sexes dans les usines.

Efficacité et efficience

Les résultats de BW dans les trois pays, notamment en termes de travailleurs du textile qui profitent du programme, ne peuvent pas être sous-estimés, surtout compte tenu de l'importance du secteur textile dans ces pays.

La plupart des représentants de la direction comme les travailleurs sont très satisfaits avec les PICCs. En outre, il y a accord entre les représentants des travailleurs, les syndicats et la direction sur l'impact positif des évaluations de BW et le soutien apporté aux usines par l'intermédiaire des services de conseil et de formation. En ce sens, il y a un haut degré de satisfaction envers les services de formation offerts par BW.

Depuis 2013 BWN a considérablement contribué à améliorer la conformité aux normes internationales du travail et de la législation nationale au Nicaragua. En Haïti, le taux global de conformité pour l'industrie est à l'arrêt, avec des variations minimales entre les cycles, bien que l'impression générale des principaux acteurs soit que BWH a un impact majeur sur le contexte de travail haïtien et le secteur d'exportation du textile. Le Lesotho s'est amélioré dans le respect de normes internationales, mais pas tellement dans la législation nationale du travail. Cependant, les usines participant au programme ont amélioré dans plusieurs « points de conformité », en particulier dans les domaines de la sécurité et la santé; contrats et ressources humaines.

Concernant l'amélioration des politiques nationales, tandis que jusqu'ici BW, a fait des contributions importantes dans les trois pays, BW n'a pas eu une influence décisive. Dans les trois pays, le renforcement des capacités nationales nécessitera plus de temps que celui prévu dans le calendrier actuel.

En termes d'efficience, l'évaluation a conclu que la mise en œuvre des projets a été réalisée avec un haut niveau d'efficience et les coûts sont entièrement justifiés par les résultats.

Impact potentiel

³ Ségrégation verticale des femmes : baisse qualification des femmes travailleuses
Ségrégation horizontale la des femmes : sous-représentation dans certains métiers et postes

Malgré les faiblesses dans la conception et les défis existants, les stratégies d'intervention ont été claires et basées sur l'approche globale de BW, les projets BW ont pu générer des impacts significatifs :

Le programme BW a contribué à augmenter la conformité avec les normes fondamentales du travail et de la législation nationale, en particulier au Nicaragua.

BW a généré des impacts positifs pour ce qui est : l'amélioration du dialogue social dans les usines ; une meilleure gestion des ressources humaines ; une participation accrue des syndicats ; un plus grand respect pour les droits des travailleurs ; un plus grand bien-être dans les usines ; la réduction de l'utilisation et la prévalence de la violence verbale ; les travailleurs sont moins préoccupés par les retards dans les paiements, les bas salaires et les heures supplémentaires excessives ; un plus faible rotation du personnel.

L'autonomisation des femmes a donné lieu à plus de compétences et de confiance en soi ; réduction de la violence verbale ; diminution de harcèlement sexuel ; accès accru aux soins de santé liés à la grossesse ; réduction des inégalités de salaire.

BW a généré un rendement plus élevé dans les usines ; amélioré sa productivité, la qualité des produits et la ponctualité des livraisons des commandes.

Pertinence

BW s'est avérée tout à fait pertinente pour les usines, les travailleurs et les syndicats, ainsi que pour le gouvernement et l'industrie textile.

La pertinence de BW est toujours élevée, et il y a encore d'importants défis qui doivent être abordés. Dans le cas d'Haïti, des problèmes de conformité sont encore présents. Dans le cas du Nicaragua, le nombre d'usines participantes est encore relativement faible et le soutien des marques peut être amélioré. En outre, il est nécessaire d'investir davantage d'efforts dans le renforcement des politiques nationales et la promotion de l'accès durable aux services et aux outils de BW.

Il y a un fort potentiel pour répliquer BW dans le secteur textile ou dans d'autres secteurs industriels et/ou des manufactures dans des autres pays de la région d'Amérique Latine et des Caraïbes. Ainsi de même, dans d'autres régions/pays.

Étant donné les faibles revenus des programmes, à ce stade la réplification ne serait possible qu'avec un lourd support de la part des donateurs. Selon l'expérience des évaluateurs, l'appui et l'engagement à long terme est une bonne stratégie. Le Programme International pour l'élimination travail des enfants (IPEC), par exemple, a fonctionné pendant les dernières 20 années, et il a donné des bons résultats. En revanche l'Union européenne (UE) (et nombreux pays) subventionnent des secteurs économiques clés (p. ex. agriculture) pendant de nombreuses décennies.

Durabilité

Étant donné la petite taille de l'industrie textile dans les 3 pays évalués, il est hautement improbable que BW atteigne un niveau important de viabilité financière (recouvrement des coûts), bien que le programme soit obligatoire, comme il l'est en Haïti.

Selon quelques informateurs, dans le cas d'Haïti, Nicaragua et Lesotho, la durabilité doit être considérée sur le plan des capacités nationales et de la durabilité institutionnelle. Ces informateurs ont également opiné que le renforcement des capacités nationales nécessite des processus à long terme (10 ans).

Le calendrier de mise en œuvre des projets est essentiel. Les stratégies de sortie et de durabilité doivent être définies dès la phase de conception des projets et s'intégrer dans un calendrier réaliste et à long terme.

De même, l'appui des marques à BW est critique. Au Nicaragua et au Lesotho, le nombre réduit des marques qui ont adhéré au programme, a sans aucun doute, empêché que plus d'usines participent de BW.

BWL a fini en 2016, des évaluations et des services de conseil ne sont plus en place.

Le fait que BWN prendra fin en 2018 empêche des nouvelles usines d'adhérer au programme, puisque elles pourront à peine bénéficier des services BW si le projet termine l'année prochaine.

En Haïti, Nicaragua et Lesotho les capacités et les ressources des institutions gouvernementales, en particulier des Ministères du travail, sont faibles, et il est encore possible d'améliorer sa capacité d'appliquer la Loi ; procéder à des inspections effectives et des évaluations de conformité dans les usines ; et aussi de proposer et soutenir la mise en œuvre des mesures correctives.

Pour le Nicaragua, Lesotho et Haïti, l'évaluation a conclu que ni les acteurs nationaux, ni le gouvernement, les syndicats, les usines et les travailleurs ont une capacité suffisante pour mettre en œuvre l'approche et les outils de BW. BW nécessitera donc, un soutien financier et technique supplémentaire du BIT/BWG/donateurs afin de continuer à opérer et à développer leurs plans de viabilité.

Léçons apprises

- 11. Des interventions extrêmement complexes et ambitieuses ont besoin des processus à long terme (10 ans)** C'est le cas de BW dans le Nicaragua, Haïti et le Lesotho.
- 12. La durabilité devrait être définie et intégrée dans un calendrier réaliste à long terme.** Dans le modèle actuel, lorsque les projets sont prolongés, ses deuxièmes phases doivent planifier une stratégie de sortie ou de durabilité. Cela ne peut pas se faire en seulement deux ans.
- 13. Le support des marques à BW est crucial.** Les usines adhèrent au programme quand il est obligatoire (Haïti) ou quand les acheteurs demandent spécifiquement

aux usines de le faire (par exemple, au Nicaragua). En outre, l'engagement de marques avec des usines de BW est essentiel.

14. **La dépendance d'une seule source de financement unique pour un pays rend BW considérablement vulnérable et menace sa continuité.** USDOL est le seul bailleur de fonds pour Haïti, au Nicaragua et au Lesotho. Autres pays BW sont financés par plusieurs donateurs, y compris le financement du USDOL. BW dépend fortement du financement de l'USDOL, ce qui le rend considérablement vulnérable et menace sa continuité, en cas où les fonds USDOL diminuent ou finissent.
15. **L'égalité de genre va bien au-delà d'un milieu de travail exempt de violence et de harcèlement sexuel** Il est nécessaire aussi promouvoir la création et la mise en œuvre des politiques qui favorisent l'égalité des sexes d'une manière globale.

Bonnes pratiques

9. **L'engagement de BW de travailler avec les usines pour l'institutionnalisation des PICC est une stratégie couronnée de succès,** parce que des capacités ont été créées, non seulement dans les usines, mais aussi parmi les travailleurs et les membres des syndicats. Cela, a eu un effet très positif sur l'appropriation et la participation dans des questions importantes pour les usines et les travailleurs.
10. **Les évaluations de BW soulignent les conclusions sur la non-conformité et, par le biais de ses services de conseil, soutiennent aux usines pour affronter les défis par le l'intermédiaire des PICCs** (là où ils existent et sont fonctionnels). À différence des audits effectués par les marques.
11. **La formation des superviseurs a sensiblement augmenté leur confiance, la productivité des lignes et la qualité des relations du travail.**
12. **Le dialogue social, promu par BW et les PICCs, joue un rôle clé dans le renforcement des relations professionnelles dans le secteur du textile.** De même, le dialogue social contribue à identifier les problèmes et à les résoudre de manière respectueuse et conformément à la Loi.

Recommandations

Recommandations générales

1. Améliorer le dessin des projets dans les pays

Adressé au: BIT/BWG/BWH/BWN et acteurs nationaux. Durée de réalisation: moyen terme

Le processus de conception des projets doit être fondée sur des consultations nationales participatives avec tous les intervenants clés et tenir compte des différents contextes nationaux ainsi que des besoins spécifiques et les limites des ressources de chaque pays ; ainsi que de l'implication et l'engagement des marques. Cela inclut également développer des *cadres logiques (CL) et des theories du Changement (TdC)* et des

systèmes de suivi-évaluation solides spécifiques dans chaque pays. Les CL et les TdC devraient prendre en considération les faiblesses déjà soulignées.

Les stratégies de durabilité doivent être définies (en parallèle avec le reste des composants des projets) dans la phase de conception, et être intégrés dans un calendrier réaliste à long terme.

2. Développer une stratégie de financement pour BW

Adressé au: BIT /BWG. Durée de réalisation: moyen terme

Développer une stratégie de financement para BW afin d'assurer l'application effective de BW et assurer sa pérennité. La stratégie de financement devrait intégrer une analyse des donateurs potentiels, mais aussi une stratégie de marketing et de communication, pour permettre une captation des fonds plus efficiente, diversifier la base de donateurs, afin d'assurer la disponibilité des fonds pour répondre aux besoins et coûts des actions globales et nationales.

3. Améliorer les services BW

Adressé au: BIT /BWG/BWH/BWN. Durée de réalisation: moyen terme

Renforcer la formation du personnel de BW ; fournir aux usines des services « sur mesure » selon leurs différentes caractéristiques et besoins ; développer un Plan de Formation continue. Il est recommandé que ce plan comporte des compétences non-techniques (*soft skills*) ainsi que « techniques ».

4. Plus d'attention à la parité de genre

Adressé au: BIT /BWG/BWH/BWN. Durée de réalisation: moyen terme

Il faut prêter plus d'attention à comment l'égalité des sexes peut être intégralement incorporée dans les projets. Il serait souhaitable d'inclure une analyse des inégalités entre les sexes ; développer des indicateurs d'impact de genre ; Inclure une approche transversale dans toutes les formations ; lier les différentes initiatives de l'OIT sur les questions de genre et le VIH/sida dans le contexte de BW.

Recommandations spécifiques

5. Assurer la présence de BW en Haïti et au Nicaragua au-delà de 2018

Adressé au: BIT /BW, acteurs nationaux et donateurs. Durée de réalisation: moyen terme Assurer la présence de BW en Haïti et au Nicaragua au-delà de 2018 afin de: améliorer la conformité avec les normes internationales du travail et avec des lois nationales, consolider les réalisations et faire face aux défis persistants. En outre, pour développer et soutenir la mise en œuvre de la *Stratégie Nationale pour le Secteur du Textile* au Nicaragua ; ainsi que pour assurer un accès et une mise en œuvre durable des outils et des services de BW en Haïti et au Nicaragua.

6. Mettre à jour les documents de projet de BWH et BWN

Adressé au: BIT /BWG/BWH/BWN et acteurs nationaux. Durée de réalisation: moyen terme

Les documents de projet doivent indiquer clairement les rôles et responsabilités (et le budget) de BWG et BWH, BWN ; l'OIT Genève, les Bureaux Régionaux et Bureaux de Pays, ainsi que des différents Départements concernés, afin d'élaborer un projet ILO/BW de haute qualité, intégrée et cohérente.

Nicaragua

7. Davantage d'accent sur la productivité

Adressé au: BIT: ILO/BWG/BWN. Durée de réalisation: moyen terme

Davantage d'accent sur la productivité. A ce fin, il est recommandé de mener une évaluation pour mesurer l'impact de BWN sur la productivité, la qualité et la rentabilité. De même, BWN pourrait fournir des services consultatifs techniques spécialisées afin d'évaluer la productivité dans les usines ; proposer des plans d'amélioration ; ainsi que des services consultatifs et de formation afin de mettre en œuvre ces améliorations.

8. Redoubler les efforts pour inclure davantage de marques dans le programme.

Adressé au: BIT /BWG. Durée de réalisation: moyen terme

Le BIT/BWG doivent redoubler ses efforts pour inclure davantage de marques dans le programme ; et en même temps, chercher des engagements de la part des marques pour conserver leurs contrats avec les usines qui respectent les engagements, en évitant les délocalisations vers des pays à bas salaires et moins du respect pour le Travail Dément.

Haïti

9. Renforcer la communication et la coordination entre les parties prenantes

Adressé au: BIT /BWG/ BWH/ acteurs nationaux. Durée de réalisation: moyen terme

Renforcer la communication et la coordination entre toutes les parties intéressées par le biais de la mise en place des procédures et des protocoles précis; De même, établir et clarifier les responsabilités de toutes les parties prenantes.

10. Développer une approche plus stratégique avec le Ministère du Travail et syndicats en Haïti

Adressé au: BIT /BWG/ BWH/ acteurs nationaux. Durée de réalisation: moyen terme

Il faut une approche plus stratégique en ce qui concerne le travail effectué avec les syndicats et le Ministère du Travail durant les deux premières phases du projet. Il faut redoubler les efforts pour renforcer les capacités institutionnelles et pour obtenir un soutien accru aux opérations BWH afin d'atteindre plus de durabilité.

11. Continuer à renforcer la promotion du dialogue social

Adressé au: BIT /BWG/ BWH/ acteurs nationaux. Durée de réalisation: moyen terme

Continuer à renforcer la promotion du dialogue social, à cette fin, il est proposé que le BIT/GTM/BWH propose des formations a toutes les parties prenantes nationales dans les domaines de: la communication efficace et la coordination ; la médiation et résolution des conflits ; les rôles, droits et responsabilités des différents acteurs, ainsi que la coordination avec les représentants du gouvernement.

12. Des stratégies de formation plus effectives

Adressé au: BIT / BWH. Durée de réalisation: moyen terme

Mettre en place des stratégies de formation plus effectives, afin de faciliter aux travailleurs du Nord du pays d'assister aux cours de formation, des dispositions doivent être prises pour que les formateurs se déplacent vers la partie Nord du pays. En outre, il faut contextualiser, traduire et fournir la formation et le matériel en Créole et en Français.

13. Poursuivre la coopération avec la Fondation ShareHope et la Fondation Levi-Strauss

Adressé au: BIT /BWG/BWH. Durée de réalisation: moyen terme

Continuer avec l'engagement et la collaboration avec ShareHope pour donner aux travailleurs une formation en santé sexuelle et reproductive, ainsi que sur le harcèlement sexuel sur le lieu de travail. Elargir le *Projet HER* à toutes les usines BWH.

Lesotho

14. Convenir des efforts afin de donner de la continuité aux résultats clé

Adressé au: BIT /BWG/BIT Pretoria/USDOL/MOL/Remmoho. Durée de réalisation: court terme

Afin de donner une continuité aux résultats clé, l'évaluation recommande que le BIT, l'USDOL, le Ministère du Travail et Remmoho s'unissent et intensifient leurs efforts pour : renforcer l'appropriation par les usines des PICCs, ainsi que l'amélioration des processus de conformité ; rétablir le contact avec les marques et les acheteurs pour s'assurer que les usines reprennent les évaluations BW ; améliorer le cadre réglementaire du travail ; former des inspecteurs du travail sur l'utilisation de l'outil d'évaluation de conformité et de la méthodologie d'évaluation de BW ; former des inspecteurs du travail sur les processus de conseil de BW.

Dans ce sens, le projet de renforcement de l'inspection du travail de Lesotho d'OIT/USDOL pourrait être une bonne plateforme pour la coopération et la coordination.

15. Renforcer les capacités et le rôle de Remmoho

Adressé au: BIT /BWG/BIT Pretoria/USDOL/Remmoho. Durée de réalisation: court terme

Renforcer les capacités institutionnelles et techniques de Remmoho, ainsi que renforcer son rôle en tant qu'institution valide et « autorisé » pour fournir des services de counseling et d'évaluation. En outre, promouvoir la mise en œuvre des évaluations conjointes avec les inspecteurs du travail.

I BACKGROUND AND PROJECT DESCRIPTION

1.1. BACKGROUND

The Better Work (BW) programme is a joint initiative of the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group (WB). The programme has been working since 2007 to improve working conditions and promote competitiveness in global garment supply chains.

BW was inspired by the ILO's Better Factories Cambodia project. Introduced in 2001, the project was developed to improve working conditions in Cambodia's export apparel industry. The programme is currently active in Bangladesh, Cambodia, Haiti, Indonesia, Jordan, Nicaragua and Vietnam; and finished in Lesotho in 2016, employing 1.6 million workers from 1,300 factories. USDOL (United States Department of Labour) is solely funding the programmes in Haiti and Nicaragua and contributes funding to Bangladesh, Cambodia, Jordan and Vietnam. The programme creates opportunities for the ILO to support constituents to build the capacity of national institutions and strengthen the governance of labour markets. Better Work implements a two-fold strategy to promote compliance with national law and international core labour standards in global garment and footwear supply chains and bolster a more stable and profitable sector that can influence supply chains beyond the garment industry.

While the programme is widely known and in demand for its compliance assessments, the majority of resources are dedicated to services that help employers and workers establish systems to: achieve and maintain compliance, improve productivity and competitiveness and establish workplace social dialogue, in many cases for the first time.

Better Work engages with international garment buyers and retailers that accept the responsibility to support their suppliers to improve labour conditions. Better Work also presents the ILO with new opportunities to support constituents in line with the priorities of Decent Work Country Programmes (DWCP). The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports national partners within a wider UN and international development context. As such, DWCPs are broader frameworks to which the individual ILO project contributes and is linked.

1.2. PROJECT DESCRIPTION

Better Work Lesotho (BWL): 2009 – 2016

The goal of the BWL Project was to improve the lives of workers, their families and communities. BWL also aimed to improve competitiveness of the industry by improving compliance with Lesotho labour law and the principles of the ILO Declaration on Fundamental Principles and Rights at Work. The heart of the BWL strategy, however, was the independent enterprise assessments and enterprise advisory and training services. The assessments were intended to identify areas where enterprises were not

complying with international labour standards or national labour law while the advisory services and training were designed to help the enterprises become compliant.

The programme in Lesotho closed in June 2016. Better Work Lesotho contributed to the Lesotho Decent Work Country Programme 2012-2017 by promoting competitiveness and productivity in the garment sector (Priority 1), enhancing safety and health conditions at the workplace to the benefit of workers and enterprises (Priority 2) and improving the capacity of social partners to effectively participate in social dialogue mechanisms (Priority 3). BWL is linked to Outcome 13 of the ILO's Strategic Policy Framework 2010-15, through its first strategic objective, that is, to create greater opportunities for women and men to secure decent employment and income by taking a sector specific approach to decent work.

Outcome 1. Better Work Lesotho's assessment, advisory and training services have been a driver of change towards higher compliance with national labour law and international labour standards.

Outcome 2. Better Work Lesotho has influenced national policies, strategies and practices to improve labour related issues and industrial relations.

Outcome 3. Better Work Lesotho has strengthened its governance and long-term viability by, among other things, increasing technical skills and management capacity of national staff and stakeholders, scaling service delivery, and fostering engagement and cooperation between the parties involved.

Better Work Nicaragua (BWN): 2010 – 2016

BWN aims to improve industry competitiveness by enhancing economic performance at the enterprise level and improving compliance with Nicaragua labour law and the principles of the ILO Declaration on Fundamental Principles and Rights at work. BWN combines external enterprise assessments with enterprise advisory and training services to support practical improvements through workplace cooperation. It is an industry-based scheme designed to work at the enterprise level and has three components consisting of enterprise assessments and advisory services, stakeholder engagement and sustainability, and knowledge and impact. The goal or development objective of BWN is to contribute to poverty reduction in Nicaragua by expanding decent work opportunities in targeted export industries.

BWN's overarching objective is to reduce poverty in Nicaragua by increasing "decent work" employment in the apparel sector. The BW strategy focuses on improving competitiveness of the industry by improving compliance with Nicaragua labour law and the principles of the ILO Declaration on Fundamental Principles and Rights at work. The BWN programme consists of three mid-term objectives:

1. Increased compliance with ILS and national labour law;
2. Sustainable access to BW tools and approaches after 2014; and
3. The integration of lessons learned and regulatory gaps into government policies and apparel sector strategies.

Better Work Haiti (BWH): 2009 – 2017

BWH provides a wide range of support to Haitian stakeholders within the context of implementing Haitian Hemispheric Opportunity through Partnership Encouragement Act of 2006 (HOPE). In 2008, tariff preferences were extended on textiles, apparel and other goods (HOPE II). HOPE II requires the ILO to assess producers' compliance with core labour standards and the Haitian labour laws directly related to and consistent with these standards and to ensure acceptable work conditions with respect to minimum wages, work hours, and occupational health and safety. Participation in the BWH programme is mandatory for Haitian factories that export to the United States under the HOPE Act. Since 2008, the USDOL has funded BWH with over \$10 million.

The first phase of the programme was implemented from 2009 to 2013. In addition to regular provisions of assessment, advisory and training services to factories, BWH is increasingly intervening at the sectoral and national level in order to tackle structural weaknesses that cause non-compliance in the Haitian garment industry. Under its current second phase of the programme, core service delivery will be strengthened to become a driver of change towards higher compliance with national labour law and international labour standards. BWH will also increasingly use knowledge, experience, relationships and data to extend impact beyond the direct interventions at the factory level so the industry becomes more stable in the long-term and contributes to a greater extent to the Haitian economy and society. Finally, the second phase will also aim to strengthen the programme's long-term viability through increased cost recovery, empowered national staff and strengthened partner institutions such as the Ministry of Labour and employer and worker organizations. BWH is currently working in 27 factories.

The BWH project contains three outcomes:

1. Compliance with national labour law and international labour standards within the Haitian garment industry;
2. The garment industry in Haiti is strengthened and equipped to improve labour related issues and industrial relations on a sectoral level in order to contribute to the Haitian economy and society and;
3. The long-term viability of BWH activities is strengthened.

The BWH programme is implemented in the framework of the ILO strategy for Haiti 2015-2020, which is built around four key priorities: 1) respect, promote and implement international labour standards and the fundamental principles and rights at work; 2) create opportunities and improve working conditions for women and men; 3) promote universal and non-discriminatory social protection; and 4) strengthen tripartism and social dialogue. Better Work's strategy links to priorities 1, 2 and 4.

II EVALUATION PURPOSE AND METHODOLOGY

2.1. JUSTIFICATION

The three projects included in this evaluation have reached levels of implementation for which an evaluation is required (Mid-Term for Haiti and Final for Nicaragua and Lesotho), as the ILO evaluation policy states. Due to the similarity of strategic objectives, size of the industry, relevance of the United States (US) as a key trading partner, relevance of specific US trade policies in shaping the industry and similar challenges in terms of industry trajectories, it was proposed to carry out one cluster evaluation of the three projects. This reflects the strategic approach of evaluations as a facilitator of knowledge-sharing, without disregarding the accountability purpose of an evaluation for each individual project. Therefore, a cluster evaluation approach can provide important and relevant insights not only in terms of individual project-level achievements but also in terms of progress toward strategic objectives and complementarities beyond projects or specific countries. In addition, it increases the efficiency on the use of resources for evaluation by combining various project evaluations in one.

ILO considers the evaluation to be an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures. Evaluations of ILO projects have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners in the project.

All three countries underwent external evaluations by USDOL, although the timing was different:

- External Evaluation of USDOL's full Technical Cooperation portfolio to promote workers' rights in Haiti (June 2016). This evaluation was not exclusively focused on the Better Work Haiti Project.
- External Final Evaluation of the ILO/IFC Better Work Lesotho Programme (May 2015)
- External mid-term evaluation of the Better Work Nicaragua Project (March 2014)
- External Final Evaluation of the Better Work Nicaragua Project (August 2015)

The results from these past external evaluations were taken into considerations in this cluster evaluation. Key recommendations from previous evaluations were assessed against any corresponding action implemented in each project, avoiding repetition and added value in this evaluation form the external evaluations carried out.

2.2. PURPOSE

Globally, as specified in the Terms of reference, the main purposes of the independent final evaluation are:

- a. Establish the relevance of the projects' design and implementation strategy for the countries and for the global level.
- b. Assess the extent to which the projects have achieved their stated objectives and identify the supporting factors and constraints that have led to achievement or lack of achievement, promoted or hindered this achievement.
- c. Identify unintended changes, both positive and negative, at objective levels, in addition to the expected results.
- d. Determine the implementation efficiency of the programmes.
- e. Assess the relevance of sustainability strategies, progress and potential for achievement, identifying the processes that will be continued by stakeholders.
- f. Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied in the future.
- g. Provide recommendations to project stakeholders to promote sustainability and support the completion, expansion or further development of initiatives supported by the project.
- h. Determine the alignment of the projects with national goals to address gender issues.

Finally, the cluster evaluation aims to provide all stakeholders with information to assess, as needed, work plans, strategies, objectives, partnership arrangements and resources, as well as to recommend possible ways forward for the future.

2.3. SCOPE

As specified in the TOR, the evaluation focused on the 3 projects, their achievements and contributions to the overall national efforts to improve working conditions and promote competitiveness in global garment supply chains as well as on all the activities that have been implemented since the start of the projects up until the field visits.

The evaluation looked at the projects' life-span as a whole, including issues of initial project design, implementation, lessons learnt, good practices, replicability and recommendations for future programmes.

Major focus was directed by the proposed evaluation questions (see Inception Report in Annex E) that focused on specific themes. Also, this evaluation considered previous evaluation reports to support triangulation and to avoid repetition. Likewise, the global Independent Impact Assessment of the Better Work Programme (2016) was considered as a point of reference regarding the evaluation findings.

On the other hand, the evaluation couldn't identify any evidence of unintended positive or negative changes arising from the program interventions.

2.4. METHODOLOGY

The selection of methods and techniques was established in order to assure relevant data collection, keeping in mind the evidence needed to best answer the evaluation questions and the most appropriate analyses to generate useful findings and address evaluation criteria.

The evaluation used a mix of data sources collected through multiple methods and techniques in order to strengthen the credibility and usefulness of evaluation results ensure data accuracy and facilitate its interpretation. This use of mixed methods and data from various sources or “triangulation” facilitated the evaluators in overcoming the bias that comes from single information sources, the use of single methods or single observations.

Evaluation methods and techniques collected primary and secondary data. Primary data consisted on information the evaluators observed or collected directly from stakeholders about their first-hand experience with the intervention. This data was collected through meetings, group discussions, and interviews that involved direct contact with the respondents. It facilitated deeper understanding of the projects, the project’s results and the observed changes and factors that contributed to the change. Collection of data through interviews was carried out in a confidential manner.

Secondary data is documentary evidence that has direct relevance for the purpose of the evaluation and that has been produced by the ILO, other individuals or agencies for purposes other than those of the evaluation.

2.4.1. Evaluation methods and techniques

1. Comprehensive document review

This included project documents, technical progress reports, work-plans and other key documents produced by the project, as well as previous Midterm and Final Evaluations and Independent Impact Assessment of the Better Work Programme (2016). See Annex C for a detailed list of documents reviewed.

2. Interviews

The Evaluation Team conducted a series of interviews with key informants representing: ILO backstopping and technical officials at Office for Central America, Haiti, Panama and Dominican Republic in San Jose (remote); Better Work Global (BWG) staff (remote); Better Work Chief Technical Advisers (CTA) and project teams in Haiti and Nicaragua; Employers’ and Workers’ Organizations; Ministries of Labour (MOL); Factories and direct beneficiaries; USDOL (donor). See Annex D for a detailed list of stakeholders that were interviewed.

3. In-Country Visits

The evaluation team undertook field visits only in Nicaragua and Haiti to gather qualitative information about how the projects operate; ongoing activities; behaviours; processes; discussions; social interactions and observable results and outcomes in the target factories and with the selected informants/beneficiaries. The evaluation didn't conduct a field visit to Lesotho due to the planning of the evaluation: budget restrictions and the project closing in June 2016.

4. National Evaluation Workshop

The fieldwork in Nicaragua culminated in a National Evaluation Workshop with key stakeholders to gather further data, to present the preliminary findings, conclusions and recommendations and to obtain feedback. The evaluation could not organize a national stakeholders' workshop in Haiti (due to the textile workers' strike) In Lesotho this was not planned as no field work was conducted.

5. Remote Interviews with a sample of national key stakeholders-Lesotho

To gauge feedback from a sample of in-country BWL staff (BW Lesotho Former CTA and BWL former lead enterprise adviser) and national stakeholders: Workers' Organizations; Ministry of Labour; factories and workers' representatives. Interviews were conducted through phone and Skype conference calls.

6. Triangulation

To strengthen the credibility and usefulness of evaluation results; to ensure data accuracy and facilitate its interpretation, the evaluation used a mix of data sources collected through various methods and techniques. Triangulation of mixed methods and data aimed at facilitating the evaluators to overcome the bias that comes from single information sources, the use of single methods or single observations.

Also, this evaluation considered specific dimensions of the findings reflected in the external evaluations managed by USDOL in all three countries and the global impact evaluation (i.e. Haiti). The three evaluation reports were considered to support triangulation and to avoid repetition. When some of the purposes were well covered in the previous external evaluations, this evaluation ratified the findings referring those evaluations. When changes/disagreements were found, the current evaluation also reflected them.

2.4.2. Evaluation Schedule.

The evaluation was conducted between May 10th and July 17th, 2017. The evaluators reviewed project documents, developed data collection instruments and prepared for the fieldwork between May 10th and 20th. Fieldwork was conducted in Nicaragua between May 22nd and June 1st and in Haiti between May 22 and May 26. The complete schedule of evaluation activities appears in Annex B. Interviews with Lesotho stakeholders were conducted between June 28th and June 30th. Also, interviews with ILO

and BWG staff in Geneva and the USDOL were conducted by the team leader from May 6th to July 14th.

2.4.3. Limitations

Overall, findings have been based on information collected from background documents and on interviews with stakeholders and project staff. The accuracy of the evaluation findings is determined by the integrity of information provided to the evaluators from these sources and the ability of the evaluators to triangulate this information.

It is worth noting that the recent completion of Better Work Haiti and Nicaragua Evaluations by USDOL meant certain key informants did not fully understand the need for and goals of carrying out another evaluation of the same project with so little temporal difference. This demanded supplementary efforts from the evaluators to explain the context and goals of the current evaluation.

In Haiti, the field visit coincided with a workers' strike in the garment industry and several demonstrations organized by trade unions and workers' organizations. During those events, most of the factories were closed and/or were affected by work stoppages. In such circumstances, field trip scheduling was confirmed/ revised on a daily basis.

Despite the situation and the field mission being shortened, it was possible to conduct individual key informant interviews with USDOL representatives, the president of the tripartite commission, Association des Industries d'Haïti (ADIH) and Solidarity Center, and a focus group meeting with representatives of three (3) trade unions out of eleven (11) active confederations in the garment sector. However, several interviews had to be postponed and were conducted by Skype after the field visit, and all categories of informants were reached by the evaluation. The planned workshop with stakeholders and presentation of preliminary findings could not take place. But this limitation was mitigated by the circulation of the draft report among stakeholders as stated in the evaluation TORs.

As BWL closed in 2016, coordinating and conducting interviews with Lesotho national stakeholders proved to be challenging. Thanks to the support of the former CTA and former BWL Lead Enterprise Adviser, it was possible to set-up and conduct remote interviews with a small sample of informants (Ministry of Labour, Workers; factory managers and Unions). However, most of the information had to be analysed through document review.

Additionally, coordinating and setting-up interviews with ILO-HQ, BWG and USDOL took much more time than anticipated. These interviews were finally completed on July 14th.

Finally, the amount of information to be reviewed and analysed was vast. The considerable quantity of documentation, some of which was received just before or after the field missions, represented a challenge to the team.

III FINDINGS

3.1. PROJECT DESIGN

The present section examines the Projects' design and internal logic; the relevance of the indicators and means of verification and the indicators' usefulness in monitoring and measuring outcomes. It also assesses whether *the projects' objectives were clear, realistic and likely to be achieved within the established time.*

3.1.1. Project Design and Internal Logic

Previous evaluations⁴ underlined several flaws in the projects' design: in the case of **Nicaragua** "the intermediate objectives (I.O.s) and outputs did not meet the criteria outlined in the ILO's results based management (RBM) approach" since intermediate objectives should be written as changes in policies, behaviour, skills or practices that contribute to the development objective. Also, the development objective "is written as a double goal": *To contribute to poverty reduction in Nicaragua by expanding decent work opportunities in targeted export industries.*

In the case of **Lesotho**, overall, the Development Objective (*Contribute to improving the life of workers, their families and communities in Lesotho*) and the I.Os "meet the criteria of RBM. However, I.O.3 combines several development dimensions": *strengthening governance and long term viability and increasing technical skills and management capacity, scaling services, and fostering engagement and cooperation.* This causes confusion as to which is the final intended change of the Objective. The outputs, however, "do not meet RBM criteria, as they should be written as products or services."

In the case of **Haiti** the development objective is "expressed as two objectives instead of one". The intermediate objectives meet the RBM criteria, although, "the outputs could have been expressed in more tangible terms."

The evaluation team agrees with these findings.

Regarding the internal logic, the previous evaluations found that the causal relationships between outputs, intermediate objectives and the development objective was inadequate. In the case of **Nicaragua**, "the causal link between increased compliance, employment and poverty reduction is weak" while in the case of **Lesotho**, "there is insufficient evidence that achieving the three intermediate objectives will improve the lives of workers."

The evaluation team agrees that, formally, the internal logic of the country projects presents weaknesses. However, the intervention strategies are clear and based on the overall BW approach. As a matter of fact, it can be said that the three projects share the same Global BW "theory of change" (TOC).

This can be summarily expressed as: *Compliance with international and national labour norms and the principles of the ILO Declaration on Fundamental Principles and Rights at Work in the garment sector will, while enhancing factory productivity and profitability,*

⁴ O'Brien & Associates. 2015 and 2016

improve working conditions by increasing “decent work” employment; which, in turn, will contribute to reduce poverty in the targeted countries.

There is empiric evidence that proves this TOC to be accurate:

As reflected in the BW impact study conducted by Tufts University⁵:

As a result of their participation in Better Work, factories have steadily improved compliance with ILO core labour standards and national legislation (...) This has significantly improved working conditions (...) These changes include improvements in compensation, contracts, occupational safety and health and working time and creating positive effects outside the factory for workers and their families. These effects occur while increasing the competitiveness of firms (...)

While having a job is recognized as an important route out of poverty, the quality of that job is critical to achieving this aim. Better Work strives to support high quality jobs in garment factories (...) Strengthening workers’ voices can ultimately improve their ability to pay for basic household goods and support their children. This further reinforces economic and social development.

Also, a study conducted by the World Bank⁶ states:

Factories in BW programs have seen improvement in working conditions. Over time, BW factories exhibit improved compliance with key national and international standards (...) For workers, the benefits of working in the apparel sector in general and to participate in the BW Program in particular, extend beyond factory walls (...) improving the lives of their families.

(...) expanding exports in the garment industry can reduce poverty in certain developing countries by expanding employment opportunities.

3.1.2. Relevance of indicators

The evaluation team concurs with the findings of previous evaluations⁷ regarding the quality and relevance of the indicators and their usefulness in terms of measuring outcomes.

Overall, in the case of **BWN** and **BWL** the indicators present several weaknesses. A number of them are formulated as outputs or activities; or expressed in a manner that is hardly measurable. Additionally, country-level indicators do not quantify targets and there are no baselines values available. In general, the evaluation found that indicators are not adequate means of measuring actual results against planned or expected results in terms of quantity, quality and timeliness. In other words, they are not suitable for measuring progress towards achieving results. The BWH indicators “are largely based on the BWG indicators that are well designed to capture effects.”

⁵ Impact evaluation of Better Work: A Report from Tufts University. Tufts University, 2016

⁶ How the Better Work Program Improves Job and Life Quality in the Apparel Sector. International Bank for Reconstruction and Development / The World Bank, 2015

⁷ O'Brien & Associates. 2015 and 2016

Furthermore, the projects “report into two (Monitoring and Evaluation) M&E systems, the BWG M&E system (...) and the project performance monitoring plan (PMP) which is built on the projects’ Logical Framework (logframe)”. In all, BWN reports on 49 indicators; BWL on 65; and BWH on 35. Overall, “there is very little overlap between the BWG indicators and the national projects’ indicators.” The evaluation team agrees with the opinion of the USDOL evaluator that, “there are too many indicators”, and that collecting and analysing data for (such a high number of indicators) places a heavy burden on the project’s M&E system.”⁸

3.1.3. Projects’ objectives clarity and realism

The TORs ask the evaluators to assess if the projects’ objectives are clear, realistic and likely to be achieved within the established time schedule and with the allocated resources.

The three projects, although expressed slightly different in the respective Project Documents (PRODOCS), share the same Outcomes/Immediate Objectives that can be summarized as:

1. Increased compliance with national labour law and international labour standards.
2. Strengthened national policies, strategies and practices to improve labour related issues and industrial relations.
3. Sustainable access to BW tools and services.

The projects’ objectives are clear and the PRODOCS adequately explain the intervention strategies and project components. Recapitulating, the projects aimed to improve the industry’s competitiveness by enhancing compliance with national labour laws and the principles established in the ILO Declaration on Fundamental Principles and Rights at Work. The heart of the intervention strategy was the independent enterprise assessments and enterprise advisory and training services. The assessments were intended to identify areas where enterprises were not complying with international labour standards or national labour law while the advisory services and training were designed to help enterprises become compliant.

The long-term sustainability of the projects requires building capacity in labour administration and national employer and worker organizations’, as well as integrating lessons learned from the projects into governmental and sectoral programs and policies.

Regarding whether they are/were realistic and likely to be achieved within the established time schedule and with the allocated resources, overall, the evaluation found that **I.O.1. Increased compliance with national labour law and international labour standards** is a realistic goal. It is within the reach of the project and it is likely to occur (in the mid/long-term) once the project outputs are produced. BW contributed to

⁸ O’Brien & Associates. 2015 and 2016

increased compliance with International Labour Standards (ILS) and National Labour Laws in the 3 countries, although, less so in Lesotho. Enterprise assessments, advisory and training services proved especially effective in Nicaragua. In the case of Haiti, BW encountered challenges related to sustainable compliance improvements, as well as the set-up of Performance Implementation Compliance Committees (PICCs) and their effective functioning once established. According to the last compliance synthesis report “the overall compliance rates for the sector are stagnating with minor variations over the cycles”.

On the other hand, the prospects of achieving **I.O.2 Strengthened national policies** and **I.O.3 (Sustainable access to BW tools and services)** within the established time schedule in Nicaragua and Haiti are low. BW **Nicaragua** is in the process of transferring tools and capabilities to national stakeholders and plans to supporting them to develop a *National Strategy for the Garment Sector*. However, strengthening national capacities and insuring an effective application of such national strategy will, most likely, demand more time than the duration of the current BWN Phase II schedule, as agreed by national stakeholders.

In the case of Haiti, despite the **BWH** efforts to reinforce national policies, strategies and practices to improve labour related issues and industrial relations, so far, results have been limited due to a high turnover of the Ministère des Affaires Sociales et du Travail (MAST) Ministers and low institutional capacities at the MAST. BWH Phase II is placing specific emphasis on developing a long-term strategy based on the following: a strengthened cost-recovery scheme; national ownership of the program through a well-trained management team; and strengthening partner institutions through targeted capacity building measures. However, there is widespread agreement among Haitian informants that neither the government, the factories, nor the workers are yet ready to operate on their own. BW's guidance, support and mediation in Haiti is still considered fundamental by national stakeholders.

BW **Lesotho** participated in the review of the Labour Law, and managed to review a number of provisions, as well as provided advice on minimum wage and working conditions. The Labour Law review process is on-going and currently under the responsibility of relevant national stakeholders. Also, BWL made some contributions to improve labour inspectors' capacities and regulations on Occupational Safety and Health (OSH). However, national stakeholders consulted stated that BWL did not have an important effect in strengthening national policies. In this sense, several informants and reports underline a low level of commitment by national stakeholders, especially Employers' organizations and the Ministry of Labour (MOL).

Concerning the sustainable access to BW tools and services, in hindsight, it is clear that the Objective was not realistic. Judging from testimonies from local stakeholders, advisory and training are no longer available; PICCs have disappeared or are inoperative in most factories; and BW assessments are no longer being conducted as factories went back to the brands audits. A MOL representative declared that the Ministry is using some of the BW tools in the framework of the ILO/USDOL Project “Strengthening Labour Inspection in Lesotho”.

3.1.4. Validity of the projects' design

This sub-section analyses *whether the projects' design assisted or hindered the achievement of the projects' goals; the impact of external factors and assumptions*; and also examines if *institutional arrangements* were taken into account.

As mentioned previously, the projects' design, internal logic and indicators at country-level present several weaknesses. All the same, the intervention strategies and objectives are clear and the project components are well defined.

Nevertheless, in the evaluators' opinion, which is supported by documentary evidence and qualitative information gathered among key stakeholders, the likelihood of achieving the projects' goals largely depends on: a) the brand's support and commitment; b) the enabling environment (external factors and institutional arrangements and commitment); and c) on the projects' schedule.

The country project documents are based on the global BW strategies and approaches, which, as mentioned before, were found to be adequate. However, some interviewees pointed out that the projects are based on a "one size fits all" scheme: the same approach and outcomes are applied in all countries and regions, while the countries present very different levels of development, contexts, institutional capacities, commitment and needs. Opinions gathered during field work stressed that the different national environments were not taken into account well enough and, as detailed in sections 3.2.1 and 3.2.2, thereby resulted in some challenges in the projects' implementation.

Also, key stakeholders informed that the projects' schedule was largely determined by the donor based on its availability of funds, rather than the ILO/BW leading and conducting a participatory long term strategic planning at country level.

The strategic planning should be based on the BW Global approach and the national problems to be tackled, existing institutional arrangements, roles, capacity and commitment of stakeholders.

It is important also, to conduct a thorough and realistic assessment of the schedule needed to make a significant impact on increased compliance, national policies and in defining a solid and realistic exit strategy leading to sustainability. As several key informants stated, BW interventions in countries like Nicaragua, Haiti and Lesotho need long-term processes and implementation schedules (10 years at least).

The **Lesotho** case proves that 6 years (divided in two phases) is not enough time to make significant impacts in higher compliance, improved policies and sustainable transfer of tools and methodologies to national stakeholders. Moreover, as a worker and member of a factory expressed: *BW raised peoples' hopes, and now is gone.*

In the case of **Haiti** and **Nicaragua**, it seems highly unlikely for the project to achieve its goals in terms of improved policies and sustainability during the 2-3 years allocated to

their second phases. Furthermore, sustainability and exit strategies should have been defined from the projects' inception phase.

The brands' support to BW is critical. In the case of **Nicaragua**, the partial quantity of brands that joined the programme (please refer to table 1 in page 19) undoubtedly hindered factories adhering to BW. Also, in **Lesotho**, the moderate number of brands that joined BWL (along with a limited level of engagement from national stakeholders) resulted in discreet results. In **Haiti**, not all brands sourcing are part of BW. BWH is benefitting from the fact that the program is mandatory under HOPE. As indicated by BWH, more buyer support would still be beneficial.

The brands' support and commitment is a key "external factor" on which country programmes/teams and even BWG have little influence. However, it was an "assumption" that, according to testimonies provided by several key stakeholders was not properly assessed and addressed at the inception of the programme in Nicaragua and Lesotho.

3.1.5. Integration of gender issues

In general terms, the majority of workers in the garment industry are women. The BW programme has a generic approach implemented across all countries to avoid women worker's discrimination in various ways: access to jobs, promotion and wages and sexual harassment. This approach has also been integrated in all aspects of its work, including staff recruitment, compliance assessments, training, information resources, monitoring and evaluation. In addition, BW interventions developed specific interventions in order to make sure that women's needs are being addressed.

However, there are important issues in the area of gender equality, beyond the area of women empowerment, that are not being treated with a "programmatic" focus, that is, a holistic approach to gender equality. Based on interviews and direct observation, the evaluators' believe that there is insufficient investment in specific training on gender issues; in the qualification of women workers (gender gap which is vertical segregation); and to reduce the existing horizontal segregation of women, this is, the under-representation in certain occupations and positions. However, as informed by BW, the programme is currently working on a gender strategy which will be finalized before end 2017.

Additionally, the evaluation found that the projects do not incorporate "gender sensitive indicators", that is, gender-related measures and changes over time. Examples of such indicators could be changes in the status or situation of men and women; quantitative indicators based on sex disaggregated statistical data which provides separate measures for men and women (for example, on health improvement); or indicators that seize qualitative changes such as an increase in women's levels of empowerment and participation (through trainings, participation in PICCs, etc.).

The impact assessment conducted by Tufts University has shown that the BW program has a huge impact on women, and more specifically on women's empowerment. BW

has improved this aspect during the last years, making services and trainings more gender responsive and gender sensitive and strengthening the women's economic empowerment program and the training of supervisors. The program has also improved its delivery, moving from trainings and activities done on an ad-hoc basis to managing it more strategically. However, training on sexual and reproductive health and sexual harassment at work could have had a higher impact if joint trainings on gender violence had been carried out beyond the subject of harassment.

However, the evaluation found that BW lacks a clear strategy for mainstreaming policies to promote gender equality in factories. Along these lines, due to the lack of awareness on gender issues, neither the factories nor the workers are aware of the number of violations of women's rights. The current non-compliance findings are not adequately registering workplace violations. They mainly focus on sexual harassment and verbal abuse but there are no reports on job discrimination by gender and/or age (vertical and horizontal segregation, pay scheme, maternity leave, etc.) Also, due to stereotypes, lack of education and awareness on human's rights, workers are not aware of and able to identify the different kind of violations they may be suffering and subsequently do not complain to their supervisors.

Additionally, key informants interviewed stated that audits should offer guidance to program management on how to provide greater capacity and tools in gender equality and how to improve current ones by approaching other experiences developed by ILO offices and therefore generate synergies.

Also, the evaluation found a lack of synergies with projects and activities developed by ILO. For example, the ILO gender office works with the textile industry in Nicaragua, in applying a tool to address all kinds of discrimination: health, sexual orientation, race, and ethnicity. This is a checklist for companies to analyse where there may be discriminatory practices at all levels of processes and where there are gaps and bias that lead to indirect discrimination inside factories. However, this checklist is not used by the BW program (in the countries covered by this evaluation) to encourage and promote a gender equality policy within the factories.

3.2. EFFECTIVENESS: MAIN RESULTS AND ACHIEVEMENT OF OBJECTIVES

This section examines the major challenges to implementation, as well as the stakeholders' engagements with the programme in each country; the main results achieved; and assesses whether the projects have achieved/are on track to attaining their immediate objectives.

3.2.1. Challenges to implementation

Lesotho

The main customers of the Lesotho textile industry are the US and South Africa. These two countries accounted for 84.8% of Lesotho's exports in the first quarter of 2015. Buyers from the US account for 33.3% of Lesotho's exports. While some of them demand

to see assessment reports, their counterparts in South Africa (which represent 51.5% of the exports) do not insist on this documentation. The picture here is that exporters that are not monitored for compliance with international standards outweigh those that comply with monitoring. This has increased the crescendo of tripartite members in Lesotho calling for the government to make it mandatory for factories to monitor compliance with international labour standards because they believe that this would level the playing field⁹.

The project strongly advocated with national stakeholders on mandatory participation and highlighted the benefits of an industry-wide approach. The project also shared with the Government BW country programme examples where participation had been made mandatory and developed suggestions for incentive measures. However, mandatory participation in BWL was never achieved, according to some testimonies due to insufficient ownership of the programme's objectives by national stakeholders.

Also, judging from document evidence and declarations made by some of the stakeholders interviewed, at the outset of the project it became clear that Lesotho's garment industry was not growing and that key buyers who had been driving the launch of BWL had pulled out orders and shifted production to Asia. As reported in the above-mentioned BWL Paper, *this situation always made it difficult to sell the project's benefits (better work – better business) to companies*.

As a result of these two factors, the buyer base for Lesotho and the number of factories they brought into the programme was limited.

Haiti

Since the programme was launched, BWH implementation has been disturbed or interrupted on several occasions due to external circumstances, including the earthquake (January 2010), cholera outbreak (October 2010), hurricane (November 2010) and political unrest following presidential elections (December 2010). Also, restrictions of movements caused by demonstrations, strikes, etc. happened intermittently along the implementation period, in particular during election times.

Furthermore, BWH operates in a difficult environment, where effective social dialogue is challenging, and where government institutions as well as workers' and employers' associations are rather weak. Moreover, the general political environment often slowed down activities in the country, in particular from the government institutions. BWH faced challenges in engaging the Ministry of Social Affairs and Labour due to frequent changes of ministers and the lack of human and material resources.

Further challenges were found in having effective PICCs functioning once established (i.e. lack of ownership by factory management; factory managers not seeing the added value of PICCs; PICCs mandate being unclear/ weak on workers' side; PICCs seen as a management union; workers (sometimes, management) not attending meetings for production reasons; and available time of the meeting (factory time or workers time)).

⁹ BWL Sustainability Report. 2015

Also, the lack of collective agreements and constant industrial relations conflicts were reported by stakeholders interviewed as significant challenges.

Nicaragua

During the first years of implementation BWN lacked the necessary support from central stakeholders: the national employer's association (ANITEC), the Ministry of Labour (MITRAB), the Free Trade Commission (CNZF) and Unions. These stakeholders felt that the promises made by Better Work to create new jobs or generate new contracts with brands to increase sourcing and order sizes had not materialized. Additionally, they worried that the Better Work methodology reflected negatively on the industry by comparing the labour situation in Nicaragua to countries having more serious violations of rights.

However, BWN, with the support of BWG and USDOL, clarified the role of the programme and significantly changed the stakeholders' perception. National stakeholders now fully understand what is within the scope of the program and what is not.

3.2.2. Stakeholder engagement

In **Lesotho**, national ownership and support to BW was lower than expected. This is explained by different reasons: limited authority of the government to support BW, especially in issues concerning mandatory participation; employer associations held back their support because they opposed BWL to being mandatory or were not convinced by the business benefits to be gained through BW participation. While supporting the project, Unions were not able to organize strong lobbying to push through BW being mandatory or the development of a viable BWL sustainability plan.

In **Nicaragua**, the evaluation can confirm a high degree of commitment from national stakeholders including the MITRAB, the CNZF and the Workers' Organizations, both the Federations at national level and the unions at the factory level. ANITEC's attitude towards BWN is still lukewarm, however this does not seem to negatively impact the programme, since it is up to the factories themselves whether to join the programme or not. Nevertheless BWN Phase II is working more closely with ANITEC, to raise the profile as a representative of the industry and increasing their ability for long term, strategic planning.

Also, as the Better Work Nicaragua Phase I ended, many central stakeholders - including the government - requested the continuation of the program, citing the importance of the program for the stability and success of the garment industry.

In **Haiti**, the implication and country knowledge of the current CTA has resulted in a positive change in the participation of and perception held by all stakeholders regarding the BW programme. The relationship among stakeholders has benefited from this increased engagement and the new approach implemented. The evaluation observed

that the lack of ownership present at the outset of the project, has moved towards more positive outcomes and improvements during the second phase.

However, there are still some challenges remaining, such as: 1) the need to strengthen and provide greater support to the Haitian union movement, which is particularly complex given the multiplicity of unions in Haiti and in the sector; 2) the need to fully engage the business sector in order to obtain sustainable compliance improvements in the garment industry in Haiti; 3) the high turnover of key compliance staff, as well as weak management systems, which result in frequent return of the same non-compliance findings, in particular in the OSH cluster, and 4) the need for further building institutional capacities at the MAST.

3.2.3. Main results achieved

By the end of 2016, **BW Nicaragua** had enrolled 24 factories which employed 40,776 workers, representing nearly 60% of the apparel sector and around 70% of employment in the garment industry within the free trade zones.

Taking into account the challenges the programme faced at its inception, the evaluation considers that these are indeed remarkable results. BWN was not able to reach 100% of factories and workers but, as agreed by many stakeholders, this was undeniably a very ambitious goal for a first phase of the programme. Also, the limited number of brands that joined the programme clearly hindered factories adhering to BW.

However, BWN's achievements should be looked at in a wider perspective. The garment sector in Nicaragua has a strategic importance in terms of economic weight and is one of the major employers in the country, comprising 8% of total formal employment. It is also a major source of employment for women. Reaching almost 60% of the factories in the sector and 70% of workers (i.e. 40,776 direct beneficiaries) is no small feature for a *technical cooperation project* disposing of a relatively reduced budget of 5 Million USD.

Table 1. Participating factories, workers and brands by country			
Participating Factories			
Country	Target	Actual	Percent
Nicaragua	43	24	56%
Haiti	27	25	93%
Lesotho	40	16	40%
Participating Workers			
Country	Target	Actual	Percent
Nicaragua	58,254	41,000	70,4%
Haiti	36.000	36.000	100%
Lesotho	41,014	25,907	63%
Participating Brands			
Country	Target	Actual	Percent
Nicaragua	29	9	31%
Haiti	18	19	105%
Lesotho	22	7	32%

Source: Elaborated by the evaluators from Prodocs, TPRs, Country Briefs, and others.

In **Lesotho**, when the programme closed in 2016, seven US buyers participated in BWL and 16 factories had joined the programme, reaching 25,907 workers, which corresponds to 65% of the garment sector's total employment. These results are well below the programme's expectations, especially in terms of brands and factories adhering to BW.

The modest results achieved by BWL are explained by the reduced degree of national ownership and engagement of national stakeholders in pushing compliance issues, along with the reduced number of brands that subscribed to BWL.

Lesotho's apparel industry is built entirely on foreign direct investment from Taiwan, mainland China and South Africa. 16 factories produce primarily for the US and 23 for the South African market. As mentioned by the O'Brien and Associates BWL Evaluation, *the Taiwanese owned factories that export to the US under The African Growth and Opportunity Act (AGOA) participate in BWL because their buyers require it. On the other hand, most South African owned factories do not participate in BWL because they are not under pressure from buyers and do not see the benefits.*

This said, BWL's results, particularly in terms of textile workers benefiting from the programme, cannot be understated, especially taking into account the importance of the textile manufacturing sector in the country. The Lesotho textile garment industry is the second biggest employer of formal labour, providing about 45,000 jobs for workers, most of whom are female.

In **Haiti**, according to the last biannual synthesis report (14th 2017), 25 factories were enrolled in the BWH program, with employment figures for the apparel sector remaining relatively stable at approximately 40,000 people. It has to be noted, that the employers' association ADIH includes management staff in these calculations. Based on Better Work's data collection, management staff accounts to approximately 10-15% in the factories. Therefore, the number of production workers lies at around 36,000 with 65-70% being women.

As in the case of Lesotho and Nicaragua, these results need to be put into context. In 2016, the total export revenues from the textile and garment industry in Haiti accounted for approximately 90% of national export earnings and 10 per cent of national GDP. The apparel industry is also among the largest employers within Haiti. In this sense, the importance of BWH is in terms of factories and employers reached is enormous.

3.2.4. BW core services

Better Work combines assessments, advisory services and training sessions conducted at the factory level. The Tufts University impact study¹⁰ explored the relative importance of these components, finding that *each service is fundamental to achieving desired positive impacts on increased compliance and improved working conditions. Reminding managers of ethical standards through regular compliance assessment visits affects their*

¹⁰ The Impact of Better Work. Tufts University. 2016

behaviour and encourages them to be in compliance. At the same time, advisory services create a healthy environment for social dialogue, whereby workers, particularly women, have fair and transparent representation. This plays a significant role in improving working conditions. Finally, building capacity through training equips workers, supervisors and managers with the knowledge and skills they need to fulfil their factory roles, and helps to ensure more humane working conditions.

1. Performance Improvement Consultative Committees (PICC)

Performance Improvement Consultative Committees (PICCs) are formed at the initial stage of the provision of advisory services by Better Work in the factories. PICCs typically consist of 8 to 10 members, with half of the representatives being management and half being union or worker representatives. The main role of a PICC is to discuss, agree on, and set and monitor improvement plans to address non-compliance issues identified during the enterprise assessments.

In Nicaragua, 19 of the 24 participating factories have operative PICCs. According to the opinions gathered by the evaluator during interviews, both management and worker representatives are highly satisfied with the PICCs. There is consensus among them that PICCs are very useful when it comes to tackling non-compliance issues.

In this regard, and as stated by the workers, union and management representatives interviewed, improvement plans are largely accepted by workers and the measures undertaken have gained in legitimacy and approval by workers and trade unions, as improvement plans are agreed upon between management and workers within the PICCs.

It is also worth mentioning that some management representatives interviewed manifested that they initially feared that PICCs would become a sort of new union that would contribute to increased conflict between the factory and workers. However, they manifested their satisfaction in that, in fact, PICCs have made an enormous contribution in improving social dialogue between management and workers. In the factories visited by the evaluator, many employees highlighted that while a few years ago communication with managers was non-existent, now dialogue in the factories is very fluent. Workers have gained the needed confidence to address supervisors and managers; and, in turn, management has adopted a more dialogue-oriented approach to workers.

In this sense, many informants pointed out that PICCs had a big effect in increasing “social peace” in the factories, as a result of better communication between managers and union representatives, and also that unions’ complaints to MINTRAB had decreased substantially, as they are now able to discuss problems more freely and effectively with management and are thus able to reach compromises to solve these disagreements.

In **Lesotho**, BWL was able to establish 15 PICCs in the 16 factories participating in the programme.

According to some testimonies gathered by the evaluator, the PICCs were instrumental in fostering social dialogue between management and factory workers and breaking social and cultural barriers amidst managers and workers (most managers are Taiwanese or Chinese). The PICCs also helped to improve communication with supervisors as workers gained in assurance to voice out their opinions; and also in settling workplace issues regarding supervisor relations, OSH, disputes, etc. through dialogue.

Also, according to a report produced by BW¹¹: *Workers were especially positive in their feedback about the role of the PICCs in improving their health and safety conditions. Through the PICC, they are able to raise their specific health and safety concerns, which are heard by union and non-union worker representatives, manager representatives, as well as an Enterprise Advisor from BWL. Workers felt that this has been a much more effective method for achieving improvements in health and safety. They voice their issues to the PICC, management is informed of the required changes, and Better Work is there to follow-up on the improvements. (...) Whether or not this solves the problem in a sustainable way is not entirely clear. But it is a major improvement upon what was happening before, when workers were receiving minimal if no protection at all and had no voice.*

During its second phase, BWL, in hopes of sustaining the work of the PICCs beyond the programme's life span, strived to strengthen PICC's capacity. BWL developed a Training-of-Trainer course in order to enhance certain PICC members' abilities in areas with special relevance for PICC sustainability.

These efforts were carried out with the intention of PICCS being able to facilitate their own meetings and train new PICC members without support from Better Work Enterprise Advisors, as well as to prepare factories to maintain strong worker-manager dialogue after the BWL program ended. However, some testimonies gathered during the course of the current evaluation pointed out that in most factories PICCs are no longer functioning or are not operating as they were meant to. Rather, they are used as mechanisms for managers to transmit messages and where workers no longer participate. As one PICC member declared, *the PICC was a Better Work baby*.

In Haiti, the setup of the PICCs has been very difficult as the growing union movement saw a competition in these committees. Recently, several unions have agreed to participate in the bipartite committees as they recognised the opportunity to include important points of their agenda in the regular meetings of the committees.

12 out of 25 factories participating in the BWH program have a PICC set up and functioning. 5 out of 25 factories do not have PICCs yet. 4 out of 25 have set up PICCs but are inactive. 2 are newly founded and 1 is in the process of renewal. 1 factory closed recently but data is still included in the 14th Synthesis Report. It should be mentioned that the last 6 months (from October 16 to March 17) have been very fruitful: 10 new PICC committees were appointed and both workers and management received

¹¹ Two sides to Better Work - A comparative analysis of worker and management perception of the impact of Better Work Lesotho. September 2015

adequate training on regular basis. It is also worth mentioning that 11 factories were maintaining their improvement plan themselves, gaining sustainability and legitimacy among workers and management.

2. Assessments and advisory Services

Better Work carries out factory assessments to monitor compliance with international core labour standards and national labour law. Following an assessment, a detailed report is shared with the factory. An aggregated industry-level report is issued at least once a year. In its factory and industry-level reports, Better Work highlights non-compliance findings. The aim of the report is to help factories easily identify areas in need of improvement. Collecting and reporting this data over time will help factories demonstrate their commitment to improving working conditions.

Advisory services consist of coaching provided to factories by the Projects' staff to uncover issues and establish means of improvement, working with them every step of the way.

In **Nicaragua**, all factories are receiving services from BWN and the assessment reports are produced as planned. The evaluator found consensus among worker, union and manager representatives on the crucial and positive impact not only of Better Work assessments, but also of the support given to factories in addressing the findings through continuous advisory services and training. Advisory services also included the formulation of Improvement Plans, the monitoring progress through Progress Reports, and training workers and managers to address key issues in PICCs.

In all the factories visited by the evaluator, managers and workers praised the BWN team's work and efforts, which is regarded as very accessible, highly professional and close to workers and managers alike. The advisory services provided by BWN have been a key factor leading to the good results obtained in increased compliance; the establishment and good operation of the PICCs; and the success of the training provided.

In **Lesotho**, and according to the project's final Technical Progress report (TPR), all planned assessments to all factories registered with the program were completed in between 2014 and 2016.

In 2015, the Better Work Compliance Assessment Tool (CAT) was updated in order to allow for the roll out of a factory self-assessment. Through advisory services and training, 90% of factories under the programme were instructed in using the self-diagnostic tool. About 50% of trained factories began applying the tool before the end of the project.

Whether the factories that participated in the Programme are still conducting self-assessments remains unclear. However, testimonies gathered among national stakeholders point out that this is highly unlikely and most factories follow the brands' audit scheme.

Management and worker representatives from participant factories interviewed showed a very positive opinion of BWL advisory services, which in their opinion contributed to reducing conflicts, improving dialogue and tackling OSH concerns, as well as sexual harassment issues. A factory worker, member of the PICC, manifested during an interview that *BW opinions and reports were highly regarded by management*.

BW **Haiti** assesses participating factories once per year and works with each factory before and after this assessment to remediate non-compliance issues. While the assessment is a once-per-year activity, advisory and training services delivered by BW has focused on continuous learning and improvements.

BWH's PRODOC designed three indicators to measure assessment services. None of the indicators have reached yet the 100% of completion, having an average rate of efficiency of 72%. BWH has been able to overcome the political uncertainty within the Ministry of Social Affairs and Labour (MAST) and the weaknesses within factories and trade unions while conducting their assessment services. Lately, a slight improvement has been reported in the delivery time of assessment report as the average delivery time to deliver the latest assessment report to buyers went from 38 days to 36.25 days. The number of date is far from the BWH target (30days) but there has been remarkable improvement. Better Work also used the time between the two assessment cycles to make a few adjustments in its compliance assessment tool, such as the necessary adjustments after clarification by MAST on Article 148 of the labour law.

The **advisory services** given to businesses are progressing well, despite the various obstacles that BWH has faced in recent years, such as: the lack of human resources to carry out such services in 2016; the difficulties in building the capacity of employers and workers to engage in social dialogue; the efforts in creating and maintaining some PICC and the shortcomings that MAST and its inspectors have presented. Through advisory services and support provided to factories, BWH has been able to lessen the challenges and has continued to promote trust in the process.

All factories benefit from BW advisory services. Management representatives interviewed expressed their satisfaction with the services that BWH and MAST inspectors are providing them.

3. Training Services

In addition to assessment and advisory services, Better Work also offers training courses for factory representatives on how to tackle problem areas and improve workplace relations. Examples of this include training on Human Resource Management; negotiation skills; workers life skills supervisory skills; Occupational Safety and Health (OSH); etc.

By the end of 2016, the training courses developed by **BWN** reached more than 3.000 persons; including, workers, supervisors, managers and union representatives.

During interviews, management and worker representatives manifested a great degree of satisfaction with the training services provided by BWN. An example (among others) that frequently came up during the interviews was the supervisory trainings. Managers manifested that these trainings had a significant effect on production lines' management and efficiency; while workers expressed that they had substantially reduced verbal abuse and greatly improved worker-supervisor relations, which in turn made them feel much more comfortable in the workplace.

However, several stakeholders manifested that the topics addressed by the trainings were defined by BW. Others stated that it is difficult to develop in-factory trainings without disrupting the production process, and thus training sessions should be planned well in advance. Along these lines, some asked for a joint planning of trainings to be conducted over a year. Moreover, there was consensus among managers and worker representatives on the need for the trainings to evolve and to be more diversified, specialized and tailored to the different factories. Most asked for more specialised training, some demanded “soft skills” training, while others insisted on the need to also introduce technical training.

A remarkable feature of BWN regarding trainings are the “Diplomados”. In 2016, BWN launched several capacity-building programs, which will offer academic certificates, delivered by the Paulo Freire University and the Universidad Centroamericana (UCA). The courses aim to enhance skills and capacities of Union Representatives, production managers and supervisors in topics such as management, communication, gender, collective bargain, etc. in order to improve and increase factory performance.

In **Lesotho** BW provided training to more than 1,800 workers and managers on issues including OSH, Human Resources (HR) management, Supervisory Skills, PICC management, fire safety, etc.

From interviews and secondary data¹², the evaluation found that both workers and managers were particularly satisfied with OSH and fire-fighting trainings provided by BWL. Non-compliance with OSH standards being one of the main issues in the factories, BWL made a priority of improving these by training workers on health and safety practices, fire safety, first aid and emergency preparedness. BWL provided training to managers on safe practices, evacuation plans, etc. According to interviews and documentary evidence, the trainings translated into significant improvements in the factories.

Supervisory skills training was also highlighted as contributing to improving their attitude towards workers and to building better working relationships, which in turn had a positive effect on production and productivity as well as the overall workplace environment.

¹² Two sides to Better Work - A comparative analysis of worker and management perception of the impact of Better Work Lesotho. Better Work, 2015

In **Haiti**, the BW program has designed a range of training intended for workers, line supervisors and managers that have been improving over the time. During the first phase, training services focused on building capacities for self-risk assessments; OSH awareness; human resources formation; financial literacy; workplace communication, HIV/AIDS and maternity protection. The second phase of the programme brought the design and facilitation of new successful trainings, such as: supervisory skills training (in 2014); sexual harassment at workplace; new bipartite training module on industrial relations, grievance mechanism, training on workers' rights and responsibilities, workplace communication and negotiation skills (in 2016); and a new Labour Law training that goes hand in hand with the recently launched Labour Law Guide (in 2017).

However, BW continues to establish the type of training to be given in each factory based on its resources. While BWH has a training catalogue with all the training modules available that can be accessed online, companies are not aware of the timing of these formations in sufficient time to be able to plan their staff accordingly. This fact is significantly detrimental to factories that are in the northern part of the country, as the vast majority of the formations are taught at Port-au-Prince, which means that companies do not allow their workers to attend the training courses.

The capacity building strategy for factory supervisors and workers has been developed through 3-4 hour long workshops, one-day trainings or trainings that last for several days, based on theoretical and practical tools. However, it's been observed that this strategy lacks an appropriate follow-up in the implementation of the content learned, and, there have been complaints from factory managers about the results of these trainings. Key informants reported that BW does not employ a monitoring tool to check if supervisors apply what they learnt in the trainings provided. While interviewed supervisors and workers are satisfied with the training received however, factory managers do not know how to evaluate the results of the trainings and no follow up is provided by BW.

Despite the positive degree of satisfaction with the training services provided and the efforts to model courses on a similar participatory methodology, some trainings are considered to have a limited capacity for creativity, a narrow approach to gender-related issues and have not taken experiences and trainings conducted by ILO decent work teams in other places into account.

According to some informants interviewed, BWH trainings are very standardized and workers often mistrust management and assume that they are being taken advantages of. BWH is trying to remediate this perception, and to address certain shortcomings identified in the BW training program. Also, experience and time showed the need to contextualise, translate and provide training and materials in creole and sometimes in Spanish, not only in English or French.

3.2.5. Achievement of Objectives

I.O.1. Increased compliance with national labour law and international labour standards.

Better Work carries out factory assessments to monitor compliance with international core labour standards and national labour law. An aggregated industry-level report is issued on a regular basis. In its factory and industry-level reports, Better Work highlights non-compliance findings. Better Work organizes reporting into eight areas, or clusters, of labour standards. Four of the clusters cover fundamental rights at work and four cover basic conditions at work. Each of the eight clusters is divided into its key components, known as “compliance points.”

Better Work calculates **non-compliance rates** for each factory and reports these in individual factory reports. The non-compliance rate is reported for each subcategory, or compliance point, within a cluster. A compliance point is reported to be non-compliant if even one question within it is found in non-compliance.

According to the TORs, the following sections analyses to what extent the project’s efforts have resulted in **increased compliance** with national labour laws and ILS to date in Haiti, Nicaragua and Lesotho.

- **Better Work Haiti (BWH) achievements**

The evaluation found that the overall compliance rates for the sector are stagnating with minor variations over the cycles.

Table 2. Compliance Trends 2013-2017 Haiti

Years	2013	2017
	Compliance*	Compliance*
I. CORE LABOUR STANDARDS		
	2013	2017
1. Child Labour	100%	100%
2. Discrimination	86%	92%
3. Forced Labour	96%	100%
4. Freedom of Association and Collective Bargaining	91%	84%
II. WORKING CONDITIONS (NATIONAL LABOUR LAW)		
	2013	2017
5. Compensation	74%	66%
6. Contracts and Human Resources	84%	71%
7. Occupational Safety and Health	28%	35%
8. Working Time	64%	64%

Source: Elaborated by the evaluators based on the BWH 7th and 14th Biannual Synthesis Reports

*The evaluation calculated the highest level of **compliance** in all “compliance points” included in a cluster

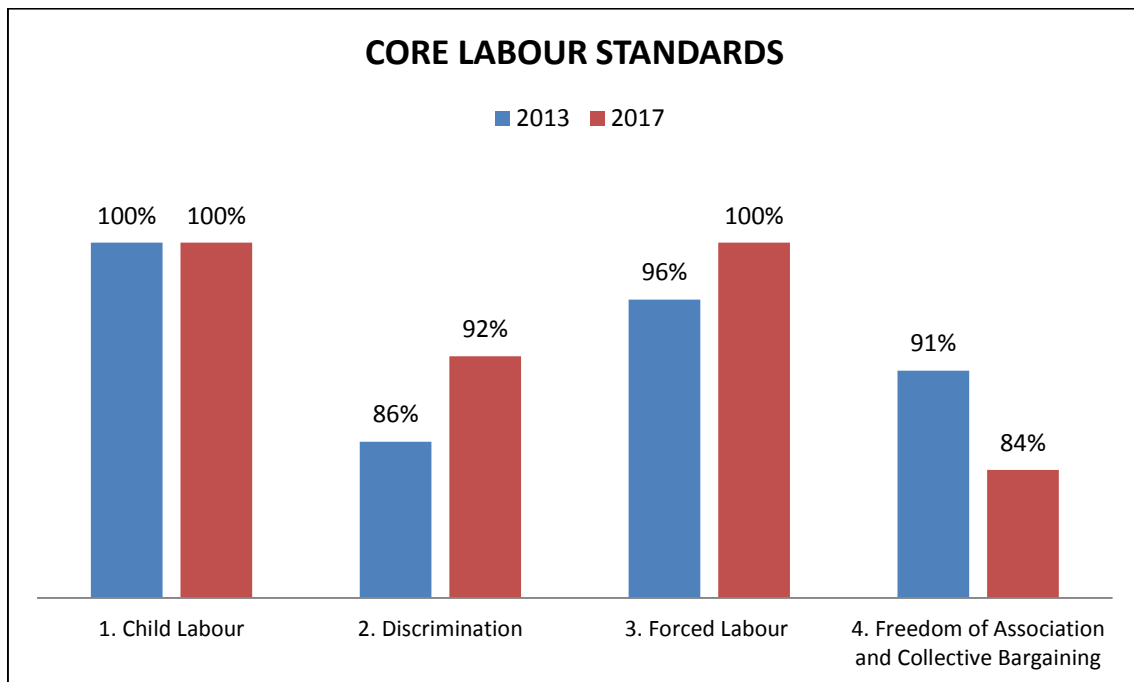
I. Core Labour Standards

The general impression from key informants interviewed is that compliance with core labour standards in Haiti's apparel or garment industry are improving and allowing employers to be in line with international standards.

Statistics show that **Child Labour** is virtually non-existent in the apparel sector in Haiti and there were no compliance findings under the **Forced Labour** Cluster in the 2014, 2015, 2016 and 2017 reporting periods.

Although, as a cluster "**discrimination**" has improved 8 percent points between 2013 and 2017; **Gender discrimination** continues to be active in Haiti and can't be eradicated from factories, despite decreasing between 2011 and 2015, and having no evidence of gender discrimination in 2016. However the last (2017) Biannual Synthesis Report has reported two cases of sexual harassment.

It has also been observed that **Freedom of Association and Collective Bargaining** has not improved at all, which shows that aspects related to trade unions, factories and collective bargaining continue to be a challenge for BWH.



II. Working Conditions (national labour law)

In Haiti, the **compensation, contracts and human resources and work time** clusters have persistent high non-compliance rates, and improvements are minimal. Evidence of non-systematic treatment in questions related to occupational safety and health (OSH) is observed. Weak management systems to ensure consistent compliance are a root cause for weak compliance performance.

Compensation: Each year, the garment industry in Haiti sees its workers take the streets to demand a minimum wage improvement and respect for their social security and other benefits. Since 2014, the compliance point on the higher wage level related to the incentive system mentioned in the Haitian minimum wage law has been removed from BW's compliance assessment tool in the compensation cluster. Since then, the number of factories out of compliance for minimum wage has been improving from 100% of factories in non-compliance reported in the 6th BWH Synthesis Report to 16% of assessed factories in the 13th BWH Synthesis report. The minimum wage has also increased by 25%. However, the non-compliance rate on social security and other benefits remains quite high (88%), as well as the compliance point on paid leave (76%).

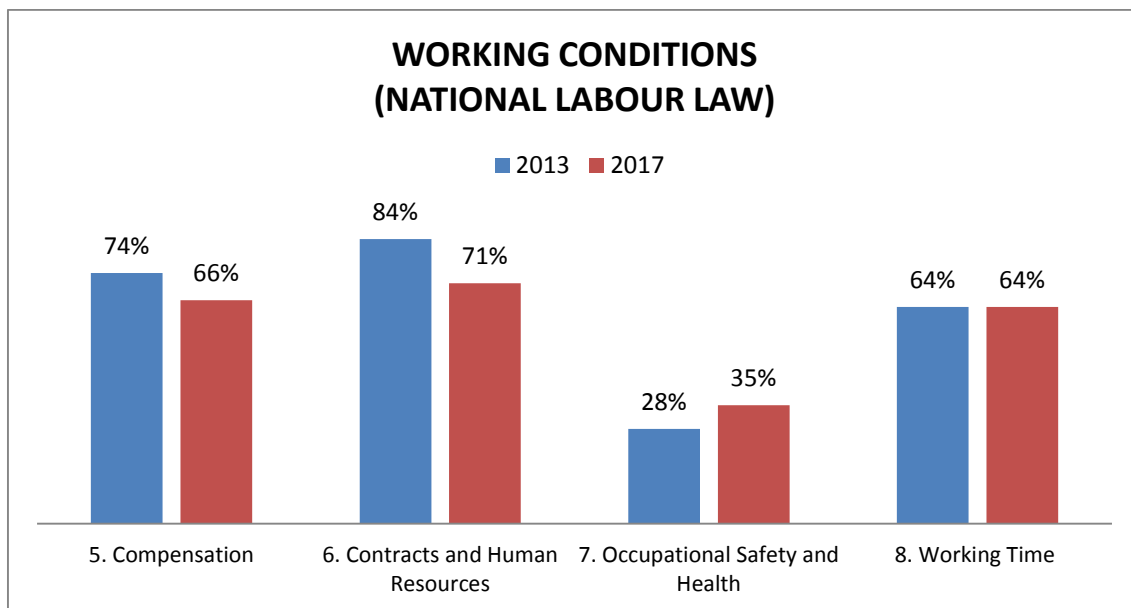
Within the **Contracts and Human Resources** cluster, chemicals and hazardous substances continue to be out of compliance by 68%, though improvements with regards to previous years have been reported. The absence of appropriate management systems continues to be the main reason why factories fail to ensure that chemical containers are permanently labelled, that safety data sheets are available at any time, and that inventories are always kept up to date.

Despite Better Work Haiti's numerous efforts to raise awareness of the importance of health and safety on productivity and to provide information to managers and workers, **Occupational Safety and Health** continues to be a cluster where there are high rates of non-compliance and lot of issues come up over and over again. With the exception of OSH Management Systems, which had a non-compliance rate of 24%, the remaining areas all have non-compliance rates that are higher than 80%, except Emergency Preparation, which has a 72%.

The lack of updates in what should be an appropriate number of toilets and/or what the real capacity is of Haitian government institutions like the Office d'Assurance de Travail de Maladie et de Maternité (OFATMA) to conduct annual worker check-ups, which are both requirements of Haitian Labour Law under the OSH section, position the companies at a crossroads that is negatively reflected in their assessments. Hence, the factories' managers consider the assessments to be excessively hard and not reflective of all the realities of the companies, since there are aspects that are out of hand, such as the lack of response to the government of requirements to carry out regular medical checks up of workers.

The **Working Time** cluster has improved year after year, with the exception of the Overtime cluster, which has shown an opposite tendency, and is in constant growth, arriving at present time to have a 60% of non-compliance.

As shown in the table below, the number of factories out of compliance for working conditions has been increasing since 2014, despite all efforts done by BWH, which shows weaknesses in the achievement of results.



▪ **Better Work Nicaragua (BWN) achievements**

As shown in the table and graphs below, from 2013 to 2016, with the support of the BW Programme, Nicaragua has substantially increased in compliance with both ILS and national labour law.

Table 3. Compliance Trends 2013-2016 Nicaragua

Years	2013	2016
	Compliance*	Compliance*
I. CORE LABOUR STANDARDS		
	2013	2016
1. Child Labour	100%	100%
2. Discrimination	5%	100%
3. Forced Labour	100%	100%
4. Freedom of Association and Collective Bargaining	60%	86%
II. WORKING CONDITIONS (NATIONAL LABOUR LAW)		
	2013	2016
5. Compensation	40%	71%
6. Contracts and Human Resources	10%	76%
7. Occupational Safety and Health	5%	14%
8. Working Time	25%	76%

Source: Elaborated by the evaluators from data from BWN 1st and 3rd Compliance Synthesis Reports

*The evaluation calculated the highest level of **compliance** in all “compliance points” included in a cluster

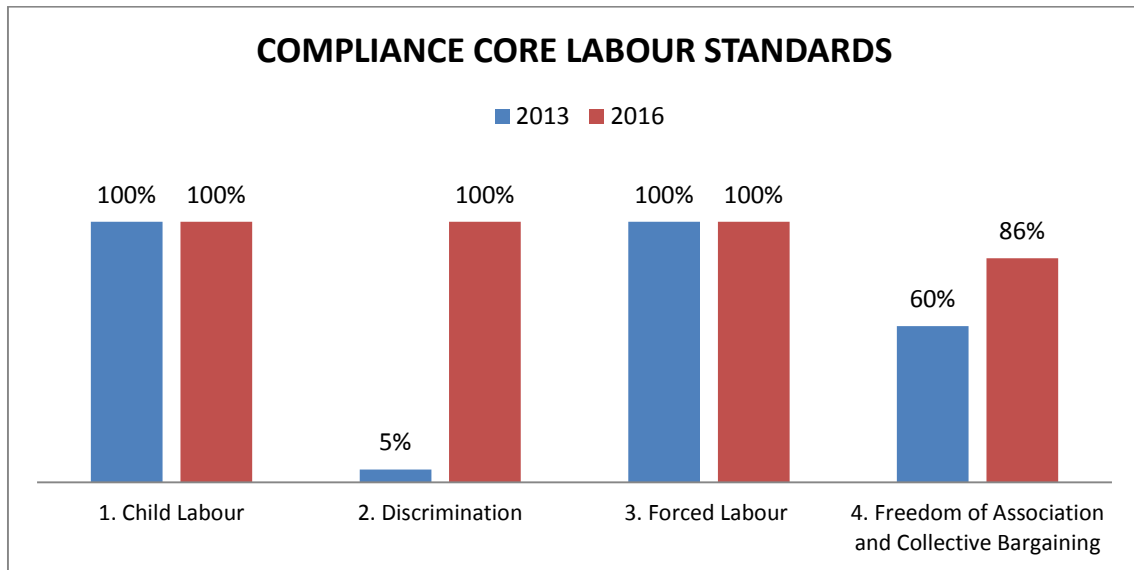
I. Core Labour Standards

While there were no findings under the **Child Labour** and **Forced Labour** clusters in 2013 and 2016, there have been significant improvements in **Freedom of Association** and **Collective Bargaining** and especially in **Discrimination**.

Discrimination is the area where Nicaraguan factories have made the greatest progress. In 2013, 95% of factories were not meeting the legal quota of hiring 2% of workers with disabilities, while 15% were found non-compliant under Gender Discrimination. By 2016, no evidence of discrimination was found.

These findings are consistent with the qualitative data gathered by the evaluator through interviews with workers. Several factories stressed the efforts made by management to integrate workers with disabilities by assigning them tasks that are compatible with their condition. Additionally, PICCs' members, especially women, emphasized a steep decline in gender discrimination.

Concerning Freedom of Association and Collective Bargaining, since 2013 the level of compliance has increased in 26 percent points, reaching a total of 86%. In 2013, 40% of factories and employers had not implemented at least one provision of the Collective Bargaining Agreement (CBA). By 2016 however, the non-compliance rate descended to 14%, as 3 factories were not able to fully implement one of the provisions in their existing CBA.



II. Working Conditions (national labour law)

Compensation: All factories pay the minimum wage correctly. However, in 2013, only 40% were compliant under Wage Information, Use and Deductions, while in 2016 the percentage increased to 71%.

In Nicaragua, tripartite agreements signed by government representatives and employer and worker organizations establish fixed annual increases for minimum wage

for workers in export-oriented Free Trade Zones. The minimum wage for workers in this sector has increased 16% since the end of 2014.

Union Federation representatives declared their satisfaction with the minimum wages paid in the garment sector and also stated that the tripartite agreements introduce stability and predictability in the sector, as salaries and annual increases are known in advance.

Workers interviewed by the evaluator were especially satisfied with the advances made regarding paid leaves (sick-leave or family issues), something they declared was non-existent before BW. Workers were also happy with overtime wages, which, in the past were rarely paid, the increase of incentives and other benefits, such as health care facilities in the workplace.

In 2013, only 10% of factories were fully compliant with **Contracts and Human Resources**. In 2016, the compliance reports show a 71% conformity, with 5 factories still presenting deficiencies in book-keeping or incomplete legal deductions for Social Security.

Most workers and union representatives at the factory level manifested that these improvements in working conditions are having an important influence in fostering stability at work and reducing staff turnover. However, staff turnover and absenteeism is still a concern for factory managers. Both management and worker representatives declared that PICCs are playing a pivotal role in increasing and improving dialogue, as well as in reducing complaints and disputes.

Occupational Safety and Health has improved since 2013. Nevertheless, the working environment is still an issue as 86% of the factories fail to comply in at least one of the working environment requirements.

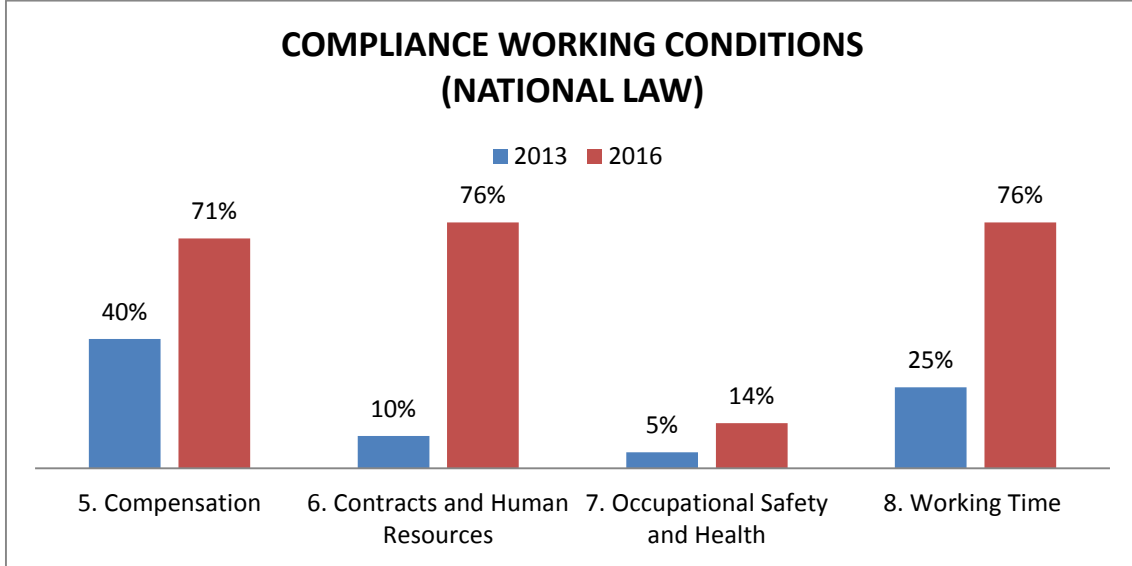
However, advances in OSH were very much valued by workers and union representatives interviewed during field visits to the factories. They highlighted improvements in personal protective clothing and equipment; the provision of ergonomic chairs; first-aid training; ventilation; and access to safe water and suitable toilet facilities.

The **Working Time** cluster has experienced a substantial degree of improvement in compliance between 2013 (25%) and 2016 (76%). The main issue in 2013 was related to *leave* given that many factory workers received payment instead of time off for annual leave. Non-compliance related to Overtime affected 45% of factories.

According to the Nicaragua Labour Law, the legal weekly overtime limit is nine hours. As reflected in the 2016 Compliance report, during the assessment period, only one factory failed to comply with the law, having workers exceeding the legal overtime limits. In 4 factories the time records did not reflect the hours actually worked.

Worker and union representatives interviewed by the evaluator underlined some improvements related to working time. Some indicated that leaves are now appropriately paid as well as overtime work. Others pointed out that some factories are

adopting a “results approach”, the focus being placed on performance rather than on working hours. In this sense, in some factories, workers explained that on Fridays they are allowed to leave the factory once they have met their weekly targets. This is perceived by workers as a very positive achievement as they can now enjoy some extra free time.



▪ **Better Work Lesotho (BWL) achievements**

As seen in the table and graphs below, overall, factories participating in BWL showed a high level of compliance with ILS. On the other hand factories presented appreciably lower compliance ratings under the Working Conditions clusters regulated by national labour law.

Table 4. Compliance Trends 2012-2017 Lesotho

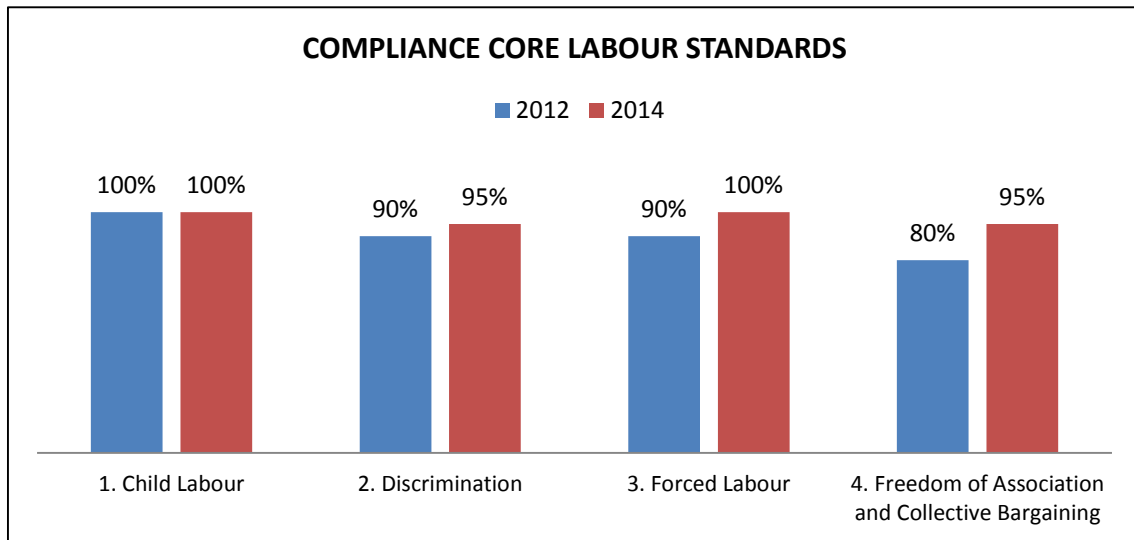
Years	2012	2014
	Compliance*	Compliance*
I. CORE LABOUR STANDARDS		
	2012	2014
1. Child Labour	100%	100%
2. Discrimination	90%	95%
3. Forced Labour	90%	100%
4. Freedom of Association and Collective Bargaining	80%	95%
II. WORKING CONDITIONS (NATIONAL LABOUR LAW)		
	2012	2014
5. Compensation	70%	58%
6. Contracts and Human Resources	20%	63%
7. Occupational Safety and Health	0%	0%
8. Working Time	50%	63%

Source: Elaborated by the evaluator from data from BWL 1st and 3rd Compliance Synthesis Reports

*The evaluation calculated the highest level of **compliance** in all “compliance points” included in a cluster

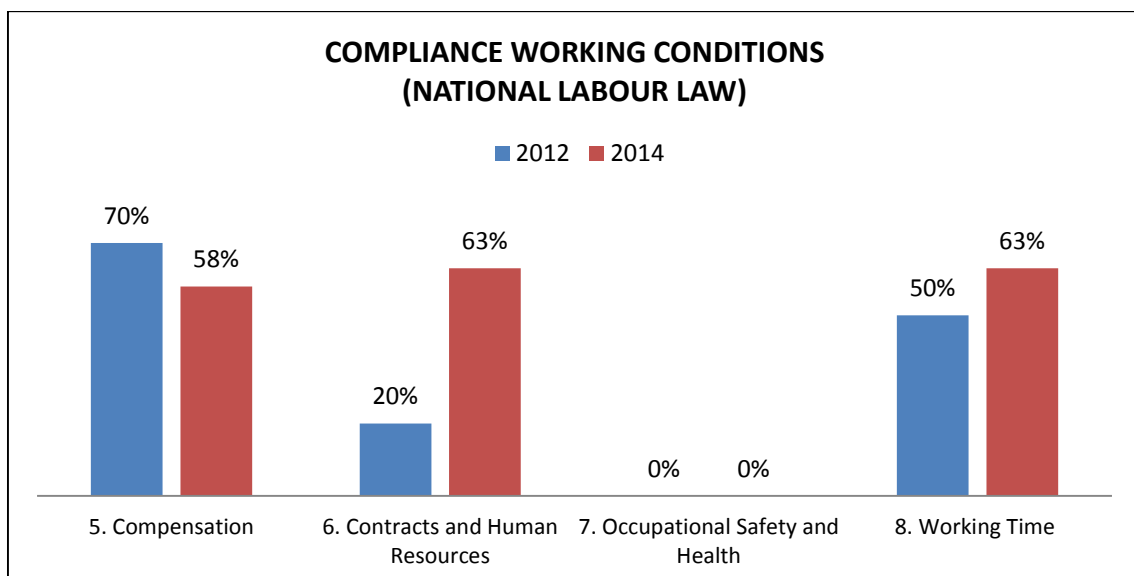
Core labour standards

In 2014, Better Work Lesotho did not find any non-compliance findings in the **Child Labour** and **Forced Labour** clusters. Regarding the **Freedom of Association and Collective Bargaining** cluster only one factory was non-compliant as it was found to not provide unions' access to workers in the workplace. Likewise, under **Discrimination**, BWL detected a case of sexual harassment in 1 factory.



Working Conditions (National labour Law)

Lesotho factories participating in BW significantly improved compliances under all points covered under **Contracts and Human Resources**: termination; employment contracts; dialogue, discipline and disputes; contract procedures, areas where compliance were markedly low in 2012; and, **Working time** issues progressed moderately. However, the average compliance rate for the two clusters is relatively low: 63%. (i.e. Nicaragua reached 76% compliance in both categories).



Conversely, the **Compensation** cluster in 2014 presented lower compliance rates than those of 2012 as eight factories had more than one accurate wage record. Other non-compliances were identified for non-payment of sick leave, incorrect payment of wages on public holidays, a delay in paying wages and payment of wages below the legal minimum.

Regarding **Occupational Safety and Health as a cluster, the level of compliance is 0%**; in three compliance points (Emergency Preparedness, Health Services & First Aid and Worker Protection) the non-compliance rate reached 100%. Relatively high non-compliance was also identified for Working Environment, Welfare Facilities, Chemicals & Hazardous Substances and OSH Management Systems. Five factories were out of compliance with emergency preparedness under Worker Accommodation.

Nevertheless, 85% of factories that have had their third assessment **showed improvements for individual compliance points under OSH**, including OSH management systems (positive compliance effort of 33%). Also, according to *the Tufts University impact study*¹³, in order to tackle workplace safety challenges, Better Work Lesotho worked in partnership with factories and unions to train workers on health and safety practices, fire safety, first aid and emergency preparedness. Some of these challenges include a lack of emergency procedures; ineffective fire safety equipment and few emergency medical supplies; limited access to personal protective equipment; and little focus on basic hygiene, cleanliness or safety in the workplace. Better Work Lesotho worked in partnership with factories and unions to train workers on health and safety practices, fire safety, first aid and emergency preparedness.

Over a period of time (in 2011, 2013 and 2015), through focus groups and interviews with workers, supervisors and managers, the study's researchers concluded that workers had *gained access to personal protective equipment more easily, fire emergency procedures and medical supplies improved, as well as hygiene levels. Managers also confirmed that safety and health had improved, and this trend continued in 2015.* Also, the report points out that: Both managers and workers told researchers that they had seen notable positive improvements in OSH conditions in their factory since participating in the Better Work training.

According to primary and secondary data gathered by the evaluation BWL Phase II paid special attention and efforts to compliance issues. Assessment and advisory services combined with training contributed to improved responsiveness of both managers and workers regarding compliance issues. Additionally, PICCs were instrumental in putting forward and working out non-compliance issues.

Furthermore, *as one manager noted, BWL is 'just around the corner'. Workers or managers can easily contact EAs, they are seen regularly at factories, and managers have to take seriously what they say or BWL will be back the next day or week*¹⁴. The

¹³ The Impact of Better Work. Tufts University. 2016

¹⁴ Two sides to better work : a comparative analysis of worker and management perceptions of the impact of Better Work. International Labour Office. – Geneva. 2015

evaluators also agree with the appreciation that, *this is a very different system to a one-day annual audit that has often been announced in advance. Managers and workers have clearly modified their behaviour as a result of the much more visible and hands-on approach of BWL, and the results are evident from their similar perceptions*¹⁵.

1.O.2. Strengthened national policies, strategies and practices to improve labour related issues and industrial relations.

As the evaluators further explain in section 3.5, Sustainability, BW **Nicaragua** Phase II aims to improve the national policy framework for the industry by supporting stakeholders in developing a *national strategy for the garment sector*. However, as expressed by a large number of key stakeholders, it seems unlikely that such a strategy could be effectively implemented without further ILO/BW technical support after the project ends in 2018.

In **Haiti**, in following the BWG Stage III strategy, the programme focused its efforts to further influence policy, practices and behaviours to improve labour related issues and industrial relations by working closely with national partners and stakeholders.

The task has not been easy and, though BWH has tried to add additional value to participating factories and the economy in general, efforts to progress in the Labour Law revision have not had the expected results - due to the high number of times in which the MAST Minister has been dismissed and replaced by another new one; and the constant lack of institutional capacity of the MAST-. Despite these challenges, it is worth noting that BWH has finalised and translated the Labour Law Guide into French, Creole, Spanish and Korean, and in absence of a national law on HIV/AIDS, has been advocating and facilitating a strategy to prevent discrimination in the workplace for workers with HIV.

One of the BW's strategies for the second phase is to extend the programme's impact beyond the factories. A major priority is to promote a culture of social dialogue in the sector and a social dialogue table has been set up for the garment industry over previous years. All stakeholders interviewed positively valued the role that BW is playing in enhancing social dialogue in the garment sector in Haiti, and strengthening industrial relations.

However, despite positive results, the Haitian context still presents challenges regarding the dialogue between employers, workers and unions. Some stakeholders interviewed manifested that in factories where social dialogue works there is greater harmony between management and workers: management takes initiative and workers can discuss and bring issues to managers. The evaluation has also found that when social dialogue has not worked, it is because: 1) there is reluctance from management to have unions in their factories or to have good relations with unions; 2) members of unions are unwilling to cooperate; 3) union leaders put their own interests before those of the collective group.

¹⁵ Op. Cit.

Regarding **Lesotho**, during its implementation period, the project played a role in the revision of the labour law and was successful in reviewing certain provisions related to HIV/AIDS Management. It also improved maternity leave from 2 to 6 weeks and provided advice on minimum wage and working conditions. The Labour Law review process is still ongoing. Additionally, BWL and the Department of Labour further developed Zero Tolerance Protocols which now include child labour, forced labour, sexual violence, imminent health & safety risks, physical and verbal harassment, discrimination on the grounds of HIV/AIDS and, most recently, sexual harassment. Additionally, BWL invested considerable efforts to improving labour inspectors' capacities and regulations on OSH.

However, according to some stakeholders, while these were important advances, given the uncooperative environment, BWL was not able to have a major influence in strengthening national policies.

1.O.3. Sustainable access to BW tools and services.

As further detailed in section 3.5. *Sustainability*, BW Nicaragua is in the process of transferring tools and capabilities to national stakeholders for a gradual transference process of core services from BWN to national stakeholders. Still, as explained by a large majority of PICCs members, most factories continue to strongly depend on BWN advisory services and support and it is unlikely that PICCs will be prepared to operate independently by 2018.

Furthermore, strengthening national capacities to be able to apply BW methodology and services, with the required quality and credibility standards, will require more time than that established in the BWN schedule.

BW **Haiti** continues to support and coordinate its work with the Office of the Labour Ombudsperson, the MAST and the rest of the national stakeholders. Also, efforts have been made and progress achieved in increasing cost recovery and national ownership of the programme. However, none of the national stakeholders: the government, the factories, the unions, the workers, have sufficient capacities to apply the BW approach and tools. Further BW guidance, support and mediation in Haiti is considered fundamental and even more so, taking into account the persisting challenges in Haiti. For that reason, the program never considered having a realistic sustainability strategy, and included in its PRODOC that "Towards the end of Phase II, when BWH will develop a strategy for the last phase of the programme under the HOPE II legislation (2018-2020), it will conduct a study to analyse whether BWH services could be delivered by a local legal entity and whether this should be one of the goals of its phase III." Please refer to section 3.5 Sustainability for further details

Regarding **Lesotho**, with the benefit of hindsight, the evaluation concludes that achieving sustainability was clearly an unrealistic objective. Although, the BWL phase II PRODOC emphasizes that *the new strategy will focus on ensuring that improvements are sustainable*, the implementation schedule was too short and institutional support too low to ensure sustainability. Further details are provided in section 3.5 *Sustainability*.

3.2.6. Efficiency: allocated resources and results obtained.

The BW teams have carried out very valuable work and have shown great capacity in the development of the projects' interventions. It is important to highlight their full, strategic commitment, technical experience, knowledge of national and international labour legislation and of the garment sector, as well as their capacity to adapt to the national contexts. The evaluation concludes that the structures and the strategies followed in each country allowed for an efficient execution of the interventions.

Overall, the evaluation found an efficient use of material, human and financial resources. However, recruiting and keeping competent national staff in Haiti has been a challenge since national salaries are paid in Haitian gourdes. The currency has suffered a significant devaluation over the past years, negatively impacting the staff's salary levels, which resulted in a high turnover in the technical team due to unexpected low salaries. This has negatively impacted BWH operations and work with factories.

According to most informants interviewed, the recruitment of national Chief Technical Advisors (CTAs) in Haiti and Nicaragua was very positive since they know the environment and deftly manage the challenges that may arise. There is widespread agreement among stakeholders interviewed in both countries that, since their appointment, a considerable positive change in the perception of the program has been achieved.

In terms of communication and coordination, the BW teams in Haiti and Nicaragua have established solid relationships with the different national stakeholders: government, employers' and workers' organizations, factories and workers. However, this has not been the case in Lesotho, where full national ownership and support has not been achieved.

The evaluation found that, although ILO HQ, BWG and the different Branches/Departments collaborate well, at country level there is still much room to improve this collaboration. Furthermore, a systemic approach to BW within the ILO, in which all relevant regional Offices, Branches/Departments collaborated in a coordinated and strategic way to contribute to the BW country objectives, would enhance efficiency and effectiveness.

Economic resources have been also used in an efficient way. As of the date of the evaluation, the budget in Haiti and Nicaragua has not been implemented at 100% since the interventions are still on-going, but overall, implementation is running as planned.

The evaluation also took into consideration the wide range of interventions developed (policy-level interventions, institutional capacity-building, factory assessments, advisory

services, training, etc.), the quality of the outputs generated and the number of workers reached.

3.3. POTENTIAL IMPACT

The TORs ask the evaluators to assess how the Better Work projects progressed toward the realization of intended impact and how this was reflected in workers, factories and the garment sector in general.

The evaluators' assessment is largely based on triangulation of qualitative information gathered among stakeholders and the main findings of: the *Impact of Better Work* study conducted by the Tufts University, as well as of the *Two Sides of Better Work: a comparative analysis of worker and management perceptions of the impact of Better Work Lesotho* produced by BW.

Despite the weaknesses in their design and the challenges faced, the BW Projects were able to generate significant impacts:

- **Increased compliance with ILO core labour standards and national legislation**

The Better Work programme has contributed to increased compliance with ILO core labour standards and national legislation. Improvements are especially visible in **Nicaragua** across the eight areas or clusters assessed. In **Lesotho**, there was lesser progress overall, although factories improved in “compliance points” regarding OSH and Contracts & Human Resources. In **Haiti**, there is no clear evidence that factory compliance has improved since the inception of BWH in 2009, though government officials and factories believe that things have changed and that BWH is an important initiative for the garment sector. Thus, the perception of key stakeholders is that the BWH program is having an important impact on the Haitian labour environment and export apparel sector.

- **Enhanced social dialogue in the factories**

PICCs have significantly improved social dialogue in factories across the three countries. Workers manifested a greater degree of awareness of their rights, along with an increased capacity for dialogue and confidence to speak, give opinions and make decisions in social dialogue spaces. Stakeholders from Nicaragua stressed that this strongly contributed to increasing “social peace in the factories” (e.g. union representatives stated that their complaints to the MoL have decreased substantially).

Also, improved dialogue and communication (along with supervisors' training) have resulted in better worker-supervisor and management relations which, in turn, have improved human resources management. All of this has resulted in higher motivation among workers and less stress in supervisors.

- **Greater worker involvement in addressing factories' difficulties and implementing improvement measures**

The large majority of factory representatives interviewed in the three countries declared their satisfaction with BW assessments and advisory services and recognized that they largely facilitate the implementation of improvements as per the BW recommendations. In **Nicaragua**, workers and managers alike stated that measures taken as a result of agreements reached between management and workers gain in legitimacy and approval from workers and unions. Along these lines, workers in **Haiti** showed greater commitment to resolving difficulties in the factories.

▪ **Improved working conditions**

According to Tufts' analysis, higher compliance levels improve workers' wellbeing. In particular, workers report higher levels of wellbeing if they work in factories that comply with the law. This was confirmed by qualitative data gathered by the evaluators, specifically regarding the following aspects:

- **Improved Human Resources Management**

The evaluation observed a large level of willingness among factory managers to improve their human resources (HR) practices, particularly in **Nicaragua**, adopting human resource organization models that enable improved relationships and services to employees. Furthermore, most managers interviewed now perceive improved HR and humane working conditions as a means to achieve productivity, rather than as a cost. In **Haiti**, the evaluation found improved awareness of national laws and international labour standards among factory managers, along with better technical capacity, knowledge and capacity for management, all thanks to the advisory services and training provided by BW.

- **Enhanced participation in unions**

Workers have gained freedom to participate in trade unions and the number of personnel adhering to trade unions has increased, especially among women. Also, BW training and advisory services have reinforced the workers' organizations, increasing their capacity for dialogue and negotiation.

- **Greater respect for workers' rights**

Interviews with worker and union representatives in the three countries show a greater degree of articulation between factories and workers, as well as among factories and trade unions, which also translates into greater respect for workers' rights.

- **Welfare in the factory**

Both in **Nicaragua** and **Lesotho**, workers perceived better working environments. In Nicaragua, improvements in welfare facilities, including access to safe water and adequate toilet facilities, is particularly appreciated by workers and unions. In **Lesotho**, interviewees emphasised the improvements made in health and safety practices, fire

safety, first aid and emergency preparedness. Tufts researchers identified positive improvements over time in **Haiti** on noise hazards, with managers becoming more aware of the problem and, as a result, following Better Work compliance assessments and replacing old machinery.

- *Decrease of the use and prevalence of verbal abuse*

Primary and secondary data gathered by the evaluators confirms that Better Work has largely contributed to decrease the use and prevalence of verbal abuse within garment factories. There is consensus among workers interviewed in Nicaragua that, through PICCs, Supervisor training and Advisory Services, BW achieved to improve management/supervisor relations with workers. Workers, overall, feel that they are correctly treated by supervisors and managers and, in turn, supervisors and managers manifested that dialogue is much more effective than verbal abuse. Similar situations were found in **Haiti and Lesotho**.

- *Workers are less concerned with late payments, low wages and excess overtime*

In **Nicaragua**, all factories pay the minimum wage correctly and union and worker representatives confirmed their approval with the minimum wages paid in the textile sector. Also, workers declared that **excessive work hours had decreased and** overtime wages are now paid, something which was not common in the past. Tufts University's independent impact study confirms these trends: after three years in Better Work Nicaragua, workers are less concerned with late payments, low wages and excess overtime. Also, most workers interviewed stressed an increase in incentives and other benefits, such as health care facilities in the workplace. In **Haiti**, the evaluation observed a higher degree of compliance with social security payments and wages.

Additionally, as explained by workers in **Nicaragua**, salary management training provided by BW has helped them to better organize their household income which allows them to face expenses in children's health and education more adequately.

- *Decreased staff turnover*

Through document review and interviews, the evaluators were able to establish lower turnover among supervisors, as well as among workers. Factors such as a greater respect for legality and rights, increased wellbeing of workers and worker incentives result in a greater identification of the worker with the factory which, in turn, leads to greater stability in employment.

▪ *Improved gender balance*

- *Women empowerment*

Data from Tufts University and interviews from the evaluators confirms that bipartite worker-management committees set up by BW are most successful when women are adequately represented. Women's voices lead to better working environments and reduced prevalence of sexual harassment and verbal abuse in the factory.

Worker women interviewed in **Nicaragua, Haiti and Lesotho** have gained in skills and self-confidence. They manifested that they are now able to approach and discuss with supervisors and managers, something that a few years ago was inconceivable.

- *Sexual harassment concerns have diminished*

According to Tufts University, Better Work has decreased sexual harassment concerns in most countries where the programme is active. The dominant trend is toward improvement over time and the programme's services account for a significant share of the reduction in sexual harassment concerns.

In **Nicaragua**, researchers found evidence that when managers are aware of the problem, worker concerns decline by 29 percentage points. It is arguable that this manager awareness could translate to broader organizational awareness, such as the establishment of anti-harassment policies. In the case of **Haiti** and **Nicaragua**, the evaluation can confirm that contributed to increasing knowledge and awareness among managers and women workers on sexual harassment and women's health and reproductive rights.

- *Gender and workplace-based healthcare*

Nearly 8 in 10 workers across all factories enrolled in Better Work are women, with the majority under the age of 30. Better Work has expanded access to pregnancy-related healthcare, a vital service for many young women working long hours in the garment sector.

In **Haiti**, only six per cent of female workers reported having access to prenatal check-ups at the outset of the programme. This increased to 26 per cent after five years. In **Lesotho**, BW was successful in including an amendment in the Labour Law, increasing maternity leave from 2 to 6 weeks. In **Nicaragua**, most factories now provide breastfeeding leave/time to women, making the necessary adjustments in the production lines so women can leave the workplace to attend to their babies.

- *Reduced gender pay disparities*

Women make up a large majority of the workers across Better Work factories. They have less opportunity to progress at work, receive lower pay and suffer higher levels of abusive treatment.

Tufts University's impact assessment highlights that Better Work is helping to improve these work conditions for women, including working hours and pay. More importantly, Better Work has a pronounced impact on gender pay disparities **in Haiti and, Nicaragua**.

In **Haiti**, factories significantly reduced the gender pay gap as a consequence of participating in Better Work. At the outset, women were working longer hours for less pay than men. Over the course of the programme, the average number of weekly hours reported by women decreased, while their total pay relative to men increased. Similarly,

in **Nicaragua**, the gender wage gap has declined, as has the gap in working hours between women and men.

- **Increased productivity, quality and profitability**

The Tufts University impact study on Better Work shows that over the past five years the programme has had strong positive impacts on working conditions and that improving working conditions drives improved productivity and profitability.

The impact study also found that there is strong evidence demonstrating that improving working conditions is not a financial burden for a factory. On the contrary, it can be a critical contributor to its success. BW results in cost savings due to reduced buyer audits. Also, conducting different social audits from individual buyers can slow production. In addition, factories with improved working conditions are up to 8% more profitable.

The Tufts University study also shows that basic skills training reduce the time workers need to reach a target. Additionally, training supervisors has an effect on productivity as well. Supervisory Skills Training (SST) increased the productivity in lines overseen by trained supervisors, as it reduced the time needed to reach production targets, resulting in a 22% increase in productivity. Ensuring women have the skills and confidence to succeed yields real business benefits. The Tufts evaluation of BW's Supervisory Skills Training shows that training female supervisors leads to higher productivity.

Additionally, BW has led to **improved firm performance**. Tufts University Researchers found that the average factory participating in Better Work Vietnam witnesses a 25% increase in profitability due to the programme.

Although there is no empiric data on the subject, in **Nicaragua**, there is consensus among workers and widespread agreement amidst factory managers that increased compliance, PICCs, training and BW advisory services have improved the factories' productivity, the quality of the manufactures and the timeliness in order delivery.

- **Reinforced and more competitive garment sectors**

All the above mentioned impacts contributed to reinforced and more competitive garment sectors. BW has been instrumental in increasing compliance with national laws and ILS, has contributed to highlighting the visibility of labour compliance and created awareness on the need to respect labour legislation. The sector has witnessed substantial advances in social dialogue, workers' wellbeing, workers' rights and increased awareness of inequalities between men and women at the workplace. Empowering and strengthening trade unions also resulted in greater articulation between workers and employers. Finally, BW has a strong potential to increase the competitiveness, productivity and profitability of the textile sector in Nicaragua and Haiti (the Lesotho programme was closed in 2016).

3.4. RELEVANCE

This section examines whether the projects responded to the real needs of the beneficiaries and stakeholders; the BW Projects' current relevance, this is, whether the problems and needs that gave rise to the projects still exists or have changed; and, the projects' potential to be replicated and scaled-up.

3.4.1. Project consistency with the needs of key stakeholders and beneficiaries

Despite the project design weaknesses detailed in section 3.1.4. the BW teams were able to adapt to the different country contexts. BW has been/is highly relevant for factories, workers and trade unions, as well as for the Government and the textile and garment industry. The low institutional capacities in the three targeted countries; the scarce recognition of labour rights; poor working conditions; and the gender inequities at work make the degree of relevance of the BW interventions high.

The significant degree of empowerment achieved by PICCs, unions and trained workers; the awareness and improvement of the factories that are part of the projects, together with the interest of the Haitian and Nicaraguan labour administrations in continuing to work on the projects, corroborate this. The program is meeting the needs and expectations of key stakeholders including Ministries of Labour (in Haiti and Nicaragua), worker organizations', factories and buyers (less so in Nicaragua).

The projects respond to the needs of the garment industry. On the one hand, they respond to the needs expressed by factories and buyers regarding compliance with national and international labour laws and standards and, on the other hand, they responds to the needs expressed by trade unions and workers in terms of institutional strengthening, advocacy and labour rights awareness. In the case of women workers, the ILO recognizes the need to strengthen their knowledge and awareness of different labour rights, health related-issues, trade unions and self-empowerment. At the same time, BW has the particularity of being implemented with the formal sector, which makes it a benchmark for the industry in general.

The projects also respond positively to the objectives and priorities of the textile and garment factories and the institutions involved in Haiti and Nicaragua. This is considered adequate because they focus on increasing factories' compliance with national labour laws and international labour standards in countries (Haiti, Nicaragua and Lesotho) where the garment sector and textile exports have an important weight in their economies and thus, play a key role in their development. Likewise, in their mission, the two entities involved (ILO and WB/IFC) indicate the promotion of economic growth and the reactivation of the apparel business as a means of local economic development by providing decent work, empowering women and driving business competitiveness.

3.4.2. Current relevance

BW interventions have been relevant in increasing levels of compliance of factories and strengthening workers' and trade unions' associations in all aspects of the value chain. The relevance of the approach continues to be high: the number of factories that have joined the program; the increase of companies respecting international labour standards and compliance aspects; the creation of PICCs in factories and the strengthening of trade unions all confirm this.

However, there are still significant challenges. In the case of Haiti, for instance, although significant progress has been made, non-compliance issues are still present and need to be resolved. In the case of Nicaragua, the number of participating factories is still relatively low and brand support can be improved.

Also, it is necessary to invest further efforts in strengthening national policies and in promoting sustainable access to BW tools and services.

The vast majority of key informants interviewed (in the case of Nicaragua this was explicitly manifested by the MOL, CNZF and Union Federations in the evaluation workshop) confirm and demand the need for further technical and financial support from BW to tackle the remaining challenges and strengthen the sustainability prospects of the interventions.

3.4.3. Projects' potential to be replicated and scaled-up.

Overall, the evaluation found the validity of the projects' approaches and strategies relevant, and concluded that there is a strong potential for them to be replicated and scaled-up in the garment sector or in other industrial/manufacturing sectors in the Latin American/Caribbean Region; and eventually in other regions/countries. In this regard, BW Nicaragua could be a good practice on which to base such interventions.

However, scaling up to other countries and/or sector needs to carefully assess the enabling environment; the countries/sectors' contexts; and the brands/buyers' support.

Given the small country programs' low revenues, at this point replication would only be possible with heavy donor funding. According to the evaluators' experience, heavy donor support and long-term commitment is a good strategy. The International Programme on the Elimination of Child Labour (IPEC), for instance, has been running for the last 20+ years, and it paid (is paying) good results. On the other hand the European Union (EU) (and many countries) has been subsidizing key economic sectors (i.e. agriculture) for many decades.

3.5. SUSTAINABILITY

This section reviews the likelihood that project achievements will continue after the projects' completion or, in other words, the probability of long-term results. The analysis is structured around some general considerations and then focuses on the sustainability prospects by country.

3.5.1. General considerations

The global BW programme was founded with a vision of sustainability for country programmes. Better Work recognizes multiple dimensions of sustainability (independence from external funding, maintenance of improved working conditions, continuation of core services as long as requested within a robust enterprise model) but the focus is placed mainly on cost recovery.

Given the small size of the garment industry, it is highly unlikely that, in the 3 countries evaluated, it would reach a significant level of financial sustainability (cost recovery) even if the programme is mandatory, as it is in Haiti.

In the case of smaller BW country programmes, the evaluation noted that sustainability has to be considered in terms of national capacities and institutional sustainability. Strengthening national capacities needs long-term processes (at least 10 years). The consolidation and sustainability of the results achieved to date will therefore take longer than the current lifespan of the projects in Nicaragua and Haiti.

It is for this reason that the projects' schedule is crucial, as sustainability and exit strategies should be defined from the projects' inception phase and integrated on a long-term realistic schedule.

Also, the brands' support to BW is critical. In the case of **Nicaragua**, the partial quantity of brands that joined the programme undoubtedly hindered factories adhering to BW. Also, in **Lesotho**, the moderated number of brands that joined BWL (along with a limited level of engagement from national stakeholders) resulted in discreet results.

3.5.2. Sustainability Prospects by country

Haiti

During the first phase of the programme, BWH developed its viability plans with an emphasis on ensuring the programme's political and managerial viability and identifying options to secure funding for core services during the second phase.

By the 4th quarter of 2016, all exporting factories had been registered with BWH in line with the Technical Assistance Improvement and Compliance Needs Assessment and Remediation Program (TAICNAR) requirements. In collaboration with ADIH, 70% of

factories have contributed to the BWH pricing structure. Nevertheless, results show a low level of cost recovery. However, BWH has been generating revenue during the last years, which means that there's potential to increase cost recovery. In 2016, Better Work was able to recover 17% of the core services costs.

Then again, BW Haiti, as well as previous evaluations, acknowledges that due to the small number of factories operating in Haiti, financial sustainability is unlikely. Also, key informants interviewed are aware that BWH could never achieve as much as any other country with bigger garment sectors.

Conversely, BWH focused its efforts in getting the programme institutionalised in order to strengthen national institutions to take over. BWH is being implemented in close coordination with the MAST, the *Commission Tripartite de Mise en Oeuvre de la Loi HOPE* (CTMO-HOPE) and the Ombudsperson, and has a direct relationship with the different factories, managers, workers and trade unions linked to the program.

Supporting partner institutions' strategies and increased capacity of national staff have continued on a positive development path. BWH has managed to develop constructive and efficient coordination with MAST and the Office of the Labour Ombudsperson. However, government institutions' capacities and resources, particularly the MAST's, are weak.

MAST labour inspectors have significantly strengthened their capacities over the past years, although human, technical and financial resources still constitute a big challenge. There is still room to enhance their abilities to enforce the law; conduct effective inspections and compliance assessments in the factories; and propose and assist in applying corrective measures.

Although the strategy of including trade unions in the program is considered adequate, there is still a pressing need to reinforce their role in the apparel sector in Haiti as well as to strengthen their internal capacity to overcome intra-union conflicts.

Moreover, in Haiti social dialogue is not fluent and government institutions, as well as workers' and employers' associations, are rather fragile.

At the factory level, PICCs are not fully operational and the institutionalization of BW tools and processes has not yet been achieved.

The evaluation concluded that neither the national stakeholders, nor the government, unions, factories and workers have the sufficient capacities to apply the BW approach and tools. Hence, BWH would require further technical and financial support from ILO/BW/Donors to continue to operate and further develop their viability plans.

Lesotho

In retrospect, the evaluation concluded that the project did not succeed in achieving sustainability. Although, the BWL phase II PRODOC emphasized that *the new strategy*

will focus on ensuring that improvements are sustainable, the implementation schedule was too short and the institutional support too low to ensure sustainability.

Furthermore, in 2015, BWL commissioned a “BWL Sustainability Strategy”. The study remarks that: *whilst commendable, for BWL to transcend to local ownership, the project should have considered and planned for an organized exit and a smooth leadership succession. The specifics of these two important elements were found to be lacking, as a result lending the project’s succession process to a significant level of vulnerability.*

The evaluation found the study to be thorough, analysing the different factors influencing sustainability and proposing different courses of action. As mentioned in the Projects’ last TPR *after the decision by USDOL to cease funding, the Project Advisory Committee (PAC) openly discussed various options for BWL’s sustainability phase. Some of the ideas included: 1) the formation of a government unit that could take over service delivery, in either Trade or Labour, and 2) a Public Private Partnership (PPP) project between the Ministry of Trade and a consulting firm that would deliver services.*

Although in early 2016 the Ministry of Labour declared its commitment to ensure that project efforts would be sustained, according to the information provided by BW, no noticeable progress was made.

Thus, the sustainability option swung from the originally preferred option of Public Private Partnership (PPP) to form a non-governmental organization (NGO), autonomous from the government, which would offer labour compliance services (assessments, advisory, training). As a result, BWL staff members formed a local NGO (*Remmoho*) and BW Global provided training to support these staff members running the organization.

Through interviews with MOL and Union representatives, to their knowledge, assessments and advisory services (based on the BW approach and methodology) are no longer being conducted. A Remmoho representative confirmed that the organization conducts assessments for one brand in Lesotho and one brand in South Africa, but using the brands’ standards and tools, not BW’s. They are, however, developing a few trainings based on BW materials.

Nicaragua: *Integration of BWN tools and approaches in Sector and Government policies.*

The final evaluation of BWN¹⁶ conducted by the USDOL in 2015 signalled that *BWN has started the process of transferring tools and capabilities to stakeholders. However, the stakeholders do not understand that this is part of the BWN sustainability strategy and they have not been fully consulted. The transfer process should be formalized and transparent and the PAC members should be convened and consulted for guidance and suggestions.* To this end, the evaluation advised the transfer of BWN Tools and Capacities to the BWN stakeholders (MINTRAB, CNZF, ANITEC, factories and trade unions) in order to ensure that stakeholders have access to BW tools and acquire the skills necessary to use them once USDOL funding ends.

¹⁶ O’Brien and Associates, 2015

This recommendation led to initial discussions with the PAC members (MINTRAB, CNZF, ANITEC, and trade unions) and factories to agree on what tools and skill sets should be transferred to national stakeholders and factories. These consultations constituted the basis of the design of the BWN Phase II and set the project's approach to reinforce the enabling environment and sustainability, for a gradual transference process of the core services from BWN to the national stakeholders and the improvement of the national policy framework for the industry.

a. Sectoral level

At present, Better Work Nicaragua has reached 60% of factories in the garment sector. BW tools and approaches are being applied in participating factories, through operative PICCs and effective BWN advisory services. During interviews, factory management representatives, PICCs members, worker and union representatives manifested a very high level of satisfaction with the PICCs and BWN advisory services.

During its first phase (2010-2016), BWN coordinated with stakeholders and conducted activities aimed at transferring the knowledge, tools and skills, generated by the programme to factories, employers and trade unions. BWN Phase II (2017-2018) strategy at the factory level focuses on building stronger ownership of the assessment process and improvement cycle and building factories' capacities to implement, sustain and drive improvements in working conditions and competitiveness through social dialogue.

At the sector level, BWN Phase II is working with government agencies (MITRAB, CNZF, ProNicaragua) and ANITEC to develop and implement a strategy to ensure broader, sector-wide participation of all factories in the programme. The two main pillars of this strategy are: a) to design a road map to incorporate the remaining factories, based on the overall milestones established by the government; b) improve engagement of brands in order to mobilize the industry to participate in the project by making them aware of the added value that BWN brings for both factories and brands, so the industry can identify the competitive advantage of being part of BWN.

Although the BWN Phase II approach and strategy, as described above, is considered to be sound and pertinent by the evaluation, there is widespread agreement among key informants that the time-frame established to implement it is too short.

At factory level, while the evaluation observed a very high degree of ownership of the assessment process and improvement cycle amidst management and workers, stakeholders consulted concurred that PICCs are not yet ready to work autonomously without BWN advisory services and support. Furthermore, there is extensive agreement (and also concern) regarding the risk of PICCs fading out (as well as the results achieved through them) if BWN withdraws in 2018. In this regard, several workers and union representatives manifested that *if BWN retires, we will go back to the old times.* Also, most management representatives interviewed also expressed their preoccupation in anticipation of BWN ending next year.

At the sector level, BWN still faces some challenges in ensuring the participation of a broader share of the industry in the programme. Although BWN has achieved a fairly good degree of interlocution and communication with ANITEC, the employer association's attitude towards BWN is still lukewarm. Of the 18 factories, 14 are members of ANITEC. However, while ANITEC's support to the programme would certainly help, the decision whether to participate or not in BWN belongs to the factories. Key informants stated that BWN ending in 2018 hinders new factories joining the programme as they could hardly benefit from its services if the project ends next year. On the other hand, they do not see the benefits of BW, especially the *economic* benefits.

Furthermore, the brands' role is key. As declared by management representatives, most of the factories currently in the programme joined because the brands requested it. Several stakeholders declared that Nicaraguan factories not in the programme typically work for brands that are out of BW. Thus, they have no incentives to join BWN and, furthermore, joining would imply adopting an additional audit system.

These two factors combined would explain, according to most informants, why the planned time-line or *road map* to incorporate new factories (5 by the end of 2016 and 9 more by June 2017) has, so far, not been achieved.

BWN Phase II foresees focusing on targeting brands, with support of BWG, so they motivate factories to enter BWN. In this sense, BWG and the ILO, as a well-respected International Organization, are called by national stakeholders to redouble their efforts in convincing brands to join BW. However, whether this will be achieved before 2018 remains unclear.

b. Policy level

BWN works closely with government agencies, including the MOL (MITRAB) and the Free Trade Commission (CNZF). The MITRAB is represented on the Project Advisory Committee (PAC) by the vice minister who also chairs the PAC.

BWN signed an agreement with the MOL and designed and started developing a training plan to build capacities of labour inspectors working in the free trade zone. During phase II, BWN aims to increase MITRAB capacities to promote compliance and enforcement through the incorporation of BWN methodologies in the Labour and OSH inspections toolbox, with a strong perspective on the transfer of capacities.

While this is considered by stakeholders to be a solid approach, there is also widespread agreement that MITRAB capacities and resources (financial, human and technical) are scarce. Along these lines, most believe that reinforcing the MOL and the labour inspection capacities to be able to apply the BW assessment methodology and advisory services, with the required standards of *quality and credibility*, will take longer than the span of BWN Phase II.

Another critical component of BWN Phase II is to support the government, industry, and worker and employer organizations to develop a National Strategy for the Garment Sector.

While there is consensus among Nicaraguan stakeholders that developing such a strategy would be instrumental to addressing the important challenges the industry faces in terms of productivity, competitiveness and employment in decent work conditions, most believe that implementing it will demand additional ILO/BWN technical support. Furthermore, most expressed that if BWN pulls out in 2018, there is a risk of drafting a nice strategy that will most likely never be implemented.

IV CONCLUSIONS

The following chapter presents a **synthesis of the conclusions drawn from the findings analysis** and is organized in correspondence with the five evaluation sections: Project Design; Effectiveness and Efficiency; Impact; Relevance; and Sustainability.

Project design

1. The evaluation found several flaws in the projects' design, including: an inadequate definition of objectives, outputs and indicators and a weak causal relationship between outputs, intermediate objectives and development objectives. However, the intervention strategies are clear and based on the overall BW approach. The overall Theory of Change (TOC) was found to be accurate.
2. The projects' objectives are clear and the PRODOCS adequately explain the intervention strategies and project components. Regarding whether the objectives are realistic and likely to be achieved within the established time schedule, the evaluation concluded that I.O.1. *Increased compliance with national labour law and international labour standards* is a realistic goal, it is within the reach of the projects and it is likely to occur (in the mid/long-term). Nevertheless, achieving I.O.2 *Strengthened national policies* and I.O.3 *Sustainable access to BW tools and services* will most likely demand more time than the duration of the current BWN and BWH schedule. In the case of Lesotho, achieving sustainability was clearly an unrealistic objective
3. The projects are based on a "one size fits all" scheme and the different national environments were not taken into account well enough. The projects' schedule was largely determined by the donor (and by the availability of funds), rather than the ILO/BW leading and conducting a participatory long term strategic planning in the countries. BW interventions in countries like Nicaragua, Haiti and Lesotho need long-term processes and implementation schedules. The brands' support to BW is critical. However, in Nicaragua and Lesotho, the support and commitment of *all* the brands present in the countries is an "assumption" that was not properly assessed and addressed at the inception of the programme.
4. The BW programme has a generic approach implemented across all countries to avoid women worker's discrimination in various ways. The BW interventions developed specific interventions in order to make sure that women's needs are being addressed. However, there are important issues in the area of gender equality that are not being treated with a "programmatic" focus. Additionally, the evaluation found that the projects do not incorporate "gender sensitive indicators". Furthermore, the evaluation found that BW lacks a clear strategy for mainstreaming policies to promote gender equality in the factories.

Effectiveness and Efficiency

5. Despite the challenges the projects faced at their inception, the evaluation considers that the results achieved in terms of factories and workers reached are noteworthy. In Haiti, BWH was able to cover all exporting factories, even those not exporting under HOPE. BWL and BWN were not able to reach 100% of factories and workers but this was undeniably a very ambitious goal. Also, the limited number of brands that joined the programme in Nicaragua and in Lesotho in particular, clearly hindered factories adhering to BW. However, BW's results in the three countries, specifically in terms of textile workers benefiting from the programme, cannot be understated, especially taking into account the importance of the textile manufacturing sector in the countries.
6. Regarding BW core services, specifically concerning the Performance Improvement Consultative Committees (PICCs), both management and worker representatives are highly satisfied with the PICCs. There is widespread agreement among them that they are very useful when it comes to tackling non-compliance issues and that PICCs have made an enormous contribution in improving social dialogue within the factories. Also, the evaluators found agreement among worker, union and manager representatives on the crucial and positive impact not only of Better Work assessments, but also of the support given to factories in addressing the findings through continuous advisory services and training. Along these lines, management and worker representatives manifested a great degree of satisfaction with the training services provided by BW.
7. Nicaragua has substantially increased in compliance with both ILS and national labour law. In Haiti the evaluation found that the overall compliance rates for the sector are stagnating with minor variations over the cycles, although the general impression from key stakeholders is that core labour standards are improving and BWH is having an important impact on the Haitian labour environment and export apparel sector. On the other hand, Lesotho improved in compliance with ILS but not so much in the National Labour Law "clusters". Nevertheless, factories participating in the programme were able to show improvement in several "compliance points", especially in the areas of occupational safety and health (OSH); and contracts and human resources.
8. Regarding the improvement of the national policy framework for the industry, while BW made some important contributions in the three countries, so far, BW was not able to have a major influence in strengthening national policies. As per the *Sustainable access to BW tools and services*, in Lesotho, the implementation schedule was too short and institutional support too low to ensure sustainability. In Haiti and Nicaragua, strengthening national capacities to be able to apply BW methodology and services, with the required quality and credibility standards, will require more time than that established in the current schedules.
9. Concerning Efficiency, the evaluation concluded that the projects' implementation was carried out with a high level of efficiency and that the costs are fully justified by

the results obtained. Even more so if we consider the wide range of interventions developed (policy-level interventions, institutional capacity-building, factory assessments, advisory services, training, etc.), the quality of the outputs generated and the number of workers reached.

Potential Impact

10. The Better Work programme has increased compliance with ILO core labour standards and national legislation. Improvements are especially visible in Nicaragua across the eight areas or clusters assessed.
11. According to workers, unions and factory management representatives' testimonies, PICCs have significantly improved social dialogue in factories across the three countries. Also, improved dialogue and communication (along with supervisors' training) have resulted in better worker-supervisor and management relations which, in turn, have improved human resources management. The evaluation also found greater worker involvement in addressing factories' difficulties and implementing improvement measures.
12. Better working conditions. Higher compliance levels improved workers' wellbeing. In particular, the evaluation found positive impacts regarding the following aspects: improved Human Resources Management; enhanced participation in unions; greater respect for workers' rights; increased welfare in the factories; decreased use and prevalence of verbal abuse; workers are less concerned with late payments, low wages and excess overtime; decreased staff turnover.
13. Key stakeholders interviewed concurred that improved gender balance resulted in the empowerment of women which, in turn, lead to: improved skills and self-confidence; better working environments and reduced verbal abuse in the factory; decreased sexual harassment; increased access to pregnancy-related healthcare; reduced gender pay disparities.
14. Increased productivity, quality and profitability. BW had strong positive impacts on working conditions. These improved working conditions drove to improved productivity and profitability. The evaluators gathered evidence pointing out that BW has led to better firm performance. Increased compliance, PICCs, training and BW advisory services have improved the factories' productivity, the quality of the manufactures and timeliness in order delivery.

Relevance

15. BW has proven to be highly relevant for factories, workers and trade unions, as well as for the Government and the textile and garment industry. The program is meeting the needs and expectations of key stakeholders including Ministries of Labour (in Haiti and Nicaragua), worker organizations, factories and buyers. The projects also respond positively to the objectives and priorities of the textile and garment factories and the institutions involved in Haiti and Nicaragua.

16. The relevance of BW continues to be high: the number of factories that have joined the program; the increased number of companies respecting international labour standards and compliance aspects; the creation of PICCs in factories and the strengthening of trade unions all confirm this. However, there are still significant challenges. Although significant progress has been made with varying intensities among countries, non-compliance issues are still present and need to be resolved. In the case of Nicaragua, the number of participating factories is still relatively low and brand support can be improved.
17. Also, it is necessary to invest further efforts in strengthening national policies and in promoting sustainable access to BW tools and services. The vast majority of key informants interviewed (MOLs, unions, workers, factory managers, etc.) confirm and demand the need for further technical and financial support from BW to tackle the remaining challenges and strengthen the sustainability prospects of the interventions.
18. Overall, the evaluation found the validity of the projects' approaches and strategies relevant, and concluded that there is a strong potential for them to be replicated and scaled-up in the garment sector or in other industrial/manufacturing sectors in other countries in the Latin American/Caribbean Region, and/or other regions/countries. However, scaling up to other countries and/or sectors needs to carefully assess the enabling environment; the countries/sectors' contexts; and the brands/buyers' support.

Sustainability

19. Given the small size of the garment industry, it is highly unlikely that, in the 3 countries evaluated, BW would reach a significant level of financial sustainability (cost recovery) even if the programme were mandatory, as it is in Haiti.
20. In the case of smaller BW country programmes, the evaluation noted that sustainability has to be considered in terms of national capacities and institutional sustainability. Strengthening national capacities needs long-term processes (at least 10 years). The consolidation and sustainability of the results achieved to date will therefore take longer than the current lifespan of the projects in Nicaragua and Haiti.
21. It is for this reason that the projects' schedule is crucial, as sustainability and exit strategies should be defined from the projects' inception phase and integrated into a long-term realistic schedule.
22. Also, the brands' support to BW is critical. In the case of **Nicaragua**, the partial quantity of brands that joined the programme undoubtedly hindered factories adhering to BW. Also, in **Lesotho**, the moderated number of brands that joined BWL (along with a limited level of engagement from national stakeholders) resulted in discreet results.

23. In Lesotho, after BWL finished in 2016, assessments and advisory services (based on the BW approach and methodology) are no longer being conducted. Remmoho confirmed that the organization conducts assessments for one brand in Lesotho and one brand in South Africa, but using the brands' standards and tools, not BW's.
24. Nicaraguan factories not in the programme typically work for brands that are out of BW. Thus, they have no incentives to join BWN and, furthermore, joining would imply adopting an additional audit system. The fact that BWN will end in 2018 hinders new factories joining the programme as they could hardly benefit from its services if the project ends next year.
25. In Haiti, government institutions' capacities and resources, particularly the MAST's, are weak, and there is still room to enhance their abilities to enforce the law; conduct effective inspections and compliance assessments in the factories; and propose and assist in applying corrective measures.
26. For both Nicaragua and Haiti, the evaluation concluded that neither the national stakeholders, nor the government, unions, factories and workers have yet the sufficient capacities to apply the BW approach and tools. Hence, BW would require further technical and financial support from ILO/BWG/Donors to continue to operate and further develop their viability plans.

V LESSONS LEARNED AND EMERGING GOOD PRACTICES

The evaluation identified some lessons learned from the BW projects, drawn from some of the challenges faced as well as the positive results obtained. In this section we list the most relevant of these lessons learned and good practices, so they can be taken into consideration when designing future projects.

5.1. Lessons learned

1. **Extremely complex and ambitious interventions need long-term processes and implementation schedules, at least 10 years.** This is the case of the BW Programmes in Nicaragua, Haiti and Lesotho. Adding short term extensions or phases to the initial (short-term) projects only fosters short term planning, which negatively affects projects' implementation and their sustainability prospects.
2. **Sustainability should be defined and integrated on a long-term realistic schedule.** In the current model, exit or sustainability strategies are defined, as projects are extended, during their second phases. Sustainability and exit strategies should be defined (in parallel with the rest of the projects' components) from the projects' inception phase and integrated on a long-term realistic schedule.
3. **Another key lesson learned is that the brands' support to BW is crucial** for its successful operation in the countries, as experience shows that factories adhere to the Programme when it is compulsory (Haiti) and/or the buyers specifically ask the suppliers to do so (e.g. Nicaragua).

Furthermore, the brands' commitment to BW factories is also critical. This is indeed an issue of great concern in Nicaragua. As most factory managers interviewed explained, their brands are moving to other countries (where there are lower wages and less respect for working conditions), which results in factories closing and workers losing their jobs. These factory managers do not aim to obtain bigger orders, rather for brands to maintain their contracts with compliant and well performing factories.

4. **Depending in one single funding source for a country makes BW considerably vulnerable and threatens its continuity.** USDOL is the sole funder of Haiti, Nicaragua and Lesotho. Other BW countries are funded by multiple donors including USDOL funding, i.e. Bangladesh, Cambodia and Vietnam. This makes BW highly dependent on USDOL funding, which makes it considerably vulnerable and threatens its continuity, were USDOL funding to diminish or end. BW constitutes one of the five ILO flagship programmes, designed to enhance the efficiency and impact of its development cooperation with constituents on a global scale. It is, thus, crucial for its further continuation and development that the ILO/BW develop a long-term (and diversified) funding strategy.
5. **Gender equality goes beyond a workplace free of violence and sexual harassment.** The evaluation noticed the scarce internalization and visualization of gender equality issues in the BW interventions and among the different national actors. The

evaluation learned that there is a need to promote not only a workplace free of violence and sexual harassment, but also the creation and implementation of policies that promote gender equality in work as a whole. This includes elements ranging from an equal number of men and women in management positions to the recognition of the same wages for men and women in the same jobs; to the inclusion of men in trainings that until now have been given only to women, such as sexual and reproductive health; maternity, etc.

5.2. Good Practices

1. **BW's commitment to work with factories for the institutionalization of PICC's is a successful strategy**, despite the challenges this has entailed. The representation of workers and union members in the PICC's and the work of communication and mediation carried out within the companies has had a highly positive effect of appropriation and participation in issues relevant to the company and the workers.
2. **BW factory assessments highlight non-compliance findings and, through their advisory services, support factories in tackling the findings through PICCs** (in those factories where they exist and are operational), in contrast with the audits conducted by the brands, establishing agreed up on Improvement Plans and in the monitoring progress.
3. **Supervisory Training significantly boosts supervisor confidence, turnover, line productivity and the quality of overall workplace relations.** Supervisors are responsible for overseeing the work of a large number of workers. However, the Tufts University Study found that many are ill prepared for the job as they are often promoted as a result of their skills as an operator. However, in their new position they must meet managers' demands and motivate their line of workers in a high-pressure environment. In short, the job of a supervisor requires very different skills. Researchers found, and the evaluation confirmed, that Supervisory Training is good practice as it significantly boosts supervisor confidence, turnover, line productivity and the quality of overall workplace relations.
4. **Social dialogue promoted by BW advisory services and PICCS is playing a key role in strengthening industrial relations** in the garment sector. One of the BW's strategies was to promote a culture of social dialogue in the garment sector. National stakeholders across countries have positively valued the role that social dialogue is playing in strengthening industrial relations in the garment sector. Different key informants interviewed believe that in absence of social dialogue, BW would have not progressed much. They also found that social dialogue helps to identify certain problems and solve them in a respectful manner according to the Law. The evaluation noted that in factories where social dialogue works, there is greater harmony between management and workers: management is more likely to take initiatives and workers can discuss and bring issues to managers.

VI RECOMMENDATIONS

6.1. General recommendations

1. Improve the projects' design at the countries' level

Addressed to: ILO/BWG/BWH/BWN and National Stakeholders

Priority: High. Implementation time: midterm

The design process should be based on participatory national consultation with all key stakeholders and take into account the different national contexts and specific country needs, and resource constraints in each country; as well as the brands' implication and commitment.

This also includes developing country-specific Theories of Change (TOC), Logical Frameworks and solid M&E systems. Logical Frameworks/ToCs should consider carefully current weaknesses. Establish both quantitative and qualitative indicators for process, results and impact. It is also suggested that impact indicators be reviewed and made more qualitative (not only quantitative), and to measure elements linked to the change obtained and not only with respect to the achievement of the planned actions.

Sustainability strategies must be established from the projects' inception phase and integrated on a long-term realistic schedule.

2. Develop a funding strategy for BW.

Addressed to: ILO/BWG

Priority: High. Implementation time: midterm

It is recommended that ILO/BWG develop a funding strategy that can assure BW's effective implementation and guarantee their continuity. The funding strategy should integrate an analysis of geographical and sector priorities of potential donors as well as a communications and marketing strategy to allow for a more efficient fund-raising approach in order to diversify the donor base and insure the availability of necessary funds to meet the needs and costs of global and national actions. Sufficient funding should be made available to ensure that the programme is fully staffed at both HQ and country level.

3. Improve BW services

Addressed to: ILO/BWG/BWH/BWN

Priority: High. Implementation time: midterm

As BW interventions in the countries advance, improved services are needed. These include: Reinforcing BW staff training to adapt to higher levels of demand by factories; Segmentation and tailoring BW services according to the different factories' characteristics and needs; Develop, along with the participation of national constituents and PICCs, a Continuous Training Plan based on a needs assessment (factories, unions, employers and government) and a clear definition of objectives and training strategies. It is recommended that this plan include both "soft" and "technical" skills.

4. Increased attention to gender equality

Addressed to: ILO/BWG/BWH/BWN

Priority: High. Implementation time: midterm

Further attention should be given to how gender equality can be fully incorporated into project activities, results and indicators; through the development of specific gender-related interventions. It would be advisable to include an analysis of gender inequalities, in terms of the experience, situation and position of men and women with regards to gender equality and gender violence at work (differentiation of social-community, economic and productive roles, and reproductive care in the intervention area).

Also, it would be advisable to formulate indicators with a gender impact; Include a gender mainstreaming approach in all the trainings provided; link existing ILO initiatives/portfolios on gender and HIV/AIDS related-issues to the BW framework. Furthermore, insure that gender issues are mainstreamed national labour policies and strategies; and encourage and support the MOLs to have a gender equality recruitment policy and reach 50% of women labour inspectors in the mid-term. Also, specific training to MOL inspectors needs to be provided on specific international and national regulations on gender equality and on violence against women at the workplace and at home.

Consider including a checklist on gender equality in the Compliance Assessment tool, taking into account the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), National Gender Equality Action Plans (if any) of each country and/or other national or international conventions.

5.1. *Specific recommendations by country*

5. *Insure BW's presence in Haiti and Nicaragua beyond 2018*

Addressed to: ILO/BW, national stakeholders and donors

Priority: High. Implementation time: Midterm

Insure BW's presence in Haiti and Nicaragua beyond 2018. This is necessary in order to improve compliance with ILS and National Labour Laws; consolidate achievements; address remaining challenges; strengthen national policies, strategies and practices to improve labour related issues and industrial relations; develop and support the implementation of the *National Strategy for the Garment Sector* in Nicaragua; and achieve sustainable access and implementation of BW tools and services in Haiti and Nicaragua.

6. *Update the BWH and BWN National Project Documents*

Addressed to: ILO/BWG/BWH/BWN and National Stakeholders

Priority: High. Implementation time: midterm

Future BWH and BWN National Project Documents should draw out from the *Better Work Strategy 2017 - 2022* and the *BWG Stage IV (2017-2022) PRODOC*; and take into consideration the knowledge and expertise achieved by the BWH and BWN Projects.

Project documents should, furthermore, clearly indicate the roles and responsibilities (and budget allocations) of BWG, BWH, BWN; ILO HQ, RO and CO, as well as the different Branches/Departments concerned in order to deliver a high quality, integrated and coherent ILO/BW project.

Nicaragua

7. A greater focus on productivity

Addressed to: ILO/BWG/BWN

Priority: High. Implementation time: midterm

Increase the focus on productivity in Nicaragua. The Tufts University study proves that BW substantially increases factory productivity and profitability. Managers and workers in participating factories concur with this finding. However, this is a qualitative perception, not backed by hard data.

Therefore, the evaluation recommends BWN to conduct an assessment to measure BW's impact on productivity, quality and profitability. Also, BWN could provide specialized technical advisory services in order to assess productivity in the factories; propose improvement plans; and advisory services and training to implement improvements. Furthermore, BWN and the unions (at central and factory level) should join efforts to promote a stronger work culture among factory workers, in order to diminish absenteeism.

8. Redouble efforts to include more brands in the program.

Addressed to: ILO/BWG

Priority: High. Implementation time: midterm

BW Global must redouble its efforts to include more brands in the program; and at the same time demand and secure their commitments for the brands to maintain their contracts with compliant and well performing factories (as a condition for remaining factories affiliated with the BW program), avoiding relocation to countries with lower wages and/or less respect for Decent Work.

Haiti

9. Reinforce communication and coordination among all concerned parties

Addressed to: ILO/BWG/ BWH/National Stakeholders

Priority: Medium. Implementation time: midterm

Reinforce communication and coordination among all concerned parties (BWH, Government, factories and workers' and employers' organizations) by establishing precise protocols and procedures. It is also advisable to further establish and clarify everyone's responsibilities in order to specify the role and services that BWH provides, among national stakeholders.

10. Develop a more strategic approach to MAST and Unions in Haiti

Addressed to: ILO/BWG/ BWH/National Stakeholders

Priority: High. Implementation time: midterm

A more strategic approach needs to be developed with respect to the work carried out with the unions and MAST during the first two phases of the project. Redoubled efforts should be made to strengthen institutional capacities and achieve enhanced support for BWH operations in order to achieve greater sustainability.

Specific attention should be given to the insufficient law enforcement and lack of MAST's institutional capacities, as well as, the need to reinforce the role that trade unions play in Haiti and strengthen their internal capacity to overcome their intra-union conflicts.

11. Further promotion of social dialogue

Addressed to: ILO/BWG/ BWH/National Stakeholders

Priority: Medium. Implementation time: midterm

It is important to continue with the promotion of social dialogue and sound industrial relations. For this purpose, it is proposed that ILO/BWG/BWH provide training to all relevant national stakeholders on: efficient communication and coordination; mediation and conflict resolution; roles, rights and responsibilities of the different stakeholders, as well as on articulating with government officials.

12. More effective training strategies

Addressed to: ILO/ BWH

Priority: High. Implementation time: midterm

More effective training strategies must be put in place. Arrangements ought to be made in order to facilitate workers from the North to attend the trainings (currently conducted in Port au Prince). To this end, provisions should be made to allow for trainers to go to the northern parts of the country instead of workers going to Port au Prince. Also, contextualize, translate and provide training and materials in Creole and French.

13. Continue the engagement and collaboration with ShareHope Foundation and the Levi Strauss Foundation

Addressed to: ILO/BWG/BWH

Priority: Medium. Implementation time: midterm

Continue the engagement and collaboration with ShareHope Foundation and the Levi Strauss Foundation to provide workers with training on sexual and reproductive health and sexual harassment at work. Expand the Her Project to all the BW factories and programmes.

Lesotho

14. Concerted efforts to continue key BWL results

Addressed to: ILO/BWG/ILO Pretoria/USDOL/MOL/Remmoho

Priority: High. Implementation time: short-term

The evaluation recommends the ILO, the USDOL, the MOL and Remmoho to join and increase efforts to: reinforce factories' ownership of PICCs as well as compliance improvement processes; re-engage with brands/buyers to insure that factories continue to apply BW assessments; improve the labour compliance regulatory framework; train Labour Inspectors on how to use the BW Compliance Assessment Tool (CAT) and BW methodology in assessing factories; introduce Labour Inspectors to the BW advisory processes.

In this sense, the ILO/USDOL Project *Strengthening Labour Inspection in Lesotho* could be a good coordination and cooperation platform.

15. Reinforce Remmoho's capacities and role

Addressed to: ILO/BWG/ILO Pretoria/USDOL/Remmoho

Priority: High. Implementation time: short-term

Increase Remmoho's institutional and technical capacities, as well as, reinforce its role as a valid and "licensed" institution to deliver assessment and advisory services. Likewise, promote running joint assessments with MOL labour inspectors.

ANNEXES

ANNEX A: KEY ACHIEVEMENTS AND IMPACTS

Key Results		
1. Participating factories, workers and brands		
Lesotho	Nicaragua	Haiti
<ul style="list-style-type: none"> When the programme closed in 2016, seven US buyers participated in BWL 	<ul style="list-style-type: none"> By the end of 2016, 9 brands had joined BW Nicaragua 	<ul style="list-style-type: none"> 19 Brands Participate in BWH
<ul style="list-style-type: none"> 16 factories had joined the programme. 	<ul style="list-style-type: none"> 24 Factories participate in BWN 	<ul style="list-style-type: none"> 25 factories have joined the programme
<ul style="list-style-type: none"> BWL reached 25,907 workers. 	<ul style="list-style-type: none"> BWN reaches 40,776 workers. 	<ul style="list-style-type: none"> BWH reaches 36,000 workers
<ul style="list-style-type: none"> This corresponds to 65% of the garment sector's total employment. 	<ul style="list-style-type: none"> This represents nearly 60% of the apparel sector and around 70% of employment in the garment industry within the free trade zones. 	<ul style="list-style-type: none"> This represents 100% of employment in the garment industry
2. BW core services		
a. Performance Improvement Consultative Committees (PICC)		
Lesotho	Nicaragua	Haiti
<ul style="list-style-type: none"> In Lesotho, BWL was able to establish 15 PICCs in the 16 factories participating in the programme. 	<ul style="list-style-type: none"> In Nicaragua, 19 of the 24 participating factories have operative PICCs. 	<ul style="list-style-type: none"> BWL was able to set-up 12 PICCs
b. Assessments and advisory Services		
Lesotho	Nicaragua	Haiti
<ul style="list-style-type: none"> In Lesotho, all planned assessments to all factories registered with the program were completed in between 2014 and 2016. 	<ul style="list-style-type: none"> In Nicaragua, all factories are receiving services from BWN and the assessment reports are produced as planned. 	<ul style="list-style-type: none"> BW Haiti assesses participating factories once per year and works with each factory before and after this assessment
c. Training Services		
Lesotho	Nicaragua	Haiti
<ul style="list-style-type: none"> 1,800 workers and managers received training. 	<ul style="list-style-type: none"> 3.000 persons, including, workers, supervisors, managers and union representatives received training 	<ul style="list-style-type: none"> 6,558 workers, line supervisors and managers received training

3. Increased compliance with national labour law and international labour standards		
Lesotho	Nicaragua	Haiti
<ul style="list-style-type: none"> ▪ Lesotho improved in compliance with ILS but not so much in the National Labour Law “clusters”. ▪ Nevertheless, factories participating in the programme were able to show improvement in several “compliance points”, especially in the areas of occupational safety and health (OSH); and contracts and human resources. 	<ul style="list-style-type: none"> ▪ Nicaragua has substantially increased in compliance with both ILS and national labour law. 	<ul style="list-style-type: none"> ▪ The overall compliance rates for the sector are stagnating with minor variations over the cycles. ▪ However, compliance with core labour standards is improving and allowing employers to be in line with international standards.
4. Strengthened national policies		
Lesotho	Nicaragua	Haiti
<ul style="list-style-type: none"> ▪ BW Lesotho participated in the review of the Labour Law, and managed to review a number of provisions related to HIV/AIDS Management. ▪ BWL provided advice on minimum wage and working conditions. ▪ Also, BWL made contributions to improve labour inspectors’ capacities and regulations on Occupational Safety and Health (OSH). 	<ul style="list-style-type: none"> ▪ BWN signed an agreement with the MOL and designed and started developing a training plan to build capacities of labour inspectors ▪ BWN supports the government, industry, and worker and employer organizations to develop a National Strategy for the Garment Sector in order to address the important challenges the industry faces in terms of productivity, competitiveness and employment in decent work conditions. 	<ul style="list-style-type: none"> ▪ BWH translated the Labour Law Guide into French, Creole, Spanish and Korean ▪ BWH is advocating and facilitating a strategy to prevent discrimination in the workplace for workers with HIV.

Key Impacts

- The Better Work programme has increased compliance with ILO core labour standards and national legislation. Improvements are especially visible in Nicaragua across the eight areas or clusters assessed.
- PICCs have significantly improved social dialogue in factories across the three countries.
- Also, improved dialogue and communication (along with supervisors' training) have resulted in better worker-supervisor and management relations which, in turn, have improved human resources management.
- The evaluation also found greater worker involvement in addressing factories' difficulties and implementing improvement measures.
- Better working conditions. Higher compliance levels improved workers' wellbeing. In particular, regarding the following aspects: improved Human Resources Management; enhanced participation in unions; greater respect for workers' rights; increased welfare in the factories; decreased use and prevalence of verbal abuse; workers are less concerned with late payments, low wages and excess overtime; decreased staff turnover.
- Improved gender balance resulted in the empowerment of women which, in turn, lead to: improved skills and self-confidence; better working environments and reduced verbal abuse in the factory; decreased sexual harassment; increased access to pregnancy-related healthcare; reduced gender pay disparities.
- Increased productivity, quality and profitability. Improved working conditions drove to improved productivity and profitability. BW has led to better firm performance. Increased compliance, PICCs, training and BW advisory services have improved the factories' productivity, the quality of the manufactures and timeliness in order delivery.
- All the above mentioned impacts contributed to reinforced and more competitive garment sectors. BW has been instrumental in increasing compliance with national laws and ILS, has contributed to highlighting the visibility of labour compliance and created awareness on the need to respect labour legislation. The sector has witnessed substantial advances in social dialogue, workers' wellbeing, workers' rights and increased awareness of inequalities between men and women at the workplace. Empowering and strengthening trade unions also resulted in greater articulation between workers and employers. Finally, BW has a strong potential to increase the competitiveness, productivity and profitability of the textile sector in Nicaragua and Haiti (the Lesotho programme was closed in 2016).

ANNEX B: TERMS OF REFERENCE

Terms of Reference

Independent Cluster Evaluation of:

Better Work Lesotho

Project TC Codes:

LES/14/52/USA

LES/12/01/USA (former LES/09/01/USA)

LES/11/50/USA

Better Work Nicaragua

Project TC Codes:

NIC/15/01/USA (former NIC/12/01/USA and NIC/10/01/USA)

Better Work Haiti

Project TC Codes

HAI/12/01/USA (former HAI/08/01/USA)

HAI/12/51/USA (former HAI/12/50/USA)

Administrative Unit in the ILO responsible for administrating the project

Better Work

Technical Unit(s) in the ILO responsible for backstopping the project

Better Work

Type of evaluation

Independent

Timing of evaluation

Mid-term (Haiti)

Final (Nicaragua and Lesotho)

BACKGROUND AND JUSTIFICATION

Background

The Better Work (BW) programme is a joint initiative of the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group. The programme has been working since 2007 to improve working conditions and promote competitiveness in global garment supply chains.

BW was inspired by the ILO's Better Factories Cambodia project. Introduced in 2001, the project was developed to improve working conditions in Cambodia's export apparel industry. The programme is currently active in Cambodia, Vietnam, Haiti, Indonesia, Jordan, Nicaragua, and Bangladesh, employing 1.6 million workers from 1,300 factories. USDOL is solely funding the programmes in Haiti and Nicaragua and contributes funding to Jordan, Vietnam, Cambodia and Bangladesh. The programme creates opportunities for the ILO to support constituents to build the capacity of national institutions and strengthen the governance of labour markets. Better Work implements a two-fold strategy to promote compliance with national law and international core labour standards in global garment and footwear supply chains and bolster a more stable and profitable sector that can influence supply chains beyond the garment industry

While the programme is widely known and in demand for its compliance assessments, the majority of resources are dedicated to services that help employers and workers establish systems to: achieve and maintain compliance; improve productivity and competitiveness; and establish workplace social dialogue, in many cases for the first time.

Better Work engages with international garment buyers and retailers that accept the responsibility to support their suppliers to improve labour conditions. Better Work also presents the ILO with new opportunities to support constituents in line with the priorities of Decent Work Country Programmes (DWCP). The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports national partners within a wider UN and international development context. As such, DWCPs are broader frameworks to which the individual ILO project contributes and is linked. The most recent DWCP for Haiti and Lesotho can be found here:

- <http://www.ilo.org/public/english/bureau/program/dwcp/download/haiti.pdf>
- <http://www.ilo.org/public/english/bureau/program/dwcp/download/lesotho.pdf>
- There is currently no active DWCP for Nicaragua.

Better Work Projects in Haiti, Nicaragua and Lesotho were funded by USDOL and implemented by the ILO.

Better Work Lesotho (BWL): 2009 – 2016

The goal of the BWL Project was to improve the lives of workers, their families and communities. BWL also aimed to improve competitiveness of the industry by improving compliance with Lesotho labour law and the principles of the ILO Declaration on Fundamental Principles and Rights at Work. The heart of the BWL strategy on the other hand, was the independent enterprise assessments and enterprise advisory and training services. The assessments were intended to identify areas where enterprises were not complying with international labour standards or national labour law while the advisory services and training were designed to help the enterprises become compliant.

The programme in Lesotho closed in June 2016. Better Work Lesotho contributed to the Lesotho Decent Work Country Programme 2012-2017 by promoting competitiveness

and productivity in the garment sector (Priority 1), enhancing safety and health conditions at the workplace to the benefit of workers and enterprises (Priority 2) and improving the capacity of social partners to effectively participate in social dialogue mechanisms (Priority 3). BWL is linked to Outcome 13 of the ILO's Strategic Policy Framework 2010-15, through its first strategic objective, that is, to create greater opportunities for women and men to secure decent employment and income by taking a sector specific approach to decent work.

Outcome 1. Better Work Lesotho's assessment, advisory and training services have been a driver of change towards higher compliance with national labour law and international labour standards.

Outcome 2. Better Work Lesotho has influenced national policies, strategies and practices to improve labour related issues and industrial relations.

Outcome 3. Better Work Lesotho has strengthened its governance and long-term viability by, among other things, increasing technical skills and management capacity of national staff and stakeholders, scaling service delivery, and fostering engagement and cooperation between the parties involved.

Better Work Nicaragua (BWN): 2010 - 2016

BWN aims to improve competitiveness of the industry by enhancing economic performance at the enterprise level and by improving compliance with Nicaragua labour law and the principles of the ILO Declaration on Fundamental Principles and Rights at work. BWN combines external enterprise assessments with enterprise advisory and training services to support practical improvements through workplace cooperation. It is an industry-based scheme designed to work at the enterprise level and has three components consisting of enterprise assessments and advisory services, stakeholder engagement and sustainability, and knowledge and impact. The goal or development objective of BWN is to contribute to poverty reduction in Nicaragua by expanding decent work opportunities in targeted export industries.

BWN's overarching objective is to reduce poverty in Nicaragua by increasing "decent work" employment in the apparel sector. The BW strategy focuses on improving competitiveness of the industry by improving compliance with Nicaragua labour law and the principles of the ILO Declaration on Fundamental Principles and Rights at work. The BWN programme consists of three intermediate objectives:

1. increased compliance with ILS and national labour law;
2. sustainable access to BW tools and approaches after 2014; and
3. the integration of lessons learned and regulatory gaps into government policies and apparel sector strategies.

Better Work Haiti (BWH): 2009 - 2017

BWH provides a wide range of support to Haitian stakeholders within the context of implementing Haiti Hemispheric Opportunity through Partnership Encouragement Act of 2006 (HOPE). In 2008, tariff preferences were extended on textiles, apparel and other goods (HOPE II)¹⁷. HOPE II requires the ILO to assess producers' compliance with core

¹⁷ To support the garment sector, the United States Congress enacted the Haiti Hemispheric Opportunity through Partnership Encouragement Act of 2006 (HOPE) that extended preferences for Haitian apparel established under the Caribbean Basin Economic Recovery Act. HOPE enabled the Haitian garment industry to benefit from new duty-free preferences. In 2008, these preferences were further expanded through legislation known as HOPE II that extended tariff preferences on textiles, apparel, and other goods. It also established new standards and programs to strengthen and monitor working conditions in the garment sector.

labour standards and the labour laws of Haiti related directly to and consistent with those standards and to ensure acceptable conditions of work with respect to minimum wages, hours of work, and occupational health and safety. Participation in the BWH programme is mandatory for Haitian factories that are exporting to the United States. Since 2008 the USDOL has funded BWH with \$9.2 million.

The first phase of the programme was implemented from 2009 to 2013. In addition to regular provisions of assessment, advisory and training services to factories, BWH is increasingly intervening at the sectoral and national level in order to tackle structural weaknesses that cause non-compliance in the Haitian garment industry. Under its current second phase of the programme, the core service delivery will be strengthened to become a driver of change towards higher compliance with national labour law and international labour standards. BWH will also increasingly use knowledge, experience, relationships and data to extend impact beyond the direct interventions at the factory level so the industry becomes more stable in the long-term and contributes to a greater extent to the Haitian economy and society. Finally, the second phase shall also aim at strengthening the long-term viability of the programme through in-creased cost recovery, empowered national staff and strengthened partner institutions such as the Ministry of Labour, the employers' and workers' organizations. BWH is currently working in 27 factories.

The BWH programme is implemented in the framework of the ILO strategy for Haiti 2015-2020, which is built around four key priorities: i) respect, promote and implement international labour standards and the fundamental principles and rights at work; 2) create opportunities and improve working conditions for women and men; 3) promote universal and non-discriminatory social protection; 4) strengthen tripartism and social dialogue. Better Work's strategy links to priority 1, 2 and 4.

Justification

The three projects included in this evaluation have reached levels of implementation for which evaluation is required as part of ILO evaluation policy. Due to the similarity of strategic objectives, size of the industry, relevance of the US as key trading partner, relevance of specific US trade policies in shaping the industry and similar challenges in terms of industry trajectories it is proposed to carry out one cluster evaluation of the three projects. This reflects the strategic approach of evaluations as a facilitator of knowledge-sharing, without disregarding the accountability purpose of an evaluation for each individual project. Therefore, a cluster evaluation approach can provide important and relevant insights not only in terms of individual project-level achievements but also in terms of progress toward strategic objectives and complementarities beyond projects or specific countries. In addition it increases the efficiency on the use of resources for evaluation by combining project evaluations in one.

ILO considers evaluation an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures.

Evaluations of ILO projects have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners in the project. A participatory consultation process on the nature and specific purposes of this evaluation is carried to determine the final Terms of Reference.

All three countries underwent external evaluations by USDOL¹⁸.

¹⁸ For a summary of the purpose of these evaluations, please refer to Annex 1

- External Evaluation of USDOL's full Technical Cooperation portfolio to promote workers' rights in Haiti (June 2016). This evaluation was not exclusively focused on the Better Work Haiti Project.
- External Final Evaluation of the ILO/IFC Better Work Lesotho Programme (May 2015)
- External mid-term evaluation of the Better Work Nicaragua Project (March 2014)
- External Evaluation of the Final of the Better Work Nicaragua Project (August 2015)

The results from these past external evaluations should be taken into considerations in this cluster evaluation. Key recommendations from previous evaluations should be assessed against any corresponding action implemented in each project, avoiding repetition and added value in this evaluation from the external evaluations carried out.

PURPOSE OF THE EVALUATION

1. The main purposes of the evaluation are:
 - a. Establish the relevance of the projects' design and implementation strategy for the countries and for the global level.
 - b. Assess the extent to which the projects have achieved their stated objectives and identify the supporting factors and constraints that have led to achievement or lack of achievement.
 - c. Identify unintended changes, both positive and negative at objective levels, in addition to the expected results.
 - d. Determine the implementation efficiency of the programmes.
 - e. Assess the relevance of sustainability strategies, progress and potential for achievement, identifying the processes that will be continued by stakeholders.
 - f. Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
 - g. Provide recommendations to project stakeholders to promote sustainability and support the completion, expansion or further development of initiatives that were supported by the project.
 - h. Determine the alignment of the projects with national goals to address gender issues.
2. This cluster evaluation should provide all stakeholders with information to assess, as it is needed, work plans, strategies, objectives, partnership arrangements and resources. It should suggest a possible way forward for the future.

SCOPE OF THE EVALUATION

The direct audience of the evaluation report is Better Work project management – at country level and globally, the ILO offices (San José, Lima, Geneva), USDOL and national stakeholders. The findings of the evaluation will be used to determine the scope for sustainability and mechanisms to refine the execution of national BW interventions.

The evaluation key users are the identified national stakeholders in each country, including social partners, workers and employers, the implementing partners, the donor and ILO.

The evaluation will focus on the 3 projects, their achievements and contributions to the overall national efforts to improve working conditions and promote competitiveness in global garment supply chains as well as on all the activities that have been implemented since the start of the projects to the moment of the field visits (i.e. action programmes/projects).

The evaluation should look at the projects' life-span as a whole, including issues of initial project design, implementation, lessons learnt, good practices, replicability and recommendations for future programmes.

The analytical scope should include identifying levels of achievement of objectives and explaining how and why they have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from this experience.

Major focus will be directed by the proposed questions (see below in Specific criteria section) that focused on specific themes.

Specific dimensions of the findings have been explored and elaborated on as part of external evaluations managed by USDOL in all three countries and the global impact evaluation (i.e. Haiti). This evaluation should therefore consider the three evaluation reports to support triangulation and to avoid repetition. If some of the purposes were well covered in the previous external evaluations, this evaluation can just ratified the findings referring those evaluations, if changes have taken place **this should be the main focus of the analysis**.

The global Independent Impact Assessment of the Better Work Programme (2016): <http://betterwork.org/blog/portfolio/impact-assessment/> should be considered also as a point of reference regarding the evaluation findings.

SUGGESTED ASPECTS TO BE ADDRESSED

The evaluation should be carried out in context of criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation¹⁹ and the technical and ethical standards and abide by the Code of Conduct for Evaluation on the UN System²⁰ are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation. Particularly the evaluation will follow the ILO EVAL Policy Guidelines Checklists 5 and 6: "Preparing the evaluation report" and "Rating the quality of evaluation reports". Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects"²¹. All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the project should be considered throughout the evaluation process.

¹⁹ http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm

²⁰ <http://www.unevaluation.org/ethicalguidelines>

²¹ http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

In line with established results-based framework approached used for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.

The main categories that need to be addressed are the following:

- Design
- Achievement (Implementation and Effectiveness) of objectives
- Potential impact
- Relevance of the project
- Sustainability

EXPECTED OUTPUTS OF THE EVALUATION

The expected outputs to be delivered by the evaluation team are:

- A desk review of appropriate material;
- Briefing meetings with the evaluation manager, Better Work HQ, Haiti and Nicaragua and ILO Office in San Jose; and focal point/country office that covers Lesotho;
- An inception report based on the desk review and the briefing, centred on the evaluation instrument, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible;
- Interviews and consultations with relevant stakeholders in the three countries including field visits to the project locations in Haiti and Nicaragua;
- Workshop for key stakeholders (Haiti and Nicaragua), reviewing findings, facilitated by the evaluation team leader;
- Draft evaluation report. The Executive Summary of the Draft should be produced in English, Spanish and French
- Final evaluation report incorporating feedback from stakeholders should include the following content:
 - Title page
 - Table of contents
 - Executive summary (English, Spanish and French)
 - Glossary of Acronyms
 - Background and project description
 - Purpose of evaluation
 - Evaluation methodology, limitations and evaluation questions
 - Project status and findings
 - Conclusions and recommendations
 - Lessons learned and potential good practices
 - Annexes

The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific projects evaluated. The report will be prepared in English (with Executive Summaries translated into Spanish and French) and should be sent as one complete document. The

file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents and analytical reports should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with Better Work Global and the consultants. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The draft final report will be circulated to key stakeholders (those participants present at the stakeholders' evaluation workshop, including project staff for their review).²² Comments from stakeholders will be consolidated by the Evaluation Manager and provided to the evaluation team leader. In preparing the final report, the team leader should consider these comments, incorporate them as appropriate, and provide a brief note explaining why any comments might not have been incorporated.

The quality of deliverables will be assessed against the ILO Evaluation Checklists:

- For preparing the inception report:
http://www.ilo.org/global/docs/WCMS_165972/lang--en/index.htm
- For validating methodologies:
http://www.ilo.org/global/docs/WCMS_166364/lang--en/index.htm
- For drafting the evaluation report:
http://www.ilo.org/global/docs/WCMS_165967/lang--en/index.htm

Evaluation Outputs (TL = Team Leader; TM = Team Member)

²² There will be no stakeholder workshop for the Better Work Lesotho evaluation.

Phase	Responsible Person	Tasks	Outputs	No of days TL	No of days TM	Tentative schedule
I. Desk review and Inception Report	Evaluation team	Desk review and initial briefing; Developing the Inception report (i.e. evaluation methodology, indicators, questions, instruments, etc.)	Inception report	12	5	08 – 19 May
II. Data collection (Field Work)	Evaluation team	Interviews by phone/Skype (Lesotho) Visit to Haiti and Nicaragua Questionnaire distributed and answers consolidated Review of project documents and publications Other techniques as identified in the Inception report	Inputs for the report	14	9	20 May – 02 June
II. Stakeholders' workshop	Evaluation team	Two, one-day workshops in Nicaragua and Haiti to present the preliminary findings to stakeholders and complete information and validate findings.	Agenda and methodology PowerPoint	2	2	01 – 02 June
III. First draft	Evaluation team	Development of the draft report	Draft Report	10	5	07 – 16 June
VI Stakeholders' Feedback	Evaluation manager	Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader	Comments on Draft Report by stakeholders	0	0	19 – 23 June
VI Final report	Evaluation team	Finalize the report including explanations on why comments were not included	Final Report	2	1	26 – 28 June
TOTAL				40	22	

EVALUATION METHODOLOGY

Evaluations are carried out to enhance all stakeholders' learning (i.e. national stakeholders, the donor and ILO). A participatory consultation process on the nature and specific purposes of this evaluation was carried out prior to the scheduled date of the evaluation. Inputs were received from key stakeholders including ILO constituents and implementing agencies. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.

The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by the Evaluation Manager, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

This is a cluster evaluation of three projects. The methodology as presented in the Inception report, should reflect the integration of the evaluation work in the three countries to arrive to a common analysis (making explicit, the achievements of the each project in an Annex)

The evaluation will be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO evaluation policy guidelines, the UN System Evaluation Norms and Standards and the OECD/DAC Evaluation Quality Standards. The evaluation consultant(s) should make particular use of ILO Evaluation Checklists 3, 4, and 5:

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

- Desk review of documents: project documents, technical progress reports, work-plans, mission reports, Midterm Evaluations, Impact Evaluation, Sustainability Scoping Study, and other key documents produced by the project.
 - The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the inception report for the validation of the evaluation methodology.
 - The evaluation of the BWL Project will be done through desk review and interviews with relevant stakeholders as much as possible. No - field visits will be undertaken.
 - At the end of the desk review period, it is expected that the evaluation team will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by the Evaluation Manager. The evaluation team leader will be asked to include in the inception report the evaluation instruments that will be used for documenting and analysing the achievements of the project and the contributions of the “action programmes” to the programme.
- Analysis of project data and reports to assess how well these three country programmes fit into the overall ILO strategies or decent work country programmes in the countries.
- Review of Independent Impact Assessment of the Better Work Programme (2016): <http://betterwork.org/blog/portfolio/impact-assessment/>
- During the inception phase, the evaluation team will carry out semi-structured interviews of key informants such as the donor representatives and relevant ILO

HQ and/or regional officials involved in support the projects through conference calls.

- The evaluation team will undertake Field Missions to Haiti and Nicaragua:
 - Interviews with Chief Technical Advisers and project teams
 - Field visits to factories to assess the contribution of the project to achieving the broader ILO objectives of advancing the Decent Work Agenda on a national level
 - Interviews with constituents and key stakeholders
 - Field visits to beneficiaries
 - Briefing with BW and ILO staff to assess collaboration and policy influence

The selection of the field visit locations should be based on criteria to be defined by the evaluation team.

- The team will also facilitate two national stakeholders' workshops in Haiti and Nicaragua towards the end of the field visits to present initial findings and recommendations.²³ The stakeholders' workshops will be attended by all key stakeholders in the countries (i.e. partners), including the donor as appropriate. This will be an opportunity for the evaluation team to gather further data, present the preliminary findings for verification and discussion, present recommendations and obtain feedback. The team will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be the responsibility of the project team in consultation with the team.
- The evaluation team will be responsible for drafting and finalizing the evaluation report. The draft report will be circulated to stakeholders in English for their feedback and comments. The team will further be responsible for finalizing the report incorporating any comments from stakeholders as appropriate. The Executive Summary of the report will be prepared in French and Spanish.
- The evaluation will be carried out with the technical backstopping of the Better Work Global Unit, BWH and BWN and with the logistical support of the ILO country office. The Evaluation Manager will be responsible for consolidating the comments of stakeholders and submitting them to the team leader.

It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

EVALUATION TEAM

Expected Competencies

Selection of the consultants will be based on the strengths of the qualifications provided through an expression of interest in 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, as well as previous knowledge and experience with the Better Work Programme would be an asset.

²³ There will be no stakeholder workshop for the Better Work Lesotho evaluation

- Labour standards expertise and experience in the areas of labour standards compliance and/or corporate social responsibility.
- Consultants should have demonstrated knowledge of gender equality dimensions.
- Experience in Nicaragua and Haiti, and the garment sector is an advantage.
- Candidates should demonstrate excellent written and oral communication skills in English, Spanish and French.

Quality assurance

The lead evaluator/s will be required to ensure the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all observations, conclusions, recommendations, etc. are supported by evidence and analysis.

Evaluators' Code of Conduct and Ethical considerations

The ILO Code of Conduct for independent evaluators applies to all evaluation team members. The principles behind the Code of Conduct are fully consistent with the Standards of Conduct for the International Civil Service by which all UN staff is bound to. UN staff is also subject to any UNEG member specific staff rules and procedures for the procurement of services. The selected external collaborators shall sign and return a copy of the code of conduct with their contract.

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.

EVALUATION RESPONSIBILITIES, WORK PLAN AND SCHEDULE

The proposed timetable is as follows:

Responsible Person	Tasks
Evaluation Manager	<ul style="list-style-type: none"> ▪ The Evaluation Manager is responsible for the TORs and the selection and briefing of the evaluation team. The team will report to the evaluation manager and should discuss any technical, methodological or organisational matters with the Evaluation Manager. ▪ Circulate draft report to key stakeholders ▪ Consolidate comments of stakeholders and transmit to Team Leader
Evaluation Team	The evaluation of the BWH, BWN and BWL projects will be under taken by two independent consultants of which one will be appointed "Team Leader" and provide technical leadership and be responsible for:

	<ul style="list-style-type: none"> ▪ Drafting the inception report, producing the draft reports and presenting a final report; ▪ Providing any technical and methodological advice necessary for this evaluation within the team; ▪ Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. ▪ Producing reliable, triangulated findings that are linked to the evaluation questions and presenting useful and insightful conclusions and recommendations according to international standards; ▪ Undertaking the field mission and national stakeholders' workshop in one of the project countries (to be mutually agreed with the second evaluator and Evaluation Manager); ▪ Managing the external evaluation team, ensuring the evaluation is conducted as per TORs, including following ILO EVAL guidelines, methodology and formatting requirements. <p>The second consultant will support the drafting of the inception, drafts and final reports in addition to working with the Team Leader to analyze, triangulate and validate data; to undertake the field mission and national stakeholders' in one project country (to be agreed with the Team Leader and Evaluation Manager).</p>
Project Offices supported by ILO Country Office	<ul style="list-style-type: none"> ▪ In-country management and logistics support will be provided by the CTA of the projects and the BWH and BWN teams (including the issuance of evaluation team contracts). ▪ Consultations with ILO projects staff ▪ Interviews with projects staff and partners ▪ Field visits ▪ Consultations with beneficiaries ▪ Consultations with other relevant stakeholders ▪ Workshop and informal feedback sessions with key stakeholders ▪ Sharing of preliminary findings

Evaluation Work Plan		
Task	Time Frame (Provisional)	Responsible Person(s)
Call for Expressions of Interest	September 2016	Evaluation Manager
Selection of Evaluation Consultant(s)	September – December 2016	
Drafting and Finalization of TORs (reflecting stakeholders inputs)	December 2016 – February 2017	
Contract and Briefing with Evaluation Consultant(s)	March – April 2017	

Evaluation	<i>Phase I</i> Desk Review & Inception Report	May 2017	Evaluation Consultant(s) with support from BW Project Teams
	<i>Phase II</i> Field Missions (Haiti & Nicaragua); * for Lesotho, data collection will be done via skype and/teleconference simultaneously	May – June 2017	
	<i>Phase III</i> First Draft of Evaluation Report	June 2017	
	<i>Phase IV</i> Stakeholders review and feedback Evaluation Manager review and consolidation of comments	June 2017	
	<i>Phase V</i> Final Evaluation Report	June 2017	
Review of Final Evaluation Report by Evaluation Manager		June 2017	Evaluation Manager
Review of Evaluation Report by ILO EVAL Unit		June 2017	ILO Evaluation Unit
Approval of the Evaluation Report		June 2017	

RESOURCES AND ADMINISTRATION

Estimated resource requirements

Fees

- Team Leader: 40 work days
- Team Member: 22 work days

Travel & DSA

- Team leader: 1 evaluation mission (Haiti)
- Team Member: 1 evaluation mission (Nicaragua)

Other

Two one-day national Stakeholders' Workshops

The evaluation team will report to the ILO evaluation manager designated by EVAL (an ILO official not working or affiliated with Better Work).

Any proposed changes to Terms of Reference and evaluation instrument have to be approved by the evaluation manager.

Better Work programme management will provide other technical and logistical support.

SOURCES OF INFORMATION AND CONSULTATIONS

The following information resources should be consulted:

<p>Available at HQ and to be supplied by Evaluation Manager</p>	<ul style="list-style-type: none"> • Project documents • ILO Evaluation and UNEG guidelines
<p>Available in project offices and to be supplied by Evaluation Manager</p>	<ul style="list-style-type: none"> • Baseline report • Technical progress reports/status reports • Key Performance Indicators reports • Project monitoring plan • Technical and financial reports of partner agencies • Other studies and research undertaken • Action Programme Summary Outlines • Project files • Studies on good practices and lessons learned

Consultations/meetings will be held with:

- Project management and staff in ILO
- ILO HQ backstopping and technical officials
- Implementing partner agencies
- Social partners Employers' and Workers' groups
- Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)
- Direct beneficiaries
- USDOL (donor)

EVALUATION CRITERIA

Design

1. Determine the validity of the projects' design:
 - a. Did they assist or hinder the achievement of the projects' goals as set out in the Project Document?
2. Assess whether the projects' design was/were logical and coherent:
 - a. Are/Were the objectives of the projects clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
 - b. How relevant are/were projects indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring outcomes.
 - c. Are/Were the expectations of the roles, capacity and commitment of stakeholders realistic and likely to be achieved?
3. To what extent have key external factors been identified and assumptions formulated in the Projects documents? Have the identified assumptions on which the projects were based, proven to be true?
4. Does/Did the design of the projects take into account the existing institutional arrangements, roles, capacity and commitment of stakeholders (i.e. education, livelihoods, etc.)?
5. How have gender issues been taken into account in the projects' design in its outcomes?
6. Have the strategy for sustainability of the projects' results been defined clearly at the design stage of the projects?
7. Does/Did the projects' design fit within and complement existing initiatives by other organizations to improve working conditions in the garment industry?

Achievements (Implementation and Effectiveness) of Objectives

1. Examine delivery of projects' outputs in terms of quality and quantity; have they been delivered in a timely manner?
2. Assess whether the projects have achieved/are on track to achieve its immediate objectives and planned targets.
3. How have the projects responded to positive and negative factors (both foreseen and unforeseen) that arose throughout the implementation process? Have/Were the projects teams able to adapt the implementation processes in order to overcome these obstacles without hindering the effectiveness of the projects?
4. Assess the effectiveness of the projects i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
5. Evaluate the role played by Government, workers and employers organisations
6. How effectively have the projects leveraged resources (e.g. by collaborating with other initiatives and programmes)?
7. Assess the projects' efforts to coordinate and collaborate with other interventions focused on improving working conditions and enhancing factor productivity and profitability.

Better Work Haiti (BWH) achievements:

1. How have the project's assessment and advisory services contributed to increasing compliance in Haiti?
2. What role has social dialogue played in industrial relations at the sectoral level?
3. How has the long-term viability of BWH's activities been strengthened to date?

Better Work Nicaragua (BWN) achievements:

1. To what extent have Better Work tools and approaches been incorporated into the garment sector in Nicaragua?
2. How has the work of the project resulted in an increase in compliance with national labour laws and ILS to date?
3. Have government policies and sector strategies taken on board lessons learned?

Better Work Lesotho (BWL) achievements:

1. Were there specific improvements in compliance as a result of project interventions in Lesotho?
2. How effective were independent assessments in improving compliance in Lesotho?

Potential impact

1. How did/has the work of the Better Work projects progress(ed) toward the realization of intended impact in the following areas:
 - a. Workers
 - b. Enterprises
 - c. Garment Sector

Relevance of the Projects

1. Examine whether the projects responded to the real needs of the beneficiaries and stakeholders.
2. Assess whether the problems and needs that gave rise to the project still exists or have changed.
3. Did the strategies address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategies of mainstreaming and thus the relevant partners, especially in government?
4. Assess the validity of the projects approaches and strategies and its potential to be replicated and scaled-up.
5. Have the projects identified any other constraints or opportunities that need to be accommodated in the design in order to increase the impact and relevance?

Sustainability

1. Assess the design and implementation of the projects' sustainability strategy.
2. Determine the potential to sustain the gains of the projects beyond their life and what measures are needed to ensure this.
3. Assess what contributions the project has made in strengthening the capacity and knowledge of local stakeholders and to encourage ownership of the project to partners.
4. Examine whether prioritised target groups and gender aspects are taken into consideration regarding the sustainability of the projects' results and assess whether

actions have been taken to sensitize national and local institutions and target groups on these issues.

5. Identify potential good practices and models of intervention that could inform future projects, especially those that the national partners could incorporate into national policy and implementation.

Annex 1: Summary of the Purpose of USDOL Evaluations

Independent Evaluation of USDOL's TC portfolio to promote workers' rights in Haiti (June 2016)

The purpose of the evaluation was to assess the overall systemic impact and effectiveness of USDOL's technical cooperation portfolio to promote workers' rights in Haiti. Unlike most project implementation-focused evaluations, the purpose is not to evaluate any one particular project funded by USDOL, but rather to assess the effectiveness and contributions of the portfolio as a whole. It examines the response, support and ownership, throughout all of these projects, of the Government of Haiti and other country stakeholders. It analyzes the value and utility of the key tools and interventions produced by the projects and the extent to which the systems and tools enhanced or built by the projects are functioning (with the current level of external support). It also assesses the prospects for embedding or transferring these capabilities to local partners, systems and processes, and make recommendations on how to enhance sustainability (beyond donor support). Furthermore, the evaluation highlights key findings and lessons learned that could be of importance to USDOL or other donors who may fund future labour-related projects in Haiti or elsewhere. And lastly, it also assesses the interaction amongst the projects and with other projects.

Independent Final Evaluation of the ILO/IFC Better Work Lesotho Programme (May 2015)

The overall purpose of the BWL evaluation was to provide ILO and USDOL with an independent assessment of the project's performance and sustainability options. The evaluation results were intended to allow the key stakeholders to determine whether the project is on track to achieve its stated objectives and outputs, identify strengths and weaknesses in the project approach and implementation, and provide recommendations to improve its effectiveness and efficiency. The evaluation specifically focused on assessing and exploring sustainability options.

Independent Final Evaluation of the Better Work Nicaragua Project (August 2015)

The overall purpose of this evaluation was to provide ILO and USDOL with an independent assessment of the project's performance and experience. The evaluation results were intended to allow the key stakeholders to determine whether the project is on track to achieve its stated objectives and outputs, identify strengths and weaknesses in the project approach and implementation, and provide recommendations to improve its effectiveness and efficiency. The evaluation also assessed options to sustain BWN once USDOL funding ends.

ANNEX C: FIELD WORK AGENDAS

**BETTER WORK EVALUATION
HAITI
FIELD-WORK AGENDA
May 22-27**

Date	Time	Activity
Monday May 22	Morning	Evaluator + BW Team: <ul style="list-style-type: none"> - Schedule review - Logistics - Evaluation questions Training Officer BWH Interview USDOL Interview
	Afternoon	
Tuesday May 23	Morning	Admin BW
	Afternoon	Solidarity Centre
Wednesday May 24	Morning	Trade Unions Group Discussion
	Afternoon	
Thursday May 25	Morning	President Commission Tripartite CTMO HOPE
	Afternoon	ADIH President ADIH Vice president Marie-Lyne Thomas – BW team leader
Friday May 26	Morning	MAST Inspectors
	Afternoon	
Saturday May 27	Morning	Departure to Madrid
	Afternoon	

**BETTER WORK EVALUATION
NICARAGUA
FIELD-WORK AGENDA
May 22 – June 1, 2017**

EMPRESAS – CAP	FECHA	HORA
Better Work Nicaragua	22 mayo	9:00 AM
USLC	22 mayo	1:30 PM
CUS	22 mayo	3:00 PM
GILDAN SAN MARCOS	23 mayo	9:30 AM
TEXTILES VALIDOS	23 mayo	11:30 AM
ANNIC	23 mayo	2:30 PM
HANDSOME	24 mayo	9:00 AM
CST-JBE	24 mayo	1:30 PM
ROO HSING	24 mayo	3:30 PM
SERATEX	25 mayo	9:00 AM
WELLS	25 mayo	2:00 PM
SAE-EINS	25 mayo	3:30 PM
CNZF y MITRAB	26 mayo	10:30 AM
ANITEX	26 mayo	1:30 PM
HANSAE NIQUINOMO	29 mayo	11:00 AM
KALTEX	29 mayo	3:00 PM
Reunión BWN	31 mayo	9:00 AM
Taller Evaluación	1 junio	9:00 AM

ANNEX D: LIST OF DOCUMENTS REVIEWED

- BWN, BWH, BWL Project Documents (phase I and phase II)
- BWN, BWH, BWL Technical Progress Reports
- BWN, BWH, BWL Performance Monitoring Plan
- BWN, BWH, BWL Work plans
- BWH Bi-Annual Compliance Synthesis Reports (2009-2017)
- BWN Compliance Synthesis Reports
- BWL Compliance Synthesis Reports
- Haiti Multi Project Evaluation. O'Brien and Associates, 2016
- BWN Mid-term evaluation. O'Brien and Associates, 2014
- BWN Final evaluation. O'Brien and Associates, 2016
-
- BWL Final evaluation. O'Brien and Associates, 2015
- BW Impact Assessment. Tufts University, 2016
- BW Progress and Potential Report
- Better Work Strategy 2017 - 2022
- BWN-USDOL correspondence
- Información sobre actividades con UCA y UPF. BWN
- Diplomados, talleres y learning seminars. BWN
- BWG Stage IV (2017-2022) PRODOC
- World of the Work ILO Magazine Special Issue 2017, BW Gender
- Better Work website <http://betterwork.org/>

- Impact evaluation of Better Work: A Report from Tufts University. Tufts University, 2016
- How the Better Work Program Improves Job and Life Quality in the Apparel Sector. International Bank for Reconstruction and Development / The World Bank, 2015
- Two Sides of Better Work: a comparative analysis of worker and management perceptions of the impact of Better Work Lesotho. 2015
- Transition Strategy Better Work Lesotho, 2015
- BWL Sustainability Strategy, 2015
- Better Work Lesotho and Nicaragua Progress on Strategies towards Viability. BWG
- Lessons Learned BWL. BWL CTA
- Nicaragua Country Brief. BW
- Haiti Country Brief. BW
- Progress and Potential. A Focus on Gender. BW

ANNEX E: LIST OF PERSONS INTERVIEWED

HAITI STAKEHOLDERS

Organisation	Persons Interviewed	Position
BWH	Louis-Edher Decoste	BWH Training Officer
BWH	Marie-Lyne Tomas	BWH Team Leader
BWH	Rose-Anna Jeanty Michel	BWH Finance Manager
BWH	Stéphanie Arielle Simon	BWH Administrative Assistant
BWH	Janika Simon	Deputy Programme Manager
USDOL	Marie Ledan	BWH Focal Point
CMTO-HOPE Commission	Luc Especa	Chairman
ADIH	George B Sassine	Chairman
ADIH	Beatrice Ilias	Executive Director
Solidarity Center	George B Sassine	Coordinator
Gosttra/CTSP (trade union)	Bernadette Daphnis	Affiliated- Worker
Gosttra/CTSP (trade union)	Moberlto Delice	Affiliated- Worker
Gosttra/CTSP (trade union)	Charles Jomas	Affiliated- Worker
Gosttra/CTSP (trade union)	Cuerda Pierre	Affiliated- Worker
UTL (trade union)	Jean Garby Bretus	Affiliated- Worker
CFOH (trade union)	Claudia Pierre	Affiliated- Worker
CFOH (trade union)	Enesor Jules,	Affiliated- Worker
Pacific Sports Factory	Bora Lee	Management
Pacific Sports Factory	Philistin Dieunes	Management
PB Apparel Factory	Charles Henry Baker	Management – Owner of the factory
Horizon SA Factory	Jean Saint-Furcy	Management – Owner of the factory
SAE Global	Jean Delison	Compliance Coordinator

NICARAGUA STAKEHOLDERS

Organisation	Persons Interviewed	Position
Better Work Nicaragua	Blanca Peralta	CTA
	Alberto Legall	Oficial de Capacitación
	Alvaro Murillo	Oficial de Relaciones Industriales
	Fabio Flores	Asesor de Empresa
	Maria Lucia Peña	Asesor de Empresa
	Karem López	Asesor de Empresa
	Tamara Monterrey	Asesor de Empresa
	Amy Sosa	Oficial Administrativa-Financiera
USLC (Factory)	Jorge Duarte	Gerencia
CUS (Union)	José Espinoza	Presidente
	Francisco de Paula	Sec. general
	Luis Collado	Sec. General Adjunto
GILDAN SAN MARCOS (Factory)	Reyna Tinoco Luis Brito Pedro Cruz	Gerencia
	Arlen Mendieta	Trabajador/Sindicato/PICC
TEXTILES VALIDOS (Factory)	Roger Gutiérrez Giselle Guadamuz	Gerencia
ANNIC (Factory)	Luis López Lesbia Chavarría	Gerencia
	Marta Pavón	Trabajador/Sindicato/PICC
HANDSOME (Factory)	José Martínez Haesoo Lim	Gerencia
	Maria Eugenia Alfaro Denis Morales	Trabajador/Sindicato/PICC
CST-JBE (Union)	Luis Barbosa Damaris Mesa Edwin Hernandez	Presidente Sec. Gral. Trab. Maquila Sec. Organiz. Federal
ROO HSING (Factory)	Regina Chang	Gerencia
SERATEX	Claudia Brenes Gabriela de Trinidad Carlos Ha	Gerencia
	José Sandoval Gabriela Trevinio Claribel Oro	Trabajador/Sindicato/PICC
WELLS	Dick Gallegos Yelba Báez	Gerencia
	Eva Montes Ariel Gonzalez	Trabajador/Sindicato/PICC
SAE-EINS	Marcela Alvarado	Gerencia

	Ramón Bae Mitchell Kwon	
	Ninoska Reyes Miranda Sicris	Trabajador/Sindicato/PICC
CNZF (Free Trade Zone)	Alfredo Coronel	Vice Presidente
MITRAB (MOL)	Enrique Espinoza	Vice-Ministro
ANITEX (Employers)	Deean García	Director
CUT (Union)	José Brizuela	Sec. General
HANSAE NIQUINOMO (Factory)	Iker Kim S.Y. Jung Kim Tae Hum Mildred Castillo	Gerencia
	José E. torres Julio C. jimenez Edwin Hernandez	Trabajador/Sindicato/PICC
KALTEX (Factory)	César Pérez Westley Hurtado Rosa Miranda	Gerencia
	Nelson Salazar José Luis Bonillo	Trabajador/Sindicato/PICC

NICARAGUA NATIONAL STAKEHOLDERS EVALUATION

Organisation	Participant	Position
Kaltex (Factory)	César Pérez	Dir, Admin. Fin.
CUS (Union)	Franciasco de Paula	Sec. General
ANITEC (Employers)	Dean García	Director
CNZF (Free Trade Zone)	Ramiro Blanco	Asesor
Wells (Factory)	Lourdes Gómez	Worker
Wells (Factory)	Ana Traña	Dep. Rec. Hum.
SAE-TECHNOTEX (Factory)	Ana Iris	Worker
CST (Union)	Pedro Ortega	Asuntos Laborales
MINTRAB (MOL)	Enrique Espinoza	Vice-Ministro
SAE-TECHNOTEX (Factory)	Marcela Alvarado	Resp. Compliance
CUT (Union)	Roberto Moreno	Sec. General
CUT (Union)	Pío Santos Murillo	
HANSAE (Factory)	Mildred Castillo	Compliance
HANSAE (Factory)	Karol Morgan	Compliance
CNZF (Free Trade Zone)	María Lucía Moreno	Coord. Proyectos
BWN	Blanca Peralta	CTA
BWN	Álvaro Murillo	Of. Rel. Industriales
BWN	Fabio Flores	Asesor Empresas
BWN	María Lucí Peña	Asesora Empresas
BWN	Alison Hernandez	Asesor Empresas
BWN	Karen López	Asesora Empresas
CUS (Union)	Estrella González	Comité Ejecutivo
MINTRAB (MOL)	Lubianka Silva	Desp. Vice-Ministro
CUT (Union)	José Brizuela	Sec. Ejecutivo
CST-JBE (Union)	José Barboza	Presidente
CST-JBE (Union)	Miguel Ruiz	Sec. General

LESOTHO STAKEHOLDERS (REMOTE)

Organisation	Persons Interviewed	Position
BWL	Kristina Kurths	Former CTA
BWL	Nthabeleng Molisen	Former lead enterprise adviser
Remmoho		Remmoho Staff
NUTEX (Union)	Daniel Maraisane	Deputy General Secretary
Nien Hsing Int. (Factory)	Ms. Pea	Human Resources, Management (PICC)
Jonsson (Factory)	Thabo Nkhahle	Supervisor (Worker)
C&Y (Factory)	Paballo Khetha	PICC member (Worker)
Global (Factory)	Puseletso Mosabala	OSH Officer (PICC), Management
Ministry of Labour and Employment	Mamohale Matsoso	Labour Commissioner

BWG (Remote)

Organisation	Persons Interviewed	Position
BW Global	Deborah Schmidigier	Head of Programme
BW Global	Arianna Rossi	Research and Policy Officer
BW Global	Tara Rangarajan	BWG Project Manager (oversight for Nicaragua and Haiti)
BW Global	Conor Boyle	BW Operations Manager Focal Point for Lesotho
BW Global	Daniel Cork	Technical Specialist Industrial Relations and Discrimination

ILO Costa Rica (Remote)

Organisation	Persons Interviewed	Position
ILO Costa Rica	Leandro Ferreira Neves	Deputy Director
ILO Costa Rica	Fernando Garcia	Expert on Labour legislation and Social Dialogue
ILO Costa Rica	Ana Catalina Ramirez	Focal Point for HIV/AIDS

USDOL (Remote)

Organisation	Persons Interviewed	Position
USDOL	Ana Aslan	BWN Focal Point
USDOL	Marie Ledan	BWH Focal Point
USDOL	Rakiyah Canty	BWL Focal Point

ANNEX F: INCEPTION REPORT

INCEPTION REPORT

Independent Cluster Evaluation of:

Better Work Lesotho

Project TC Codes:

LES/14/52/USA

LES/12/01/USA (former LES/09/01/USA)

LES/11/50/USA

Better Work Nicaragua

Project TC Codes:

NIC/15/01/USA (former NIC/12/01/USA and NIC/10/01/USA)

Better Work Haiti

Project TC Codes

HAI/12/01/USA (former HAI/08/01/USA)

HAI/12/51/USA (former HAI/12/50/USA)



International
Labour
Organization



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List of Annexes:

1. Evaluation Matrix
2. Field Work Agendas
3. Interview Guides
4. In-Country Workshop (Methodology and Tools)
5. Country report (format and contents)

1. INTRODUCTION

The Inception Report is based on prior discussions held by the Team Leader (TL) and the Evaluation Team Members (ETM) with the evaluation manager, through conference calls interviews from home; e-mail exchanges with the Better Work teams (Haiti and Nicaragua); the ToR; and the Document Review. The TL and the ETM have developed the *inception report with common evaluation instruments* (Field-work agendas, interview guides; national workshops...).

2. BACKGROUND

The Evaluation Team has a full understanding of the background to the BW programme and its context.

The Better Work (BW) programme is a joint initiative of the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group. The programme has been working since 2007 to improve working conditions and promote competitiveness in global garment supply chains.

BW was inspired by the ILO's Better Factories Cambodia project. Introduced in 2001, the project was developed to improve working conditions in Cambodia's export apparel industry. The programme is currently active in Bangladesh, Cambodia, Haiti, Indonesia, Jordan, Nicaragua and Vietnam, employing 1.6 million workers from 1,300 factories. USDOL (United States Department of Labour) is solely funding the programmes in Haiti and Nicaragua and contributes funding to Bangladesh, Cambodia, Jordan and Vietnam. The programme creates opportunities for the ILO to support constituents to build the capacity of national institutions and strengthen the governance of labour markets. Better Work implements a two-fold strategy to promote compliance with national law and international core labour standards in global garment and footwear supply chains and bolster a more stable and profitable sector that can influence supply chains beyond the garment industry

While the programme is widely known and in demand for its compliance assessments, the majority of resources are dedicated to services that help employers and workers establish systems to: achieve and maintain compliance; improve productivity and competitiveness; and establish workplace social dialogue, in many cases for the first time.

Better Work engages with international garment buyers and retailers that accept the responsibility to support their suppliers to improve labour conditions. Better Work also presents the ILO with new opportunities to support constituents in line with the priorities of Decent Work Country Programmes (DWCP). The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports national partners within a wider UN and international development context. As such, DWCPs are broader frameworks to which the individual ILO project contributes and is linked.

3. THE BETTER WORK PROJECTS

Better Work Lesotho (BWL): 2009 – 2016

The goal of the BWL Project was to improve the lives of workers, their families and communities. BWL also aimed to improve competitiveness of the industry by improving compliance with Lesotho labour law and the principles of the ILO Declaration on Fundamental Principles and Rights at Work. The heart of the BWL strategy on the other hand, was the independent enterprise assessments and enterprise advisory and training services. The assessments were intended to identify areas where enterprises were not complying with international labour standards or national labour law while the advisory services and training were designed to help the enterprises become compliant.

The programme in Lesotho closed in June 2016. Better Work Lesotho contributed to the Lesotho Decent Work Country Programme 2012-2017 by promoting competitiveness and productivity in the garment sector (Priority 1), enhancing safety and health conditions at the workplace to the benefit of workers and enterprises (Priority 2) and improving the capacity of social partners to effectively participate in social dialogue mechanisms (Priority 3). BWL is linked to Outcome 13 of the ILO's Strategic Policy Framework 2010-15, through its first strategic objective, that is, to create greater opportunities for women and men to secure decent employment and income by taking a sector specific approach to decent work.

Outcome 1. Better Work Lesotho's assessment, advisory and training services have been a driver of change towards higher compliance with national labour law and international labour standards.

Outcome 2. Better Work Lesotho has influenced national policies, strategies and practices to improve labour related issues and industrial relations.

Outcome 3. Better Work Lesotho has strengthened its governance and long-term viability by, among other things, increasing technical skills and management capacity of national staff and stakeholders, scaling service delivery, and fostering engagement and cooperation between the parties involved.

Better Work Nicaragua (BWN): 2010 – 2016

BWN aims to improve competitiveness of the industry by enhancing economic performance at the enterprise level and by improving compliance with Nicaragua labour law and the principles of the ILO Declaration on Fundamental Principles and Rights at work. BWN combines external enterprise assessments with enterprise advisory and training services to support practical improvements through workplace cooperation. It is an industry-based scheme designed to work at the enterprise level and has three components consisting of enterprise assessments and advisory services, stakeholder engagement and sustainability, and knowledge and impact. The goal or development objective of BWN is to contribute to poverty reduction in Nicaragua by expanding decent work opportunities in targeted export industries.

BWN's overarching objective is to reduce poverty in Nicaragua by increasing "decent work" employment in the apparel sector. The BW strategy focuses on improving competitiveness of the industry by improving compliance with Nicaragua labour law and the principles of the ILO Declaration on Fundamental Principles and Rights at work. The BWN programme consists of three intermediate objectives:

1. Increased compliance with ILS and national labour law;
2. Sustainable access to BW tools and approaches after 2014; and
3. The integration of lessons learned and regulatory gaps into government policies and apparel sector strategies.

Better Work Haiti (BWH): 2009 – 2017

BWH provides a wide range of support to Haitian stakeholders within the context of implementing Haiti Hemispheric Opportunity through Partnership Encouragement Act of 2006 (HOPE). In 2008, tariff preferences were extended on textiles, apparel and other goods (HOPE II). HOPE II requires the ILO to assess producers' compliance with core labour standards and the labour laws of Haiti related directly to and consistent with those standards and to ensure acceptable conditions of work with respect to minimum wages, hours of work, and occupational health and safety. Participation in the BWH programme is mandatory for Haitian factories that are exporting to the United States. Since 2008 the USDOL has funded BWH with \$9.2 million.

The first phase of the programme was implemented from 2009 to 2013. In addition to regular provisions of assessment, advisory and training services to factories, BWH is increasingly intervening at the sectoral and national level in order to tackle structural weaknesses that cause non-compliance in the Haitian garment industry. Under its current second phase of the programme, the core service delivery will be strengthened to become a driver of change towards higher compliance with national labour law and international labour standards. BWH will also increasingly use knowledge, experience, relationships and data to extend impact beyond the direct interventions at the factory level so the industry becomes more stable in the long-term and contributes to a greater extent to the Haitian economy and society. Finally, the second phase shall also aim at strengthening the long-term viability of the programme through in-creased cost recovery, empowered national staff and strengthened partner institutions such as the Ministry of Labour, the employers' and workers' organizations. BWH is currently working in 27 factories.

The BWH project contains three outcomes:

1. Compliance with national labour law and international labour standards increased in the Haitian garment industry;
2. The garment industry in Haiti is strengthened and equipped to improve labour related issues and industrial relations on a sectoral level in order to contribute to the Haitian economy and society and;
3. The long-term viability of BWH activities is strengthened.

The BWH programme is implemented in the framework of the ILO strategy for Haiti 2015-2020, which is built around four key priorities: 1) respect, promote and implement international labour standards and the fundamental principles and rights at work; 2) create opportunities and improve working conditions for women and men; 3) promote universal and non-discriminatory social protection; 4) strengthen tripartism and social dialogue. Better Work's strategy links to priority 1, 2 and 4.

4. INDEPENDENT CLUSTER EVALUATION

4.1. Justification

The three projects included in this evaluation have reached levels of implementation for which evaluation is required as part of ILO evaluation policy. Due to the similarity of strategic objectives, size of the industry, relevance of the US as key trading partner, relevance of specific US trade policies in shaping the industry and similar challenges in terms of industry trajectories it is proposed to carry out one cluster evaluation of the three projects. This reflects the strategic approach of evaluations as a facilitator of knowledge-sharing, without disregarding the accountability purpose of an evaluation for each individual project. Therefore, a cluster evaluation approach can provide important and relevant insights not only in terms of individual project-level achievements but also in terms of progress toward strategic objectives and complementarities beyond projects or specific countries. In addition it increases the efficiency on the use of resources for evaluation by combining project evaluations in one.

ILO considers evaluation an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures.

Evaluations of ILO projects have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners in the project. A participatory consultation process on the nature and specific purposes of this evaluation is carried to determine the final Terms of Reference.

All three countries underwent external evaluations by USDOL:

- External Evaluation of USDOL's full Technical Cooperation portfolio to promote workers' rights in Haiti (June 2016). This evaluation was not exclusively focused on the Better Work Haiti Project.
- External Final Evaluation of the ILO/IFC Better Work Lesotho Programme (May 2015)
- External mid-term evaluation of the Better Work Nicaragua Project (March 2014)
- External Evaluation of the Final of the Better Work Nicaragua Project (August 2015)

The results from these past external evaluations should be taken into considerations in this cluster evaluation. Key recommendations from previous evaluations will be assessed against any corresponding action implemented in each project, avoiding repetition and added value in this evaluation from the external evaluations carried out.

4.2. Purpose

Globally, as specified in the Terms of reference, the main purposes of the independent final evaluation are:

- i. Establish the relevance of the projects' design and implementation strategy for the countries and for the global level.
- j. Assess the extent to which the projects have achieved their stated objectives and identify the supporting factors and constraints that have led to achievement or lack of achievement.
- k. Identify unintended changes, both positive and negative at objective levels, in addition to the expected results.
- l. Determine the implementation efficiency of the programmes.
- m. Assess the relevance of sustainability strategies, progress and potential for achievement, identifying the processes that will be continued by stakeholders.
- n. Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- o. Provide recommendations to project stakeholders to promote sustainability and support the completion, expansion or further development of initiatives that were supported by the project.
- p. Determine the alignment of the projects with national goals to address gender issues.

Also, to the extent possible, the cluster evaluation will provide all stakeholders with information to assess, as it is needed, work plans, strategies, objectives, partnership arrangements and resources. Additionally, it will suggest a possible way forward for the future.

4.3. Audience and Users

The direct audience of the evaluation report is Better Work project management – at country level and globally, the ILO offices (San José, Lima, Geneva), USDOL and national stakeholders. The findings of the evaluation will be used to determine the scope for sustainability and mechanisms to refine the execution of national BW interventions.

The evaluation key users are the identified national stakeholders in each country, including social partners, workers and employers, the implementing partners, the donor and ILO.

4.4 Scope

As specified in the TOR, the evaluation will focus on the 3 projects, their achievements and contributions to the overall national efforts to improve working conditions and promote competitiveness in global garment supply chains as well as on all the activities that have been implemented since the start of the projects to the moment of the field visits (i.e. action programmes/projects).

The evaluation will look at the projects' life-span as a whole, including issues of initial project design, implementation, lessons learnt, good practices, replicability and recommendations for future programmes.

The analytical scope should include identifying levels of achievement of objectives and explaining how and why they have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from this experience.

Major focus will be directed by the proposed questions (see below in Specific criteria section) that focused on specific themes.

Specific dimensions of the findings have been explored and elaborated on as part of external evaluations managed by USDOL in all three countries and the global impact evaluation (i.e. Haiti). This evaluation should therefore consider the three evaluation reports to support triangulation and to avoid repetition. If some of the purposes were well covered in the previous external evaluations, this evaluation can just ratified the findings referring those evaluations, if changes have taken place this will be one of the main focus of the analysis.

The global Independent Impact Assessment of the Better Work Programme (2016) will be considered also as a point of reference regarding the evaluation findings.

5. ASPECTS TO BE ADDRESSED

5.1. Introduction

As requested by the TORs, the evaluation will be carried out in context of criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation and the technical and ethical standards and abide by the Code of Conduct for Evaluation on the UN System are established within these criteria and the evaluation will therefore adhere to these to ensure an internationally credible evaluation. Particularly the evaluation will follow the ILO EVAL Policy Guidelines Checklists 5 and 6: “Preparing the evaluation report” and “Rating the quality of evaluation reports”.

Gender concerns will be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects”. To the extent possible, all data (when available) will be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme will be considered throughout the evaluation process.

In line with results-based framework approach used for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the project indicators.

5.2. Evaluation Criteria and Questions

The evaluation will address the **general areas of focus** (evaluation criteria) and specific questions, as per the TOR:

Design

8. Determine the validity of the projects’ design:
 - b. Did they assist or hinder the achievement of the projects’ goals as set out in the Project Document?
9. Assess whether the projects’ design was/were logical and coherent:
 - d. Are/Were the objectives of the projects clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
 - e. How relevant are/were projects indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring outcomes.
 - f. Are/Were the expectations of the roles, capacity and commitment of stakeholders realistic and likely to be achieved?
10. To what extent have key external factors been identified and assumptions formulated in the Projects documents? Have the identified assumptions on which the projects were based, proven to be true?

11. Does/Did the design of the projects take into account the existing institutional arrangements, roles, capacity and commitment of stakeholders (i.e. education, livelihoods, etc.)?
12. How have gender issues been taken into account in the projects' design in its outcomes?
13. Have the strategy for sustainability of the projects' results been defined clearly at the design stage of the projects?
14. Does/Did the projects' design fit within and complement existing initiatives by other organizations to improve working conditions in the garment industry?

Achievements (Implementation and Effectiveness) of Objectives

8. Examine delivery of projects' outputs in terms of quality and quantity; have they been delivered in a timely manner?
9. Assess whether the projects have achieved/are on track to achieve its immediate objectives and planned targets.
10. How have the projects responded to positive and negative factors (both foreseen and unforeseen) that arose throughout the implementation process? Have/Were the projects teams able to adapt the implementation processes in order to overcome these obstacles without hindering the effectiveness of the projects?
11. Assess the effectiveness of the projects i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
12. Evaluate the role played by Government, workers and employers organisations
13. How effectively have the projects leveraged resources (e.g. by collaborating with other initiatives and programmes)?
14. Assess the projects' efforts to coordinate and collaborate with other interventions focused on improving working conditions and enhancing factor productivity and profitability.

Better Work Haiti (BWH) achievements:

4. How have the project's assessment and advisory services contributed to increasing compliance in Haiti?
5. What role has social dialogue played in industrial relations at the sectoral level?
6. How has the long-term viability of BWH's activities been strengthened to date?

Better Work Nicaragua (BWN) achievements:

4. To what extent have Better Work tools and approaches been incorporated into the garment sector in Nicaragua?
5. How has the work of the project resulted in an increase in compliance with national labour laws and ILS to date?
6. Have government policies and sector strategies taken on board lessons learned?

Better Work Lesotho (BWL) achievements:

3. Were there specific improvements in compliance as a result of project interventions in Lesotho?
4. How effective were independent assessments in improving compliance in Lesotho?

Potential impact

2. How did/has the work of the Better Work projects progress(ed) toward the realization of intended impact in the following areas:
 - a. Workers
 - b. Enterprises
 - c. Garment Sector

Relevance of the Projects

6. Examine whether the projects responded to the real needs of the beneficiaries and stakeholders.
7. Assess whether the problems and needs that gave rise to the project still exists or have changed.
8. Did the strategies address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategies of mainstreaming and thus the relevant partners, especially in government?
9. Assess the validity of the projects approaches and strategies and its potential to be replicated and scaled-up.
10. Have the projects identified any other constraints or opportunities that need to be accommodated in the design in order to increase the impact and relevance?

Sustainability

6. Assess the design and implementation of the projects' sustainability strategy.
7. Determine the potential to sustain the gains of the projects beyond their life and what measures are needed to ensure this.
8. Assess what contributions the project has made in strengthening the capacity and knowledge of local stakeholders and to encourage ownership of the project to partners.
9. Examine whether prioritised target groups and gender aspects are taken into consideration regarding the sustainability of the projects' results and assess whether actions have been taken to sensitize national and local institutions and target groups on these issues.
10. Identify potential good practices and models of intervention that could inform future projects, especially those that the national partners could incorporate into national policy and implementation.

6. METHODOLOGY

6.1. Evaluation framework

Team members understand ILO has a requirement for an evaluation with **both summative and formative aspects**. In summative terms, there is a requirement to synthesise evidence of outcomes and interpret these in order to identify what the contribution of the Better Work programme has been (and may continue to be in the future) in improving working conditions and promoting competitiveness in the garment sector.

The evaluation will make, to the extent possible, use of gender sensitive methodology, disaggregated data collection, analysis and reporting in its analysis of the theory of change and programme performance.

From the evaluators' point of view a high level of importance is placed on learning. ILO/BW is looking for learning from past good practices and improving coordination and outcomes moving forward. Also, the evaluators recognize that the evaluation process and products need to reflect the levels of **improvement, innovation and quality** behind the BW Programmes implementation.

According to the ToRs, this is a cluster evaluation of three projects. The evaluation will look at the three projects commonalities to arrive to a common analysis, and at the same time, will look at the work in the three countries, making explicit the achievements of the each project.

The evaluation team has observed that there are evident similarities between the three projects and as a matter of fact it can be said that the three of them share the same "theory of change".

This can be summarily expressed as: *Compliance with international and national labour norms and the principles of the ILO Declaration on Fundamental Principles and Rights at Work in the garment sector will, while enhancing factory productivity and profitability, improve working conditions by increasing "decent work" employment; which, in turn, will contribute to reduce poverty in the targeted countries.*

The three projects also share Outcomes/Immediate Objectives that can be summarized as:

1. Increased compliance with national labour law and international labour standards.
2. Strengthened national policies, strategies and practices to improve labour related issues and industrial relations.
3. Sustainable access to BW tools and services.

6.2. Evaluation Principles

- **Usefulness:** The evaluation aims to be useful, particularly to support decision-making.
- **Impartiality:** Evaluators will avoid bias and protect impartiality at all stages of the evaluation, thereby supporting the credibility of the evaluation process and results. The reports will present the evidence, findings, conclusions and recommendations in a complete and balanced way.
- **Independence:** The evaluators have been selected with due regard to their independence and professionalism to avoid potential conflicts of interest.
- **Quality:** The evaluation will employ design, planning and implementation processes that are inherently quality oriented, covering appropriate methodologies for data collection, analysis and interpretation.
- **Competence:** Those engaged in conducting the evaluation have all necessary skills to conduct high-quality and ethical work.
- **Transparency and consultation:** Transparency and consultation with the major stakeholders are essential features in all stages of the evaluation process. This improves the credibility and quality of the evaluation. It can facilitate consensus building and ownership of the findings, conclusions and recommendations

6.3. Methods and Techniques

The selection of methods and techniques has been established in order to assure relevant data collection regarding, the evidence needed to best answer the evaluation questions and the analyses that are most appropriate to generate useful findings and address the evaluation criteria.

To strengthen the credibility and usefulness of evaluation results, to ensure data accuracy and facilitate its interpretation the evaluation will use a mix of data sources collected through multiple methods and techniques. This use of mixed methods and data from mixed sources or “triangulation” will facilitate the evaluators to overcome the bias that comes from single information sources, the use of single methods or single observations.

Evaluation methods and techniques will collect primary and secondary data. Primary data will consist on information the evaluators observe or collect directly from stakeholders about their first-hand experience with the intervention. This data will be collected through, meetings, focus group discussions, and interviews that involve direct contact with the respondents. It can facilitate deeper understanding of the project, the project’s results and the observed changes and the factors that contributed to change. Collection of data through interviews or focus groups will be carried out in a confidential manner.

Secondary data is documentary evidence that has direct relevance for the purposes of the evaluation and that has been produced by the ILO, other individuals or agencies for purposes other than those of the evaluation.

Annex I: Methodology Matrix, contains the indicators and key questions for the evaluation criteria; links them with the different evaluation methods and techniques proposed; and with the different stakeholders involved.

Evaluation methods and techniques will include:

1. Comprehensive document review

Including, project documents, technical progress reports, work-plans, mission reports, Midterm Evaluations, Independent Impact Assessment of the Better Work Programme (2016), Sustainability Scoping Study, and other key documents produced by the project.; etc.

Additionally, the ET will analyse project data and reports to assess how well the three country programmes fit into the overall ILO strategies or decent work country programmes in the countries.

2. Interviews

As per the TOR, the Evaluation Team will conduct a series of interviews with key informants representing:

- ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho, where applicable)
- Better Work Chief Technical Advisers and project teams
- Implementing partner agencies
- Employers' and Workers' Organizations
- Ministries of Labour
- Factories and direct beneficiaries
- USDOL (donor)

Depending on the circumstances, these meetings will adopt several formats:

2.a. One-to-one semi-structured interviews

They will be useful, on the one hand, to gather information and opinions about the role played by the different actors involved in the design, implementation and management of the program.

2.b. Group Interviews with project's technical and managing staff

These interviews will mainly serve to collect qualitative data on the development of the project's cycle in its different phases, their effects and their relevance. It will also be useful to investigate the rest of the evaluation questions considered in the evaluation.

2.c. Group Interviews with project's stakeholders and beneficiaries.

In some cases arranging individual meetings with key stakeholders and beneficiaries might present difficulties. In these cases, group interviews with their representatives and a sample of beneficiaries instead of individual interviews will be carried out in order to ensure the collection of qualitative information necessary for the evaluation.

Group interviews with key stakeholders and beneficiaries will be useful to obtain qualitative information about their opinions of the project and its effects, according to their subjective perceptions.

2.d. Focused interviews

When necessary, the evaluator will carry out additional focused interviews, to deepen those aspects that may require further investigation (these interviews will most likely be conducted electronically –skype, e-mail- after the field visit phase).

2.d. Phone and Skype interviews

Interviews with donor representatives and ILO/Better Work HQ and ROs staff will be conducted through conference calls (skype, phone) from home.

3. Remote Interviews with a sample of national key stakeholders-Lesotho

To gauge feedback from a sample of in-country BWL and ILO staff (if applicable) and national stakeholders through phone and Skype conference calls. These interviews will facilitate the gathering of information and opinions about the role played by the different actors involved in the design, implementation and management of the project. These interviews will also help to collect qualitative data on the projects' implementation and results; and also to assess some of the evaluation areas and key questions.

The different types of interviews will pay special attention to how/if the actions undertaken and the services provided by the project adjust to the needs and expectations of the different actors.

The information obtained in the interviews will be cross checked with that obtained by other research methods used in the evaluation, in order to obtain general and valid judgments about the project development, its effects, their relevance and sustainability.

In particular, the intersection of qualitative data – from interviews- and quantitative data - basically obtained through documentary analysis- will allow an external validation of the different subjective perceptions.

An Interview Guide has been developed for the in-country visits and the electronic interviews. This is presented at Annex 3. Interviews will be guided by the UNEG Norms and Standards.

4. Direct On-Site Observation

Will be used to gather qualitative information on-site, about how the projects operate; ongoing activities; behaviours; processes; discussions; social interactions and observable results and outcomes in the target factories and with the selected informants/beneficiaries. This technique does not include pre-set questions or responses as it will collect open-ended narrative data that will be written on the field notes.

5. National Evaluation workshops

The national workshops will be attended by ILO/Better Work staff and key stakeholders as appropriate. These events will be an opportunity for the evaluation team to gather further data, to present the preliminary findings, and conclusions and to obtain feedback. Also, the workshops will serve to jointly examine and contrast the main aspects of the evaluation, and at the same time, to the extent possible, validate preliminary conclusions in a consensual manner.

These meetings will take place toward the end of the fieldwork in Port au Prince and Managua.

The evaluation team (TL & ETM) were responsible for organizing the methodology of the workshops. The identification of the participants of the workshop and logistics will be the responsibility of the BW project team on each country in consultation with the evaluation team. The Evaluation Team Member will facilitate the evaluation workshop in Port au Prince. The TL will facilitate the evaluation workshop in Managua.

The evaluation matrix

The Evaluation Matrix will be the main instrument used in establishing the frame of the information needs. To develop this, a double-entry table has been created where every one of the criteria/categories is broken down into key questions and indicators, along with the tools to be used for the information collection process.

In this way, an effort has been made to capture and systematise all of the information that the evaluation team deems relevant within a single document. In addition to anticipating the data and information that the evaluation team should seek during the gathering of information, this matrix establishes a shared pathway analysis that facilitates the subsequent analysis and consolidation exercise.

The evaluation team believes the use of this type of matrix to be a useful and valuable instrument to organize and systematize the information needed. Nevertheless, the team is conscious of the fact that a **variety of situations** could arise while conducting the exercise. As such, there is a need to be flexible when applying the various tools, as progress or changes may have to be incorporated in the case where relevant information is received from one source or another.

This constitutes an effort to avoid the loss of valuable evidence and information that may not have been foreseen in the designing of the matrix, but that is relevant to the overall evaluation of the interventions nonetheless.

7. EVALUATION PHASES

7.1. Preparatory Phase (activities to date)

A preparatory phase was conducted prior the elaboration of the present inception report and before the field work. This phase included the following activities:

a) Desk Review of project information

The TL and the ETM identified and reviewed the documents and relevant materials from secondary sources needed for the successful implementation of the evaluation and identified the key informants to be interviewed.

b) Preliminary contacts and interviews. The TL and the ETM held interviews through conference calls interviews from home and exchanges via e-mail with the evaluation manager and also coordinated with the BW teams in Nicaragua and Haiti through e-mails.

c) Preparation of the Inception report

Containing the methodological approach to the evaluation including the main aspects of operational planning of the evaluation.

7.2. Field Phase

During the field phase, the evaluators (TL & ETM) will conduct interviews with Better Work staff, national stakeholders and beneficiaries; do observations on the field; and facilitate a workshop toward the end of the field visits in Haiti and Nicaragua. In-country work in Haiti will be conducted by the Evaluation Team Member and in Nicaragua by the Team Leader.

The evaluation team will conduct field visits to factories to assess the contribution of the project to achieving the broader ILO objectives of advancing the Decent Work Agenda on a national level.

The ET will undertake field visits to a qualitative and purposeful sample of factories (please refer to annex 2). The selection of factories in each country was based on the following criteria:

- Factories with successful and unsuccessful results from the perception of key stakeholders. The rationale is that extreme cases, at some extent, are more helpful than average cases for understanding how process worked and which results have been obtained.
- Factories that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions.
- Accessibility to the locations (taking into consideration the duration of the in-country visits)
- Factories with gender balance committees or with a significant number of women among factories' representatives.

7.3. Reporting Phase

a. Draft report

The team leader with the contributions from the ETM will analyse and process the information and data collected and analysed in prior Phases to produce a ***Draft Report***.

The Draft Report will provide an objective assessment of the evaluation criteria and clear answers to the evaluation questions. The report will identify strengths, weaknesses and challenges framed within the different project contexts, and enabling environment in the different countries. In the course of the evaluation it is anticipated that a number of key issues and constraints will emerge. Possibilities for remedial actions will be explored. Examples of good practices will be highlighted. Lessons learned/ recommendations will propose the measures needed for rectifying identified weaknesses and gaps. The draft report will be circulated to key stakeholders for comment and factual correction.

This is a cluster evaluation of 3 countries projects. The report will reflect sections per country and a table indicating accomplishments in terms of outputs and objectives, but most of it will present a consolidated analysis that helps to emphasize the value of a cluster evaluation approach versus a project evaluation approach.

The report will be prepared in English (with Executive Summaries translated into Spanish and French)

b. Final report

The TL and the ETM will finalize a final independent evaluation report, synthesizing all findings and taking into account feedback from the ILO and other relevant stakeholders. The final evaluation report will follow the format below and the main body will be no more than 30 pages in length, excluding annexes:

- Title page
- Table of contents
- Glossary of Acronyms
- Executive summary (English, Spanish and French)

- Background and project description
- Purpose of the evaluation
- Evaluation methodology, limitations and evaluation questions
- Project status and findings
- Conclusions and recommendations
- Lessons learned and potential good practices
- Annexes

The report will be written in an Evidence-based manner. All the findings, conclusions and recommendations will be supported by evidence and analysis.

The report will be prepared in English (with Executive Summaries translated into Spanish and French) and will be sent as one complete document. The file size should not exceed 3 megabytes. Photos, if appropriate to be included, will be inserted using lower resolution to keep overall file size low.

7.4. Evaluation organization

The Team Leader will be responsible for day-to-day management of the Cluster Evaluation and implementation of the work plan and will conduct in-country visits in Nicaragua. He will supervise the outputs of ETM and ensure quality assurance of all deliverables and key elements of the evaluation. He will also be responsible for ILO-BW liaison and the organisation, preparation of the Evaluation Draft and Final report, including all methodological aspects.

The TL will verify the overall consistency and coherence between findings, conclusions and recommendations proposed, and will ensure the professional quality of written outputs produced under this assignment. All deliverables will be carefully examined as regards content, structure, consistency, layout, etc. in order to ensure that they meet ILO-BW requirements. A key focus of the quality assurance process is to ensure that all stakeholder comments are considered.

The Evaluation Team Member will be involved in all major tasks, utilising her particular expertise to add value to the preparation of all deliverables; including desk phase research; in-country visit to Haiti and interviews with stakeholders; field visits; national evaluation workshop, etc. and provide support to the TL in finalising the draft and final report. Team work is an important aspect of the work with full utilisation of the skills and experience of the local team members. The ETM will systematize her inputs and contributions to the evaluation report through a **country report** (see Annex 5) that she will submit to the TL at the end of the field phase. **These are internal ET tools, not evaluation deliverables.**

The ETM will be responsible for the whole in-country activities in Haiti: she will conduct interviews with BW staff, national stakeholders, beneficiaries; do observations on the field; and will facilitate the National Evaluation Workshop in Haiti.

The evaluation will be carried out with the technical backstopping of the Better Work Global Unit, BWH and BWN and with the logistical support of the ILO country offices.

The Evaluation Manager will be responsible for consolidating the comments of stakeholders and submitting them to the evaluation team.

7.5. Language needs

The ET Members are fluent in the following languages:

Team Members	Language Proficiency			Countries
	English	French	Spanish	
Rafael Muñoz (TL)	•	•	•	Nicaragua
Carolina del Campo(ETM)	•	•	•	Haiti

It has to be mentioned that the ETM does not speak creole, if key informants in Haiti do not speak French or English, translation into one of these languages needs to be provided by BW.

8. WORKPLAN

Phase	Responsible Person	Tasks	Outputs	Tentative schedule
I. Desk review and Inception Report	Evaluation team	Desk review and initial briefing; Developing the Inception report (i.e. evaluation methodology, indicators, questions, instruments, etc.)	Inception report	08 – 19 May
II. Data collection in Haiti and Nicaragua (Field Work)	Evaluation team	Review of project documents and publications Visit to Haiti and Nicaragua	Inputs for the report	20 May – 02 June
II. Stakeholders' workshop	Evaluation team	Two, one-day workshops in Nicaragua and Haiti to present the preliminary findings to stakeholders and complete information and validate findings.	Agenda and methodology PowerPoint	01 – 02 June
III. First draft	Evaluation team	Interviews by phone/Skype (Lesotho) Development of the draft report	Draft Report	05 – 16 June
VI Stakeholders' Feedback	Evaluation manager	Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader	Comments on Draft Report by stakeholders	19 – 23 June
VI Final report	Evaluation team	Finalize the report including explanations on why comments were not included	Final Report	26 – 28 June

ANNEX 1

EVALUATION MATRIX

DESIGN			
EVALUATION ASPECTS	KEY INDICATORS/QUESTIONS	DATA COLLECTION TECHNIQUES	STAKEHOLDERS INVOLVED
Validity of project design	<ul style="list-style-type: none"> ▪ Clarity of conceptualisation ▪ Appropriateness of methodology ▪ Clear and effective organisation and complementarities ▪ Inclusion of gender concerns ▪ Inclusion of transferring models of intervention, promising practices, and lessons learned ▪ Inclusion of a strategy for sustainability ▪ Project adjustments to changes (context, priorities...) 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)
To what extent is the intervention logic appropriate and coherent?	<ul style="list-style-type: none"> ▪ Quality of description and alignment of Activities, Outcomes/Outputs, indicators, Objectives in the Prodocs and the Logframe ▪ Usefulness of project indicators and means of verification ▪ Realism of Assumptions and risks ▪ Institutional arrangements, expectations, roles, capacity and commitment of stakeholders. 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)
External factors and assumptions	<ul style="list-style-type: none"> ▪ Identification of external factors and assumptions ▪ Realism of external factors and assumptions 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies

			<ul style="list-style-type: none"> ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)
Does/Did the design of the projects take into account the existing institutional arrangements, roles, capacity and commitment of stakeholders	<ul style="list-style-type: none"> ▪ Consideration of available information on the socio-economic, cultural and political situation ▪ Institutional arrangements, expectations, roles, capacity and commitment of stakeholders. ▪ Quality of problems and needs analysis ▪ Degree of inclusion of gender differences 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)
Inclusion of gender issues in the projects' design in its outcomes	<ul style="list-style-type: none"> ▪ Inclusion of gender concerns ▪ Are gender concerns adequately represented in the development, interpretation and use of indicators in the projects outputs? ▪ How far have the project enhanced gender equality and contributed to women's empowerment? ▪ Is the collection, interpretation and application of information adequately sex and age disaggregated to reflect gender related-issues? 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)
Extent to which a strategy for sustainability of the projects' results been defined clearly at the design stage of the projects	<ul style="list-style-type: none"> ▪ To what extent a phase out strategy has been defined and planned and what steps have been taken to ensure sustainability. ▪ Whether these strategies had been articulated/explained to stakeholders. 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies

	<ul style="list-style-type: none"> ▪ Degree to which the project has worked with a gender perspective, reflected in project design and implementation, with focus on sustainability of project outcomes. 		<ul style="list-style-type: none"> ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)
Projects' design fitness and complement existing initiatives by other organizations to improve working conditions in the garment industry	<ul style="list-style-type: none"> ▪ Degree of coherence, synergies and avoidance of overlap existing initiatives by other organizations ▪ How did the project integrate with them? ▪ How did this contribute to the overall effectiveness of the projects? 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)

IMPLEMENTATION AND EFFECTIVENESS			
EVALUATION ASPECTS	KEY INDICATORS/QUESTIONS	DATA COLLECTION TECHNIQUES	STAKEHOLDERS INVOLVED
Delivery of projects' outputs in terms of quality and quantity; and timeliness	<ul style="list-style-type: none"> ▪ Timely delivery of activities ▪ Delivery of project outputs ▪ Quality and quantity of outputs delivered. 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews ▪ Direct observation ▪ Evaluation Workshops 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ Direct beneficiaries

			<ul style="list-style-type: none"> ▪ USDOL (donor)
To what extent have the specific objectives been achieved, or can be expected to be achieved?	<ul style="list-style-type: none"> ▪ Quality and quantity of outputs delivered. ▪ Effectiveness of the Projects (at country levels) and project activities in contributing to the project meeting its outputs and immediate objectives. ▪ Project's contribution to increased compliance with national labour law and international labour standards. ▪ Project's contribution to strengthened national policies, strategies and practices to improve labour related issues and industrial relations. ▪ Project's contribution to Sustainable access to BW tools and services. ▪ Project's gender mainstreaming activities 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews ▪ Direct observation ▪ Evaluation Workshops 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ Direct beneficiaries ▪ USDOL (donor)
Have there been unforeseen or unintended outputs/results/consequences?	<ul style="list-style-type: none"> ▪ Have the assumptions required to translate project results into the project purpose been realised? If not, why and how did this affect the project? ▪ If there were unforeseen results, why, the extent, impact and implications for all stakeholders? 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews ▪ Direct observation ▪ Evaluation Workshops 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ Direct beneficiaries ▪ USDOL (donor)
Have the project resources (Technical, human and financial) been directly related to project results?	<ul style="list-style-type: none"> ▪ How efficient was the organisation, management, implementation of the project? 	<ul style="list-style-type: none"> ▪ Document review 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho)

	<ul style="list-style-type: none"> How effectively has the project leveraged relevant resources How well has the project coordinated and collaborated with other interventions supported by other organizations? Has the project mainstreamed BW issues and possibly influenced national and policies? 	<ul style="list-style-type: none"> Interviews Direct observation Evaluation Workshops 	<ul style="list-style-type: none"> Chief Technical Advisers and project teams Implementing partner agencies Social partners Employers' and Workers' groups Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)
Evaluate the role played by Government, workers and employers organisations	<ul style="list-style-type: none"> Institutional arrangements Roles: Government, workers and employers organisations Capacities: Government, workers and employers organisations Commitment of Government, workers and employers organisations. 	<ul style="list-style-type: none"> Document review Interviews Direct observation Evaluation Workshops 	<ul style="list-style-type: none"> Project management and staff in ILO ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) Chief Technical Advisers and project teams Implementing partner agencies Social partners Employers' and Workers' groups Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)
Projects' efforts to coordinate and collaborate with other interventions focused on improving working conditions and enhancing factor productivity and profitability.	<ul style="list-style-type: none"> Did the BW projects coordinate and collaborate with other interventions? How did the BW projects coordinate and collaborate with other interventions? Did this contribute to the overall effectiveness of the projects? Did this contribute to improving working conditions and enhancing factor productivity and profitability 	<ul style="list-style-type: none"> Document review Interviews Direct observation Evaluation Workshops 	<ul style="list-style-type: none"> Project management and staff in ILO ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) Chief Technical Advisers and project teams Implementing partner agencies Social partners Employers' and Workers' groups Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) USDOL (donor)

POTENTIAL IMPACT

EVALUATION ASPECTS	KEY INDICATORS/QUESTIONS	DATA COLLECTION TECHNIQUES	STAKEHOLDERS INVOLVED
<p>Better Work Haiti (BWH) achievements</p> <p>How did/has the work of the Better Work projects progress(ed) toward the realization of intended impact</p>	<p>How have the project's assessment and advisory services contributed to increasing compliance in Haiti?</p> <p>Major, high changes that the project has contributed towards the project development objective and relations at the sectoral level?</p> <p>What role has social dialogue played in industrial relations at the sectoral level?</p> <p>How has the long-term viability of BWH's activities been strengthened to date?</p> <ul style="list-style-type: none"> ▪ Workers ▪ Enterprises 	<ul style="list-style-type: none"> ▪ Interviews ▪ Document review ▪ Direct observation ▪ Interviews <ul style="list-style-type: none"> ▪ Evaluation Workshops ▪ Direct observation 	<p>(Lima and San José) and CO (Haiti)</p> <ul style="list-style-type: none"> ▪ Chief Technical Advisers and project teams ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Haiti) ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ Social partners Employers' and Workers' groups ▪ Direct beneficiaries ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ USDOL (donor)
	<ul style="list-style-type: none"> ▪ Garment Sector ▪ To what extent have Better Work tools and approaches been incorporated into the garment sector in Nicaragua? 	<ul style="list-style-type: none"> ▪ Evaluation Workshops ▪ Document review 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua) ▪ USDOL (donor) ▪ Chief Technical Advisers and project teams
<p>Better Work Nicaragua (BWN) achievements</p>	<ul style="list-style-type: none"> ▪ How has the work of the project resulted in an increase in compliance with national labour laws and ILS to date? ▪ Have government policies and sector strategies taken on board lessons learned? ▪ To what extent has the integration of a gender equity policy been achieved? 	<ul style="list-style-type: none"> ▪ Interviews ▪ Direct observation ▪ Evaluation Workshops 	<ul style="list-style-type: none"> ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ Direct beneficiaries ▪ USDOL (donor)
<p>Better Work Lesotho (BWL) achievements</p>	<ul style="list-style-type: none"> ▪ Were there specific improvements in compliance as a result of project interventions in Lesotho? ▪ How effective were independent assessments in improving compliance in Lesotho? ▪ To what extent has the integration of a gender equity policy been achieved? 	<ul style="list-style-type: none"> ▪ Document review ▪ Remote Interviews 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); RO (Lima and CO) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups

			<ul style="list-style-type: none">▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)▪ USDOL (donor)
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RELEVANCE

Relevance of the project in supporting development challenges identified in the project document and the national development priorities of the countries in which it was implemented

EVALUATION ASPECTS	KEY INDICATORS/QUESTIONS	DATA COLLECTION TECHNIQUES	STAKEHOLDERS INVOLVED
Response to the real needs of the beneficiaries and stakeholders/ Do the problems and needs that gave rise to the project still exist or have changed	<ul style="list-style-type: none"> ▪ Validity of the project approach and strategies and its potential to be replicated and scaled up. ▪ Appropriateness of the sectors/target groups and locations chosen to develop the projects based on the findings of baseline surveys ▪ Have the projects identified any other constraints or opportunities that need to be accommodated in the design in order to increase the impact and relevance? ▪ Have assessment and positive action strategies been developed for potential difficulties in access to gender-responsive activities, outcomes and benefits of the intervention? 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews ▪ Direct observation ▪ Evaluation Workshops 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ Direct beneficiaries ▪ USDOL (donor)
Strategies of mainstreaming especially in government?	<ul style="list-style-type: none"> ▪ Does the project support national policies of the partner countries? ▪ How is this project contributing to the DWCP? 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams

	<ul style="list-style-type: none"> ▪ How is this project contributing to mainstream DW issues into national/sectoral policies ▪ How did the strategy used in this project fit in with the national sectorial and anti-poverty efforts, and interventions? 	<ul style="list-style-type: none"> ▪ Evaluation Workshops 	<ul style="list-style-type: none"> ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ Direct beneficiaries ▪ USDOL (donor)
Replication/Scaling up	<ul style="list-style-type: none"> ▪ Validity of the projects approaches and strategies ▪ Further issues that are worth documenting from project experience as a basis for replication and/or scaling-up ▪ Key lessons learned from project experience. 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews ▪ Evaluation Workshops 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ Direct beneficiaries ▪ USDOL (donor)

SUSTAINABILITY

EVALUATION ASPECTS	KEY INDICATORS/QUESTIONS	DATA COLLECTION TECHNIQUES	STAKEHOLDERS INVOLVED
Design and implementation of the projects' sustainability strategy	<ul style="list-style-type: none"> ▪ To what extent a phase out strategy has been defined and planned ▪ What steps have been taken to ensure sustainability. ▪ Whether these strategies had been articulated/explained to stakeholders. ▪ Degree to which the project has worked with a gender perspective, reflected in project design and implementation, with focus on sustainability of project outcomes. 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews ▪ Evaluation Workshops 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ Direct beneficiaries ▪ USDOL (donor)
Potential to sustain the gains of the projects beyond their life and what measures are needed to ensure this.	<ul style="list-style-type: none"> ▪ Participatory approach and inclusion of national/local stakeholders in project planning, monitoring and implementation ▪ Validity of the projects approaches and strategies ▪ Financial commitments at country level 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies

	<ul style="list-style-type: none"> ▪ Design and implementation of improved legislation/ national development plans to improve economic development. ▪ Success in leveraging resources for on-going and continuing efforts. ▪ The level of private sector / employers' organizations support towards project interventions, paying specific attention to how these groups participated in project activities. ▪ Financial Commitments of development partners 	<ul style="list-style-type: none"> ▪ Evaluation Workshops 	<ul style="list-style-type: none"> ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ Direct beneficiaries ▪ USDOL (donor)
Extent to which have the national and local stakeholders improved their ownership Institutional and organizational capacities	<ul style="list-style-type: none"> ▪ Maintaining and improving the organisational structure and interrelationships between institutions involved ▪ Improvements to processes and procedures ▪ Improvements to capacity in all respects (organisational, staff skills etc) of national/local partners (i.e. tripartite constituents) 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews ▪ Evaluation Workshops 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups ▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.) ▪ Direct beneficiaries ▪ USDOL (donor)
Potential good practices and models of intervention	<p>What are the good practices lessons learned in terms of sustainability?</p> <ul style="list-style-type: none"> ▪ Institutional ▪ Technical ▪ Policy ▪ Financial ▪ Local Ownership 	<ul style="list-style-type: none"> ▪ Document review ▪ Interviews ▪ Evaluation Workshops 	<ul style="list-style-type: none"> ▪ Project management and staff in ILO ▪ ILO backstopping and technical officials at HQ (Geneva); ROs (Lima and San José) and COs (Nicaragua, Haiti, Lesotho) ▪ Chief Technical Advisers and project teams ▪ Implementing partner agencies ▪ Social partners Employers' and Workers' groups

			<ul style="list-style-type: none">▪ Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)▪ Direct beneficiaries▪ USDOL (donor)
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ANNEX 2
FIELD WORK AGENDAS

Título de la actividad: Reunión evaluación del Programa BWN.

País: Nicaragua.

Fechas: Del 22 mayo al 2 junio del 2017.

No.	EMPRESAS – CAP	EXISTE SINDICATO	EXISTE COMITÉ CONSULTIVO DE MEJORAS (CCM)	NOMBRE Y APELLIDOS / PERSONAS PARTICIPAR	FECHA	HORA
1	Better Work Nicaragua			Equipo BWN	22 mayo	9:00 AM
2	USLC	SI	SI	Jorge Duarte	22 mayo	1:30 PM
3	CUS			José Espinoza	22 mayo	3:00 PM
4	GILDAN SAN MARCOS	SI	SI	Reyna Tinoco / Alizon Urroz / Luis Brito	23 mayo	9:30 AM
5	TEXTILES VALIDOS	SI	SI	Roger Gutiérrez / Giselle Guadamuz	23 mayo	11:30 AM
6	ANNIC	SI	SI	Luis López / Lesbia Chavarría	23 mayo	2:30 PM
7	HANDSOME	SI	SI	José Martínez / Haesoo LIm	24 mayo	9:00 AM
8	SERATEX	SI	SI	Claudia Briones	24 mayo	10:30 AM
9	CST-JBE			Miguel Ruiz y Luis Barbosa	24 mayo	1:30 PM
10	MITRAB			Enrique Espinoza	24 mayo	3:30 PM
11	AALF	SI	SI	Nohemy Bolaños	25 mayo	10:00 AM
12	WELLS	SI	SI	Dick Gallegos	25 mayo	2:00 PM

13	SAE-EINS	SI	SI	Marcela Alvarado	25 mayo	3:30 PM
14	CUT			Roberto Moreno	26 mayo	8:30 AM
15	CNZF			Alfredo Coronel	26 mayo	10:30 AM
16	ANITEX			Deean García	26 mayo	1:30 PM
17	DASOLTEX	NO	SI	Carolina Rodríguez	26 mayo	3:30 PM
18	ISTMO TEXTIL	SI	SI	Liduvina Molinares y Julio Arbizú	29 mayo	9:00 AM
19	HANSAE NIQUINOMO	SI	SI	Karol Morgan	29 mayo	11:00 AM
20	KALTEX	SI	SI	César Pérez Westley Hurtado	29 mayo	3:00 PM
21	TEXNICA	SI	SI	Missael Cruz	30 mayo	8:30 AM
22	CST			Pedro Ortega	30 mayo	10:30 AM
23	ROO HSING	SI	SI	Regina Chang	30 mayo	1:30 PM
24	Reunión BWN			Equipo BWN	31 mayo	9:00 AM
25	Reunión CAP			Representantes Gobierno, Empleadores y Trabajadores	1 junio	9:00 AM

ANNEX 3

INTERVIEW GUIDES

Introduction to the Interview Guides

Interviews and focus groups with key stakeholders will be based on qualitative questions that will be open-ended, that is, the respondents will provide their responses in his/her own words, in order to get in-depth information about their perceptions, insights, attitudes, experiences, or beliefs regarding the project.

Interviews/focus groups will also be useful to follow-up with questions the evaluators may have after analyzing data from other evaluation methods such as document review.

Evaluators may ask the same question to different individuals or informant categories to compare their responses and analyze how these individual differences may reflect on the project.

The items included on the interview guide are exhaustive, but generic. As the interview guides are intended to help the evaluators develop semi-structured interviews/focus groups, they **will be adapted depending on each country context** and project implementation degree; **the profile and attitudes of the respondent; and the results of previous interviews** with other stakeholders; in order to help focus each interview.

I. Introduction to the interview

Thank you for participating in this interview. My name is **<insert name>**. I am one of the consultants conducting the PPP Project Evaluation on behalf of the ILO/IPEC.

The purpose of this interview is to help us better understand the project, its results and effects in **<specify name of the country>**. In order to do so, I would like you to respond to some questions, **based on your experience and perspective** as a stakeholder on the PPP Project.

Your answers will be treated with the strictest **confidentiality**.

The evaluator will ask the respondent to introduce him/herself and his/her role/participation in the project

Do you have any questions before we begin?

II. Evaluation questions

General

- **General assessment** on the project: **Strengths** and **weaknesses**

Project design

- Validity and quality of the **project design**

- Does/Did the design of the projects take into account the **existing institutional arrangements, roles, capacity and commitment of stakeholders** (i.e. education, livelihoods, etc.)?
- How have **gender issues** been taken into account in the projects' design in its outcomes?
- Have the **strategy for sustainability** of the projects' results been defined clearly at the design stage of the projects?
- Does/Did the projects' design fit within and **complement existing initiatives** by other organizations to improve working conditions in the garment industry?

Achievements (Implementation and Effectiveness) of Objectives

General

- **Results (planned or unplanned)** obtained so far by the project
- Asses the delivery of projects' in terms of **quality and quantity**; have the outputs delivered in a **timely** manner?
- Has the project **achieved/are on track** to achieve its immediate objectives and planned targets.
- How have the projects responded to **positive and negative factors** (both foreseen and unforeseen) **that arose throughout the implementation process**? Have/Were the projects **teams able to adapt** the implementation processes in order to overcome these obstacles without hindering the effectiveness of the projects?

- In general, did the results obtained justify **the costs incurred**?
- What was the role played by **Government, workers and employers organisations**
- Has the project **leveraged resources** (e.g. by collaborating with other initiatives and programmes) and **collaborated with other interventions** focused on improving working conditions and enhancing factor productivity and profitability.

Better Work Haiti (BWH) achievements:

- How have the project's assessment and advisory services **contributed to increasing compliance in Haiti**?
- What role has **social dialogue** played in industrial relations at the sectoral level?
- How has the **long-term viability of BWH's activities** been strengthened to date?

Better Work Nicaragua (BWN) achievements:

- To what extent have Better Work **tools and approaches been incorporated into the garment sector** in Nicaragua?
- How has the work of the project resulted in an **increase in compliance with national labour laws and ILS to date**?
- Have **government policies and sector strategies** taken on board lessons learned?

Better Work Lesotho (BWL) achievements:

- Were there specific **improvements in compliance** as a result of project interventions in Lesotho?
- How effective were **independent assessments** in improving compliance in Lesotho?

Potential impact

- How did/has the work of the Better Work projects progress(ed) toward the realization of intended impact in the following areas:
 - a. Workers
 - b. Enterprises
 - c. Garment Sector

Relevance

- To what extent the projects responded to the **real needs of the beneficiaries and stakeholders?**
- Do the **problems and needs** that gave rise to the project **still exists** or have changed.
- Did the **strategies** address the **different needs and roles, constraints, access to resources** of the target groups? Where there specific strategies of **mainstreaming** and thus the relevant partners, especially in government?
- Is there potential to **replicate and scaled-up the project?**

- Have the projects identified **any other constraints or opportunities** that need to be accommodated in the design in order to increase the impact and relevance?

Sustainability

- Did the project implement a **sustainability strategy**?
- What is **the potential to sustain the gains of the project** beyond their life and what **measures are needed** to ensure this?
- What contributions the project has made in **strengthening the capacity and knowledge of local stakeholders** and to encourage **ownership** of the project to partners?
- Were **prioritised target groups and gender aspects** taken into consideration regarding the sustainability of the projects' results
- What actions have been taken to **sensitize national and local institutions and target groups on these issues**?

Lessons learned

- Main lessons learned that could inform future projects, especially those that the national partners could incorporate into national policy and implementation.

Good practices

- Emerging good practices that could inform future projects, especially those that the national partners could incorporate into national policy and implementation.

What's next/Recommendations

- What are the **remaining challenges/deficits**?
- Does the country need **further external support** to improve working conditions in the garment sector?
- In that case, what could be **BW/ILO's Contribution**?
- And the **government's and National/Project partners**
- Are there any other issues you would like to address/discuss?

**ANNEX 4:
IN COUNTRY WORKSHOP
(METHODOLOGY AND TOOLS)**

“BETTER WORK PROJECTS” NATIONAL EVALUATION WORKSHOPS

Objective: to jointly examine and contrast the main aspects of the evaluation and at the same time, validate conclusions and recommendations in a consensual manner.

After a first round of individual/group interviews with all relevant stakeholders in each country (Nicaragua and Haiti), the workshops will, with a participatory focus, promote discussions about the projects’ major achievements and challenges; in order to seek consensus on the main findings, conclusions and recommendations. Depending on each country context, the project developments and the interview’s results, the discussion topics might be adapted.

Duration: 1/2 day

Participants: Representatives of major stakeholders: ILO, BW teams, Ministry of Labour, Workers’ and Employers’ organizations; Apparel and Textiles Manufacturers Associations; Garment sector; PICCs (as possible); Implementing organizations; National/Local Partners; Government and Non-Government Agencies; donor.

PROPOSED DRAFT AGENDA

08.30-09.00h	<p><u>Session 1. Welcome Introductions, Workshop Objectives</u></p> <p>Introduction: Programme Coordinator</p> <p>Participants Introduction</p> <p>The evaluators will introduce the objectives of the workshop, the proposed workflow and information on logistics.</p>
09.00-09.15h	<p><u>Session 2. Presentation of the Projects</u></p> <p>The Programme Coordinator will make a brief introduction to the Projects' objectives, outputs and strategy.</p>
09.15-09.30h	<p><u>Session 3. Plenary Presentation and explanation of the exercise to be performed in groups</u></p>
09.30-10.30h	<p><u>Session 4. Group Work</u></p> <p>Nicaragua:</p> <p>Group 1: Incorporation of Better Work tools and approaches into the garment sector</p> <p>Group 2: Compliance with national labour laws and ILS</p> <p>Group 3: Integration of strategies and lessons learned by government policies and sector</p> <p>Group 4: BWN Sustainability prospects</p> <p>Haiti:</p>

	<p>Group 1: Project's assessment and advisory services contribution to increasing compliance in Haiti</p> <p>Group 2: Role played by social dialogue in industrial relations at the sectoral level</p> <p>Group 3: Integration of gender issues in BWH</p> <p>Group 4: Prospects of long-term viability of BWH's activities</p>
10.30-10.45h	Coffee break
11.00-12.30h	<p><u>Session 5. Group work Presentations</u></p> <p>Plenary presentation of the Groups' discussions and conclusions. Debate/Q&A</p>
12.30-13.00h	<p><u>Session 6. Evaluation debriefing</u></p> <p>The evaluators will present the Evaluation's initial findings and conclusions. Debate/Q&A</p>
13.00-14.00h	Lunch (Optional)

Group Work Methodology:

The group discussions (based on brain-storming exercises) will use the above “simple but effective” charts. These charts can be worked **by each group with the aid of a laptop**, and **later presented in plenary with a data-show**, so every participant can visualize the results of the discussions, debate and ask questions.

***4 LAPTOPS AND A DATASHOW ARE REQUIRED**

NICARAGUA

GROUP 1

	ACHIEVEMENTS	CHALLENGES	RECOMMENDATIONS
Incorporation of Better Work tools and approaches into the garment sector			

GROUP 2

	ACHIEVEMENTS	CHALLENGES	RECOMMENDATIONS
Compliance with national labour laws and ILS			

GROUP 3

	ACHIEVEMENTS	CHALLENGES	RECOMMENDATIONS
Integration of strategies and lessons learned by government policies and sector			

GROUP 4

	FACTORS CONTRIBUTING TO VIABILITY	FACTORS HINDERING VIABILITY	RECOMMENDATIONS
Prospects of long-term viability of BWN			

HAITI

GROUP 1

	ACHIEVEMENTS	CHALLENGES	RECOMMENDATIONS
Project's assessment and advisory services contribution to increasing compliance in Haiti			

GROUP 2

	ACHIEVEMENTS	CHALLENGES	RECOMMENDATIONS
Role played by social dialogue in industrial relations at the sectoral level			

GROUP 3

	ACHIEVEMENTS	CHALLENGES	RECOMMENDATIONS
Integration of gender issues in BWH			

GROUP 4

	FACTORS CONTRIBUTING TO VIABILITY	FACTORS HINDERING VIABILITY	RECOMMENDATIONS
Prospects of long-term viability of BWH's activities			

**ANNEX 5:
EVALUATION TEAM MEMBER COUNTRY REPORT FORMAT AND CONTENTS**

1. FINDINGS

1.1. Project Design

1.2. Overall achievements (Implementation and Effectiveness) of Objectives

Better Work Haiti (BWH) achievements:

- a. How have the project's assessment and advisory services contributed to increasing compliance in Haiti?
- b. What role has social dialogue played in industrial relations at the sectoral level?
- c. How has the long-term viability of BWH's activities been strengthened to date?

1.3. Potential Impact

1.4. Relevance

1.5. Sustainability

2. LESSONS LEARNED

3. GOOD PRACTICES
