

Better Work Indonesia – Phase II Internal Mid-Term Evaluation



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Better Work Indonesia – Phase II

Internal Mid-Term Evaluation

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

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EXECUTIVE SUMMARY

Background & Context

Better Work Indonesia (BWI) is part of the Better Work Global Programme and one of eight country projects. It was launched in 2011 at the request of the tripartite partners (government, unions, employers) in order to support the sustainable growth of the garment sector in Indonesia. BWI aims to improve compliance with labour standards in the garment industry and enhance the competitive position of the Indonesian garment sector in the global supply chain.

At the heart of BWI's strategy are independent enterprise assessments and enterprise advisory and training services. The assessments are intended to identify areas in which enterprises are not complying with international labour standards or national labour laws, while the advisory and training services are designed to help enterprises become compliant. Factories are able to share assessment and remediation information with buyers through a specially designed online information management system. Through BWI's programme strategy, buyers and enterprises can reduce their need for third-party assessors and redirect their resources towards identifying problems and generating sustainable solutions.

BWI is being implemented in two phases over a five-year period (2011-2015). The first phase took place from August 2011 to June 2012 and focused on (a) adapting the Better Work programme model to the Indonesian context, (b) training programme staff, and (c) piloting programme tools and services in 30 garment enterprises in the Greater Jakarta area. The second phase began in July 2012 and will extend to December 2015, with a goal of providing BWI services to 50-60% of large apparel enterprises in the Greater Jakarta area as well as the Central Java and West Java regions.

Evaluation Purpose and Methodology

The overall purpose of the BWI mid-term evaluation is to provide the Better Work Indonesia project management, Better Work Global programme officials, project donors and other key stakeholders with an independent assessment of the project's experience and performance. This includes BWI's progress towards achieving its objectives; the strengths and weaknesses of the project's approach, implementation, and monitoring system; and the effectiveness of stakeholder engagement in light of the programme's transition towards becoming an independent entity. Within this context, BWI and the Better Work Global programme developed a specific set of questions to guide the evaluation process.

The methodology utilized for data collection was primarily qualitative in nature. Quantitative data were drawn from project documents and reports, to the extent available, and incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated for many of the evaluation questions in order to bolster the credibility and validity of the results. A set protocol was followed for each person interviewed, with adjustments made for each person's level of involvement or specific role in project activities.

Evaluation findings and conclusions are based on a review of key project documents and interviews conducted during the fieldwork phase. They are presented according to the following categories: relevance, project design, project progress and effectiveness, efficiency of resource use, and sustainability.

Main Findings & Conclusions

Relevance

Relevance for Key Stakeholders: Key stakeholder groups including the Indonesian government, employer organizations, trade unions, factories and international buyers generally are satisfied with the BWI programme model and stakeholder level of engagement. They support the process of improving workplace conditions and productivity through greater compliance with international and national labour standards.

Expectations of Key Stakeholders: While stakeholders agree on the project's relevance, all stakeholder groups have unmet expectations with regard to programme coverage of Indonesia's export garment factories. The relatively small number of factories participating in the BWI programme has stakeholders questioning buyer support and BWI's ability to achieve the anticipated outcomes. Stakeholders also expect workplace improvements to be achieved relatively quickly in spite of the time needed for the social dialogue process. This creates a conflict for enterprise advisors who must determine when the social dialogue process is necessary to resolve non-compliance issues.

Project Design

- *Logical Integrity:* The Better Work programme consistently uses a results-based management (RBM) approach for the development of each country's project strategy. These criteria require programmers to develop a logical sequence of cause-and-effect events to organize the development objective, outcomes, outputs, and indicators. The logical integrity of BWI's project design reveals partial fulfilment based on the RBM criteria. Eight of the 13 outputs meet the RBM criteria for outputs, since they are products or services and have a strong causal link to their respective outcome. Two of the three outcomes describe the intended changes and have strong causal links to the development objective. Furthermore, the project's performance indicators are both valid and relevant for measuring the achievement of project outputs and outcomes.
- *Data Collection Systems:* BWI collects and reports data into two distinct systems. One system measures the intended outcomes while the other system measures impact on a broader scale. Data collected to measure outcomes are inconsistent based on the discordant results reported for the same performance indicator. The transcription of data into the various tables and reports is the likely cause of the discrepancies and compromises the integrity and usefulness of the reported results. In addition, the lag time between data collection and subsequent reporting or access to the results hinders the efficient use of these results.
- The data collected for the impact assessment is part of a broader five-year strategy of BW Global. Collaboration with the University of Indonesia has resulted in greater buy-in and interest from national stakeholders and policy decision makers. At the same time, stakeholders are anxious to receive early results regarding the programme's impact on working conditions and productivity.

Effectiveness

Core Services: BWI enterprise advisors maintain a high level of integrity and objectivity in the assessment process through the use of a standardized compliance assessment tool.

Stakeholders largely agree on the effectiveness of the assessment process; however, perceptions of the effectiveness of the advisory services demonstrate some misunderstanding of the social dialogue process used to achieve resolution of non-compliance issues. The desire on the part of employers and buyers to quickly resolve issues of non-compliance may compromise the fundamental basis of the social dialogue process. At the same time, quicker resolution of some non-compliance issues may be necessary for BWI to demonstrate its effectiveness. With regard to training services, BWI met or exceeded most of its training targets for 2013 and 2014. Nevertheless, participating factories largely underutilize BWI's training services. This may be the result of a combination of factors including the associated costs; the option to obtain similar trainings for free from buyers or other providers; or the lack of interest in the training topics offered.

Targets: Between January 2012 and June 2014, BWI made progress toward achieving four of its seven key performance indicator targets including total registered factories, total number of workers, percentage of workers in BW factories over total workers in the sector, and per worker cost. However, it consistently fell short of its targets for improved compliance rates, total programme revenue, and percentage of cost recovery, all of which are critical to programme sustainability. These shortcomings indicate a pressing need to make adjustments to the delivery and pricing of core services in order to improve the efficiency, effectiveness and timeliness of the BW model and its ability to achieve workplace improvements.

Project Communication: BWI has successfully implemented an effective, efficient and innovative communication strategy to raise awareness and engage the different project stakeholders. The social media venues—Facebook, Twitter and Tumblr—have enabled communication with the largest proportion of stakeholders. However, the absence of a global communication expert to coordinate a comprehensive communication strategy between Better Work country programmes is affecting stakeholders' understanding of Better Work's core services, and what differentiates BW from other third-party assessors.

Efficiency

Financial Efficiency: With a 74% donor subsidy ratio, the current total cost to deliver BWI core services is not sustainable. However, BWI has appropriately taken measures to transition to an independent entity and thereby reduce its operational costs. Proposed adjustments to the delivery and pricing of core services will offer further cost savings without compromising the quality of the services delivered.

Time Efficiency: The reported tardiness of the assessment reports has raised concern among buyers regarding BWI's capacity and ability to scale-up services. Recent improvements in the delivery of assessment reports demonstrate that the programme can deliver its services on time. The plan to decentralize project staff and thereby reduce travel time should result in a greater amount of time that can be dedicated to carrying out core services.

Sustainability

National Foundation: BWI has made significant progress towards the establishment of a national Foundation. Its operation will follow a sound business plan that includes financial projections and additional adjustments to programme services. These will enhance the probability of achieving financial sustainability by 2017.

BWI Staff Concerns: BWI management has given significant attention to input from staff regarding the transition to the national Foundation. Specific concerns over the staff's remuneration package have successfully been addressed; however, additional questions remain regarding the EAs' ability to carry out their job as representatives of an independent national Foundation.

Recommendations

The following recommendations are intended to provide BWI and BW Global with actions that can further strengthen project outcomes and/or be applied to other Better Work country programmes.

- (1) **Streamline the data collection systems and turn-around time:** BW Global should streamline the data collection process. All data reported on the 35 performance indicators should be presented in one data table rather than multiple tables. This will reduce the possibility of transcription errors and increase the integrity and reliability of the data collected. Furthermore, BW Global should ensure the timely access to results so that these can be used for guiding on-going project management decisions.
- (2) **Develop a comprehensive communication and outreach strategy at the global level:** Better Work Global should procure funding to re-establish the global communication specialist position in order to coordinate a comprehensive communication and outreach strategy between the different country programmes. The communication specialist also should strategize with the local and global buyer relations specialists to increase buyer understanding of the BW model and ultimately their participation in the BW programme. BW Global should examine the innovative communication strategies implemented by BWI to raise awareness and engage the different project stakeholders. BWI's effective and efficient use of social media venues represents a good practice that can be applied to communication strategies in other BW country programmes.
- (3) **Actively address EA concerns:** BWI management should make a conscious effort to address the concerns expressed by the enterprise advisors regarding (a) the perceived pressure to compromise the social dialogue process in order to achieve quicker resolution to non-compliance issues; (b) the perception that transition to a national Foundation may result in a decrease in the programme's clout and/or their ability to gain quick access to factories and its workers; and (c) the financial viability of the labour-intensive BW model.
- (4) **Establish time efficiency as a priority:** BWI management should continue to follow-up and report on issues of time efficiency to demonstrate BWI's capacity and ability to scale-up services as well as deliver its services on time. BWI management should continue to build the capacity of EAs to improve their time efficiency and make the necessary programme adjustments that increase their time availability for carrying out core services.
- (5) **Assess the effectiveness of BWI training services:** BWI management should examine the root causes leading to the underutilization of BWI training services and use this information to develop a strategy that will result in an increase in interest and participation in fee-for-service trainings.
- (6) **Move forward with establishment of the national Foundation:** BWI should make a concerted effort to stay on track with its transition to an independent national Foundation. The expert studies and BWI programme cost-recovery ratios demonstrate that the current

operating costs are not sustainable, causing a pressing need to make adjustments to the delivery and pricing of core services.

ACRONYMS

Acronym	Meaning
ACTEMP	ILO Bureau for Employers' Activities
ACTRAV	ILO Bureau for Workers' Activities
API	Indonesian Textile Association
APINDO	Indonesian Employers Association
BWI	Better Work Indonesia
DWCP	ILO's Decent Work Country Programme
EA	Enterprise Advisor
IFC	International Finance Corporation
ILO	International Labour Organisation
ITGLWF	International Textiles Garment and Leather Workers' Federation
IPEC	Programme on the Elimination of the Worst Forms of Child Labour
ITUC	International Trades Union Congress
KSBSI	<i>Konfederasi Serikat Buruh Seluruh Indonesia</i> /The Indonesian Prosperity Trade Union Confederation
KSPI	<i>Konfederasi Serikat Pekerja Indonesia</i> /The Indonesian Trade Union Confederation
KSPSI	<i>Konfederasi Serikat Pekerja Seluruh Indonesia</i> /All Indonesian Workers Union Confederation
LFA	Logical Framework Approach
LKSB	Lembaga Kerja Sama Bipartite/Workplace Bipartite Cooperation Body
M&E	Monitoring and Evaluation
MoM	Ministry of Manpower of the Republic of Indonesia
MOU	Memorandum of Understanding
NGO	Non-Government Organization

Acronym	Meaning
OSH	Occupational Safety and Health
PAC	Project Advisory Committee
PICC	Performance Improvement Consultative Committee
PMP	Performance Monitoring Plan
RBM	Results-based Management
SPN	<i>Serikat Pekerja Nasional</i> /National Industrial Workers Union
STAR	Supply Chain Tracking Remediation Tool
TOR	Terms of Reference
UN	United Nations

I. PROJECT DESCRIPTION AND BACKGROUND

Better Work (BW) is a global partnership programme between the International Labour Organization (ILO) and the International Finance Corporation (IFC) that aims to improve labour standards compliance as well as the competitiveness of enterprises that are linked to global supply chains. The Better Work strategy is based on the premise that by enhancing compliance with international labour standards and national labour laws, enterprises will be in a better position to meet the social compliance demands of global buyers, improve conditions for workers, and increase productivity and product quality.

Better Work Indonesia (BWI) is part of the Better Work Global Programme and one of eight country projects. It was launched in 2011 at the request of the tripartite partners (government, unions, employers) in order to support the sustainable growth of the garment sector in Indonesia. BWI aims to improve compliance with labour standards in the garment industry and enhance the competitive position of the Indonesian garment sector in the global supply chain.

At the heart of BWI's strategy are independent enterprise assessments and enterprise advisory and training services. The assessments are intended to identify areas in which enterprises are not complying with international labour standards or national labour laws, while the advisory and training services are designed to help enterprises become compliant. Factories are able to share assessment and remediation information with buyers through a specially designed online information management system known as STAR (Supply Chain Tracking and Remediation). Through BWI's programme strategy, buyers and enterprises can reduce their need for third-party assessors and redirect their resources towards identifying problems and generating sustainable solutions.

BWI is being implemented in two phases over a five-year period (2011-2015). The first phase took place from August 2011 to June 2012 and focused on (a) adapting the Better Work programme model to the Indonesian context, (b) training programme staff, and (c) piloting programme tools and services in 30 garment enterprises in the Greater Jakarta area. The second phase began in July 2012 and will extend to December 2015, with a goal of providing BWI services to 50-60% of large apparel enterprises in the Greater Jakarta area as well as the Central Java and West Java regions.

BWI intends to achieve important outcomes for enterprises, workers, national government, and international buyers. These results are summarized below in Table 1.

Table 1: Anticipated Outcomes by Sector

Sector	Anticipated Outcomes
Enterprises	<ul style="list-style-type: none">• Increased market access through demonstration of labour standards compliance to international buyers• Enhanced reputation• Reduced worker turnover• Fewer social audits• Reduced audit burden• Improved productivity and competitiveness
Workers	<ul style="list-style-type: none">• Better protection of worker rights• Improved working and living conditions• Increased opportunities for decent employment
Government	<ul style="list-style-type: none">• Export growth through increased market access

Sector	Anticipated Outcomes
	<ul style="list-style-type: none">• Increased employment• More competitive industry• Business-enabling environment reforms• Improved capacity in labour administration• Recognition for promoting decent work
International Buyers	<ul style="list-style-type: none">• Reduced audit burden and a secure, ethical source of supply• Enhanced reputation amongst consumers• Demonstrated contribution to better working conditions

Source: BWI Final Project Document, Phase II

According to the BWI Project Document, the project intends to use a comprehensive monitoring and evaluation framework to rigorously measure the anticipated outcomes. Monitoring and evaluation is discussed in more detail in Section 3.2.2.

II. EVALUATION PURPOSE AND METHODOLOGY

2.1 PURPOSE

The overall purpose of the BWI mid-term evaluation is to provide the Better Work Indonesia project management, Better Work Global programme officials, project donors and other key stakeholders with an independent assessment of the project's experience and performance. This includes BWI's progress towards achieving its objectives; the strengths and weaknesses of the project's approach, implementation, and monitoring system; and the effectiveness of stakeholder engagement in light of the programme's transition towards becoming an independent entity. Within this context, BWI and the Better Work Global programme developed a specific set of questions to guide the evaluation process according to the following standard evaluation categories: (1) relevance and validity of the project design; (2) project progress and effectiveness; (3) efficiency of resource use; and (4) sustainability of the project's interventions. The specific evaluation questions appear in the Terms of Reference (TOR) in Annex A.

2.3 METHODOLOGY

The methodology utilized for data collection was primarily qualitative in nature. Quantitative data were drawn from project documents and reports, to the extent available, and incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated for many of the evaluation questions in order to bolster the credibility and validity of the results. A set protocol was followed for each person interviewed, with adjustments made for each person's level of involvement or specific role in project activities.

Evaluator: An external evaluator with a background in labour, education and public health conducted the mid-term evaluation. The evaluator had previous experience conducting evaluations of Better Work programmes in Vietnam and Cambodia, as well as international development projects focusing on a wide range of labour issues. The external evaluator was responsible for developing the methodology in consultation with the Better Work Global evaluation manager.

Evaluation Schedule: The evaluation was conducted between October 13 and December 1, 2014. Prior to its initiation, the evaluator reviewed project documents, developed data collection instruments and arranged for the fieldwork interviews. Fieldwork was conducted in Indonesia from Oct. 22-31. This culminated in a briefing of the preliminary findings to BWI project staff. The bulk of the data analysis and writing of the report occurred from November 3-25. The complete schedule of evaluation activities appears in the TOR (Annex A).

Data Collection and Analysis: Data for the evaluation were collected through project and other related documents, field visits, and stakeholder interviews. These data were then organized into a matrix for final analysis.

- *Document Review:* Prior to arriving in Indonesia, the evaluator reviewed and referenced the Project Document (ProDoc) as well as several additional project-related documents. These included three of the most recent technical progress reports (TPRs), four Compliance Synthesis Reports, and the project logframe and performance monitoring plan (PMP). Information contained in these documents was verified during the fieldwork.

Additional supporting materials included the most recent monthly reports and progress reports on the sustainability strategy. (See Annex B for a complete list of documents.)

- *Data Collection Tools:* A master list of key evaluation questions contained within the Terms of Reference (Annex A) served as the basis for the data collection tools, including the interview guides used with the diverse stakeholder groups. Stakeholders were assigned an interview guide that was appropriately adapted to their level of involvement or background knowledge. The general interview questions for each stakeholder group can be found in Annex C.
- *Key Informant Interviews:* The evaluator used a purposeful, non-random sampling methodology to select the interviewees. In total, 58 stakeholders—including BWI staff; individual workers and unions; industry associations; factory management; buyer representatives; and other key actors participating, supporting and advising BWI—were interviewed individually, in small groups or by telephone. Table 2 summarizes the stakeholders interviewed, the interviewing methodology, the sample size, and characteristics of the sample. A complete list of persons interviewed can be found in Annex D.

Table 2: Stakeholders Interviewed – BWI Mid-term Evaluation

Stakeholder Group	Method of Interview (Individual, Group, Phone)	Sample Size	Characteristics
BWI Management	Individual and Group	5	Chief Technical Advisor, National Programme Manager, and Senior Enterprise Advisors
BWI Enterprise Advisors	Individual and Group	8	Enterprise Advisors in the Greater Jakarta area
BWI Specialists	Individual and Group	3	Buyer Relations, Knowledge Management, and Training Officer
Better Work Global Programme Staff	Phone	4	Programme Officers
ILO – Jakarta, Indonesia Staff	Individual	3	Director and Programme Officers
Industry Association Representatives	Individual and Group	4	Indonesian Textile Association (API) and the Indonesian Employers Association (APINDO)
Government Representatives (Ministry of Manpower)	Individual	4	Ministry of Manpower's Labour Inspectorate, Industrial Relations, and International Cooperation divisions or units
Union Representatives (Confederations and Federation)	Group	7	KSPSI Reconciliation Confederation, KSPSI Congress Jakarta Confederation, KSBSI Confederation, and SPN Federation
Factory Management	Individual and Group	6	Factory managers and human resource managers
Factory Workers	Individual and Group	10	Workers and bipartite committee members
Buyer Representatives	Individual and Phone	4	Local representatives of three different international buyers
TOTAL INTERVIEWS		58	

- *Observations:* The evaluator participated in three factory tours that provided an opportunity for factory management to highlight improvements or changes made as a result of BWI assessment and/or advisory services. In addition, the visits allowed for a better understanding of BWI's core services, and the results of those services. During one tour the evaluator observed BWI staff facilitating a bipartite committee meeting in which they discussed progress made on the performance improvement plan.
- *Briefing:* Following the completion of the fieldwork, the evaluator conducted a briefing meeting with BWI project staff in Jakarta to present preliminary findings and to solicit feedback.
- *Limitations:* The evaluator did not speak Bahasa Indonesia, which created a barrier to communication with some stakeholders interviewed. For these individuals, the evaluator relied on an interpreter for the accuracy and integrity of the evaluation questions and respondent answers. Stakeholder responses were triangulated to the extent possible in order to strengthen the accuracy and reliability of the interview data.

Prolonged travel time limited the evaluator's ability to visit more factories in the Greater Jakarta area. In addition, the allotted number of fieldwork days did not permit travel to BWI's Central Java and West Java regions.

III. FINDINGS

The following findings are based on a review of key project documents and interviews conducted during the fieldwork phase. The findings address the key questions listed in the TOR, and are presented according to the following evaluation categories: relevance and strategic fit, validity of the project design, project progress and effectiveness, efficiency of resource use, and project sustainability.

3.1 RELEVANCE AND STRATEGIC FIT

This section examines the extent to which the project's immediate objectives are consistent with the needs and expectations of key stakeholders, and if any internal or external circumstances have required a readjustment of the project strategies and logframe. This section also includes a broader assessment of BWI's alignment with ILO's Decent Work Country Programme 2012-2015 objectives.

3.1.1 Overview of Key Stakeholders

Better Work Indonesia works in coordination with a range of stakeholders including the Indonesian government, trade unions, employer groups, apparel factories, and international buyers. Key project stakeholders include members of the Project Advisory Committee (PAC), composed of government, employer and trade union representatives. The PAC members provide strategic guidance, advice and support for BWI interventions at the enterprise level. Table 3 provides an overview of the key stakeholders and their roles and responsibilities within the BWI project framework.

Table 3: Roles and Responsibilities of Key Project Stakeholders

Stakeholders	Roles and Responsibilities
MoM	MoM (Ministry of Manpower) is represented on the PAC by three officials from the Industrial Relations and Labour Inspectorate divisions. They provide BWI with information and guidance on the Government of Indonesia's labour policies and initiatives.
APINDO and API	API (Indonesian Textile Association) and the umbrella employer organization APINDO (Indonesian Employers' Association) are both represented on the PAC by their Chairman and Deputy Secretary General, respectively. They represent business interests in the garment and textile sector as they relate to industrial relations and business development.
KSPSI Reconciliation Confederation, KSPSI Congress Jakarta Confederation, KSBSI Confederation, and SPN Federation	KSPSI Reconciliation, KSPSI Congress Jakarta and KSBSI Confederation, along with the independent SPN Federation form a taskforce to facilitate interaction with BWI. Their respective chairpersons are members of the PAC, and in this capacity they provide BWI with information and advice on workers and labour rights issues as they relate to the garment and textile sectors. They also are responsible for channelling information on BWI activities and results to their respective union affiliates.
Participating Factories	As of late October 2014, BWI had 100 factories participating in its programme. Factories do not have direct representation on the PAC; however, APINDO and API represent their interests. After joining BWI, factories are responsible for enabling access to workers, supervisors, managers, files and documents such that BWI enterprise

Stakeholders	Roles and Responsibilities
	advisors (EA) can conduct the assessments. The factories also are responsible for establishing the workplace bipartite committees (LKSB) and implementing the improvement plans.
International Buyers/Brands	The international buyers are considered to be a very important stakeholder because they are the instrumental in securing factory assessments and subsequent workplace improvements. BWI's Buyer Relations Consultant has regular contact with international buyers based in Indonesia, and the BW Global Buyer Relations Specialist has regular contact at both the regional and international levels. Annual international and regional buyers' forums provide another mechanism for interaction with buyers, as well as periodic forums for their local representatives.

3.1.2 Relevance for Government Stakeholders

The evaluator met with four officials from the Ministry of Manpower's (MoM) Labour Inspectorate division, Industrial Relations division, and International Cooperation unit to discuss whether BWI was meeting their needs and fulfilling their expectations. These interviews revealed a range of expectations and perceptions that are described below.

Labour Inspectorate: Officials from the MoM Labour Inspectorate division described the evolution of the current working relationship with BWI, from initial hesitancy to their current support of the programme. This hesitancy stemmed from a misunderstanding of BWI's intentions, with specific concern over whether the programme intended to replace the labour inspectorate functions. Officials now understand that BWI and the Labour Inspectorate share the same goals with respect to labour compliance, and lend their support, guidance and cooperation to the project's assessment and advisory services. Still, officials expressed some disappointment at the lack of depth of BWI assessments, describing them as "superficial" in comparison to those conducted by the Labour Inspectorate. They also expressed some concern over BWI's limited coverage of the garment industry (approximately 10% of export garment factories) and the slow rate of obtaining improvements through the advisory services. Officials had higher expectations of buyer participation and buyer influence in ensuring enterprise improvements, and therefore questioned the overall impact of the Better Work programme.

Industrial Relations: The MoM Industrial Relations division offered a different perspective. Officials generally were pleased with BWI's application of social dialogue as a mechanism to achieve sustainable factory improvements, and recognized the time required for this process. At the same time, however, they pointed out the need to effectively correct problems that hamper productivity. Officials commented that they expect BWI to share ongoing good practices in the application of the social dialogue mechanism, as well as provide more research updates on the outcomes of applying the Better Work model.

International Cooperation: An official from the International Cooperation unit expressed the MoM's confidence with BWI's efforts to align its services with the strategic goals of the Indonesian government. As stated by the official, *"BWI hears what we say; they hear what we need. This is not the case for other international projects that tell us what we need and who we must work with. We don't want those types of projects"*.

3.1.3 Relevance for Employer Organizations

The evaluator interviewed four representatives of the employer organization API (Indonesian Textile Association) and its umbrella organization APINDO (Indonesian Employers' Association). Two of these representatives are members of BWI's Project Advisory Committee. The employer stakeholders expressed both fulfilment and some dissatisfaction with BWI, stating that the project addressed a very serious need to strengthen industrial relations and improve social dialogue between management and workers, but fell short in the areas of buyer support, programme coverage, and some aspects of their core services.

Buyer support and programme coverage: Employer stakeholders expected more buyer support for the programme through buyers mandating the factories to use BWI as their sole assessment service. This has not been the case, however. Employers commented on the relatively small number of buyers exclusively requiring BWI services, citing an estimated 3-10% of export garment factories in Indonesia currently receiving project services. This is leading employers to believe that BWI is not having the expected impact: *"BWI needs to have a much more aggressive and convincing marketing strategy. They need to increase the 'Better Work' brand recognition and convince buyers of the benefit of using their services"*.

Core services: Employer organization representatives commented on the need for BWI to tailor its compliance assessment tool to the specific requirements of each individual buyer, as this would preclude the need for multiple audits. As stated by one representative, *"BWI cannot apply the same tool for all of the buyers. Each buyer has their own requirements and there will always be a need for additional assessments if BWI does not have the flexibility to tailor its tool. The cost savings from one single audit was a key marketing point"*. Regarding advisory services, employer representatives stated that improvement efforts should focus on increasing productivity and improving product quality. There currently is little motivation for factories to obtain advisory services, however, as their purpose is not well defined.

3.1.4 Relevance for Trade Unions

The evaluator conducted a group interview with representatives from seven different trade union federations and confederations. These representatives stated that they had greater expectations for BWI's **capacity-building** efforts. They expressed a need for BWI to support direct training to factory-level unions on basic labour laws, collective bargaining and negotiation skills. They also expressed a need for BWI to coordinate with the unions at the plant level so that they are informed of the activities being carried out by BWI. Several union representatives remarked that there is a need to **clarify the results** of the BWI Synthesis Reports. The widespread interpretation of the Synthesis Reports is that there has been little improvement in working conditions as a result of receiving BWI services.

3.1.5 Relevance for Factory Managers

Interviews were conducted with six managers from three different garment factories. Some stated that the BWI assessments had allowed them to consolidate third-party audits. One manager stated that there had been as many as 4-5 third-party auditors prior to BWI; with BWI, this number had dropped to 2-3, as some buyers still insisted on conducting their own internal audits. There were some concerns regarding the accuracy and consistency of the assessment findings. These concerns will be discussed further in Section 3.3. With respect to the advisory services, one manager demonstrated a good understanding of the social dialogue process promoted by BWI to achieve sustainable workplace improvements. He stated that

there had been far fewer labour issues since BWI started providing services to the factory. All of the factory managers agreed that BWI should improve their marketing strategy with buyers, and highlighted the added value of the advisory services.

3.1.6 Relevance for Buyers

Four local representatives of three international buyers were interviewed. These buyers sourced to over 20 factories receiving BWI services. The representatives stated that the BWI assessment services met their expectations in general, but the advisory process raised concerns. They understood the social dialogue process but were worried about the length of time needed to remediate the non-compliance issues noted in the assessment report. One buyer representative shared factory progress (advisory) reports with the evaluator that spanned a period of 1.5 years, and showed few improvements. In some cases the situation had worsened. The buyer felt that it took far too long to resolve non-compliance issues, and placed the responsibility for developing feasible solutions squarely on the BWI enterprise advisors.

3.1.7 BWI's Alignment with DWCP Objectives

The ILO's current priorities for Indonesia are laid out in the *Decent Work Country Programme (DWCP) 2012 – 2015*.¹ This document takes into account the priorities of Indonesia's Government, the ILO's mandate, and the views of its tripartite constituents. The three priorities areas are as follows:

- 1) Employment creation for inclusive and sustainable growth;
- 2) Sound industrial relations in the context of effective employment governance; and
- 3) Social protection for all.

Each priority area has corresponding outcomes, indicators and targets. BWI has been identified as contributing primarily to the third outcome under DWCP 2012-2015 Priority Area 2. This outcome, the corresponding indicators, and BWI's contributions are outlined in Table 4.

Table 4: BWI's contribution to Indonesia's DWCP 2012-2015 Priority Area 2, Outcome 3

Outcome 3	Indicators	BWI's Contributions to Outcome 3
Strengthened institutional capacity of employers' and workers' organizations to contribute to sound industrial relations according to their respective mandates and responsibilities.	<ul style="list-style-type: none"> • Number of new or upgraded technical services that employers' and workers' organizations conduct to their members using ILO knowledge products or ILO training contents • Number of new or improved Bipartite Cooperation Institutions (LKSB) at the enterprise level • Number of Collective Labour Agreements at enterprise 	<ul style="list-style-type: none"> • BWI supports training of trainers for trade union officials to implement worker education training. • BWI provides training to factory management, workers and unions on the role and function of the factory bipartite committees (LKSB). • BWI organizes annual international and regional buyers' forums and periodic forums for local buyer representatives, with the aim of discussing BWI programme

¹ ILO, *Indonesia Decent Work Country Programme 2012 – 2015*, Geneva, 2011.

Outcome 3	Indicators	BWI's Contributions to Outcome 3
	level with facilitation training by ILO of workers and employers <ul style="list-style-type: none"> • Number of new or improved enterprise-level bipartite grievance mechanisms to prevent and settle disputes effectively 	strategy, policy issues and labour standards challenges in the global supply chain. <ul style="list-style-type: none"> • BWI pilots social media platforms as a way to provide information to workers and facilitate the process of filing a grievance.

3.2 VALIDITY OF PROJECT DESIGN

This section addresses the validity of the project design, beginning with an assessment of its internal logical consistency between the outputs, outcomes, and overall project objective or goal. This section also reviews and discusses the project's monitoring and evaluation (M&E) system, including the appropriateness and effectiveness of the indicators. The achievement of BWI's indicator targets is discussed in Section 3.3, Project Progress and Effectiveness.

3.2.1 Project Design's Internal and Logical Consistency

All Better Work country programmes are moving towards the consistent use of a results-based management (RBM) approach for the development of each country's project strategy; this also supports the broader RBM of the Decent Work Country Programmes. In a results-based management approach, an organization or project "must manage and measure its performance against the real-world outcomes to which it intends to contribute."² The logical integrity of BWI's project design is tested in this section using ILO's RBM. The analysis begins with an overview of the RBM and is followed by an analysis of the design's logic in achieving the desired results.

The RBM is based largely on the Logical Framework Approach (LFA), which requires programmers to develop a logical sequence of cause-and-effect events that include the goal, purpose, outputs and inputs.³ The ILO's RBM approach uses the same cause-and-effect logic to organize the goal or development objective, outcomes, outputs, and indicators. ILO refers to the goal as the development objective, or the highest aspiration toward which the project's immediate objectives contribute, but do not necessarily attain. The immediate objectives are the outcomes or results (policies, knowledge, skills, behaviours or practices) that the managers are expected to accomplish. The immediate objectives should make a significant contribution to the project's development objective. The outputs, on the other hand, are the specific products, services, or systems that achieve the outcomes or intermediate objectives,

² ILO, Bureau of Programming and Management website, [<http://www.ilo.org/public/english/bureau/program/>], accessed 5 Nov. 2014.

³ USAID, *Technical Note*, "The Logical Framework", Number 2, Version 1, December 2012, [[http://usaidlearninglab.org/sites/default/files/resource/files/2012_12%20Logical%20Framework%20Technical%20Note_final%20\(2\).pdf](http://usaidlearninglab.org/sites/default/files/resource/files/2012_12%20Logical%20Framework%20Technical%20Note_final%20(2).pdf)].

and are achieved by implementing the project activities.⁴ A key component of both the LFA and the RBM approaches is the identification of assumptions or risks that may influence the project's success or failure.

A project's logical framework (Annex E) depicts the cause-and-effect relationship of the activities, outputs, outcomes and intended impact. Table 5 provides an analysis of the project's logical integrity by assessing the development objective, immediate objectives (outcomes), and outputs against the criteria described in the ILO's RBM approach.⁵

Table 5: Logical Integrity of the Better Work Indonesia Project Design

Development Objective	Analysis
To contribute to improving working conditions and productivity in targeted sectors, with increased compliance with international and national labour standards and strengthened competitiveness of enterprises in the global supply chain.	The development objective is written as a double goal. It aims to improve working conditions and productivity by increasing compliance. Improved working conditions and productivity is one goal of the project, and increased compliance is another. While it meets the RBM criteria of addressing a condition that negatively affects the target population, it should be rewritten to address one condition at a time. The most appropriate would be "improved working conditions", since this fits with the ILO DWCP agenda for Indonesia.
Outcomes	Analysis
Outcome 1: Improved labour standard compliance in the targeted sector in accordance with international core labour standards and national labour law.	According to the RBM criteria, outcomes should describe the intended changes in policies, knowledge, skills, behaviour or practices that contribute to the development objective. Outcome 1 meets the RBM criteria since improved labour standard compliance is a result of measurable changes in any one or more of these factors, all of which are assumed to contribute towards improved working conditions.
Outcome 2: Established sustainable accesses by Better Work Indonesia stakeholders to Better Work tools and approaches, adapted to the Indonesian context.	This outcome falls short of meeting the RBM criteria for outcomes. Access to BW tools and approaches does not ensure their use by stakeholders, the latter of which would be required in order to contribute toward achieving the development objective. Emphasis on the use of the tools and approaches would highlight the role of labour compliance in sustaining improved working conditions.
Outcome 3: Lessons learnt and knowledge about labour standard compliance and competitiveness in global supply chain are held in government policy discussions and contribute to international policy debates.	This outcome meets the RBM criteria to the extent that it aims to change practices through government policy discussions and debates that involve the sharing of knowledge and experience; however, it is not clear to what extent these discussions and debates contribute toward sustaining improved working conditions.

⁴ International Labour Office, *Applying Results-based Management in the ILO: A Guidebook, Version 2*, Geneva, 2011. [<http://www.ilo.org/public/english/bureau/program/dwcp/download/rbm2.pdf>].

⁵ International Labour Office, *Applying Results-based Management in the ILO: A Guidebook, Version 2*, Geneva, 2011. [<http://www.ilo.org/public/english/bureau/program/dwcp/download/rbm2.pdf>].

Outputs linked to Outcome 1	Analysis
<p>Output 1.1. Enterprise assessment methodology and tools adapted and tested.</p> <p>Output 1.2. Enterprise assessment services socialized and implemented.</p> <p>Outputs 1.3. Advisory and training services to support remediation are provided.</p> <p>Output 1.4. Bipartite cooperation institutions are established and performing in participating enterprises on a regular basis, as required.</p>	<p>These four outputs meet the RBM criteria for outputs. They are written as products and have causal links to the outcome. The assessment tools, assessment services, advisory and training services, and establishment of bipartite cooperation institutions (i.e. bipartite committees) are directly linked to improved labour compliance.</p>
Outputs linked to Outcome 2	Analysis
<p>Output 2.1. Cooperation framework for institutional cooperation is established.</p> <p>Output 2.2. Governance and consultative structure for BWI are in place and functioning.</p> <p>Output 2.3. Capacity of tripartite constituents to support the programme is enhanced.</p> <p>Output 2.4. STAR information system becomes operational in Indonesia.</p> <p>Output 2.5. Communication and marketing strategy is designed and implemented.</p> <p>Output 2.6. BWI financial model in place and operational.</p>	<p>Outputs 2.1, 2.2 and 2.4 meet the RBM criteria for outputs. They are written as products or services and contribute toward the outcome. Outputs 2.4, 2.5 and 2.6 would have a stronger causal relationship if Outcome 2 were rewritten to emphasize the use of the BW tools and approaches, and not just access to them. Output 2.3 does not fully meet the RBM criteria. The enhancement of capacity suggests a change in behaviour or practice rather than a product or service. Enhanced capacity of tripartite constituents would be more appropriately incorporated into the phrasing of the outcome or as an indicator. The output could include the mechanism established to bring about the improvement in capacity (i.e. training).</p>
Outputs linked to Outcome 3	Analysis
<p>Output 3.1. Assess the need of reviewing legal and policy framework to address gaps identified through enterprise assessments.</p> <p>Output 3.2. Monitoring and evaluation tools are adapted and implemented, as a means toward tracking and documenting lessons learnt.</p> <p>Output 3.3. Knowledge-sharing system in place and lessons learnt and experience acquired from BWI disseminated.</p>	<p>Outputs 3.1 and 3.2 do not meet the RBM criteria. Output 3.1 describes an activity rather than an output, which is a concrete product or service. A more appropriate output would be the assessment report, which is a product of the activity. Output 3.2, adapting and implementing M&E tools, focuses on a practice and would be more appropriately incorporated into the phrasing of the outcome or as an indicator. Output 3.3 meets the RBM criteria for an output, since the development of a knowledge-sharing system is a concrete product and contributes directly towards the corresponding outcome.</p>

3.2.2 Data Collection Systems

The BWI project collects and reports data using two distinct systems. One system measures the project's intended outcomes (Performance Reporting) while the other system measures the project's impact on a broader scale (Impact Assessment).

Performance Reporting: To measure the intended outcomes, each Better Work country programme collects data according to the indicators established in the project's logical framework. These logframe indicators are compiled in a performance monitoring plan that is used for donor reporting. In addition, BW collects data on a set of 35 M&E indicators, which are used for internal performance reporting. These 35 indicators are applied globally to all eight BW country programmes whereas the performance monitoring plans (PMP) are distinct from one country to another according to their specific logframes. The 35 internal indicators and the logframe indicators are overlapping to a certain extent.

BWI management representatives described the current data collection systems as “cumbersome” and “unreliable” due to multiple Excel spreadsheets, Word files and Access databases containing discordant results for the same performance indicator. The evaluator compared the M&E and PMP data tables and found discrepancies for three reported results through the end of 2013.

Impact Assessment: BWI is implementing a large impact assessment as part of a broader five-year strategy of BW Global. The assessment, designed and administered jointly by Tufts University and the University of Indonesia, is based on manager and worker surveys. It aims to rigorously measure the longer-term impact of BWI on working conditions, worker well-being and enterprise performance. According to BWI management staff, the lead researcher from the University of Indonesia has integrated the collection and analysis of the data as part of her on-going research with doctoral students. National presentations of early findings have helped generate interest and ownership by the Indonesian government, and they have served as a reference for policy decisions.

The impact assessment’s results to date are publicly available on BWI’s website. These results are updated once per year. Still, factory managers, employer representatives and union officials all expressed a desire for more concrete results regarding the programme’s impact on working conditions and productivity. In response, a Better Work Global representative stated, *“Expectations are building up, but we are not at the stage of analyzing the data and attributing change to Better Work. We can report on trends, but the impact assessment will not be completed until the end of 2015”*.

3.2.3 Relevance of Logframe Indicators

The validity and relevance of the performance indicators typically determine the utility of a corresponding logical framework with its clearly defined development objective and outcomes. In order to establish effective indicators and ensure the collection of useful data, outcomes must be clearly articulated. The functionality of the data is therefore linked to the integrity of the selected indicators, and can be assessed according to five useful standards: validity, reliability, timeliness, precision and integrity.⁶ The evaluator reviewed BWI’s logical framework (see Annex E) and used the data quality standards to examine data collected for the three outcome indicators. The following was noted:

- 1) The **validity** of the data could be confirmed, as the indicators were clearly linked to the achievement of each corresponding outcome. Hence, there was no evidence to support any adjustments to the Results Framework or modification of current indicators.
- 2) The **reliability** of the data could not be confirmed, as the evaluator was not able to gather sufficient evidence to validate the consistency of the data or its collection process.

⁶ USAID, *Performance Monitoring and Evaluation TIPS*, “Conducting Data Quality Assessments”, Number 18, First Edition, 2010, [http://pdf.usaid.gov/pdf_docs/pnadw118.pdf].

- 3) The **timeliness** of the data reported for each indicator in the M&E and PMP data tables is questionable. At the time of the mid-term evaluation, BWI only had ready access to results through the end of 2013). This may have impeded the efficient use of the results for guiding ongoing project management decisions.
- 4) The degree of detail observed in the M&E and PMP tables confirmed an adequate level of **precision**, in accordance with the performance management requirements of the current M&E plan. The data collected on the seven key performance indicators also demonstrated the same level of precision and relevance with regard to their potential application to management-level decision-making.
- 5) The **integrity** of the data may have been compromised as evidenced by some discrepancies in the reported results and targets in the respective data tables. These inconsistencies were likely due to data transcription errors, suggesting the need for a more dependable chain of custody.

According to a Better Work global representative, BW intends to assess the relevance of existing indicators and integrate a greater number of outcome-oriented indicators. Furthermore, BW plans to eliminate the duplicity between the M&E and PMP data tables such that all information is entered into one table.

3.3 PROGRESS AND EFFECTIVENESS

This section examines progress made by the project towards achieving the stated objectives and indicator targets. In addition, it discusses the effectiveness of: (a) BWI core services, (b) mainstreaming of gender equality in project outputs and processes, (c) project capacity-building efforts with tripartite stakeholders, and (d) project communication.

3.3.1 Achievement of Targets

Table 6 shows BWI's key performance indicators and progress made by the project towards achieving the targets from January 2011 to June 2014. The table includes both indicator targets and actual results by category for each six-month reporting period.

Table 6: BWI Key Performance Indicators and Targets 2011-2014

Performance Indicators	Target 2011	Reporting Period		Target 2012	Reporting Period		Target 2013	Reporting Period		Target 2014	Reporting Period
		Jan-Jun 2011	July-Dec 2011		Jan-Jun 2012	July-Dec 2012		Jan-Jun 2013	July-Dec 2013		Jan-Jun 2014
Total registered factories	30	25	29	100	68	71	150	75	77	120	93
Total number of workers	45,000	48,707	71,123	150,000	131,568	143,813	150,000	135,405	139,016	150,000	172,039
% of workers in Better Work factories over total workers in the sector	9	10	14	30	22	45	30	30	30	30	35
Percentage of factories revisited that have improved compliance over the last visit	N/A	N/A	N/A	N/A	N/A	37%	90%	41%	60%	100	48
Total programme revenue	N/A	N/A	\$4,500	\$280,000	\$28,500	\$92,300	\$500,000	\$53,156	\$192,000	\$280,000	\$103,359

Performance Indicators	Target 2011	Reporting Period		Target 2012	Reporting Period		Target 2013	Reporting Period		Target 2014	Reporting Period
		Jan-Jun 2011	July-Dec 2011		Jan-Jun 2012	July-Dec 2012		Jan-Jun 2013	July-Dec 2013		Jan-Jun 2014
Percentage of cost recovery	N/A	N/A	24%	20%	3.26%	6%	42%	N/A	9.60%	14	N/A
Per worker cost	\$50	\$33	\$33	\$50	\$34	\$10.47	\$10	\$6.28	\$6.95	\$13.00	\$1.89

Source: Better Work Country Programme Monitoring and Evaluation, Key Performance Indicators, June 2014

Discussion: In 2011, the BWI project achieved 2 of its 3 stated targets, only reporting a shortcoming in the category of “Per worker cost.” In 2012, the project achieved 2 of its 6 stated targets, falling short in the categories of “Total registered factories”, “Total number of workers”, “Total programme revenue”, and “Percentage of cost recovery”. In 2013, the project achieved 2 of the 7 stated targets, falling short in the categories of “Total registered factories”, “Total number of workers”, “Percentage of factories revisited that have improved compliance over the last visit”, “Total programme revenue”, and “Percentage of cost recovery”. As of June 2014, the project had met 3 of its 7 stated targets. Taken as a whole, the project successfully met and exceeded its target for “per worker cost” for each year of implementation, achieving economies of scale. Likewise, it met or exceeded the stated target values in all years for “percentage of workers in Better Work factories over total workers in the sector”, indicating a significant number of garment workers that benefited from the programme. A more detailed discussion of these trends by category follows:

- *Total Number of Registered Factories:* The project came very close to achieving its target value in 2011, but fell short in 2012 and, to a greater extent, 2013. It is worth noting, however, that the target value increased by 50% between 2012 and 2013 in anticipation of a projected expansion. Subsequent funding constraints negatively impacted expansion plans, resulting in a 20% decrease in the target value from 2013 to 2014. Still, healthy growth is evident from 2011 to mid-2014 when the project more than tripled the total number of registered factories. According to BWI management, by October 2014 the project had registered 100 factories – representing 83% of its target for the year – and anticipated reaching the 2014 target of 120 factories by the end of the year or shortly thereafter.
- *Total Number of Workers:* BWI has achieved significant success with regard to meeting target values for total number of workers in all years of the project: in 2011 the target value was exceeded by 58%; when the target value was more than tripled for 2012 and 2013, the project still achieved 96% and 93% of the target value for those two years, respectively. As of mid-2014, the project already had exceeded the target value of 150,000 by nearly 15%.
- *Percentage of Factories with Improved Compliance:* Starting in 2013, the project established a high target value of 90% for “Percentage of factories revisited that have improved compliance over the last visit”, but fell short by 33%. Interviews with stakeholders highlighted the lengthy and sometimes delayed process of remediating non-compliance issues. According to BWI Enterprise Advisors, establishing a functioning bipartite committee to work together on an improvement plan requires time. Interestingly, however, in 2014 the target value was increased to 100%; as of mid-2014 the project was on track to achieve this target, suggesting a change in the remediation process of some sort. The EAs stated that they were feeling pressured by factory managers to offer “quick solutions” to improve factory compliance rates, rather than building the capacity of factory managers and workers to drive this change process. Results for the second

reporting period of 2014 will be needed in order to determine the extent to which the target value is actually reached, and correspondingly, factors that can account for either the project's success in this category or its shortcomings.

- *Total programme revenue:* The targets for total programme revenue appear to be greatly overestimated for 2012 and 2013, leading to a downward adjustment in 2014. In 2012, the target was \$280,000, yet the project only generated \$120,800 for the year. This represents a shortfall of nearly 57%. In 2013, the total programme revenue target was \$500,000, yet the project only generated \$245,156. This represents a deficit of 51%. In 2014, however, the total programme revenue at the mid-year point was reported to be \$103,359, or 37% of the target value. This showed a considerable improvement over the previous two years.
- *Percentage of cost recovery:* The total programme revenue is a determinant of the percentage of cost recovery. In 2012, the percentage of cost recovery target was 20%, yet the project only recovered 6% of its expenses, representing a target deficit of 70%. In 2013, the percentage of cost recovery target was 42%, yet the project only recovered 9.6% of its expenses, representing a target deficit of 77%.

3.3.2 Effectiveness of BWI Assessment Services

Better Work Indonesia carries out factory assessments to monitor compliance with international core labour standards and national labour law. A team of two enterprise advisors (EAs) carry out the unannounced assessment over a two-day period. The EAs use the Better Work compliance assessment tool (CAT) that has been adapted to the Indonesian context. The collected data is organized into eight areas, or clusters. Four of the clusters are based on core international labour standards (child labour, forced labour, discrimination, and freedom of association and collective bargaining), and four are based on national labour law (wages, working hours, contracts, and occupational safety and health). These eight clusters are further divided into 38 specific compliance points. Better Work calculates a factory's non-compliance rate as a percentage based on the number of compliance points for which the factory is in violation at a given time, divided by the total number of compliance points within a cluster. A compliance report is generated and discussed with the enterprise based on the results of the assessment. The enterprise is then given seven days to respond to the report, after which time the report is finalized and sent to the corresponding buyers.

Perceptions of the effectiveness of assessment services: Interviews with six enterprise managers in three factories indicated that BWI assessments are thorough and detailed. They did not always agree with the findings or the scoring methodology, however, pointing out that a compliance point is lost if even one question is found in non-compliance. Several managers mentioned the inflexibility of the EAs in situations where there might be more than one interpretation of the findings. Four factory managers and representatives of employer groups perceived a bias in the assessment process, with outcomes tending to favour the workers. Another factory manager felt that findings among the different EAs were inconsistent, suggesting subjectivity in the interpretation of results. Two buyer representatives also mentioned the strictness of the assessment findings and a possible bias toward labour.

In response, several EAs interviewed stated that there is very little room for subjectivity when the evaluation involves compliance versus non-compliance. They agreed that the assessment is strict, but necessarily so in order to ensure the integrity of the assessment process.

3.3.3 Effectiveness of BWI Advisory Services

The compliance assessment process provides information to BWI's advisory services. This is then used to help enterprises identify and implement improvements and resolve issues of non-compliance. The process begins with the assignment of an enterprise advisor (EA) who is different than the person who conducted the assessment. This advisor works directly with the factory and implements a series of advisory services over a one-year period, as follows:

- 1) *Bipartite committee and improvement plan*: The EA's first task is to establish a functioning bipartite committee (LKSB) in each participating BWI factory, made up of an equal number of worker and management representatives. This committee is responsible for developing and implementing a workplace improvement plan based on the BWI assessment results, and monitoring progress toward addressing factory non-compliance issues. This process is facilitated by the technical expertise of the EA.
- 2) *Training*: Based on the workplace improvement plan, the EA recommends the appropriate training plan or learning seminars that can aid in improving compliance with the corresponding labour standards.
- 3) *Advisory visits and progress reports*: A series of 10 advisory visits are conducted per year for each factory. Progress reports are produced during the fifth and eleventh month to elucidate progress made by the factories in addressing their non-compliance issues.
- 4) *Annual assessments*: At the end of the 12-month cycle, the factory is assessed once again and the entire process is repeated. The initial assessment serves as a baseline, and subsequent assessments serve as indicators of remediation or persistent non-compliance.

Perceptions of the effectiveness of advisory services: Interviews were conducted with worker and management members of the LKSB bipartite committees in two factories. They stated that the committees served as an effective platform for openly discussing the results of the BWI assessment and the recommended remediation actions. Members of the bipartite committees who had worked in their respective factories for at least five years stated that this was the first time that they could remember a functioning committee working towards factory improvements. The EAs confirmed that very few factories have a functioning LKSB bipartite committee at the onset of advisory services; facilitating its establishment is key to bringing together workers and managers for discussing the necessary remediation actions. Officials from the Industrial Relations division within the Ministry of Manpower stated that they were extremely pleased with the social dialogue occurring within the bipartite committees in BWI participating factories.

Despite agreement on the effectiveness of functioning bipartite committees and their social dialogue process, representatives from employer groups, buyers and factory managers expressed concern over the length of time required to resolve non-compliance issues. They questioned the effectiveness of the advisory process as a result, citing cases in which there was little to no improvement from one annual assessment to the next. One local buyer representative stated that recommended remediation actions were overly complicated and impractical; he suggested that EAs “keep it simple” so that both factories and buyers can see some progress. Another local buyer representative supported the “systems approach” that forms the basis of the EAs’ recommendations, but stated that parent companies want to resolve non-compliance issues as swiftly as possible.

The EAs were quick to point out the contradictions. They stated that on the one hand, factory managers and buyers support a “systems approach” that looks at the root causes of the problems, but on the other hand they want “quick resolution”. One EA described the quandary as follows: *“We are being pressured to reduce the NCs, [non-compliance issues], but this takes time through the social dialogue process. It would be more efficient to just work directly with management. This is the traditional model, but that is not what we are about. There is a mismatch between quickly reducing NCs and promoting social dialogue. This is like love and hate colliding.”*

3.3.4 Effectiveness of BWI Training Services

BWI offers a range of trainings and learning seminars to managers, supervisors and workers that focus on improving workplace compliance. Some of these trainings are offered free of charge as part of the advisory package, while others require factories to pay a participation fee. Training may address specific non-compliance issues found in the assessment (such as the need to establish an LKSB; OSH issues; employing people with disabilities; or developing appropriate policies to address harassment in the workplace), or it may focus on strengthening supervisory skills, workplace cooperation, and negotiation skills. A special training targeting Korean factory managers focused on cross-cultural communication.

Training performance indicators included the number of factories participating, the total number of training participants, and the percentage of participants who were women. Table 7 contains the results for these indicators based on data reported in the project’s Performance Monitoring Plan (PMP) and Technical Progress Report (TPR) for June 2014.

Table 7: BWI Training Participant Targets 2013-2014

Performance Indicators	Target 2013	Reporting Period		Target 2014	Reporting Period
		Jan-Jun 2013	July-Dec 2013		Jan-Jun 2014
Number of factories participating in BWI training courses in the reporting period	35	27	35	40	N/A
Number of participants in BWI training in the reporting period	900	283	850	600	476
Percentage of women participants in training	70%	65%	68%	75%	70%

Source: BWI PMP and TPR, June 2014

These results indicate that BWI met or exceeded its 2013 targets for number of participating factories and total number of participants, and came close to achieving the target for percentage of women participants. BWI is on track to meet or exceed its targets for total number of participants and percentage of women participants for 2014 based on the available data. The trainings are offered primarily to factory supervisors, bipartite committee members and union stakeholders.

Perceptions of the effectiveness of training services: Both factory managers and supervisors provided positive feedback on the supervisory skills training. They described specific leadership skills that they had acquired, including how to be a better listener and how to avoid an authoritarian management style. They balked at the need to pay for other types of training, however, citing this as an impediment to participation since there are similar trainings available free of charge from buyers. Representatives from API and APINDO stated that factory managers are most interested in trainings that will help to increase productivity.

BWI management confirmed that most factories only purchase training services if required by a particular buyer, since many trainings are offered at no cost by factory internal training staff, the Ministry of Manpower, or other buyers.

3.3.5 Effectiveness of Gender Mainstreaming in BWI's Outputs and Processes

BWI estimates that 80% of garment workers in Indonesia are female, yet women experience persistent gender inequality. Gender disparities oftentimes are more pronounced in the garment sector. According to a policy brief published by Better Work, women tend to work longer hours than men, receive lower pay and bonuses, and are less likely to be promoted or receive training. They also tend to have poorer health and less leisure time.⁷ To combat this problem, BWI has integrated gender-specific strategies to help overcome inequalities. Table 8 describes BWI's strategies to mainstream gender equality and the resulting outputs and outcomes.

Table 8: BWI Gender Mainstreaming Strategies

Gender Mainstreaming Strategy	Outcomes and Outputs
Assess gender-specific issues in participating garment factories	<ul style="list-style-type: none"> • Integration of gender-specific questions into the Compliance Assessment Tool on issues related to maternity leave, breastfeeding breaks, women's health, safety protection for women working night shifts, gender discrimination and sexual harassment • Assessment findings used to develop campaigns to raise awareness on gender-specific issues with high rates of non-compliance
Raise awareness on issues affecting female workers	<ul style="list-style-type: none"> • Guidelines developed for employers on maternity protection, breastfeeding, health of women workers and anti-harassment • Media updates and stories highlighting issues relevant to female workers i.e. maternity protection, breastfeeding, pregnancy testing, discrimination, and sexual harassment
Collect data disaggregated by gender	<ul style="list-style-type: none"> • Data collected and reported in M&E table on number of women workers, percentage of women on worker/management committees, percentage of women participating in BWI trainings • Data used in campaigns to raise awareness on gender inequalities

⁷ ILO, "Policy Brief: Women, Work and Development—Evidence from Better Work", Geneva, 2013, [http://betterwork.org/global/wp-content/uploads/Women-Influencing-Brief-V3.pdf].

3.3.6 Effectiveness of capacity-building efforts with tripartite stakeholders and partner organizations

BWI planned and implemented capacity-building programmes for each of its key tripartite stakeholders and partner organizations. These included labour, government and employer sectors as well as buyers.

Trade Unions: Interviews with representatives of trade union confederations and federations, some of whom also were members of the project advisory committee (PAC), focused on the effectiveness of BWI's union capacity-building programme. This programme was carried out in conjunction with the BW Global programme and ILO ACTRAV to enhance the effectiveness of trade unions when engaging in industrial relations and social dialogue at the factory level. The strategy involved a training-of-trainers at the federation level, followed by training of union leaders at the factory level on topics including negotiation skills, collective bargaining agreements and factory bipartite LKSB committees. Union representatives stated that the training strategies were effective and the trainers were competent, but suggested a simplification of the actual training materials.

Government: BWI collaborated with the MoM Labour Inspectorate and Industrial Relations divisions to conduct training for district labour inspectors and mediators on industrial relations topics including factory LKSB bipartite committees, dispute settlement, collective bargaining, wages and social security. This training also involved discussions between MoM staff and factory HR managers on the challenges of implementing the labour law. Feedback from MoM officials indicated the need for more in-depth training to a larger portion of their labour inspectorate.

Employers: BWI's capacity-building efforts for employers was directed at factory managers. BWI offered a range of training programmes designed to build the skills and knowledge of managers on industrial relations issues and labour laws. In an effort to increase its visibility, BWI joined efforts with the Indonesian Textile Association (API) to raise member awareness on the role of Better Work in partnering with and supporting employers within the BWI mandate. Interviews with representatives of both API and APINDO (Indonesian Employers Association), however, suggested that many employers still are not convinced of the added value of the Better Work programme. They pointed out that factory owners respond to what buyers want, and suggested that BWI focus its efforts on convincing buyers to exclusively use Better Work.

Buyers: The main venue for building the capacity of buyers is through the annual buyers' forum. Local buyer representatives interviewed stated that the forums provide updates on industry-specific issues and government policies. More importantly, the forums provide a venue to exchange information, experiences and ideas with other buyers operating within Indonesia.

3.3.7 Effectiveness of Project Communication

BWI has implemented a variety of innovative communication strategies using BWI's website; mobile phone text messaging (SMS); social media venues including Twitter, Tumblr and Facebook; newsletters and industry engagement events. Table 8 describes these strategies and their respective contents.

Table 9: BWI Communication Strategies and their Content

Communication Strategy	Content
BWI website	<p>The BWI website offers information to stakeholders, including the following:</p> <ul style="list-style-type: none"> • Project results, with a specific focus on areas demonstrating high non-compliance rates; • Notifications of upcoming trainings, learning seminars or buyers' forums; • Timely news articles on issues affecting the Indonesian garment industry; • Feature stories on factory workers, government labour officials and factory managers; • Short videos on workplace issues such as the identification, prevention and reporting of workplace harassment, or the role of bipartite committees; • Additional resources for factory workers and managers.
SMS and social media venues	<ul style="list-style-type: none"> • Better Work Indonesia supports participating factories in implementing social media tools and mobile phone text messaging (SMS) to communicate information and increase awareness • BWI uses social media venues including Twitter, Tumblr and Facebook to communicate with its stakeholders.
Newsletters	<ul style="list-style-type: none"> • BWI produced a quarter newsletter through the end of 2013. As of 2014, BWI relies on the social media venues and the website to post news updates and other pertinent information for stakeholders.
Industry engagement events	<ul style="list-style-type: none"> • Annual Buyers' Forums are organized at local, regional and global levels to allow buyers the opportunity to engage in relevant policy, labour or industry discussions with trade unions, employers and government representatives.

Effectiveness of BWI's Communication Strategy: BWI is relying on its wide range of communication venues to reach the largest proportion of stakeholders. Most of these venues have no associated costs other than a staff person to write or forward the news feeds; other venues, however, involve an investment such as the annual Buyers' Forums. According to BWI's knowledge management advisor, Facebook has over 20,000 fans following the BWI Facebook page published in Bahasa Indonesian. Tumblr allows BWI to publish short news updates in English that target primarily English-speaking factory managers and buyers. Twitter has the same target audience as Tumblr, but is used to forward key media articles linked to the industry.

More than half of the interviews with factory managers, employer groups and government officials stated that BWI should have a more aggressive communication and marketing strategy to engage more buyers. As stated by one representative from an employer association, *"BWI needs to market something that buyers want. They are not so interested in social dialogue. They are mostly interested in quickly resolving non-compliance issues and increasing productivity."*

BWI enterprise advisors stated that the project should be doing more to communicate the added value of the programme's advisory services. As expressed by one EA, *"We need to be marketing out advisory services, but we are selling assessments. Assessments alone don't differentiate us from other third-party assessors. The advisory services are the added value of the BWI programme"*.

BWI management pointed out that there is staff dedicated to knowledge/communication management and buyer relations at the country program level, as well as senior project staff who keep stakeholders apprised of programme results, policy updates and current events. These efforts are unable to address communication shortcomings at the global level, however. A representative of Better Work Global who oversees communication outputs for all BW country programmes stated that currently there is no communication specialist to oversee a comprehensive communication strategy due to budget constraints. From that representative's perspective, *"Communication from the start has not been given enough attention"*. An independent review of BWG's communication strategy revealed several deficits; as stated by the external reviewer, *"Better Work Global's communication efforts look like an underfunded NGO"*. BWG currently is working to contract a full-time communications expert.

3.4 EFFICIENCY AND RESOURCE USE

To assess efficiency, the evaluator analyzed the cost of BWI program services compared to revenue generated from these services. BWI staff and stakeholder perceptions of efficiency also were assessed.

3.4.1 Program Costs and Revenue

BWI Core Services Costs: According to a recent study conducted by Dalberg Global Development Advisors (Dalberg) and Emerging Markets Consulting (EMC) to determine pricing for BWI services, the direct cost of providing BWI assessment, advisory and training services to a single factory was estimated to be USD 14,000. The distribution of the cost to carry out the core services per factory in 2013 is illustrated in Figure 1. Approximately 64% of the service costs (USD 9,000) was used to implement BWI advisory services, while only 29% of the total costs (USD 4,000) was used to conduct the annual factory assessment; the remaining 7% (USD 1,000) was applied to training services.⁸ These figures do not include indirect costs such as staff development and administrative costs. Advisory services were the most time intensive component of BWI's core services, and therefore the most costly, consisting of 10 advisory visits and learning seminars in total.

Analysis: According to the Dalberg and EMC study, in 2013 BWI charged between USD 2,000-4,500 per factory for its core services, depending on the factory size

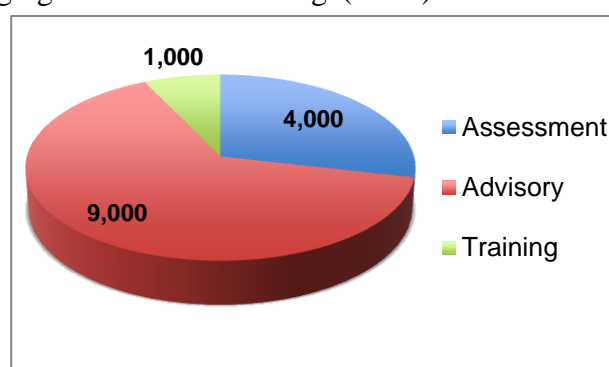


Figure 1: Distribution of BWI Core Services Costs per Factory in 2013 (USD)

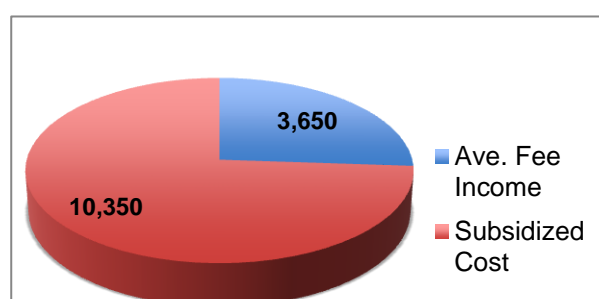


Figure 2: Cost Recovery Ratio for BWI Core Services per Factory in 2013 (USD)

⁸ Dalberg Global Development Advisors (Dalberg) and Study to Determine Pricing on Monitoring and Advisory Services, Country Assessment for Better Work Indonesia, DRAFT FOR DISCUSSION," September 16, 2014.

(average income estimated at USD 3,650 per factory). With a total cost per factory of roughly USD 14,000 for core services, 74% of BWI services were subsidized (Fig. 2).

3.4.2 Impressions/Perceptions of Efficiency

The evaluator included questions in the interview guides on the efficiency of the BWI programme in terms of financial and human resources, time, and expertise. The following are opinions expressed by project stakeholders as well as BWI staff.

Factory Managers: Factory managers expressed concern over the increase in BWI fees in the last year. They stated that an increase in price usually results in improvements in service, but such has not been the case. One factory manager questioned the transparency of BWI with respect to how fees are used, stating: *“They want us to be transparent, but we want them to be transparent, too”*.

Buyers: Buyers expressed concern over the tardiness of the assessment reports, leading to a broader questioning of the efficiency of BWI’s management. Two buyers in particular expressed their hesitancy in registering additional factories until BWI can demonstrate greater efficiency by delivering the current assessment reports on time. There also was apprehension regarding a possible increase in BWI fees. As stated by one buyer, *“If BWI increases its audit price, they need to prove their worth. We want tangible results”*.

Government Officials: Officials from the Ministry of Manpower Labour Inspectorate commented that BWI’s assessment process was too superficial and necessitated more time on the part of the EAs to assess each factory. Should BWI implement the “Private Compliance Initiative” whereby factories first conduct a more detailed self-assessment, however, then confirmation of the findings by the EAs may not require a large time investment.

BWI Management Staff: BWI management staff was aware of the criticism surrounding the lag time for assessment reports. The reports were to be completed within 21 days, but this deadline was repeatedly surpassed, sometimes by as much as two months. Management staff attributed the tardiness in part to EAs over-committing on days spent on advisory services per factory. According to the study by Dalberg and EMC, some EAs were spending up to 20 days per factory per year, versus the 10 days stated in the service contract. As stated by one BWI manager, *“We cannot afford to be spending extra time in factories. We have to remain competitive and demonstrate that we have the capacity to deliver services on time”*. There have been improvements, though: in October 2014, BWI delivered all assessment reports on time. Management staff is studying a variety of options for carrying out more time efficient yet equally effective assessment and advisory services, including the option of reducing the number of advisory visits and replacing them with additional learning seminars.

BWI Enterprise Advisors: The EAs interviewed stated that they are required to complete two assessments and ten advisories each month, and are feeling tremendous pressure from BWI management to carry out their work more quickly. While they understand that BWI must remain competitive, the current labour-intensive advisory process does not allow for this. As stated simply by one EA, *“You can’t rush social dialogue”*. Additionally, EAs

currently spend an inordinate amount of time travelling to the various factories, some of which are located three or more hours away. A time efficiency study carried out by an external consultant recommended a decentralization of the EAs, which is currently underway.⁹ This same study also suggested that EAs use 50% of their travel time to write assessment or progress reports on their laptops—a highly impractical solution given the difficult road conditions.

3.5 SUSTAINABILITY

This section provides a discussion of the progress made towards implementing BWI's sustainability strategy, taking into account recent comprehensive studies on sustainability commissioned by the Better Work Global Management Group.¹⁰

3.5.1 Synopsis of BWI Sustainability Strategy

One of the three key outcomes of the BWI project is to ensure sustainable solutions to non-compliance that are supported by the Indonesian Government as well as employers' and workers' organizations, and to secure the sustained engagement of international buyers. To achieve this, BWI developed a sustainability strategy based on the establishment of an independent entity in the form of a foundation (hereafter BWI Foundation). During a transition period that will begin in June 2015 and continue for approximately three years, the Foundation will deliver assessment, advisory and training to factories through a sub-contractual agreement between the ILO Better Work Global programme and the Foundation. In turn, the Better Work Global programme will continue to build the capacity of the foundation, measure quality of service delivery, and further develop key management systems. Better Work Global also will maintain management of the contractual relationship with factories and buyers during this transition.

3.5.2 Progress on Strategy towards Sustainability

In October 2014, staff from Better Work Global and BWI submitted a report to the BW Global Management Group (MG) entitled "Progress on Strategy towards Sustainability".¹¹ This contained a list of ten key sustainability criteria that must be met in order to establish an independent foundation. Table 10 presents these criteria and the progress made towards their attainment. Supporting evidence gathered during the mid-term evaluation suggests that BWI has made significant progress towards the establishment of a national foundation with a sound business plan. This plan is based on comprehensive studies to determine financial projections and necessary adjustments in programme services in order to achieve financial sustainability by 2017.

Table 10: BW Foundation sustainability criteria, progress to date and supporting evidence

⁹ Margot, Christophe, "Time Study Part I: Current situation for NOAs in Indonesia & Comparison with Vietnam." September 2014.

¹⁰ Better Work Indonesia, "Progress on Strategy towards Sustainability," May 2014 and October 2014.

¹¹ Better Work Indonesia, "Progress on Strategy towards Sustainability," May 2014 and October 2014.

Sustainability Criteria	Reported Progress to Date	Supporting Evidence
2. Implementation agreement between BW Global and the Foundation	<ul style="list-style-type: none"> Business plan developed and submitted to BW Global MG 	<ul style="list-style-type: none"> Confidential copy of business plan provided to the evaluator According to BWI management, the business plan was approved by BW Global MG at the end of Oct. 2014
3. Legal entity in accordance with national law	<ul style="list-style-type: none"> BWI finalized the articles of association ILO and IFC legal teams have reviewed and endorsed the articles of association 	
4. Decision-making bodies (governing boards) identified	<ul style="list-style-type: none"> Three governing boards identified: 1) Board of Trustees, 2) Supervisory Board, 3) Executive Committee Nominees for the three boards have been identified 	
5. Quality assurance system in place to ensure that BW quality standards are maintained	<ul style="list-style-type: none"> BW Global and BWI are working together on the QA system to ensure that quality standards are maintained under the Foundation 	
6. Financial projections based on final remuneration package	<ul style="list-style-type: none"> Pricing assessment carried out by external consultants based on current cost levels, perceived value of the services by factories and market rates Business plan completed 	<ul style="list-style-type: none"> Pricing assessment carried out by Dalberg and EMC provided to evaluator Business plan builds on recommendations from pricing assessment, suggesting that the price for assessment and advisory be gradually adjusted over a 2-year period to USD 6,500 per factory by 2017. Sufficient donor funding is needed to complement revenues during this transition phase. Financial scenarios developed by BW Global and BWI provided to evaluator Confirmation of financial projections in business plan with a comprehensive analysis to achieve financial sustainability by 2017
7. Financial policy and operating procedures developed in accordance with national law	<ul style="list-style-type: none"> Financial policies and operating procedures developed and reviewed by BW Finance Officer National financial expert reviewing policies and procedures to ensure compliance with national law 	
8. HR policies developed in accordance with national law	<ul style="list-style-type: none"> HR policies developed by national consultant, based on international best practices and national law BWI staff survey conducted by independent consultant to identify concerns and expectations with the transition to a national Foundation. Results of staff survey taken into consideration for the development of the Foundation's HR policy 	<ul style="list-style-type: none"> Key results of staff survey reported in Oct. 2014 BWI Sustainability Strategy Progress Report Interviews with EAs confirmed their participation in a survey to discuss concerns
9. Staffing structure developed in accordance	<ul style="list-style-type: none"> BWI developed proposed organogram 	<ul style="list-style-type: none"> Interviews with BWI management team confirmed participation in leadership

Sustainability Criteria	Reported Progress to Date	Supporting Evidence
with national law	<ul style="list-style-type: none"> BWI leadership development program in preparation for the transition to a national Foundation 	workshops and decision-making processes; management team clearly described the Foundation's proposed leadership structure
10. Terms and conditions of the staff remuneration package	<ul style="list-style-type: none"> Remuneration package developed based on consultations with staff and HR survey Staff endorsed the remuneration package 	
11. BWI staff participation in the change management process	<ul style="list-style-type: none"> Participation of BWI team in the preparation phase of the Foundation through weekly meetings to provide updates and discuss concerns 	<ul style="list-style-type: none"> BWI staff confirmed participation in weekly meetings where their concerns have been addressed; however, staff continue to express concerns

3.5.3 Additional Staff Concerns Regarding the Transition to a National Foundation

An external HR consultant conducted a confidential survey of BWI staff to discuss concerns and expectations related to transfer to the national Foundation. The staff was most concerned about losing some benefits or earning less salary than under the current ILO contract. These concerns were directly addressed in the remuneration package through the assurance of equal or greater pay and benefits under the national Foundation. EAs in particular expressed concern over the possible loss of clout and respect that comes with being part of a UN organization, as compared to a national foundation. They stated that “waving” their UN badge upon entry into a factory gave them a form of access that might otherwise be delayed. As commented by one EA, *“Right now factory managers do not think of us as third-party auditors. Once we become a private foundation, we lose our clout and we are thrown into the same pool as other third-party auditors. If brand support is weak, I don’t see how we can compete with less-expensive third-party auditors.”*

One BWI staff member questioned the Foundation’s financial viability, with or without adjustments or reductions in services as a result of the transition: *“We can reduce the number of advisories, but the current advisory model is not scalable. Is there a market for something that is so labour intensive?”*

IV. CONCLUSIONS

Following are conclusions regarding BWI's relevance, design, effectiveness, efficiency and sustainability based on the specific findings outlined in Section III.

4.1 RELEVANCE

- **Relevance of BWI programme for key stakeholders:** Key stakeholder groups including the Indonesian government, employer organizations, trade unions, factories and international buyers generally are satisfied with the BWI programme model and stakeholder level of engagement. They support the process of improving workplace conditions and productivity through greater compliance with international and national labour standards.
- **Expectations of key stakeholders:** All stakeholder groups have unmet expectations with regard to programme coverage of Indonesia's export garment factories. The relatively small number of factories participating in the BWI programme has stakeholders questioning buyer support and BWI's ability to achieve the anticipated outcomes. Stakeholders also expect workplace improvements to be achieved relatively quickly in spite of the time needed for the social dialogue process. This creates a conflict for enterprise advisors who must determine when the social dialogue process is necessary to resolve non-compliance issues.
- **BWI Programme contribution to ILO DWCP:** The BWI programme directly contributes to ILO Indonesia's Decent Work Country Programme 2012-2015, Priority Area 2, Outcome 3 by providing technical services and capacity-building activities to employers' and workers' organizations; strengthening the bipartite cooperation body (LKSB) at the enterprise level; providing training to workers and employers on collective labour agreements at the enterprise level; and strengthening enterprise bipartite grievance mechanisms to effectively prevent and settle disputes.

4.2 PROJECT DESIGN

- **Logical integrity:** The logical integrity of BWI's project design reveals partial fulfilment based on ILO's Results-based Management (RBM) criteria. The Development Objective is written as a double goal, rather than the RBM criteria of addressing a single condition. The causal link between two of the three outcomes and the Development Objective is strong; however, the causal link between Outcome 2 and the Development Objective is weak. Access to BW tools and approaches does not ensure their use by stakeholders, even when it is necessary for achieving the Development Objective. Eight of the 13 outputs meet the RBM criteria for outputs, since they are products or services and have a strong causal link to their respective outcome. Two of the outputs have a weak causal link to their respective outcome, and three outputs do not meet the RBM criteria for outputs. Furthermore, the project's performance indicators are both valid and relevant for measuring the achievement of project outputs and outcomes.
- **Data collection systems:** Data collected to measure outcomes are inconsistent based on the discordant results reported for the same performance indicator. The transcription of data into the various tables and reports is the likely cause of the discrepancies and

compromises the integrity and usefulness of the reported results. In addition, the lag time between data collection and subsequent reporting or access to the results hinders the efficient use of these results.

- The data being collected for the impact assessment has successfully involved national university researchers. This has resulted in greater buy-in and interest from national stakeholders and policy decision-makers. At the same time, stakeholders are anxious to receive early results regarding the programme's impact on working conditions and productivity.

4.3 EFFECTIVENESS

- **Targets:** Between January 2012 and June 2014, BWI made progress toward achieving four of its seven key performance indicator targets including total registered factories, total number of workers, percentage of workers in BW factories over total workers in the sector, and per worker cost. However, it consistently fell short of its targets for improved compliance rates, total programme revenue, and percentage of cost recovery, all of which are critical to programme sustainability. These shortcomings indicate a pressing need to make adjustments to the delivery and pricing of core services in order to improve the efficiency, effectiveness and timeliness of the BW model and its ability to achieve workplace improvements.
- **Core services:** BWI enterprise advisors maintain a high level of integrity and objectivity in the assessment process through the use of a standardized compliance assessment tool. Stakeholders largely agree on the effectiveness of the assessment process; however, perceptions of the effectiveness of the advisory services demonstrate some misunderstanding of the social dialogue process used to achieve resolution of non-compliance issues. The desire on the part of employers and buyers to quickly resolve issues of non-compliance may compromise the fundamental basis of the social dialogue process. At the same time, quicker resolution of some non-compliance issues may be necessary for BWI to demonstrate its effectiveness. With regard to training services, BWI met or exceeded most of its training targets for 2013 and 2014. Nevertheless, participating factories largely underutilize the training services. This may be the result of a combination of factors including the associated costs, the option to obtain similar trainings for free from buyers or other providers, or the lack of interest in the training topics offered.
- **Capacity building:** BWI developed and implemented relevant and effective capacity-building programmes for each of its key tripartite stakeholders and partner organizations. This included labour, government and employer sectors as well as buyers.
- **Project Communication:** BWI has successfully implemented an effective, efficient and innovative communication strategy to raise awareness and engage the different project stakeholders. The social media venues—Facebook, Twitter and Tumblr—have enabled communication with the largest proportion of stakeholders. However, the absence of a global communication expert to coordinate a comprehensive communication strategy between Better Work country programmes is affecting stakeholders' understanding of Better Work's core services, and what differentiates BW from other third-party assessors.

4.4 EFFICIENCY

- **Financial Efficiency:** With a 74% donor subsidy ratio, the current total cost to deliver BWI core services is not sustainable. However, BWI has appropriately taken measures to transition to an independent entity and thereby reduce its operational costs. Proposed adjustments to the delivery and pricing of core services will offer further cost savings without compromising the quality of the services delivered.
- **Time Efficiency:** The reported tardiness of the assessment reports has raised enough concern among buyers regarding BWI's capacity and ability to scale-up services. Recent improvements in the delivery of assessment reports demonstrate that the programme can deliver its services on time. The plan to decentralize project staff and thereby reduce travel time should result in a greater amount of time that can be dedicated to carrying out core services.

4.4 SUSTAINABILITY

- **National Foundation:** BWI has made significant progress towards the establishment of a national Foundation. Its operation will follow a sound business plan that includes financial projections and additional adjustments to programme services. These will enhance the probability of achieving financial sustainability by 2017.
- **BWI Staff Concerns:** BWI management has given significant attention to input from staff regarding the transition to the national Foundation. Specific concerns over the staff's remuneration package have successfully been addressed; however, additional questions remain regarding the EAs' ability to carry out their job as representatives of an independent national Foundation.

V. RECOMMENDATIONS

The following recommendations are based on the findings and conclusions of the mid-term evaluation. They are intended to provide BWI and BW Global with actions that can further strengthen project outcomes and/or be applied to other Better Work country programmes.

- (1) **Streamline the data collection systems and turn-around time:** BW Global should streamline the data collection process. All data reported on the 35 key performance indicators should be presented in one data table rather than multiple tables. This will reduce the possibility of transcription errors and increase the integrity and reliability of the data collected. Furthermore, BW Global should ensure the timely access to results, so that these can be used for guiding ongoing project management decisions.
- (2) **Develop a comprehensive communication and outreach strategy at the global level:** Better Work Global should procure funding to re-establish the global communication specialist position in order to coordinate a comprehensive communication and outreach strategy between the different country programmes. The communication specialist also should strategize with the local and global buyer relations specialists to increase buyer understanding of the BW model and ultimately their participation in the BW programme. BW Global should examine the innovative communication strategies implemented by BWI to raise awareness and engage the different project stakeholders. BWI's effective and efficient use of social media venues represents a good practice that can be applied to communication strategies in other BW country programmes.
- (3) **Actively address EA concerns:** BWI management should make a conscious effort to address the concerns expressed by the enterprise advisors regarding (a) the perceived pressure to compromise the social dialogue process in order to achieve quicker resolution to non-compliance issues; (b) the perception that transition to a national Foundation may result in a decrease in the programme's clout and/or their ability to gain quick access to factories and its workers; and (c) the financial viability of the labour-intensive BW model.
- (4) **Establish time efficiency as a priority:** BWI management should continue to follow-up and report on issues of time efficiency to demonstrate BWI's capacity and ability to scale-up services as well as deliver its services on time. BWI management should continue to build the capacity of EAs to improve their time efficiency and make the necessary programme adjustments that increase their time availability for carrying out core services.
- (5) **Assess the effectiveness of BWI training services:** BWI management should examine the root causes leading to the underutilization of BWI training services and use this information to develop a strategy that will result in an increase in interest and participation in fee-for-service trainings.
- (6) **Move forward with establishment of the national Foundation:** BWI should make a concerted effort to stay on track with its transition to an independent national Foundation. The expert studies and BWI programme cost-recovery ratios demonstrate that the current operating costs are not sustainable, causing a pressing need to make adjustments to the delivery and pricing of core services.

VI. ANNEXES

ANNEX A: TERMS OF REFERENCE

Terms of Reference Better Work Indonesia Internal Mid-term Evaluation



1. Introduction and Rationale for Midterm Evaluation

Better Work Indonesia (BWI) was established in 2011 and has begun Phase II of project implementation. This internal mid-term evaluation was foreseen in BWI's project document. It is intended to assess progress on programme objectives as well as identify lessons that can improve the operational effectiveness of the programme going forward. This evaluation will inform Better Work Indonesia, Better Work Global and the ILO Regional and Country Offices, as well as programme donors and stakeholders.

2. Background on the BWI project

The Better Work Indonesia programme, a partnership between the International Labour Organization (ILO) and the International Finance Corporation (IFC), seeks to enhance working conditions and productivity in targeted employment-intensive sectors. It does so by improving compliance with international core labour standards and Indonesian labour law. In tandem, the project promotes productivity and competitiveness of enterprises in Indonesia that are linked to the global supply chains, with an initial focus on the apparel industry in the Greater Jakarta area, and later a possibility of expansion to other industries and geographic areas.

To achieve this objective, Better Work Indonesia pursues the following strategy:

1. Replace duplication of social audits with independent enterprise assessments on voluntarily participating enterprises that are recommended by the international buyers;
2. Provide enterprises with advisory and training services, as well as capacity development for the national stakeholders; and
3. Ensure long-term sustainable solutions supported by the Government, employers' and workers' organizations, and the sustained engagement of international buyers.

BWI directly contributes to Priority 2 of the ILO Decent Work Country Programme (DWCP) 2012-2015 for Indonesia: "Sound industrial relations in the context of effective employment governance". This priority focuses on promoting labour administration to improve working conditions and environment, enhancing social dialogue to effectively apply labour regulations and international labour standards, and strengthening the institutional capacity of employers' and workers' organizations.

The programme is implemented in two phases:

- Phase I (November 2011 – June 2012, 8 months) targets 30 large apparel enterprises identified by the international buyers in the global supply chain in the Greater Jakarta Area;
- Phase II (July 2012 – June 2015, 3 years) targets 50-60% of large apparel enterprises identified by the international buyers in the global supply chain with a possibility of expanding to a wider geographical area and industry/sector.

In the initial project document, a mid-term evaluation was planned to take place at the end of Phase I, i.e. in May 2012. However, since the the Government of Indonesia had not officially approved the project document at that time, the evaluation was postponed. The ILO together with the Government of Indonesia decided to conduct instead an internal review of Phase I of the Better Work Indonesia project that assessed progress

towards project outcomes and outputs, and identified possible areas for improvement in preparation of Phase II. The BWI project document was officially appraised in the first quarter of 2013, after the Government of Indonesia signed the project document in December 2012. Prior to appraisal, the project document was slightly revised based on the results of the mid-term review. The revised document planned for an independent mid-term evaluation in 2013.

3. Purpose, scope and clients of the evaluation

The overall purpose of this evaluation is to:

1. Review the achievements of the project to date according to the logframe and respective monitoring indicators, and make recommendations on how to adjust the logframe according to latest developments in project implementation as well as to improve the effectiveness of reporting results;
2. Identify lessons learned and document good practices;
3. To assess the effectiveness of stakeholder engagement in light of the programme's transition towards becoming an independent entity.

The scope of this project evaluation includes all elements of the original Better Work project logframe.

The primary audience of the report is Better Work project management – both the BWI country project and Better Work Global, the ILO offices (Country Office Jakarta, Regional Office for Asia Pacific), as well as the project donors (USDOL, Australian Government, Netherlands Ministry of Foreign Affairs and the Swiss State Secretariat for Economic Affairs). The secondary audience includes national project partners and stakeholders, and international buyers.

4. Evaluation criteria and questions

Special emphasis should be placed on evaluating the project design, namely the log frame design, and issues related to the programme and its transition towards becoming an independent entity.

Relevance and Validity of Project Design

- To what extent are the project's immediate objectives consistent with the needs of key stakeholders including garment workers, garment producers, the Republic of Indonesia's national/local development priorities, social partners, and international buyers?
- Have there been any changes in internal or external circumstances that could require a readjustment of project strategies and the logframe? Has the project been successful in adapting to them? How does BWI align with the objectives of the Decent Work Country Programme of 2012 to 2015 and complement and fit with other ILO/IFC initiatives in the country/region?
- To what extent is the project design logical and coherent? Were the objectives/outcomes, targets and timing realistically set?
- Are the indicators described in the logframe relevant? Does the project monitoring plan serve towards measuring progress toward achieving project objectives?

Project Progress and Effectiveness

- Is the project on track to meet the targets according to schedule? Have the targets set for the program been realistic?
- Is there an adequate monitoring and evaluation system, and is it used effectively to identify key areas for intervention and to effectively manage the project, including in terms of mainstreaming gender equality in outputs and processes?
- Are Better Work core services (assessment, advisory and training) effective, relevant and of high quality?

Efficiency of Resource Use

- Have resources (funds, human resources, time, expertise etc.) been allocated strategically and efficiently to achieve outcomes?

Sustainability

- Has Better Work Indonesia communicated effectively with national stakeholders? Do stakeholders feel that their concerns have been sufficiently addressed? What are their views on the programme's results to date, including with regard to institutional improvements?
- To what extent has the project effectively leveraged the Project Advisory Committee (PAC) as a tripartite mechanism for providing guidance and advancing progress on project objectives and in offering strategic guidance to the BWI team? Do the members of the PAC have a good grasp of the project strategy?
- Does the project receive adequate political, technical and administrative support from its national partners?
- How might the programme need to be adjusted in light of further expansion and transition towards an independent entity?
- In what ways has the BWI program become integrated into the local Indonesian context, particularly as it relates to long-term sustainability? How effective has the project been in establishing national ownership?
- How is financial sustainability reflected in the project strategy and how effective has the financial sustainability strategy been so far?
- How effective is the proposed sustainability strategy in terms of developing adequate capacity, systems, organizational structure and governance in order to prepare the ground for an independent entity?
- How effective has the BWI programme been in terms of developing adequate capacity, systems and organizational structure and governance in order to prepare the ground for creating an independent entity?
- To what extent has the project increased the capacity of tripartite constituents and partner organisations to improve compliance and productivity in the Indonesian garment industry at both the factory as well as the sectoral level?

5. Methodology

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 is expected to use a mixed methodological approach and takes advantage of the following tools:

- **Desk review of documents:** project document, technical progress reports, M&E indicators, workplans, mission reports, minutes, impact assessment baseline report, Indonesia DWCP 2012-15, other relevant national and provincial development plans, other key documents produced by the project etc.

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 final evaluation instrument which should be finalized in consultation with the evaluation manager. The evaluation team will review the documents before conducting any interview.

- **Field Work:** Mission to Indonesia to carry out:
 - Interview with Chief Technical Adviser (CTA)
 - Individual and group interviews with BWI team (focused on strategies, lessons learned and challenges)
 - Key informant interviews with members of the PAC, as well as selected government officials, representatives from employers' and workers' organisations
- **Key informant interviews** (remote – by phone or skype) with:
 - selected BWG staff and ILO officials (Director and relevant Programme Officers)
 - selected international buyers actively sourcing from Indonesia, as needed
 - relevant trade union stakeholders in BWI, as needed

- BWI donors

- **Briefing session for stakeholders (location tbd)**

6. Management arrangements, work plan and time frame

The Evaluation will be managed by the Technical Officer for Monitoring and Evaluation. The evaluator will report to the evaluation manager and should discuss any technical, methodological or organisational matters with the evaluation manager. In-country management and logistics support will be provided by the CTA of the project and the BWI team as a whole. It is envisaged that the assignment will require a maximum of 15 work days.

Provisional work plan

Phase	Dates (tentative)	Responsible persons
0) preparation of TOR and consultation with BWI	July 8, 2014	Evaluation manager
1) Telephone briefing with evaluation manager Desk review of project related documents Evaluation instrument based on desk review Inception report	Aug. 25, 2014	Evaluator
2) field mission in Indonesia and consultations with stakeholders	Oct. 21-31, 2014	Evaluator with logistical support by project
3) Draft evaluation report based on desk review and consultations from field visits	Nov. 25, 2014	Evaluator
4) Circulate draft evaluation report to key stakeholders Consolidate comments of stakeholders and send to evaluator	Nov. 25-Dec. 12, 2014	Evaluation Manager
5) Submission of revised report (including explanations on why comments were not included)	Dec. 15, 2014	Evaluator
6) Final report	Dec. 19, 2014	Evaluator

7. Outputs and schedule

The evaluation manager in Better Work Global will select independent consultant(s) to undertake the evaluation.

The evaluation report in draft form and in English should be presented to BWG and BWI for circulation two weeks after the finalization of the field mission. The length of the report should not exceed 20 pages (excluding annexes). The report should include an executive summary (using ILO standard format) and a specific section on lessons learned from these projects that could be replicated or should be avoided in the future. Finally, the report should include specific and detailed recommendations solidly based on the analysis and, if appropriate, addressed specifically to the organization/institution responsible for implementing it.

The contents of the report include:

- Title page
- Table of contents
- Executive summary
- Acronyms
- Background and project description

- Purpose of evaluation
- Evaluation methodology and evaluation questions
- Project status and findings
- Conclusions and recommendations
- Recommendations for a Revised Logframe
- Lessons learnt and potential good practices
- Annexes (list of interviews, overview of meetings, other relevant information)

This report will be circulated by BWI to ILO Country Office and relevant stakeholders for their comments. The evaluators should consider the comments for the preparation of the final version of the report.

8. Expected competencies

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

- Applicants should have a minimum of eight years' experience conducting evaluations at the international level, in particular with international organisations in the UN system and World Bank Group. Previous experience with ILO evaluations is an advantage.
- Experience with the ILO mandate and its tripartite and international standards foundations, social dialogue and stakeholder engagement, as well as previous knowledge and experience with the Better Work Programme would be an asset.
- Labour standards expertise and experience in the areas of labour standards compliance and/or corporate social responsibility. Consultants should have demonstrated knowledge of global supply chains, ideally the garment sector.
- Experience in Indonesia, and the garment sector is an advantage.
- Candidates should demonstrate excellent written and oral communication skills in English. Arabic is an advantage.

9. 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.

ANNEX B: LIST OF DOCUMENTS REVIEWED

I. ILO Documents:

1. Project Document: "Better Work Indonesia," January 2013
2. "Better Work Indonesia—Phase II, Concept Note," March 2012
3. ILO-IFC Better Work Programme Technical Progress Reports (TPR):
 - From 01/01/2013 to 30/06/2013
 - From 01/07/2013 to 31/12/2013
 - From 01/01/2014 to 30/06/2014
4. "BW Global Programme Update, July 2013-June 2014"
5. ILO, *Indonesia Decent Work Country Programme 2012 – 2015*, Geneva, 2011.
6. ILO, Bureau of Programming and Management website, [<http://www.ilo.org/public/english/bureau/program/>], accessed 5 Nov. 2014.
7. International Labour Office, *Applying Results-based Management in the ILO: A Guidebook, Version 2*, Geneva, 2011 [<http://www.ilo.org/public/english/bureau/program/dwcp/download/rbm2.pdf>].
8. ILO, "Policy Brief: Women, Work and Development—Evidence from Better Work", Geneva, 2013, [<http://betterwork.org/global/wp-content/uploads/Women-Influencing-Brief-V3.pdf>].

II. BWI individual sources: Synthesis Reports, and Informational Resources:

1. "Better Work Indonesia: Garment Industry, 4th Compliance Synthesis Report," July 2014
2. "Better Work Indonesia Thematic Synthesis Report: Fire Safety," April, 2014
3. "Better Work Indonesia: Garment Industry, 3rd Compliance Synthesis Report," December, 2013
4. "Better Work Indonesia: Garment Industry, 2nd Compliance Synthesis Report," April, 2013
5. "Better Work Indonesia: Garment Industry, 1st Compliance Synthesis Report," October, 2012
6. "Impact Assessment Indonesia Worker Survey 2014"
7. "BWI Quarterly E-Newsletter, 4th Edition" Dec. 2013
8. "BWI Quarterly E-Newsletter, 3rd Edition" Oct. 2013
9. "BWI Newsletter, Special Edition" July 2013
10. "BWI Quarterly E-Newsletter, 2nd Edition" July 2013
11. "BWI Quarterly E-Newsletter, 1st Edition" April 2013
12. "BWI Quarterly E-Newsletter, 4th Edition" Dec. 2012
13. "BWI Quarterly E-Newsletter, 3rd Edition" Oct. 2012
14. "BWI Quarterly E-Newsletter, 2nd Edition" Oct. 2012
15. "BWI Quarterly E-Newsletter, 1st Edition" June 2012

III. Monitoring and Evaluation Documents and Data Tables:

1. "BW Country Programme Monitoring and Evaluation Key Performance Indicators, January-June 2014"
2. "Performance Plan Better Work Indonesia," Jan. 2014
3. "M&E Data Table of Common Indicators" Jan.-Dec. 2013

IV. Special Studies:

1. Dalberg Global Development Advisors (Dalberg) and Emerging Markets Consulting (EMC), "Better Work—Study to Determine Pricing on Monitoring and Advisory Services, Country Assessment for Better Work Indonesia, DRAFT FOR DISCUSSION," September 16, 2014.
2. Margot, Christophe, "Time Study Part I: Current situation for NOAs in Indonesia & Comparison with Vietnam." September 2014.
3. Better Work Indonesia, "Progress on Strategy towards Sustainability," May 2014 and October 2014.

V. Other Resources:

1. USAID, *Technical Note*, "The Logical Framework", Number 2, Version 1, December 2012, [[http://usaidlearninglab.org/sites/default/files/resource/files/2012_12%20Logical%20Framework%20Technical%20Note_final%20\(2\).pdf](http://usaidlearninglab.org/sites/default/files/resource/files/2012_12%20Logical%20Framework%20Technical%20Note_final%20(2).pdf)].
2. USAID, *Performance Monitoring and Evaluation TIPS*, "Conducting Data Quality Assessments", Number 18, First Edition, 2010, [http://pdf.usaid.gov/pdf_docs/pnadw118.pdf].

ANNEX C: EVALUATION QUESTIONS AND INTERVIEW MATRIX

Questions	Stakeholder Group			
	BWI, BWG and ILO Staff	Gov't Officials	Employer Reps and Buyers	Labour Reps
1. To what extent are the project objectives and strategies meeting the needs and expectations of tripartite stakeholders and international buyers?	x	x	x	x
2. To what extent have the project's key stakeholders and PAC members supported and participated in the BWI project?	x	x	x	x
3. Have there been any changes in internal or external circumstances that have required or could require a readjustment of project strategies?	x			
4. How does BWI contribute to achieving the objectives of Indonesia's Decent Work Country Programme 2012-2015	x			
5. Are the indicators described in the logframe relevant and useful for measuring progress toward achieving project objectives? How is the data used for decision-making purposes?	x	x		
6. What are the strengths and weaknesses of the project monitoring system? Are the reported results used to effectively manage the project or identify key areas for intervention?	x	x		
7. Is the project on track to meet the established targets? Are these target goals realistic? Why or why not?	x	x		
8. What are the strengths and weaknesses of BWI's assessment, advisory and training services? How can these services be more effective or of higher quality?	x	x		
9. How has gender equality been mainstreamed/integrated into project outputs and processes?	x			
10. How has the project increased the capacity of its tripartite constituents and partner organizations? Have these efforts contributed to improved compliance and productivity in garment factories?	x	x	x	x
11. Has the BWI project consistently and effectively communicated program results with its national stakeholders? Has this communication been sufficient or how could it be improved?	x	x	x	x
12. Did the project use its human and financial resources strategically and efficiently in order to achieve outcomes? Are there any more efficient alternatives that can achieve the same or better results?	x	x	x	x
13. What is the project's current financial status and what changes will be necessary to what adjustments are necessary to remain economically viable and sustainable?	x			
14. What preparations are underway for the transition to an independent entity? What evidence exists that demonstrates national ownership of the proposed national Foundation?	x	x	x	x
15. Are there any other adjustments to the project strategy that may be needed as the project transitions to an independent entity?	x	x	x	x

ANNEX D: LIST OF PERSONS INTERVIEWED

ILO Indonesia staff

1. Mr. Peter van Rooij, Director ILO Indonesia
2. Ms. Lusiani Julia, Programme Officer
3. Mr. Soerharjono, National Programme Coordinator on Workers' Activities

Better Work Indonesia staff

4. Mr. Simon Field, Chief Technical Advisor
5. Mr. Muce Mochtar, National Programme Manager
6. Mr. Mohamad Anis Agung Nugroho, Senior Enterprise Advisor
7. Mr. Sutrisna, Senior Enterprise Advisor for Advisory and Training
8. Ms. Dinah Paramita Madiadipura, Senior Enterprise Advisor for Assessment
9. Ms. Retno Wahyu Nugrahini, Enterprise Advisor
10. Ms. Non Purnamawati, Enterprise Advisor
11. Ms. Nenden Aminah, Enterprise Advisor
12. Mr. Arifzal Adrianto, Enterprise Advisor
13. Mr. Fauzan Azhima, Enterprise Advisor
14. Ms. Pipit Savitri, Enterprise Advisor
15. Mr. Abraham Jonatan, Enterprise Advisor
16. Ms. Dwi Utami, Enterprise Advisor
17. Ms. Josephine Imelda, Knowledge Management Officer
18. Ms. Shelly W.M., Training Officer
19. Ms. Olivia Krishanty, Buyers Relation Consultant

Trade Union Representatives

20. Mr. Sugito, F-SP-TSK-SPSI (Federation)
21. Mr. Kusmin, SPN (Independent)
22. Mr. Mitra, F-SP-TSK-SPSI (Federation)
23. Mr. SukmaRinggit, KSBSI (Confederation)
24. Mr. Tri Pamungkas, F-SB-GARTEKS (Federation)
25. Mr. Helmy Salim, F-SP-TSK-SPSI (Federation)
26. Mr. E. Kustandi, KSPI (Confederation)

Employer Associations Representatives

27. E.G. Ismy, Deputy Secretary General, Indonesian Exporters Association (API)
28. Mintardjo Halim, Vice Chairman of International Affairs, API
29. P. Agung Pambudhi, Exec. Director, Employers' Association of Indonesia (APINDO)
30. Sherly Susilo, International Relation Staff, APINDO

Garment Factory Managers and HR Managers

31. Mr. Edward Yeum, Hansae
32. Mr. Nikko Liandry, Taitat
33. Mr. Sigit Wibado, Taitat
34. Mr. Subrioto, Taitat
35. Mr. Fadli Tripb, Taitat
36. Max Kim, Hansoll-Hyun

Factory Workers

- 37. Ms. Nurisian Soresia, Hansae
- 38. Mr. Nanang Bahrol, Hansae
- 39. Ms. Hta Yuni, Taitat
- 40. Ms. Yuningsih, Taitat
- 41. Ms. Suyatmi, Taitat
- 42. Mr. Entinar, Taitat
- 43. Ms. Nurmanwnti, Taitat
- 44. Ms. Rosmiwanti, Taitat
- 45. Mr. Hermawati, Taitat
- 46. Ms. Iwan R, Taitat

Ministry of Manpower

- 47. Ms. Anndalussia, Subdivision Head of International Cooperation, Labour Inspection
- 48. Mr. Muchamad Yusuf, Head of Sub Directorate of Law Enforcement Cooperation
- 49. Mr. Andi Awaluddin, Head Division of Legal and International Cooperation, Industrial Relations
- 50. Mr. Krisman P. Butar-Butar, Head Sub Division of International Cooperation, Industrial Relations

Buyer Representatives

- 51. Ms. Anya Sapphira, Environment Sustainability, H&M
- 52. Mr. Sulaiman Madi, Social Sustainability, H&M
- 53. Ms. Anikkuchan, PVH
- 54. Mr. Toni Wahid, Manager, Monitoring and Remediation, GAP

BW Global Representatives

- 55. Wamiq Umaira,
- 56. Arianna Rossi, Research and Policy Officer
- 57. Esther Germans, Manager Stakeholder Engagement and Finance
- 58. Deborah Schmidiger, Programme Officer

ANNEX E: BWI LOGICAL FRAMEWORK

Project Structure	Indicators	Means of Verification (MoV)
Development Objective: To contribute to improving working conditions and productivity in targeted sectors with increased compliance with international and national labour standards and strengthened competitiveness of enterprises in the global supply chain.		
Outcome 1: Improved labour standard compliance in the targeted sector in accordance with international core labour standards and national labour law.	<ul style="list-style-type: none"> Number of enterprises that show progress in improving their labour compliance as well as competitiveness 	Immediate Objective 1 MoV: <ul style="list-style-type: none"> Tracked evidence in regular assessment reporting STAR system. BWI M&E research reports.
Output 1.1. Enterprise assessment methodology and tools adapted and tested.	<ul style="list-style-type: none"> BW Compliance Assessment Tool (CAT) endorsed by constituents and tested by BWI in more than 5 enterprises. Numbers of EAs trained in conducting the enterprise assessment utilizing the adapted CAT. 	Output 1.1 MoV: <ul style="list-style-type: none"> Documented reports. Meeting minutes. Workplan reporting.
1.1.1. Adapt BW Common Assessment Tools (CAT) to local context and present it to the national constituents.		
1.1.2. Production of a simplified guidebook on Indonesian labour law.		
1.1.3. Enterprise Advisors (EAs) are recruited and trained on conducting enterprise assessments.		
Output 1.2. Enterprise assessment services socialized and implemented.	<ul style="list-style-type: none"> An enterprise mapping report in the targeted sector. Number of enterprise assessment reports accessible by buyers. Synthesis reports published once a year 	Output 1.2. MoV: <ul style="list-style-type: none"> Training programmes, participant list, and evaluation report. Tracked reports in STAR system. BWI publications on website. Workplan reporting.
1.2.1. Undertake and regularly update the mapping of the targeted sector in Indonesia.		
1.2.2. Information on programme registration and subscription is communicated to factories and international buyers as required.		
1.2.3. Start registration of enterprises to BWI, and subscription of international buyers to STAR online system.		
1.2.4. The first pilot assessment reports are completed and sent to participating enterprises and interested buyers.		
1.2.5. The first public report on national trends and situation is compiled and distributed widely.		
1.2.6. Enterprise assessments are conducted at least annually for each enterprise, and public reports made available.		
Outputs 1.3. Advisory and training services to support remediation are provided.	<ul style="list-style-type: none"> Number of training materials produced and disseminated. Number of male and female EAs trained in conducting advisory services. Number and rate of enterprises receiving BWI advisory and training services. 	Output 1.3 MoV: <ul style="list-style-type: none"> Training agenda, participant list and evaluation reports. Workplan reporting.
1.3.1. EAs trained on methodology and skills for delivering advisory services.		
1.3.2. Advisory services carried out at the enterprises on a regular basis, as required.		
1.3.3. Consultation meetings with stakeholders to determine targeted training needs.		
1.3.4. Adapt the BW modular training materials to the local context, and translate into local languages, as required.		

Project Structure	Indicators	Means of Verification (MoV)
1.3.5. BWI responds to requests from enterprises for training services.		
Output 1.4. Bipartite cooperation institutions are established and performing in participating enterprises on a regular basis, as required.	<ul style="list-style-type: none"> Rate of enterprises with PICC established. Rate of enterprises developing improvement action plans. 	Output 1.4 MoV: <ul style="list-style-type: none"> STAR system. Workplan reporting.
1.4.1. Performance Improvement Consultative Committees (PICCs) established and trained to adopt, implement and monitor improvement plans.		
1.4.2. PICC meetings held on a regular basis, as required.		
Outcome 2: Established sustainable accesses by Better Work Indonesia stakeholders to Better Work tools and approaches, adapted to the Indonesian context.	<ul style="list-style-type: none"> A governance and consultative structure is in place and functioning. Percentage of international buyers' not duplicating BWI assessments. 	Immediate Objective 2 MoV: <ul style="list-style-type: none"> Meeting minutes. Documented reports. Workplan reporting. Tracked STAR reporting.
Output 2.1. Cooperation framework for institutional cooperation is established.	<ul style="list-style-type: none"> Number of joint activities. 	Output 2.1 MoV: <ul style="list-style-type: none"> Recorded reports. Workplan reporting.
2.1.1. BWI hold discussions with labour authorities on their priorities for institutional development and formation of a framework for cooperation.		
2.1.2. Cooperation framework is defined and BWI engages in joint discussions or training as appropriate, in particular for the labour authorities' related officials.		
Output 2.2. Governance and consultative structure for BWI are in place and functioning.	<ul style="list-style-type: none"> Frequency of PAC meetings. Number of buyers signed up Buyers Principles and attend buyers forum. 	Output 2.2. MoV: <ul style="list-style-type: none"> PAC meeting minutes. Report of buyers' forum. Workplan reporting.
2.2.1. Setting up the Project Advisory Committee (PAC) and defining respective roles and responsibilities.		
2.2.2. Periodic PAC's meetings are held and regular consultation and communication with PAC's members is established.		
2.2.3. International buyers' forum held in Indonesia.		
Output 2.3. Capacity of tripartite constituents to support the programme is enhanced.	<ul style="list-style-type: none"> Number of male and female tripartite constituents' representatives receiving capacity building training. 	Output 2.3. MoV: <ul style="list-style-type: none"> Training participant list and evaluation reports.
2.3.1. BWI select local training partners and consult with national constituents to develop capacity building programmes.		
2.3.2. BWI supports the workers' organizations on development of a strategy for unions to utilize training materials as basis of workers educational training.		
2.3.3. BWI supports the employers' organizations on the needs of specific training and support the training where appropriate.		
Output 2.4. STAR information system becomes operational in Indonesia.	<ul style="list-style-type: none"> Number of users subscribed to the STAR system. Number of enterprise reports consulted in the STAR system. 	Output 2.4. MoV: <ul style="list-style-type: none"> IT management system. Training participant list and evaluation reports.
2.4.1. STAR is adapted and localized to Indonesia context.		
2.4.2. Local staffs are trained in utilizing STAR and its maintenance.		

Project Structure	Indicators	Means of Verification (MoV)
2.4.3. Stakeholders trained in how to use STAR and effectively use it.		<ul style="list-style-type: none"> Subscription records, financial reports, and other recorded documents
2.4.4. Enterprises and buyers pay subscription fees and gain access to STAR.		
Output 2.5. Communication and marketing strategy is designed and implemented.	<ul style="list-style-type: none"> Number of quotes in media on BWI. Number of hits to the BWI website, both locally and internationally. 	Output 2.5. MoV: <ul style="list-style-type: none"> Articles in newspapers, reportage on TVs, radios Recorded documents Documented materials
2.5.1. Development of networking with media for marketing programme.		
2.5.2. BW Communication Officer in BWG works with BWI on development of communication and marketing strategy.		
2.5.3. BWI website designed and made available in both English and local languages.		
2.5.4. Marketing and communication materials developed and disseminated according to local context and targeted audiences identified in strategy.		
Output 2.6. BWI financial model in place and operational.¹²	<ul style="list-style-type: none"> Financial model designed and operational. Feasibility study report available. 	Output 2.6. MoV: <ul style="list-style-type: none"> Recorded documents. Documented materials.
2.6.1. Financial model put in place and tested with guidance from the BWG programme.		
2.6.2. Feasibility study conducted on total revenues against services provided, and cost recovery plan developed (implemented and funded in Phase II).		
Outcome 3: Lessons learnt and knowledge about labour standard compliance and competitiveness in global supply chain are held in government policy discussions and contribute to international policy debates.	<ul style="list-style-type: none"> Number of publications and policy dialogue forum established by BWI for government policy discussion and development strategies. 	Immediate Objective 3 MoV: <ul style="list-style-type: none"> Various national and international publications, policy papers, meeting records, conference papers and press release.
Output 3.1. Assess the need of reviewing legal and policy framework to address gaps identified through enterprise assessments.	<ul style="list-style-type: none"> Analytical report containing recommendations to the constituents available. 	Output 3.1. MoV: <ul style="list-style-type: none"> Official documents, laws and regulations, and official letters received Meeting minutes
3.1.1. BWI undertakes a labour policy study on labour standard compliance in Indonesia and feasibility to extend BW to other sectors.		
3.1.2. BWI holds discussions with national constituents to make advocacy and recommendations on sustainable workplace cooperation strategies at national, regional and sector levels.		
Output 3.2. Monitoring and evaluation tools are adapted and implemented, as a means toward tracking and documenting lessons learnt.	<ul style="list-style-type: none"> Monitoring and evaluation system functioning. 	Output 3.2. MoV: <ul style="list-style-type: none"> M&E documents. Documented reports
3.2.1. Monitoring and evaluation framework adapted to BWI and endorsed by BWG.		
3.2.2. Key performance indicators are used to measure impact and M&E reports		

¹²Activities that support Output 2.6 implemented in Phase II.

Project Structure	Indicators	Means of Verification (MoV)
consolidated.		
Output 3.3. Knowledge sharing system in place and lessons learnt and experience acquired from BWI disseminated.	<ul style="list-style-type: none"> • Conference on lessons learned and good practices organized. 	Output 3.3. MoV: <ul style="list-style-type: none"> • Mission reports. • Recorded documents.
3.3.1. Regional conferences and study tours are organized as required for promoting experience exchange between BW country programmes.		
3.3.2. Participate in national and international conferences to share programme results and impact assessment.		