ILO EVALUATION

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- **ILO TC/SYMBOL:** **GLO/15/67/MUL; RAS/15/55/MUL; GLO/12/10/REV**

- **Type of Evaluation :** **Independent Final**

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- **Name of consultant(s):** **Huib Huyse (team leader); José María Álvarez**

- **ILO Administrative Office:** **Better Work Programme**

- **ILO Technical Backstopping Office:** **Better Work Programme**

- **Other agencies involved in joint evaluation:** **International Finance Coorporation (IFC)**

- **Date project ends:** **June 2017**

- **Donor: country and budget US$** **Multi-donor programme: around USD 21,000,000.**

- **Evaluation Manager:** **Ricardo Furman**

- **Key Words:** **Supply Chains, Garment Industry, Decent work, global programme.**

CONTENTS

ACTEMP	Bureau for Employers' Activities
ACTRAV	Bureau of Workers' Activities
BFC	Better Factories Cambodia
BW	Better Work
BWG	Better Work Global
CLS	Country Labour Standards
CP	Country Programme
CPM	Country Programme Manager
CSR	Corporate Social Responsibility
CTA	Chief Technical Advisor
DEFP	Departmental Evaluation Focal Point
EA	Enterprise Advisers
FTE	Full-time equivalent
GAP Inc.	International brand with headquarters in USA
HQ	Headquarters
IFC	International Finance Corporation
ILO	International Labour Organization
IR	Industrial Relations
ITUC	International Trade Union Confederation
LDP	Leadership Development Programme
M&E	Monitoring and Evaluation
PAC	Project Advisory Committee
PICC	Performance Improvement Consultative Committees
PRODOC	Project/Programme Document
RBM	Results –based Management
SLCP	Social & Labor Convergence Project
TC	Technical Cooperation
TOR	Terms of Reference
ToT	Training of Trainer
WBG	World Bank Group

ACKNOWLEDGEMENTS

"When we approach a market system, we should not think that we are bringing change to an otherwise static system. In reality, we are joining a system in motion, at a point on its journey, and with a range of possible future paths and outcomes."

(Harvey et al., 2017, p26)[1]

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[1] 2017: Shaping Inclusive Markets: How Funders and Intermediaries can Help Markets Move toward Greater Economic Inclusion; Harvey Koh, Samantha King, Ahmed Irfan, Rishi Agarwal, Ashvin Dayal, Anna Brown; FSG report

INTRODUCTION

Purpose and scope of the evaluation

This final evaluation report assesses Phase III of Better Work Global (BWG), a programme operating in seven countries, engaging more than 1400 factories, covering around 2 million workers in the garment and footwear sector. The evaluation assesses the second part of Phase III of BWG (2012-2017), running from July 2015 to June 2017.

Evaluation methodology

The methodology included the application of the following data collection tools: document review, face to face interviews with Geneva-based BW staff, telephone/Skype interviews, web-based survey, and a stakeholder's workshop. The evaluation did not include field visits, aside from BWG offices in Geneva, but used country-level evaluation reports as secondary source.

CONCLUSIONS AND LESSONS LEARNED

Conclusions

1. Relevance and strategic fit

Better Work takes up a unique position in the world of social upgrading of global garment supply chains due to its size, specific institutional set-up, and its multi-pronged approach, and is well-aligned with international agendas. All stakeholders consulted confirm support BW's strategic re-orientation in expanding its focus to the national, sectoral and global level. The attractiveness of the programme for international brands relates to its credibility (involvement of ILO and the WBG), its attention for compliance monitoring in combination with social and economic upgrading efforts, and its engagement with stakeholders across the value chain. Within ILO, BW has the status of a Flagship programme, it has become the reference programme for ILO's work on global supply chains, and is widely recognized for its innovative engagement with the private sector and the IFC. The relevance of its model at factory level has been tested extensively in different contexts (Tufts university impact assessment). Up to now, Better Work focuses on the cut and sew garment industry (Tier 1 suppliers) and doesn't systematically include sub-contractors (Tier 2 and beyond). The logframe was adjusted slightly after the previous evaluation, mainly cleaning-up inconsistencies in the indicators. Indicator sets for the outputs under outcome 2 and 3 remain too activity-oriented. Several gaps in the intervention logic for the influencing agenda were addressed in Phase IV. BW's toolbox might need to be further enriched in the new phase of the programme to navigate complex political-economy dynamics at the sectoral, national and global level.

2. Project progress and effectiveness

Scale, quality and effectiveness in the service delivery

By crossing the 2 million mark of workers employed by factories under the BW programme[2], BW achieved its June 2017 target. The number of participating factories increased by more than 900 between 2012 (583 factories) and 2017 totaling 1,486 at the end of phase III, which represents 90% of the 2017 target of 1640 factories. The roll-out in the footwear industry is slower than anticipated mainly due to insufficient resources to make headways in this sector. It has also been stated that despite its relevance, this new line of action exceeds by far the actual capabilities of the programme. The same period included a geographical expansion to new areas (in Vietnam) and a new country (Bangladesh). The cooperation with Lesotho was terminated. Feasibility studies were done for new programmes in Ethiopia, Myanmar and Egypt. Monitoring data shows that, during the period under review, every BW country programme either maintained or improved non-compliance for the majority of the compliance points[3]. BW is exploring the possibility of expanding to non-BW countries by licensing its training and advisory material, based on positive experiences upon the piloting of the BW Academy training and the Supervisory Skills Training (SST). In the roll out of the new service delivery model, initial challenges were largely overcome, good factory ownership is reported. The module development and implementation is largely on track, but some delays were recorded in preparing for the launch of the new 'differentiation' module in Vietnam. The extensive capacity building efforts of the country teams has been highly appreciated. Expectations regarding the inclusion of an environmental component in the compliance monitoring have not yet been met. A solution is possibly emerging through a partnership with IFC (Phase IV).

Influencing policy at the national and sectoral levels

This emerging area of work was new to most country teams, but entry points were finally identified, and BW managed to contribute to policy reforms in most countries. Examples of contributions to policy reforms reported in Jordan, Indonesia, Bangladesh, Lesotho and Egypt. Country teams have been guided by BWG to come-up with policy influencing strategies, but these were not codified, nor integrated in ILO DWCPs, limiting the possibility for cross-country learning and building ILO synergies. Collaboration with other ILO units remains a challenge in 'old' BW countries. At global level, BWG contributed to ILO policies and practices for the 2016 ILC session on global supply chains, and during the ILO 2016 meeting of experts on Violence at Work. The impact assessment study has been instrumental in supporting policy work at country level and within ILO and IFC, and engaging with donors. The use of the research outside the close group of BW stakeholders has been limited, such as in the academic community and amongst business and human rights experts in OECD countries. Aside from the IFC partnership, BW is careful in partnering with external multi-stakeholder initiatives or institutions to avoid reputational damage or loss of credibility. BW is still deliberating on its role in the ambitious Social and Labor Convergence Project (SLCP). The partnership with the Fair Wear Foundation has potential due to its complementary work with small and medium size brands, and on living wages.

Engagement with buyers

The interaction with brands has become more structured through the development of partnerships agreements, which stipulate mutual expectations between the brands and BW, for

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[2] The evaluation team did not verify the model which is used to estimate the number of workers affected by the programme.

[3] Cross-country compliance trends for specific themes or CAT items (compliance points) are not available, but can be established when comparing the compliance synthesis reports per country.

example related to the relationships with their suppliers and other areas of attention for brands' supply chain practices. The target for the number of buyers improving partnership commitments was surpassed. However, BW is still searching for ways to give sufficient weight to the partnership reviews, including improving the engagement of the purchasing departments. The work on sourcing practices is not yet developed inside the partnership agreement. The BW Academy has turned out to be a new and promising way of engaging with brands. BW has been productive in developing new materials (5) and organizing events (12) for buyers: manuals, leaflets, newsletters, business updates, webinars, and forums.

3. Efficiency of resource use

Although the picture is incomplete due to gaps in the available data, there are indications that efficiency receives sufficient attention, both at BWG and at country level. The new service delivery model is assessed by BW staff as more effective than the earlier model, but not necessarily more efficient. The restructuring of the BW global office has improved efficiency for the Asian BW countries, with only small or no inconveniences for other BW countries in Africa and the Americas. At an operational level, problems continue to emerge with the IT backbone of the compliance monitoring system (STAR). The system is described by several insiders and outsiders as slow and rigid, and lacking features to extract aggregated or consolidate data from the system.

4. Effectiveness of management arrangements

BW is a self-critical, evidence-based and responsive programme, as witnessed through the systematic research and evaluation uptake and its focus on learning-oriented events with multiple stakeholders. In view of BW's expanding agenda (more countries, new instruments, and increased activities at the national and global level), the complexity of the programme increases, which in turn is likely to require more expertise to deal with political-economy issues. The BWG support for the country programmes, including the internal capacity building programme is highly regarded by managers of these programmes and national staff. The organizational culture is not too hierarchical, centralized or bureaucratic. There are relatively few tensions between field staff and HQ for a programme of this size and complexity. The decentralization of part of the HQ to Bangkok has been well absorbed, with overall a positive assessment of the new set-up. The integration of the different monitoring systems and framework is not finished (challenges with the STAR database system are described under efficiency). The overall governance of BW is satisfactory, including the functioning of the advisory structures and management. After the 2015 evaluation, additional efforts have been made to optimize synergies within the ILO – IFC partnership, including the appointment of dedicated officers and improved communication protocols. Progress has been made behind the scenes in terms of structures and capacity, but the outcomes are emerging rather slow, especially at the country level, where incentives for intensified collaboration seem to be missing, together with time constraints, and a lack of information. Issues have been raised concerning the incorporation of the environmental component into the service model. For some stakeholders it remains unclear if this is really desirable, realistic and a priority for BW.

5. Impact

The impact assessment research has provided strong and robust evidence that at ground level the programme's theory of change works and its immediate effects are able to trigger further changes in peoples' lives and factories' productive practices. A summary of key findings are described in the report.

6. Sustainability

BW's fundraising status is generally strong, but with shifting donor engagements, maintaining the cash flow has been difficult at times during Phase III. One response has been the development of a pooled funding mechanism, donor interest is not clear yet. There are encouraging figures of cost recovery in Asian country programmes: Cambodia 95%, Indonesia 71%, Vietnam 61%. There is agreement that cost-recovery cannot be achieved for countries with small garment industries. A new price recovery system, with price increases in 2017-2018-2019 has been accepted by factories and brands. More attention was paid to country sustainability strategies after problems with the exit in Lesotho. Most advanced in institutionalization is happening in Indonesia (through a foundation), and Jordan (through advanced cooperation with the inspectorate), in other countries there is no breakthrough yet.

Lessons learned

1. <u>Exit strategies for small countries need to thoroughly consider the specific characteristics and requirements of this group of countries</u>. There are not blue-print scenarios for the institutionalization of BW at country level, every country has got its specific needs. Generally, there is need to work with various national (and international) 'hosts' for the integration of different components but experience shows that in small countries it is very difficult to develop the critical mass required for the continuation of some processes. This might justify some further analysis and the design of bespoke packaged aimed at tackling the specific needs of this countries. It is not realistic to expect a successful transition from a stage where the full structure of programme is in place to a stage where this structure completely disappears, even if some preparatory actions have been conducted during the implementation phase. Some sort of services are likely to be needed to support that transition.

2. <u>Impact research assessments can have many applications beyond establishing the impact of the programme.</u> They can provide very valuable inputs for decision making, policy influencing and communication purposes, if this is anticipated from the inception phase and strong management buy-in is achieved. The programme has demonstrated that the pre-identification of relevant research questions, the uses and applications for the different components of the research interventions, resulted in higher buy-in by management and programme staff. The investment in a separate research unit, which closely interacts with operational units, has been one of the success factors.

3. <u>No specific component of the BW approach can be singled out as the most decisive or key component</u>, rather, it is the combination that makes the approach effective. All of them can surely prove certain degree of effectiveness in improving working conditions in the garment industry but the Tufts research concludes that the differential element of the BW approach is not one element in particular to be more effective than any of others. It is the holistic approach that makes the programme such a relevant and effective intervention. The main challenge for the future is to institutionalise the various components of the programme without losing the added value and coherence of an integrated delivery of all the components together.

4. <u>The process of geographical relocation of an office is smoother when the managerial and technical staff are as much as possible maintained in their previous roles following the move</u>. For some internal actors, this is a lesson learned that the organization should take into account when embarking on decentralization processes such as the one mentioned here. The continuation in their roles of the human resources facilitates the transition to the new structure and minimizes the risks of losing operational capacity.

RECOMMENDATIONS

1. **Completing the improvement process of the BW log frame**
   (Responsibility: BWG; Timing: mid-term)
   a) In line with the mid-term evaluation, BWG has successfully revised its log frame. This process should be continued by (1) improving the formulation of the outputs under outcome 4 on the global policy dialogue on DW and the SDGs by reformulating them in an actor-centered way (as the outcome on the enabling environment), and strengthening the articulation of how outputs are expected to lead to the outcome; (2) integrate aspects of 'quality' and 'appreciation of strategic importance' in quantitative indicators, where relevant and feasible; and (3) the monitoring system of the programme should be complemented with indicators at the development goal level, collected from secondary sources. These indicators should not necessarily be used to assess the impact of the programme, but rather to map and follow-up the programme's context.
   b) BWG should consider introducing simple client-satisfaction instruments to get feedback on its services (STAR system, publications, ..) from key stakeholders it is servicing and which are not covered by ongoing M&E or research efforts.

2. **Unlocking the power of existing BW datasets**
   (Responsibility: BWG; Timing: short-term)

   BWG should mine more actively the compliance monitoring datasets to serve the information needs of different stakeholders, while respecting existing data privacy and commercial agreements with brands and factories. This should be done by mapping out the potential users and uses: BW for learning and performance monitoring; ILO for research and statistics; academics for research purposes; civil society stakeholders for transparency and monitoring; and brands and factories for follow-up. Ideally, CAT data would be further integrated with other data sources, such as advisory and training statistics. This requires a major review of the user interface of STAR. The programme should be made more user-friendly and capable of presenting overviews of specific themes and CAT items, historical trends, graphs and other visuals, with different levels of access and detail for different users. BW should consider developing an annual 'State of the Garment Sector' report, based on compliance monitoring data across countries.

3. **Continue to strengthen the collaboration with other ILO departments and programmes**
   (Responsibility: BWG and ILO departments; Timing: mid-term)

   Phase III has brought substantial progress in the collaboration with other ILO structures, but needs to be deepened, especially in the 'older' BW countries and at the regional level. Collaboration strategies need to be explored which are light in terms of governance, respect BW's partnership with IFC, and re-enforce BW's alignment with DWCPs.

4. **Safeguarding the coherence of the overall set of scaling-up and institutionalization strategies**
   (Responsibility: BWG and BW stakeholders; Timing: mid-term)

   BW is mobilizing a variety of strategies to scale-up and institutionalize its operations beyond the factory level. BW's approach of designing context-sensitive strategies which are systematically tested before being rolled-out more widely, is an excellent approach. However, there is need to regularly review in dialogue with national and international BW stakeholders the overall coherence of the different strategies to avoid potential conflicts and missing windows of opportunity.

5. **Continue to explore and monitor alternative options for strengthening the enabling environment**
(Responsibility: BW, ILO departments and national ILO constituents; Timing: mid-term)
   a) Up to now, institutionalization strategies for BW's compliance monitoring activities focus a lot on strengthening the inspectorate and contributing to policy reforms. A sustainable compliance monitoring system requires also substantial capacity amongst the social partners. Considering the lack of capacity of employers' associations, various intermediaries (local consultancies, research institutes …) and workers organizations, there is a need for BW, together with other ILO units, to increase efforts to build the capacity and increase the voice of the social partners in order to strengthen all the components of the system.
   b) BWG should consider providing additional support to the country teams to enable them to develop, together with local stakeholders, country road maps for the influencing agenda. This should also contribute to making sure that ILO acts in a concerted way on the ground.

6. **Strengthening the governance of the monitoring of brands' performance to source more sustainably**
(Responsibility: BWG, ILO, brands; Timing: mid-term)

   BW should explore different governance options for the monitoring of brands' performance towards more sustainable sourcing practices (e.g. shortening the supply chain, building longer term relationships with suppliers, and addressing due diligence problems due to 'price squeeze' and 'time squeeze'). The current buyer partnership review system is functioning well for commitments related to compliance monitoring, but is possibly not the best structure for the sensitive sourcing practices, which might touch upon higher commercial interests (and could test the relationships with BW). In addition, an argument can be made that, from a sustainability perspective, governance systems need to be designed which are not only linked with a specific programme (BW), but rather with the underlying institutions and/or other stakeholders. Alternative governance options could be organized through the engagement of an ILO expert panel, a mixed ILO-WBG panel, or linking it with the review mechanisms of Global Framework Agreements (which are also organized at brand level).

7. **Deepening the renewed communication efforts, further supported by a research agenda**
(Responsibility: BWG; Timing: short-term)
   a) In Phase III, BW laid the foundations of a communication agenda by investing in more communication capacity, upgraded communication channels, and new products. Future efforts should focus on reaching out to a wider group of audiences, including national policy makers, experts and practitioners on social upgrading, academic networks, and the broader public.
   b) BW has managed to develop a model where research is not an add-on but is integrated in the core of its operations. Considering the insights coming from earlier research, the shifts in BW's strategies, and an ambitious expansion agenda, BW will need to continue investing in research to guide its operations. The new agenda might require additional research and implementation capacity, for example in the area of gender, political-economy issues, and regarding qualitative case studies. ILO could consider a case study on how BW has successfully set-up research partnerships, and how these are used to steer operations, as a potential source of learning for other ILO programmes.

8. Continue the strengthening and optimization of the ILO-IFC partnership
(Responsibility: BWG, IFC; Timing: short-term)

a) There is need to enhance the participation of the BW-ILO country teams in the follow up and management of IFC pilot projects[4]. In the same line, it seems advisable to anticipate the mechanism that are going to be applied to incorporate the outcomes of these projects into the service model, otherwise moving beyond the pilot phase is unlikely. An effort should be made to further enhance the visibility and significance of these projects across the whole spectrum of stakeholders.

b) The feasibility of the environmental component needs further discussion between the partners. Little progress has been made so far and it is not clear whether it is just related to implementation constraints or whether there are other reasons challenging the feasibility of the whole component. At the same time various stakeholders have shown great expectations around this component. It seems advisable to assess which are the real possibilities for the programme to incorporate this component and proceed accordingly.

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[4] Five Pilot Projects have been set in motion alongside the BW factories in Bangladesh (gender and productivity), Jordan (productivity and soft skills), Nicaragua (productivity), Haiti (productivity) and Vietnam (environmental compliance).

1. INTRODUCTION

1.1 CONTEXT

This final evaluation report assesses Phase III of Better Work Global, a programme operating in seven countries, engaging more than 1400 factories, covering almost 2 million workers in the garment and footwear sector.

The garment industry offers formalized employment to over 60 million workers worldwide, the majority of whom are female, and is an important source of export for several developing countries. In those countries, the sector is one of the driving economic sectors and has potential to contribute significantly towards industrialization and inclusive growth.

However, with deficits in occupational safety and health standards, verbal abuse of workers, flawed human resources practices, sexual harassment, and gender discrimination the sector also holds substantial risks and does not automatically lead to positive development outcomes. Factories may perceive good working conditions as a cost as opposed to a benefit, investment in improved safety management or better industrial relations may not be a priority for business owners, and the sourcing practices of international buyers can work against social upgrading efforts at factory level.

Garment producing countries may either lack the capacity, resources or incentives to effectively enforce legislation, or the political will to push a social upgrading agenda out of fear of losing the industry to other countries. The awareness of national laws and international labour standards is often weak among both workers and employers. With few exceptions, trade union density in the industry is low and collective bargaining agreements are still rare. As the institutional strength to govern the labour market is weak, many workers in garment factories do not have their basic rights respected.

Increasing international attention for these decent work deficits has contributed to international buyers taking more responsibility for their global supply chains, as well as other stakeholders at local, sectoral, national and global level. Different strategies have been developed over the years, leading to a multi-billion industry of compliance monitoring at factory level, training of workers and advisory services. Most studies point at the limitations of social upgrading strategies which focus only on one aspect or one actor of the global value chain.

The Better Work (BW) programme developed a comprehensive approach to social upgrading which involves all the major stakeholders along the global supply chain. BW is a joint initiative of the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group. The programme has been focusing since 2007 on the improvement of working conditions and promote competitiveness in global garment supply chains. It is a comprehensive programme bringing together all levels of the garment industry to improve working conditions, respect of labour rights for workers, and boost the competitiveness of apparel businesses. BW is mainly focused on the cut and sew garment industry (Tier 1 suppliers) and doesn't systematically include sub-contractors (Tier 2 and beyond). BW was inspired by the ILO's Better Factories Cambodia project and is currently active in Cambodia, Vietnam, Haiti, Indonesia, Jordan, Nicaragua, and Bangladesh, targeting globally 2 million workers in more than 1400 factories.

Phase III of the BW programme included operations at factory level, national-, sectoral- and global level, and was running between July 2012 and June 2017.

1.2 PURPOSE AND SCOPE OF THE EVALUATION

This final evaluation looks at the second part of Phase III of the BW programme (July 2015–June 2017). A mid-term evaluation was executed in 2015, covering the period July 2012-June 2015. The evaluation was commissioned by ILO's Evaluation Office as a standard practice for development cooperation projects with a budget over 5 million US dollars.

The evaluation is focused on the global operations of BW, which includes the whole strategic and programmatic approach and common aspects across the country programmes. As the emphasis is on the global level and the interaction between the global and country level, there is no detailed coverage of each individual country. Country programmes are subjected to specific evaluations at regular intervals. These country evaluation reports, together with other inputs from the operational and country level were used to draw conclusions at the global and strategic level.

During Phase III the programme has already undergone a series of analytical exercises:

1. An external review of the ILO – IFC partnership was conducted in April 2015
2. An independent Medium Term Evaluation (MTE) in August 2015
3. An impact assessment by Tufts University, completed in 2016. Its main findings can be found here: http://betterwork.org/blog/portfolio/impact-assessment/
4. An extensive consultation process of different stakeholders in preparation of BWG Phase IV by an external consultant (mid 2016)

Due to this broad and extensive analytical trajectory, a large set of secondary material was accessible to the evaluation team. These were used as inputs to the final evaluation exercise, focusing on the strategic aspects about the programme performance and its overall direction.

The evaluation key users are the global and national key stakeholders in the targeted countries including the social partners, workers and employers, ILO, IFC and the donors.

The purposes set in the Terms of Reference for the evaluation exercise were:

a. Establish the relevance of the BW Global programme in the context of the ILO Decent work country programs and the SDGs (i.e. vulnerable groups, equity and social justice, "no one behind") at the design and implementation stages, particularly regarding support to the country programmes and its contribution at global level.
b. Determine the Global programme effectiveness and potential impact: achievement of its objectives and understanding how and why have/have not been achieved identifying supporting factors and constraints that have led to them.
c. Identify relevant unintended/unexpected positive and negative outcomes.
d. Assess the implementation efficiency of the Global programme as a whole.
e. Establish the level of appropriation of the programme outcomes and impacts by the key stakeholders at global and country levels.
f. Assess the extent to which the Global programme has taken into considerations recommendations from the Mid-term evaluation.
g. Identify lessons learned and good practices to contribute to ILO (i.e. the BW flagship program), IFC, donors and key national stakeholders policies and operations.

1.3 EVALUATION METHODOLOGY

The evaluation was conducted by a team of two independent consultants, Huib Huyse, who acted as the team leader, and José María Álvarez. They were hired by ILO via a competitive process and reported to the ILO evaluation manager, Ricardo Furman.

Ongoing liaison between the Evaluation Team and the BW programme and its team members was coordinated by Deborah Schmidiger, BW Global Programme Officer. The BW Team was very helpful and cooperative in providing programme documents and information requested by the Evaluation Team and in setting up interviews, both in-person and those conducted by telephone/Skype with the broad set of stakeholders consulted.

Overall approach

The methodological proposal was aligned with the principles and ideas outlined in the TOR. Taking into consideration the mixed nature and complexity of the BW Global programme's objectives and the modalities of the evaluation, it was decided to use predominantly a qualitative approach, building at the same time on existing quantitative and qualitative data sources.

An evaluation matrix was established to link the evaluation questions with information needs and specific data collection instruments. To develop this, a double-entry table has been created where the criteria/categories are broken down into key questions and indicators, along with the tools to be used for the information collection process.

Evaluation methods and techniques aimed at the collection of primary and secondary data. Primary data refers to information the evaluators gather directly from stakeholders about their first-hand experience with the interventions. Secondary data is documentary evidence that has direct relevance for the purposes of the evaluation and that has been produced by the BW, other individuals or agencies for purposes other than those of the evaluation.

Tools and instruments applied

In line with the above, the following data collection instruments have been applied**:**

Document review - Including key documents pertaining to ILO documents in general and BW in particular, both at global and country level: program documents (PRODOCS), progress reports, previous evaluations, reviews and compilations of project outputs; and other relevant documents related to the different actions, including samples of partnership contracts, communication materials and the impact research study.

In-person interviews with BW and ILO´s representatives in Geneva - The Evaluation Team conducted a set of semi-structured interviews with BW´s and ILO representatives in Geneva directly or indirectly connected to BW between the 18th and 20th of October 2017. Among those were also ILO Evaluation officials responsible for overseeing the final evaluation. These interviews were based on an interview guide that contained pre-determined set of open questions that prompted discussion.

Remote Interviews with a sample of stakeholders - The sample included representatives from the BW advisory donors (IFC and Governments), buyers, institutional partners, academics and other ILO departments. Some of the stakeholders contacted from this group are part of the BW advisory committee. The interviews have been organized through Skype or telephone following the same pattern described above of using an interview guide to prompt discussion.

Remote interviews with BW managers and technicians - This group included staff from the global office in different locations (Geneva, Bangkok, USA) and CTAs from the seven country programmes.

Electronic questionnaires for BW country managers (CTA) - Questionnaires consisted of a limited number of questions, used as instruments to obtain feedback and input from the BW country-based staff (CTA), and served as an input for the Skype interviews with CTAs.

Stakeholder´s workshop (Geneva) - The stakeholders' workshop took place at the end of the data collection stage in Geneva on 9th of December 2017. During this half a day workshop, the evaluation team engaged with BW officers in Geneva and Bangkok (via Skype) and other key ILO stakeholders by presenting preliminary findings, obtaining feedback and discussion on tentative hypothesis,

The list of interviewees and people contacted can be found in **annex 2**. The following table is a summary of the number of people contacted by stakeholder group.

Summary of people interviewed for the BW Phase III final Evaluation by Stakeholder Group	
Stakeholder Group	**No. Interviewed**
BW Global Staff (both Geneva and Bangkok)	18
BW Country Programmes	7
Other ILO Departments and ILO constituents (including ACTRAV and ACTEMP)	13
BW Management Group (MG)	2
BW Advisory Committee	
Governments / Donors (2)	8
Buyers (2)	
Academics (2)	
International Organizations (2)	
BW IFC Team	2
Other (Networks, researchers and social upgrading groups…)	3
TOTAL	**53**

Evaluation phases

The sequence of the evaluation was structured in three main phases.

Preparatory Phase - This phase included the following activities:

- Preliminary desk review of project information
- Contacts with the evaluation manager
- Geneva discussion and interviews
- Preparation of the inception report, methodological approach and tools, operational planning of the evaluation

Data collection - This phase basically included the application of the data collection tools described above: document review, the remote interviews, distribution and collection of electronic surveys, stakeholder's workshop and other data collection efforts.

Reporting phase - Once the collection phase was completed the evaluation team proceeded with the analysis of the information and the elaboration of this ***Draft Report***. The draft report has been submitted to the Evaluation Manager for comment and factual correction and thereafter it to be circulated among stakeholders for their review and comment.

The evaluators produce a **final evaluation report**, taking into account feedback from the Evaluation Manager and the stakeholders. The final evaluation report will follow the format agreed with the evaluation manage and will be accompanied by an executive summary and the lessons learned and emerging good practices templates as well as by a Power Point Presentation.

1.4 METHODOLOGICAL LIMITATIONS

The amount of data and different reports that the programme has already generated from earlier reflective processes, other evaluation exercises and the impact research represented both an asset and a challenge at the same time. The evaluation team identified a substantial amount of analytical information about the programme's performance and impact, data which is not readily available in most evaluations. It posed a challenge in the sense that the evaluation was somehow compelled to avoid reiterations and add value to the existing evaluation chain. Moreover, the evaluation comes at a time when the BWG programme has just concluded an extensive consultation process (consulting a similar range of stakeholders as the evaluation) for the design of Phase IV. The PRODOC for Phase IV has been finalized and is being implemented since July 2017. This evaluation exercise had to fit within this ongoing dynamic and bring about useful insights into a very mature process, possibly only feeding into the programme in a later stage.

The evaluation process was constrained by the proposed methodological approach in the ToR, which did not include field visits, nor participation to any programme activities. The exercise has been largely conducted through Skype and telephone interviews and the review of secondary sources, rather than on-site visits and observations. This is something that conditions the contact and interaction with the programme stakeholders and subsequently the type of data collection tools that can be applied. These issues also affected the possibility to access additional national stakeholders, including the social partners. The evaluation team, for example, judged appropriate to contact Indonesian national stakeholders, taking into consideration the innovative character of the BW Indonesia Foundation but unfortunately the timing of the request coincided with another national evaluation process and the evaluation team was kindly asked to reconsider its initial idea to avoid confusion among the stakeholders. While primary data collection at country level was limited to Skype interviews with the country programme managers, the evaluation team did review a substantial amount of secondary data on BW's activities on the ground, including existing country evaluation reports, monitoring and evaluation reports, and studies.

In general, it can be said that the complexity of the operation as a whole has also presented a challenge, especially considering the available resources for the evaluation: the variety of actors with their respective mandates, approaches and methodologies, the evident differences between geographical contexts covered by the programme's actions, the combination of global and local objective, the complex interaction with other ILO units under the flagship label, political-economy dynamics around the garment industry, to name just a few. The programme has been described as a developmental operation, an innovative and ambitious initiative which has been in permanent development.

2. BWG'S WORK ON SOCIAL AND ECONOMIC UPGRADING

Better Work operates at multiple levels of the global garment and footwear supply chain to promote compliance with national law and international core labour standards and bolster a more stable and profitable sector.

At the global level, Better Work develops practical tools to support factories improve compliance with labour standards and increase competitiveness. BWG also engages with international buyers and retailers that accept a responsibility to support their suppliers to improve labour conditions. Donor relations, strategic partnerships (IFC and others) and the interaction with other ILO departments (e.g. when preparing for entering new countries, the relevant ILC policy processes, and for the BW Flagship) are also coordinated by BWG.

At the national level, country programmes combine independent factory compliance assessments with enterprise advisory and training services to support practical improvements through workplace cooperation. Country programmes are designed to be sustainable and of significant scale. Simultaneously, the programme creates opportunities for the ILO to support constituents to build the capacity of national institutions and strengthen the governance of labour markets in line with the priorities of the respective Decent Work Country Programmes (DWCP).

BW originates from an up-scaling of the Better Factories programme in Cambodia, which was originally established in the framework of the monitoring of new labour provisions in a trade agreement with the US in 2001. The global programme has entered its fourth phase in July 2017. Key aspects of phase I to III are summarized in figure 3. In its first phase (2007-2009) Better Work was established on the global level and programmes were set up in Haiti, Jordan, and Vietnam, based on the pre-existing Better Factories Cambodia programme.

The first phase involved assembling teams, establishing global structures and quality assurance systems, and putting in place mechanisms and tools to capture workplace conditions in Better Work countries.

In the second phase (2009-2012) Better Work scaled up its engagement by opening programs in Indonesia, Lesotho and Nicaragua and Bangladesh. Operations in this phase reached seven countries and engaged more than 60 global garment brands and 600 workplaces employing more than 700,000 workers.

Better Work Phase III: July 2012 - June 2017

The BW Phase III Programme was formulated as multi-donor program of a duration of 5 years (July 2012-June 2017) with a total budget of almost USD 21,000,000 (includes the country programmes).

While maintaining its two-pronged approach of working at global and country level, BW Phase III was characterized by the refinement of its service model to the factories and increasing scaling-up efforts. On top of that, however, the most significant change in strategy from 2012 onwards was perhaps the focus on stimulating policy change outside the factories to enable sustainable change at factory level.

Figure 1: Four stages in BW's development (from BW Project document Phase IV)

Phase 1 (2007-9)	• Establish governance structure and global office in Geneva • Develop core tools and systems • Launch Better Work in Haiti, Jordan, and Vietnam and continue in Cambodia
Phase II (2009-12)	• Increase global staff from 6 to 20 to continue to develop systems and provide better support to country programs • Grow from 4 to 7 countries, adding Indonesia, Nicaragua, and Lesotho • Improve our internal systems, policies and procedures and ability to assure quality
Phase III part 1 (2012-2015)	• Expand into new sectors and regions in current countries and launch Bangladesh • Begin to transition Indonesia towards a sustainable local foundation • Update our model and related tools to allow for increased factory empowerment • Increased focus on influencing policy and practice
Phase III part 2 (2015-2017)	• Roll out our new service model • Increased focus on sustainability, particularly via developing local leadership • Continue the focus on influencing policy and practice • Deepen our work with buyers

Phase III part 1 (2012-2015) initiated this journey by launching the programme in Bangladesh, beginning the transition of the Indonesian programme towards a sustainable local foundation, updating the model and related tools to allow for increased factory empowerment (the new BW service delivery model was formally launched on April 1, 2015) and increasing the focus on influencing policy and practice.

A mid-term evaluation was conducted in August 2015, being one of the inputs for the elaboration of a new revised version of the programme PRODOC. The immediate objectives for the 2nd part of Phase III were formulated in the following terms:

1. BW will have achieved scale, quality and effectiveness in its service delivery.
2. BW will have impacted policy and practice at the national and sectoral levels.
3. BW will have strengthened its engagement with buyers to improve their supply chain practices in support of BW's objectives.
4. BW, with support from its governance structure, will have enabled progress towards sustainable and viable country programs

The other major change directly involving BWG was the restructuring of the global operations, with the creation of the BW Global office in Bangkok. This has seen BWG Team members relocating from Geneva to Bangkok and a reordering of responsibilities between two Operational Managers.

The BWG technical team is divided up into sub-teams including research and impact; programming; finance; technical specialists; human resources; and communications. The BWG team coordinates and supervises the country level activities, provides over-arching support to country programmes, coordinates the international research agenda, oversees financial management and heads up communications.

Globally, BW employs around 200 staff, around 170 of which are located in country programs. The country programs are headed by Program Managers / CTAs. Country Program Managers report

to one of the two BWG Operations Managers and to the ILO Country Director with respect to political and administrative matters in that country.

Finally, it has to be highlighted that in February 2015 the Director–General designated Better Work as one of the five "ILO flagships" programmes. The flagship concept was incorporated at that time as one of the elements of the implementation of the field operations and technical cooperation reform process. The criteria for the designation of a flagship programme were described in the ILO's Technical Cooperation Strategy 2015 – 17 as follows: "Existing and future flagship programmes should fulfil the needs expressed by outcomes, combine conceptual leadership at the global level with effective implementation in the field, provide the potential for scaling up, replication, resource integration and resource mobilization, and produce sustainable resource".

Better Work Phase IV: July 2017 – June 2022

At the time of the evaluation, BW Phase IV had already started. Although formally, this phase was not part of the scope of the evaluation, we consider it in our deliberations since it provides insights into the lessons drawn from Phase III, and the strategic orientation for the future of the programme.

Phase IV has four outcome areas, clustered this time in two areas of intervention. Area of intervention 1 is focused on influencing business practices, both at the factory level (the BW model) and at the brand /global manufacturer level. Area 2 is focused on strengthening the enabling environment for decent work at national level and global supply chains more widely.

Compared with Phase III, the following new/adjusted work areas/strategies stand out:

- Increased use of scaling-up strategies that go beyond countries with BW presence.
- Regarding the delivery of the BW model: (1) fine-tuning the differentiation between factories; (2) bringing gender equality and social dialogue center stage in the model; (3) piloting and integration of IFC complementary core services (productivity and, possibly, environment modules); and (4) Increased focus on root-caused of non-compliance.
- Regarding the interaction with brands and global suppliers: (1) more attention for sustainable sourcing practices and (2) engaging more systematically with new or emerging business players: licensors and e-commerce, ..
- Regarding the efforts to influence national institutions and policies, use of actor-centered strategies in engaging with different stakeholders.
- Claiming a role for BW in influencing regional and global policy dialogues on decent work and the SDGs.

3. EVALUATION CRITERIA – FINDINGS

3.1 RELEVANCE AND STRATEGIC FIT

Alignment of BWG with Global, National and Institutional Priorities and Needs

The positive assessment of BW's alignment with global, national and institutional priorities and needs during the mid-term evaluation of 2015 was re-confirmed in the period under review.

Global frameworks and standards on social upgrading

BW's approach and underlying principles are in line with ILO's Declaration on Fundamental Principles and Rights at Work and the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (new version adopted by ILO GB in March 2017). BW mobilizes the different stakeholders along the global supply chain to promote and implement the Principles and Rights and contributes to efforts to align national laws and policies to those global labour standards. BW is in line with the main global frameworks, principles and agreements on the topic of global supply chains, such as the UN Guiding Principles on Business & Human Rights[5], and the OECD Guidelines for Multinational Enterprise. BW has strong relevance to SDG 8.8 'protect labour rights and promote safe and secure working environments for all workers including migrants/women'; SDG 8.2 'productivity and upgrading in labour intensive sectors'; and SDG 8.3 'promote policies for decent job creation'

National and institutional priorities and needs

While in several BW partner countries the garment sector has improved on labour practices, most are still confronted with substantial decent work deficits, a duplication and fragmentation of auditing systems, and weak institutions and policies. The different stakeholders interviewed continue to confirm the relevance and alignment of BWG with their institutional agendas. The attention of BW for compliance monitoring, complemented with social upgrading efforts (improved working conditions and an enabling environment for collective action) and economic upgrading efforts (productivity, management …) is strongly appreciated.

Country-based evaluations conclude that ILO's constituents in garment producing countries also see a continued need for the services provided by BW, especially in the absence of strong labour institutions and suitable governance frameworks.

The increased attention by BW to align the programme with national efforts to improve labour policies and labour governance are recognized. The prospect of achieving improved national ownership and capacity differ strongly between countries, with the most positive developments in Jordan, Indonesia, and Vietnam. There is some progress in specific areas in Cambodia, but less in the relationships with the inspectorate. Nicaragua and especially Haiti are still weak in this area. With regard to the last two countries, some informants have questioned their inclusion in the programme, based on the argument that they did not meet the feasibility criteria established by BW itself. It is argued they failed in various points such as the small size of the garment sector and the low capacity of their institutions to appropriate the programme's components. Their selection

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[5] A deeper penetration of the supply chain to Tiers 2 and 3 suppliers would further increase alignment with the UNGP framework.

was, according to the same informants, a donor-driven decision. This explains why, ownership-wise the prospects for these two countries are weaker than for the rest of the countries.

Brand representatives indicate that BW's comprehensive approach, which includes both systematic audits and support for improvements at factory level, and is guided by ILO's normative framework and supported by WBG, is more relevant and aligning better with their own organizational goals compared to other social upgrading initiatives that only focus on one or two areas or only engage with corporate stakeholders.

ILO

The first part of BW Phase III aligned with Outcome 13 and two of the Areas of Critical Importance (ACI) - ACI/7[6]; and, ACI/8[7] under the former Planning & Budget/Strategic Policy Framework. For the Transitional Strategic Plan Planning & Budget 2016/17, BW is integral to draft policy outcome 7, promoting workplace compliance through labour inspection:

> *Outcome statement: Labour inspection systems and employers' and workers' organizations are better equipped to achieve workplace compliance with national labour laws, applicable regulations, collective agreements and ratified international labour standards.*

BW is one of the five flagship programmes, 'all of which are supportive of relevant elements of the evolving post 2015 agenda".[8] These programmes are also selected because they are integrating many of the existing technical projects, which is expected to enhance the efficiency and impact of ILO's development cooperation[9]. Better Work in particular was identified as possessing "a strong brand, enjoys multi-donor support, has a solid TC portfolio, and responds to growing global concerns about working conditions in the garment supply chain". ILO has the expectation that over time the five flagship programmes will align their operations more systematically.

Cross-cutting themes

BW has had an explicit orientation towards the needs of women workers due to the specific nature of the industry, but explicit strategies were lacking for a long time, meaning that BW stayed far below its own potential. It is only under Phase III (period 2015-2017) that the programme has become more knowledgeable about the scale of the problem, the mechanisms at play during gender discrimination at work, possible solutions and their impact. The findings of the impact research by Tufts University have resulted in bringing women empowerment more central in Phase IV of BW, further strengthening the alignment with ILO's gender equality goals.

Experiences with migrant workers in Jordan and Vietnam have also strengthened BW's alignment with ILO's emerging agenda and activities on migrant workers.

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[6] An organizational strategy to promote compliance to labour law and strengthening of labour inspectorates

[7] An organization-wide strategy to develop an approach to tackle more systematically the most 'unacceptable forms of work'

[8] Guy Ryder, Director-General, Minute Sheet, 'ILO-Flagship Programmes', 13 February 2015.

[9] http://www.ilo.org/global/about-the-ilo/how-the-ilo-works/WCMS_464271/lang--en/index.htm

Follow-up to the Phase III mid-term evaluation recommendations

BW is systematically following-up on evaluation recommendations, both during programme review exercises and in its progress reporting. BW has made important progress on most of the recommendations, but has spread their adoption over Phase III and Phase IV.

A short synthesis is presented here, complemented with a section on the intervention logic under 'Validity of the programme design'.

Monitoring of the new service delivery model and continuation of research agenda– Adoption and monitoring of some components of the new service delivery model has been delayed due to the complexity of re-programming the ICT system STAR (see also section on efficiency). BW's research agenda continued in Phase IV, building on remaining knowledge gaps identified in Tufts research, and learning needs for new programme components (e.g. working on buyers sourcing practices).

Need for better articulation and follow-up of the new 'influencing agenda' – Country teams have been supported by BWG to articulate their influencing work more clearly, and country-specific strategies have been drawn-up in 2016-2017. For unknown reasons, the strategies have not been documented and could as such not be assessed by the evaluation team. In phase IV, the BWG intervention logic for this result area has been made more actor-centered and structured, as suggested by the 2015 mid-term evaluation. The Indonesian pilot with the set-up of a foundation to gradually localize BWI components has been launched in 2017, and will be monitored on a six-monthly basis. Initial findings from feasibility studies on localization/institutionalization in other countries (Cambodia, Vietnam) indicate that the Indonesia model cannot just be copied to other settings, due to differences in the institutional set-up, differences in industrial relations, and political-economy issues.

Improved collaboration with other parts of the ILO and IFC/WBG – Several initiatives taken, but still work in progress. Regarding the collaboration within ILO, most progress was made in the way the cooperation with new countries is developed. At the global level, there is renewed interaction with the LABADMI/OSH department and other departments, and through the Flagship initiative. A collaboration agreement has been signed as well with SCORE, another ILO programme with focus on SME promotion and which is active in two BW countries (Indonesia and Vietnam). The partnership with IFC has been given more structure through a formal agreement, and additional areas of collaboration have been identified to re-enforce mutual agendas. For several observers, it is still going too slow and not sufficiently ambitious (see also section on effectiveness).

Working towards greater buyer engagement – BWG introduced partnership agreements spelling out mutual expectations and responsibilities. They have been reviewed in 2016 and 2017. The actual content of the agreements and the review process needs further elaboration (partly integrated in Phase IV).

Strengthening BW's Communications Strategy – Communication team established, with new policy and revamping of various communication channels and products, extensive efforts to re-package impact research into products for specific target groups. However, the impact research has not yet been picked-up by policy makers outside the direct group of stakeholders around BW, neither in the civil society community, nor in the academic community.

Creating space for more strategic networking for BWG and IFC – With the creation of new positions in the period 2014-2015, BW's management indicates it now has more capacity to engage in networking activities with external partners, although the time demands remain challenging. Similarly, IFC has invested in new positions, and also indicates it now can play a more active role in connecting BW and its findings to other parts of the WBG.

Securing stable funding for BW beyond stage III – Financial situation since July 2017 not assessed. Impression is that BWG is moving year by year, sometimes month by month. The donor interest is still high and there have been pledges that cover the main components for a while but raising funds is always a work in progress.

Validity of the Programme Design

Aside from consolidating and renewing the social upgrading work at factory level, the Phase III design was a clear response to BW's growing ambitions for up scaling and institutionalization (working on the enabling environment). To realize these ambitions, the programme continued to invest in impact assessment research, fine-tuned the service delivery model, engaged in more collaboration (ILO and IFC) and external partnerships, developed a national influencing agenda, and worked on its own (financial) sustainability.

The revised results framework (July 2015-June 2017) is mostly well designed with a clear strategic orientation, achievable objectives, and a logic sequencing of the activities. Some improvements were only realized in Phase IV.

Result area 1 on the implementation of the core services (compliance, advisory, and training) relates to an established area of work, with ambitious but realistic goals, clear expectations and role division, and useful indicators to monitor progress. The design of outcome 2 on policy influencing at the national and sectoral level, although content-wise very relevant and timely according to the CTAs, was assessed critically in the mid-term evaluation (see further). A major review of its logic and results framework was only done in Phase IV. Outcome 3 on the engagement with buyers was adjusted after June 2015 through the use of buyer partnership agreements, which allowed for a more systematic planning and follow-up of different aspects of the partnership. Outcome 4 on sustainability sets clear and realistic programme targets on cost recovery per country, but is less articulated on other dimensions of the sustainability of the programme.

The country selection process has been strengthened and donor-driven dynamics are more carefully managed after observing shortfalls with the exit of Lesotho, and mixed experiences with Nicaragua and Haiti. Interviewees were especially positive about the phase-in process with Ethiopia. However, the country selection remains a controversial process. Some of the brands interviewed, as well as some experts continue to raise questions about the absence of the "big country players" in the garment sector, namely China and India. Others have shown some criticism about the transparency of the final decision-making process, once feasibility studies have been completed and a choice has to be made. The evaluation team does acknowledge that it will be difficult to respond to everybody's preferences and aspirations. If a well-structured, credible and sustainable approach for the expansion to non-BW countries can be identified, some of the concerns about the absence of BW in critical markets might be addressed.

Review of the BWG intervention logic

The 2015 mid-term evaluation looked in-depth at the overall design of the project, more specifically at the theory of change, the relevance of the outputs and outcomes, the quality of indicators, and the broader M&E framework. We shortly discuss the corresponding recommendations and compare the progress made under the July 2015 – June 2017 framework[10]: The recommendations covered:

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[10] At the time of the evaluation (Oct-Dec 2017, the Phase IV framework had already been designed and was being implemented. We therefore add a short assessment of the phase IV framework at the end of this section.

- Developing a complete results chain – strengthening the articulation of the 'missing middle' in BW's intervention logic, especially linking the output level to higher level results; and distinguishing more consistently between outputs and outcomes.
- Improving the quality of indicators in line with orientation on output or outcome level.
- Bringing more clarity in the role of the different target audiences/stakeholders and how they fit into the ToC.

Table 1 demonstrates that during Phase III a first set of changes were made to the results framework at **outcome level** when transitioning in July 2015 from part 1 to part 2. Outcome 1 and 2 of the 2012-2015 framework were merged into a new outcome in the follow-up framework, and several indicators were either removed[11], added[12] or refined[13]. This was largely a simplification exercise of the outcome level framework, with some improvement in the measurability of the relationship with the buyers through the partnership agreement reviews.

Table 1: Comparison of results framework (outcomes and indicators) before and after the 2015 evaluation, and Phase IV

	July 2012- June 2015 (Phase III)		July 2015- June 2017 (Phase III)		July 2017-June 2022 (Phase IV)	
Obj	Outcome	Indicator	Outcome	Indicator	Outcome	Indicator
1	Extending the scale of the programme operations	# workers	By 2017, Better Work will have achieved scale, quality and effectiveness in its service delivery.	Increased compliance levels all countries # factories # workers	By 2022, BW will have accelerated improvements in working conditions and business competitiveness through in-factory services	Not available in existing documentation
2	Accelerating and demonstrating impact of services in participating factories	Evidence of impact				
3	Catalyzing change in practices, strategies and policies related to labour compliance and development at sectoral, national and international level	# countries with policy changes # countries with changes in strategies # countries with changes in practices	Better Work will have impacted policy at the national, and sectoral levels.	# countries with policy progress	By 2020, BW will have influenced global retailers, brands and manufacturers in the establishment of business practices that promote DW outcomes	Same
4	Exerting a stronger influence over international brands and buyers to improve supply chain practices	% of buyer partners reporting changed practices	Better Work will have strengthened its engagement with buyers to improve their supply chain practices in support of BW's objectives.	% of buyer partners with improved commitments in partnership agreements	Influencing and strengthening public policies, institutions and practice at the national, regional and global levels	Same
5	Strengthening the governance and viability of its global and country operations.	# CP meeting sustainability targets BWG viability strategy endorsed	Better Work Global with support from its governance structure will have enabled progress towards sustainable and viable country programmes	# CP meeting cost-recovery targets	BW will have influenced regional and global policy dialogue on DW and the SDGs with its unique evidence and proven examples of success	Same

[11] (1) Outcome 2: evidence of impact, which related to the impact level; (2) outcome 5: BWG viability strategy endorsed by ILO-IFC, which relates to the output level; (3) Outcome 2: differentiation between policies, strategies, and practices (replaced by policy progress)
[12] (1) outcome 1 - Increased compliance levels and # factories
[13] Outcome 4 –linked to review of improved partnership agreements

At **output level**, changes were made to the framework as well. An in-depth discussion of the adaptations would be beyond the scope of this evaluation, but the following changes can be highlighted:

- The indicator set is more consistently linked with the output level than in the previous results framework.
- The indicators remain largely quantitative: This is understandable and useful, especially when they provide some insight into the extent a programme activity or a combination of activities will contribute to an outcome. For example, indicator 2.4: 'Number of ILO or IFC practices influenced by BW tools and experience'.
- However, many indicators are limited to counting direct outputs of the project (# of new tools, # of training events, # new of publications), which do not really help following-up if outputs individually or collectively are leading to the outcome. This is especially an issue for outcome 2[14]. For example, adding the findings for output 2.1 to 2.5, does not give a sense of how these outputs have contributed to achieving outcome 2 , especially since only two of the indicators are targeting the country level directly:
  - E.g. The number of impact publications produced and website hits, or even developing a strategy for policy influencing, do not give insights into BW's contribution to influencing at national and sectoral level.
  - Indicator output 2.5 only mentions the number of new initiatives, and does not differentiate between new engagements with relatively low strategic importance (FT USA) and high importance (SLCP)
- Indicators which are not consistently measured (e.g. 4.6) should not be included.

Some **indicators** to assess BW's performance are incomplete or lacking, for example regarding the appreciation of BW's services. It would have been relevant to include, for example, indicators (client satisfaction scores) which capture the perception of different stakeholders about specific services, such as the user friendliness of BW's software, the quality of its publications, the overall responsiveness, etc. This might have put the software problems with STAR more prominently on the agenda than was the case up to now.

An overall gap in the BWG strategy, is the **limited 'mining' of the compliance monitoring datasets** in order to serve the information needs of BW itself but also of different stakeholders. The current ICT system does not allow easy access and aggregation of data (see section on efficiency), which limits the possibility of serving information needs of different stakeholders. Opening-up the data set would require careful monitoring of existing data privacy and commercial agreements with brands and factories.

Finally, although only relatively recently emerging in the impact research as a critical area, the issue of **purchasing practices of the buyers** / brands could have featured more strongly in Phase III since several stakeholders had shown interest in the topic for some time and were demanding a more structured response by BW.

Phase IV results framework

As described in overview table 2, several of the mid-term evaluation recommendations have been progressively incorporated in Phase IV[15] rather than Phase III. In a similar way, the impact research

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[14] In Phase IV the design of this outcome has improved substantially: see further
[15] The evaluation team did not have access to the complete logical framework, so an analysis of the indicators of Phase IV was not possible.

insights have especially informed the Phase IV framework, rather than the second part of phase III, during which the findings were still emerging.

The mid-term evaluation referred to the need of a **more explicit narrative** that describes how the different components of BW are expected to work and interact. In the meantime, a theory of change (ToC) has been developed and documented (ToC included in the annex section). It is informative and clarifies some of the assumptions on which the programme operates. The impact assessment research, which tests the relevance and impact of different impact pathways of BW, has contributed to making this possible in an evidence-based way.

As indicated earlier on, the **outcome on influencing policies** has been totally redesigned, as suggested by the mid-term evaluation, distinguishing between the inspectorate, the garment industry, employer and worker organizations, and ILO-WBG. This also brings more coherence and structure in the link between the outputs and the outcome.

Additional reflections on Phase IV

This phase sets out an ambitious agenda to increase the number of workers affected by the programme from 3 million to 9 million by 2022, and further expand the activities at national, sectoral, and global level. It includes the testing of new and innovative strategies to expand the BW model to non-BW countries and the piloting of different strategies to work on purchasing practices with the brands.

From a management and governance point of view, the BWG programme has been increasingly successful in navigating the complexities of the social upgrading problem it intends to tackle and influencing its environment. This includes the huge diversity in social, economic and political settings in which the programme operates; the combination of global, regional, national and local objectives; the variety of perspectives and frequently conflicting interests in the garment supply chain; the institutional mandates and restrictions of the international organizations involved; the different priorities of donors; and last but not least the intensity, size and multifaceted character of social upgrading in the garment industry.

Tufts impact research has proven that BW has an effective model to address a number of critical decent work deficits at factory level, which is a major achievement. At the same time, the research also identified some of the limitations of monitoring on minimum standards, especially in contexts where those standards do not provide a decent income (living wage) and other aspects of decent work are missing (social protection, professional development, ..). The solutions for these problems lay to a large extent beyond the factory level, but rather at national level (policy and legal framework) and in the sourcing practices of brands. Phase IV has rightfully intensified and clarified BW's activities in these areas with separate outcomes and outputs. However, the question should be raised if BW is mobilizing sufficient capacity and expertise to contribute substantially to these systemic challenges. For example, if research is showing systematically that investing in working conditions pays off in many ways, there is a need to better understand why factory owners are not adopting those insights massively, and why progress is so slow amongst the brands in making their sourcing practices more sustainable.

Can BW address the challenges described above? BW's focus on intensified communication and specialized training will surely contribute to some extent, but might be limited in its capacity to shift informal norms across the supply chain. Recent findings from research on the critical

characteristics of successful programmes aiming at inclusive markets[16], are largely in line with the experiences of BW's emerging approach[17]. The third conclusion of this research on inclusive markets provides a pointer of where BW should probably still attract more expertise. It relates to three areas where innovations can occur: (1) business models and practices; (2) formal laws, regulations, and policies; (3) and informal norms that guide the behaviors of various actors. Through its work on the ground, its interaction with multiple supply chain actors, and collaboration with ILO and IFC, BW has gained substantial experience with (1) and (2), but is bouncing regularly into the difficulty of influencing more intangible and persistent world views of different stakeholders. So, with the programme expanding from the factory level to influencing higher level agenda's, new challenges are emerging related to dealing with political-economy issues, collective informal norms, collective action problems, ..

For these kind of settings, arguments have been made to strengthen the capacity to "Think and Work Politically (TWP)". Interesting research on the application of these principles in large, multi-sector facilities[18], shows that programmes are increasingly good at *thinking politically* but face serious problems in putting these ideas into practice *(working politically)*. When comparing the critical success factors for TWP with those currently applied by BW (Table 2), it emerges that BW's management and governance approach resonates with several of the capacities identified as supportive for TWP. For example, BW has developed an innovative learning practice in the way research findings are internalized and used to renew strategies, an approach that can be labelled as adaptive management.

Table 2: Review of key capacities to be able to Think and Work Politically (wording re-phrased from Abt, Nov 2017)

Programme characteristics that support Thinking and Working Politically	Present in Better Work?
1. a system of monitoring and learning which is embedded in design and implementation	Yes, through compliance monitoring and various research activities.
2. high numbers of national staff in program management positions, especially staff with political knowledge and 'insider' networks	Partially yes, BW has managed to bring national staff to leadership positions in several countries (e.g. through the Leadership Development Programme). For international staff, several staff have private sector experience before entering. The extent of political literacy of key staff and their experience with 'working politically' at national, sectoral and global is not clear.
3. an approach based on multiple theories of change for the one problem	Partially yes, new strategies are developed, existing strategies are adapted to context and new insights.
4. a system for problem selection and identification which has a preference for local partners and the political dimensions of reform	Partially yes, although not systematically across the country programmes

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[16] 2017: How Funders and Intermediaries can Help Markets Move toward Greater Economic Inclusion; Harvey Koh, Samantha King, Ahmed Irfan, Rishi Agarwal, Ashvin Dayal, Anna Brown; <https://www.fsg.org/publications/shaping-inclusive-markets>

[17] Aside from stressing the dynamic nature of market shifts which requires an iterative and adaptive approach to navigate its complexities, the study argues for approaches which move beyond one-dimensional strategies. In reality, most often multiple strategies need to be mobilised which together bring multiple innovations into the market, and intermediaries need to try to create synergies between them.

[18] Thinking and working politically in large, multi-sector Facilities: lessons to date; Abt Governance Working Paper Series; Issue 2; November 2017: https://abtassocgovernancesoapbox.files.wordpress.com/2017/11/abt-associates-governance-working-paper-series-issue-no-2-final-171120.pdf

5.	a budget management system that allows flexibility to move funds between activities and work streams in response to performance and changes in political context	Partially yes, BW tries to negotiate its own space, for example through pooled funds.
6.	a management structure that delegates high levels of discretion over activities and budgets	Positive relationships between field offices and HQ indicates that it is perceived as largely positive.

Capacity area 2 and 4 are probably the areas where BW can still make more progress. This should go hand in hand with mobilising more expertise and strategic reflection on the different incentive systems and informal norms that determine change at the sectoral level and global level.

3.2 PROJECT PROGRESS AND EFFECTIVENESS

This section provides an overall assessment of the progress of the programme followed by a summary of the findings corresponding to the four programme objectives and some additional analysis in reply to other evaluation questions.

The development objective of the Better Work Global Programme for Phase III has been described as "to contribute to improving the lives of workers, their families and communities in selected countries". Three indicators were defined in the original logframe to assess the progress made towards this objective: workers reporting, (i) increase in remittances, (ii) improvement in life satisfaction and (iii) improvement in health outcomes. Further in this report (impact section), a summary table is included containing the main findings of the impact research. The research has found substantive evidence of impact beyond the workplace, including for the three indicators described above (see below). It is understood, however, that the findings of impact research reflect that BW has made a contribution towards improving the lives of workers but it is not possible to gauge the dimension and extension of that progress at country level, let alone assess differences between countries". In this sense, it would have been desirable that the monitoring system had contemplated the follow up of some indicators of the general context. The purpose of this would not be necessarily to assess the programmes impact but to set the operational context in which the programme is inserted and follow up its evolution.

Overall, the BWG programme has largely met (outcome 1) and partially met (outcome 2, 3 and 4) its targets for the four outcomes of the results framework.

Outcome 1: By 2017, BW will have achieved scale, quality and effectiveness in its service delivery – LARGELY MET

Output 1.1. The service delivery model is rolled out effectively -   MET

The programme has been to a large extent successful in rolling out its new service delivery model both in terms of scale and contents of the model. After some initial reluctance from owners and managers, most of the factories signed for the new model and, as can be derived from BW reports and interviews with BW staff, have generally shown commitment and ownership once they realized that the new model adds some features to the previous one. There are obviously differences between countries. In some cases, such as Bangladesh, it has reported that most factories still join the programme as an obligation imposed by the buyers.

Delivering the services of the new model has put extra-pressure on the country teams but thanks to the support from BWG and the additional effort made by the national staff, most of the problems were overcome. Globally, the roll out of the new model, although delays in the implementation of some modules and occasional capacity constraints to deliver the full training

package, has been generally achieved and clearly represents a step forward in terms of quality as well.

Output 1.2. The scope of service delivery in countries where Better Work is currently working is expanded - PARTIALLY MET

Although the final value of two of the indicators in the log frame has fallen slightly below the expected target (1,640 factories), the programme has realized an increase of 903 new factories affiliated to the programme (from 583 factories in December 2011 to 1486 factories in June 2017). The increase of factory numbers was due to both BW's expansion to new countries and expansion within existing countries.

The initial scaling up pilots for the training and advisory component in countries where BW is not operational, has also been successful to a large extent. In particular, two initiatives are due to be mentioned here: The Better Work Academy and the Supervisory Skills Training (SST). Since 2014, more than 5,850 supervisors across eight garment manufacturing countries have taken part in the STT three-day training. Both initiatives represent examples of the BW training and advisory package reaching out, although still in a limited way, beyond the boundaries of the BW factories.

Two areas where the scaling up process has not yielded the expected results during this phase have been the penetration in the footwear industry and the incorporation of the environmental compliance assessments. As for the later, there has been only a pilot project initiated in Vietnam. Some donors have expressed discontent about the slow pace shown in the environmental component (in Phase IV BWG is exploring an advanced collaboration with IFC and possibly other players for this component).

Output 1.3. Better Work service delivery is expanded to new garment producing countries and/or regions within the existing countries - MET

From a geographical point of view BW is now also active in Bangladesh and it has opened a satellite office in Northern Vietnam. It is in the process of deployment in Myanmar, Ethiopia and Egypt, in the latter BW has conducted a pilot programme in approximately 30 factories. Feasibility studies are currently in progress for Pakistan and some regions of India. The programme has closed in Lesotho and it is phasing out in Nicaragua.

Output 1.4. A comprehensive quality assurance system is agreed and implemented in all country programmes - LARGELY MET

Quality assurance is primarily done by the BW country officers with supervision and support from the BWG specialists. Each specialist has set up his/her own system to follow up and assess how the programme is performing in his/her respective area: training, compliance, communication, etc., besides, each area has got a focal point at country level. BW country officers expressed satisfaction towards the functioning of the system. The presence of two Global Operation Managers have been also reported as a valuable asset in terms of Quality Assurance.

BWG has made an effort to align and harmonize the M&E Global and the BW Performance Monitoring Plans at country level. Better Work has made some strides in streamlining M&E but it is still a complex work in progress. The Final Narrative Report, reads that Performance Monitoring Plans have been put in place in Vietnam, Cambodia, Indonesia, Bangladesh, Jordan, and Haiti.

Output 1.5. Tools and methodologies are developed in order to support CPs in effectively addressing CLS, working conditions and IR issues – LARGELY MET

Several initiatives have been undertaken by BWG to support the country programmes, all of them

deserving a positive assessment. Perhaps, the most highly regarded by BW country staff has been the Leadership Development Program II course (LDP) which has been described as an "excellent initiative" by country managers. Beside the LDP, BW Global has also devoted considerable attention on strengthening the capacity of Enterprise Advisors to identify and investigate country labour standards (CLS) in factory assessments. The Enterprise Advisors Summit and the Operational Managers Team meeting have been, according to the Country CTAs, very successful and represented a huge motivation for the BW Staff at country level.

Concerning the topic of industrial relations (IR), BWG has also developed a specific programme of support for staff and factory stakeholders, including an IR distance learning programme from which nearly 200 Better Work and other ILO staff have graduated. The workbook was reviewed by INWORK, and the program has been adapted now for Brands in the Better Work Academy. In Bangladesh and Vietnam, there have been significant numbers of non-Better Work staff who have participated in this programme. An IR toolkit has been developed that is widely used in factories and has helped to raise awareness on freedom of association issues and the importance of developing grievance mechanisms that are transparent, accessible, equitable, and effective.

Besides there is an ongoing routine of sharing good practices which is facilitated by the BWG managers and specialists. Some issues have been raised, however, concerning the capacities for policy influencing which will be discussed in more detail in other sections of this report.

The successive assessments show that the above efforts have resulted in higher levels of compliance with core labour standards and minimum working conditions in a majority of the compliance points[19]. This means, that in comparison with the baseline situation, the factories are generally performing better or the same, although some critical issues remain, different from country to country. When comparing non-compliance between the first and latest visit by BW, most progress was made in Vietnam, Indonesia, Cambodia, Nicaragua and Haiti. In Jordan, progress has been limited up to 2016, but the expectation is that the improvements in the legislatory framework of 2016-2017, will have a positive impact starting from 2018. A summary of the reported impact is described in the section on impact. Critical areas of non-compliance (compliance points) which remain problematic in many BW countries relate to occupational health and safety, freedom of association, collective bargaining, working time, compensation, and contracts and other human resources issues.

Since 2016 (when BW Cambodia aligned its assessment tool with that of other BW countries), cross-country comparisons can be produced based on the compliance synthesis reports per country. However, BW Global does not yet report on cross-country trends beyond the overall aggregated numbers, which complicates verifying progress across the countries.

While the CAT tool is generally perceived by stakeholders as comprehensive and systematic in terms of capturing key areas of the decent work agenda, some challenges remain. In order to arrive at a tool that generates data which can be compared across countries, a binary 'yes or no' structure of the answers is used. BW is aware that this limits the ability to numerically present the severity of non-compliance, and is not conducive to capturing the levels of non-compliance. BW gives the example of a factory that may significantly improve in a particular area but may still not qualify as compliant. In some cases, such as in Jordan in the period 2016-2017, new legislation or policies might be introduced by the government with implications for the CAT tool, for example, raising the bar on certain compliance points or introducing new questions in the CAT tool. This will then negatively affect the compliance scores, while in reality the goal posts were shifting. A third problems relates to the reporting of topics such as sexual harassment. The way the interviews with workers are conducted might not lend themselves to discuss these sensitive issues, leading probably to systematic underreporting.

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[19] The compliance assessment instrument (CAT) tool is based on a questionnaire with around 300 questions/indicators (number varies slightly depending on the specific country context) which are grouped thematically in around 35-40 compliance points (to allow cross-country comparison). These compliance points are further clustered in eight compliance clusters.

Outcome 2: BW will have influenced policy at the national and sectoral levels - PARTIALLY MET

As a rather new result area, policy influencing has challenged BW to move beyond their natural habitat (the factory level), engaging with different types of stakeholders, and establishing new types of collaboration and partnerships. Although it took some time for the country programmes to find the right entry points for policy influencing, in most of the country programmes BW managed to contribute to important policy changes or law reforms.

In the first part of Phase III (2012-2015) examples of policy influencing included the Vietnam labour law, the Jordan Collective Bargaining Agreement and the Indonesia labour inspection. Since 2015, BW contributed to the Jordan agreement on inspection of factory dormitories. In Indonesia, BWI contributed to policy discussions through the Indonesia strategic labour compliance symposium and ongoing discussions with constituents. In addition, the evaluation team documented contributions in two more countries. In a more indirect way, BW contributed to policy changes in Bangladesh by providing comments and incentives to bring the draft Bangladesh Labour Act Implementing Rules (adopted in September 2015) in line with ILO standards. Finally, in Egypt where BW is initiating a new programme, policy exchanges about the conditions for BW to enter the country led to changes to align existing labour policies with ILO standards (see also output 2.3).

Output 2.1. Impact surveys are regularly conducted - LARGELY MET

The survey implementation went largely according to plan, although attrition in the sample of respondents was higher than anticipated. Explanatory factors are the withdrawal of factories in the research, staff turnover amongst the pool of workers, and the closure of factories.

Output 2.2. Robust evidence on the developmental impact and business case of improved working conditions for policy influence is built and disseminated to all BW stakeholders - PARTIALLY MET

As a commendable good practice, BWG is using the impact research study not only to sharpen the focus of the programme, but also increasingly to serve policy influencing purposes. The research in combination with a new communication strategy have been instrumental in taking forward the policy influencing agenda. BWG has been successful in informing key BW stakeholders and the broader ILO community about the research findings and its broader relevance for ILO's agenda. A range of publications have been produced for various target groups. Aside from the impact study and a synthesis paper, this includes country briefs for Vietnam, Nicaragua, Jordan, Indonesia, and Haiti. Thematic papers were produced on sourcing practices, OSH, gender and firm performance, but there is still work to be done to outreach to even broader audiences and get on the radar of different communities dealing with social upgrading.

Output 2.3. Country programmes are supported in their effort to develop and implement national influencing agendas - PARTIALLY MET

The process of defining a national influencing agenda was initially driven by the head office, but then changed to a more organic, nationally-driven process in which the BW country teams took the lead. The evaluation team had difficulty establishing if the policy influencing achievements are mainly the consequence of ad-hoc efforts by the country offices, or actually show a more structured and shared approach to policy influencing. A number of CTAs indicate the need for more strategic support and codification of country strategies, moving towards more systematic road maps, describing policy influencing targets, timelines and strategies, possibly incorporated in the ILO Decent Work Country programmes.

Output 2.4. ILO and IFC are influenced by BW experience - PARTIALLY MET

The collaboration with other ILO units and programmes still needs to be strengthened if policy influencing strategies are to be scaled up, particularly at regional and country level. Representatives of these units and programmes at headquarters level acknowledge the importance of concerted efforts, but indicate that favorable attitudes towards joint action are still lacking at country and regional level, either because of missing incentives, time constraints, or lack of information.

Output 2.5. BW aligns strategies with other initiatives or organizations that are supportive of BW's vision - PARTIALLY MET

The programme has explored engagement with other initiatives in the domain of global audit standards, due diligence and related issues. It is not clear whether these partnerships emerge from an overall assessment of the institutional landscape, or are a consequence of ad-hoc demands and/or donor suggestions. The Social and Labor Convergence Project (SLCP) is possibly the most important initiative that BW is engaging with on global audit standards. The views differ on whether this initiative is fully aligned with BW's agenda or not. Some argue that the SLCP is building a global support base for a unified social auditing framework, which might become an industry standard with or without BW. Others argue that the SLCP approach misses key ingredients of what makes BW such an impactful programme, and should therefore be looked at critically. Since the SLCP approach is still being piloted, it is still too early to draw conclusions. However, BWG will have to monitor closely and try to influence the initiative to avoid future problems.

The partnership with the Fair Wear Foundation (FWF) is still in its early stages. The partnership opens possibilities to avoid duplication in factories were both institutions are operating. There are also reasonable expectations that BW could leverage some of the work that FWF is doing with international brands and around the living wage. FWF's brands (small and medium sized) are complementary to those of BW. Finally, it is also foreseen that FWF can benefit from BW's presence on the ground and its institutional linkages with governments and social partners.

Outcome 3: BW will have strengthened its engagement with buyers to improve their supply chain practices in support of BW's objectives - PARTIALLY MET

The engagement with buyers has made progress in increasing the number of brands involved and promoting new initiatives and ways of collaboration but it has not performed as expected in impacting the purchasing practices. The component on sourcing practices is not strongly developed in the current design of the partnership agreement with brands, and was therefore not central in the partnership review.

Output 3.1. An increasing number of buyers respect and are held accountable to the principles in the Better Work partnership agreement - LARGELY MET

BW surpassed its target in terms of the number of buyer partners improving their commitments in BW partnership agreements[20]. BW approached the partnership reviews differently in 2016 and 2017. In 2016, the process included 24 partnerships (80%) and involved a systematic screening of

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[20] When Bangladesh data were included for the first time in 2016, this had as a consequence that the commitment scores for eight buyer partners lowered. The drop in commitment level is reported to be due to the low level of factory subscriptions and brand duplication in Bangladesh. Aside from the fact that in new programmes factory subscriptions tend to be low, the subscription rate is reported to be also affected as a result of the corrective action commitments factories are facing with the international Accord and Alliance agreements.

all the items in the agreement, leading to action plans for the participating brands and BW. In 2017, a lighter review process was opted for, mainly focused on specific issues that were identified in the previous round of reviews.

Output 3.2. Selected Better Work buyer partners are supported in testing different approaches to change their sourcing practices   - PARTIALLY MET

The BW Academy has been also a new way of engaging with buyers and licensing the BW training and advisory materials beyond the boundaries of the BW factories. It started as a collaboration with GAP Inc. and the subsequent conversations with this brand led to the organization of a formal capacity building programme composed of four training events, based on the original training content used for the enterprise advisers, but in this case targeting the brand's staff in charge of the auditing system. Four face to face session are conducted with the trainees over a period of two years.

According to the post-training evaluation and the initial impact assessment carried out by the company itself (GAP Inc.), it has been a very successful experience with very encouraging prospects. New brands have approached BW showing interest in joining the Academy initiative (Levis, Target, PVH and Disney). It is still early to assess the full potential of these initiatives and estimate the investment that they might require in a tentative scale up scenario but the preliminary impact analysis show promising prospects. This might be one of the alternatives for engaging with brands and instilling the BW philosophy in their respective procedures and purchasing practices.

Several informants have raised issues about the significance given to the sourcing practices in the partnership agreement and in other areas of BW's work. It's been argued that this component has not been sufficiently central in the partnership review and needs further development. BW relations with the brands are usually made through the Corporate Social Responsibility Departments (CSR) and those departments are not the decision makers concerning sourcing practices. Some representatives of these departments have acknowledged to the evaluation team that they basically played the role of "messengers". A few respondents have underlined the importance for BW to reach out the sourcing departments within the brands. These issues also came up in the consultation exercise (executed by an external consultant in 2016), and is now integrated more structurally in Phase IV.

Output 3.3. BW Communications materials are targeted towards buyers -   MET

It has been noted that during the last years of Phase III, the programme has been very productive in developing materials and organizing events for buyers: manuals, leaflets, newsletters, business updates, webinars, and fora. All those materials and events are well documented and the buyer's representatives have expressed very positive opinions about their quality.

Output 3.4. Closer working relationships between BW, buyer partners, and national industry constituents are forged -   MET

This output refers to the role played by international and national buyers' fora in strengthening the relationships with buyer partners and national industry constituents. The targets were achieved in quantitative terms, the indicators do not provide any information whether these events contributed to closer working relationships.

Output 3.5. Align messages and practices in the supply chain through vendor engagement - PARTIALLY MET

This output includes the organization of training activities and other events, and the sharing of relevant management system tools for regional and global vendors to influence factory practices outside BW factories and BW countries. The number of events organized and tools adopted fell below the target. The extent to which these events contributed to a better alignment of messages and practices cannot be derived from the indicators.

Outcome 4: Better Work, with support from its governance structure, will have enabled progress towards sustainable and viable country programmes - PARTIALLY MET

BW's fundraising status is generally strong, but with shifting donor engagements, maintaining the cash flow has been difficult at times during Phase III. One response has been the development of a pooled funding mechanism, donor interest is not clear yet. There are encouraging figures of cost recovery in Asian country programmes. There is agreement that cost-recovery cannot be achieved for countries with small garment industries. More attention was paid to country sustainability strategies after problems with the exit in Lesotho. Most advanced in institutionalization is happening in Indonesia (through a foundation), and Jordan (through advanced cooperation with the inspectorate), in other countries there is no breakthrough yet.

Output 4.1. Donor base is broadened to maximize availability of financial resources and to ensure continued implementation of programme strategy - LARGELY MET

BW has managed to raise the funds needed to complete the III Phase according to plan, overcoming the withdrawal of some donors that had initially pledged funding. A new pooled funding approach has been promoted among donors and a new price scheme designed and applied for both buyers and factories. The details about the progress made in each case will be discussed under the sustainability section.

Output 4.2. Strategic decisions and advice is received through Better Work's governance structure to improve its delivery, outreach and impact   -   MET

In general, the stakeholders expressed satisfaction towards the BW Governance Structure but this structure will be analyzed in more detailed under the effectiveness of the management section

Output 4.3. Country programmes are supported in the development and implementation of robust sustainability and transition strategies -   PARTIALLY MET

Three countries that have developed sustainability strategies up to now: Lesotho, Nicaragua, Indonesia. Vietnam, Cambodia and Jordan are still in the process of exploring the feasibility of different scenarios. Throughout the consultation process carried out by the evaluation team some critical issues have emerged about the above mentioned strategies but details will be presented in under the sustainability section below.

Output 4.4. The ILO's and the IFC's contribution in terms of influence, resources and competencies is maximized   -   PARTIALLY MET

The evaluation has found that the partnership between ILO and IFC has certainly been enhanced since the review in 2015. Most of the key recommendations of this review has been implemented. Despite this, some issues have still been raised about the low scale and slow pace of the pilot projects and the insufficient involvement of the BW teams in their follow up. Those issues will be discussed in more detail under the effectiveness of the management section

Output 4.5. A first-rate Human Resources development system is in place - LARGELY MET

As it has been already mentioned, the BW teams at country level have a very positive opinion about the Leadership Development Programme. There is a clear consensus among the CTAs in describing it as a good example of how to build national capacities and support the national staff to be promoted to a senior level.

Output 4.6. BW Global acts as an effective and efficient technical, admin and IT secretariat to country programmes - PARTIALLY MET

Testimonies collected from CTAs express great satisfaction towards the support the country programmes received from BWG. The main critical issues refer to various shortcomings in the IT Platform STAR (see further).

Output 4.7. BW Global liaises with country programmes to develop and implement an effective communication strategy - LARGELY MET

Another important component under this objective was the design and implementation of a more comprehensive communication strategy. Stakeholders generally agree that there was a gap to be covered in this regard and the programme certainly needed a more fine-tuned strategy to properly communicate the complexity of its work and engage with broader audiences. The evaluation found that the programme has made substantive progress in this area. New communication products and protocols were designed and launched (rebranding, templates, website) for the use of the BW staff as well as a more comprehensive strategy for the programme's presence in the social media and the engagement with the press. Contacts with communications officers within ILO and IFC were also maintained to explore possible synergies and ways of collaboration. The IFC- BW team, on its side, has also made a notable effort to make the programme more visible within the structure of the World Bank.

In general, BWG has been much more pro-active in disseminating its messages and promoting its products. In terms of quality, these products deserve a positive assessment.

The actual outreach of the new communication channels and products has not been tested yet, which means that the effectiveness of the additional efforts in communication is still unclear. There are indications that the outreach to policy makers, and donors outside BW's direct stakeholder network is still limited, the same can be said for BW's presence in the academic community and amongst social upgrading experts.

3.3 EFFICIENCY OF RESOURCE USE

Efficiency is assessed as positive, although the picture is incomplete, as the data made available is limited[21] and the evaluation did not have the resources to do an in-depth assessment of this component. Overall, the interviewees did not raise concerns about BWG's efficiency.

Country-based Country evaluation reports are generally rather positive about the efficiency, acknowledging the fact that the BW teams have to manage complex multi-stakeholder programmes under difficult circumstances. At the same time, the reports are lacking systematic data to judge it in a comprehensive way. For example, key data on the number of assessments an

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[21] BWG is tracking basic data on numbers of factories per enterprise advisor, time between assessments, etc., but they are not aggregated into cross-country data.

enterprise advisor is doing per month, the percentage of factories that receive their report on time are not always available (see also further on the STAR IT system).

The mid-term evaluation advised BW to pay more attention to monitoring the efficiency of the new service delivery model, as several CTA's were arguing at the time that the model generally improved the quality of the support, but was still as labour intensive as the previous system. As all evaluation reports pre-dated the full implementation of the new service delivery model, no secondary information was available. Most CTA's interviewed indicated that the new model is not (yet) leading to efficiency gains.

The mid-term evaluation also raised concerns about the lack of resources and explicit strategies for the policy influencing component. As discussed in other parts of this report, there clearly have been additional efforts to strengthen BW's activities in this area, through ILO collaboration, developing country-specific strategies, improving the articulation of the overall intervention logic, etc. At the same time, the evaluation team could not access codified country strategies and concerns were raised by some CTA's of the lack of clear roadmaps per country.

The restructuring of the global office, with a satellite office in Bangkok was generally perceived as positive for efficiency purposes, especially for the Asian countries (see also section on management arrangements).

One element that has been described by several observers as underperforming is the IT system STAR. The challenges with the STAR system are quite well known, but it is taking a long time to address them. While the evaluation team did not do a representative client satisfaction survey, several insiders and outsiders described the system as slow and rigid, with a user-interface that is outdated and which is giving frustrations when data has to be entered or extracted. The STAR system also lacks features to aggregate or consolidate data according to specific parameters. It does not support the country officers in following- up the performance of the EAs. In some countries, e.g. Cambodia, the country officer hired additional consultancy capacity to extract and analyze data from the system, which gave important insights compared to existing data sources. However, it demanded quite some labour efforts, while this could be automated. The problems with the system have a whole history, with problems arising from the start when there was an over-dependence on external consultancy firms which made it costly and inflexible. Later on, it was taken-over by BW staff but the capacity was lacking to keep the system up-to-date and sufficiently adapted to the growing scale and demands of the programme. The back-end is described as well-designed and safe in terms of data security, but the interfaces for the different users of the system need serious review.

3.4 EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS

This section assesses the collaboration with ILO, the capacity building and support of the country programmes, the follow-up of the programme, and the overall governance structure.

Collaboration with other ILO departments and programmes

While BW is to a large extent embedded in and driven by ILO, one of the most complex issues has been the integration and collaboration of BW with other ILO programmes and departments. The necessity of improved collaboration and coordination has grown over time together with the expansion of the BW programme. Upon its designation as a flagship programme, BW is supposed to be an umbrella programme on global supply chains that encompasses the different skills, resources and expertise from other ILO programmes and departments and delivers a

comprehensive package. But the flagship concept is still a new concept whose architecture is still a work in progress.

Despite this, most of the stakeholders believe that during the last two years BW has made noticeable headways in making effective this idea, especially in how new countries are approached through a concerted ILO effort.

Some components of the BW approach remain controversial for parts of ILO and its constituents such as:

- the tools used by BW to promote industrial relations (PICC), and their alignment with existing ILO standards and instruments.

- BW engaging actively in areas of work (policy influencing, capacity building of ministries,) which might be perceived as core-areas of other ILO departments.

- working on environmental compliance and productivity, which might not be perceived as core ILO areas of work.

However, in general most of the stakeholders agree that there is an ongoing dialogue in place and the BW team is eager to consider and integrate the views from other departments. The degree of communication between the different ILO units has improved and this has enabled BW to better incorporate the knowledge and expertise available across the organization.

In the area of industrial relations BW has increased the interaction with INWORK in 2017, especially focused on further align tools and approaches, and to ensure that a common approach towards grievance and collective bargaining work can be achieved through stronger institutional collaboration with INWORK. Some specific examples were provided by BW. In Bangladesh, a one -ILO approach for establishing Participation Committees has been established, following extensive field and HQ consultations between BW, INWORK, and also involving NORMES. In Haiti, BW reports to have developed a pragmatic approach that ensures that trade unions are choosing all worker representatives on PICCs, and unions and employers receive training on negotiation skills. In Vietnam, the PICC programme (overseen by ACTRAV and implemented by APHEDA) has been directly complemented by a union capacity building program focused on collective bargaining, in funding provided by USDOL. In Jordan, there is a sector wide CBA, which moves away the PICC model and calls for implementation of labor management committees. The BW Jordan programme is actively working with the garment union on the formation of the committees, to ensure the union committee in the factory is part of the union.

A collaboration agreement has been signed with SCORE, an ongoing dialogue with LABADMI/OSH is in place as well as frequent consultations with NORMS. The Workers and Employers' bureaus, ACTEMP and ACTRAV, although they maintain their own views with regard to certain points, they recognize that a mechanism for the dialogue has been set up and there is a flow of collaboration going on.

At the same time, several interviewees feel that only a fraction of the potential for in-house collaboration has been achieved. For example, the interaction and collaboration with the social protection department has been limited, while both BW's work on policy influencing at sectoral and national level and SOCPRO's agendas could possibly be mutually re-enforced if synergies would be explored. Part of the BWG staff show some reluctance to opt for advanced ILO collaboration out of concern of losing flexibility as a programme. A second issue relates to concerns of possibly weakening the unique identity of BW as a partnership between ILO and the WBG, with strong involvement of brands. These concerns need to be addressed in moving forward to make sure that the programme can be self-sustaining at country level over time.

Several BW staff at country level describe the collaboration with ILO as sub-optimal and sometimes problematic, with both BW and ILO working too much in isolation. BW CTAs report that other ILO Departments are either not very knowledgeable of BW, or see few incentives to collaborate, or tend regard BW as a bit intrusive, dealing with issues that belong to their area of work or 'jurisdiction'. This has been found to be a constant issue across most countries, although the degree and intensity of the situation varies from one country to another. It also depends on the size of ILO presence in the country, for example, ILO is no longer present in Nicaragua aside from BW, neither in Haiti, whereas in Bangladesh, there are around 150 ILO staff working in the different programmes and units.

There are issues related to administrative procedures. BW is a dynamic programme with active and extensive presence in the field and its logistic sometimes collide with ILO administrative protocols. The main conflicts, however, go beyond the administrative domain and jump into disputes about approaches, tools and mandates over the different subjects. BW staff at country level feel that their relationship with the rest of the ILO departments requires a lot of time and energy to settle.

Despite the progress made, the formula to efficiently collaborate and integrate the capacity and expertise of other ILO departments at country level, particularly for the purpose of policy influencing on the enabling the environment, remains to be agreed on and put into practice. In this sense, there might be some lessons learned in the way BW is deploying its resources in the new countries. Particularly Ethiopia, has been referred several times by the stakeholders as a good practice, in the sense that a great effort has been made to bring all the stakeholders on board since the very beginning and this has lessened the potential frictions.

Capacity building and support of the country programmes

Another important aspect to consider under this section is the effectiveness of the global component in supporting the Country Programmes. In this regard, the testimonies collected from CTAs express great satisfaction towards the support they received from BWG. This is one illustration of a management style that is perceived as generally balanced, not bureaucratic, and supportive. The evaluation team observed significantly fewer tensions between field offices and HQ as can be witnessed in many other programmes of this scale.

It has been observed that quality assurance is primarily done by the country CTAs but they receive supervision and support from the BWG specialists at central level. Each specialist has set up his/her own system to follow up and assess how the programme is performing in his/her respective area. A focal point is appointed at country level to liaise with the specialist at global level. Besides, there are two Global Operation Managers each of them following the operations in a group of three or four countries and leading the phase-in into new countries. BW CTAs expressed satisfaction towards the functioning of the system. They generally think that the specialists and managers from the global structure have been able to follow up closely and be responsive to their demands. In addition, the management style is not perceived as bureaucratic or centralized. For example, operational staff, such as Enterprise Advisors, are encouraged to exchange with colleagues in other countries around challenges they face (see also further).

As for the capacity building component, the country staff has equally expressed great satisfaction towards the support received via training. The main vehicle for this has been the Leadership Development Program II course (LDP) which has been described as an "excellent initiative" by country managers. There is a clear consensus among the CTAs in describing it as a good example of how to build national capacities and support the national staff to be promoted to a senior level.

Beside the LDP, some other training moments have been mentioned such as the Enterprise Advisors Summit (organized once a year, usually in Bangkok), the Operational Managers Team meeting (three days meeting once a year in Bangkok as well). According to the CTAs, all those meetings and training events have been very successful and represented a huge motivation for the BW Staff at country level.

Besides there is an ongoing routine of sharing good practices which is facilitated by the BWG managers and specialists via e-mails, newsletters, etc. This also helps in building up the national capacities. Some suggestions have been put forward, however, to improve this mechanism by setting up something more formal, basically a software platform for the sharing of good practices, methodologies, technical references or any other material. Communication is generally fluid but according to some informants it is mainly based on the "good working relations of members of the BW family". It would be advisable to establish a more formal mechanism.

Management arrangements and technical tools applied for the follow-up of the programme

This final evaluation re-confirms the positive assessment of the mid-term evaluation regarding the management arrangements.

Generally speaking the establishment of a new Global Operations Office in Bangkok has not received strong comments in one way or the other. Most of the stakeholders consulted, both internal and external, have not perceived significant changes as a result of this change of location. The explanation for this seems to be mainly the fact that the managerial and technical team has remained largely the same and this is a fact that has facilitated the transition and minimized the risks of losing operational capacity.

Representatives from the Asian countries argue that a closer geographical proximity favor a better access to the information and a better understanding of the problems. The opportunities to visit the country and have contact in-situ with national stakeholders would obviously increase and there is a reduction in travel time and costs. Representatives from other regions, Africa and the Americas, made some remarks about constraints in terms of time zone difference, distances, etc., but in general they have been able to work around those constraints. It basically requires a bit more discipline for multi-country meetings and the organization of timetables. BW teams in the Americas (Haiti and Nicaragua) feel, in general, a bit isolated from the overall operation but it is understood that this situation has more to do with their detachment from the ILO structure than with the location of the BW Global Offices. Finally, several CTAs would be in favor of having more staff at country level rather than in HQ. However, all of these were presented as suggestions, not as critical issues.

The evaluation team has consulted the CTAs about the effectiveness of various technical tools or managerial arrangements applied for the implementation of the programme: the Project Advisory Committees, the Focal Points and the Enterprise Advisors structure, the STAR system… In general they have been described as effective or moderately effective. There are again differences between countries.

As for the monitoring system, it has been observed that besides the monitoring of activities conducted by CTAs, Programme Specialists and Global Operational Managers, the project collects and reports data into three distinct M&E systems. These include the BW Global M&E system, the BW performance monitoring plan (PMP), and the global impact assessment.

Mid-term evaluation exercises of the country programmes reported problems of alignment between the different systems, in the sense, for example, that the PMP was not properly feeding into the BW Global M&E System. In some cases, this situation can be partially explained by the

donors' requirement to follow up specific indicators. The workload resulted from this for the BW country teams who had to generate data to feed two systems was significant.

BWG has made an effort to align and harmonize the M&E Global and the BW PMPs at country level but it has been reported as a complex task. It has made some strides in streamlining M&E but it is still a work in progress, and is incorporated into the Phase IV work plan. The Final Narrative Report, reads that Performance Monitoring Plans have been put in place in Vietnam, Cambodia, Indonesia, Bangladesh, Jordan and Haiti.

Governance structure

In general, the stakeholders expressed satisfaction towards the BW Governance Structure. It represents a valuable attempt to manage the programme from a multi-stakeholder perspective. It's acknowledged that BW has taken an inclusive approach to allow the different views to be considered. Notwithstanding, the multi-stakeholder character of the intervention brings about certain degrees of complexity, this means that it's not always easy to integrate and respond to the interests of the different parties, particularly when it comes to the time of decision making.

The final narrative report refers to various examples of key strategic decisions made through advice from the BW management team and consultation with the Advisory Committee: (i) the implementation of the recommendations of the ILO/IFC Partnership Review, (ii) the expansion to new countries, (iii) the set-up of the new buyer partnership category, (iv) the revision of the pricing fee structure, (v) the analysis of the value proposition in the formation of the Better Work Academy; (vi) the decision to launch the Indonesia foundation to implement core services, and (viii) the incorporation into the BW strategy of the lessons learned from the impact assessment.

Nevertheless, the perceptions about the impact and the significance given to the inputs resulting from the Advisory Committee (AC) vary, depending on the stakeholders consulted. All of them agree that the AC meetings trigger very relevant, insightful and constructive discussions but representatives from both donors and buyers[22], have expressed some doubts about the further use of their advice by the Management Group and the BW team. Some believe that they are not necessarily taken as building blocks for the decision making. The selection of new countries is probably the case seen as most opaque in this regard.

As for the ILO-IFC partnership, the evaluation has found that it has certainly been enhanced since the review exercise in 2015. The appointment of an IFC senior office was completed and the BW –IFC team have made internal communication efforts to boost the profile of the programme within the WBG structure. IFC has been able to link BW with other IFC initiatives on resource efficiency and clean energy as well as with its Global Trade Supplier Finance Program, increasing in this way the access to investments for some factories. Five Pilot Projects have been set in motion alongside the BW factories in Bangladesh (gender and productivity), Jordan (productivity and soft skills), Nicaragua (productivity), Haiti (productivity) and Vietnam (environmental compliance). At managerial level, the partnership is seen as a very valuable asset for the purpose of institutional relations and fundraising. Moreover, representatives from both institutions argue that the exchange of ideas via the management group is substantial but unfortunately this is a plus of the partnership which is no easy to make it visible for the rest of the stakeholders.

Despite the examples above, there are some voices that believe that the partnership is not performing at its full potential. In practice, it is argued, the flow of expertise and resources has not materialized yet in concrete outcomes, at least not in the scale that some stakeholders are

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[22] The evaluation team tried to arrange an interview with the IndustriAll and ITUC representative, but could not establish contact.

expecting. Some specific issues have been raised concerning the scale and slow pace of the pilot projects as well as some doubts on how BW is planning to incorporate the outcomes of those pilot projects into the service model. The evaluation team has received some critical views regarding the environmental component in particular. It has been noted that there are different expectations among stakeholders around role that this component should play in the service model and it is not clear up to what extend BW is willing to incorporate it. There have been also claims of insufficient integration of the teams at country level, although there have been positive interactions such as those in Bangladesh and Haiti. Some stakeholders have also pointed out that there are still some communication barriers that need to be addressed. Part of the problem, they argue, is that there is no good information / dissemination of what it being done.

The BW governance structure also contemplates the participation of buyers. Their representatives sit at the Advisory Committee and they are generally satisfied with this arrangement although some critical remarks have been made about the reflections of this committee not reaching the Management Group. Representatives from this group argue that inputs from the AC are received, but in the end there is need to take decisions in one sense or the other and therefore those reflections are not always translated into concrete actions. A business programme is in place (formerly "buyers programme") within the BW structure to deal and influence the global brands and their practices. Some other aspects about this programme will be analyzed further under the special issues criterion: "engagement with the private sector".

3.5 IMPACT

The BW programme has shown potential to trigger effects in various domains. This report has already outlined in the section devoted to the analysis of achievements some of those effects. For example the impact that the bundle of services delivered to the factories including advice, training and compliance has had with regard to working conditions, families' welfare and factories' competitiveness. All those impacts have been extensively studied and documented by the impact research assessment conducted by Tufts University and this evaluation can only echo its findings.

The impact assessment research has provided strong and robust evidence that at ground level the programme's Theory of Change works and its immediate effects are able to trigger further changes in peoples' lives and factories' productive practices. Table 3 is a summary of its main findings.

Table 3: Overview of main reported areas of impact in the Tufts impact assessment research (2011-2017)

Impact on labour conditions and workers welfare	
Forced labour	Exposure to BW services decreases the uses and prevalence of verbal abuse among garment factories. It has also helped to prevent factories from using certain tactics associated with forced labour.
Sexual harassment	Similarly, participating in BW has led to a decrease in sexual harassment concerns in most countries where the programme is active. The researchers concluded that the improvements were directly attributable to the programme, rather than the result of external factors. The impact of BW is clearest in Jordan, where workers are now approximately 18 percentage points less likely to raise sexual harassment concerns
Reduction in excessive overtime	There is strong evidence that BW is positively influencing firm strategies regarding hours of work. Factories use multiple strategies to encourage workers to work long hours to meet production targets and retail delivery deadlines. Workers in Vietnam reported working 59 hours per week when BW conducted its first compliance assessment. By the fifth cycle this fell to less than 55 hours per week. There are signs, however, that these improvements might not be sustainable.
Increases in the worker take-home pay	Additionally, factories are increasingly moving away from low base pay strategies, thereby boosting workers' weekly pay. Assessing and advising factories on best practices in contract use have prevented the use of poorly paid, insecure or unprotected contracts that leave the worker in a precarious employment situation. The longer a factory participates in the programme, the less frequent their abuse of probationary contracts.

Closing the gender pay gap	Factories in Haiti, Nicaragua and Vietnam have seen a substantial reduction in the gender pay gap due to their participation in the programme.
Firms performance	
Productivity	Evidence from BW Vietnam indicates that better working conditions are linked to higher levels of workers productivity. Where working conditions are better, workers reach daily production targets nearly 40 minutes faster than workers with worse conditions.
Profitability	Factories experience a rise in profitability (measured as the ratio of total revenue versus total costs) due to their participation in the programme. After four years in BW Vietnam, this measure of profitability increases by 25 per cent.
Position in the supply chain	Factory managers reported achieving better business terms with buyers. Firms that make progress on key issues, such as pay and working hours, typically see an increase in order sizes from buyers. With consistent good performance, participating factories tend to experience a sharp increase in order size. Managers also reported that the frequency of buyer audits also decreases.
Impact of Supervisory Skills Training programme	
Diverse outcomes from SST programme	- Lower injury rates among workers. - Greater productivity – up to a 22 per cent increase – driven by training female supervisors. - Fewer instances of unbalanced lines, where work piles up at some stations while other workers are idle. - Supervisors have more confidence in their ability to do their job. - Supervisors more likely to listen to workers' concerns regularly. - Female supervisors showed a larger effect of training on time to target.
Beyond the workplace	
Remittances	Researchers studied patterns in pay among workers across all countries, confirming that a significant majority of workers are sending their wages to their families.
Education	In some countries, such as Vietnam and Indonesia, workers in BW factories are better able to fund schooling for their daughters and sons. While there is no discernible programme effect in Nicaragua and Haiti, there is a decline in the number of workers reporting that their children are not in school due to financial constraints.
Health	Workers in BW factories also experience improvements to their health. In some countries (Nicaragua and Jordan) workers report a decrease in severe hunger. BW programmes in Haiti, Jordan and Vietnam have all helped to expand access to pregnancy-related healthcare. Additionally, where parents (particularly mothers) achieved better working hours and pay, their children's health also improved.
Wellbeing	Workers report high levels of life satisfaction and wellbeing if they work in factories that comply with laws regarding child labour, discrimination and forced labour.

Stakeholders tend to have different views on what are the most critical components of BW's approach: enhancement of the inspection role, emphasis on productivity, improvement of industrial relations, empowerment of workers, awareness of managers…to mention just a few. All of them can surely prove a certain degree of effectiveness in tackling poor working conditions in the garment supply chain, but the impact research concludes that the differential element of the BW approach is not one element in particular, but rather the combination that makes the model work.

Some other stakeholders have referred as the main strength of the model the fact that it is a bottom – up dynamic. Lessons are learnt at factory level about the real needs and challenges of workers and owners and those lessons become inputs to influence other levels of the supply chain, sectoral policies, etc. It is not a top-down process where the proposals are engineered by experts and expected to work at grass root level.

Besides, the programme has also shown its ability to impact policies and spark changes in the labour environment. Some examples of this have been referred in earlier sections such as the adjustments of the regulatory framework, increases in knowledge and awareness by the social actors and the provision of inputs for industrial relations to recall just a few. There are still issues to address concerning the articulation with other ILO programmes at country level, but there is enough evidence to uphold BW as a potential trigger of law reforms, and a key player in raising awareness among the social actors and improving industrial relations.

The engagement with the buyers is another line of activity with potential to bring about further changes beyond the programme's immediate objectives. The programme has been able to design a few products that have attracted the genuine interest of various brands, some of them relevant players in the garment apparel, such as GAP Inc. H&M, Disney, among others. It is not possible to state yet that BW has impacted substantially on the practices of the garment industry as a whole, given the size of the programme that would perhaps be an unrealistic expectation. Looking at the proportion or workers reached by the BW activities (around 2 million[23]), it can be estimated that 3% of the total work force (around 60 million) has been somehow impacted by the programme. As a proportion is still a modest figure but going beyond the numbers, it seems evident that there is a group of top brands actually interested in the programme's proposals and committed to their further development. The BW academy emerges again as a key piece in this scenario. This group of brands could become catalyzing models of supply chain management for other players in the industry if the experience proves to be successful.

There have been also reports of BW influencing or at least contributing to the development of ILO policies. Two contributions have been reported for the period 2015-2017: The ILC 2016 report, discussion and conclusions on decent work in the Global Supply Chains (GSC) where BWG was actively involved. This ILC report was a watershed moment for ILO, since it was the first time it could systematically demonstrate its relevance for social upgrading in GSCs, especially through the work of BW. A second example was BW's contribution to the background report for the ILO meeting of experts on Violence at Work of October 2016. The report makes several references to the BW impact study and other BW data, for example to illustrate how business profits are negatively affected by sexual harassment.

3.6 SUSTAINABILITY

The main purpose of this section is to assess up to what extent the benefits and positive effects generated by the programme are likely to continue after donor funding has been withdrawn. After taking into consideration the variety of geographical, political, social and economic situations covered by the programme, plus the different stages of implementation in the different countries, it is very difficult to deliver an all-encompassing and conclusive analysis. For this reason, it was deemed appropriate to break down the analysis into the various key points that normally determine the prospects of sustainability: Identification of models and good practices that could inform future actions, capacity building of national stakeholders, institutional ownership and commitment, financial aspect and exit strategies.

There is a general consensus around the fact that the programme in its current format is not likely to continue operating after the withdrawal of the external funding. Its extensive structure and high financial needs make it difficult for the national stakeholders to take over the operation as a whole. For this reason, it is generally accepted that the key challenge concerning sustainability is the continuation of the so called "core services", basically the service model involving training, advisory and compliance assessments. It is assumed that the enabling environment component, which deals with policy influencing, capacity building, etc., will not be able to continue after the external funding is withdrawn, unless those lines of action are merged into other ILO programmes.

As already mentioned, the picture differs from one country to another but, in general, the evaluation team has identified various signs of concern regarding the continuation of the service model as part of the national dynamics. There are promising figures concerning the "cost recovery" in most of Asian countries (see further), however this relatively positive performance

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[23] In Phase IV BW aims at reaching 9 million workers (or 15% of the global workforce in the garment sector)

can be largely explained because the BW country teams are still mobilizing the stakeholders and promoting the model. It is still uncertain if the process has gathered enough strength in terms of capabilities and ownership to continue on its own. Moreover, in most of the garment manufacturing countries the auditing system is highly fragmented, and the factory owners show a feeling of fatigue and confusion around the different initiatives in operation. The situation represents an additional constraint for the purpose of establishing a unified and self-replicating national verification system.

Despite the above, the analysis cannot be put in binary terms: either fully sustainable or not sustainable at all. There are different areas that deserve to be examine separately, in order to check what progress or contributions the programme has made and how these could eventually help in taking forward the benefits generated by the intervention.

Identification of models and good practices

The programme deserves a very positive assessment in this regard. It can be described as a very reflective and self-critical intervention that has put in place various mechanisms to improve the effectiveness and enhance the impact of its model. The impact research would be the most outstanding example of this effort. BW has been throughout this III phase able to adjust its new model and prove its effectiveness. Besides, its emphasis on learning has served to systematize and document the different elements and phases of its methodological proposal. These models will surely be a valuable legacy of the programme, but it remains to be seen if they can thrive as part of an autonomous dynamic. Having designed and tested the model constitutes a necessary but not sufficient condition.

Capacity building of national stakeholders

An intense effort has been carried out to build the national capabilities and enable the national stakeholders to implement the service model and improve industrial relations. This effort has been extended to policy influencing during Phase III. A recount and assessment of the actions conducted in this regard have been presented in previous sections. The informants consulted generally believe that the capacity building effort will leave a positive balance in the national processes, something that can be regarded as an expression of sustainability. However, it is not possible to establish how decisive this contribution will be in ensuring that the BW service model will continue operating without external funding. As it has been said, the auditing system is highly fragmented and there are different proposals competing to breakthrough in the market.

In any case, the evaluation team believes that the technical aspect does not represent an important barrier for the continuation of the initiated process. It is understood that in most countries there are technical and human resources available to deliver the services required by the BW model. The challenge is the articulation and optimization of these resources. Having said that, some informants have stressed the importance of making an additional effort to bring on board the capacities of the private auditing system. This suggestion has been somewhat controversial, however, since some stakeholders believe that the state has a role in verifying compliance that cannot be delegated to the private sector.

Institutional ownership and commitment

Various actors can be examined with regard to their ownership and commitment to BW model: factories, brands and governments. This is perhaps one of the more difficult aspects to assess since every group has shown certain level of ownership and commitment. Nevertheless, it is not easy to establish if it has reached the scope and dimension to make the process going forward in any or the other form.

According to the countries' CTAs among the factory owners, there are those who have perceived the benefits of applying the BW model and are willing to pay for it, but for many others the compliance assessment is still an obligation imposed by the buyers.

Governments are equally interested in having a compliance verification system in place to facilitate the exports from their garment industry, but they are not generally in a position to take the role of delivering compliance reports. They can enhance the capabilities of their labour inspection departments. However, according to the LABADMI/OHS officers, this option (which is the ordinary way of ensuring the compliance with the Country Labour Standards) is a long-term bet and cannot be seen as an alternative to ensure the sustainability of the BW benefits in the short-term. Some governments, such as that in Cambodia, have shown their willingness to subsidize the BW model but look reluctant to set up their own alternatives.

Some buyers on their side, have shown their willingness to improve working conditions in their supply chain. However, although this is a growing trend and there are important players in partnership with BW, it is not possible to say that there is enough critical mass to make compliance verification an autonomous process. Besides, each brand has its own procedures and purchasing practices which are not necessarily being influenced yet. The engagement of brands has been discussed in more detail in other sections of this report, in particular under the "special issues" section. Brands consulted within the scope of this evaluation exercise have expressed their intention of moving further into the integration with their suppliers, but this does not entail producing their own compliance assessments – rather they seem in favor of outsourcing this task.

The above reflections about the ownership and commitment of the different actors show that all of them have some degree of interest in keeping the process going, but it is not clear who can play the role of BW, in particular regarding the delivery of the compliance assessment reports. The alternative which is being tested in Indonesia is the setup of a national foundation that could take over some of these functions. Unfortunately, there is not enough perspective to assess the Indonesian experience yet, but it seems clear that this is one of the challenges that remain for Phase IV.

Financial sustainability

Two aspects can be examined under this section. One is the fund raising potential of the programme and the second one the prospects of generating resources via the sale of services.

BW is seen as a programme with various comparative advantages for the purpose of fundraising, such as the services its delivers to brands and factories, the relationship with the WBG, but also the specific sector in which it operates which is acknowledged in the donor community as a crucial sector from the rights approach. However, it still has to overcome political and institutional issues that make fundraising a very challenging and usually time consuming task. For example, in 2017 contracts of three staff could not be renewed because of cash flow problems in between two subsequent programmes.

BW has managed to raise the funds needed to complete Phase III according to plan, overcoming the withdrawal of some important donors that had initially pledged support. While the programme finally managed to secure sufficient funding, the risk of not getting to the finish line has been always lingering over some of the components or country programmes.

A pooled funding approach has been initiated to achieve more coherence in what different donors are supporting, create more flexibility in the allocation of resources and bring stability. It is still in an early stage, so far, only two countries have committed themselves to this new approach.

As a programme which is able to sell some its services there is a portion of its revenues that proceed from these operations. Cost recovery in the main Asian countries has been strong with over 70% of the cost for the core services covered. Figures from the BW finance department show that in 2016 the total revenue from the purchase of reports was 1.6m USD, all related to the Country Programmes. Cambodia reached 95% of price recovery (target 73%), Indonesia 71% (target 61%). Vietnam has fallen behind its target with 61% (target 80%). And finally, Bangladesh, as a new BW country is not performing yet at that level but it has managed to obtain 24% price recovery surpassing its target of 19%. The figures for the smaller BW countries (outside of Asia) show lower values: Jordan 42%, Nicaragua 16% and Haiti 17%. As for the Global Programme, the figures for 2016 show that total expenses for that year were 6,429,294 USD while the revenue from partners membership was 363,962 USD.

It must be noted that besides the revenues proceeding from the sale of reports and collection of brands membership, the programme has been able to generate more revenues from other sources such as the provision of training, services to factories and contribution from governments (mainly Cambodia). At the end of 2016, total the revenues (4.8m USD) accounted for 59% of the expenses in the core services (8.3m USD).

There is the reasonable expectancy that the revenues in the main Asian countries could cover most of the core services costs in a few years' time. This cannot be easily extended to the cost of other components of the BW model (global BW offices, country offices, advisory services, etc.), which will still have to be funded from external sources.

A new price recovery system has been put in place including the first price increase in 2017. Two more increases have been foreseen in 2018 and 2019. The new system is part of the adjusted model and it means that under the new system the factories pay for a bundle of services, they do not just purchase compliance reports. So far, there has not been a noticeable withdrawal of factories from the programme but their loyalty and adherence will be tested again with the second and third price increases.

Exit strategies

Throughout the consultation process carried out by the evaluation team, some critical issues have emerged about the exit strategies being applied. The case of Lesotho is usually referred as an example of failure, although it is also argued that there were inherent conditions related to the small size of the country that made particularly difficult to reach the necessary critical mass to keep the different processes running. It is also claimed that the time available to put the strategy in place was very limited, something that has been improved with other countries. BW Country staff in Nicaragua is currently working in various directions to ensure some degree of continuity of the dynamics and effects triggered by the project, basically the transfer of tools to national institutions and the training of their staff. Some stakeholders, particularly donors, still show certain degree of skepticism towards the above strategy and stress that something more robust and systematic is needed. The case of Indonesia is, on the contrary, seen as an innovative and ambitious case concerning sustainability. There are reasonable expectations that the national Foundation could ensure the continuity of the core services.

3.7 SPECIAL ISSUES

Two evaluation questions have been included in the ToR as special issues for analysis. The first one is about the gender approach, how the programme has addressed the strategic needs of men and women in the garment sector, and the second one is about the engagement of BW with the private sector.

Gender

With regard to the first question, there is general consensus in reasserting the significance that the impact research assessment has had in the way that BW approaches today gender issues. The assessment has represented the key piece to review the gender strategy of the programme by providing not only factual data on different topics, such as the earlier mentioned effect of sexual harassment on business profits, but also many other insights on how the gender dimension impacts the working conditions and business performance in the garment supply chain. At country level, the CTAs, also refer to the assessment as the key piece that propelled a significant development in the BW gender approach.

Some of the stakeholders argue that before the assessment the gender approach of the programme was the "classical of a cross cutting issue". As a matter of fact, none of the log frames of Phase III (both part 1 and 2) contains an explicit output or indicator establishing targets with regard to gender issues. It doesn't necessarily mean that those issues were not contemplated but not as explicitly as some stakeholders were expecting.

Beyond specific improvements in the way that the different programme components deal with the gender issues, it has been found that as a whole, the gender dimension has taken a more prominent role in the programme strategy. The discourse is that dealing with women issues in the garment industry is not just a desirable, complementary piece of the strategy but an essential pillar to obtain results.

Perhaps one of the reasons that explain why the impact assessment has been such an essential factor in boosting the gender approach of BW, has been the fact the coordination of the research unit and the gender issues have been merged in the same unit/person.

Some interviewees had concerns about BW's internal expertise and capacity to tackle the different gender discrimination problems that have been identified in the Phase IV programme. It is not clear to what extent BWG is collaborating with ILO's gender unit (GED) in moving forward with this topic.

Private sector

As for the engagement of the BW Programme with the business sector, the evaluation team has already put forward some ideas in this report. In general, BW is a programme that attracts the attention of the business sector and is able to engage with it in different ways. Garment factories are the target group of the programme's core services package. There is partnership model in place that contemplates two possible categories of engagement with the buyers: partners and participants. As a result of this partnerships BW obtain part of the revenues needed for the provision of services. Besides, there is an ongoing dialogue with the brands via forums, webinars and other events organized by the programme. With some brands in particular the dialogue focus on the development of certain initiatives such as the Better Work Academy. To complete this recount of ways of engaging with the business sector is due to be mentioned that their representatives seat at the advisory committee (AC).

It has been also established that BW interact with other ILO programmes such as SCORE that work with the Private Sector. BW and SCORE coincide in two countries (Indonesia and Vietnam) where they have undertaken some common activities, mainly in the area of training. Likewise, there has been regular contact with the Bureau of Employers Activities (ACT/EMP) at the HQ level and a BW employers forum was organized in May 2014 were the sector was able to present their views on the programme approach, usually pointing towards the need of making more emphasis on productivity. At country level, the employers' associations are also part of the Programme

Advisory Committee although their understanding and commitment with the programme is variable. In some countries relations have been described as mixed and dialectic since the employers' associations claim that BW is not doing enough in terms of employment creation and economic promotion.

Several informants have referred to their expectation that the partnership with IFC would help to refine the BW proposal from the employers' point of view and ease the relationship with their associations. As a matter of fact it has been reported that in some countries where the IFC productivity pilot projects have been initiated, there have been positive reactions from these associations. There are some doubts, however, already mentioned on the scale of these projects and on the mechanisms put in place to ensure that these projects really feed into the BW model.

4. CONCLUSIONS

1. Relevance and strategic fit

Better Work takes up a unique position in the world of social upgrading of global garment supply chains due to its size, specific institutional set-up, and its multi-pronged approach, and is well-aligned with international agendas. All stakeholders consulted confirm support BW's strategic re-orientation in expanding its focus to the national, sectoral and global level. The attractiveness of the programme for international brands relates to its credibility (involvement of ILO and the WBG), its attention for compliance monitoring in combination with social and economic upgrading efforts, and its engagement with stakeholders across the value chain. Within ILO, BW has the status of a Flagship programme, it has become the reference programme for ILO's work on global supply chains, and is widely recognized for its innovative engagement with the private sector and the IFC. The relevance of its model at factory level has been tested extensively in different contexts (Tufts university impact assessment). Up to now, Better Work is mainly focused on the cut and sew garment industry (Tier 1 suppliers) and doesn't systematically include sub-contractors (Tier 2 and beyond). The logframe was adjusted slightly after the previous evaluation, mainly cleaning-up inconsistencies in the indicators. Indicator sets for the outputs under outcome 2 and 3 remain too activity-oriented. Several gaps in the intervention logic for the influencing agenda were addressed in Phase IV. BW's toolbox might need to be further enriched in the new phase of the programme to navigate complex political-economy dynamics at the sectoral, national and global level.

2. Project progress and effectiveness

<u>Scale, quality and effectiveness in the service delivery</u>

By crossing the 2 million mark of workers employed by factories under the BW programme[24], BW achieved its June 2017 target. The number of participating factories increased by more than 900 between 2012 (583 factories) and 2017 totaling 1,486 at the end of phase III, which represents 90% of the 2017 target of 1640 factories. The roll-out in the footwear industry is slower than anticipated mainly due to insufficient resources to make headways in this sector. It has also been stated that despite its relevance, this new line of action exceeds by far the actual capabilities of the programme. The same period included a geographical expansion to new areas (in Vietnam) and a new country (Bangladesh). The cooperation with Lesotho was terminated. Feasibility studies were done for new programmes in Ethiopia, Myanmar and Egypt. Monitoring data shows that, during the period under review, every BW country programme either maintained or improved non-compliance for the majority of the compliance points[25]. BW is exploring the possibility of expanding to non-BW countries by licensing its training and advisory material, based on positive experiences upon the piloting of the BW Academy training and the Supervisory Skills Training (SST). In the roll out of the new service delivery model, initial challenges were largely overcome, good factory ownership is reported. The module development and implementation is largely on track, but some delays were recorded in preparing for the launch of the new 'differentiation' module in Vietnam. The extensive capacity building efforts of the country teams has been highly appreciated. Expectations regarding the inclusion of an environmental component in the

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[24] The evaluation team did not verify the model which is used to estimate the number of workers affected by the programme.

[25] Cross-country compliance trends for specific themes or CAT items (compliance points) are not available, but can be established when comparing the compliance synthesis reports per country.

compliance monitoring have not yet been met. A solution is possibly emerging through a partnership with IFC (Phase IV).

Influencing policy at the national and sectoral levels

This emerging area of work was new to most country teams, but entry points were finally identified, and BW managed to contribute to policy reforms in most countries. Examples of contributions to policy reforms reported in Jordan, Indonesia, Bangladesh, Lesotho and Egypt. Country teams have been guided by BWG to come-up with policy influencing strategies, but these were not codified, nor integrated in ILO DWCPs, limiting the possibility for cross-country learning and building ILO synergies. Collaboration with other ILO units remains a challenge in 'old' BW countries. At global level, BWG contributed to ILO policies and practices for the 2016 ILC session on global supply chains, and during the ILO 2016 meeting of experts on Violence at Work. The impact assessment study has been instrumental in supporting policy work at country level and within ILO and IFC, and engaging with donors. The use of the research outside the close group of BW stakeholders has been limited, such as in the academic community and amongst business and human rights experts in OECD countries. Aside from the IFC partnership, BW is careful in partnering with external multi-stakeholder initiatives or institutions to avoid reputational damage or loss of credibility. BW is still deliberating on its role in the ambitious Social and Labor Convergence Project (SLCP). The partnership with the Fair Wear Foundation has potential due to its complementary work with small and medium size brands, and on living wages.

Engagement with buyers

The interaction with brands has become more structured through the development of partnerships agreements, which stipulate mutual expectations between the brands and BW, for example related to the relationships with their suppliers and other areas of attention for brands' supply chain practices. The target for the number of buyers improving partnership commitments was surpassed. However, BW is still searching for ways to give sufficient weight to the partnership reviews, including improving the engagement of the purchasing departments. The work on sourcing practices is not yet developed inside the partnership agreement. The BW Academy has turned out to be a new and promising way of engaging with brands. BW has been productive in developing new materials (5) and organizing events (12) for buyers: manuals, leaflets, newsletters, business updates, webinars, and forums.

3. **Efficiency of resource use**

Although the picture is incomplete due to gaps in the available data, there are indications that efficiency receives sufficient attention, both at BWG and at country level. The new service delivery model is assessed by BW staff as more effective than the earlier model, but not necessarily more efficient. The restructuring of the BW global office has improved efficiency for the Asian BW countries, with only small or no inconveniences for other BW countries in Africa and the Americas. At an operational level, problems continue to emerge with the IT backbone of the compliance monitoring system (STAR). The system is described by several insiders and outsiders as slow and rigid, and lacking features to extract aggregated or consolidate data from the system.

4. **Effectiveness of management arrangements**

BW is a self-critical, evidence-based and responsive programme, as witnessed through the systematic research and evaluation uptake and its focus on learning-oriented events with multiple stakeholders. In view of BW's expanding agenda (more countries, new instruments, and increased activities at the national and global level), the complexity of the programme increases, which in turn is likely to require more expertise to deal with political-economy issues. The BWG support

for the country programmes, including the internal capacity building programme is highly regarded by managers of these programmes and national staff. The organizational culture is not too hierarchical, centralized or bureaucratic. There are relatively few tensions between field staff and HQ for a programme of this size and complexity. The decentralization of part of the HQ to Bangkok has been well absorbed, with overall a positive assessment of the new set-up. The integration of the different monitoring systems and framework is not finished (challenges with the STAR database system are described under efficiency). The overall governance of BW is satisfactory, including the functioning of the advisory structures and management. After the 2015 evaluation, additional efforts have been made to optimize synergies within the ILO – IFC partnership, including the appointment of dedicated officers and improved communication protocols. Progress has been made behind the scenes in terms of structures and capacity, but the outcomes are emerging rather slow, especially at the country level, where incentives for intensified collaboration seem to be missing, together with time constraints, and a lack of information. Issues have been raised concerning the incorporation of the environmental component into the service model. For some stakeholders it remains unclear if this is really desirable, realistic and a priority for BW.

5. Impact

The impact assessment research has provided strong and robust evidence that at ground level the programme's theory of change works and its immediate effects are able to trigger further changes in peoples' lives and factories' productive practices. A summary of key findings are described in the report.

6. Sustainability

BW's fundraising status is generally strong, but with shifting donor engagements, maintaining the cash flow has been difficult at times during Phase III. One response has been the development of a pooled funding mechanism, donor interest is not clear yet. There are encouraging figures of cost recovery in Asian country programmes: Cambodia 95%, Indonesia 71%, Vietnam 61%. There is agreement that cost-recovery cannot be achieved for countries with small garment industries. A new price recovery system, with price increases in 2017-2018-2019 has been accepted by factories and brands. More attention was paid to country sustainability strategies after problems with the exit in Lesotho. Most advanced in institutionalization is happening in Indonesia (through a foundation), and Jordan (through advanced cooperation with the inspectorate), in other countries there is no breakthrough yet.

5. LESSONS LEARNED AND EMERGING GOOD PRACTICES

5.1 LESSONS LEARNED

Lessons learned

1. <u>Exit strategies for small countries need to thoroughly consider the specific characteristics and requirements of this group of countries</u>. There are not blue-print scenarios for the institutionalization of BW at country level, every country has got its specific needs. Generally, there is need to work with various national (and international) 'hosts' for the integration of different components but experience shows that in small countries it is very difficult to develop the critical mass required for the continuation of some processes. This might justify some further analysis and the design of bespoke packaged aimed at tackling the specific needs of this countries. It is not realistic to expect a successful transition from a stage where the full structure of programme is in place to a stage where this structure completely disappears, even if some preparatory actions have been conducted during the implementation phase. Some sort of services are likely to be needed to support that transition.

2. <u>Impact research assessments can have many applications beyond establishing the impact of the programme.</u> They can provide very valuable inputs for decision making, policy influencing and communication purposes, if this is anticipated from the inception phase and strong management buy-in is achieved. The programme has demonstrated that the pre-identification of relevant research questions, the uses and applications for the different components of the research interventions, resulted in higher buy-in by management and programme staff. The investment in a separate research unit, which closely interacts with operational units, has been one of the success factors.

3. <u>No specific component of the BW approach can be singled out as the most decisive or key component</u>, rather, it is the combination that makes the approach effective. All of them can surely prove certain degree of effectiveness in improving working conditions in the garment industry but the Tufts research concludes that the differential element of the BW approach is not one element in particular to be more effective than any of others. It is the holistic approach that makes the programme such a relevant and effective intervention. The main challenge for the future is to institutionalise the various components of the programme without losing the added value and coherence of an integrated delivery of all the components together.

   <u>The process of geographical relocation of an office is smoother when the managerial and technical staff are as much as possible maintained in their previous roles following the move</u>. For some internal actors, this is a lesson learned that the organization should take into account when embarking on decentralization processes such as the one mentioned here. The continuation in their roles of the human resources facilitates the transition to the new structure and minimizes the risks of losing operational capacity.

5.2 GOOD PRACTICES

1. <u>Setting up a research unit with the purpose of optimizing the use and applications of the impact research assessment</u>. The presence of a team within the BW structure devoted to interacting with the researchers, providing them with the programme's information needs

and jointly analyzing the findings has been instrumental in keeping the impact research alive, using it as a guide to renew the BW's approach and providing inputs for the communication and policy influencing strategies.

2. <u>The concerted action carried out by the BW team with other ILO units to deploy the programme in new countries</u>. A visible effort has been made in the new BW countries to involve the different ILO units with a specific mandate / interest in the issues addressed by the programme since the early stages, acting in a coordinated manner and allowing the different units to assume their corresponding quota of responsibilities. This practice has served to better visualize the idea of implementing a global programme, a holistic action that encompasses the different resources and technical expertise of the organization with the aim of enhancing its potential impact and increasing the prospects of sustainability.

3. <u>Licensing of the BW training and advisory material as a way to reach out beyond the BW factories</u>. The Better Work academy and Supervisory Skills Training have been the main initiatives to carry this idea forward. They represent alternatives for scaling the engagement with brands and instilling the BW philosophy in their respective procedures and purchasing practices.

4. <u>Systematic uptake of evaluation recommendations and in general, positive attitude towards evaluation and reflective practice</u>. The programme has shown willingness to incorporate the lessons learned through the different M&E systems and other review exercises. The BW approach can be described as reflective, flexible, participatory and developmental and these features are seen by most of the stakeholders as key for the successful management of complexity.

5. <u>BW has several characteristics identified as critical for 'thinking and working politically'</u>. Up to different degree of accomplishment the programme has shown various practices of what is commonly regarded as thinking and working politically. As it has already been noted it has a system of monitoring and learning which is embedded in design and implementation; it has recruited high numbers of national staff with local political knowledge in program management positions and it applies a system for problem selection and identification which shows preference the political dimensions of reform. Finally, it is active in different networks and its approach is based on multiple theories of change for the one problem.

6. RECOMMENDATIONS

1. **Completing the improvement process of the BW log frame**
   (Responsibility: BWG; Timing: mid-term)
   a) In line with the mid-term evaluation, BWG has successfully revised its log frame. This process should be continued by (1) improving the formulation of the outputs under outcome 4 on the global policy dialogue on DW and the SDGs by reformulating them in an actor-centered way (as the outcome on the enabling environment), and strengthening the articulation of how outputs are expected to lead to the outcome; (2) integrate aspects of 'quality' and 'appreciation of strategic importance' in quantitative indicators, where relevant and feasible; and (3) the monitoring system of the programme should be complemented with indicators at the development goal level, collected from secondary sources. These indicators should not necessarily be used to assess the impact of the programme, but rather to map and follow-up the programme's context.
   b) BWG should consider introducing simple client-satisfaction instruments to get feedback on its services (STAR system, publications, ..) from key stakeholders it is servicing and which are not covered by ongoing M&E or research efforts.

2. **Unlocking the power of existing BW datasets**
   (Responsibility: BWG; Timing: short-term)

   BWG should mine more actively the compliance monitoring datasets to serve the information needs of different stakeholders, while respecting existing data privacy and commercial agreements with brands and factories. This should be done by mapping out the potential users and uses: BW for learning and performance monitoring; ILO for research and statistics; academics for research purposes; civil society stakeholders for transparency and monitoring; and brands and factories for follow-up. Ideally, CAT data would be further integrated with other data sources, such as advisory and training statistics. This requires a major review of the user interface of STAR. The programme should be made more user-friendly and capable of presenting overviews of specific themes and CAT items, historical trends, graphs and other visuals, with different levels of access and detail for different users. BW should consider developing an annual 'State of the Garment Sector' report, based on compliance monitoring data across countries.

3. **Continue to strengthen the collaboration with other ILO departments and programmes**
   (Responsibility: BWG and ILO departments; Timing: mid-term)

   Phase III has brought substantial progress in the collaboration with other ILO structures, but needs to be deepened, especially in the 'older' BW countries and at the regional level. Collaboration strategies need to be explored which are light in terms of governance, respect BW's partnership with IFC, and re-enforce BW's alignment with DWCPs.

4. **Safeguarding the coherence of the overall set of scaling-up and institutionalization strategies**
   (Responsibility: BWG and BW stakeholders; Timing: mid-term)

   BW is mobilizing a variety of strategies to scale-up and institutionalize its operations beyond the factory level. BW's approach of designing context-sensitive strategies which are systematically tested before being rolled-out more widely, is an excellent approach. However, there is need to regularly review in dialogue with national and international BW stakeholders

the overall coherence of the different strategies to avoid potential conflicts and missing windows of opportunity.

5. **Continue to explore and monitor alternative options for strengthening the enabling environment**
(Responsibility: BW, ILO departments and national ILO constituents; Timing: mid-term)

a) Up to now, institutionalization strategies for BW's compliance monitoring activities focus a lot on strengthening the inspectorate and contributing to policy reforms. A sustainable compliance monitoring system requires also substantial capacity amongst the social partners. Considering the lack of capacity of employers' associations, various intermediaries (local consultancies, research institutes …) and workers organizations, there is a need for BW, together with other ILO units, to increase efforts to build the capacity and increase the voice of the social partners in order to strengthen all the components of the system.

b) BWG should consider providing additional support to the country teams to enable them to develop, together with local stakeholders, country road maps for the influencing agenda. This should also contribute to making sure that ILO acts in a concerted way on the ground.

6. **Strengthening the governance of the monitoring of brands' performance to source more sustainably**
(Responsibility: BWG, ILO, brands; Timing: mid-term)

BW should explore different governance options for the monitoring of brands' performance towards more sustainable sourcing practices (e.g. shortening the supply chain, building longer term relationships with suppliers, and addressing due diligence problems due to 'price squeeze' and 'time squeeze'). The current buyer partnership review system is functioning well for commitments related to compliance monitoring, but is possibly not the best structure for the sensitive sourcing practices, which might touch upon higher commercial interests (and could test the relationships with BW). In addition, an argument can be made that, from a sustainability perspective, governance systems need to be designed which are not only linked with a specific programme (BW), but rather with the underlying institutions and/or other stakeholders. Alternative governance options could be organized through the engagement of an ILO expert panel, a mixed ILO-WBG panel, or linking it with the review mechanisms of Global Framework Agreements (which are also organized at brand level).

7. **Deepening the renewed communication efforts, further supported by a research agenda**
(Responsibility: BWG; Timing: short-term)

a) In Phase III, BW laid the foundations of a communication agenda by investing in more communication capacity, upgraded communication channels, and new products. Future efforts should focus on reaching out to a wider group of audiences, including national policy makers, experts and practitioners on social upgrading, academic networks, and the broader public.

b) BW has managed to develop a model where research is not an add-on but is integrated in the core of its operations. Considering the insights coming from earlier research, the shifts in BW's strategies, and an ambitious expansion agenda, BW will need to continue investing in research to guide its operations. The new agenda might require additional research and implementation capacity, for example in the area of gender, political-economy issues, and regarding qualitative case studies. ILO could consider a case study on how BW has successfully set-up research partnerships, and how these are used to steer operations, as a potential source of learning for other ILO programmes.

8. **Continue the strengthening and optimization of the ILO-IFC partnership**
   (Responsibility: BWG, IFC; Timing: short-term)
   a) There is need to enhance the participation of the BW-ILO country teams in the follow up and management of IFC pilot projects[26]. In the same line, it seems advisable to anticipate the mechanism that are going to be applied to incorporate the outcomes of these projects into the service model, otherwise moving beyond the pilot phase is unlikely. An effort should be made to further enhance the visibility and significance of these projects across the whole spectrum of stakeholders.
   b) The feasibility of the environmental component needs further discussion between the partners. Little progress has been made so far and it is not clear whether it is just related to implementation constraints or whether there are other reasons challenging the feasibility of the whole component. At the same time various stakeholders have shown great expectations around this component. It seems advisable to assess which are the real possibilities for the programme to incorporate this component and proceed accordingly.

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[26] Five Pilot Projects have been set in motion alongside the BW factories in Bangladesh (gender and productivity), Jordan (productivity and soft skills), Nicaragua (productivity), Haiti (productivity) and Vietnam (environmental compliance).

LIST OF ANNEXES

1. Terms of reference
2. Inception report (with data collection instruments)
3. List of persons interviewed
4. Schedule of the evaluation process.
5. Better Work Theory of Change
6. Bibliography

ANNEX 1 – TERMS OF REFERENCE

International Labour Organization

Terms of Reference
Independent Final Evaluation of
Better Work Global Program Phase III

Final version

Programme	ILO TC Project	Start date	End date	Budget USD
Better Work Global programme Phase III	GLO/15/67/MUL RAS/15/55/MUL GLO/12/10/REV	July 2012	June 2017	21,000,000

I. Background and Justification

1. The Better Work (BW) programme is a joint initiative of the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group. The programme has been working since 2007 to improve working conditions and promote competitiveness in global garment supply chains. It is a comprehensive programme bringing together all levels of the garment industry to improve working conditions and respect of labour rights for workers, and boost the competitiveness of apparel businesses.

2. The ILO is devoted to promoting social justice and internationally recognized human and labour rights, pursuing its founding mission that social justice is essential to universal and lasting peace. The ILO brings together governments, employers and workers representatives of 187 member States, to set labour standards, develop policies and devise programmes promoting decent work for all women and men.

3. As a result of their participation with Better Work, factories have steadily improved compliance with ILO core labour standards and national legislation covering compensation, contracts, occupational safety and health and working time. This has significantly improved working conditions and, at the same time enhanced factories' productivity and profitability.

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

5. In its first phase (2007-2009) Better Work was established on the global level and programmes were set up in Haiti, Jordan, and Vietnam, based on the pre-existing Better Factories Cambodia programme. The first phase involved assembling teams, establishing global structures and quality assurance systems, and putting in place mechanisms and tools to capture workplace conditions in Better Work countries. In the second phase (2009-2012) Better Work scaled up engagement by opening programmes in Indonesia, Lesotho and Nicaragua and Bangladesh. Operations in this phase reached seven countries and engaged more than 60 global garment brands and 600 workplaces employing more than 700,000 workers.

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

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

BW Phase III

8. The BW Phase III Programme was formulated as multi-donor programme of a duration of 5 years (July 2012-June 2015) based on a 5-year strategy. Based on the results of the mid-term evaluation, the project document was extended until June 2017 with a slightly revised logframe. The total budget is USD 21,000,000.

9. The development objective of the Better Work Global Programme Phase III is to contribute to improving the lives of workers, their families and communities in selected countries.

10. The immediate objectives (reviewed version from 2015) are:
    - Immediate Objective no. 1: Better Work will have achieved scale, quality and effectiveness in its service delivery.
    - Immediate Objective no. 2: Better Work will have impacted policy and practice at the national and sectoral levels.
    - Immediate objective no. 3: Better Work will have strengthened its engagement with buyers to improve their supply chain practices in support of BW's objectives.
    - Immediate Objective no. 4: Better Work, with support from its governance structure, will have enabled progress towards sustainable and viable country programmes.

11. The Better Work Phase III Programme consists of two components: (i) global tools accessible via a global portal; and (ii) country level programmes. At the global level, Better Work

develops practical tools to help enterprises improve their compliance with labour standards and increase their competitiveness. These include:

- A compliance assessment tool that measures compliance with core international labour standards and national labour law, benchmarking against industry averages and showing progress over time.
- Advisory services that provide guidance on remediation efforts addressing both non-compliance issues and management systems. Model policies and procedures, as well as good practice guides on a variety of common enterprise needs.
- Training resources including a 12-month modular training programme, single-issue seminars, induction training kits and first-level supervisor training, as well as materials focused on workers' awareness-raising such as soap operas and comic books.
- STAR, an information management system that captures information on compliance and improvement efforts, and shares results with suppliers and their buyers.
- Monitoring and evaluation tools to regularly monitor delivery of the country programme for reporting to donors and the Better Work Management Group.
- Methodology and implementation of research to assess the impact of Better Work on countries' workers and firms in the short and long term.

12. Globally, Better Work employs around 200 staff, around 170 of which are located in country programmes. The country programmes are headed by Programme Managers / CTAs. Country Programme Managers report to one of the two Better Work Global Operations Managers and to the ILO Country Director with respect to political and administrative matters in that country.

13. Better Work has established two global headquarters – one in Geneva and another in Bangkok. The Better Work Global technical team is divided up into sub-teams including research and impact; programming; finance; technical specialists; human resources; and communications. The BWG team coordinates and supervises the country level activities, provides over-arching support to country programs, coordinates the international research agenda, oversees financial management and heads up communications.

14. As of May 2017, Better Work is operation in the following countries

Project name Start Dates	Start Dates
Better Factories Cambodia	2001
Better Work Jordan	July 2008
Better Work Vietnam	June 2009
Better Work Haiti	June 2009
Better Work Nicaragua	2011
Better Work Indonesia	2011
Better Work Bangladesh	2013

15. As of May 2017, the major achievements, as reported by the project, are the following:

- Better Work works –Significant reduction on working conditions such as abusive practices (forced labour, sexual harassment, and verbal abuse), weekly pay, contracts and working hours.

- On women empowering the ender pay gap has been reduced by up to 17 per-cent, sexual harassment concerns by as much as 18 percent, and increasing women's access to prenatal care by up to 26 percent.

- On firm performance factories in the program have seen an increase in productivity by up to 22 percent and an increase in profitability by up to 25 percent due to a reduction in turnover and injury rates, an increase in order sizes, and improvements in balancing production lines. Factories have also seen a reduction in duplicative buyer social compliance audits.

- On the lives of workers' families and communities – Workers in Better Work factories are sending home up to 33 percent more in remittances and there has been a shift in how these payments are used from debt repayment to investments in education, health care, and nutrition.

Background to the evaluation

16. As per ILO evaluation policy and procedures all programmes and projects with a budget over USD 5 million must have two independent evaluations.

17. Evaluation for the purpose of accountability, learning and planning and building knowledge is an essential part of the ILO approach. This is particularly so for global strategic programmes such as this one.

18. This programme has been gone through an independent MTE in August 2015. That evaluation contributed to a review of project objectives and strategies (see BW global Programme Phase III Parte 2 PRODOC).

19. BW has carried out an Impact assessment of the Programme completed in 2016 (please see http://betterwork.org/blog/portfolio/impact-assessment/).

II. Purpose and Scope

20. The evaluation will focus on the global level rather than the "per se" countries that the global programme integrate.

21. Purposes:

   h. Establish the relevance of the BW Global programme in the context of the ILO Decent work country programs and the SDGs (i.e. vulnerable groups, equity and social justice, "no one behind") at the design and implementation stages, particularly regarding support to the country programmes and its contribution at global level.
   i. Determine the Global programme effectiveness and potential impact: achievement of its objectives and understanding how and why have/have not been achieved identifying supporting factors and constraints that have led to them.
   j. Identify relevant unintended/unexpected positive and negative outcomes.
   k. Assess the implementation efficiency of the Global Programme as a whole.
   l. Establish the level of appropriation of the programme outcomes and impacts by the key stakeholders at global and country levels.
   m. Assess the extent to which the Global Programme has taken into considerations recommendations from the Mid-term evaluation.
   n. Identify lessons learned and good practices to contribute to ILO (i.e. the BW flagship programme), IFC, donors and key national stakeholders policies and operations.

22. The evaluation should look at the whole strategic and programmatic approach, common aspects, patterns, with emphasis in the global level and the mutual feedback between the global and country levels, rather than on a detailed coverage of each country. Country programmes have been subjected to their own evaluations.

23. The evaluation does not include detailed analyses of the operations of individual country programs or an independent assessment of the effectiveness of the program in terms of increasing compliance, boosting productivity and/or raising worker, but rather on global and institutional themes.

24. The evaluation key users are the global and national key stakeholders in the targeted countries including the social partners, workers and employers, ILO, IFC and the donors.

III. Key Aspects to be addressed

25. The evaluation should be carried out in context of criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation[27] and the technical and ethical standards and abide by the Code of Conduct for Evaluation on the UN System[28] are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation. Particularly the evaluation will follow the ILO EVAL Policy Guidelines Checklists 5 and 6: "Preparing the evaluation report" and "Rating the quality of evaluation reports".

26. Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects"[29]. All relevant data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the projects should be considered throughout the evaluation process.

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

28. The TORs include below the specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with the evaluation manager. It is not expected that the evaluation address all of the questions detailed below; however the evaluation must address the general areas of focus. The evaluation instruments (summarised in the inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.

Suggested Evaluations areas and key questions

General
1. To what extent does the Phase III reflect and implement the recommendations that were provided by the Phase III MTE?

Design
2. Determine the validity of the project design: did it assist or hinder the achievement of the project goals as set out in the Project Document?
3. Assess whether the project design is/was logical and coherent:
   o Are/Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
   o How relevant are/were project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring outcomes.
   o Are/Were the expectations of the roles, capacity and commitment of stakeholders realistic and likely to be achieved?

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[27] http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm

[28] http://www.unevaluation.org/ethicalguidelines

[29] http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

4. To what extent have key external factors been identified and assumptions formulated in the Project document? Have the identified assumptions on which the project was based, proven to be true?
5. Does/Did the design of the project take into account the existing institutional arrangements, roles, capacity and commitment of stakeholders (i.e. education, livelihoods, etc.)?
6. Assess how effective has been the country selection process from a global perspective
7. How have gender issues been taken into account in the project design in its outcomes?
8. Has the strategy for sustainability of project results been defined clearly at the design stage of the project?
9. Does/Did the project design fit within and complement existing initiatives by other organizations to improve working conditions in the garment industry?

Achievements (Implementation and Effectiveness) of Objectives
10. Examine delivery of project outputs in terms of quality and quantity; have they been delivered in a timely manner?
11. Assess whether the project has achieved/is on track to achieve its immediate objectives and planned targets.
12. How has the project responded to positive and negative factors (both foreseen and unforeseen) that arose throughout the implementation process? Has/Was the project team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the project?
13. Assess the effectiveness of the project i.e. compare the allocated resources with results obtained at country and global levels. In general, did the results obtained justify the costs incurred?
14. Evaluate the role played by Government, workers' and employers' organisations and businesses.
15. Assess the project efforts to coordinate and collaborate with other interventions (ILO and others) focused on improving working conditions and enhancing factor productivity and profitability.
16. How the Better Work model adapts to each context and further improvements in efficiency and cost effectiveness?

Management arrangements and BW governance

17. Assess the BW global programme support to operational implementation at countries programmes in terms of deliverance, quality, and staff capacity building (i.e. good practices and lessons learned).
18. Assess the management model effectiveness (i.e. Roles of country teams and the global team) for global and country needs.
19. How are global stakeholders and partners, such as IFC and global brands, participate in the BW global governance model?
20. Are innovative elements to highlight both in the programme management and in the work with IFC and other key stakeholders (i.e. the global level)

Potential impact
21. Identify relevant impacts that have not been analysed by the Tufts University Impact assessment and how these could be integrated in the BW Flagship programme and country programmes. These may include government labour policies and public and private institutions.
22. Identify contributions at impact level with global coverage.
23. Have the stakeholders identified potential impacts of the program particularly at global level?

Relevance of the Project
24. Examine whether the project responded to the real needs of the beneficiaries and stakeholders.

25. Assess whether the problems and needs that gave rise to the project still exists or have changed.
26. Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government and private sector leadership?
27. Assess the validity of the project approach and strategies and its potential to be replicated and scaled-up.
28. Has the project identified any other constraints or opportunities that need to be accommodated in the design in order to increase the impact and relevance of the project?

Sustainability
29. Assess the design and implementation of the global programme sustainability strategy. What can be learned for the national and international levels and which challenges remain?
30. Assess what contributions the project has made in strengthening the capacity and knowledge of global and national stakeholders towards encouraging ownership of the project outcomes and impacts by these ones.
31. Identify potential good practices and models of intervention that could inform future projects, especially those that the national partners could incorporate into national policy and implementation.

Special issues to consider throughout all themes

32. Asses how gender (i.e. worker women at the garment sector and addressing strategic needs of men and women) has been addressed in the various dimensions of this evaluation.
33. Examine how participation of the business sector has engaged with BW. In particular identify triggers of private sector engagement, and identify any barriers to increasing private sector engagement; and identify any positive or negative experiences for buyers throughout the process of joining Better Work programme.

IV. Specific Outputs of the Evaluation

29. The expected outputs to be delivered by the evaluator re:
- An inception report based on the desk review and the briefing with the Programme. The inception report will include among other elements the evaluation questions and data collection methodologies and techniques, and the evaluation tools (interview, guides, questionnaires, etc.). The instrument needs to make provision for the triangulation of data where possible;
- Workshop at HQ with BW and other relevant ILO staff to review the evaluation findings, facilitated by the evaluator;
- Draft evaluation report should include:

  - ✓ Executive Summary with key findings, conclusions and recommendations
  - ✓ Clearly identified findings
  - ✓ A table presenting the key outputs (i.e. figures and qualitative results) status of achievement per objective (expected and unexpected) and a very brief summary of achievement per objective
  - ✓ Clearly identified conclusions and recommendations (identifying which stakeholders are responsible)
  - ✓ Lessons learned
  - ✓ Potential good practices

       ✓   Appropriate Annexes including present TORs, an Inception report and a PowerPoint summarizing the report
- Final evaluation report incorporating feedback from stakeholders.

30. The total length of the report should be a maximum of 35 pages for the main report, excluding annexes; additional annexes can provide background and details on specific projects evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

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

32. The draft final report will be circulated to key stakeholders, including project staff and the donor for their review. Comments from stakeholders will be consolidated by the evaluation manger and provided to the evaluation team leader. In preparing the final report, the team leader should consider these comments, incorporate them as appropriate, and provide a brief note explaining why any comments might not have been incorporated.

V. Proposed Methodology

33. The evaluation is expected to take place in November-December 2017.

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

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

36. The evaluation will be based on a desk-review of project reports and outputs available and interview of key stakeholders by Skype and/or through written questionnaires.

Desk review

37. The Desk review will include:
- Briefing with the Evaluation manager
- Desk review of projects documents
- Team leader and team member initial briefing in Geneva with BW HQ team
- Telephone/Skype interviews with the donors.
- Development of the Inception report (i.e. detail evaluation methodology, schedule, evaluation questions and indicators matrix and evaluation instruments).

38. At the end of the desk review period, it is expected that the evaluation consultant will prepare the Inception report a brief document indicating the methodological approach, to be discussed

with and approved by the evaluation manager. The Inception report will be included as an annex in the evaluation report.

Data collection

39. Data collection will be done through in-depth desk-review of reports and programme outputs, in-depth interviews with a sample of key stakeholders and an electronic questionnaire to stakeholders from the countries and at global level.

40. Four out of the seven covered countries can be selected for more in depth analysis. These countries may be selected by criteria such as the size of the country intervention and the performance of the country programme, contribution to learning (potential good practices and lessons learned), and relevant unexpected results.

Stakeholders' workshop

41. The stakeholders' workshop will take place at the end of the data collection stage in Geneva. It will be one full day with participation of the BW HQ team and related officers. Other key stakeholders, including BW country officers and the donors may participated by Skype/VC/phone.

   This will be an opportunity for the evaluator to gather further data, present the preliminary findings for verification and discussion, present recommendations and obtain feedback

42. The evaluation team will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluator.

Preparation of the draft and final version of the report

43. The evaluation team leader will be responsible for drafting and finalizing the evaluation report.

44. The draft report will be circulated to stakeholders for their feedback and comments by the evaluation manager for two weeks.

45. The evaluation team leader will further responsible for finalizing the report incorporating any comments from stakeholders as appropriate. The consolidated comments will be provided by the evaluation manger.

46. The evaluation will be carried out with the technical backstopping of the evaluation manager and the logistical support BW HQ.

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

Composition of the evaluation team

48. The evaluation team will be composed of a team leader and a junior evaluator team member. The background and responsibilities of the evaluation team members are presented below.

Team Evaluator

Responsibilities	Profile
- Desk review of project documents - Briefing with BW HQ in Geneva - Telephone interviews with the donors - Development of the Inception report - Review of documents, interviews and electronic questionnaires developed and completed - Facilitate stakeholders workshop in Geneva - Draft evaluation report - Finalise evaluation report	- <u>Not have been involved in the project.</u> - Relevant background in social and/or economic development, desirable in the supply chain (i.e garment sector). - Experience in the design, management and evaluation of multi-country and global development multi-stakeholders projects that includes legal and policy level work and institutional building components. - Experience in evaluations in the UN system or other international context as team leader (7-10 years) - Experience facilitating workshops for evaluation findings. - Experience with global projects evaluations that include Americas, Africa and/or Asia - Fluency in English is essential, working knowledge of French and/or Spanish are an asset

Evaluation team member

Responsibilities	Profile
- Desk review of project documents - Development of the Inception report - Review of documents, interviews and electronic questionnaires developed and completed - Draft evaluation report	- <u>Not have been involved in the project.</u> - Relevant background in social and/or economic development, desirable in the supply chain (i.e garment sector). - Experience in the design, management and evaluation of development multi-stakeholders projects that includes legal and policy level work and institutional building components. - Experience in evaluations in the UN system or other international context as team leader (7-10 years) - Experience with global projects evaluations that include Americas, Africa and/or Asia - Fluency in English is essential, working knowledge of French and/or Spanish are an asset

49. Evaluation timetable

Phase	Responsible Person	Tasks	Outputs	No of days TL	No of days TM	Tentative schedule
I. Desk review and design	**Evaluation team**	**Desk review** **Initial briefing in Geneva (TL)** **Developing the Inception report (i.e. evaluation methodology, indicators, questions, instruments, etc.)**	**Inception report**	**5**	**5**	**6-10 November**
II. Data collection	**Evaluation team**	**Interviews by phone/Skype** **Questionnaire distributed and answers consolidated** **Review of project documents and publications** **Other techniques as identified in the Inception report**	**Inputs for the report**	**10**	**10**	**13-24 November**
IV Stakeholders workshop	**Evaluation team**	**One day workshop in Geneva to present the preliminary findings to BW HQ, and others stakeholders by Skype/VC, and complete information and validate findings.**	**Agenda and methodology PowerPoint**	**2**	**2**	**27-28 November**
V First draft	**Evaluation team**	**Development of the draft report**	**Draft Report**	**5**	**3**	**4-9 December**
VI Comments	**Evaluation manager**	**Circulate draft report to key stakeholders** **Consolidate comments of stakeholders and send to team leader**	**Comments on Draft Report by stakeholders**	**0**	**0**	**11-22 December**
VI Final report	**Evaluation team**	**Finalize the report including explanations on why comments were not included**	**Final Report**	**1**	**0**	**4 January**
	EVAL	**Approval and dissemination of the report**		**0**	**0**	**5-10 January**
TOTAL				**23**	**20**	

5.3   Sources of information and consultations

50. The following are suggested sources of information for the desk review:

- Project Documents
- ILO Evaluation guidelines and templates
- Stage III Part 1 and Part 2 PRODOCs, logframe and progress reports
- Management systems documents: Better Workspace (Intranet and filing system) work planning schedule; budgets and workplans; finance manual; recruitment guidelines; M&E matrix etc.
- Better Work publications and resource materials: Training curriculum; synthesis reports, discussion papers, and communications materials.
- BW Impact assessment
- Other studies and research undertaken

51. Consultations will be held with:

- ILO BW and other officers at HQ officers (such ACTEMP and ACTRAV)
- IFC
- ILO country officers related to the projects
- National government (i.e. Ministries of Labour)
- Workers and employers organizations involved
- International buyers
- Donors

Final Report Submission Procedure

52. The following procedure is used for the submission of final documents:

- The evaluation team leader submits a draft report to the evaluation manager in Geneva

- The evaluation manger forwards the draft report to key stakeholders for comments on factual issues and for clarifications

- The evaluation manager consolidates the comments and send those to the evaluation team leader.

- The evaluation team leader submits the final version to the evaluation manager for dissemination to the stakeholders, including the donor.

VI. Resources and Administration

53. Estimated resource requirements at this point:

Fees
- Team leader: 23 work days
- Team member: 20 work days

Travel & DSA

- Team leader: 2 missions to Geneva
- Team member: 2 mission to Geneva

Other

- Stakeholders workshop in Geneva

54. The evaluation team will report to the ILO evaluation manager designated by EVAL (an ILO staff not working in BETTER WORK). Any proposed changes to Terms of Reference and evaluation instrument have to be approved by the evaluation manger.

55. BETTER WORK programme management will provide other technical and logistical support.

ANNEX 2 – INCEPTION REPORT

INCEPTION REPORT CORRESPONDING TO:

Independent Final Evaluation of

Better Work Global Program Phase III

Date: 31st October 2017

LIST OF ACRONYMS

ACTEMP	ILO's Bureau for Employers' Activities
ACTRAV	ILO's Bureau for Workers' Activities
BW	Better Work Program
BWG	Better Work Global Program
OECD/DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development.
DWCP	Decent Work Country Programs
ET	Evaluation Team
EVAL	ILO Evaluation Office
FUNDAMENTALS	ILO /Fundamental Principles and Rights at Work branch
IFC	International Finance Corporation
ILO	International Labour Organization
ILO HQ	ILO Headquarters
MTE	Medium Term Evaluation
PICC	Performance Improvement Consultative Committees
ToC	Theory of Change
ToR	Terms of Reference
USDOL	United States Department of Labour

1. Introduction

The Final Independent Evaluation for BWG Phase III is conducted by a team of two independent evaluators, dr. Huib Huyse and José Maria Alvarez, in coordination with the Better Work Global (BWG) focal point and under the supervision of the ILO Evaluation Office (EVAL). The Inception Report is based on prior discussions with ILO, the ToR, document review, and the Evaluation Team's (ET) visit to ILO HQ in Geneva to meet with stakeholders between 17 and 20 October 2017.

2. Background

No significant changes have occurred concerning the different elements aspects referred to in the original ToR. The evaluation maintains its initial settings in connection with the background and scope of the study. In order to design the methodological instruments that better suit the characteristics of the project, the evaluation team has carried out a thorough study of the information available concerning these aspects.

The Better Work Program

- The Better Work (BW) program is a joint initiative of the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group. The program has been working since 2007 to improve working conditions and promote competitiveness in global garment supply chains. It is a comprehensive program bringing together all levels of the garment industry to improve working conditions and respect of labour rights for workers, and boost the competitiveness of apparel businesses.

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

- In its first phase (2007-2009) Better Work was established on the global level and programs were set up in Haiti, Jordan, and Vietnam, based on the pre-existing Better Factories Cambodia program. The first phase involved assembling teams, establishing global structures and quality assurance systems, and putting in place mechanisms and tools to capture workplace conditions in Better Work countries. In the second phase (2009-2012) Better Work scaled up engagement by opening programs in Indonesia, Lesotho and Nicaragua and Bangladesh. Operations in this phase reached seven countries and engaged more than 60 global garment brands and 600 workplaces employing more than 700,000 workers.

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

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

The BW Phase III

- The BW Phase III Program was formulated as multi-donor program of a duration of 5 years (July 2012-June 2015) based on a 5-year strategy. Based on the results of the mid-term evaluation, the project document was extended until June 2017 with a slightly revised logframe. The total budget is USD 21,000,000.

- The Better Work Phase III Program consists of two components: (i) global services accessible via a global portal; and (ii) country level programs. At the global level, Better Work develops practical tools to help enterprises improve their compliance with labour standards and increase their competitiveness. These include:
  - A compliance assessment tool that measures compliance with core international labour standards and national labour law, benchmarking against industry averages and showing progress over time.
  - Advisory services that provide guidance on remediation efforts addressing both non-compliance issues and management systems. Model policies and procedures, as well as good practice guides on a variety of common enterprise needs.
  - Training resources including a 12-month modular training program, single-issue seminars, induction training kits and first-level supervisor training, as well as materials focused on workers' awareness-raising such as soap operas and comic books.
  - STAR, an information management system that captures information on compliance and improvement efforts, and shares results with suppliers and their buyers.
  - Monitoring and evaluation tools to regularly monitor delivery of the country program for reporting to donors and the Better Work Management Group.
  - Methodology and implementation of research to assess the impact of Better Work on countries' workers and firms in the short and long term

- Globally, Better Work employs around 200 staff, around 170 of which are located in country programs. The country programs are headed by Program Managers / CTAs. Country Program Managers report to one of the two Better Work Global Operations Managers and to the ILO Country Director with respect to political and administrative matters in that country.

- Better Work has established two global headquarters – one in Geneva and another in Bangkok. The Better Work Global technical team is divided up into sub-teams including research and impact; programming; finance; technical specialists; human resources; and communications. The BWG team coordinates and supervises the country level activities, provides over-arching support to country programs, coordinates the international research agenda, oversees financial management and heads up communications.

- As of May 2017, Better Work is operation in the following countries

Project name	Start Dates
Better Factories Cambodia	2001
Better Work Jordan	July 2008
Better Work Vietnam	June 2009
Better Work Haiti	June 2009
Better Work Nicaragua	2011
Better Work Indonesia	2011
Better Work Bangladesh	2013

Evaluation background:

- As per ILO evaluation policy and procedures all programs and projects with a budget over USD 5 million must have two independent evaluations.

- Evaluation for the purpose of accountability, learning and planning and building knowledge is an essential part of the ILO approach. This is particularly so for global strategic programs such as this one.

- This program has been gone through an independent Medium Term Evaluation (MTE) in August 2015. That evaluation contributed to a review of project objectives and strategies.

- BW has carried out an impact assessment of the Program completed in 2016. Its main findings can be found in http://betterwork.org/blog/portfolio/impact-assessment/). Despite this broad and extensive analysis about the impact of the program on people's lives, factories' performance and relations within the supply chains, it has been deemed important to conduct a final evaluation exercise of Phase III with focus on more strategic aspects about the program performance and its overall direction.

Scope and purpose of the evaluation study.

- The evaluation will focus on the global level rather than the "per se" countries that the global program integrate.

- The evaluation should look at the whole strategic and programmatic approach, common aspects, patterns, with emphasis in the global level and the mutual feedback between the global and country levels, rather than on a detailed coverage of each country. Country programs have been subjected to their own evaluations.

- The evaluation does not include detailed analyses of the operations of individual country programs or an independent assessment of the effectiveness of the program in terms of increasing compliance, boosting productivity and/or raising worker, but rather on global and institutional themes.

- The evaluation key users are the global and national key stakeholders in the targeted countries including the social partners, workers and employers, ILO, IFC and the donors.

- The purposes set in the Terms of Reference for the evaluation exercise are:

    o. Establish the relevance of the BW Global program in the context of the ILO Decent work country programs and the SDGs (i.e. vulnerable groups, equity and social justice, "no one behind") at the design and implementation stages, particularly regarding support to the country programs and its contribution at global level.
    p. Determine the Global program effectiveness and potential impact: achievement of its objectives and understanding how and why have/have not been achieved identifying supporting factors and constraints that have led to them.
    q. Identify relevant unintended/unexpected positive and negative outcomes.
    r. Assess the implementation efficiency of the Global Program as a whole.
    s. Establish the level of appropriation of the program outcomes and impacts by the key stakeholders at global and country levels.
    t. Assess the extent to which the Global Program has taken into considerations recommendations from the Mid-term evaluation.
    u. Identify lessons learned and good practices to contribute to ILO (i.e. the BW flagship program), IFC, donors and key national stakeholders policies and operations.

- In order to achieve the above purposes a set of evaluation questions have been put forward by BW team. These questions have been developed into sub-questions and indicators using the matrix format that can be found in Annex 1.

3. **Results framework**

- The development objective of the Better Work Global Program Phase III is to contribute to improving the lives of workers, their families and communities in selected countries.

- The immediate objectives (reviewed version from 2015) were formulated in the following terms:

    i. Better Work will have achieved scale, quality and effectiveness in its service delivery.
    ii. Better Work will have impacted policy and practice at the national and sectoral levels.
    iii. Better Work will have strengthened its engagement with buyers to improve their supply chain practices in support of BW's objectives.
    iv. Better Work, with support from its governance structure, will have enabled progress towards sustainable and viable country programs

- The BW Program has developed the Theory of Change (ToC) underlying the above objectives which is structured in three stages, each one representing a particular moment in the sequence of change:

    o **Short term stage** with the expected outcomes mainly focusing in improving compliance at the factory level and establishing preliminary contacts with buyers.

- o **Medium term stage** with expected outcomes in improving systems and shifting mentalities, improved management services and worker - management relations, trade unions strengthened and buyers further engagement.
  - o **Longer term stage** aiming at sectoral changes in policy and practice, improved labour inspection and the engagement of international institutions.

- The above ToC has been subject to a review by the Mid-Term Evaluation. This exercise has developed two separate (though connected) results chains, one showing the expectations in terms of activities of BW Global operations and the second illustrating expectations for the roll-out of the BW at an operational level.

- Although this evaluation exercise will focus on the global level rather than the country level, it is deemed important to verify and validate the ToC that the BW program is applying at country level since this analysis connects with one of the key challenges of the program, which is its sustainability.

4. Activities to date

Officially the Desk Phase was due to start on 5th of November 2017 but some preliminary contacts and interviews were moved forward to fit into the program of activities of the BW team and enable the Evaluation Team (ET) to enlarge the time frame for gathering information and ideas for the exercise.

The main activities carried out so far are the following:

- Briefing via Skype conference with the evaluation manager Ricardo Furman.
- Briefing via Skype conference with BW Program Officer and Evaluation Manager Deborah Schmidiger.
- Briefing via Skype conference with BW Director Daniel Rees.
- Three days round of Interviews with BW team and ILO stakeholders (Geneva HQ – ILO from 18/10/17 to 20/10/17. The list of people interviewed is presented next.
  - o Roopa Nair (Head of Communications and Partnership – BW Geneva)
  - o Deborah Schmidiger (Program Officer – BW Geneva)
  - o Enrico Cairola (Senior Specialist in Workers' Activities – ACTRAV Geneva)
  - o Henrik Moller and Adam Greene (Bureau for Employers' activities - ACTEMP Geneva)
  - o Daniel Cork (Technical Specialist Industrial Relations and Discrimination – BW Geneva)
  - o Tuomo Poutinanen (via Skype) (Head of Quality and Services – BW Bangkok)
  - o Rómulo Cábeza, Arianna Rossi and Jeff Eisenbraun (Research Team – BW Geneva)
  - o Alexa Hough (Finance Manager – BW Geneva)
  - o Peter E. Wichmand (Senior Evaluation Officer – ILO EVAL – Geneva)
  - o Diana Annen (Funds Certifying Officer – BW Geneva)
  - o Inthira Tirangkura. (Via Skype) (Programe Officer – BW Bangkok)
  - o Joaquim Pintado and Andrew Christian (ILO - LABADMIN/OSH Geneva)
  - o Claire Anholt and Fernanda Winter (Communication Officers – BW Geneva)
- Contacts with BW Program Office and focal point for this evaluation for preparatory arrangements (visit to Geneva, interviews with stakeholders, workshop...)
- Contacts between evaluation team members: presentations, mutual update on activities carried out, preliminary distribution of tasks.

- Preparation of evaluation instruments and tools (see questionnaire and evaluation matrix in annex)
- Preparation and submission of this inception report

5. Preliminary hypothesis and lines of inquiry

After these activities the evaluation team has drawn some **preliminary hypothesis and reflections** around various aspects that the evaluation could explore further.

Looking at the program's actions and components, the intervention continues to show **positive developments** in a number of areas (to be confirmed and validated in the data collection phase):

- There are strong indications that the BWG program has been effective in the delivery of services to the different country programs. No issues have been raised or found during the preliminary round of contacts and documental review about major inefficiencies, bottlenecks or dysfunctions in the delivery of services.
- The preliminary review of the performance indicators shows a good degree of accomplishment for the different expected outcomes.
- The stakeholders consulted so far, have shown a high degree of satisfaction concerning the quality of the products and services delivered by the BWG program. The evaluation team has noted that the BWG program actions and products are generally well presented and documented.
- The BWG program has shown a great ability to critically reflect on its own practice and evolve by incorporating the lessons learned throughout the implementing process. Mechanisms for this purpose are in place and the BWG program has been able to build on experiences from previous phases. Various examples of adaptive management have emerged, such as the launching of the Better Work Academy conceived as an option to increase the outreach of the program by using the partners' own chains and networks.
- In line with the above points, the effort to assess and gauge the impact of the BW program can be highlighted. The impact research study has provided valuable inputs not only for the purpose of readjusting the program design but also for policy influencing and the communication strategy.
- Openness and pro-activity in the establishment of partnerships both with international institutions and generally with stakeholders in the garment industry.
- The progress made in terms of communication is probably one of the most notable achievements of phase III.

The list is not exhaustive. The above are just a few examples of positives elements that have been observed so far in the BWG program, both at the design and implementation level. The evaluation exercise will complete and verify those elements.

A similar list could be presented with some **problematic issues and challenges**:

- It is not yet clear to the evaluation team what the Flagship label has implied for the BW program, how the label is interacting with the existing 'global profile' of BW, and how it will feature in future communication and fundraising strategies at the global and national level. Some issues have emerged about what it really means and should entail. Some stakeholders suggested that, in principle, a Flagship program is expected to integrate and mobilize the different forms of in-house know how, resources and strategies of relevant

ILO departments. It's not entirely clear to what extent the existing Flagship modalities facilitate that process.

- ILO stakeholders argue that as BW evolves from the first stage to the third/fourth stage of its ToC (expanding its agenda from the factory level to the enabling environment at national and international level), it has gradually entered into more domains of work of other ILO departments, for example, related to industrial relations, minimum wages, occupational safety and health, labour inspection to name just a few. This requires more coordination and cooperation with those departments to avoid conflict and duplication. Several respondents indicated that the new phase of BW is paying more attention to internal ILO cooperation (e.g. joint missions to Ethiopia and Jordan), but point to a number of remaining challenges.

- BW is seen as a high impact program but the future sustainability is not guaranteed. The negative experiences with the withdrawal from Lesotho demonstrated the need for a more structured approach to sustainability, including fully-fledged exit-strategies. Sustainability has received increasing attention from the BWG team over the last few years, leading to new strategies and partnerships, but several respondents continue to raise areas of concern, such as: the limited structured interaction with other ILO departments (see previous paragraph); insufficient consideration of the national inspectorates' limitations to ensure the continuity of the BW dynamics in the longer term; limited capacity building of employer associations and local consultancy groups to complement the work of the inspectorate; limited influence on new global initiatives (e.g.; SLCP) that might change the global landscape of private standards and compliance monitoring; limited visibility of BW in national conversations on due diligence in OECD countries (Germany, Netherlands, ..); and not enough attention paid to the technological changes taken place in the sector.

- As mentioned previously, the impact research is seen as a highly valuable output of the BWG program. It has served many different purposes as referred to earlier on. Notwithstanding, some questions have been put forward as for the actual scope of its conclusions and how these can be used. Some stakeholders see the impact research as highly conclusive in terms of providing empirical evidence. Others still show some doubts about the degree of attribution than can reasonably be inferred from the research.

The above are some of the preliminary hypothesis resulting from the desk review that will be used as lines of inquiry during the gathering information phase.

6. Approach and methodology

The evaluation will be based on the following **premises**:

- **Aligned to standard ILO evaluation procedures:** The evaluation will be carried out in adherence with the relevant parts of the ILO Evaluation Framework and Strategy, the UN System Evaluation Norms & Standards, and the OECD/DAC Evaluation Quality Standard.
- **Independent:** The evaluation team will avoid bias and protect impartiality at all stages of the evaluation, thereby supporting the credibility of the evaluation process and results. The reports will present the evidence, findings, conclusions and recommendations in a complete and balanced way.
- **Evidence based:** the evaluation findings will be derived form or informed by objective evidence or reliable views involving a broad degree of consensus
- **Learning approach**: using the evaluation as an opportunity to learn and reflect together.
- **Based on multiple voices and perspectives**: different opinions and points of view will be incorporated into the analysis.

- **Validation**: data and information will be triangulated to strengthen the robustness of the findings.
- **Usefulness:** The evaluation aims to provide practical recommendations for the improvement of the BWG program, particularly to support decision-making.
- **Quality:** The evaluation will employ design, planning and implementation processes that are inherently quality oriented, covering appropriate methodologies for data collection, analysis and interpretation.
- **Competence:** Those engaged in conducting the evaluation have all necessary skills to conduct high-quality and ethical work.
- **Transparency and consultation:** Transparency and consultation with the major stakeholders are essential features in all stages of the evaluation process. This improves the credibility and quality of the evaluation. It can facilitate consensus building and ownership of the findings, conclusions and recommendations

Methodology proposal: The following sections describe key elements of the methodological proposal.

<u>**Overall approach:**</u>

The methodological proposal will be aligned with the principles and ideas outlined in the TORs. It will also follow the sequence anticipated in this document: (i) Desk review and design including initial briefing in Geneva; (ii) Data collection which will include some interviews via Skype / Phone or in person when possible, complemented with simple surveys and document review (some of these interviews have already taken place during the visit of the evaluation team to Geneva; (iii) Stakeholders workshop; (iv) Preparation of draft report; (v) Circulation and discussion of the draft report among stakeholders by the evaluation manager; (vi) Consolidation of comments and elaboration of the final version of the evaluation report.

For the design of the methodological approach, the evaluation team has taken into consideration the following aspects:

1. BW's evaluation history: The evaluation considers previous evaluation exercises which have been feeding into the design and implementation of phase III of BWG, in particular the intermediate evaluation exercise of the Phase III (carried out in 2015), and the country evaluations carried out in the period under review. BW has built up a substantial amount of knowledge from its evaluation practice and other types of review exercises (research, consultations, ..), which poses somehow a challenge for this exercise, in the sense that the evaluation must try to avoid reiterations and add value to this existing evaluation chain.
2. The time constraints and the resources available, in particular it should be highlighted here that that this exercise is going to be largely conducted through Skype and telephone interviews and the review of secondary sources, rather than on-site visits and observations, something that conditions the contact and interaction with the project stakeholders and subsequently the type of gathering information tools that can be applied.
3. The particular implementation moment that BW is currently going through. BWG program has recently concluded an extensive consultation process for the design of Phase IV, including the final drafting of the PRODOC for Phase IV, and starting-up its implementation. This means that strategic decisions have already been taken based on earlier inputs delivered by the internal consultation process. This evaluation exercise has therefore to fit within this ongoing dynamic and bring about useful insights into a very mature process, possibly only feeding into the program in a later stage.

Taking into consideration all the above and the eminent qualitative nature of the BWG program's objectives it has been decided to use a qualitative approach. This is deemed to be more adequate to deal with the above described challenges.

Tools and instruments to be applied:

Evaluation methods and techniques will collect primary and secondary data. Primary data will consist of information the evaluators gather directly from stakeholders about their first-hand experience with the interventions. This data will be collected through face-to-face interviews (for the BWG team based in Geneva) and remote interviews and questionnaires (for other stakeholders). It can facilitate deeper understanding of the BW Program, its results and the observed changes and the factors that contributed to change. Collection of data through interviews and questionnaires will be carried out in a confidential manner and will be guided by the *Competencies and Ethics* defined by the UNEG Norms and Standards[30].

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

In line with the above, a preliminary selection of tools has been made:

1- Selective document review

Including key documents pertaining to BW at Global and Country levels: program documents, progress reports, previous evaluations and project outputs; and other relevant documents related to the different actions, including the communication materials and the impact research study.

2- Face-to-face interviews with BW and ILO´s representatives in Geneva

The Evaluation Team (ET) has already conducted a set of semi-structured interviews with BW´s and ILO representatives in Geneva. These interviews were based on an interview guide that contained pre-determined set of open questions that prompt discussion; however the ET has allowed pertinent trajectories in the conversations to emerge and wander away from the guide when this was considered relevant. These interviews have allowed the ET to have a better understanding of BW and the role of the different players. It has also enabled the evaluators to explore particular evaluation areas and questions. The list of people interviewed has been provided in section 4.

3- Remote Interviews with a sample of stakeholders:

The sample will include representatives from the BW donors (International Finance Corporation IFC and Governments), institutional partners, academics and other ILO departments. Most of the stakeholders to be contacted from this group are part of the BW advisory committee. The interviews, to be organized by remote assistance, will follow the same pattern described above of using an interview guide to prompt discussion. It is expected that these interviews will facilitate the gathering of information and opinions about the role played by the different actors involved in the design, implementation and management of the BW; and also to assess some of the evaluation areas and key questions.

The list of stakeholders of this group to be interviewed has been discussed with the BW evaluation manager and is available in Annex III.

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[30] http://www.uneval.org/document/detail/22

<u>4 - Remote interviews with BW managers and technicians</u>

This group will include staff from the BW global team in different locations (Geneva, Bangkok) and CTA's from the seven country programs.

<u>5.- Electronic questionnaires to BW staff</u>

Questionnaires consist of a limited number of questions that ask participants to value some key evaluation (sub) questions and indicators, and will be used as instruments to gauging the knowledge, and opinions and to obtaining feedback and input from a the BW staff . It is expected that the questionnaire will require 30-60 minutes to be answered.

<u>6- Stakeholder´s workshop (Geneva)</u>

The stakeholders' workshop will take place at the end of the data collection stage in Geneva. During this half a day workshop, the ET will engage with BW officers in Geneva and Bangkok (via Skype) and other key ILO stakeholders including the donors when feasible (via Skype).

This will be an opportunity for the evaluation team to gather further data, present the preliminary findings for verification and discussion, recommendations and obtain feedback.

The ET will be responsible for organizing the methodology of the workshop and define the list of participants required. The workshop logistics will be the responsibility of the BW team in consultation with the evaluation team.

The evaluation team *a priori* consider these to be tools that are easily applied, and which would allow for information to be obtained and analysed in relatively short amounts of time – a specific requirement of this evaluation.

Data collection instruments organised by type of stakeholder:

Techniques by Stakeholders	
Better Work Global managers and technicians	Face to face interviews Remote interviews Survey to complement knowledge gaps
Better Work CTAs at country level	Remote interviews and survey
ILO departments and constituents representatives	Face to face interviews (Geneva staff) Remote interviews
Donors, partners and other members of the BW advisory committee	Remote Interviews

A tentative list of interviewees, presented by interviews and electronic survey can be found in **annex III**.

Interview Guides have been developed for the face-to-face and remote interviews. These will be guided by the <u>UNEG Norms and Standards</u>.

The evaluation matrix

<u>The Evaluation Matrix</u> will be the main instrument used in establishing the frame of the information needs. To develop this, a double-entry table has been created where every one of the criteria/categories is broken down into key questions and indicators, along with the tools to be used for the information collection process.

In this way, an effort has been made to capture and systematise all of the information that the evaluation team deems relevant within a single document. In addition to anticipating the data and information that the evaluation team should seek during the gathering of information, this matrix establishes a shared pathway analysis that facilitates the subsequent analysis and consolidation exercise.

The evaluation team believes the use of this type of matrix to be a useful and valuable instrument to organize and systematize the information needed. Nevertheless, the team is conscious of the fact that a variety of situations could arise while conducting the exercise. As such, there is a need to be flexible when applying the various tools, as progress or changes may have to be incorporated in the case where relevant information is received from one source or another.

This constitutes an effort to avoid the loss of valuable evidence and information that may not have been foreseen in the designing of the matrix, but that is very relevant to the overall evaluation of the interventions nonetheless.

7. Evaluation phases

Preparatory Phase:

A preparatory phase was conducted prior the elaboration of the present inception report and before the data collection phase. This phase included the activities described in section 4 and they are briefly summarized here again:

a) Preliminary desk review of project information.

b) Preliminary contacts with the evaluation manager.

c) Geneva discussion and Interviews.

d) Preparation of the inception report, containing the methodological approach and tools to the evaluation, including the main aspects of operational planning of the evaluation.

Data collection:

The evaluators will review all the documents and relevant materials from the secondary sources needed; conduct the remote interviews and face-to-to face interviews; proceed to the distribution of electronic surveys, data collection and analysis. All these tasks aiming at the successful implementation of the evaluation.

Stakeholders' workshop

As already explained the ET will facilitate a stakeholder workshop at the end of the data collection phase. This will be an opportunity to present initial findings and recommendations. Initially it has been set on Thursday 8[h] of December. The stakeholder workshop will be attended by the BW team and ILO staff from key departments. The donors will be invited to participate by Skype

Reporting phase:

a. Draft report

The evaluators will analyse and process the information and data collected to produce a ***Draft Report***.

The Draft Report will provide an objective assessment of the evaluation areas and clear answers to the evaluation questions. The report will identify strengths, weaknesses and challenges framed within the *program* context, and enabling environment. Examples of good practice will be highlighted. The lessons learned and recommendations will propose the measures needed for rectifying identified weaknesses and gaps. The draft report will be submitted to the Evaluation Manager for comment and factual correction and to obtain feedback from the stakeholders.

Final evaluation report with executive summary

The evaluators will produce a final independent evaluation report, taking into account feedback from the stakeholders and the Evaluation Manager. The final evaluation report will follow the format below and will be accompanied by an executive summary and the lessons learned and emerging good practices templates as well as by a Power Point Presentation.

1. Title page
2. Table of contents
3. Acknowledgments
4. List of Acronyms
5. Executive summary
6. **Background and program description**
    - Background
    - Project Description
7. **Purpose and methodology of the evaluation**
    - Purpose of the Evaluation
    - Evaluation Methodology (including limitations)
8. **Findings**
    - General
    - Design
    - Achievements of objectives
    - Management arrangements and BW governance
    - Potential impact
    - Relevance
    - Sustainability
    - Special issues
9. **Conclusions**
10. **Lessons learned and emerging good practices**
    - Lessons learned
    - Emerging good practices

11. **Recommendations** (Recommendations will: specify who is called upon to act; Distinguish priority or importance; Specify the recommended time frame for follow-up; Acknowledge whether there are resource implications

List of annexes:

7. Lessons learned template
8. Emerging good practice template
9. Terms of reference
10. Inception report (with data collection instruments)
11. List of persons interviewed;
12. Schedule of the evaluation process
13. Bibliography.
14. Power Point Presentation

The report will be written in English

Evaluation organization:

The Evaluation Team Leader will be responsible for day-to-day management of the Final Evaluation and implementation of the work plan and will ensure quality of all deliverables and key elements of the evaluation. He will also be responsible for the liaison with ILO EVAL and the consolidation and presentation of the Evaluation Draft and Final report, including all methodological aspects.

Both Evaluation Team Members will be involved in all major tasks, utilizing their particular expertise to add value to the preparation of all deliverables; including desk phase research; stakeholders' interviews; data collection and analysis through electronic questionnaires; etc. and provide inputs to the draft and final report. Team work is an important aspect of the work with full utilisation of the skills and experience of the evaluation team members.

The evaluation will be carried out with the technical support and supervision of the evaluation Manager. Also, logistical support is expected from BW focal point to coordinate the remote interviews with stakeholders. The Evaluation Manager will be responsible for consolidating the comments of stakeholders and submitting them to the team leader for the final version.

8. Work plan

Phase	Responsible Person	Tasks	Outputs	Tentative schedule
Desk review and design	Evaluation team	Initial briefing Desk review Developing the Inception report (i.e. evaluation methodology, indicators, questions, instruments, etc.)	**Inception report**	**06-10 November**
Data collection	Evaluation team	Visit Geneva and Interviews with ILO and BW stakeholders Interviews by phone/Skype Questionnaire distributed and answers consolidated Review of project documents and publications Other techniques as identified in the Inception report	**Inputs for the report**	**18-20 October (Visit to GVA)** **6 -30 November**
Stakeholders workshop	Evaluation team	One day workshop in Geneva to present the preliminary findings to ILO HQ and donor and other stakeholders (by Skype/VC) and complete information and validate findings.	**Agenda and methodology** **PowerPoint**	**8 December**
First draft	Evaluation team	Development of the draft report	**Draft Report**	**11-15 December**
Comments	Evaluation manager	Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader	**Comments on Draft Report by stakeholders**	**18 December – 8 January**
Final report	Evaluation team	Finalize the report including explanations on why comments were not included	**Final Report**	**12-January-18**

9. List of documents consulted

- ToR
- ILO EVAL Briefing package:
- Better Work Stage III – PRODOCS (2) 2013 – 2014 and 2015- 2017-10-29
- Better Work Stage III – Final Technical Progress Reports (2013, 2014, 2116 and Final)
- Better Work Stage III Theory of Change

- Better Work Stage III Performance Plan and Indicators
- BW Impact Evaluation Research
- Better Work Stage III MT Evaluation 2015
- Final Report to BW on partnership effectiveness – Oct 2015.
- BW Employer Forum Meeting Report
- Better Work Jordan Phase 1 Final Independent Evaluation
- Better Work Vietnam MT Evaluation Report Aug 2015
- Final Independent Evaluation: Improving Working Conditions in the Ready-made Garment Sector in Bangladesh – 2017
- Independent Final Evaluation of the Better Work Nicaragua Project
- Meta-Study of Better Work Evaluations – 2016
- BW-Progress and Potential-Highlights
- Meeting Report of the Employers' forum on the ILO Better Work programme.
- Better Work Partnership Review (ILO – IFC): analysis and recommendations
- Models of Partnership agreements

10. **Proposed evaluation matrix or tables to be used**

See Evaluation Matrix in Annex.

Assessment of reported achievements by project areas of work.

For this purpose the ET will use the summary table applied by the Program Monitoring Performance Plan.

Immediate Objective					
Immediate objective	Indicator	Baseline	Target	Final Value	Comments
Output	Indicator		Target	Final Value	Comments

ANNEXES to inception report

- Annex II.1 – Evaluation matrix with indicators
- Annex II.2 – Survey for BW country managers
- Annex II.3 – Tentative list of interviewees

ANNEX II.1

MATRIX WITH THE EVALUATION CRITERIA AND QUESTIONS

General and Design

Criteria	Key questions	Sub-question / Indicators	Tools to be applied	Stakeholders involved
General	1.- To what extent does the Phase III reflect and implement the recommendations that were provided by the Phase III MTE?	Evidences / examples of the application provided by the stakeholders and / or resulting from document review. Degree of implementation in a scale from very low to very high (perception by stakeholders) Examples of adaptations or changes linked to the recommendations Assessment by stakeholders of regularity and consistency in the use/application of the recommendations. Identification of factors that affect the implementation of recommendations, lessons learned and good practices.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Documental review	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders
Design	2.- Determine the validity of the project design: did it assist or hinder the achievement of the project goals as set out in the Project Document?	There is a consistent rationale that justifies the project options The Project document contains a thorough and argumentative analysis of alternatives. Presence of diagnosis exercises as part of the projects' design. Variety and quality of other exercises carried out to identify local institutions' needs Degree of consensus among stakeholders around the quality of the diagnosis, the tree of problems, objectives and analysis of alternatives Degree of satisfaction among stakeholders about the project's ability to adapt to	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • International buyers

		changing and / or unforeseen situations.		
		Presence of mechanisms to update the diagnosis and identify possible changes or adaptations to the capabilities of the parties / countries		
		Degree of consensus between stakeholders around the appropriateness / relevance of the methodologies, concepts and tools applied		
Design	3.- Assess whether the project design is/was logical and coherent:	Objectives are deemed to be realistic and achievable by most of the stakeholders Degree of consensus around the Theory of Change (ToC). Managers and project technicians show a good understanding of the ToC Presence of mechanisms to update the ToC Assessment on the appropriateness of the schedule and resources allocated. Activities included in the logFrame are deemed consistent and logical for obtaining the project outputs. Clear identification and differentiation of outputs and outcomes Indicators meet SMART criteria at the different level.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC
Design	4.- To what extent have key external factors been identified and assumptions formulated in the Project document? Have the identified assumptions on which the project was based, proven to be true?	Managers and project technicians show a good understanding of those external factors. Examples of mechanisms put in place to deal with those external factors. Degree of satisfaction among stakeholders and target groups about the project's ability to adapt to changing and / or unforeseen situations. No scenario very likely to occur has been ignored by PRODOCs.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC

Design	5- Have the projects taken into account the institutional arrangements, roles, capacity and commitment of stakeholders?	The specifics of the different institutions covered by the projects have been duly considered. Examples Stakeholders participating in the project met conditions in terms of skills, experience, commitment, etc Examples of corrective measures taken to adapt to the capabilities of the parties	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • Other Donors • International buyers
Design	6.- Assess how effective has been the country selection process from a global perspective	Consensus among the stakeholders around the appropriateness of the selection criteria applied. Mechanisms in place to update the selection criteria. Selection process takes into account the specific of each country. Assessment is conducted to verify that country candidates meet minimum requirement	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • Other Donors • International buyers
Design	7 - How have gender issues been taken into account in the project design in its outcomes?	Consensus around the consideration of gender issues during the design (needs assessment, specific actions etc.) Application of tools for this particular purpose. Assessment of these tools. Examples of indicators addressing gender concerns. Possible gaps in the generation of information concerning gender issues (No major gaps are found) Sex data disaggregation has been anticipated. Degree of consensus around level of data disaggregation. Degree of consensus among the different stakeholders around the quality of the analysis and instruments used as part of the gender approach	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders
Design	8.- Has the strategy for sustainability of project results been defined clearly	Presence of an analysis where the sustainability factors have been identified.	• Semi-structured in-depth Interviews (face	• ILO-BW Staff (Hq & Country Offices)

				National Stakeholders
	at the design stage of the project?	Examples of measures adopted or instruments applied from the outset of the project to manage sustainability Managers and staff members show a common understanding around the sustainability factors	to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• National Stakeholders •
Design	9.- Does/Did the project design fit within and complement existing initiatives by other organizations to improve working conditions in the garment industry?	Examples of synergies, interconnections, etc. between BW and other initiatives. Possible scenarios of conflict or competition with other programs. Examples of functionality or disfunctionality of the coordinating mechanisms in place. Project teams express confidence in the coordinating system	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • Other Donors • International buyers

Achievements of objectives

Criteria	Key questions	Sub-question / Indicators	Tools to be applied	Stakeholders involved
Achievements of objectives	10.- Examine delivery of key programme outputs in terms of quality and quantity; have they been delivered in a timely manner?	Percentage of project outputs delivered on time (Comparison with the project Logframe) Quality of the products and services delivered according to the stakeholder's perception. Designed and implemented operational plans for the execution of the activities Deviations in the program of activities, schedule, budget, etc.. are deemed not relevant Main factors affecting the delivery of products and services (positively or negatively) have been identified.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders • International buyers
Achievements of objectives	11.- Assess whether the project has achieved/is on track to achieve its	Verification of the Logframe indicators and /or Monitoring Performing Plan	• Semi-structured in-depth Interviews (face	• ILO-BW Staff (Hq & Country Offices)

	immediate objectives and planned targets.	Perception of the stakeholders on achievement	to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• National Stakeholders • IFC • International buyers
Achievements of objectives	12.- How has the project responded to positive and negative factors (both foreseen and unforeseen) that arose throughout the implementation process? Has/Was the project team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the project?	Degree of satisfaction among stakeholders and target groups about the program's ability to adapt to changing and /or unforeseen situations. Mechanisms to draw lessons from experience are in place and lessons learn are available. Examples of corrective measures adopted to adapt the tools, techniques, etc. and overcome unexpected situations. Examples of innovative practices and new techniques applied to enhance the project effectiveness.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • International buyers
Achievements of objectives	13.- Assess the effectiveness of the project i.e. compare the allocated resources with results obtained at country and global levels. In general, did the results obtained justify the costs incurred?	Guidelines are available and / or formal procedures for the procurement of goods and services. The resources have been available in a timely and appropriate manner The profiles of human resources hired are deemed adequate. There are mechanisms to monitor the inputs in a regular manner. Prices of goods and services used by the project correspond to the standards of global / local market Examples in which the optimization of benefits (synergies and complementarities with other actions) are shown There are mechanisms in place to ensure transparency (Committees, system reports, audits, etc.).	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC

Criteria	Key questions	Sub-question / Indicators	Tools to be applied	Stakeholders involved
		Balanced and justified budget lines Examples of decisions or corrective measures adopted during execution to improve the country programs.		
Achievements of objectives	14.- Evaluate the role played by Government, workers' and employers' organisations and businesses	Examples of engagement in the design and delivery of outputs. Joint structures and/or activities created or carried out. Examples of synergies and interactions with local programs or institutions. Examples of consortia, agreements of collaboration, alliances established to expand BW impact.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • Other Donors • International buyers
	15. Assess the project efforts to coordinate and collaborate with other interventions (ILO and others) focused on improving working conditions and enhancing factor productivity and profitability.	Examples of synergies, collaborations with other ILO programs. Mechanisms in place to analyze complementarities and possibilities of further joint actions. See indicators in Question 9	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • Other Donors • International buyers
Achievements of objectives	16.- How the Better Work model adapts to each context and further improvements in efficiency and cost effectiveness?	See indicators in Question 6. Mechanisms in place to adapt BW to the local context. Examples. Degree of satisfaction at country level.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review •	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders

Management arrangements and BW governance

Criteria	Key questions	Sub-question / Indicators	Tools to be applied	Stakeholders involved
Management arrangements and BW governance	17.- Assess the BW global programme support to operational implementation at	Degree of satisfaction among the stakeholders around the functionality of the governance structure.	• Semi-structured in-depth Interviews (face	• ILO Officers • ILO-BW Staff (Hq & Country Offices)

	countries programmes in terms of deliverance, quality, and staff capacity building (i.e. good practices and lessons learned). **AND** 18.- Assess the management model effectiveness (i.e. Roles of country teams and the global team) for global and country needs	Presence of mechanisms to assess internal performance and identify corrective measures Examples of disfuncionalities, bottlenecks, etc. in the operational structure that have been identified and corrected by project managers Consensus around strengths and weaknesses of the operational structure among stakeholders.	to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• National Stakeholders • IFC • International buyers
Management arrangements and BW governance	19.- How are global stakeholders and partners, such as IFC and global brands, participate in the BW global governance model?	Assessment of the mechanisms put in place to incorporate the views of global partners. See also indicators in Questions 17 & 18	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • Other Donors • International buyers
Management arrangements and BW governance	20.- Are innovative elements to highlight both in the programme management and in the work with IFC and other key stakeholders (i.e. the global level)	Examples of systematization of good practices. Examples of proposals put forward to scale up the collaboration. See also indicators in Questions 17 & 18	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • Other Donors • International buyers

Potential Impact

Criteria	Key questions	Sub-question / Indicators	Tools to be applied	Stakeholders involved
Potential Impact	21.- Identify relevant impacts that have not been analysed by the Tufts University Impact assessment and how these could be integrated in the BW Flagship programme and country programmes. These may include government labour policies and public and private institutions.	Political decisions showing interest in expanding actions initiated by BW Examples of catalytic effects appreciated by the stakeholders and verified by the evaluator	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • International buyers

Criteria	Key questions	Sub-question / Indicators	Tools to be applied	Stakeholders involved
Potential Impact	22.- Identify contributions at impact level with global coverage.	Examples of BW visibility at global level Expressions of interest by other countries and /or international organizations	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • Other Donors • International buyers
Potential Impact	23.- Have the stakeholders identified potential impacts of the program particularly at global level?	Assessment of global impact by stakeholders. Consensus around BW strategy to expand its impact Future scenarios to embed BW into policies and existing routines of international players.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • Other Donors • International buyers

Relevance of the Project

Criteria	Key questions	Sub-question / Indicators	Tools to be applied	Stakeholders involved
Relevance	24.- Examine whether the project responded to the real needs of the beneficiaries and stakeholders.	Presence of diagnosis exercises as part of the project design. Variety and quality of other exercises carried out to identify local needs The diagnosis or consultation process is agreed by most of the stakeholders and representatives of the target groups as according to their needs Coherence between the diagnosis main elements and the project design Degree of consensus/ satisfaction among beneficiaries and stakeholders with regard to the appropriateness of the project goals and results..	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders • International buyers
Relevance	25.- Assess whether the problems and needs that gave rise to the project still exists or have changed.	Consensus around the analysis of problems and ToC applied by the project	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders

		Presence of mechanisms to update the diagnosis and identify possible changes in the scale of priorities. Examples of reviews or project adjustments based on additional priorities identified since the beginning of the intervention.	• Written Questionnaire • Online Mini-survey • Documental review	• IFC • International buyers
Relevance	26.- Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government and private sector leadership?	ToC is coherent with roles and constrains of target groups. Examples o inputs brought about by the target groups to the project design. Consensus among partners and target groups around appropriateness of the strategy There is a regular channel of communication between partners to review and adapt the design.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • International buyers
Relevance	27.- Assess the validity of the project approach and strategies and its potential to be replicated and scaled-up	Degree of consensus among the stakeholders around the methodologies and instruments applied by the project. Presence of inadequate techniques pointed out by stakeholders and substantiated with examples Degree of consensus around the quality of the technical support provided by the BWG (strengths, weaknesses, possible gaps, etc). Examples of applications and effects of the projects' outputs in sector wide policies (outcomes) Number and characterization of cases with potential for replication and expansion. Examples of innovative practices triggered by the project activities.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • Other Donors • International buyers
Relevance	28.- Has the project identified any other constraints or	Mechanisms to draw lessons from experience are in place	• Semi-structured in-depth Interviews (face	• ILO-BW Staff (Hq & Country Offices)

Criteria	Key questions	Sub-question / Indicators	Tools to be applied	Stakeholders involved
	opportunities that need to be accommodated in the design in order to increase the impact and relevance of the project?	and lessons learn are available. Examples of corrective measures adopted to adapt the tools, techniques, etc. and overcome unexpected situations. Consensus among stakeholders around the learning character of the project.	to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• National Stakeholders

Sustainability

Criteria	Key questions	Sub-question / Indicators	Tools to be applied	Stakeholders involved
Sustainability	29.- Assess the design and implementation of the global programme sustainability strategy. What can be learned for the national and international levels and which challenges remain?	Understanding by stakeholders around the sustainability strategy BW managers and officers confirm (with substantiated examples) that the institution has developed a better understanding of the sustainability issues and improved strategy. There are commitments and partnerships established with local authorities or other partners There are examples of local institutions or other actors in the garment industry that incorporate BW component to their action plans Perception of different actors about the prospects of integration of program effects on public policy Presence of an exit or follow-up strategy. Assessment of the components of this strategy.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders
Sustainability	30.- Assess what contributions the project has made in strengthening the capacity and knowledge of global and national stakeholders towards encouraging ownership of the project outcomes	Key elements of the BW program according to national stakeholders. Idem from the private sector (national and global) Examples of the application BW contributions.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders

	and impacts by these ones	Self-qualitative assessment made by the project and national stakeholders about the improvement made with regard to their technical capabilities References to BW in national debates, media documentaries, academic research There is responsiveness on the part of the national stakeholders to the proposals initiated by the BW Project Characterization of solutions identified by national institutions to continue BW dynamics. Characterization of countries with better performance in terms of sustainability.	• Documental review	
Sustainability	31.- Identify potential good practices and models of intervention that could inform future projects, especially those that the national partners could incorporate into national policy and implementation	Examples of models and good practices identified as a result of the BW experience. Number and characterization of BW contributions that have been integrated in the national routines Examples of support and / or adhesions of institutional nature that have joined the BW initiative. Organizational structures or dynamics emerging from BW activities are observed. Main barriers for the continuation of the BW have been identified. Characterization of those barriers.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders

Special issues

Criteria	Key questions	Sub-question / Indicators	Tools to be applied	Stakeholders involved
Special issues	32.- Asses how gender (i.e. worker women at the garment sector and addressing strategic needs of men and women) has been addressed in the various dimensions of this evaluation	Consensus around the consideration of gender issues throughout the whole process (needs assessment, design of tools, generation, dissemination, etc.) Possible improvements Number and characterization of the main outcomes and findings concerning gender roles Examples of enhancement of the women's role in the garment industry Examples of indicators addressing gender concerns. Possible gaps in the generation of information concerning gender issues (No major gaps are found) Application of tools for this particular purpose. Assessment of these tools.	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO-BW Staff (Hq & Country Offices) • National Stakeholders
Sustainability	33.- Examine how participation of the business sector has engaged with BW. In particular identify triggers of private sector engagement, and identify any barriers to increasing private sector engagement; and identify any positive or negative experiences for buyers throughout the process of joining Better Work programme	Mechanisms in place to engaged the business sector. Examples of triggers identified to engage the business sector. Trends in the incorporation of new business actors	• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders • Written Questionnaire • Online Mini-survey • Documental review	• ILO Officers • ILO-BW Staff (Hq & Country Offices) • National Stakeholders • IFC • International buyers

Annex II.2 – Survey for BW country managers

Better work is undergoing a final evaluation. The evaluation team (Huib Huyse and José Maria Alvarez) would like to get some feedback from Country Programme Managers on the operations of BW in your country, linkages with BW Global and any issues you might wish to raise. The information provided will be treated confidentially. The survey has 17 questions (and 4 questions about the respondent) in total but should not take more than 20-30 mins. In addition, we are hoping to have a skype call with you in November. If the completed questionnaire can be returned prior to that date, we could use it as the focus of our skype discussion. Thanking you in advance.

1. Name

2. Country

3. Number of years with Better Work

4. Since 2015 (2nd stage of phase III of BW) has BW Global provided sufficient support in the operational implementation of all tools? Have they provided oversight support to ensure quality control? Please comment with respect to your country.

5. Has there been sufficient support from BW Global in the roll-out of the new service delivery model? Does the delivery model have sufficient flexibility to meet your country-specific needs? Please explain.

6. Are there any challenges you face where additional support from BW Global could assist you in the successful operation of the country programme - for example, tools, guidance, resources, services?

7. Does BW Global share with you the learning experience and 'good practices' from other countries? If so, how have they gone about this?

Governance of the BW programme

8. Is there clarity between Country Programme Managers and management of BW Global regarding roles and responsibilities?

9. Has the introduction of the Bangkok office as part of the BW Global operations had any impact (positive or negative) on your operations? Please elaborate.

10. What challenges, if any, do you face in coordinating work with other parts of the ILO?

11. Does BW Global provide sufficient support to country programmes to build the capacities of national Better Work staff to take on management responsibilities?

BW strategy on the ground

12. Are the 3 elements of the BW factory-level improvement strategy – i.e. compliance assessment, advisory services, and training – sufficient to move factories towards decent working conditions that will be sustainable in the long-term? Please explain.

13. Could you comment on how effectively various BW institutional elements are functioning in support of your country programme? Where challenges exist, can BW Global provide needed support?

	Hardly effective	Moderately effective	Effective	Very effective
PAC, as a local governance structure	○	○	○	○
PICC	○	○	○	○
STAR	○	○	○	○
Enterprise advisors (EA)	○	○	○	○
BW Focal Points	○	○	○	○
Gender mainstreaming support structures	○	○	○	○

Please elaborate

14. What was the effect of the new service delivery model, where advisory services are now preceding the conduct of compliance assessments? Did it improve effectiveness of the BW approach? Reduce costs of delivery? Other?

15. Are there areas where the BW model could improve efficiency or cost-effectiveness at the country level? at the global level? Please comment.

16. Has BW, particularly since 2015 (2nd part of Phase III), had any influence that has led to improvements in country-level labour policies and standards? Please explain.

17. Has BW, particularly since 2015 (2nd part of Phase III), had any influence that has led to improvements in the capacity of suppliers and their intermediaries to adhere to national and international labour policies and standards? Please explain.

18. Has BW, particularly since 2015 (2nd part of Phase III), had any influence that has led to improvements in sourcing practices of international buyers in your country? Please explain.

19. Do you feel that the new Buyer Partnership arrangement offers a greater chance for the sustainability of BW in the country? Please explain why or why not.

20. What is the major challenge(s) to BW being successful and meeting its longterm objectives? What do you think could be done to address these challenges?

21. Do you have any other comments or advice for management at the Global level regarding the running of the BW program?

Annex II.3 – Tentative list of interviewees

Name	Organisation	Position	Location
BW Global			
ROOPA NAIR	BWG	Head of Communications and Partnerships	Geneva
DEBORAH SCHMIDIGER	BWG	Programme Officer	Geneva
DANIEL CORK	BWG	Technical Specialist Industrial Relations and Discrimination	Geneva
RÓMULO CABEZA	BWG	Research team	Geneva
ARIANNA ROSSI	BWG	Research team	Geneva
JEFF EISENBRAUN	BWG	Research team	Geneva
TUOMO POUTIAINEN	BWG	Head of Quality and Services	Bangkok
ALEXA HOUGH	BWG	Finance Manager	Geneva
DIANA ANNEN	BWG	Funds Certifying Officer	Geneva
INTHIRA TIRANGKURA (Indie)	BWG	Programme Officer	Bangkok
CLAIRE ANHOLT	BWG	Communications Officer	Geneva
FERNANDA WINTERS	BWG	Communications Officer	Geneva
DEBORAH SCHMIDIGER	BWG	Programmme Officer	Geneva
DAN REES	BWG	Programme Director (Chief)	Geneva
TARA RANGARAJAN	BWG	Global Operations Manager	Geneva
CONOR BOYLE	BWG	Global Operations Manager	Geneva
IVO SPAUWEN	BWG	Technical Officer Advisory Services	Geneva
MINNA MAASKOLA	BWG	Training Officer	Bangkok
Connor Boyle	BWG	Global operations manager	
Anne Ziebarth (back from holiday after the 1st of nov)	BWG	Legal Specialist	Geneva
BW country progr			
Hong Ha Ngyuen*	BW Vietnam	CTA	Vietnam
Tareq Abu Qaoud*	BW Jordan	Programme Manager	Jordan
Claudine Francois*	BW Haiti	CTA	Haiti
Maria Vasquez	BW Indonesia	Programme Manager	Indonesia
Blanca Peralta*	BW Nicaragua	Programme Manager (incoming)	Nicaragua
Louis Vanegas*	BW Bangladesh	Programme Manager	Bangladesh

Esther Germans*	BW Cambodia	Programme Manager	Cambodia
BW Management Group			
Deborah Greenfield	ILO		
Mary Porter Peschka* #	IFC	Global Acting Director, Sustainable Business Advisory (Head, Advisory Services in Latin America & the Caribbean)	
Dan Rees #	ILO - BW	Chief, BW	
Conor Boyle #	ILO – BW	BW Global Operations Manager - Geneva	
Tara Rangarajan	ILO - BW	BW Global Operations Manager - Bangkok	
Tania Lozanski #	IFC	Head, Asia Advisory Services	
Sol Requejo	IFC – BW	BW Global (IFC) - Operations Officer	
BW Advisory Committee			
Alison Tate*	ITUC	External Relations Director	
Christina Hajagos-Clausen	IndustriALL Global Union	Director, Garment & Textile	
Kindley Walsh-Lawlor*	Gap Inc.	Buyer representative	
Naila Kabeer	London School of Economics and Political Science	Professor of Gender and Development Professorial Fellow	
Tba		Buyer representative	
Tba		Buyer representative	
Stephanie Barrientos	Senior Lecturer	Machester University	
Valerie Berset Bircher* #	Swiss State Secretariat of Economic Affairs (SECO)	Donor representative – Deputy Head, International Labour Affairs	
Henrik Vistison* #	Danish Mission in Geneva	Donor representative - Senior Advisor, Technical Services Advisory Services	
Jos Huber #	Ministry of Foreign Affairs of the Netherlands	Donor representative – Senior Policy Officer, Department for Sustainable Economic Development	
ILO other			
Peter Rademaker	PARDEV	Director, Partnerships & Field Support Department	Geneva
Joaquim (Pintado) Nunes	LABADMI/OSH		Geneva
Oktav Pasaribu	PROGRAM		Geneva
Yuka Okumura	PROGRAM	Focal point for outcome 7	Geneva
Adam Green	ACT/EMP		Geneva
Henrik Moller	ACT/EMP	Focal Point for BW	Geneva
Michael Elkin	SCORE		Geneva

Enrico Cairela	ACTRAV		Geneva
Guy Thijs	EVAL	Director, EVAL	Geneva
Peter Wichmand	EVAL	Senior Evaluation Manager	Geneva
Réné Robert	LABADMIN-OSH		Bangkok
Suzanne Hayter	INWORK		Geneva
Other			
Jason Kibbey	Sustainable Apparel Coalition		
Matthijs Crietee	International Apparel Federation		
Sabine Hertveldt	IFC		
Maria Soledad Requejo	IFC		
Michelle Catlin Davis	IFC		
Vera Koppen	Fair Wear Foundation		Netherlands
Janet Mensink	SLCP, Social and Labour Convergence Project		
Drusilla Brown	Tufts University	Lead Researcher on BW impact research	
Juliet Edington	Buyer relationships	(former BW)	

ANNEX 3 – LIST OF PERSONS INTERVIEWED/CONSULTED

BW Team (managers and technicians) (25 people interviewed)

<u>BW Global Geneva and Bangkok</u> (18 people)

1. Daniel Rees – BW Director - Geneva
2. Roopa Nair - Head of Communications and Partnership – BW Geneva
3. Connor Boyle - BW Global Operations Manager
4. Tara Rangarajan - BW Global Operations Manager
5. Deborah Schmidiger - Program Officer – BW Geneva.
6. Daniel Cork - Technical Specialist Industrial Relations and Discrimination – BW Geneva.
7. Ivo Spauwen – Technical Officer Advisory Services – BW Geneva.
8. Tuomo Poutinanen - Head of Quality and Services – BW Bangkok. (via Skype)
9. Arianna Rossi - Research Team – BW Geneva.
10. Rómulo Cábeza - Research Team – BW Geneva.
11. Jeff Eisenbraun - Research Team – BW Geneva
12. Alexa Hough - Finance Manager – BW Geneva)
13. Diana Annen - Funds Certifying Officer – BW Geneva)
14. Inthira Tirangkura - Programme Officer – BW Bangkok. (Via Skype)
15. Claire Anholt and Fernanda Winter (Communication Officers – BW Geneva)
16. Anne Ziebarth. BW Legal Specialist
17. Juliet Edington - BW Business Officer
18. Minna Maaskola. BW Training Officer. BW Bangkok. (via Skype)

<u>BW Country Programmes (7 people)</u>

19. Blanca Peralta - CTA BW Nicaragua
20. Louis Vanegas - CTA BW Bangladesh
21. Hong Ha Ngyuen - CTA BW Vietnam
22. Tareq Abu Ngyuen – CTA BW Jordan
23. Maria Joao Vasquez – CTA BW Indonesia
24. Esther Germans – CTA BW Cambodia
25. Claudine Francois – CTA BW Haiti

Other ILO Units. (13 people interviewed)

1. Guy Thijs – Director of the ILO EVAL Office – ILO Geneva
2. Peter E. Wichmand - Senior Evaluation Officer – ILO EVAL – Geneva
3. Michael Elkin - Chief Technical Advisor of SCORE Programme ILO- Geneva
4. Peter Rademaker. Director of PARDEV – ILO Geneva
5. Wael Issa. Sennior Technical Advisor on the ILO Global Supply Chain Programme - Geneva
6. Oktav Pasaribu. Programme analyst at the Programme Unit – ILO - Geneva
7. Suzanne Hayter - Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK) – ILO Geneva
8. Joaquim Pintado - LABADMIN/OSH - ILO Geneva
9. Andrew Christian - LABADMIN/OSH - ILO Geneva
10. René Robert - LABADMIN/OSH - ILO Bangkok

11. Enrico Cairola - Senior Specialist in Workers' Activities – ACTRAV ILO Geneva
12. Henrik Moller - Bureau for Employers' activities - ACTEMP - ILO-Geneva
13. Adam Greene- Bureau for Employers' activities - ACTEMP – ILO- Geneva

IFC Team (managers and technicians) (2 people interviewed)

1. Sabine Hertveldt IFC BW Manager
2. Maria Soledad Requejo IFC BW Officer

Management Group (2 people interviewed)

1. Tania Lozanski (IFC)
2. Deborah Greenfield (ILO)

Advisory Group (8 people interviewed)

Governments /Donors.

1. Valerie Berset Bircher - Swiss State Secretariat of Economic Affairs (SECO)
2. Ana Aslan - Senior Advisor, Technical Services Advisory Services USDOL.
3. Mark Unwin - Australian Government (through email).
4. Jos Huber. Ministry of Foreign Affairs of the Netherlands.

Buyers:

5. Kindley Walsh-Lawlor. Vice-President of GAP Inc- Personal Advancement & Career Enhancement (PACE)
6. Michael Bennett – PUMA.

Academics:

7. Naila Kabeer - Professor of Gender and Development at the London School of Economics (UK).
8. Stephanie Barrientos – Senior Lecturer at Manchester University (UK)

Other (3 people interviewed):

1. Jason Kibey – Sustainable Apparel Coalition.
2. Vera Koppen – Fair Wear Foundation.
3. Prof. Drusilla Brown - Professor at Tufts University (US) and director of the BW Impact Research Assessment.

ANNEX 4 - SCHEDULE OF THE EVALUATION PROCESS

Phase	Responsible Person	Tasks	Outputs	Tentative schedule
Desk review and design	Evaluation team	Initial briefing Desk review Developing the Inception report (i.e. evaluation methodology, indicators, questions, instruments, etc.)	**Inception report**	**06-10 November 2017**
Data collection	Evaluation team	Visit Geneva and Interviews with ILO and BW stakeholders Interviews by phone/Skype Questionnaire distributed and answers consolidated Review of project documents and publications Other techniques as identified in the Inception report	**Inputs for the report**	**18-20 October 2017 (Visit to GVA)** **6 -30 November 2017**
Stakeholders workshop	Evaluation team	One day workshop in Geneva to present the preliminary findings to ILO HQ and donor and other stakeholders (by Skype/VC) and complete information and validate findings.	**Agenda and methodology** **PowerPoint**	**8 December 2017**
First draft	Evaluation team	Development of the draft report	**Draft Report**	**12 January 2018**
Comments	Evaluation manager	Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader	**Comments on Draft Report by stakeholders**	**23 – 31 January 2018**
Final report	Evaluation team	Finalize the report including explanations on why comments were not included	**Final Report**	**1-8 February 2018**

Better Work's Theory of Change

Executive Summary

Better Work aims to improve working conditions and productivity in the garment sector, collaborating at multiple levels of the supply chain to create sustainable solutions for all. In the longer term, the programme aims to achieve improved worker health and wellbeing, as well as a knock-on effect on workers' families' welfare, while at the same time growing national industry via increased productivity and profitability in factories.

This document outlines how Better Work believes that its activities create change in the short, medium, and long term, highlighting the unique aspects of our approach and drawing on our evidence base.

A few important notes on the Better Work approach are:

- The garment industry has the potential to transform the lives of millions of people, particularly women, but in order to do so, decent working conditions are a must.

- We believe that improving governance of the labour market is the key to sustainable improvement in working conditions. Government has a duty to protect citizens and ensure the rule of law. Employers' and workers' organisations have an essential role to play in regulating working conditions through social dialogue. Better Work seeks to implement its programme in a manner that builds the capacity of national institutions to realise these outcomes.

- Better Work connects actors throughout the supply chain to work together to improve working conditions.

- We use a holistic approach with factories including advisory, training, and assessment.

- We focus on connecting workers and managers to solve problems together at the factory level.

- We believe that improving management systems and business practices (management,

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human resources, sourcing practices, etc.) can tackle the root causes of non-compliance across the industry.

- Better Work has evidence that improving working conditions leads to happier, healthier workers and more productive factories.

- Long term industry change will require work beyond typical compliance and CSR departments, shifting the mentalities of managers and decision makers in factories, international suppliers, brands, and governments.

- Our evidence base of improved working conditions leading to improvements in workers' lives and factory productivity forms base for our deeper engagement with sectoral policy change.

Introduction and Methodology

This document outlines Better Work's theory of change for the upcoming years. A theory of change examines how a programme unfolds over time by specifying how activities tie together to create social changes in the short, medium, and long term (1). This is known as "causality".[1]

Many programmes design their theory of change before starting their intervention. Since Better Work has existed for a number of years, and has conducted rigourous impact research and programme evaluations, the theory presented here is largely based on our evidence of how we impact change. We specify which changes are based on hard evidence and which ones we are assuming, but currently lack sufficient evidence to prove.

Our theory of change is a comprehensive description and illustration of how Better Work seeks changes in workers' lives given the particularities of the different environments in which the programme is operating. It is focused on mapping out or filling in the "missing middle" between what we do - our activities and interventions - and how these lead to the desired goals as outlined in our vision. It identifies all the conditions that must be in place - and how these relate to one another causally - for the goals to occur.

Our theory was developed by combining inductive, deductive, and stakeholder consults ("mental model") approaches (1) (2). The process began with a full literature review of the programmes narrative and logframe reports; over 20 Better Work discussion papers and research briefs; and a wide variety of other previous stakeholder notes, emails, etc. Though the literature review provided a background, the process was guided by stakeholder consults with over 23 staff members, including professionals from Better Work Global and country offices. The findings below come from a synthesis of the literature review and stakeholder experiences.

Background and Problem Analysis

The garment industry offers formalized employment to over 60 million workers worldwide, the majority of whom are female, and is the main source of exports for many countries. For example, the sector is responsible for close to 90% of total exports in Haiti, nearly 80% in Bangladesh, and over 50% of total exports in Cambodia (3). The sector provides great potential to contribute significantly towards industrialization and inclusive growth.

However, lax occupational safety and health standards, verbal abuse of workers, flawed human resources practices, sexual harassment, and gender biases mean that this opportunity does not come without risks.

Factories may perceive good working conditions as a cost as opposed to a benefit, and investment in improved safety regulations or better industrial relations may not be a priority for business owners.

Garment producing countries often lack the capacity to effectively enforce legislation. For example in Bangladesh, in 2014 there were a total of 187 labour inspectors to oversee a bustling manufacturing industry employing four million workers (4).[2] Furthermore, salaries for these posts are often low, meaning the most qualified professionals look elsewhere for work. The awareness of the law among both workers and employers is often low and the culture of compliance is weak. With few exceptions, trade union density in the industry is low and collective bargaining agreements are still rare. As the institutional strength to govern the labour market is weak, many workers in garment factories do not have basic rights respected and factories may continue to allow for poor working conditions, verbal abuse, child labour, forced overtime, or other violations of workers' rights.

Many international buyers have looked to address poor compliance to labour law, and their own standards of conduct, by auditing their suppliers' work-sites. However buyers' audits of workplace standards are often criticized as ineffective and these efforts are widely regarded as having limited impact.

Better Work aims to address the above challenges by working across the supply chain to improve working conditions and create sustainable change in the industry.

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[2] Figure from http://bangladeshaccord.org/bangladesh/

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[1] For example, IF we deliver core services to factories, THEN compliance will improve. There are always assumptions in if-then logic, which is why programs must monitor and evaluate to ensure that there is reason to

believe that the if-then logic holds true.

Theory of Change

Our Vision

By 2017, Better Work will have improved the lives of at least three million workers and millions more of their family members. We will achieve this by driving sector- wide, sustainable improvement in adherence to national labour law and core labour standards, and strengthening business competitiveness in major garment producing countries.

Better Work will provide high-quality services and be the partnership of choice for its constituents, international buyers and institutional partners. We will influence the policies and practices of international buyers, governments and other institutions by sharing the unique knowledge and findings arising from the programme.

Through its wider alliance, Better Work will leverage opportunities to improve industrial relations and labour law governance, as well as create a level playing field for good employment practices.

> "Better Work helped with advisory services to create im-provement plans. Guided by Better Work, buyers were more comfortable working with us." - *Human Resource Manager, Vietnam*

Our Approach

BW is a global initiative operating in eight countries. As of June 2015, the programme includes more than 1.5 million workers (more than 80 percent of which are women) employed in more than 1,200 factories. Our approach is centred on improving working conditions in factories. By providing guidance and training on how to improve working conditions, and then transmitting the results of objective assessments of factory conditions to international buyers, we strike a balance between internal and external incentives for change. Better Work then supports the buyers in working together with factories to continue to improve upon compliance. By improving factory level conditions and getting buyers on board to support the industry in making these changes, we create an example of how the industry can work better. We then work with policy makers to scale up these improvements and make them sustainable.

In order to achieve this, Better Work addresses weak governance and low implementing capacities. Countries may sign on to treaties, trade agreements, and international codes of conduct, but implementing those laws and policies, and specifically enforcing labour codes, are immense challenges from many developing countries that lack budgets, staff, and organizational structure.

We strike a balance of incentives among four main stakeholders in the apparel value chain: buyers, factories, workers, and producing country governments.

Short Term - Improved Compliance at the Factory Level

The base for all Better Work activities is our work with factories. Building relationships between Better Work and factories, and connecting factory management with workers and with buyers, creates the necessary pre-text for our theory of change to function. The goal of this work is to improve compliance along two broad areas: national labour laws and fundamental workers' rights identified by the ILO.

> "I have a hard time seeing anyone better equipped (than Better Work) to engage multiple stakeholders, and to be able to talk to government, employers and trade unions." – *Tobias Fischer, Development Sustainability Manager, H&M*

Better Work is an innovative programme in the sense that it goes beyond monitoring to also offering advisory and training services, pushing factories to dig deeper and invest in improvements in the relationship between workers, their elected representatives, and managers, a crucial part of properly identifying issues and increasing compliance.

Factory-level services. BW employs local Enterprise Advisors who work with factories in order for them to understand and improve compliance. Factories receive advisory and training services during the first 100 days of collaboration. The advisory services allow for one-on-one coaching sessions with BW Enterprise Advisors. Furthermore, this initial 100-day period then entails a process whereby factory management and worker representatives set goals for themselves and work on improvements before an assessment is carried out. It is only after this period has elapsed that BW will begin formally assessing factory compliance based on a list of more than 200 questions. Assessments are unannounced and information gathered through a variety of sources and techniques, including document reviews, observations on the shop floor, and interviews with managers, workers and union representatives. The results of these assessments are shared with buyers.
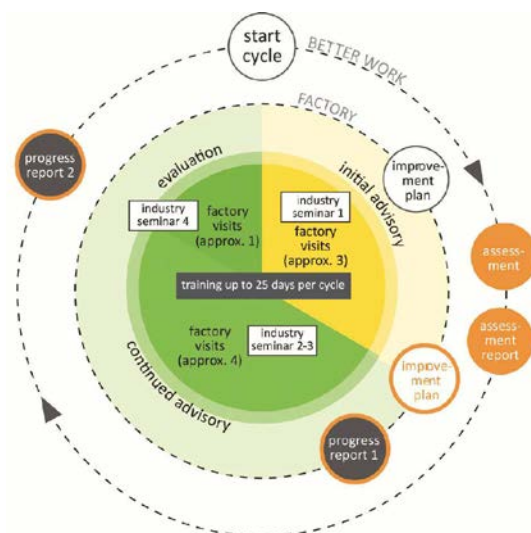
Better Work's model is based on the assumption that working together with factories creates an intrinsic interest in improving conditions, while at the same time sharing assessment results with buyers creates an external incentive.

On top of assessments and sharing of compliance findings, Better Work continues providing advisory and training services, which aim at strengthening the opportunities for dialogue between workers and managers. Advisory services focus on the establishment of Performance Improvement Consultative Committees (PICCs), which are groups made up of an equal number of both management and union/worker representatives who meet regularly to discuss and resolve workplace issues. Better Work encourages the opening of space to enable workers and their representatives to meet with managers to discuss and resolve issues through consultation and negotiation. This is a long and slow process, but in the short term, the programme focuses on setting up the mechanism and investing in capacity building of PICC members in terms of communication, problem-solving skills, and other soft skills.

As of 2017, to complement advisory services and PICC meetings, factories all receive 25 person days of training targeting workers, supervisors, and senior management. 2016 will be a transitioning year for that integration so that it can be officially rolled out in line with the pricing changes for core services that will commence in 2017. The topics of training are determined in advisory services with PICCs, based on discussion and a consideration of assessment results. Furthermore, factories have the opportunity to participate in industry wide learning seminars so that factories may learn from one another.

As an additional incentive to improve compliance, after 16 months of working with factories, BW measures the factory performance against a predefined set of differentiation criteria, and those factories with very high performances are offered more advanced services going forward.

Starting in 2016, transparent public reporting will publically release compliance findings for each factory on a list of critical issues, including child labour, discrimination, forced labour, freedom of association, OSH, and compensation. This initiative provides another external incentive for factories to improve compliance.

Role of buyers. Buyers play a crucial role in encouraging factories to be open about their non-compliance and supporting the improvement process. There is a barrier to improving compliance when factories worry they will lose business by identifying and working on complex issues, or when they lack the appropriate capital to invest in changes. Better Work articulates the relationship between factories and buyers to allow for the necessary buyer support. Our

partnership agreement specifies that buyers should not reduce orders or sourcing due to increased non-compliance while factories work to improve conditions. From 2015 onwards, factories submit their own progress reports to buyers by using a BW template and the self-diagnostic tools. Later, BW will complement the factories' own progress reports by issuing a progress report detailing key achievements and remaining challenges. This articulation between factories and buyers, with Better Work there to support, puts pressure on both sides to keep up with improvements.

The programme also works with buyers to set up a plan for improving their own practices, especially as related to meeting minimum partnership standards to be part of the Better Work program.

Evidence of changes in the short term. In the first three to four years of the programme, Better Work impact assessment findings point towards increased compliance and improvement in working conditions (5) (6) (7). Baseline non-compliance across six BW countries shows that occupational safety and health is the area in which the highest rates of non-compliance are concentrated. Discrimination is another area that exhibits a high rate of non-compliance across the six countries. The most recent impact briefs from Haiti, Jordan, Lesotho and Vietnam all demonstrate a consistent trend where compliances improves over the number of factory visits.

In addition, Better Factories Cambodia (BFC) presents a solid evidence base for change at the factory level since the programme has been operating for a long time and has been extensively studied. The improvements in working conditions that the BFC programme has helped bring about are largely resilient to changes in the structural conditions of the apparel market. Research declares BFC successful in achieving its goals of improved working conditions and finds that in addition to working conditions, wages, especially those of women in the apparel sector, also improved over the 10 years of BFC's existence.

Generally speaking, many of the surface issues of non-compliance can be tackled in the short term. However, Better Work recognizes that some of the more complex issues may actually experience an increase in non- compliance in the second or third factory assessment as workers become more aware of their rights. In turn, BW Enterprise Advisors can identify these deeper-seeded problems more easily. However, increasing awareness of rights and opportunities is part of the process, and evidence shows that non-compliance goes back down in the medium term, once systems have been further developed to meet standards (7).

Although our model has demonstrated our ability to increase working conditions at the factory through our core service provision, we also believe that addressing the root causes of non-compliance require deeper improvements in participation, worker-manager dialogue, and management systems.

Medium Term - Improving Systems and Shifting Mentalities

Building on improved working conditions, in the medium term Better Work looks to move beyond focusing on individual compliance issues and instead tackle the root causes of non-compliance by addressing the complex power dynamics in factories and promoting the design of improved management systems. Though we work on these issues from day one, in the medium term, we support stakeholders such as factories and buyers in putting systems in place to allow for an improved industry. We ensure these improved systems must be coordinated between different actors in order to guarantee complementarity of actions.

Management systems. As relationships have been built with factory management, and as these actors begin to understand the legal aspects of compliance as well as workers ideas on how to improve conditions, Better Work hopes to support factories in improving management systems in order to get to the root-causes of non- compliance. Without management systems, it is difficult to develop sustainable solutions. For example, if a factory has not done a risk assessment, does not carry out regular inspections of its safety equipment and does not practice regular evacuations, combined with a high turn-over of workers and managers, neither workers nor managers will not be aware of what needs to happen in case of an emergency. The introduction of management systems should create consistency, raise base standards, and reduce the need to train and retrain new workers and managers to stay in compliance. Better Work is increasingly tackling these issues on a wider scale by offering industry seminars on management systems, which bring together a number of factories to undertake training and best-practice sharing.

Improved worker-manager relations. Improved worker-manager relationships are a crucial aspect of enhanced management systems and are fundamental to the sustainability of better working conditions. By improving communication between workers and managers, issues can be more quickly identified and realistic solutions can be determined. While bi-partite structures (PICCs) begin operation immediately after Better Work enters a factory, it can take time for those structures to become fully operational. Recent research has shown that PICCs function best when there is strong and protected worker participation, when workers had time to prepare before meetings, and when management had a positive attitude about the PICC meetings.

Furthermore, Better Work supervisor training, which aims at improving supervisors' treatment of workers, has proven especially fruitful in shifting mentalities about interactions with workers. This training offers tactics for improved supervisor-worker communication, supports supervisors in organizing their lines effectively, and contributes to the development of other skill sets related to planning, management, and supervision (8). Furthermore, it encourages inclusive growth by supporting female

promotion to the supervisor post given current discrepancies in male to female promotion rates.

> "Even on an individual basis, our supervisor will approach us with utmost respect and show us where we have erred, so that we can talk about the problem and solve it in an amicable way. He has stopped shouting and belittling us." –
> *Worker, Lesotho*

Trade union capacity building. To complement worker-management dialogue at the factory level, Better Work has been working in several countries to enhance the capacity of trade unions to participate in factory and sectoral level social dialogue structures. The programme builds the capacity of trade unions regarding internal communication and synergies between higher level union officials and workers. In the medium-term, Better Work looks for unions to actively engage with workers at the factory level to make coordinated decisions on when and how to push for change on issues that are important to workers.

Buyer engagement. In order to provide appropriate pre conditions for sustainable improvements in HR management and social dialogue at the factory level, continuing to engage with buyers for deeper commitment is also crucial since verbal abuse, overtime and other forms of non-compliance can be triggered by the pressure from buyers (to, for example, complete orders at an unrealistically fast pace) (9). We believe that the sustainable changes in factories start when buyers shift their mentality in terms of determining non-compliance and supporting factories in changing their practices. Better Work hopes that in the medium term, buyers phase out the completion of their own audits and begins to accept our assessments instead. As buyers ideally begin to redirect resources away from audits, they can dedicate more effort towards improving sourcing practices and supporting in communication and messaging to factories.

The International Finance Corporation provides post-shipment finance to suppliers based upon acceptance of receivables, with lower interest rates for suppliers who have good compliance (10). The programme hopes to further engage buyers and suppliers to utilise the Global Trade Supplier Financing (GTSF) which offers lower interest rates to better performing factories, providing a further incentive to improving working conditions. Better Work could also investigate opportunities to provide training and advisory about how GTSF capital can be best used to continue to improve compliance. Though this portion of the project is still in its infancy, some buyer partners have shown that this is a promising mechanism to address the cyclical nature of improved compliance leads to better financial opportunities, leading to opportunities to further invest in compliance related to infrastructure and wages (11).

Evidence of change in the medium term

In the medium term, Better Work believes that the improvements in working conditions must become embedded into management systems and worker- management cooperation. We have been able to demonstrate how improved working conditions, including supervisor relations, lead to other changes in workers' lives and in factories' productivity.

Workers participating in Better Work factories report improvements in their health over time (6). In many countries, reduction in severe fatigue, severe thirst, headaches, backaches, or neck aches often or every day shows that improving working conditions has an impact on general indicators of every day health (7). When workers see and feel changes in working conditions - when they perceive a safer, friendlier, and healthier workspace (12) - factories experience an increase in worker productivity. Improved worker-manager relations, HR systems, and supervisor training play a crucial role in improving workers' perception of their working conditions (13). Therefore, creating a more amicable workplace by, among other improvements, reduced verbal abuse and sexual harassment, in particular, impacts productivity. Workers in environments where verbal abuse is a major concern take nearly one extra hour to reach production targets (9).

> "It is also cleaner and tidier on the production floor now than when I first started working here. I feel like I can work faster and more efficiently now." -*Worker, Viet Nam*

Increases in productivity in factories with improved working conditions lead to increases in profitability (12) (14). Factories benefit from a 5+% increase in profitability when workers perceive improvements in working conditions. Improved compliance with freedom of association and collective bargaining is also associated with higher profitability. At the same time, profitability increases nearly 8% when workers feel they have an environmentally comfortable and trusting workplace (12).

From a management and business stand point, increased compliance also results in more stable business relationships. Factories in compliance with fundamental rights are more than 50% more likely to retain buyers. More so, compliance with occupational safety and health standards gives suppliers a small advantage in retaining buyers (15).

These productivity and profit gains can also be shared with workers in terms of higher wages. This investment also continues to increase profits. By paying higher wages, factories also experience an increase in revenues relative to costs, for example, a 1% increase in wage levels is associated with a 0.6% increase in revenues relative to their costs in Better Work Vietnam factories (15).

The evidence above is based on improved compliance itself- under our theory, improved management systems should allow these improvements to be more embedded within the factory business and industrial relations

processes and therefore more sustainable. Though the programme is still building a wider scale evidence base for the importance of management systems, we do see a correlation between OSH compliance and improved OSH management systems. When OSH management systems are in place, the factory is more likely to be in compliance with OSH standards. However, there is no clear pattern showing which element normally takes hold first in factories (5). Better Work will continue to investigate these trends. Furthermore, there is evidence that workers feel that PICCs have had a role in improving upon their health and safety concerns (16). Further research to be conducted in 2015-16 will continue to analyse PICC composition and quality, and consider the correlation between the degree of maturity in industrial relations, working conditions, and productivity.

Longer Term: Sectoral Changes in Policy and Practice

Since Better Work has proven change in compliance, systems, and related factory level benefits, we have the opportunity to use our hard data as well as our successful model as the base for pushing through change in policy and practice.

At the national level, Better Work has looked to influence both policy and practice. This work is based primarily on building a trusting relationship with the industry stakeholders. Of principle importance are the labour inspectorate and enforcement authorities and all relevant employer and workers' organisations. Once these relationships gain strength, it becomes possible to work more directly and efficiently with these constituents. Many times, up skilling and capacity building allow for changes in practice before changes in labour legislation take place. The programme emphasises partnering with national labour inspectorates, finance and planning ministries, and other national constituents, such as employers' associations and unions, to provide advice, guidance, and support on how they can build on BW's experience and tools. Better Work also partners with these constituents in the delivery of services and information in some cases increasing the footprint and impact of our work.

Labour inspection. In particular, Better Work has increasingly collaborated with labour inspectorates to determine key capacity building needs, including "soft skill" trainings that are often overlooked in typical labour inspector training programmes. Proper monitoring of social dialogue mechanisms, sexual harassment, and the like, requires analysis, critical thinking, and trust building abilities - and our work with labour inspectorates highlight the importance of moving beyond a check sheet exercise. This work allows for longer term capacity to properly oversee and facilitate improvements in working conditions.

By using this strategy and highlighting proven results on the smaller scale via BW impact research data, the Better Work model has been adopted by national governments in

written policy, for example by the strengthening social dialogue at the national level based off of our PICC model in Vietnam. The PICC model in BWV factories was successful in this regard as it compelled the government to introduce a new labour code that obligated employers to conduct social dialogue in the workplace.

> "The Ministry of Labour has been working hard over the past years to improve inspection and compliance in Jordan. An integral part of the Government efforts to ensure the sustainability of the garment sector in Jordan is the ILO's Better Work Jordan." *-Dr. Ibrahim Amosh, Former Jordan Minister of Labour*

International Institutions. As we work towards these national level changes, we are also working together with the wider ILO and World Bank Group. This provides a segway to influence these institutions policy or practice as an international level. The ability to use our data and experience while working with across the garment industry positions Better Work as a "go to" source for data and analysis on supply chain related issues. By presenting evidence based analysis of our impacts at the factory and national policy level we are able to influence the policy debate on achieving decent work in labour intensive manufacturing. In particular, our data allows us to highlight not only the social, but also the business and economic benefits of improved working conditions, gender equity, and labour standards and how these dimensions are inter- related. This permits us to engage with decision makers concerned about a wide variety of outcomes. Our data, experience, and wide scale engagement supports our objective to also convene representatives from sector-level stakeholders to the table in order to identify scalable solutions. We also collaborate with national institutions to present the impact of our programme and provide an evidence base to inform relevant policy debate.

However, a key component of sector level change is working beyond policy makers to engage with the private sector who exert a huge amount of power and influence in sectoral practice. For example, many times, international vendors own a number of factories where Better Work is providing services. Better Work looks to increase engagement of vendors by providing training on important issues, such as management systems, directly to decision makers at the international headquarters level. These decision makers can then implement improved practices and systems in large numbers of company factories at once. This has the potential, we believe, to create a spill over effect and raise the bar in a large number of factories across the industry, including in countries where Better Work is not present.

Buyers Along these same lines, sectoral change internationally means shifting buyer practices. While Better Work's long term engagement with buyers still needs to be further shaped, we foresee that a reduction in resources dedicated to buyer-based assessment in the medium term should give CSR professionals time to think about bigger picture solutions to ensuring appropriate sourcing practice

over time. As the industry continues to develop, Better Work sees an opportunity to support the increasing trend of sourcing departments taking on more direct responsibility for appropriate practice. Better Work provides training for buyers on these issues, and will also begin to licence out our own training products to the private sector in order for them to replicate in factories in countries where Better Work is not present.

Better Work believes that as buyers begin to adapt their approaches and business model, and countries adapt better policies and practices to ensure improved working conditions, we will see a true shift in the experiences of millions of workers currently employed in the garment industry.

Long term impact

Though Better Work cannot prove a direct causal link between our programme and a stronger national economy, we know that factories that improve working conditions also increase productivity. Factories that are more productive are able to produce and export more during the same time period, which in turn, over time, can benefit the national economy. We also know that improvements in working conditions across the garment industries that we have worked with have occurred at times of rapid growth in jobs and production. Some general evidence of this pattern is visible in Cambodia, where Better Work has been for the longest and where participation is mandatory. In the past decade, Cambodia has considerably improved working conditions in factories throughout the country. At the same time, the country's exports have grown and their share of U.S. garment imports increased from 1,3% to 3,1% between 2001 and 2008 (17).

Better health, increased compliance to labour standards (including the correct payment of wages) and a more stable industry can affect workers life satisfaction on a wider scale. Workers have reported wellbeing being positively affected by improvements in wages, benefits, training, and OSH conditions as well as the absence of sexual harassment and improvements in supervisor/worker wellbeing and/or reduction in verbal abuse (18) (13). Workers self-reported life satisfaction and wellbeing higher in factories that comply with core labour standards, and in factories where workers themselves report better working conditions.

Improvements in working conditions at the factory level positively affect workers health and wellbeing, and can eventually transfer to the wellbeing of their families. As workers' wellbeing increases, and as the industry stabilizes and improved compliance and policies lead to better wages and working conditions, benefits of this stabilization can reach out to positively affect workers' families (7). For example, many of the soft skills, health, and communication trainings offered to workers by Better Work and its partners can affect their homes lives (16). Some women have commented that they have improved communications with their partners, better budgeting, and better health and safety measures taken in the home (16).

> "We were trained on communication skills. For example, in family, if something is wrong, you must say it and then solve it." -Worker, Lesotho

Workers' children's health and school attendance has increased in some Better Work countries, and the number of children out of school for financial reasons has decreased (19). While Better Work certainly cannot take credit for general improvements in the reach of the health or education system, industry stabilization and increased compliance with labour standards has contributed towards positive outcomes for workers' families.

Conclusions

The garment sector is uniquely positioned to improve millions of workers lives, and Better Work contributes directly to this goal by working with actors throughout the supply chain to create opportunities for decent work in the sector. Our impact evaluations show hard evidence of many of our achievements to date related to both social development and the business case for implementing our model. Women are the direct beneficiaries of many of these improvements, both in terms of the opportunity for decent work but also in terms of personal development and empowerment. This document further outlined how we have arrived at those achievements and how we look to make them sustainable in the longer term.

The programme looks forward to continuing to collaborate with stakeholders- from workers to factories to buyers- to invest in shifting mentalities, policy, and practice in the medium and long term over the upcoming years. Working in synergy, we can peruse fair treatment, decent working conditions, and inclusive economic development for tens of millions of workers in Better Work countries and beyond.

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Better Work Phase 3 Strategy

Better Work Service Model

(Evolving Model) CAT global

tool

Cambodia Country

Phase/logframe

Haiti Country

Phase/logframe

Haiti MAST

Phase/logframe

Jordan Country

Phase/logframe

Indonesia

Country

Phase/logframe

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