

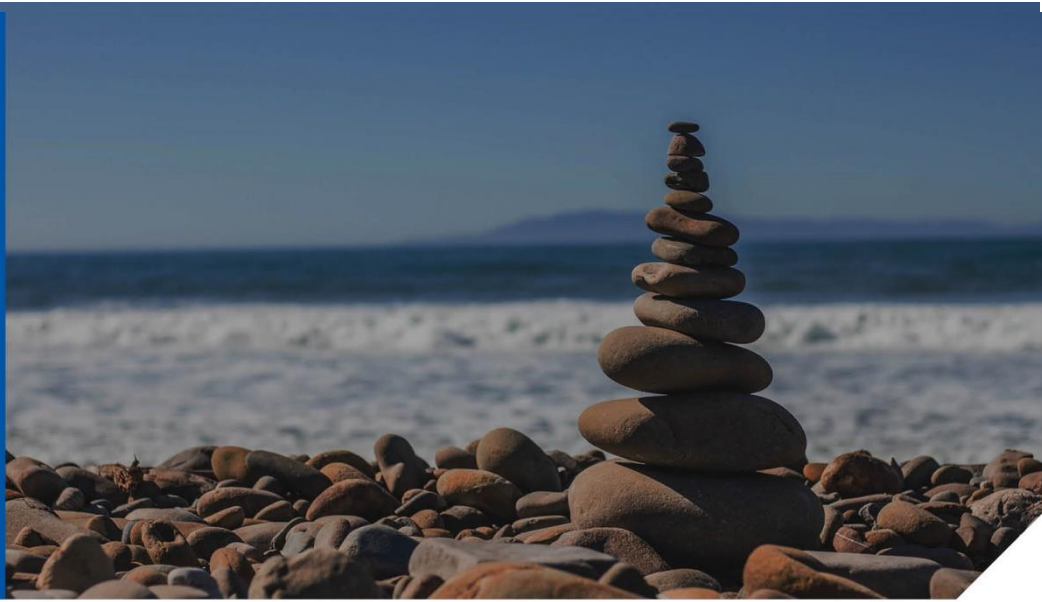


International
Labour
Organization

► Evaluation Office



i-eval Discovery



Phase I Final Independent Evaluation of EU-funded Better Work Programmes in Sri Lanka and Madagascar

ILO DC/SYMBOL: GLO/18/38/EUR

Type of Evaluation: Clustered

Evaluation timing: Final

Evaluation nature: Independent

Project countries: Madagascar, Sri Lanka

P&B Outcome(s): P&B 2020-2021: Outcome 7: Adequate and effective protection for all and Outcome 1 Strong tripartite constituents and influential and inclusive social dialogue.

SDG(s): 8 Decent Work and Economic Growth; 5 Gender Equality; 1 No Poverty

Date when the evaluation was completed by the evaluator: 24 May 2024

Date when evaluation was approved by EVAL: 31 May 2024

ILO Administrative Office: BETTERWORK

ILO Technical Office(s): BETTERWORK

Joint evaluation agencies: Not Applicable

Project duration: Madagascar: September 2021 to June 2024; Sri Lanka: Feb. 2022-June 2024

Donor and budget: European Commission, Brussels. Overall cost of the Action: EUR 14,925,000, of which EUR 12,675,000 (EC contribution), plus EUR 2,250,000 (co-financing by ILO). Original budget for Madagascar: EUR 1,070,000 and for Sri Lanka: EUR 671,420. Top-ups from leftovers in other parts of BW Global: EUR 96,809 for Madagascar and EUR 95,975 for Sri Lanka.

Name of consultant(s): Mr. Theo van der Loop (Team Leader/International Evaluator), Mr. Hery Ramiarison and Ms. Rachel Perera (National Evaluators for respectively Madagascar and Sri Lanka)

Name of Evaluation Manager: Ms. Annika Moqvist Uggla, La Paz, and Ms. Mini Thakur, Geneva

Evaluation Office oversight: Ms. Naomi Asukaj, ILO EVAL, Geneva

Evaluation budget: US\$ 31,000

Key Words: Better Work, Decent Work, Transparency, Traceability, Garment value chains, OSH, Business Performance, Digitalization, Data and Evidence, Environmental Sustainability and Circularity, Gender Equality, Social Dialogue, Social Protection, Wages, Madagascar and Sri Lanka.

Table of Contents

Table of Contents	iii
List of Tables	v
List of Abbreviations	vi
Executive Summary	viii
1 Introduction	1
1.1 Background.....	1
1.2 Purpose and Scope of the Final Independent Evaluation	4
1.3 Contents of the Report.....	5
2 Methodology of the Evaluation	6
2.1 Conceptual Framework.....	6
2.2 Methodology, Key Deliverables and Work Plan	8
3 Overall Findings	13
3.1 Relevance and Strategic Fit (Coherence) of Interventions	13
3.2 Validity of Intervention Design	18
3.3 Intervention Progress and Effectiveness	20
3.4 Efficiency.....	28
3.5 Impact Orientation and Sustainability	31
3.6 ILO Cross-cutting Priorities	36
4 Conclusions and Recommendations	38
4.1 Conclusions	38
4.2 Recommendations	42
5 Lessons Learned and Good Practices	46
ANNEXES	47
Annex 1: Terms of Reference (TOR)	48
Annex 2: Data Collection Worksheet	60
Annex 3: M & E Frameworks and LogFrames	64
Annex 4: List of Key Stakeholders Interviewed	69
Annex 5: Evaluation Work Plan	72
Annex 6: Attendees at Stakeholder Workshop	73
Annex 7: Better Work criteria used for feasibility study for expansion	74
Annex 8: Madagascar Feasibility Study – Summary Findings	76
Annex 9: Activities Undertaken in two countries	78

Annex 10: Lessons Learned (LL) and Good Practices (GP).....	81
Annex 11: Documents Consulted.....	87

List of Tables

Tables:

1	The Original Budget Allocations in the broader EU-BW Programme, the re-allocations for Madagascar & Sri Lanka, and the total budget for this Evaluation.	1
2	BW Madagascar Expenditures by Budget Categories in US\$ (February 2024).	29
3	BW Sri Lanka Expenditures by Budget Categories in US\$ (February 2024).	29

Figures:

1	The Yearly Expenditures (actuals plus encumbrances) in Madagascar and Sri Lanka in % (2020-2024).	30
----------	---	-----------

List of Abbreviations

ACT/EMP	Bureau on Employers' Activities (ILO)
ACTRAV	Bureau of Workers' Activities (ILO)
AFD	Agence Française de Développement, French Development Agency
AGOA	US African Growth and Opportunity Act
BW	Better Work
BWSL	Better Work Sri Lanka
BYW	Buy Your Way Madagascar
CBA	Collective Bargaining Agreement
CEPA	Comprehensive Partnership Agreement
CSDDD	EU Corporate Sustainability Due Diligence Directive
CTM	Conférence des Travailleurs de Madagascar
DFAT	Department of Foreign Affairs and Trade, Australia
EBA	Everything but Arms Initiative
EC	European Commission
EFC	Employers Federation of Ceylon
EPZ	Export Processing Zone
FMFP	Fonds Malgache de Formation Professionnelle (Malagasy Fund for Vocational Training)
FOA	Freedom of Association
FPRW	Fundamental Principles and Rights at Work
FTA	Free Trade Agreement
GBVH	Gender-Based Violence and Harassment
GEAR	Gender Equality and Returns
GEEW	Gender Equality and Empowerment of Women
GEFP	Groupement des Entreprises Franches et Partenaires (Group of EPZ Companies and Partners)
GSP	Generalised Scheme of Preferences
HREDD	Human Rights and Environment Due Diligence
HRM	Human resource management
IFC	International Finance Corporation
ILO	International Labour Organization
ILS	International Labour Standards
IMF	International Monetary Fund
INGO	International non-governmental organization
IR	Industrial Relations
ITC	International Trade Centre
ITC-ILO	International Training Centre of the ILO
JAAF	Joint Apparel Association Forum
LSE	London School of Economics and Political Science
MHRDD	Mandatory Human Rights Due Diligence
MHWP	Mental health and wellbeing
MNE- Declaration	Tripartite declaration of principles concerning multinational enterprises and social policy (MNE Declaration)
MIC	Ministère de l'Industrialisation et du Commerce (Ministry of Industrialisation and Trade)

MoLFE	Ministry of Labour and Foreign Employment
MSME	Micro, Small and Medium Enterprise
MTEFP	Ministry of Labour, Employment and Public Service
MULTI	Multinational Enterprises and Enterprise Engagement Unit
NIOSH	National Institute of OSH
OSH	Occupational Safety and Health
P&B	Program and Budget (ILO)
PAC	Project advisory committee
PPE	Personal protective equipment
PRODOC	Project Document
PSC	Project/Programme Support Cost
RMG	Ready-made Garment Industry
RWP	Respectful workplaces programme
SCORE	Sustaining Competitive and Responsible Enterprises
SDG	Sustainable Development Goal
SLCP	Social and Labour Convergence Programme
SME	Small and medium-sized enterprises
SOP	Standard Operating Procedure
STAR	Supply Chain Tracking and Remediation System
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
TU	Trade Union
TVET	Technical Vocational Education and Training
UN	United Nations
UNDAF	United Nations Development Assistance Frameworks
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNSDCF	United Nations Sustainable Development Cooperation Framework
UN-SWAP	UN System-Wide Action Plan on GEEW
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	United States Agency for International Development
WHO	World Health Organization

Executive Summary

Background and project description

The present evaluation report is mandated by the Terms of Reference (ToR) for the Final Independent Evaluation of the “**EU-funded Better Work Programmes in Sri Lanka and Madagascar**” (see Annex 1). Better Work (BW) was established as a partnership between the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group. The present programmes in Sri Lanka and Madagascar follow a slightly different approach than the traditional Better Work (BW) programmes which are based on intensive factory-level engagement. In Madagascar and Sri Lanka, Better Work has focused on engaging industry stakeholders and national partners to drive change, with targeted training on thematic topics for pilot factory workers and managers. This approach is a new, flexible and innovative type of Better Work. The programmes were implemented from September 2021 to June 2024 in Madagascar, and from February 2022 to June 2024 Sri Lanka (including a no-cost extension from June 2023 to June 2024). The programmes were managed by dedicated country BW teams under the guidance of BW Global. It was financed by the European Union (EU) with a total budget for the two programmes of US\$ 2,093,090.

Purpose, Scope and Methodology of the Evaluation

The present evaluation’s *purpose* is for accountability and learning for programme improvement. The *scope* of the Evaluation covers the implementation of both BW programmes and covers all the geographic areas involved in Sri Lanka and Madagascar. The evaluation also examines the Project’s performance in relation to all relevant ILO’s *cross-cutting issues* including gender equality and non-discrimination. The *primary users* are the EU, the BW global programme, and ILO management at the country, regional and HQ levels. *Secondary users* are the ILO constituents in the two programme countries and other partners of the project, including other potential development partners (donors). The *methodology* includes a desk study of the relevant documents and primary data collection through 61 interviews with stakeholders conducted online and offline. In both countries national evaluators supported the international evaluator. The participatory methodology further includes a critical reflection process by the key stakeholders in particular through the online stakeholders’ workshop and the inputs by stakeholders to the draft report. *Key deliverables* are the inception report, the preliminary presentation of findings at the online stakeholders’ workshop, the draft report, and the present final report taking into consideration the feedback on the draft report.

Findings

The conclusions of the present final independent evaluation are below analysed according to the six evaluation criteria used throughout this report. With respect to the first evaluation criteria, **Relevance and Strategic Fit (Coherence) of Interventions**, the Evaluation found that the two BW Programmes in Madagascar and Sri Lanka were highly relevant to the needs of the garment sectors in the two countries as well as to selected other sectors. The stakeholders interviewed all underlined the Relevance of the programmes. The BW programmes also clearly reflect the global trade environment, in particular Human Rights and Environment Due Diligence (HREDD) legislation. The two programmes were a result of the negotiations between the EU and BW which led to the decision to design innovative approaches in both countries as pilots. The approach was agreed to be more Constituents-focussed, than Factories-led, and the Contribution Agreement between the EU and ILO was signed in November 2019. The programme strategies and approaches have responded to the needs and priorities of most of the tripartite stakeholders as

was established by BW during consultations although the Trade Unions in Sri Lanka complained at first about the lack of access to factories, but later participated as well, including several female-led unions. BW adapted quickly and flexibly to changed circumstances, for example, the start of the COVID pandemic in early 2020 halted the programmes for almost two years after which the necessary adaptations were made e.g., to include MHRDD in the programmes. The programmes also complement and fit with other ongoing ILO programmes and were aligned to ILO policies including the DWCPs, as well as to several SDGs (8, 5 and 1).

With respect to the second evaluation criteria, *Validity of Intervention Design*, the Evaluation found that the design of the interventions did not follow the usual path within ILO to have a comprehensive PRODOC with a Logical Framework (LogFrame), but instead in both countries a brief Concept Note was developed. In Madagascar a LogFrame was developed with 3 Outcomes based on a Feasibility Study (June 2020), but in Sri Lanka a LogFrame was not completed and instead five Strategic Themes were identified. Gender dimensions were considered adequately in the design and in the problem analysis. Apart from the fact that women make up most of the workers in the garment sectors in both countries, dedicated interventions were developed, such as GEAR.

In terms of *Intervention Progress and Effectiveness*, the Evaluation found that in general the intended project results have been mostly achieved. A selection of the main achievements as derived from the interviews undertaken with the key stakeholders is provided in Section 3.3, while a full list of activities is included in Annex 9. Overall, it has been achieved by the two programmes that Better Work is now well-known in both countries and that the attention for compliance monitoring and for due diligence has increased substantially.

During the implementation of the programmes a number of different *challenges* were faced that sometimes led to delays, including COVID, country crisis/contexts, the limited timeframe and funding of the agreement, and the fact that the concepts of compliance and due diligence are new to many stakeholders. More specific challenges were identified by country in Section 3.3. The evaluation also identified certain pertinent *success factors*, such as BW followed the needs of the constituents through consultations, the programmes were timely, the efficient approach of BW to involve the private sector, the support from IFC, the strong national teams with the right expertise and commitment, and solid support from ILO Country Offices, DWT-Delhi and BW Global (Geneva and Bangkok) as well as from the EU. On the whole, the stakeholders interviewed were quite satisfied with the quantity and quality of the outputs produced.

Gender and non-discrimination were effectively mainstreamed in the implementation of programme strategies, in particular through activities dedicated to gender equality such as GEAR, through studies into the position of women in the garment sector, and through insisting on having sufficient women among trainees. Most stakeholders indicated that the *programme management arrangements* and communication were adequate to deliver the results. Because of the limited staff and the limited programme period this was, however, not institutionalised for example through a project steering committee. The programmes collaborated regularly with at international and country level with IFC as the BW Partner (e.g., GEAR). Resource mobilisation was undertaken incidentally by the teams but could have been more systematic.

In terms of *Efficiency*, it was found that the resources have generally been allocated and used strategically to achieve programme results. In Madagascar, a BW Team of five persons was responsible for the implementation, while in Sri Lanka the team tried to use the funds efficiently by deliberately keeping the BW Team small consisting of only two members. The largest

expenditure category in both countries is for programme staff (respectively 62% and 67%). All funds are expected to be almost all spent by the end of the project period. The yearly expenditures are pictured in Figure 1, and they started slowly because of the COVID Pandemic, after which most expenditures were made in both countries in 2023. Resources have also been allocated strategically to achieve *Gender* equality-related objectives, such as for GEAR, the work with female-led TU's in Sri Lanka, and two surveys related to women in the garment sector in Madagascar. The programme activities were cost effective considering the amount of funding, the limited size of the BW teams, the various types of cost-sharing and the substantial achievements. The funding and timeframe were overall not sufficient to achieve each and every one of the intended Outcomes and Results, although, as a whole, each of the two programmes was planned as a pilot and was indeed implemented as such.

In terms of *Impact Orientation*, it was found that a project duration of 2 to 2.5 years is quite limited for genuine impact of the programme outcomes to take place in working conditions and competitiveness along supply chains and/or leading to changes in the lives of final beneficiaries. At the same time the feedback from the tripartite constituents is largely positive indicating a kind of cultural or attitude change with respect to OSH and social compliance. In addition, BW has facilitated enhanced constructive dialogue between employers and employees around labour rights and compliance, some tangible improvements in workplace conditions in the factories involved, and a heightened awareness of workers' rights among trainees. Thereby, the programme has made a contribution to increased compliance with labour standards (and possibly to enhanced productivity) in the participating workplaces. Several concrete examples of very specific impact on beneficiaries are discussed in Section 3.5. As regards enhanced gender equality several indicators show that GEAR had a concrete impact on beneficiaries in terms of gender equality, e.g., through promotion and salary increases.

With respect to the *Sustainability* of the BW programmes the evaluation has identified three elements. Firstly, the continued involvement of the tripartite constituents after the programmes end is key to the new, innovative BW approach. For example, some employers' organisations in both countries are planning to implement the respective ToT trainings themselves for their members, and also selected trade unions are including OSH in their awareness programs for their members. Secondly, several policy changes are sustainable, of which a prime example is the development of national guidelines on OSH committees in Sri Lanka. An example from Madagascar is that BW is working on a "Social Governance Action Plan" as part of the National Textile Strategy initiative (led by IFC and Ministry of Industrialisation and Trade, MIC). Thirdly, the possibilities for continued funding in a follow-up phase are being explored by the BW teams with the EU Delegations in the countries. In addition, the BW Sri Lanka Team is closely collaborating with several smaller projects in key areas. In Madagascar, enhanced cooperation with the French Development Agency (AFD) needs to be further explored. While some of the above sustainability strategies are promising they are not yet adequately ensuring a continuation of the outcomes and results in the two countries. A high-level sustainability workshop in each country could be beneficial for that.

The BW programmes have facilitated some degree of stakeholder *ownership* of programme approaches among selected ministries and employers' organisations. More sustained engagement is required, though, to possibly arrive at genuine ownership, including budget allotments. Some promising more concrete results were achieved, for example in Madagascar both the MIC and one employers' organisation have shown an interest to disseminate training courses, and in Sri Lanka the Ministry of Labour (MoLFE) made OSH a priority in their plans. This Ministry and an employers' organisation have developed public trainings on promoting OSH

committees for which BW has trained their representatives which creates revenue through which these trainings can be sustained and possibly expanded. The OSH Industry Advisor programme in Sri Lanka has been upskilling internal staff from constituents and supply-chain enterprises to promote OSH bipartite committees, whereas in a traditional BW programme such activities are directly carried out by external Enterprise Advisors of BW. For both countries ownership among the Trade Unions has much less developed. On the whole, it was found that ownership of the programmes' mission for sustained compliance has been enhanced by the programmes as knowledge and awareness were promoted by the activities conducted.

Compared to the traditional BW approach, the new approach focuses squarely on the constituents and their capacity building and engagement, and as a result ownership is the central issue in this approach. Therefore, the new approach could well be a better way to build Ownership than the traditional approach although in Madagascar and Sri Lanka much more sustained capacity building and engagement are required to arrive at genuine ownership. Comparing the two countries, it seems that Madagascar would be more in need of a more full-fledged BW approach than Sri Lanka in view of the lower capacities among the Malagasy constituents and the generally lower income-status of the country resulting in much less resources being available.

Comparing the new BW model with the traditional Better Work approach, it needs to be pointed out that the funding available at the outset was not sufficient for a full-fledged BW programme with many full-time enterprise advisors (up to 30 or so in certain countries). The benefit of a full-fledged BW is that the Team will be able to convince factories and brands to contribute directly to the funding by way of fees for services rendered. However, the present pilot or innovative programmes (BW-Light) have nevertheless resulted in important achievements, and initial impact and sustainability. At the same time, it was also found that the programmes are not yet sustainable in the sense that they will be taken over by constituents once the funding ends. A more long-term intervention is required to build their capacity and generate the required commitment. The current programmes can certainly continue to operate in the new format if additional donor funding can be acquired. This applies to Madagascar with a relatively modest garment sector, but also to Sri Lanka. Various stakeholders have underlined during the interviews that continuity is essential.

Except for Gender Equality, which has been mainstreamed in this evaluation report following the UN-SWAP approach (cf. Section 2.2), the other *ILO Cross-cutting Priorities* are as follows. Disability inclusion and Environmental Sustainability did not receive specific attention by the two BW programmes. The normative context and the impact of International Labour Standards (ILS) have played an important role since compliance is one of the key issues in BW. In addition, OSH has been an important part especially in Sri Lanka stimulating the process of the ratification of the new Fundamental Conventions on OSH (C.155 and C.187). Social dialogue and constituent capacity development have been crucial in both BW programmes as was demonstrated in the course of the present report.

Recommendations

The recommendations formulated on the basis of the findings of the present final independent evaluation are as follows:

- 1. Maintain close contacts with the EU Delegations in Madagascar and Sri Lanka in a possible formulation and planning for a second phase.** An important element in this phase will be the adherence to the new EU Corporate Sustainability Due Diligence Directive (CSDDD) which was agreed by the European Council last week and is expected to be endorsed by the European Parliament in April 2024. In the meantime, discuss with BW Global the possibility of **a bridging fund** from July 2024 to keep the momentum of the present BW

Programmes in the two countries going until a new phase starts; this will only be possible if there are solid indications that continued funding after the bridging period will indeed materialize.

2. ***Put the BW programme further on the map with an EU-funded high-level Sustainability Workshop in each country*** presenting the accomplishments as well as discussing the directions for the future with the tripartite constituents and the key development partners and donors. Involve high-level staff from these organisations in order to jointly explore the potential interest in and funding of the BW innovative approach (this should, among others, explicitly include the MTEFP, FMFP, AFD and CNIM in Madagascar and SDC, Japan and Canada in Sri Lanka). This would also be crucial for enhanced consultations for a follow-up phase. In order to sustain the interest and to enhance resource mobilisation, a schedule for regular follow-up meetings focusing on due diligence can also be discussed at this Workshop, for example continuing the breakfast meetings organised by BW Madagascar in 2022 on the garment sector.
3. ***Explore the possibility of including other sectors than garments in the BW Programmes or to enhance their inclusion in other projects*** as many stakeholders in Madagascar and Sri Lanka suggested. Examples are raffia and agri-business in Madagascar and the construction and plantation sectors in Sri Lanka. This can be further explored with BW Global.
4. ***Expanding into climate action related interventions such as just transition and green jobs.***
5. ***Expanding outreach efforts to engage a broader spectrum of stakeholders, particularly small and medium-sized enterprises (SMEs) and marginalized workers,*** to ensure inclusivity and maximize impact.
6. ***Deepening collaboration with trade unions, civil society organizations and other non-state actors to leverage their expertise and resources in advancing labour rights and social justice objectives.*** In particular, enhance the engagement with trade unions by paying further attention to workers – management relations, collective bargaining and Freedom of Association (FoA).
7. ***Maintain the attention for Gender equality including the dedicated activities in the area of women empowerment, in particular the Gender Equality and Returns (GEAR) programme jointly with IFC.***
8. ***Strengthen monitoring and evaluation mechanisms to systematically measure the programme's impact on various stakeholders and inform evidence-based decision-making for continuous improvement.*** For this it will be required to develop a complete Project Document (PRODOC) including a full Logical Framework against which progress can be measured.
9. ***Focus first on getting a second phase of the innovative (BW-Light) approach funded in Madagascar and Sri Lanka in order to really test this approach, before trying to replicate it in other countries.*** Towards the end of such a second phase BW is advised to conduct a separate investigative exercise to make a comprehensive comparison of the two models (innovative and Traditional BW).

Lessons Learned and Good Practices

From the experience gained by evaluating the present project two Lessons Learned (LL) and two Good Practices (GP) have been identified in this report as follows:

- ***LL1 – The Better Work programmes replicated and adapted successful initiatives from other Better Work country programmes, such as the Gender Equality and Returns (GEAR), an initiative designed by IFC and focused on women's empowerment and career***

opportunities and this programme has already shown concrete results for the beneficiaries such as promotion and salary increase.

- **LL2** – *Training on decent work conditions, social compliance and social dialogue has enhanced the interest of constituents to such a degree that several employers' and workers' organisations are now providing such training to their members/staff.*
- **GP1** – *In both Madagascar and in Sri Lanka the capacity building and engagement of Bipartite Committees was a Good Practice enhancing decent work conditions, collective bargaining and productivity.*
- **GP2** - *Adaptability and flexibility of the Project Team, of the ILO Country Offices and experts, of BW Global, as well as of the donor is critical.*

The details are discussed in Chapter 5 of the present report, while the ILO/EVAL *Templates* with the full description of these LL and GP are provided in Annex 10.

1 Introduction

1.1 Background

The present report provides the findings of the Final Independent Clustered Evaluation of the project entitled “**Phase I of EU-funded Better Work Programmes in Sri Lanka and Madagascar**”, and it is based on the Terms of Reference for this evaluation (see Annex 1). This cluster of programmes is part of a larger EU-funded Better Work Programme entitled “**Enhancing Decent Work, Transparency and Traceability for sustainable garment value chains (2019-2024)**” with a budget of EUR 14,925,000. This overall total is funded by the EU to a maximum of EUR 12,675,000 and it is co-financed by Better Work-ILO for EUR 2,250,000. This broader programme encompasses several components and countries (see Table 1). Table 1 further indicates that the original allocations to Madagascar and Sri Lanka were Euro 1,070,000 and 671,420 respectively, but that later re-allocations were made from the unused funds in the BW Bangladesh and Viet Nam projects. Therefore, the present evaluation covers a total budget of EUR 1,934,204.

Table 1: The Original Budget Allocations in the broader EU-BW Programme, the re-allocations for Madagascar & Sri Lanka, and the total budget for this Evaluation.

Original Allocations *)	Original amount in EURO *)	Conversion in US\$ **)	Re-allocations in US\$ **)	Budgets for the present Evaluation (US\$)
BW Global (Bangkok/ Geneva)	6,992,966			---
BW Bangladesh and BW Viet Nam	5,120,614 ***)		345,914	---
BW Pakistan	1,070,000			---
BW Sri Lanka	671,420	682,365	+ 148,195	830,560
BW Madagascar	1,070,000	1,064,811	+ 197,719	1,262,530
TOTAL	14,925,000			2,093,090

*) Source: PRODOC, November 2019, as integral part of the ‘Contribution Agreement’ between the EC and ILO.

**) Source: Information from BW Global Geneva (March 2024). Since the amounts received from the EU were transferred in different tranches, the exchange rates applied varied substantially, and, therefore, the totals used in EURO and in US\$ may deviate.

***) Of which, for BW Bangladesh 2,483,254, and for BW Viet Nam 2,637,360.

The Better Work programme was established as a partnership between the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group. Better Work unites governments, global brands, factory owners, unions and workers to improve working conditions in the global apparel and footwear industry and make the sector more competitive. Better Work currently operates in 13 countries (see further the Better Work website).¹

The present Independent Final Cluster Evaluation complies with the ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 4th

¹ <https://betterwork.org/programme/>

ed.² The evaluation is further aligned with the United Nations Evaluation Group (UNEG)'s Evaluation Norms and Standards.³ Lastly, the evaluation also adheres to the United Nations system of evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.⁴

EU contribution to Better Work

The European Union (EU) via the European Commission (DG for International Partnerships – INTPA) has been partnering with the Better Work programme since December 2019. The EU contribution and the ILO co-financing supported the programme's *ongoing* interventions in Bangladesh, Vietnam and at the Global level, and it enabled Better Work to *expand* its geographical scope to Pakistan, Sri Lanka, and Madagascar. While the overall EU-supported programme ended in June 2023, the EU agreed to extend support to country programme operations in Sri Lanka and Madagascar until June 2024.

The EU-funded activities in Global, Bangladesh and Vietnam have been part of the final evaluation of Better Work's Phase IV 2017-2022 strategy, but the interventions in Sri Lanka and Madagascar were not part of that. The **recommendations** of this "*BW Phase IV Final Independent Cluster Evaluation 2017-2022*" (December 2022) are as follows:

- i. Reallocate (some of the) resources from implementation of factory-level services to capacity building of constituents and stakeholders with the aim of enabling them to take over these activities.
- ii. Enhance the alignment and coordination between Better Work and the ILO as a whole.
- iii. Increase attention to sustainability of the programme, within its design, both in terms of its current results and in terms of continuation of its activities.
- iv. Continue enhancing the engagement of buyers in the BW programme, especially in terms of their capacity building and assessment of working conditions in factories outside the scope of BW.
- v. Assess the opportunities provided by recent technological development and invest in updating BW technological resources and technological skills of staff.
- vi. Explore the further integration of cross-cutting concerns in the design, implementation and monitoring of BW.

It has been investigated in this report in how far these recommendations also apply to the BW programmes in Madagascar and Sri Lanka.

These two programmes follow a slightly different approach than the traditional Better Work programmes which are based on intensive factory-level engagement. In Madagascar and Sri Lanka, Better Work has focused on engaging industry stakeholders and national partners to drive change, with targeted training on thematic topics for pilot factory workers and managers. This approach is a new, flexible and innovative type of Better Work programmes focusing on strategic thematic areas such as OSH, IR and gender as impact drivers. This evaluation tried to assess the exact nature and the appropriateness of this model to inform the development of future similar programmes in other countries and other sectors.

Better Work Madagascar

The Better Work Madagascar pilot programme started its activities in late 2021 with the goal of creating decent work conditions and enhancing the competitiveness of the Malagasy garment industry. Adopting an innovative, flexible, and scalable model, Better Work has demonstrated its relevance in supporting Madagascar on the path to resilience, sustainable

² https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

³ <http://www.uneval.org/document/guidance-documents>

⁴ <https://www.oecd.org/development/evaluation/dcdndep/36596604.pdf>

industrialisation, and competitiveness. To date, Better Work has been working with around 32 of the roughly 100 ready-made garment (RMG) factories located in the country's free zone areas, providing targeted services to workers and managers to enable decent work environments in more productive factories. This concerned in particular training for workers and management, but *no factory assessments* (as is usually a substantial part of full-fledged BW programmes).

The programme also collaborated with workers' and employers' organisations to promote social dialogue and maintain good worker and employer relationships. The BW team has trained hundreds of workers and their employers on topics spanning workplace communication, rights and duties of workers, violence and harassment at the workplace and the prevention of sexual harassment on the factory floor, as well as leadership and supervisory skills, through an intensive training of trainers' approach. Better Work Madagascar also replicated and adapted successful initiatives from other Better Work country programmes, such as the Gender Equality and Returns (GEAR), an initiative designed by IFC and focused on women's empowerment and career opportunities.

At the institutional level, Better Work works with constituents on topics related to sustainable industrialisation and due diligence to create an enabling environment for a just and sustainable garment sector and beyond (see further the [Better Work Madagascar webpage](#)).

Better Work Sri Lanka

Better Work, together with the ILO Sri Lanka country office, is conducting an intervention in Sri Lanka in close collaboration with national constituents and other relevant actors in the garment industry. Launched in February 2022, Better Work Sri Lanka aims to improve the working conditions and competitiveness of Sri Lanka's garment and footwear industry. The garment industry is uniquely positioned as a reliable employment and revenue driver in the current economic climate.

The activities undertaken by Better Work Sri Lanka are designed to contribute to five strategic themes (cf. the BW Annual Donor Report 2022: 131-133):

- i. Occupational Safety and Health (OSH)
- ii. Gender, Inclusion and Diversity
- iii. Micro, Small and Medium Enterprises (MSME)
- iv. Supply Chain Due Diligence
- v. Social and Labour Convergence Programme (SLCP).

As part of these efforts, the introduction and improvement of bipartite OSH committees across Sri Lanka (based on the National Guidelines on OSH bipartite committees developed by Better Work Sri Lanka for the Department of Labour) is a notable initiative. Additionally, there will be an expansion of the National OSH Industry Advisors program, aimed at fostering social dialogue and enhancing OSH management systems through the promotion of OSH bipartite committees. The activities for this phase will be implemented until June 2024. It is important to clarify that Better Work is not offering its traditional factory engagement package in Sri Lanka.

Similar to Madagascar, Better Work Sri Lanka also adapted successful initiatives from other Better Work country programmes, such as GEAR, for implementation. GEAR in Sri Lanka included a new element, including a focus on Women in Management, and the ToT for GEAR which is also an innovation from BWSL.

In addition, the following areas were identified by the BW programme as requiring special attention given a rising importance in the country.

- Entrepreneurial mindset and skills development for factory workers and their families,, and
- Environmental sustainability
- Skills development and employability support for those with disabilities.

Better Work also supports the national tripartite constituents representing the government, employers' and workers' organizations in Sri Lanka to promote international labour standards, more effective partnerships, and sound industrial relations (see further the [Better Work Sri Lanka webpage](#)).

1.2 Purpose and Scope of the Final Independent Evaluation

Objective and Purpose of the Evaluation

The *objective* of this assignment is to evaluate the Better Work programmes in Sri Lanka and Madagascar funded by the European Commission and co-financed by ILO. In accordance with the ILO evaluation policy, this evaluation shall be conducted as an independent final evaluation, clustering two countries.

The main *purpose* of this evaluation is to assess the progress of Better Work's interventions in Madagascar and Sri Lanka and to identify good practices and lessons learned that could contribute to the learning and knowledge development of the programme and its stakeholders. A secondary purpose of the evaluation is that it may inform resource mobilization for and the design of future Better Work interventions in those two countries. This evaluation is also of broader interest within Better Work. The intervention models in Sri Lanka and Madagascar differ somewhat from the BW programmes in other countries where Better Work focuses more on factory engagement including assessments. The effectiveness of such a model and approach, as implemented in Madagascar and Sri Lanka, is understood to be particularly important for Better Work Global. Without having conducted an in-depth study of the other BW programmes, this evaluation is expected only to arrive at very tentative conclusions about the potential *relative effectiveness* of this innovative or experimental model in comparison to the traditional Better Work approach, in terms of driving positive change in the garment industries and beyond.

Scope of the Evaluation

The evaluation covered the following project periods (including the no-cost extension from June 2023 to June 2024):

- Madagascar – September 2021 to June 2024.
- Sri Lanka – February 2022 to June 2024.

The geographical scope includes the project locations in Madagascar and Sri Lanka.

Intended Users/Clients

The European Commission, the Better Work programme, and ILO management at the country, regional and HQ levels, are the primary users of the evaluation, as are the ILO constituents in the two project countries and other partners of the project, including other potential development partners (donors). Evaluation findings are expected to inform resource

mobilization efforts, planning and implementation of the next phase of the programme in both countries.

1.3 Contents of the Report

The present Evaluation Report provides in the next section an overview of the Conceptual Framework based on five Evaluation Criteria; it also presents the methodology, deliverables, management arrangements and work plan. In Chapter 3 the findings will be presented for each of the evaluation criteria identified. The Conclusions and Recommendations will be presented in Chapter 4, while the final Chapter (5) will discuss the Lessons Learned and the Good Practices identified.

2 Methodology of the Evaluation

2.1 Conceptual Framework

Evaluation Criteria and Objectives

The two country programmes have been assessed against an evaluation framework consisting of **five evaluation criteria**, plus the core **ILO cross-cutting priorities**:

- A. Relevance and strategic fit (coherence) of interventions,
- B. Validity of intervention design,
- C. Intervention progress and effectiveness,
- D. Efficiency,
- E. Impact orientation and sustainability, and
- F. ILO Cross-cutting priorities.

The **primary question** for this evaluation according to the ToR (Annex 1: 4) is as follows:

How did Better Work's interventions contribute to the **objective** of the overall EU-funded BW Global programme entitled "*Enhancing Decent Work, Transparency and Traceability for Sustainable garment value chains and beyond*" in Madagascar and Sri Lanka?

According to the PRODOC (November 2019: 16) this **overall objective** is to improve working conditions and achieve more sustainable production patterns in the global garment value chain. However, this objective consists of two components with corresponding two **specific objectives**, and for the present evaluation only the first one is relevant, since the PRODOC specified:

Specific objective 1: Compliance with international labour and environmental standards from all actors in the garment value chains is improved. The first component aims to improve working conditions and respect of labour rights for workers, in particular women workers, boost the competitiveness of apparel businesses, and enhance compliance to fundamental international labour and environmental standards. **This pillar is implemented by Better Work**, a partnership between the ILO and the International Finance Corporation (IFC).

Specific objective 2: Understanding of and capacity by private sector actors to enhance transparency and traceability along the value chain is enhanced, as part of improving the due diligence process. The second component aims to support enhanced transparency and traceability in garment value chains as part of improving the due diligence process through, in particular, the development of an IT track and trace platform. **This pillar will be implemented by the International Trade Centre and the United Nations Economic Commission for Europe.**

This particular PRODOC (November 2019) focuses further exclusively on Specific objective 1 as the ILO is not involved in implementing the second pillar.

The relevant objectives and outputs of this **Global PRODOC** are listed in Annex 3. This annex also includes the **LogFrame of BW Madagascar**, as well as **the five Strategic Themes of BW Sri Lanka** (with their respective Outputs - 10 in total). These frameworks are discussed in detail in Chapter 3 and have been used as the *benchmarks* throughout this evaluation. Since there is no full-fledged LogFrame for BW Sri Lanka, a form of process tracing has also been used, and the information was collected, and findings organized along these 'clusters' of intervention (i.e., the strategic themes) in the 'Effectiveness' section (Section 3.3).

The core ILO Cross-Cutting issues, such as gender equality and non-discrimination, promotion of international labour standards (ILS), environmental sustainability, tripartite and social dialogue issues, and constituent capacity development were considered in this evaluation. While most of these issues are included in the last Evaluation Criteria (F), the **gender dimension** has been mainstreamed as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation including in most of the Evaluation Criteria, in each phase of the methodology as well as in the conclusions and recommendations; this is conform the recommendations of the UN System-Wide Action Plan (SWAP) on Gender Equality and Women Empowerment as laid down in ILO's Supplementary Guidance Note.⁵ To the extent possible, data collection and analysis was disaggregated by sex as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes. This is further explained in Section 2.2 on Methodology.

For each of the above-listed six Evaluation Criteria, a series of **Evaluation Questions** (in total **32** questions) were identified in the Inception Report (dated 15 February 2024) as follows:

A. Relevance and Strategic Fit (Coherence) of Interventions

- 1) To what extent is the programme consistent and relevant to the needs of the garment and other relevant sectors in Sri Lanka and Madagascar?
- 2) How does the programme fit into/reflect the global trade environment, i.e., trade agreements and Human Rights and Environment Due Diligence (HREDD) legislation?
- 3) To what extent are the programme strategies and approaches pertinent to the national stakeholders' requirements and policies of partners and donors?
- 4) How have perceived needs and areas of interest among key stakeholders (governments, employers, trade unions, buyers, donors) changed since the beginning of the programme? To what extent did the projects adapt to such changes, other changes in circumstances, including country and industry changes and other forms of ongoing learning?
- 5) How well does the programme complement and fit with other ongoing ILO programmes and projects in the country?
- 6) What links have been established (so far) with other activities of the UN and international development organisations at the country or local levels?

B. Validity of Intervention Design

- 7) Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets? How achievable are the outcomes?
- 8) How appropriate (sufficient and realistic) was the intervention strategy for achieving the stated goals? How well did BW adjust its traditional intervention logic to its new approach in these two countries?
- 9) Were risks properly defined and assessed during the design of the projects, and have the risk register been regularly updated during the project period?
- 10) Did the project design adequately consider gender dimensions, e.g., in the problem analysis, in planned interventions and in the results framework to monitor progress in this regard?
- 11) Did the project design include an integrated and appropriate strategy for sustainability?

C. Intervention Progress and Effectiveness

- 12) To what extent have the intended project results been achieved?
- 13) Have the quantity and quality of the outputs produced been satisfactory?
- 14) What are the lessons learnt in the implementation of the programme? What expected and unexpected obstacles were encountered in programme implementation?
- 15) Have new intervening factors/actors (e.g., other ILO or donor programmes) emerged since the inception of the programme which may have impaired or enhanced programme performance? What are the ways to maximize synergies and improve collaboration with these actors?
- 16) How effectively were gender and non-discrimination mainstreamed in the implementation of programme strategies and interventions in practice (i.e., to what extent has the programme

⁵ Supplementary Guidance Note: Integrating gender equality in ILO monitoring and evaluation, as well as the ILO EVAL presentation by Amanda Mack (December 2023): Integrating Gender Equality in ILO Monitoring and Evaluation (see for details Annex 11).

explicitly carried and implemented a gender-transformative approach)? Did the project teams have adequate gender equality and social inclusion expertise and/or adequate technical backstopping from gender specialists? Did unintended effects of interventions on gender equality occur, and in how far did they reinforce stereotypes or exacerbate existing gender disparities?

- 17) Was the programme effective in identifying and addressing inequality in terms of rights, responsibilities, and opportunities between women and men?
- 18) Does the programme receive adequate administrative, technical and – if needed – political support from Better Work Global and the collaborating ILO technical units based in HQ and the regional offices?
- 19) Are the programme management and governance arrangements adequate to deliver results?
- 20) How appropriate and effective are the current institutional arrangement with the partners and tripartite constituents?
- 21) How well have the programmes been able to collaborate with or engage directly and strategically with IFC and/or with donors and to what effect? What other opportunities exist for stronger country-level engagement with IFC and/or donor partners for enhanced effectiveness?

D. Efficiency

- 22) Are resources allocated and used strategically to achieve programme results?
- 23) Are resources allocated strategically to achieve gender equality-related objectives?
- 24) Were activities completed on-time according to plans? If not, what were the factors that hindered timely delivery and what measures were taken to address them?
- 25) To what extent are the programme activities cost-effective? What level of the programme activities (individual, institutional, systemic) provided the most cost-effective benefits?
- 26) Is the funding and timeframe sufficient to achieve the intended results?

E. Impact Orientation and Sustainability

- 27) To what extent are programme outcomes likely to lead to sustainable changes in the lives of final beneficiaries, including as regards enhanced gender equality?
- 28) Does the sustainability strategy appear adequate to support sustainable results? Are resources allocated to implement the sustainability strategy sufficient to achieve the desired effect?
- 29) To what extent does the programme facilitate stakeholder ownership of programme approaches, including the programme's mission for sustained compliance in the sector?
- 30) What additional measures could be built into the programmes for enhanced sustainability?
- 31) What are the insights acquired into the relative effectiveness of this model in comparison to the traditional Better Work approach, in terms of driving positive change in the garment industries and beyond?

F. ILO Cross-cutting Priorities

- 32) To what extent have other cross-cutting themes been addressed in the design and in the implementation of the BW programmes in the two countries, including promotion of ILS, environmental sustainability, tripartite and social dialogue issues, and constituent capacity development?

Data Collection Worksheet

The ILO Template for the *Data Collection Worksheet* describes the way that the chosen data collection methods, data sources, sampling and indicators support the evaluation questions identified above. In the Inception Report (15 February 2024) it has been discussed in detail, and the Data Collection Worksheet itself is included here in Annex 2. This annex has in particular also been used as *the interview guide*.

2.2 Methodology, Key Deliverables and Work Plan

Methodology

The evaluation has adopted multiple methods with analysis of both quantitative and qualitative data to capture the project contributions to the achievements of expected and

unexpected outputs and outcomes. The collected data were triangulated to ensure validity and rigour of the evaluation findings. The evaluation methodology included the following activities:

Inception phase

- A desk review analysed project documentation including the Contribution Agreement between the EU and ILO of November 2019, the project document (PRODOC), the Concept Notes and Log Frames, the Annual Donor Reports, the project websites, the Phase IV Better Work Evaluation report and other relevant documents (see Annex 11). The international evaluator has further conducted several briefings with the evaluation manager and backstopping officer as well as with the two project teams to plan the data collection and understand project expectations. The two national consultants participated in several of these meetings.
- The writing of the Inception report was also part of this phase and it was approved by the Evaluation Manager on 15 February 2024. It included the Data Collection Matrix, as well as a workplan aligned with the time schedule included in the ToR.
- The Gender Dimension has been included in the present evaluation following the three criteria of **UN System-Wide Action Plan** on Gender Equality and Empowerment of Women (UN-SWAP):
 - the integration of gender into the evaluation analysis, criteria and questions;
 - the use of gender-responsive methodology, methods, tools, and data analysis techniques; and
 - the reflection of gender in the evaluation findings, conclusions and recommendations.

These three criteria have been included throughout the document and were investigated as far as possible within the time limitations of the present evaluation (e.g., there are no less than 13 sub-criteria in the UN-SWAP Scores; cf. UNEG 2018).

- The Data Collection Matrix in Annex 2 was specifically used as the interview guide containing the interview questionnaire (see further below).
- Lastly, the evaluation was conducted taking into account the anonymity and/or confidentiality of the information shared.

Data collection phase

- The evaluation data collection combined a mix of remote (lead consultant) and in-person (national consultants) data collection methods. **Interviews** were conducted with the Key Stakeholders of the project, including the ILO tripartite constituents, the EU (Brussels and two EU Delegations), the Better Work teams at global, regional and national levels, the IFC (Geneva and two Country Offices), the ILO management at country, regional, and headquarters levels, and the implementing partners.
- The **list of Key Stakeholders** interviewed was developed by the two project teams and the evaluation manager with inputs from the evaluators. This final list of stakeholders interviewed is provided in Annex 4 and contains **61** stakeholders.
- The **criteria** for selecting these particular stakeholders for interviews were based on purposive sampling based on *their level of involvement and engagement* in the preparation and implementation of the programmes, while also taking into account the gender aspect. Overall, 24 (39.3%) of 61 stakeholders are female (cf. Annex 4).
- In Annex 4 (last column) it is indicated whether the **interview** was undertaken by the International Evaluator (IE), and/or by the National Evaluator (NE).

- The lead consultant has also interviewed the appropriate staff at **the global level** of Better Work, ILO, EU and IFC responsible for programme implementation and oversight (cf. Annex 4).
- The total number of 61 stakeholders interviewed is quite a large number considering the time frame given by the ToR (see below); certain interviews were therefore held as group interviews especially when the individuals are working for the same institution.
- Two sets of **Interview Guides** were developed in the Inception Report (15 February 2024): (A) Interview Guide for Project Teams, ILO Country Offices, ILO DWT-experts, ILO HQ-experts involved (incl. BW staff), and Donor; these stakeholders were interviewed by the International Evaluator, with, in selected cases, the participation of one of the two national evaluators; and (B) Interview Guide for Tripartite Constituents and Implementing partners; these stakeholders were interviewed by the National Evaluators. The questions to be asked and the issues to be discussed are listed in the above-mentioned Inception Report.
- Direct **observations** during the site visits by the national consultants were another important source of information and data.
- This evaluation also explored the elements of **gender, equity, and human rights assessment**, for example, utilizing a participatory approach, disaggregating all data collected according to gender and other relevant categories, reflecting on who attended meetings/interviews/FGDs and who did not and why, and triangulating voices of different social groups.
- After the data collection phase was completed, the initial, preliminary findings were presented by the international evaluator to all key stakeholders for validation in a **virtual stakeholders' workshop** on Tuesday 19 March 2024. One of the workshop's main purposes was also to provide feedback to be included in the evaluation report. The workshop was organised jointly by the Evaluation Team, the Evaluation Manager and the BW country project teams, and it was well-attended (see Annex 6).

Data Analysis and Report writing phase

- This phase included the data analysis and the triangulation of data where possible, as well as the developing of the Draft and Final Evaluation Reports.
- The lead evaluator drafted the evaluation report based on the data collection by the evaluation team and the inputs gathered from the workshop. The Evaluation Manager reviewed the report and distributed it to key stakeholders for their comments, which were reviewed and considered by the evaluator while finalising the evaluation report and preparing the stand-alone evaluation summary.

Deliverables

The evaluators provided the following four deliverables:

Deliverable 1: Inception report.

The Inception Report (15 February 2024) was prepared as per the ILO Checklist 4.8: Writing the inception report,⁶ and it includes a Work Plan.

Deliverable 2: Stakeholder workshop.

At the end of the data collection phase an online stakeholders' workshop was held on 19 March 2024 whereby the international evaluator presented a PowerPoint Presentation with the

⁶ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746817.pdf

preliminary findings. The purpose was to have a general discussion on these findings, and to complete data gaps with key stakeholders which served as *inputs* into the draft report developed subsequently.

Deliverable 3: First draft evaluation report.

The draft evaluation report was prepared in accordance with the ILO Checklist 4.2: Preparing the Evaluation Report and it includes Recommendations, as well as Lessons Learned and Good Practices in the standard annex templates as per ILO EVAL guidelines. The Evaluation Manager circulated the draft report with Better Work, ILO and a group of stakeholders for comments and feedback, consolidated the comments and shared it with the lead evaluator.

Deliverable 4: Final evaluation report with a stand-alone evaluation summary.

The evaluators reviewed and incorporated, where relevant, the comments received from ILO and other key stakeholders into the final report. The report was finalized as per the ILO Checklist 4.2: Preparing the Evaluation Report, while the quality of the report and of the stand-alone evaluation summary (in ILO Template) were assessed against the ILO Checklist 4.9.⁷ EVAL in Geneva will provide the final approval of the report.

Roles and Management Arrangements

The evaluation was conducted by an international lead consultant (home-based), with support from two national consultants based in Madagascar and Sri Lanka. Following the ILO's evaluation policy and process, the consultant team coordinated the evaluation activities in the two countries liaising with national staff. The roles and responsibilities of the international evaluator are described in the ToR (Annex 1), while those of the two national evaluators are described in a separate ToR. The international consultant took the lead in designing the evaluation, coordinating activities and writing up the final evaluation report with support from national consultants. The Better Work country programmes and relevant members of the Better Work Global team provided inputs throughout.

The lead consultant reported to the designated Evaluation Manager and discussed any technical and methodological matters with the Evaluation Manager. In their daily work, the consultant liaised with Better Work teams in Madagascar and Sri Lanka as well as the Better Work Global team based in Geneva, Bangkok and Vietnam. As it is a **participatory** evaluation, the key stakeholders were consulted throughout the evaluation process.

Work Plan

The present final evaluation was carried out between January and April 2024. The Work Plan is provided in Annex 5, which also provides the breakdown of the number of working days for the International Evaluator and for the National Evaluators by tasks and phases.

Legal and Ethical Matters and Confidentiality Statement

The evaluation complied with UN Norms and Standards. The evaluators abided by the EVAL's Code of Conduct for carrying out the evaluations. Evaluators have personal and professional integrity and abided by the UNEG Ethical Guidelines for evaluation and the Code of Conduct for Evaluation in the UN system to ensure that the rights of individuals involved in an evaluation are respected. Evaluators acted with cultural sensitivity and paid particular

⁷ http://www.ilo.ch/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

attention to protocols, codes and recommendations that were relevant to their interactions with women. The respondents informed stakeholders about the purpose, confidentiality, interview time, and all relevant details before the interview, and they are provided a right to refuse and consent was obtained verbally or virtually. Evaluators signed the respective ILO Code of Conduct to show that they have read and understood the UNEG Code of Conduct for Evaluation in the UN System process.

Confidentiality Statement

All data and information received for the purpose of this assignment were treated confidentially and were only used in connection with the execution of these Terms of Reference. All intellectual property rights arising from the execution of these Terms of Reference are assigned to IFC and ILO. The contents of written materials obtained and used in this assignment have not been disclosed to any third parties without the express advance written authorization of the IFC and ILO.

Limitations

The Evaluation assignment is clearly laid out in the ToR (Annex 1) and the list of stakeholders interviewed as is included in Annex 4 is comprehensive and is considered to be representative of the main stakeholders. As indicated in the above, the number of stakeholders is with 61 quite large, and efforts were made to prioritize stakeholders and to limit the number of persons per organisation to one (in case two or more individuals are not available at the same time). In combination with the fact that it concerns two different programmes in two different countries, and that the number of Evaluation Questions is relatively large (32), excluding sub-questions (as detailed in Section 2.1 above), the timeframe for the present evaluation is considered somewhat tight.

3 Overall Findings

For the Final Independent Clustered Evaluation of the programme entitled “Phase I of EU-funded Better Work Programmes in Sri Lanka and Madagascar”, **six Evaluation Criteria** have been identified in the previous chapter which are discussed in depth in the present chapter (Sections 3.1 – 3.6). These criteria have been analysed with the help of the **32 Evaluation Questions** (listed in Section 2.1 above).

3.1 Relevance and Strategic Fit (Coherence) of Interventions

Relevance of the BW programme to the needs of the garment and other relevant sectors

The Evaluation found that the two BW Programmes in Madagascar and Sri Lanka were highly relevant to the needs of the garment sectors in the two countries. The stakeholders interviewed all underlined the Relevance of the programmes. In particular, most stakeholders agreed that skills development in social compliance is positively linked to improvement in the workers’ social conditions and in the competitiveness of the industries; however, some *enterprises* still see this type of skills development mainly as an additional cost.

The relevance also extends to a certain degree to other sectors than the garment sector. For example, several stakeholders indicated that elements of the programme, such as training, would be very useful for other sectors as well in Madagascar, like raffia, agri-business and/or agriculture with the necessary modifications. In both countries, certain training activities have already been modified to be used in the tea plantation sector in Sri Lanka, and in the raffia goods’ supply chain for Madagascar.

The way the BW programmes reflects the global trade environment

The BW programmes clearly reflect the global trade environment, in particular trade agreements and Human Rights and Environment Due Diligence (HREDD) legislation. The EU became interested in supporting the Garment Sector and the Value Chain approach in the aftermath of the Rana Plaza disaster in Bangladesh in 2013. When the ILO evaluated the **Better Work Phase III (2012-2017)**, the EU was inspired by the report of this evaluation (January 2018), and decided to fund BW Global as well as to scale-up BW by expanding to new countries (Madagascar, Sri Lanka and Pakistan).

ILO was at first hesitant to open these new country programmes. Better Work has a standardized process to first conduct a feasibility study and in-depth consultations with industry stakeholders. This includes an analysis of 10 criteria, such as commitment and preferably an official request from constituents, the economic potential of the target sector, a conducive environment, potentially sustainable financing of the programme, support from brands, etc. (see for a complete list of the feasibility criteria Annex 7). This process is meant to inform the design of a potential new country programme. Expansion to a new country then has to be signed off by the Better Work governance structure. In the case of Madagascar and Sri Lanka, no in-depth feasibility study and consultations were conducted, and it was evident at the start that several of the above 10 criteria were clearly not met, for example, the Madagascar garment sector is quite small compared with other BW countries and in Sri Lanka the social and political stability was an issue. In addition, within BW the process of feasibility

study and design can take some time, even several years, and could include several (up to 5) extensive feasibility missions and sometimes changes of laws are made conditional (e.g., the Trade Union Law was changed in Egypt). However, in Madagascar there was just one relatively short feasibility mission and in Sri Lanka there was none.

Therefore, the negotiations between EU and ILO/IFC resulted in the decision to design innovative approaches in both countries as pilots. They could not be full-fledged BW programmes because there was not enough funding, for example for employing the usual number of enterprise advisors (e.g., about 30 in Bangladesh). The EU was supporting BW with the expectation that other donors would follow their example.

The EU then was impressed by the flexibility of BW in subsequently presenting a smart, innovative version (BW-Light as the EU called it) for Madagascar and Sri Lanka. This was to be initiated by cooperation with the tripartite constituents, which was considered to be key in resulting in more sustainable outcomes. This innovative design was 'light' compared to BW-Traditional which has a substantial number of enterprise advisors (sometimes even up to 30) on its payroll and spends most time and efforts on factory engagement and factory assessments (kind of audits, etc.); in the present two countries there are only 1 or 2 enterprise advisors. It is not light in terms of activities undertaken, nor in terms of the burden of the staff involved, but it involves usually a small (or 'light') staff presence. The approach was thus more Constituents- focussed, than Factories-led (the traditional BW approach). The Contribution Agreement between the EC-Brussels and ILO was then signed in November 2019.

This was all closely in line with the **recommendations** made by the "*BW Phase IV Final Independent Cluster Evaluation 2017-2022*" (December 2022) in particular to:

- Reallocate (some of the) resources from implementation of factory-level services to capacity building of constituents and stakeholders with the aim of enabling them to take over these activities.
- Increase attention to sustainability of the programme, within its design, both in terms of its current results and in terms of continuation of its activities.

The other recommendations made by that evaluation were also at times relevant for the present evaluation as is indicated below (in italics):

- Enhance the alignment and coordination between Better Work and the ILO as a whole. *As we will see in this report there was clear cooperation with ILO Country Offices and with DWT-Delhi, but less so with departments in ILO Geneva, such as the Multinational Enterprises and Enterprise Engagement Unit (MULTI).*
- Continue enhancing the engagement of buyers in the BW programme, especially in terms of their capacity building and assessment of working conditions in factories outside the scope of BW. *The engagement of buyers was indeed undertaken, albeit on a modest scale, in both Sri Lanka and Madagascar.*
- Assess the opportunities provided by recent technological development and invest in updating BW technological resources and technological skills of staff. *This did not have a priority in the present BW programmes.*
- Explore the further integration of cross-cutting concerns in the design, implementation and monitoring of BW. *This was done partially (see Section 3.6).*

The BW programmes were highly relevant for several key **EU policies and agreements**:

- BW will promote Decent Work and will support the ratification and/or implementation of International Labour Standards (ILS), including ILO Conventions which are explicit EU priorities, incl. the Mandatory Human Rights Due Diligence (MHRDD).
- The trade relations of the two countries with the EU member states were also important, for example, textile in Madagascar is one of the main sectors in the trade balance between EU and Madagascar.
- The BW programmes are aligned to the EU Special Gender Action Plan.
- For Sri Lanka, the GSP+ was at a crossroads in 2018 due to the political situation, and BW provides support to Sri Lanka in meeting its GSP+ obligations. The question for the EU was at that time how much impact it would have if GSP+ would be lost.
- For Madagascar the Economic Partnership Agreement (EPA) with the EU was important, and the fact that it is one of the few countries *in Africa* with a substantial Garment sector.

Alignment to the national stakeholders' requirements and policies of partners

The programme strategies and approaches have responded to the needs and priorities of most of the tripartite stakeholders as was established by BW during several consultations in the early phases (e.g., 2021). This was important, also for the topics that were important for the national stakeholders. As IFC underlined, there was a solid interest in BW from the companies and factories.

In **Madagascar**, BW is closely aligned with each of the three pillars of the "Politique Général de l'État": Human capital development, Industrial and economic transformation, and Governance. In addition, the Textile Sector is one of the top priority sectors for the government (although agriculture is the first). Within Africa Madagascar has one of the largest garment sectors. From the Government side it was more the Ministry of Industry and Trade (MIC) that was involved than the Ministry of Labour, Employment and Public Service (MTEFP), ILO's official tripartite constituent, but the latter was already heavily involved in a lot of other projects with ILO and their capacity is quite limited. Moreover, textile is mostly dealt with by the MIC which for example has a special department for the African Growth and Opportunity Act (AGOA) of the USA which is the biggest export market for textiles. The BW programme is very relevant for the criteria for Eligibility to AGOA. The MIC also leads the Inter-Ministerial Council on AGOA (IMCA) whose mission is to decide on this eligibility.

With respect to the employers' organisation, the Groupement des Entreprises Franches et Partenaires (GEFP), BW is directly aligned to their Charter for the promotion of OSH. BW is also aligned to the mission of the workers' organisation, the Conférence des Travailleurs de Madagascar (CTM), but its members who attended the training have a relatively low capacity to grasp the concepts developed during their training, including social dialogue.

In **Sri Lanka**, the BW programme is aligned to the national policy on OSH (2014). And the Ministry of Labour and Foreign Employment (MoLFE) is implementing this policy through its National Institute of OSH (NIOSH). It is also aligned to the policies of the employers' organisations, the Employers Federation of Ceylon (EFC) and the apex apparel sector body, the Joint Apparel Association Forum (JAAF).

The different trade unions participated in the early consultations but later raised issues. Since some of the trade union leaders had substantial knowledge of other BW programmes (e.g. in Cambodia) they were expecting a focus on factory engagement, but as explained in the above, the approach in Sri Lanka was a pilot approach focusing on the constituents instead.

As a result, some of the trade unions were disappointed that there was no direct access to factories and thus also a more *indirect* focus on Freedom of Association (FoA) which are key issues for the workers' organisations. It led some trade unions to file a joint complaint to ILO-Geneva, which is not unique in that the Sri Lanka trade unions often file complaints (not only about BW) in view of a long-standing unease with government policies especially related to the Export Processing Zones (EPZ); it is a political issue, as well as a genuine concern of the trade unions. However, it all resulted in one trade union not participating in the BW trainings which represents a missed opportunity; nevertheless, several other unions did send their members to the OSH training and they gave positive feedback. Lastly, it also needs to be mentioned that some tension exists *among* the unions in the apparel and textile sector, for example with the female-led unions, among others over the issues of memberships.

BW support has been aligned with the needs of the Brands in Sri Lanka, and they valued BW because in the current country context it is hard to continue business, and the last programme to support the industry was in 2007.

Adaptation to changed priorities among stakeholders

Since the beginning of the BW programmes in the two countries, the perceived needs and areas of interest among key stakeholders did not change much, apart from the issue discussed in the above with the trade unions in Sri Lanka. In Section 3.3 the measures taken by the BW team to enhance the engagement of these unions are discussed in-depth. As we have also seen in the above, BW adapted quickly and flexibly in an earlier stage to the new situation that had arisen following the start of the COVID pandemic (early 2020). In addition, BW adapted flexibly to the rapid increase in the interest for MHRDD and included it in the respective programmes. Lastly, in Madagascar the BW Team was creative in including other sectors in the programme (agro-industry, raffia, etc.) focusing on employers' organisations and Factories.

Coherence with other ongoing ILO programmes and projects in the countries

The programmes also complement and fit with other ongoing ILO programmes and projects in the countries. Overall, BW in the two countries was aligned to ILO policies including the five-years Decent Work Country Programmes (DWCP), especially on issues such as Fundamental principles and Rights at Work (FPRW), Decent Work, Gender Equality, OSH and Enhancing Social Justice.

In **Madagascar** there was some coordination between four projects related to supply chains in 2022: BW, Vision Zero Fund (VZF) on OSH, ILO-Sector, and Trade for Decent Work (funded by the EU and the Government of Finland), but no systematic efforts were undertaken by the Country Office, and BW was also the last to arrive on the scene faced with the existing situation. In particular, the long-standing presence of VZF in Madagascar was expected to benefit BW especially on OSH and the involvement of trade unions, but precisely because of the existence of VZF-OSH and because the textile sector is one of the sectors in which VZF had intervened, BW-Madagascar decided to *exclude* OSH from its action plan in order to avoid any overlap. Therefore, there was little collaboration with VZF Madagascar, also because the latter does not intervene in companies and does not have the experience in terms of training in companies. VZF's activities principally targeted trade unions and labour inspectors of the MTEFP. Since VZF Madagascar will end in December 2024, BW has a plan to include OSH in a possible next phase of the program, especially also because BW's approach better matches the needs of the companies.

In Madagascar the ILO-DWCP (2021-2023) needs to be evaluated this year and then a new DWCP will be developed. The Country Office has indicated that coherence among the different ILO interventions will be important in this new DWCP.

In **Sri Lanka** the strategy of Better Work was specifically set up to support the implementation of the ILO's DWCP's priorities (cf. BW Annual Donor report, 2021: 11). BW was in particular aligned with the "Safety + Health for All Plantation Workers in South Asia: Sri Lanka Component" of the ILO/Japan Multi-bilateral Programme, which is being implemented in the framework of the ILO's Flagship programme "Safety + Health for All". The project will contribute towards improving the safety and health of workers in the plantation sector in South Asia (India, Nepal and Sri Lanka). This project, for example, *adapted* BW methods including the Master Trainers (MT) programme to the plantation sector (which was required among others because the education level is lower in this sector), as well as the promotion of Bipartite Committees.

The ongoing ILO-DWCP (2018-2022) was extended to the end of 2024 and will be evaluated later this year and subsequently a new DWCP will be developed.

Since it was especially the combination of BW and VZF-OSH that promoted the **ONE-ILO approach** for the *garment industry* in Ethiopia, it was logical to question the BW Teams and the ILO-CO's if that could be an option for Madagascar and/or Sri Lanka. The BW Annual Donor report (2021: 16) also indicated that BW *explicitly aimed* to support the development of ONE-ILO strategies for interventions in the garment sector in six countries including in *Sri Lanka*. The findings of the comprehensive clustered evaluation (2022: 12) of ONE-ILO in Ethiopia are also quite positive: "By offering a broad range of products, the ONEILO approach enhances relevance for factories.", and also "Efficiencies from the approach can be found from the reduction in the duplication of effort, the sharing of resources in M&E, administration, communication, and overall management, and the combined approach to assessments and research." The full-fledged BW programme can in principle be an important driving force behind the ONE-ILO approach because it involves a big team of industrial or enterprise advisors, and it is driven by the private sector through the financial contributions (fees), raising at the same time the interest from the relevant Ministries (of labour, but also e.g., of commerce, trade, or finance). In that respect, the innovative approach (BW-Light) is less likely play such a driving role. Furthermore, in Ethiopia a beneficial factor was that VZF had initial funding from DFID for such a joined approach. While in the past few years the ILO-CO in Madagascar was not investigating such an approach, currently in both Madagascar as well as Sri Lanka the CO's are interested to explore this, and to build synergies in supply-chain management with other approaches, such as Trade for Decent Work (ILS), AGOA, and the Promotion of the Multinational and National Enterprises (MNE) Declaration.

Links with other activities of the UN and international development organisations

Links have further been established with interventions by UN and international development organisations. Both BW programmes fit with the respective country UNSDCF as well as with several SDGs: SDG 8 on Decent Work and Economic Growth, SDG 5 on Gender Equality, and SDG 1 on Poverty Reduction.

In **Madagascar** there are relatively few donors or embassies present in the country, and the priority of donors is on humanitarian aid, being a Low-income country. There is also no Consultative Group of key donors in the textile sector, although in 2022 BW did organize breakfast meetings on the textile sector with several development partners (including ILO,

IFC, USAID, UK Aid/DFID, WB and others). IFC in Madagascar was already looking for ways to support investments in the garment sector since 2018, so BW was not only very relevant but also very timely. The EU Delegation in Antananarivo indicated that there was some coordination with two other EU programmes: One on exports and competitiveness in four priority Value Chains (tourism, ITC, organic products and textile), and another on support in “Improving the Business Environment and Investment Climate” (CLIM-INVEST) for all sectors (including financial support for BW).

In **Sri Lanka**, BW engaged with UNDP and the Netherlands Embassy on Due Diligence and Responsible Business Conduct, and there was coordination with IFC’s large umbrella programme “Women in Work” (implemented since 2017). Through the EU Delegation there was further coordination with the EU funded UNDP Businesses and Human Rights project. While the EU Delegation in Sri Lanka has a focus on environment and social protection/insurance related to the status of Sri Lanka as a post-conflict country, promoting trade while upholding labour standards is also an important priority. For example, the Delegation participated in several events, and BW provided support e.g., with the visit to BW by the EU Parliamentarians in 2023, and again with the EU mission from Brussels in March 2024.

3.2 Validity of Intervention Design

Adequacy of Project Design to meet objectives and outcomes

The design of the interventions did not follow the usual path within ILO to have a comprehensive PRODOC with a Logical Framework (LogFrame) and a Theory of Change (ToC). Instead in both countries a brief, loose Concept Note was developed (under 9 pages).

In **Madagascar**, a feasibility study was conducted in 2020 resulting in the Concept Note of March 2021 and a LogFrame with 3 Outcomes (see also Annex 3):

- i. Malagasy garment factories are more sustainable, resilient and inclusive.
- ii. National institutions have the capacity, knowledge and skills to promote policies for decent work and competitiveness in the garment sector.
- iii. Principles of responsible business conduct and a standard-based approach to compliance monitoring based on national law and international labour standards is applied by Better Work Madagascar’s brand partners and stakeholders.

The design as provided in Annex 3 was quite complete with outcomes, outputs, activities and performance indicators.

In **Sri Lanka**, a loose Concept Note (September 2021) was also developed based on inputs from the constituents based on their priorities from 2021. Thereby a key role was allotted to the Constituents with a focus on Scale and Sustainability. An attempt was made to develop a LogFrame for the period from January 2022 to June 2023, but it was never completed and in fact never used. Instead, five Strategic Themes were identified as follows:

- i. OSH - Occupational Safety and Health.
- ii. Gender, Inclusion and Diversity.
- iii. MSMEs (hard hit by COVID).
- iv. Supply Chain Due Diligence.
- v. Social and Labour Convergence Programme (SLCP)

As can be seen from Annex 3 this listing of strategic themes did not include clear outcomes, outputs, indicators, baselines or targets.

In both countries, there are clear connections with the Outcomes of the overall BW Global programme funded by the EU as laid down in its PRODOC (November 2019: 16). The Specific Objective was formulated as “Compliance with international labour and environmental standards from all actors in the garment value chains is improved.” This objective is associated with four Outcomes, which are as follows:

- i. Improvements in working conditions and occupational health and safety take place at the factory level.
- ii. Global retailers, brands and manufacturers establish business practices that promote decent work in the selected countries.
- iii. Capacity development of national institutions, employers and workers organisations, government agencies and practices that foster decent work are strengthened.
- iv. The global policy dialogue on decent work in global supply chains is strengthened through evidence and data.

In terms of achievability, overall, the designs in both countries were very much practical focusing on what might be achievable within the limitations of time and funding.

Appropriate intervention strategies

The intervention strategies in Madagascar were sufficient and realistic for achieving the stated goals, while in Sri Lanka the strategies were developed along the way (while implementing), based on the five strategic themes identified in the beginning.

Adjustment of BW's traditional intervention logic

BW did adjust its traditional intervention logic very well to its new approach in these two countries as was demonstrated in detail in the above. Flexibility was also built in the implementation, for example to accommodate the requests of local stakeholders and to incorporate issues of MHRDD in the intervention strategies. Such flexibility was in particular appreciated by the EC.

Risk Assessment

For BW Madagascar the risks were clearly assessed in the Feasibility Study (June 2020). The summary of findings (including a colour coding) is given in Annex 8. It shows that only two criteria were fully fulfilled (Green), while four were partially (Orange) and three were not fulfilled (Red). The final criteria, i.e. “the relevant tripartite constituents are committed to participate in the programme” could not be established since they were visited only once. During implementation this risk register has not been updated.

For Sri Lanka, no feasibility study was conducted, and no risk assessment was found.

Gender Dimensions in the Design

Gender dimensions were certainly considered adequately in the design and in the problem analysis. Apart from the fact that women make up most of the workers in the garment sectors in both countries, dedicated interventions were developed, such as GEAR (Gender Equality and Returns) in both countries, a Study on violence and harassment in Madagascar, the focus on the inclusion of women in the bipartite committees as well as the work with female-led trade unions in Sri Lanka. This is also clearly reflected in the LogFrame for BW Madagascar (cf. Annex 3), while for BW Sri Lanka one of the five strategic themes was “Gender, Inclusion and Diversity” (cf. Annex 3).

Strategy for Sustainability

The project designs did not include an integrated strategy for sustainability, but expectations were that other donors might follow the EC's example, and/or that a follow-up phase would be possible. In this respect, a clear strategy for resource mobilisation was lacking in both countries, although as we will see in Section 3.5 several smaller follow-up activities with other donors are in the pipeline.

3.3 Intervention Progress and Effectiveness

Achievement of intended project results

In general, the intended project results have been mostly achieved. When the programmes were about to start shortly after the Agreement was signed in November 2019 the COVID Pandemic changed the entire context and not much happened in 2020 and 2021, except for the feasibility study in Madagascar in early 2020. After that, the programmes had to start again almost from scratch, and activities were initiated from September 2021 (Madagascar) and from October 2022 (Sri Lanka). The BW teams became operational from then onwards.

The concrete achievements of the BW Programmes are provided in detail in Annex 9 for both countries. In the below a selection of the *main* achievements is provided as it was derived from the *interviews* undertaken with the key stakeholders.

Selection of main achievements of BW in Madagascar

- (i) The institutional part of the intervention was effective especially the involvement of the employers' organisation, GEFP, of the factories as well as of the MIC.
- (ii) A lot of capacity building of constituents was conducted on social dialogue, workers' rights and responsibilities, gender-responsive issues and HR management to promote and enforce social compliance. This involved in particular the GEFP and the confederation of workers (CTM). Until now a total of 10 ToT's were delivered involving 25 staff from GEFP (of which 56% women) who attended all ToT sessions. The ToT was also meant for CTM staff, but since the individual trainees delegated by CTM differed for every session, in the end it was more a regular type of capacity building (than ToT) as the programme required the same trainees building on their acquired knowledge. In total CTM delegated 356 different representatives of which a substantial 37.9% were female. These ToT's were developed jointly with a consulting and training firm called Buy Your Way (BYW) Madagascar.
- (iii) Almost 35 factories were reached through training on social compliance, and in those factories almost 1,100 workers were trained.
- (iv) Women were trained on their rights and on career progression opportunities (including GEAR in collaboration with IFC). Until now over 500 women were trained/advised through 54 trainings/advisory on gender-responsive issues. The first batch was a success because most of the women were indeed promoted to leadership positions.
- (v) The involvement of Brands went slowly but as of now about eight buyers have been collaborating in BW activities.

- (vi) At the policy level, a general debate was initiated on Due Diligence and compliance monitoring, in particular also in anticipation of the new EU Corporate Sustainability DD Directive (CSDDD).
- (vii) Two big surveys were conducted on working conditions and gender (with the new local partners: ONEF and SEARCH), resulting in several reports using these data (see Whitfield 2023: Annex 11).
- (viii) The Work on Vegetal Fibre/Raffia supply chain was initiated which has a lot of potential in Madagascar.
- (ix) A successful Business Forum was held in November 2022 with many stakeholders promoting due diligence and RBC principles in supply chains.

Certain planned activities were *not (yet) achieved*, such as the social governance action plan (Output 2.2 in Annex 9), and the generation of knowledge on gender-responsive and circularity-centered issues (Output 2.3).

Regarding the planned activities for 2024 as they are listed in Annex 9, it is currently the expectation that about *half* of the 2024 targets can be achieved by the end of June 2024. This is related among other things to funding and staff availability: while the Country Programme Manager has left the programme at the end of February 2024, two other BW staff will be going on extended leave.

Selection of main achievements of BW in Sri Lanka

- (i) An important and effective policy achievement is that BW supported the MoLFE in getting a National Guideline on Bipartite OSH Committees in the Law,. The MoLFE has included the requirements of Bipartite OSH committees within workplaces in the newly drafted Employment Act. This policy influence process was enhanced by OSH becoming a FRPW and by the OSH Conventions (No. 155 and No. 187) becoming the new Fundamental Conventions.
- (ii) Capacity building of tripartite constituents to promote Social Dialogue; in the National OSH Master Trainer (MT) program (based on the BW Academy) 70 MTs/Industrial Advisors were trained representing the national partners, of which 53 graduated. In the second phase in 2024 some 34 representatives are expected to follow the training.
- (iii) Through these trained MTs/Industrial Advisors a total of 126 OSH bipartite committees were established.
- (iv) Through the GEAR programme female leadership and career growth were promoted. In fact, factory managers and trainees highlighted that it contributed to cultural and institutional change. Two GEAR components can be distinguished: Firstly, promoting female leadership whereby 106 women graduated (in 10 factories), of which 83% got a promotion; Secondly, skills and leadership development: 75 middle-level management staff were trained. In addition, considering the benefits of the GEAR programme a number of companies started their own training program by making use of the training materials used by BW and customising it according to their needs.
- (v) Collaborate with the Board of Investment (BoI) on a National campaign on Mental Health and Wellbeing which received quite a lot of media attention.
- (vi) Cooperate with several International Brands.
- (vii) Pilot activities are ongoing with Micro-Small-Medium Enterprises.

- (viii) Launch of the RBC-toolkit for Responsible Business Conduct through the Netherlands Government in collaboration with UNDP.
- (ix) Facilitated the establishment of a sectoral social dialogue forum in coordination with ACTRAV and ACTEMP, bringing the trade unions, employers and brands to the table.

Certain planned activities were *not (yet) achieved*, such as the MSME Entrepreneurship Output (activities are expected in 2024), the work with satellite factories, and the SLCP pilot (due to various external factors these are delayed to a possible next programme phase; see for details Annex 9).

The programme has further identified certain milestones for the final period until the end of June 2024. These include the Graduation of the Phase 2 OSH master trainers which is foreseen to coincide with World OSH Day; the launch of GEAR Phase 2 was in January 2024; and, lastly, the launch of the disability inclusion program (funded by DFAT) is in early 2024 (for details, reference is made to Annex 9).

Overall, it has been achieved by the two programmes that Better Work is now well-known in both *countries* and that the attention for compliance monitoring and for due diligence has increased substantially.

Challenges faced during the implementation

During the implementation of the programmes a number of different challenges were faced that sometimes led to delays. The following **overall challenges** were found that impacted more or less on the implementation in both countries:

- (i) The COVID-19 pandemic delayed the implementation with 1.5 to 2 years or so.
- (ii) Country contexts were having an important external impact as well (for example the crisis context in Sri Lanka and the low-income country status in Madagascar).
- (iii) Compliance and due diligence are new concepts for many stakeholders and thus they require high maintenance.
- (iv) The funding was not sufficient to employ complete Country Teams, in particular not for M&E staff and for admin/finance staff.
- (v) The limited timeframe of the agreement while enhancing compliance is a long-term process.
- (vi) Some stakeholders, especially workers' organisations, confuse ILO/IFC's Better Work with the ILO-DWCP; one interviewee expressed even the fear that BW would replace the DWCP as no meetings had been held for some time concerning the DWCP. The latter can be explained by the fact that the existing DWCP is in its final year (or even extended), and in both countries the ILO-CO indicated that new DWCP will be initiated this year.
- (vii) At times it was difficult for companies to find the persons with the right qualifications for the different types of training (this relates to interest, motivation, language requirements, being a permanent staff member, etc.). For example, in Sri Lanka BW has now introduced interviews with potential trainees.
- (viii) The time required for the training itself was also regularly mentioned as a challenge: Some trainees found the training too long as they must also combine it with their work and the needs of their families.

Several **challenges** were identified that are specific to **Madagascar**:

- ✓ There was not much buy-in from the Brands (often from France, and a few from USA), and while a few Brands indeed did use their leverage to convince factories to participate in BW, many did not.
- ✓ The Government did not make BW compulsory for factories and Brands as in some other BW countries.
- ✓ Another challenge was that the FMFP was not allowed to work on compliance as their main donor (the French Development Agency AFD) did not endorse that. One reason could be that the FMFP-mandate is to strengthen the hard skills of the private sector, and there was less focus on social compliance in FMFP's work. AFD's role needs to be further investigated at the level of the ILO Country Director in order to explore how the Team Europe Spirit can be enhanced especially in an intervention funded by the EU.
- ✓ Factories in Madagascar are facing many crises (economic crisis, logistics, etc.), but they do tend to stay in the country (they are rooted there). The first time they received support was from the EU/BW programme.
- ✓ There is a lack of a textile training centre in the country.

There were different specific challenges at the level of the training programs. For example, the trade union (CTM) sent different persons to each training, and the level of understanding of these persons was not satisfactory. Acquired knowledge and skills are very dispersed over trainees. Although at the beginning, the BW staff had spent over half a year (September 2021 to April 2022) to prepare the training, especially in adapting the BW's training materials to the local social context and in translating it into the local language, the low educational level of the trainees made it hard to implement the training. The training language is another important issue; while teaching materials are in French, most of the trainees have a low level of understanding in French, and the trainers therefore had to use a mixed language (French and Malagasy). A further challenge concerns internal dissemination within individual firms since firms are reluctant to invest in such skills development because it represents not only financial costs but opportunity costs as well. In addition, the trained workers need to be motivated to transfer what they have learnt to their colleagues, while most of them need more capacity building to train their peers.

Several **challenges** were also identified that are specific to **Sri Lanka**:

- ✓ Due to the economic/political crisis many workers migrated overseas or are planning to, and several companies are considering leaving Sri Lanka!
- ✓ The Labour Department of MoLFE has not sufficient capacity and resources; it would be good if training could be expanded to the Labour Officers (of which there are many more).
- ✓ In the GEAR programme it was found that sometimes the acceptance of newly promoted trainees is slow among peer groups.
- ✓ Finding the right companies for training through sectoral associations was also a challenge (e.g., the biggest ones identified at first turned out to have their own training arm).
- ✓ The engagement of the Trade Unions did not go smoothly, and they filed a complaint against BW to ILO-Geneva. As we saw already in the above, the latter happened not only for the BW programme. Currently there is very little consultation between the Government and the trade Unions, e.g. the new draft Employment Act was not yet shared with the unions. The BW Team made substantial efforts to get the trade unions on board through several measures:

- i. Various meetings and communications (for example to explain that contacts with factories cannot be rushed as one needs to win the trust of the factory first and discuss the exact issues at stake over a period of time).
- ii. Involve ACTRAV Delhi which took the lead in 2023.
- iii. One breakthrough with the support of the ILO-DWT-Delhi experts was the participation of the trade unions in the bipartite Social Dialogue Forum for the Garment Sector in November 2023 and again in February 2024 with EFC, JAAF and TUs, as well as a few Brands. It is a potential mechanism to engage with more Brands as was requested by the participants (the next meeting is planned before June 2024). Since this Forum the Trade Unions have now recognized the relevance of the BW approach.
- iv. ILO cannot select specific trade unions for representation in the DWCP process; the unions must decide *among themselves* on representation. However, female union leaders can be invited for women's leadership programmes.
- v. BWSL invited all trade unions, but only one participated in the Panel on World Safety Day (28 April 2023).

In the end, this resulted in positive feedback from the different trade unions that participated in the trainings. Moreover, the female-led trade union intends to use the training materials in their awareness programs, and, for example, one of its members said that the training "totally changed her mindset/attitudes".

Success factors

While thus many different types of challenges were faced, the project did manage to achieve good progress as we saw in the above. This was facilitated by several pertinent Success Factors identified by the evaluation as follows:

- i. BW followed the needs of the constituents through consultations.
- ii. The time was right for it because the interest in and the attention for MHRDD and compliance monitoring is increasing rapidly.
- iii. The awareness of these issues is rising quickly within the relevant ministries and employers' organisations.
- iv. The efficient approach of BW to involve the private sector, including the Brands.
- v. BW was a positive and flexible partner on DW and DD for the EC.
- vi. Support from IFC in different ways, for example with respect to the GEAR programme in both countries and with the National Textile Strategy in Madagascar (discussed further below).
- vii. Strong national teams with the right expertise, commitment and flexibility.
- viii. Solid support from ILO Country Offices, DWT-Delhi and BW Global (Geneva and Bangkok).
- ix. The GEAR programme is not only training women, but also works with managers and the enabling environment, in order to be able to remove barriers. For example, before the selection was done for GEAR training, the management invited family members and explained to them what the training entails (planned training, duration, promotion and increase of workload, etc.). This was done to raise awareness among families that the trainees need family support in helping out with household tasks.
- x. The commitment and flexibility of the EU to allow a re-start after the COVID pandemic as well as a no-cost extension of one year and a re-allocation of funding in favour of the BW programmes in the two countries (cf. Table 1).

Quantity and Quality of the Outputs

In general, the stakeholders interviewed were quite satisfied with the quantity and quality of the outputs produced. They underlined that more support along the same lines is needed even after the project ends, in particular scaling up and adding new topics, such as climate change. Training was considered to be well-structured and providing a conducive environment for active participation although there were quite some specific challenges as discussed in the above. The general feeling among the BW staff in the countries was that they could have achieved more outputs with larger funding.

The lessons learnt in the implementation of the programme

There are several major lessons that were learnt from the implementation of the BW programmes as follows:

- The BW Madagascar approach combining training with accompaniment (monitoring and coaching) is identified by factories as a factor of success. The workers and managers involved in bipartite committees and in GEAR already felt the positive impact on both workers and firms. The members of bipartite committee have a better understanding of their real role and mission whereas the structure is well functioning. Also, thanks to the GEAR program, female workers are henceforth more capable to assume their responsibilities at work, to speak up, to have self-confidence, to respond and to counter harassment.
- On the government side, the BW program is crucial in building Madagascar's positive global image, and therefore in the country's attractiveness in terms of investments in the garment sector. Indeed, the MIC has been actively involved in bridging the BW program to the Inter-ministerial Council on AGOA (IMCA) in order to help in the fulfilment of the criteria for AGOA's eligibility.
- BW Madagascar's partners, in particular the FMFP, could play a leverage role to increase the effectiveness of the program, for example through certifying training provider organizations in social compliance after a successful ToT targeting the technical staff of these organizations. The FMFP found that the issuance of certificates has motivated the participants and was a factor of success. For other partners, the program is well-structured and can be replicated in other sectors other than garment.
- The cooperation of BW Sri Lanka with MoLFE on the National Guideline on Bipartite OSH Committees proved to be important to improve decent work conditions and it was a catalysator for getting the social partners on board.
- The capacity building of tripartite constituents in Sri Lanka to promote Social Dialogue has enhanced the awareness and knowledge of the industrial advisors who subsequently empowered the OSH bipartite committees. It has already been shown that this approach is replicable, as was achieved by the "Safety + Health for All" project in the tea plantations. With sufficient funding other sectors can benefit as well in the near future, for example the construction industry in which industrial accidents are on the rise according to the Department of Labour.

Expected and unexpected obstacles

In the above we have already identified a series of challenges which mostly were expected. There were also some unexpected obstacles encountered in programme implementation, such as the complaint by the trade unions in Sri Lanka, and the fact that the FMFP did not become deeply involved in BW training in Madagascar. One Brand in Madagascar also identified an *unintended positive* effect of the BW programme: The knowledge acquired during trainings, especially in supervision technique and self-confidence, had a real positive

effect in terms of improving productivity. Generally, the implementation strategy was adjusted on the way ('adjusting while doing'). And one Brand in Sri Lanka realising the positive effects of the GEAR programme designed a customised training program for its employees using the training materials of BW.

New intervening factors/actors

On the whole, no major new intervening factors/actors (e.g., other ILO or donor programmes) emerged since the inception of the programmes which could have impaired or enhanced programme performance. Coherence with projects implemented by ILO, IFC or other development partners was already analysed in Section 3.1. Most of the related projects have been there since the inception of BW, and in fact most of them are moving towards completion.

Mainstreaming of Gender and Non-discrimination

Gender and non-discrimination were effectively mainstreamed in the implementation of programme strategies, in particular *through* activities dedicated to gender equality such as GEAR resulting in the actual promotion of most trainees, *through* studies into the position of women in the garment sector, and *through* insisting on having sufficient women among trainees. In Madagascar the BW Team is all-female, in contrast to Sri Lanka, but in the latter country the activities were undertaken under one separate Strategic Theme (out of five) focused on gender. The BW team in Madagascar has expertise in gender equality and social inclusion, while the activities specifically dedicated to gender were contracted to specialised organisations. The latter include BYW and a female consultant specialized in gender issues and psychology. In addition, thanks to the success of the GEAR training courses, the CTM expects to have relatively more women as candidates to the next elections of worker representatives in their respective companies.

Some unintended effects of interventions on gender equality occurred, for example the slow acceptance of newly promoted GEAR trainees *among peer groups* in Sri Lanka. In this country there was also a positive unintended effect. When one Brand in Sri Lanka realised the effect of GEAR on the performance of workers, the head of the Human Resource Department initiated a one-year training program for in total about 50 female employees in two batches from September 2023. During two days per month female supervisors were trained to be promoted to executive levels and the executives to assistant managerial levels. For Madagascar, we saw in the above that the share of women in the total number of workers' representatives in the bipartite committees is expected to increase in the near future.

Despite efforts of the factory management to make the families of trainees aware of the time inputs required, in few cases trainees still withdrew precisely for that reason reinforcing stereotypes.

Identify and address inequality

The Global BW PRODOC and the two country Concept Notes were effective in identifying and addressing inequality in terms of rights, responsibilities, and opportunities between women and men, and the programmes have been following that up through the activities undertaken under the respective Outputs and Strategic Themes (see Annex 9).

Support from Better Work Global and ILO technical units

The BW programmes received adequate administrative, technical and sometimes political support. In Madagascar solid administrative and technical support was received from BW

Global both from Geneva and Bangkok, and from Bangkok also in terms of training. Requests for support from DWT in Pretoria were rarely made as most specialists there are English-speaking (while French is required for Madagascar). In Sri Lanka administrative and technical support received was also solid from BW Global both from Geneva and Bangkok, and from Bangkok also in terms of training and coaching including BW staff from Ho Chi Minh City. Solid support was also received from DWT-Delhi, especially from the ACTRAV, ACT-EMP and Social Dialogue experts. An example of political support was the intervention of the DWT ACTRAV expert from Delhi in the interactions with the trade unions.

Programme management arrangements

Most stakeholders indicated that the programme management arrangements and communication were adequate to deliver the results. Because of the limited staff and the limited programme period this was, however, not institutionalised for example through a project steering committee where key stakeholders such as the tripartite stakeholders could have monitored progress and discussed among each other the direction. For example, in Sri Lanka this might have brought the trade unions back on board sooner.

Reporting was conducted completely and timely by the BW Teams as per the EC-ILO Contribution Agreement with annual progress reports.

The programmes further collaborated regularly with IFC as the BW Partner, and some examples are as follows: In Madagascar IFC participated in the feasibility study and gave overall guidance on the implementation of GEAR (e.g., they also implement GEAR in the agricultural sector); IFC, just as ILO, had pre-existing contacts with enterprises which turned out to be very useful, and IFC works with MIC on the National Textile Strategy, incl. the social dimension of competitiveness, and the BW Team contributes to that. In Sri Lanka, GEAR was implemented jointly by IFC and ILO (funded by EC-BW).

However, there was less systematic engagement with other international development partners or with donors, although the teams maintained regular relations with the EU Delegations in the countries, and there was incidental engagement with other organisations (e.g., DFAT and Levi Strauss Foundation).

Institutional arrangements with the tripartite constituent

The institutional arrangements with the tripartite constituents are usually part of the engagements of the ILO Country Offices with the tripartite constituents to develop and monitor the DWCP. However, in both countries the original DWCP period has already been passed for some time (and extensions were needed) and therefore the engagement was less than usual, even resulting in the suspicion of one trade union that it might be replaced with BW. The teams themselves maintained quite regular contacts with the respective tripartite constituents, but in Madagascar it was not the official ILO Constituent of the MTEFP but the MIC with which was cooperated. In Sri Lanka the team directly communicated with constituents including, at the ministerial level, MoLFE (enhancing policy impact), and had less regular engagements with the Ministry of Trade and the Ministry of Women and Child Affairs. Here the engagement with the trade unions had its ups and downs as was discussed in the above.

Collaboration with development partners and donors

The collaboration of the BW programmes with the BW-partner, IFC, was good at international and country level as discussed under management arrangements above. There it was also indicated that collaboration with other donors than the EU was incidental. Many other opportunities exist for stronger country-level engagement with donors/development partners for enhanced effectiveness. Resource mobilisation was undertaken incidentally by the teams but could have been more systematic in particular with the AFD in Madagascar. There is also an important role here for the ILO Country Offices.

3.4 Efficiency

Resource allocation

The resources have generally been allocated and used strategically to achieve programme results. Since the two BW programmes are an integral part of the EU support for BW Global, some parts of the budget are not managed locally; this applies to the Programme Support Costs for ILO which is 7% in the case of the EU. A further complication is that the original amounts (cf. Table 1 in Section 1.1) were all in Euro while the budgets are calculated routinely in US\$. Since the amounts received from the EU were transferred in different tranches, the exchange rates applied varied substantially, and, therefore, the totals used in EURO and in US\$ may deviate.

In Madagascar, a BW Team of five persons was responsible for the implementation and they could have accommodated more funds, in particular also with the one-year extension. In Sri Lanka, they tried to use the funds efficiently by deliberately keeping the BW Team small consisting of only two members which are, in addition, partly funded by other ILO projects (cost-sharing) in order to have more funds for activities within the limited funds available. Solid support in particular from BW Global funded by the EC Contribution or by other means should be mentioned as well.

Table 2 below provides an overview of the expenditures (including encumbrances) in **Madagascar** by budget categories up to February 2024. The largest category is for programme staff followed by activities. Since it concerns a BW team of five including an international programme manager it was already expected that a large part of the budget would be spent on this. The second largest category of expenditures is for activities and subcontracts with 23 %. The balance in February 2024 was just over 150,000 US\$ which is for a large part already committed and expected to be spent mainly before the end of June 2024 in particular on administrative costs, salaries, consultancy work and training services to factories.

Table 2: BW Madagascar Expenditures (including Encumbrances) by Budget Categories in US\$ (February 2024).

BW Madagascar: Expenditure Categories	Expenditures in US\$	Expenditures in %
Activities and Subcontracts	254,918	23.0%
Staff	690,627	62.3%
Equipment and Office costs	69,431	6.3%
Travel and other costs	93,991	8.5%
Total Expenditures	1,108,967	100.0%
Total Budget	1,262,530	
Balance as of February 2024	153,563	12.2%

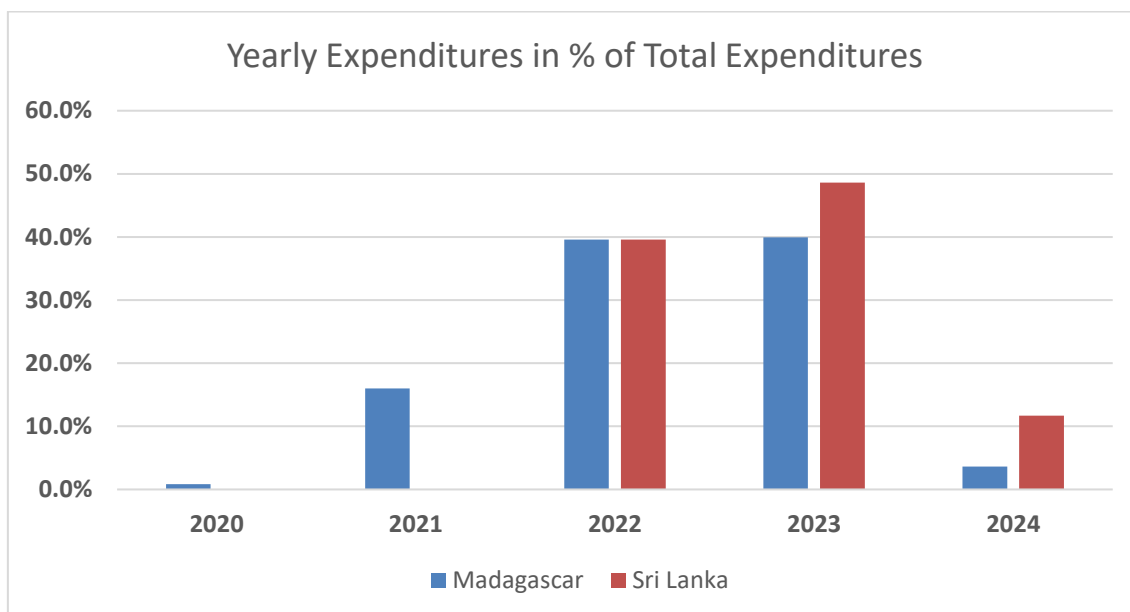
Table 3 below provides an overview of the expenditures (including encumbrances) in **Sri Lanka** by budget categories up to February 2024. The percentage spent for programme staff is higher than in Madagascar, while the idea was to have a lean team and as a result spent a larger *percentage* of the budget on activities: this is, however, due to the fact that the total budget for Sri Lanka was substantially smaller (cf. Tables 2 and 3). The second largest category of expenditures is for activities and subcontracts with almost 23 %. The balance in February 2024 was almost 90,000 US\$ which is for a large part already committed and expected to be spent mainly before the end of June 2024 in particular on activities, staff and operation and travel costs.

Table 3: BW Sri Lanka Expenditures (including Encumbrances) by Budget Categories in US\$ (February 2024).

BW Sri Lanka: Expenditure Categories	Expenditures in US\$	Expenditures in %
Activities and Subcontracts	168,023	22.7%
Staff	502,569	67.8%
Equipment and Office costs	34,895	4.7%
Travel and other costs	35,701	4.8%
Total Expenditures	741,188	100.0%
Total Budget	830,560	
Balance as of February 2024	89,372	10.8%

The **yearly expenditures** are pictured in Figure 1 below, and they started slowly because right after the EC-ILO Agreement was signed in late 2019 the COVID Pandemic began. In Madagascar expenditures started earlier on a modest rate in 2021, while most expenditures were made in both countries in 2023.

Figure 1: The Yearly Expenditures (actuals plus encumbrances) in Madagascar and Sri Lanka in % (2020-2024).



Resource allocation for gender equality-related objectives

Resources have also been allocated strategically to achieve Gender equality-related objectives, such as for GEAR in both countries. In Sri Lanka one of the five ‘Strategic Themes’ was on Gender, and there was a component on work with the female-led TU’s (for example, a meeting of five such leaders with the ILO was called the ‘Women’s Bargaining Committee’). In Madagascar resources were allocated and spent for two surveys related to women in the textile and garment sector and the development of a report based on these surveys. For trainees, the ILO provided a direction to have 50-50 participation of men/women to the constituents sending their staff members but the latter did or could not always follow that direction.

Timely delivery

The timely delivery of activities was seriously hindered by the COVID pandemic resulting in the two programmes to start between one and two years later than planned; in Sri Lanka delays were also triggered by the financial and political crisis in 2022 which resulted in the country coming to a standstill. The extension and additional funding were thus very relevant. Before the actual start of activities, time was sometimes used to maintain or build up relations with stakeholders. After the delayed start of implementation, no serious delays were encountered.

Cost-effectiveness

The programme activities were cost effective considering the amount of funding, the limited size of the BW teams, the various types of cost-sharing and the substantial achievements. In Sri Lanka the most cost-effective benefits concern the size of the team and the cost-sharing.

In Sri Lanka there was a misunderstanding on the transportation costs during one of the trainings. Some trainees from trade unions expected the ILO to provide for all transportation costs of those who took part in the training, and maybe the ILO rules on this should be brought

more firmly to the attention of trainees and their supervisors, for example, when invitations are sent to participants and/or when initial discussions take place.

Another issue raised was the link in the two countries to the BW data portal (STAR) in particular with respect to the contributions of the private sector (e.g., in case factories in Madagascar paid for trainings) which cannot be captured on STAR since the factories are not 'enrolled' as in full-fledged country programmes..

Funding and timeframe

The funding and timeframe were overall not sufficient, as discussed in the above, to achieve each and every one of the intended Outcomes and Results, although, as a whole, each of the two programmes was planned as a pilot and was indeed implemented as such.

3.5 Impact Orientation and Sustainability

Impact

A project duration of 2 to 2.5 years is quite limited for genuine impact of the programme outcomes to take place in working conditions and competitiveness along supply chains and/or leading to changes in the lives of final beneficiaries. While it is a bit early to tell, at the same time the feedback from the tripartite constituents is largely positive indicating a kind of cultural or attitude change with respect to OSH and social compliance. In addition, BW has facilitated enhanced constructive dialogue between employers and employees around labour rights and compliance, some tangible improvements in workplace conditions in the factories involved, and a heightened awareness of workers' rights among trainees. Thereby, the programme has made a contribution to increased compliance with labour standards (and possibly to enhanced productivity) *in the participating workplaces*.

There are also a few concrete *examples* of very specific impact on beneficiaries. The ToT trainings potentially have a substantial impact once the trainees start training others; some stakeholders indicated that training in how to transfer knowledge (pedagogy) was not (sufficiently) included. In Madagascar, in order to deal with this weakness, the FMFP took the initiative to provide the approved training provider organizations with an additional training course on pedagogical engineering; this initiative is organized and financed by FMFP. Some unions stated that their members often do not have the capacity to become a trainer if not provided with substantial additional training. Several companies indicated (to the evaluators as well as to IFC) that the BW training was relevant for their participating staff, and that it was aligned to their expectations; the crucial next step is, of course, to start applying the new knowledge. Another example of key impact is that in Sri Lanka some 60 to 70 factories have now a Bipartite OSH Committee, and that Brands indicated that they are now insisting on that in the factories they work with (leverage). Lastly, and importantly, BW jointly with UNDP supported the Netherlands Embassy on Supply Chain Due Diligence and thereby raised the awareness of RBC conduct among local stakeholders; the EU Delegation in Colombo wants to collaborate with BW Sri Lanka to *expand* these awareness sessions on the EU directives on due diligence.

Impact as regards enhanced gender equality

Several indicators show that GEAR had a concrete impact on beneficiaries in terms of gender equality, for example most women who were trained through the GEAR programme were promoted, and many of them also received a salary raise. Another important element is the safety of (female) workers and the companies they work for; the knowledge on such matters was enhanced as a result of training in particular also for the trade unions involved. One female-led union in Sri Lanka will include OSH training in its planned schedule of events.

Sustainability

The sustainability strategies of the BW programmes focus especially on three elements: 1) the continued involvement of the tripartite constituents, 2) policy changes, and 3) exploring the possibilities for continued funding in a follow-up phase.

1) Involvement of Tripartite constituents

- The employers' organisations in both countries (GEFP and EFC) are planning to implement the respective ToT trainings themselves for their members. GEFP is committed to draft a dissemination plan for ToT this year. EFC will re-structure its own training program based on the BW ToT and it will be exploring a digitized form (for companies located in remote areas).
- Some trade unions are also including OSH in their awareness programs for their members.
- In both countries some factories already started to adapt their own training programme to GEAR having realized the important effects of GEAR training on performance, promotion, etc.
- The Bipartite OSH Committees in Sri Lanka are an important entry point into factories for social dialogue (although it is too early to say if they will be sustainable).
- These Committees have already been replicated, notably by the *Safety + Health for All Plantation Workers project* on Tea Plantations: To date some 60 committees have been covered (reaching 15,000 workers).
- The theme of the Annual Conference on OSH 2023 was "Bipartite committees are the future of safety and health" and it was hosted by NIOSH; it was attended by no less than 400 participants including all tripartite constituents.

2) Policy changes

- In Madagascar, the BW Team has been working on a "Social Governance Action Plan" as a part of the National Textile Strategy (NTS) initiative which is led by IFC and MIC; other stakeholders are: the MTEFP, the Ministry in charge of technical and vocational training and the Ministry of Foreign Affairs. BW focuses in particular on the social governance elements in this strategy. The first step was the consultation of NTS stakeholders; then BW hosted about 10 workshops (including the private sector), the report of which is currently being validated. The next step will be the distribution of the validated consultation report to stakeholders, but currently the process is temporarily suspended by the MIC for unknown reasons.
- In Sri Lanka Better Work together with MoLFE succeeded to develop *national guidelines* on OSH committees, that were declared for nation-wide rollout on the International OSH Day in April 2023. It could indeed also lead to *actual new legislation* once the Labour Law is endorsed and then the guidelines will become mandatory (expected maybe in late 2024). Coordination

with the MTEFP is key in this respect for a follow-up intervention since the 'next big thing' in Sri Lanka (after the planned elections) is the ongoing Reform of the Labour Law.

- Brands in Sri Lanka were also involved in the Master Trainer programme (NEXT and M&S), and they used the Bipartite OSH Committee-model to convince their supply chain factories to install such committees.
- The NIOSH of the MoLFE also formed a team to promote OSH Culture in Sri Lanka.

3) Continued funding

- The funding for the present BW programmes came from the EC in Brussels. But since the EU has since then decentralized all funding, any new funding will have to come from the EU Delegations in the countries or the regions. While the present programme was managed by HQ Brussels, the two EU Delegations have been involved closely from the start of the activities both by Brussels and by the BW Teams (e.g., EU Delegations were invited for all main events).
- In Madagascar, the EU Delegation is working on an Action Document for a large private sector support programme, "Programme d'appui au commerce pour une transformation économique à Madagascar (ACTE)" for the period 2025-2029. It includes a component with ILO (possibly on textile and including MHRDD). It is envisaged that action in the textile industry is continued but will not duplicate BW; next to possibly the same types of companies and suppliers it will also deepen the intervention upwards in the value chain to suppliers, as well as expand to frontier exporters and suppliers in agri-business to support local businesses. The possible approval is expected in late 2024. It will be crucial for ILO to maintain close contacts with the EU Delegation in Antananarivo on this process.
- The EU Delegation in Sri Lanka would be interested to support the continuity of the BW programme in view of its significant achievements. Future financing would depend on its demonstrated impact, alignment with EU priorities, the evolving socio-economic context in Sri Lanka, and the availability of funds. Continued engagement with relevant stakeholders will inform the decision making. In addition, the EU Delegation wants to collaborate with BW Sri Lanka to expand the RBC awareness sessions to the EU directives on due diligence. Again, it will be important for ILO to maintain close contacts with the EU Delegation in Colombo on these processes.
- BW Sri Lanka is developing a detailed work plan (including log frame) and concept note for a BW Phase 2.
- The GEAR Deliverables from January 2024 up to June 2024 are funded by the EU, whereas the deliverables between July 2024 up to January 2025 will be funded by the revenue from the private sector.
- As a skills development financing fund, the FMFP supports the ToT of BW, and increased cooperation was considered useful on both sides, but one of the main funders of FMFP (the AFD) was not in favour. This will be further explored by the ILO CO.
- Sri Lanka, as a Lower Middle-income country, is not a priority country for bilateral development cooperation, and more priority is given to trade (GSP+); nevertheless, several initiatives are worth pursuing and the BW Sri Lanka Team is closely collaborating with several smaller projects in key areas:
 - A related project on Disability funded by DFAT.
 - One Public Private Partnership with Levis Strauss Foundation which is supporting BWSL on MHWB and GEAR.

- BW collaborates with the Board of Investment on an event on the Mental Health and Wellbeing of workers working within the export sectors located within the BOI zones.
- While the first phase of GEAR was funded from the EC programme, the second phase from January 2024 until January 2025 is different: The Private sector (Brands and Factories) contribute as well through fees, for example Marks & Spencer contributes US\$ 10,000 for five of their factories with a total of 20 GEAR participants.
- Other donors who might be interested in cooperation with BW are being explored, such as SDC (Global Textiles & Clothing Program, GTEX: A value-chain program focusing on improving the Textiles and clothing competitiveness, currently not yet in Sri Lanka), Japan (Gender), and Canada (perhaps cooperation on social dialogue with the Tamil diaspora).

The above sustainability strategies are multi-fold but are not yet adequately ensuring a continuation of the outcomes and results in the two countries. The impact achieved so far, and the sustainability strategy proposed for the future need to be brought to the attention of high-level stakeholders in Ministries and in donors and other development partners in particular through a sustainability workshop in each country before the end of the programme. No particular resources were allocated to implement the sustainability strategy, while for a high-level sustainability workshop additional resources will have to be re-allocated.

Ownership among tripartite constituents

The BW programmes have facilitated some degree of stakeholder ownership of programme approaches, including compliance, among selected ministries and employers' organisations. More sustained engagement is required, though, to possibly arrive at genuine ownership, including budget allotments. Some promising more concrete results were achieved. For example, in Madagascar, both the MIC and the GEFP have shown commitment to the programme, and an interest to take it up (e.g. disseminate training courses). Among the involved EPZ Factories and a few Brands ownership also developed somewhat.

In Sri Lanka, the MoLFE made OSH a priority (a 'Key Result Area' in their plans), and NIOSH is implementing this policy. The employers' organisations in Sri Lanka (EFC and JAAF) have also shown a degree of commitment to following up with training and engagement with the other constituents. Both NIOSH and EFC have developed public trainings on promoting OSH committees for which BW has trained their representatives through the OSH Industry Advisor programme, which creates revenue for both NIOSH and EFC through which these trainings are sustained and possibly expanded. The OSH Industry Advisor programme in Sri Lanka has been upskilling *internal* staff from constituents and supply-chain enterprises through transferring of skills and tools to promote OSH bipartite committees, whereas in a traditional BW programme such activities are directly carried out by *external* Enterprise Advisors of BW. Certain factories in Sri Lanka have already introduced the Bipartite Committees on their own.

For both countries it was found that such ownership has much less developed among the Trade Unions, although some are planning to promote OSH through their awareness programs for members, and most participated in the Social Dialogue Forum. Lastly, the GEAR training can possibly be sustained as a result of the development of the ToT modules which will likely sustain the knowledge and tools within the organizations. On the whole, it was found that ownership of the programmes' missions for sustained compliance in the sector had been enhanced by the BW programmes as knowledge as well as awareness have been promoted by the activities conducted.

Compared to the traditional BW approach, the new approach (BW-Light if you will) focuses squarely on the constituents and their capacity building and engagement, and as a result ownership is the central issue in this approach. Therefore, the new approach could well be a better way to build Ownership than the traditional approach although in Madagascar and Sri Lanka we are not there yet: much more sustained capacity building and engagement are required to arrive at a situation whereby the involved constituents dedicate sufficient and sustained human and financial resources to enhance decent work and compliance monitoring. The approach may well be scaled-up and repeated in other countries, but it would be advisable to focus first on getting a second phase funded in Madagascar and Sri Lanka in order to really test this approach.

Comparing the two countries, it seems that Madagascar would be more in need of a more a full-fledged BW approach than Sri Lanka in view of the lower capacities among the Malagasy constituents and the generally lower income-status of the country resulting in much less resources being available for (re-)allocation by the constituents.

Additional measures for enhanced sustainability

Several additional measures could be built into the BW programmes for enhanced sustainability as follows:

- i. The EC in Brussels appreciated the BW Global Donor meeting in which the new five-year BW strategy for 2022-2027 was presented. This could be kind of repeated *at country level* before the end of both programmes through a Country Sustainability Workshop in each country.
- ii. Several stakeholders in both countries indicated that MSMEs should be more involved (especially Tiers 2 to 4 subcontractors).
- iii. For Madagascar, it could be beneficial to enhance the contacts with the FMFP as well as the AFD (to explore involvement in training and training finance).
- iv. Cooperate with IFC to engage with the MIC to explore if BW can be included in the newly created (November 2023) independent body called the National Council of the Industrialization of Madagascar (CNIM) which involves five economic sectors including the textile sector.
- v. The workers' organisations underlined the need to increase Freedom of Association (FoA) in order to make their involvement more sustainable.
- vi. More attention for Climate change and circular economy.
- vii. While E-learning has already received some attention from BWSL, several stakeholders indicated that they would like more attention in future for E-learning in training in order to make it more accessible and reach more people.

The relative effectiveness of the new, experimental BW model

The insights acquired through the present evaluation into the relative effectiveness of the new BW model in comparison to the traditional Better Work approach are discussed in this subsection. With the funding available at the outset, full-fledged BW programmes with 20 to 30 full-time enterprise advisors were not possible. The benefit of a full-fledged BW is that the Team will be able to convince factories and brands to contribute directly to the funding by way of fees for services rendered (factory-services, audits, due diligence, etc.) making the BW programmes more financially sustainable. However, the present pilot or innovative programmes (BW-Light) have nevertheless resulted in important achievements, and some initial impact and several sustainable components. At the same time, it was also found that the programmes are not *yet* sustainable in the sense that they will be taken over by

constituents once the funding ends. A more long-term intervention is required to build their capacity, generate the required commitment and political will and to achieve such dynamics.

For Madagascar, different stakeholders suggested to set up a Monitoring and Evaluation framework for BW as well as for the stakeholders. The Brands interviewed were quite happy with the BW programmes because development partners only rarely engage in this area. In addition, a Brand in Sri Lanka identified the most pressing issue for ILO to support in countering the outmigration trend both of workers and of brands.

The current programmes can certainly continue to operate in the new format if additional donor funding can be acquired. This applies to Madagascar with a relatively modest garment sector, but also to Sri Lanka. Although in both cases a detailed PRODOC/Concept Note, LogFrame and Theory of Change will be required. Various stakeholders have underlined during the interviews that continuity is essential, whereby the right mix of capacity building, awareness raising, push for ratification of Conventions, etc. needs to be balanced. At the level of the ILO Country Offices in the two countries, there is an interest to explore the possibilities of bringing together (like in ONE-ILO) the different supply chain projects and the expertise involved (such as the teams, admin/finance staff, and joint M&E staff).

3.6 ILO Cross-cutting Priorities

The way in which the ILO's cross-cutting themes have been addressed in the design and in the implementation of the BW programmes in the two countries will be discussed in this section, apart from **Gender Equality** which has been mainstreamed in this evaluation report following the UN-SWAP approach as was discussed in the above (Section 2.2).

Disability inclusion

Disability inclusion did not receive specific attention by the programmes, but in Sri Lanka a new project on this topic is about to start funded by DFAT.

Promotion of International Labour Standards

The normative context and the impact of International Labour Standards (ILS), including the possible ratification of ILO Conventions, have played an important role since compliance is one of the key issues in BW. In addition, OSH has been an important part especially in Sri Lanka and the project has enhanced the knowledge and awareness on OSH and, thereby, the project is likely to have stimulated the process of the ratification of the *new Fundamental Conventions* following the 110th Session in June 2022 of the International Labour Conference (ILC)⁸, namely the Occupational Safety and Health Convention (C.155) and the Promotional Framework for Occupational Safety and Health Convention (C.187). At the same time, it should be said that the trade unions focus more on the fundamental conventions on Freedom of Association (C.87) and Collective Bargaining (C.98). In Madagascar the ILO-Country Office has a particular drive towards promoting the ratification of Convention 190 on Violence and Harassment.

⁸ https://www.ilo.org/ilc/ILCSessions/110/reports/texts-adopted/WCMS_848632/lang--en/index.htm

Environmental Sustainability

In both countries Environmental Sustainability has not played a major role although a number of stakeholders underscored during the interviews that more attention should be paid to this cross-cutting concern. Significantly, it has become a part of the new five-year strategy of BW Global, and it is included in HREDD.

Social Dialogue and Constituent Capacity Development

Social dialogue and constituent capacity development have been crucial in both programmes as was demonstrated in the course of the present report.

4 Conclusions and Recommendations

4.1 Conclusions

The conclusions of the present Final Independent Clustered Evaluation are analysed in the present section according to the six evaluation criteria used throughout this report. With respect to the first evaluation criteria, *Relevance and Strategic Fit*, the Evaluation found that the two Better Work Programmes in Madagascar and Sri Lanka were highly relevant to the needs of the garment sectors in the two countries as well as to selected other sectors. The stakeholders interviewed all underlined the Relevance of the programmes. The BW programmes also clearly reflect the global trade environment, in particular Human Rights and Environment Due Diligence (HREDD) legislation. The two programmes were a result of the negotiations between the EU and BW which resulted in the decision to design innovative approaches in both countries as pilots. The approach was agreed to be more Constituents-focused, than Factories-led (the traditional BW approach), and the Contribution Agreement between the EU and ILO was signed in November 2019. The BW programmes were highly relevant for several key EU policies and agreements including the promotion of Decent Work and the support for the ratification and implementation of International Labour Standards and Mandatory Human Rights Due Diligence (MHRDD).

The programme strategies and approaches have responded to the needs and priorities of most of the tripartite stakeholders as was established by BW during several consultations in the early phases. In Madagascar the Ministry of Industry and Trade (MIC) was involved from the Government side; from the employers, it was the Groupement des Entreprises Franches et Partenaires (GEFP), and from the workers, the Conférence des Travailleurs de Madagascar (CTM). In Sri Lanka, the Ministry of Labour and Foreign Employment (MoLFEE) is implementing its policy on OSH through its National Institute of OSH (NIOSH). From the employers' side the Employers Federation of Ceylon (EFC) and the apex apparel sector body, the Joint Apparel Association Forum (JAAF) participated respectively. The Trade Unions complained at first about the lack of access to factories, but later participated as well, including several female-led unions.

BW adapted quickly and flexibly to changed circumstances, for example, the start of the COVID pandemic in early 2020 halted the programmes for almost two years after which the necessary adaptations were made. In addition, BW adapted flexibly to the rapid increase in the interest for MHRDD and included it in the respective programmes.

The programmes also complement and fit with other ongoing ILO programmes and projects in the countries and some cooperation took place with these projects. BW in the two countries was aligned to ILO policies including the multi-years Decent Work Country Programmes (DWCP) in Madagascar (2021-2023) and Sri Lanka (2018-2022); both need to be evaluated this year and then renewed. Coherence and cooperation between project and programmes at country level was underlined by both ILO Country Offices and the ONE-ILO approach as implemented in Ethiopia could be one venue for that. Links have further been established with interventions by UN and international development organisations. Both BW programmes fit with the respective country UNSDCF as well as with several SDGs (8, 5 and 1).

With respect to the second evaluation criteria, *Validity of Intervention Design*, the Evaluation found that the design of the interventions did not follow the usual path within ILO to have a comprehensive PRODOC with a Logical Framework (LogFrame), but instead in both countries a brief Concept Note was developed. In Madagascar a LogFrame was developed with 3 Outcomes, but in Sri Lanka this was not completed and instead five Strategic Themes were identified, including OSH and Gender, Inclusion and Diversity (Annex 3). For BW Madagascar the risks were clearly assessed in the Feasibility Study (June 2020) while for Sri Lanka no feasibility study was conducted. Gender dimensions were considered adequately in the design and in the problem analysis. Apart from the fact that women make up most of the workers in the garment sectors in both countries, dedicated interventions were developed, such as GEAR. The project designs did not include an integrated strategy for sustainability, but expectations were that other donors might follow the EC's example, and/or that a follow-up phase would be possible.

In terms of *Intervention Progress and Effectiveness*, the Evaluation found that in general the intended project results have been mostly achieved. The programmes suffered a long delay due to the start of the COVID pandemic and activities could only be initiated from September 2021 (Madagascar) and from October 2022 (Sri Lanka). A selection of the *main* achievements as derived from the *interviews* undertaken with the key stakeholders is provided in Section 3.3, while a full list of activities is included in Annex 9. Some planned activities could not be completed in part due to external factors, while in both countries a number of activities are still planned or the period until the end of June 2024. Overall, it has been achieved by the two programmes that Better Work is now well-known in both countries and that the attention for compliance monitoring and for due diligence has increased substantially.

During the implementation of the programmes a number of different challenges were faced that sometimes led to delays. A number of overall **challenges** were found that impacted more or less on the implementation in both countries, such as COVID, country contexts, the limited timeframe and funding of the agreement, and the concepts of compliance and due diligence are new to many stakeholders. More specific challenges were identified by country in Section 3.3, for example for Madagascar there was not much buy-in from the (French) Brands while the potentially promising cooperation with the FMFP did not materialize. In Sri Lanka the engagement of the Trade Unions went with ups and downs, and the Labour Department of MoLFE has not sufficient capacity and resources.

The evaluation also identified certain pertinent **success factors**, such as BW followed the needs of the constituents through consultations, the programmes were timely, the efficient approach of BW to involve the private sector, the support from IFC, the strong national teams with the right expertise and commitment, and solid support from ILO Country Offices, DWT-Delhi and BW Global (Geneva and Bangkok) as well as from the EU. On the whole, the stakeholders interviewed were quite satisfied with the quantity and quality of the outputs produced. They underlined that more support along the same lines is needed even after the project ends,

Gender and non-discrimination were effectively mainstreamed in the implementation of programme strategies, in particular through activities dedicated to gender equality such as GEAR, through studies into the position of women in the garment sector, and through insisting on having sufficient women among trainees. In Madagascar the BW Team is all-female, in contrast to Sri Lanka. Despite efforts of the factory management to make the families of

female trainees aware of the time inputs required, in few cases trainees still withdrew precisely for that reason reinforcing gender stereotypes.

Most stakeholders indicated that the programme management arrangements and communication were adequate to deliver the results. Because of the limited staff and the limited programme period this was, however, not institutionalised for example through a project steering committee where key stakeholders such as the tripartite stakeholders could have monitored progress and discussed among each other the direction. For example, in Sri Lanka this might have brought the trade unions back on board sooner.

The programmes collaborated regularly with at international and country level with IFC as the BW Partner, for example on the implementation of GEAR in both countries, on the feasibility study in Madagascar and on the National Textile Strategy with MIC. However, there was less systematic engagement with other international development partners or with donors. Resource mobilisation was undertaken incidentally by the teams but could have been more systematic in particular with the AFD in Madagascar. There is also an important role here for the ILO Country Offices.

In terms of *Efficiency*, it was found that the resources have generally been allocated and used strategically to achieve programme results. In Madagascar, a BW Team of five persons was responsible for the implementation, while in Sri Lanka the team tried to use the funds efficiently by deliberately keeping the BW Team small consisting of only two members. Table 2 provides an overview of the expenditures in **Madagascar** by budget categories up to February 2024. The largest expenditure category (62%) is for programme staff which was expected as it concerns a BW team of five staff members; the second category was activities and subcontracts (23%). The balance in February 2024 was just over 150,000 US\$ which is for a large part already committed and expected to be spent mainly before the end of June 2024. Table 3 provides an overview of the expenditures in **Sri Lanka** by budget categories up to February 2024. The percentage spent for programme staff (67%) is higher than in Madagascar, while the idea was to have a lean team and as a result spent a larger *percentage* of the budget on activities; this is, however, due to the fact that the total budget for Sri Lanka was substantially smaller (cf. Tables 2 and 3). The second largest category of expenditures is for activities and subcontracts (23 %). The balance in February 2024 was almost 90,000 US\$ which is mainly committed and expected to be spent before the end of June 2024.

The **yearly expenditures** are pictured in Figure 1, and they started slowly because of the COVID Pandemic. In Madagascar expenditures started earlier on a modest rate in 2021, while most expenditures were made in both countries in 2023.

Resources have also been allocated strategically to achieve Gender equality-related objectives, such as for GEAR, the work with female-led TU's in Sri Lanka, and two surveys related to women in the garment sector in Madagascar. The timely delivery of activities was seriously hindered by the COVID pandemic resulting in the two programmes to start between one and two years later than planned; the extension and additional funding were thus very relevant. After the delayed start of implementation, no serious delays were encountered. The programme activities were cost effective considering the amount of funding, the limited size of the BW teams, the various types of cost-sharing and the substantial achievements. The funding and timeframe were overall not sufficient to achieve each and every one of the intended Outcomes and Results, although, as a whole, each of the two programmes was planned as a pilot and was indeed implemented as such.

In terms of *Impact Orientation*, it was found that a project duration of 2 to 2.5 years is quite limited for genuine impact of the programme outcomes to take place in working conditions and competitiveness along supply chains and/or leading to changes in the lives of final beneficiaries. At the same time the feedback from the tripartite constituents is largely positive indicating a kind of cultural or attitude change with respect to OSH and social compliance. In addition, BW has facilitated enhanced constructive dialogue between employers and employees around labour rights and compliance, some tangible improvements in workplace conditions in the factories involved, and a heightened awareness of workers' rights among trainees. Thereby, the programme has made a contribution to increased compliance with labour standards (and possibly to enhanced productivity) in the participating workplaces. Several concrete *examples* of very specific impact on beneficiaries are discussed in Section 3.5. As regards enhanced gender equality several indicators show that GEAR had a concrete impact on beneficiaries in terms of gender equality, e.g. through promotion and salary increases.

With respect to the *Sustainability* of the BW programmes the evaluation has identified three elements. Firstly, the continued involvement of the tripartite constituents after the programmes end is key to the new, innovative BW approach. For example, some employers' organisations in both countries are planning to implement the respective ToT trainings themselves for their members, and also selected trade unions are including OSH in their awareness programs for their members. Secondly, several policy changes are sustainable, of which a prime example is the development of national guidelines on OSH committees jointly with MoLFE in Sri Lanka. Another example is that Madagascar BW is working on a "Social Governance Action Plan" as part of the National Textile Strategy initiative which is led by IFC and MIC. Thirdly, the possibilities for continued funding in a follow-up phase are being explored by the BW teams with the EU Delegations in the countries and more will become clear at the end of 2024. In addition, the BW Sri Lanka Team is closely collaborating with several smaller projects in key areas. In Madagascar, enhanced cooperation with the FMFP and AFD need to be further explored. While some of the above sustainability strategies are promising they are not yet adequately ensuring a continuation of the outcomes and results in the two countries. A high-level sustainability workshop in each country could be beneficial for that.

The BW programmes have facilitated some degree of stakeholder *ownership* of programme approaches among selected ministries and employers' organisations. More sustained engagement is required, though, to possibly arrive at genuine ownership, including budget allotments. Some promising more concrete results were achieved, for example in Madagascar both the MIC and the GEFP have shown an interest to disseminate training courses, and in Sri Lanka MoLFE made OSH a priority in their plans. NIOSH and EFC have developed public trainings on promoting OSH committees for which BW has trained their representatives which creates revenue through which these trainings can be sustained and possibly expanded. The OSH Industry Advisor programme in Sri Lanka has been upskilling *internal* staff from constituents and supply-chain enterprises to promote OSH bipartite committees, whereas in a traditional BW programme such activities are directly carried out by *external* Enterprise Advisors of BW. For both countries ownership among the Trade Unions has much less developed. On the whole, it was found that ownership of the programmes' mission for sustained compliance has been enhanced by the programmes as knowledge and awareness were promoted by the activities conducted.

Compared to the traditional BW approach, the new approach focuses squarely on the constituents and their capacity building and engagement, and as a result ownership is the central issue in this approach. Therefore, the new approach could well be a better way to build Ownership than the traditional approach although in Madagascar and Sri Lanka much more sustained capacity building and engagement are required to arrive at genuine ownership. Comparing the two countries, it seems that Madagascar would be more in need of a more full-fledged BW approach than Sri Lanka in view of the lower capacities among the Malagasy constituents and the generally lower income-status of the country resulting in much less resources being available.

Several additional measures were identified by the evaluation which could be built into the BW programmes for enhanced sustainability, such as to organize a Sustainability Workshop in each country, involve MSMEs, engage with FMFP and AFD, explore the CNIM, investigate FoA, and add new topics (Climate change and E-learning).

Comparing the new BW model with the traditional Better Work approach, it needs to be pointed out that the funding available at the outset was not sufficient for a full-fledged BW programme with many full-time enterprise advisors (up to 30 or so in certain countries). The benefit of a full-fledged BW is that the Team will be able to convince factories and brands to contribute directly to the funding by way of fees for services rendered. However, the present pilot or innovative programmes (BW-Light) have nevertheless resulted in important achievements, and initial impact and sustainability. At the same time, it was also found that the programmes are not *yet* sustainable in the sense that they will be taken over by constituents once the funding ends. A more long-term intervention is required to build their capacity, generate the required commitment. The current programmes can certainly continue to operate in the new format if additional donor funding can be acquired. This applies to Madagascar with a relatively modest garment sector, but also to Sri Lanka. Although in both cases a detailed PRODOC and LogFrame will be required. Various stakeholders have underlined during the interviews that continuity is essential.

Except for Gender Equality, which has been mainstreamed in this evaluation report following the UN-SWAP approach (cf. Section 2.2), the other *ILO Cross-cutting Priorities* are as follows. *Disability inclusion* and *Environmental Sustainability* did not receive specific attention by the two BW programmes. The normative context and the impact of International Labour Standards (ILS) have played an important role since compliance is one of the key issues in BW. In addition, OSH has been an important part especially in Sri Lanka stimulating the process of the ratification of the new Fundamental Conventions on OSH (C.155 and C.187). *Social dialogue* and *constituent capacity development* have been crucial in both BW programmes as was demonstrated in the course of the present report.

4.2 Recommendations

On the basis of the findings of the present Final Independent Clustered Evaluation of the programme entitled “Phase I of EU-funded Better Work Programmes in Sri Lanka and Madagascar”, the following ***Nine Recommendations*** have been formulated.

- 1. Maintain close contacts with the EU Delegations in Madagascar and Sri Lanka in a possible formulation and planning for a second phase.** An important element in this phase will be the adherence to the new EU Corporate Sustainability Due Diligence Directive (CSDDD) which was agreed by the European Council last week and is expected to be endorsed by the European Parliament in April 2024. In the meantime, discuss with BW Global the possibility of **a bridging fund** from July 2024 to keep the momentum of the present BW Programmes in the two countries going until a new phase starts; this will only be possible if there are solid indications that continued funding after the bridging period will indeed materialize.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO CO, Project Team, EU Delegations, BW Global	Very High	Coming months	None

- 2. Put the BW programme further on the map with an EU-funded high-level Sustainability Workshop in each country** presenting the accomplishments as well as discussing the directions for the future with the tripartite constituents and the key development partners and donors. Involve high-level staff from these organisations in order to jointly explore the potential interest in and funding of the BW innovative approach (this should, among others, explicitly include the MTEFP, FMFP, AFD and CNIM in Madagascar and SDC, Japan and Canada in Sri Lanka). This would also be crucial for enhanced consultations for a follow-up phase. In order to sustain the interest and to enhance resource mobilisation, a schedule for regular follow-up meetings focusing on due diligence can also be discussed at this Workshop, for example continuing the breakfast meetings organised by BW Madagascar in 2022 on the garment sector.

Responsible Unit	Priority	Time Implication	Resource Implication
Project Team, ILO CO, BW Global, Tripartite Constituents, Donors and Development Partners including EU Delegations and IFC	Very High	Coming months	Re-allocation of unused funds

- 3. Explore the possibility of including other sectors than garments in the BW Programmes or to enhance their inclusion in other projects** as many stakeholders in Madagascar and Sri Lanka suggested. Examples are raffia and agri-business in Madagascar and the construction and plantation sectors in Sri Lanka. This can be further explored with BW Global.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO CO, Project Team, BW Global, Tripartite Constituents, EU Delegations	Medium	Coming months	None

4. Expanding into climate action related interventions such as just transition and green jobs.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO CO, Project Team, BW Global, Tripartite Constituents, EU Delegations	Low	2024	Part of new proposal

5. Expanding outreach efforts to engage a broader spectrum of stakeholders, particularly small and medium-sized enterprises (SMEs) and marginalized workers, to ensure inclusivity and maximize impact.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO CO, Project Team, BW Global, Tripartite Constituents, EU Delegations	Low	2024	Part of new proposal

6. Deepening collaboration with trade unions, civil society organizations and other non-state actors to leverage their expertise and resources in advancing labour rights and social justice objectives. In particular, enhance the engagement with trade unions by paying further attention to workers – management relations, collective bargaining and Freedom of Association (FoA).

Responsible Unit	Priority	Time Implication	Resource Implication
ILO CO, Project Team, BW Global, Tripartite Constituents, CSOs/NGOs, EU Delegations	Medium	2024	Part of new proposal

7. Maintain the attention for Gender equality including the dedicated activities in the area of women empowerment, in particular the Gender Equality and Returns (GEAR) programme jointly with IFC.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO CO, Project Team, BW Global, IFC, Tripartite Constituents, EU Delegations	Medium	2024	Part of new proposal

8. Strengthen monitoring and evaluation mechanisms to systematically measure the programme's impact on various stakeholders and inform evidence-based decision-making for continuous improvement. For this it will be required to develop a complete Project Document (PRODOC) including a full Logical Framework against which progress can be measured.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO CO, Project Team, BW Global, ILO-EVAL, EU Delegations	Medium	2024	Part of new proposal

9. ***Focus first on getting a second phase of the innovative (BW-Light) approach funded in Madagascar and Sri Lanka in order to really test this approach, before trying to replicate it in other countries.*** Towards the end of such a second phase BW is advised to conduct a separate investigative exercise to make a comprehensive comparison of the two models (innovative and Traditional BW).

Responsible Unit	Priority	Time Implication	Resource Implication
BW Global, ILO CO, Project Team	Low	2025 - 26	To be determined

5 Lessons Learned and Good Practices

This chapter identifies two lessons learned (LL) and two good practices (GP) from the experience gained by the evaluation in the present report.

Lessons Learned

One of the purposes of evaluations in the ILO is to improve project or programme performance and promote organizational learning. Evaluations are expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact. The present evaluation has identified the following Lessons Learned (LL) and these are briefly introduced below while the full descriptions following the ILO/EVAL Templates are included in Annex 10.

LL1 – *The Better Work programmes replicated and adapted successful initiatives from other Better Work country programmes, such as the Gender Equality and Returns (GEAR), an initiative designed by IFC and focused on women’s empowerment and career opportunities and this programme has already shown concrete results for the beneficiaries such as promotion and salary increase.*

LL2 – *Training on decent work conditions, social compliance and social dialogue has enhanced the interest of constituents to such a degree that several employers’ and workers’ organisations are now providing such training to their members/staff.*

Good Practices

ILO evaluation sees lessons learned and emerging good practices as part of a continuum, beginning with the objective of assessing what has been learned, and then identifying successful practices from those lessons which are worthy of replication. The present evaluation has identified the following Good Practices (GP) and these are briefly introduced below while the full ILO/EVAL Templates are included in Annex 10.

GP1 – *In both Madagascar and in Sri Lanka the capacity building and engagement of Bipartite Committees was a Good Practice enhancing decent work conditions, collective bargaining and productivity.*

GP2 - *Adaptability and flexibility of the Project Team, of the ILO Country Offices and experts, of BW Global, as well as of the donor is critical.*

Templates in Annex 10

The ILO/EVAL Templates with the full description of these Lessons Learned (LL) and Good Practices (GP) are provided in Annex 10.

ANNEXES

Annex 1: Terms of Reference (TOR)

Terms of Reference

Phase I Final Evaluation of EU-funded Better Work Programmes in Sri Lanka and Madagascar

Key facts

Project title	Enhancing Decent Work, Transparency and Traceability for sustainable garment value chains (2019-2024)
Project locations	Madagascar, Sri Lanka
Project DC code	GLO/18/38/EUR
Administrative unit	BETTERWORK
Technical unit	BETTERWORK
P&B outcomes	P&B 2020-2021: Outcome 7: Adequate and effective protection for all and Outcome 1 Strong tripartite constituents and influential and inclusive social dialogue
SDG	8 Decent Work and Economic Growth; 5 Gender Equality; 1 No Poverty
Donor	European Commission
Budget	EUR 14,925,000 (Overall) EUR 12,675,000 (EC) EUR 2,250,000 (BW)
Timeframe	September 2021 to March 2024 (Madagascar) February 2022 to March 2024 (Sri Lanka)
Evaluation type	Clustered independent final evaluation
Expected evaluation duration	1 January 2024 – 31 March 2024

Background

- The Better Work programme was established as a partnership between the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group. Better Work unites governments, global brands, factory owners, unions and workers to improve working conditions in the global apparel and footwear industry and make the sector more competitive. Better Work currently operates in 13 countries. To learn more, please visit the [Better Work website](#).

- **EU contribution to Better Work**

The European Union (EU) has been partnering with the Better Work programme since December 2019. The EU contributed EUR 12.675 million to support the programme's ongoing interventions in Bangladesh, Vietnam and the Global level, and it enabled Better Work to expand its geographical scope to Pakistan, Sri Lanka, and Madagascar. While the overall EU-supported programme ended in June 2023, the EU agreed to extend support to country programme operations in Sri Lanka and Madagascar until June 2024. The EU-funded activities in Global, Bangladesh and Vietnam have been part of the final evaluation of Better Work's 2017-2022 strategy, but the interventions in Sri Lanka and Madagascar are yet to be evaluated.

These two programmes follow a different approach than the traditional Better Work programmes. This approach is a new, flexible and innovative new generation of Better Work programme focusing on strategic thematic areas such as OSH, IR and gender as impact drivers. This evaluation will assess the appropriateness of this model to inform the development of future similar programmes in other countries and other sectors.

- **Better Work Madagascar**

The Better Work Madagascar pilot programme started its activities in late 2021 with the goal of creating decent work conditions and enhancing the competitiveness of the Malagasy garment industry. Adopting an innovative, flexible, and scalable model, Better Work has demonstrated its relevance in supporting Madagascar on the path to resilience, sustainable industrialisation, and competitiveness. To date, Better Work has been working with around 30 of the roughly 100 ready-made garment (RMG) factories located in the country's free zone areas, providing targeted services to workers and managers to enable decent work environments in more productive factories.

The programme also collaborated with unions and employer organisations to promote social dialogue and maintain good worker and employer relationships. The team has trained hundreds of workers and their employers on topics spanning workplace communication, rights and duties of workers, violence and harassment at the workplace and the prevention of sexual harassment on the factory floor, as well as leadership and supervisory skills. Better Work Madagascar replicated and adapted successful initiatives from other Better Work country programmes, such as Gender Equality and Returns (GEAR), an initiative focused on women's empowerment and career opportunities.

At the institutional level, Better Work works with constituents on topics related to sustainable industrialisation and due diligence to create an enabling environment for a just

and sustainable garment sector and beyond. For more details, please visit the [Better Work Madagascar webpage](#).

Better Work Sri Lanka

Better Work, together with the ILO Sri Lanka country office, is conducting an intervention in Sri Lanka in close collaboration with national constituents and other relevant actors in the garment industry. Launched in February 2022, Better Work Sri Lanka aims to improve the working conditions and competitiveness of Sri Lanka's garment and footwear industry. The garment industry is uniquely positioned as a reliable employment and revenue driver in the current economic climate.

The activities undertaken by Better Work Sri Lanka are strategically designed to contribute to three overarching goals, which revolve around the key thematic areas of data and evidence, gender equality and inclusion, occupational safety and health (OSH), and productivity and business performance. As part of these efforts, the introduction and improvement of bipartite OSH committees across Sri Lanka (based on the National Guidelines on OSH bipartite committees developed by Better Work Sri Lanka for the Department of Labour) is a notable initiative. Additionally, there will be an expansion of the National OSH Industry Advisors program, aimed at fostering social dialogue and enhancing OSH management systems through the promotion of OSH bipartite committees. The activities for this phase will be implemented until June 2024. It is important to clarify that Better Work is not offering its traditional factory engagement package in Sri Lanka.

Similar to Madagascar, Better Work Sri Lanka also adapted successful initiatives from other Better Work country programmes, such as GEAR, for implementation. GEAR in Sri Lanka included a new element, including a focus on Women in Management. The Better Work Sri Lanka intervention currently focuses on the following thematic areas:

- Occupational Safety and Health (OSH)
- Gender, Diversity and Inclusion, and
- Micro, Small and Medium Enterprise (MSME) support and development

In addition, the following areas need special attention given a rising importance in the country.

- Entrepreneurial mindset and skills development for factory workers and their families
- Environmental sustainability
- Skills development and employability support for those with disabilities

Better Work also supports the national partners representing the government, employers' and workers' organizations in Sri Lanka to promote international labour standards, more effective partnerships, and sound industrial relations. For more details, please visit the [Better Work Sri Lanka webpage](#).

Evaluation scope

The objective of this assignment is to evaluate the Better Work programme in Sri Lanka and Madagascar funded by the European Commission. In accordance with the ILO evaluation policy, this evaluation shall be conducted as an independent final evaluation, clustering two countries.

The evaluation will cover the following project period;

- Madagascar – September 2021 to March 2024
- Sri Lanka – February 2022 to March 2024

However, the donor funding agreement runs from December 1, 2019 to June 30, 2024.

Purpose of the evaluation

The main purpose of this evaluation is to assess the progress of Better Work's interventions in Madagascar and Sri Lanka and to identify good practices and lessons learned that could contribute to the learning and knowledge development of the programme and its stakeholders and inform resource mobilization for and the design of future Better Work interventions in those two countries. Further, this evaluation is also of broader interest within Better Work. The intervention models in Sri Lanka and Madagascar differ from our programmes in other countries where Better Work heavily focuses on factory engagement. Understanding the effectiveness of such a model and approach, as implemented in Madagascar and Sri Lanka, will therefore be particularly important for Better Work Global. In addition, and as far as is possible within the scope and methodology of the current evaluation, the Better Work hopes that the evaluation will produce tentative insights into the relative effectiveness of this model in comparison to the traditional Better Work approach, in terms of driving positive change in the garment industries.

Intended users

The European Commission, the Better Work programme, and ILO management at the country, regional and HQ levels, are the primary users of the evaluation, as are ILO constituents in the project countries and other partners of the project, including other potential development partners (donors). Evaluation findings are expected to inform resource mobilization efforts, planning and implementation of the next phase of the programme in both countries.

Evaluation criteria and questions

The projects will be assessed against an evaluation framework consisting of five evaluation criteria: i) Relevance and strategic fit (coherence) of interventions; ii) Validity of intervention design; iii) Intervention progress and effectiveness; iv) Efficiency; and v) Impact orientation and sustainability.

Key evaluation question

The primary question for this evaluation is as follows:

How did Better Work's interventions contribute to the overall project objective of "Enhancing Decent Work, Transparency and Traceability for Sustainable garment value chains and beyond" in Madagascar and Sri Lanka?

Country specific questions

To address the primary evaluation question above, the following questions should be considered at the country level. It is expected that the evaluation addresses all of the questions detailed below to the extent possible. The evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed upon between the evaluation manager and the evaluator.

Relevance and strategic fit (coherence) of the interventions

- To what extent is the programme consistent and relevant to the needs of the garment and other relevant sectors in Sri Lanka and Madagascar?
- How does the programme fit into/reflect the global trade environment, i.e., trade agreements and Human Rights and Environment Due Diligence (HREDD) legislation?
- To what extent are the programme strategies and approaches pertinent to the national stakeholders' requirements and policies of partners and donors?
- How have perceived needs and areas of interest among key stakeholders (governments, employers, trade unions, buyers, donors) changed since the beginning of the programme? To what extent did the projects adapt to such changes, other changes in circumstances, including country and industry changes and other forms of ongoing learning?
- How well does the programme complement and fit with other ongoing ILO programmes and projects in the country?
- What links have been established (so far) with other activities of the UN and international development organisations at the country or local levels?

Validity of intervention design

- Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets? How achievable are the outcomes?
- How appropriate (sufficient and realistic) was the intervention strategy for achieving the stated goals?
- Were risks properly defined and assessed during the design of the projects, and have the risk register been regularly updated during the project period?
- Did the project design adequately consider gender dimensions, e.g., in the problem analysis, in planned interventions and in the results framework to monitor progress in this regard?
- Did the project design include an integrated and appropriate strategy for sustainability?

Intervention progress and effectiveness

- To what extent have the intended project results been achieved?

- Have the quantity and quality of the outputs produced been satisfactory?
- What are the lessons learnt in the implementation of the programme? What expected and unexpected obstacles were encountered in programme implementation?
- Have new intervening factors/actors (e.g. other ILO or donor programmes) emerged since the inception of the programme which may have impaired or enhanced programme performance? What are the ways to maximize synergies and improve collaboration with these actors?
- How effectively were gender and non-discrimination mainstreamed in the implementation of programme strategies and interventions in practice (i.e., to what extent has the programme explicitly carried and implemented a gender-transformative approach)? Did the project teams have adequate gender equality and social inclusion expertise and/or adequate technical backstopping from gender specialists?
- Was the programme effective in identifying and addressing inequality in terms of rights, responsibilities, and opportunities between women and men?
- Does the programme receive adequate administrative, technical and – if needed – political support from Better Work Global and the collaborating ILO technical units based in HQ and the regional offices?
- Are the programme management and governance arrangements adequate to deliver results?
- How appropriate and effective are the current institutional arrangement with the partners and tripartite constituents?
- How well have the programmes been able to collaborate with or engage directly and strategically with IFC and/or with donors and to what effect? What other opportunities exist for stronger country-level engagement with IFC and/or donor partners for enhanced effectiveness?

Efficiency

- Are resources allocated and used strategically to achieve programme results?
- Are resources allocated strategically to achieve gender equality-related objectives?
- Were activities completed on-time according to plans? If not, what were the factors that hindered timely delivery and what measures were taken to address them?
- To what extent are the programme activities cost-effective? What level of the programme activities (individual, institutional, systemic) provided the most cost-effective benefits?
- Is the funding and timeframe sufficient to achieve the intended results?

Impact orientation and sustainability

- To what extent are programme outcomes likely to lead to sustainable changes in the lives of final beneficiaries, including as regards enhanced gender equality?
- Does the sustainability strategy appear adequate to support sustainable results? Are resources allocated to implement the sustainability strategy sufficient to achieve the desired effect?
- To what extent does the programme facilitate stakeholder ownership of programme approaches, including the programme's mission for sustained compliance in the sector?

- What additional measures could be built into the programmes for enhanced sustainability?

Principles and approach

In line with the United Nations' good practices for evaluations as defined in the [ILO Policy Guidelines for results-based evaluation](#) (2017), the ILO expects that each evaluation will assess the following key criteria: relevance, effectiveness, efficiency, sustainability and impact.

The core ILO crosscutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, environment, tripartite processes, and constituent capacity development should be considered in this evaluation. In particular, the gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation as mentioned above. To the extent possible, data collection and analysis should be disaggregated by sex as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes. You can find the ILO Evaluation Guidance, including relevant checklists, [here](#).

The evaluation must comply with evaluation norms and standards and follow ethical safeguards, as specified in the ILO's evaluation procedures. The ILO adheres to the United Nations system of evaluation norms and standards as well as to the [OECD/DAC Evaluation Quality Standards](#).

Methodology

The evaluation methodology is expected to use a mix of qualitative and quantitative methods, to be defined and approved as part of the evaluation inception report.

Inception phase

- The lead consultant will review the documents, progress reports, research studies and any relevant documents shared by Better Work and prepare a workplan, aligned with the time schedule included in this ToR. When needed, the consultant will set up interviews with the Better Work teams to better understand the programme as well as specific interventions.
- The lead consultant will draft the inception report based on document review and consultations with the team. The inception report should define the scope of the evaluation and present the evaluation matrix and workplan (more details about the inception report are included below). The Evaluation Manager will be responsible for approving the inception report, after which the lead consultant can move to the next phase of the evaluation.
- It is recommended that the lead consultant develops the initial interview and/or survey questionnaires as a part of the inception report. These can later be adjusted in the data collection phase as required. Appropriate data storage and protocols for anonymity and/or confidentiality and sensitivity should also be established.

Data collection phase

- The evaluation data collection is expected to combine a mix of remote (lead consultant) and in-person (national consultants) data collection methods. The evaluation team will design and undertake group and/or individual discussions with stakeholders.
- The lead consultant will also interview appropriate Better Work and ILO staff and collaborators responsible for programme implementation and oversight. This list should be reviewed and included in the aforementioned inception report.
- At the end of the data collection phase, the consultant, in coordination with the Evaluation Manager, will organise a workshop to present the preliminary findings to key stakeholders, including the donor, and gather relevant feedback. This workshop may be organized before the draft report is circulated with stakeholders, to allow the consultant to make relevant adjustments to the draft report before circulation.

Report writing phase

- The lead consultant will draft the evaluation report based on the data collection and the inputs gathered from the workshop. The consultant will send the draft report to the Evaluation Manager who will review the report and consolidate additional comments from key stakeholders and the Better Work teams.
- The lead consultant will review and consider the additional inputs when finalising the evaluation report and preparing the evaluation summary.

Roles and management arrangements

The evaluation will be conducted by an international lead consultant (home-based), with support from two national consultants based in Madagascar and Sri Lanka. Following the ILO's evaluation policy and process, the consultant team will coordinate evaluation activities in the two countries liaising with national staff. (The roles and responsibilities of the two national consultants are described in a separate ToR.)

The international consultant will take lead in designing the evaluation, coordinating activities and writing up the final evaluation report with support from national consultants. The Better Work country programmes and relevant members of the Better Work Global team will provide inputs throughout.

The lead consultant will report to the designated Evaluation Manager, and will discuss any technical and methodological matters with the Evaluation Manager. In their daily work, the consultant will liaise with Better Work teams in Madagascar and Sri Lanka as well as the Better Work Global team based in Geneva, Bangkok and Vietnam.

Responsibilities and deliverables

The lead consultant will have the following responsibilities:

- Close communication and coordination with the Evaluation Manager;
- The design, planning and implementation of the evaluation and drafting of the evaluation report using an approach agreed with the ILO;
- Coordinating and collaborating with national consultants in Madagascar and Sri Lanka; and
- Liaising with the ILO, programme stakeholders and partners as needed.

The lead consultant will be responsible for the following (more detailed instructions for each deliverable will be communicated):

Outputs	Description	Work days (expected)	Tentative timeline
Contracting	Signing the contract	N/A	12 January 2024
Desk review and inception report	<p>The lead evaluator will review all relevant documents and consult team members as needed to develop a data collection strategy (including for the field) and prepare the inception report.</p> <p>The inception report will include among other elements a workplan, the evaluation questions, data collection methodologies and techniques, tools and instruments (interview, group discussions, workshop outlines, guides, questionnaires, etc.) and methods to ensure integration of a gender and non-discrimination perspective. The inception report will be prepared as per the ILO Checklist 3: Writing the inception report and will be submitted to the evaluation manager.</p> <p>The evaluation manager will share the inception report with Better Work, ILO and a group of stakeholders identified by Better Work.</p> <p><u>Final inception report (Deliverable 1)</u></p>	5	19 January 2024
Quantitative and qualitative data collection	The evaluation team will undertake interviews and/or surveys with stakeholders as per the methods identified in the inception report. It is expected that the lead consultant will undertake interviews virtually and the national consultants will conduct onsite interviews.	12	15 February 2024

Outputs	Description	Work days (expected)	Tentative timeline
	<p>If requested to do so, the lead evaluator will share relevant qualitative and quantitative data with the ILO using appropriate and secure arrangements. The channel of sharing will be discussed and agreed with the ILO.</p>		
<p>Debriefing/ stakeholder workshop</p>	<p>The evaluation team, with the support of the Evaluation Manager and the project teams, will organise a workshop to present the preliminary findings to key stakeholders, including the donor, and gather relevant feedback.</p> <p><u>Debriefing (Deliverable 2)</u></p>	<p>2</p>	<p>22 February</p>
<p>Draft evaluation report</p>	<p>The draft evaluation report will include and reflect on findings from the fieldwork and communications with stakeholders and partners. The draft report will be prepared as per the ILO Checklist 5: Preparing the Evaluation Report.</p> <p>The Evaluation Manager will circulate the draft report with Better Work, ILO and a group of stakeholders for comments and feedback, consolidate comments and share with the lead evaluator.</p> <p><u>Draft evaluation report (Deliverable 3)</u></p>	<p>9</p>	<p>29 February 2024</p>
<p>Final evaluation report with evaluation summary</p>	<p>The lead evaluator will incorporate and address comments received from the ILO and key stakeholders into the final version.</p> <p>The report will be finalised as per the ILO Checklist 5: Preparing the Evaluation Report. The quality of the report, evaluation summary and attachments will be assessed against the ILO Checklists 5, 6, 7, and 8.</p> <p>The reports and all other outputs will be produced in English. All draft and final reports including other supporting documents, analytical reports, and raw data will be provided in electronic version compatible with Microsoft Word.</p>	<p>2</p>	<p>31 March 2024</p>

Outputs	Description	Work days (expected)	Tentative timeline
	<u>Final evaluation report with summary and attachments Deliverable 4)</u>		
Total number of days for lead consultant		30	

Timeline and payment schedule

The consultant will pursue this assignment for a specified number of days between January and March 2024. The consultant will be paid upon satisfactory completion of deliverables and upon receipt of signed invoices, referring to deliverables as described in the contract with the respective amount and working days indicated.

A tentative list of payment schedule is as follows:

Deliverable 1: Inception report (first payment: 30%)

Deliverables 2 & 3: Debriefing (stakeholder workshop presentation) and draft evaluation report (second payment: 30%)

Deliverable 4: Final evaluation report including good practices and lessons learned and a standalone Evaluation summary in EVAL recommended templates (third payment: 40%)

Professional requirements

The independent final evaluation will be conducted by a lead international evaluator, who will work with the support of two national consultants. This call for expression of interest (EOI) is open to:

- International consultants interested in the role of lead evaluator; and
- Teams of consultants.

In case an individual submission is chosen as lead evaluator, the ILO will recruit additional national consultants to perform specific tasks in consultation with the lead evaluator.

The lead evaluator will have the following:

- Solid experience and a good record of conducting development project and programme evaluations;
- Strong experience in drafting evaluation documents;
- Strong knowledge of evaluation methodologies;
- Strong understanding of the apparel supply chain;
- Knowledge of the ILO's role and mandate, tripartite structure, gender and inclusion policies would be an advantage;

- Knowledge of the country contexts of Madagascar and Sri Lanka would be a plus, but not mandatory;
- Full proficiency in English. All reports, including drafts will be written in English.
- Proficiency in Sinhalese, Tamil, Malagasy and French would be a plus, but not mandatory; and
- Good interpersonal and cross-cultural communication skills.

Application

Selection of the lead consultant will be done by the Evaluation Manager appointed by the ILO, based on technical competence and financial proposals presented in the expression of interest (EOI). Interested candidates should include the following in their application:

- A cover letter describing technical expertise and prior experience leading similar evaluations as well as a statement of availability during the period of evaluation as defined in these ToRs;
- CV(s);
- A financial proposal with details of the daily rate of the evaluation work (all inclusive) and a breakdown of working days according to expected deliverables. Please note that the lead evaluator is not expected to travel; and
- If applicable, include information about your network and ability to identify national consultants in the two countries (not mandatory).

The deadline to express interest in the final evaluation is 15 December 2023 (COB). Please send your EOI via email to moqvistuggla@gmail.com with thakur@ilo.org in copy and indicate [EU Phase I Final evaluation – Better Work Madagascar and Sri Lanka] in the email subject line.

Confidentiality Statement

All data and information received for the purpose of this assignment are to be treated confidentially and are only to be used in connection with the execution of these Terms of Reference. All intellectual property rights arising from the execution of these Terms of Reference are assigned to IFC and ILO. The contents of written materials obtained and used in this assignment may not be disclosed to any third parties without the express advance written authorization of the IFC and ILO.

Annex 2: Data Collection Worksheet

Below is the Data Collection Worksheet specifying the Evaluation Criteria and Questions, as well as the sources of data, stakeholder interviews and specific methods used in the present final independent evaluation (Source: Inception Report, 15 February 2024).

Evaluation Criteria and Questions	Sources of Data	Stakeholder Interviews	Specific Methods
A. Relevance and Strategic Fit (Coherence) of Interventions			
1) To what extent is the programme consistent and relevant to the needs of the garment and other relevant sectors in Sri Lanka and Madagascar?	PRODOC, Country Concept Notes, LogFrames, BW Phase IV Evaluation, Policies of Governments and of Social Partners	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW, Donor, Implementing partners	Documents review & Stakeholder Interviews
2) How does the programme fit into/reflect the global trade environment, i.e., trade agreements and Human Rights and Environment Due Diligence (HREDD) legislation?	PRODOC, Country Concept Notes, LogFrames, BW Phase IV Evaluation, EU-policies	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents review & Stakeholder Interviews
3) To what extent are the programme strategies and approaches pertinent to the national stakeholders' requirements and policies of partners and donors?	PRODOC, Country Concept Notes, LogFrames, Policies of Governments and of Social Partners, EU-policies, Contribution Agreement EU-ILO	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW, Donor, Implementing partners	Documents review & Stakeholder Interviews
4) How have perceived needs and areas of interest among key stakeholders (governments, employers, trade unions, buyers, donors) changed since the beginning of the programme? To what extent did the projects adapt to such changes, other changes in circumstances, including country and industry changes and other forms of ongoing learning?	Annual Donor Reports, No-Cost Extension request, Selected progress reports	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents review & Stakeholder Interviews
5) How well does the programme complement and fit with other ongoing ILO programmes and projects in the country?	PRODOC, Country Concept Notes, LogFrames, BW Phase IV Evaluation	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents review & Stakeholder Interviews
6) What links have been established (so far) with other activities of the UN and international development organisations at the country or local levels?	UNSDCFs, ILO-DWCPs, Annual Donor Reports, No-Cost Extension request	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents review & Stakeholder Interviews
B. Validity of Intervention Design			
7) Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets? How achievable are the outcomes?	PRODOC, Country Concept Notes, LogFrames	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents review & Stakeholder Interviews
8) How appropriate (sufficient and realistic) was the intervention strategy for achieving the stated goals? How well did BW adjust its traditional intervention logic to its new approach in these two countries?	PRODOC, Country Concept Notes, LogFrames	Project Teams, ILO CO's/DWT/HQ, BW, Donor, Tripartite Constituents, Implementing partners	Documents review & Stakeholder Interviews

9) Were risks properly defined and assessed during the design of the projects, and have the risk register been regularly updated during the project period?	PRODOC, Country Concept Notes, LogFrames, Annual Donor Reports, No-Cost Extension request	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents review & Stakeholder Interviews
10) Did the project design adequately consider gender dimensions, e.g., in the problem analysis, in planned interventions and in the results framework to monitor progress in this regard?	PRODOC, Country Concept Notes, LogFrames	Project Teams, ILO CO's/DWT/HQ, BW, Donor, Tripartite Constituents, Implementing partners	Documents review & Stakeholder Interviews
11) Did the project design include an integrated and appropriate strategy for sustainability?	PRODOC, Country Concept Notes, LogFrames	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents review & Stakeholder Interviews
C. Intervention Progress and Effectiveness			
12) To what extent have the intended project results been achieved?	Annual Donor Reports, No-Cost Extension Request, Project Websites, Project Products	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW, Donor, Implementing partners	Documents review, Stakeholder Interviews & Field visits
13) Have the quantity and quality of the outputs produced been satisfactory?	Annual Donor Reports, No-Cost Extension Request, Project Websites, Project Products	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW, Donor, Implementing partners	Documents review, Stakeholder Interviews & Field visits
14) What are the lessons learnt in the implementation of the programme? What expected and unexpected obstacles were encountered in programme implementation?	Annual Donor Reports, No-Cost Extension Request, Project Websites, Project Products	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW, Donor, Implementing partners	Documents review, Stakeholder Interviews & Field visits
15) Have new intervening factors/actors (e.g. other ILO or donor programmes) emerged since the inception of the programme which may have impaired or enhanced programme performance? What are the ways to maximize synergies and improve collaboration with these actors?	Annual Donor Reports, No-Cost Extension Request, Project Websites, Project Products	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents review, Stakeholder Interviews & Field visits
16) How effectively were gender and non-discrimination mainstreamed in the implementation of programme strategies and interventions in practice (i.e., to what extent has the programme explicitly carried and implemented a gender-transformative approach)? Did the project teams have adequate gender equality and social inclusion expertise and/or adequate technical backstopping from gender specialists? Did unintended effects of interventions on gender equality occur, and in how far did they reinforce stereotypes or exacerbate existing gender disparities?	Annual Donor Reports, No-Cost Extension Request, Project Websites, Project Products	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW, Donor, Implementing partners	Documents review, Stakeholder Interviews & Field visits
17) Was the programme effective in identifying and addressing inequality in terms of rights, responsibilities, and opportunities between women and men?	Annual Donor Reports, No-Cost Extension Request, Project Websites, Project Products	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents review, Stakeholder Interviews & Field visits
18) Does the programme receive adequate administrative, technical and – if needed – political support from Better Work Global and the	Annual Donor Reports, No-Cost Extension Request, Project	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents review, Stakeholder

collaborating ILO technical units based in HQ and the regional offices?	Websites, Project Products		Interviews & Field visits
19) Are the programme management and governance arrangements adequate to deliver results?	Annual Donor Reports, No-Cost Extension Request, Project Websites, Project Products	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW, Donor, Implementing partners	Documents review, Stakeholder Interviews & Field visits
20) How appropriate and effective are the current institutional arrangement with the partners and tripartite constituents?	Annual Donor Reports, No-Cost Extension Request, Project Websites, Project Products	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW, Donor, Implementing partners	Documents review, Stakeholder Interviews & Field visits
21) How well have the programmes been able to collaborate with or engage directly and strategically with IFC and/or with donors and to what effect? What other opportunities exist for stronger country-level engagement with IFC and/or donor partners for enhanced effectiveness?	Annual Donor Reports, No-Cost Extension Request, Project Websites, Project Products	BW (incl. IFC), Project Teams, ILO CO's/DWT/HQ, Donor	Documents review, Stakeholder Interviews & Field visits
D. Efficiency			
22) Are resources allocated and used strategically to achieve programme results?	Financial Reports, Annual Donor Reports, No-Cost Extension Request	Project Teams, ILO CO's/DWT/HQ, BW, Donor, Tripartite Constituents	Review of Financial Reports & Stakeholder Interviews
23) Are resources allocated strategically to achieve gender equality-related objectives?	Financial Reports, Annual Donor Reports, No-Cost Extension Request	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Review of Financial Reports & Stakeholder Interviews
24) Were activities completed on-time according to plans? If not, what were the factors that hindered timely delivery and what measures were taken to address them?	Financial Reports, Annual Donor Reports, No-Cost Extension Request	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Review of Financial Reports & Stakeholder Interviews
25) To what extent are the programme activities cost-effective? What level of the programme activities (individual, institutional, systemic) provided the most cost-effective benefits?	Financial Reports, Annual Donor Reports, No-Cost Extension Request	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Review of Financial Reports & Stakeholder Interviews
26) Is the funding and timeframe sufficient to achieve the intended results?	Financial Reports, Annual Donor Reports, No-Cost Extension Request	Project Teams, ILO CO's/DWT/HQ, BW, Donor, Tripartite Constituents	Review of Financial Reports & Stakeholder Interviews
E. Impact Orientation and Sustainability			
27) To what extent are programme outcomes likely to lead to sustainable changes in the lives of final beneficiaries, including as regards enhanced gender equality?	Annual Donor Reports, BW Strategy 2022-2027, No-Cost Extension Request, Project Websites, Project Products	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW, Donor, Implementing partners	Documents review, Stakeholder Interviews & Field visits
28) Does the sustainability strategy appear adequate to support sustainable results? Are resources allocated to implement the sustainability strategy sufficient to achieve the desired effect?	Annual Donor Reports, BW Strategy 2022-2027, No-Cost Extension Request, Project Websites, Project Products	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents review, Stakeholder Interviews & Field visits
29) To what extent does the programme facilitate stakeholder ownership of programme approaches, including	Annual Donor Reports, BW Strategy 2022-	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW,	Documents review, Stakeholder

the programme's mission for sustained compliance in the sector?	2027, No-Cost Extension Request	Donor, Implementing partners	Interviews & Field visits
30) What additional measures could be built into the programmes for enhanced sustainability?	Annual Donor Reports, BW Strategy 2022-2027, No-Cost Extension Request	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW, Donor, Implementing partners	Documents review, Stakeholder Interviews & Field visits
31) What are the insights acquired into the relative effectiveness of this model in comparison to the traditional Better Work approach, in terms of driving positive change in the garment industries and beyond?	Annual Donor Reports, BW Strategy 2022-2027, No-Cost Extension Request, Project Websites, Project Products	Project Teams, ILO CO's/DWT/HQ, BW, Donor	Documents Review & Stakeholder Interviews & Field visits
F. ILO Cross-cutting Priorities			
32) To what extent have other cross-cutting themes been addressed in the design and in the implementation of the BW programmes in the two countries, including promotion of ILS, environmental sustainability, tripartite and social dialogue issues, , and constituent capacity development?	Annual Donor Reports, No-Cost Extension Request, Project Websites, Project Products	Tripartite Constituents, Project Teams, ILO CO's/DWT/HQ, BW, Donor, Implementing partners	Documents review, Stakeholder Interviews & Field visits

Annex 3: M & E Frameworks and LogFrames

This Annex contains the following LogFrames and/or M&E Frameworks which are relevant for the present evaluation:

- 1) BW Global LogFrame (November 2019),
- 2) BW Madagascar LogFrame 2022, and
- 3) BW Sri Lanka Strategic Themes and Outputs.

1) BW GLOBAL LOGFRAME (November 2019)

The BW Global LogFrame for the entire Action under the “Contribution Agreement” concerns the following Objectives and Outputs:

- **Overall Objective:** Improve working conditions and achieve more sustainable production patterns in the global garment value chain.
- **Specific objective:** Compliance with international labour and environmental standards in the garment value chains is improved
- **Output 1:** By 2022, Better Work will have accelerated improvements in working conditions and business competitiveness through in-factory services
- **Output 2:** By 2022, Better Work will have influenced global retailers, brands and manufacturers in the establishment of business practices that promote decent work outcomes in supply chains.
- **Output 3:** At the national level, ILO, IFC and WBG will have strengthened institutions and influenced policies that create an enabling environment for decent work and improved business competitiveness.
- **Output 4:** Better Work will have influenced the global policy dialogue on decent work and the SDGs with its unique evidence base and proven examples of success.

The Global LogFrame for the entire Action under the “Contribution Agreement” can be found here:
<https://drive.google.com/file/d/18Qn3JpS8ZiGHjGEjmIO-iJAfDOiMa-l5/view?usp=sharing>

2) LOGFRAME BW Madagascar 2022-2023 (2022)

Outcomes, Outputs and Activities	Indicators
Development outcome: <i>A sustainable and competitive garment sector that provides decent jobs, contributes to inclusive growth, and guarantees fundamental rights for workers and employers</i>	% of RMG sector contribution to formal employment % RMG sector to growth # of Conventions ratified
Outcome 1: Malagasy garment factories are more sustainable, resilient and inclusive.	Number of factories demonstrating awareness and commitment toward effective social dialogue and compliance
Output 1.1. Factories are provided with a basic understanding of social compliance with a focus on social dialogue, workers' rights and responsibilities, gender-responsive issues and HR management	Number of factories reached through training Number of workers trained (disaggregated by sex, topic, category) Number of advisory visits
Activity: Implementation of Better Work training modules in companies	
Activity: Customised advisory to companies as a follow-up to the training provided	
Activity: Set up a partnership with the Fonds Malgache de Formation Professionnelle (FMFP) for enterprise training	
Output 1.2. Women are better equipped to have access to the relevant knowledge/information on their rights and on career progression opportunities	Percentage of women engaged in job-related training Number of trainings/advisory delivered that include gender-responsive issues
Activity: Implementation of Better Work training modules targeting women in companies, including female entrepreneurs	
Activity: Customised advisory to women-led companies/SMEs as a follow-up to the training provided	
Activity: Analysis of the feasibility of the GEAR programme and implementation of training modules to support women's career development	
Outcome 2. National institutions have the capacity, knowledge and skills to promote policies for decent work and competitiveness in the garment sector	Constituents apply decent work principles in the garment sector as part of a sector-wide strategy through the elaboration of instruments that include decent work and inclusive growth at the sectoral level
	Number of ToT delivered

Output 2.1. Constituents are better equipped with knowledge and skills on social dialogue, workers' rights and responsibilities, gender-responsive issues and HR management to promote and enforce social compliance in the industry	Number of constituents to have received capacity building for the effective enforcement of international labour standards and the labour code (disaggregated by sex, topic, category)
Activity: Targeted capacity building of social partners on technical issues related to the implementation of the labour code, social dialogue, violence in the workplace (C. 190)	
Activity: Capacity building of the GEFP skills cluster on training related to social dialogue, leadership skills, HR management, negotiation skills and violence and harassment in the workplace	
Output 2.2 A social governance action plan is adopted by constituents and discussions are held to integrate it into the national sectoral strategy formulation process	Completed action plan on social governance
Activity: Collaboration with constituents and bilateral and multilateral development partners to include a component addressing labour conditions and social governance in the development of a national industrial strategy for the textile & clothing sector	
Activity: Participation in various workshops, discussions and public-private dialogues on the textile sector	
Output 2.3. Compelling knowledge including on gender-responsive and circularity-centered issues is generated to make the case for a more inclusive and sustainable garment sector.	Number of recommendations agreed with stakeholders for a more inclusive and sustainable industry
Activity: Study on barriers and opportunities for women in the textile & clothing sector in Madagascar in collaboration with GFEM	
Activity: Collaboration with other ILO projects working in the textile sector for a study on Circularity and Environmental Sustainability in the garment sector in Madagascar	
Outcome 3. Principles of responsible business conduct and a standard-based approach to compliance monitoring based on national law and international labour standards is applied by Better Work Madagascar's brand partners and stakeholders	Demonstrated engagement by BW stakeholders towards a stronger normative and compliance environment in Madagascar
Output 3.1. Brands sourcing from Madagascar are actively engaged to subscribe to and promote BW services with their suppliers	Number of buyers collaborating in BW activities
Activity: Maintain ongoing engagement with Better Work's partner brands to inform them of Better Work Madagascar's activities, including in relation to their suppliers	
Activity: Mapping of non-traditional BW partner and participant French brands sourcing from Madagascar, and marketing of the BW approach (ICS, Fashion Pact, etc.)	
Activity: Advocacy with brands for funding of innovative approaches to support factory compliance, including subcontractors.	
Output 3.2. BW stakeholders are provided with knowledge on due diligence and RBC principles implementation	Number of events organised to promote RBC in the supply chain

Activity: Strengthening knowledge on eligibility criteria for EU ESA EPA, AGOA and other relevant FTAs related to working conditions and social compliance of ministerial departments in charge of free trade agreements	
Activity: Organisation of a business forum to bring buyers, constituents and the industry together, to convene dialogue about due diligence and compliance requirements, and opportunities for the Madagascar RMG industry, under the free trade agreements to which the country is party	
Outcome 4. Financial and operational management of Better Work in Madagascar	Sources of funding secured for future activities
Output 4.1. Operational implementation	Delivery % of the budget is optimal
Activity: Staff recruitment and training	
Activity: Operations and logistics	
Output 4.2. Communication and visibility on the objectives and achievements of the BWM programme	Number of postings/articles/press citing BW
Activity: Organisation of events and development of communication tools adapted to different audiences	
Activity: Outreach to local media for TV/radio/press features	
Activity: Promotion of the BWM on the BW webpage and social media	
Output 4.3 A Theory of Change is completed for the ILO-Tana textile cluster and donors are actively engaged with a view to secure commitment and funding for a follow up phase	TOC Final joint RM plan PRODOC for next phase
Activity: Elaboration of a resource mobilisation plan to support the BW and ILO textile cluster strategy beyond 2022-23	
Activity: Analysis of the possibility of introducing paid services beyond the pilot	

3) BW Sri Lanka Strategic Themes and Outputs

Sri Lanka: Strategic Themes and Outputs
Strategic Theme 1: Occupational Safety and Health. Employers, workers, and their representatives in the Better Work Programme uphold and are protected by national labour laws and fundamental principles and rights at work; and enterprises in the sector that have emerged from the COVID-19 crisis are more sustainable resilient and inclusive.
1.1 Promoting Social Dialogue
1.2 Policy Influence – Ministry of Labour
1.3 Mental Health and Well-Being
Strategic Theme 2: Gender, Inclusion and Diversity.
2.1 GEAR
2.2 Representation
Strategic Theme 3: Micro-Small-Medium Enterprises.
3.1 Entrepreneurship
3.2 Craft industry - Artisans
3.3 Satellite factories
Strategic Theme 4: Supply Chain Due Diligence.
4.1 Responsible Business Conduct
Strategic Theme 5: Social and Labour Convergence Programme (SLCP).
5.1 Social and Labour Convergence Programme (SLCP)

Annex 4: List of Key Stakeholders Interviewed

The list of Key Stakeholders interviewed for Madagascar, Sri Lanka and Global has been divided below into Stakeholders interviewed online and in person in the respective countries (IE – International Evaluator; NE = National Evaluator):

	Name	Title / Organisation	Stakeholder category	Male/ Female	Interview by
Stakeholders interviewed online					
1)	Raquel Scarpari, GEAR Lead	IFC		F	IE
2)	Johann Hesse, Head of Cooperation	EU Delegation Sri Lanka	Donor	M	IE (in writing)
3)	Lars Bredal, Deputy Head of the EU Delegation	EU Delegation Sri Lanka	Donor	M	
4)	Sanjeevan Nicholas, Manager	Next	Brand	M	IE
5)	Joni Simpson	ILO Colombo	Country Director	F	IE
6)	Dasun Kodituwakku	ILO Colombo	National Programme Officer	M	IE/NE
7)	Kesava Kanapathy Murali	Better Work Sri Lanka / ILO Colombo	Programme Manager	M	IE/NE
8)	Ravindra Peiris	ILO / ACTEMP / DWT Delhi	Sr Specialist	M	IE
9)	Mahandra Naidoo	ILO / DIALOGUE / DWT Delhi	Social Dialogue & Lab Admin Specialist	M	IE
10)	Murielle Lesales	EU Delegation - Project Manager - Focal Point	Donor	F	IE/NE
11)	Diane Davoine	IFC/GEAR - Programme Lead (Geneva)	IFC - Geneva based	F	IE
12)	Anouchka Razakandisa	IFC Advisory services (Antananarivo)	IFC - Madagascar based	F	IE/NE
13)	Frederick Muia	ILO Country Director	ILO CO	M	IE/NE
14)	Anne-Laure Henry-Greard	Chief Technical Advisor	BWM	F	IE/NE
15)	Arielle Idriss Zafera	National Project Coordinator	BWM	F	IE/NE
16)	Beata Plonka	EU DG INTPA	EU	F	IE
17)	Conor Boyle	BWG	ILO (now with IFC)	M	IE
18)	Alexa Hough	BWG	ILO	F	IE
19)	Janika Simon	BWG – ExColl	Consultant	F	IE
20)	Nikita Grabher-Meyer	BWG	ILO	F	IE
21)	Anne Shanali Weerasuriya	BWG (Bangkok)	ILO	F	IE
22)	Akira Kawasaki	BWG Bangkok	ILO	M	IE/NE
23)	Samira Manzur	BWG Ho Chi Minh City	ILO	F	IE/NE

Madagascar: Stakeholders interviewed in person by NE					
1)	Philippe Marquand	EU-funded project CLIMINVEST - Team leader	collaborator from a donor-funded project	M	NE
2)	Lisivololona Razanajaholy	EU-funded project CLIMINVEST - Chargée du dialogue public-privé	collaborator from a donor-funded project	F	

3)	Olga Rakotoarimanga	Conférence des Travailleurs de Madagascar - Secrétaire exécutive	worker's organisation	F	NE
4)	Mr José Randrianasolo	Conférence des Travailleurs de Madagascar, représentant du FISEMA	worker's organisation	M	NE
5)	Mr Tiana Andriamanana	Conférence des Travailleurs de Madagascar, représentant du TM	worker's organisation	M	NE
6)	Mr Michel RAVOAVY, From SEKRIMA	Conférence des Travailleurs de Madagascar, représentant du SEKRIMA	worker's organisation	M	NE
7)	Mr Haja Rafanomezantsoa	Délégué du personnel, membre du syndicat des travailleurs SARTM	worker's organisation	M	NE
8)	Mr Aina Navalona Fetrahalimihotra	Délégué du personnel, membre du syndicat des travailleurs SARTM	worker's organisation	M	NE
9)	Mr Nirina Korias Robihasina	Délégué du personnel, membre du syndicat des travailleurs SARTM	worker's organisation	M	NE
10)	Mr Christian Rakotozafinirina	Délégué du personnel, membre du syndicat des travailleurs, TM	worker's organisation	M	NE
11)	Rindra Andriamahefa	GEFP - Chargé d'affaires	employer's organisation	M	NE
12)	Isidore Razanakoto	Ministry of Commerce - Directeur général du commerce et de la consommation	Government	M	NE
13)	Njivatiana Rakotoarivonona	Ministry of Commerce - Directeur général De l'industrialisation	Government	F	NE
14)	Hasina Randriamiary	FMFP - Directeur de la formation et de l'insertion	public-private fund representative	M	NE
15)	Gio ANDRIAMANANTENA	FMFP - , Responsable Formation et Insertion	public-private fund representative	M	NE
16)	Mireille RABETAFIKA	FMFP - Accompagnateur Spécialisé	public-private fund representative	F	NE
17)	Bruner NOEL	FMFP - Expert en Ingénierie de Formation Professionnelle	public-private fund representative	M	NE
18)	Marc Boulnois	Directeur administratif - Ultramaille	factory representative	M	NE
19)	Mr Christian Rajao Andriakotomalala,	In Charge Of Skills Development Chargé du développement des compétences, Ultramaille	factory representative	M	NE
20)	David Roger	CEO et fondateur de Buy your Way.	Consultant/Partenaire de Better Work	M	NE
21)	Karine Danielson	Cheffe de projet Buy Your Way	Consultant/Partenaire de Better Work	F	NE
22)	Dina Rajemison	Cheffe de projet Buy Your Way	Consultant/Partenaire de Better Work	F	NE
23)	Céline Rasoanirina	Responsable formation - Accord Knits	factory representative	F	NE

Sri Lanka: Stakeholders interviewed in person by NE					
1)	Vajira Ellepola, Director General	Employers Federation of Ceylon	Employers	M	NE
2)	Yohan Lawrence, Secretary General	Joint Apparel Association Forum	Employers	M	NE
3)	Leslie Devendra / Gen. Secretary	Sri Lanka Nidahas Sevaka Sangamaya (SLNSS)	Workers	M	NE
4)	Anton Marcus, Joint Secretary	Industrial Transport and General Workers' Union	Workers	M	NE
5)	Lalitha Deddukumbura	TGCWU, Female-led Union (and Trainee)	Workers	F	NE
6)	Dr Champika Amarasinghe, Director General	National Institute of OSH, NIOSH	Government	F	NE
7)	Kaushala Prematilake, Chief People Officer	Hela Clothing on GEAR	Factory Representative	M	NE
8)	Poshita Delapola, Head of HR	Vogue Tex on GEAR	Factory Representative	M	NE
9)	Edwin Deva, Head of Compliance	Orit Clothing on GEAR + Master Trainers	Factory Representative	M	NE
10)	Engr. E. Abeywardene	Additional Commissioner General of Labour (Engineering)	Government	M	NE
Focus Group Discussion – OSH Bipartite Committee/GEAR, Orit Apparels Lanka (Pvt) Factory, Dummalasooriya					
1.	Dharshana Weerasinghe	Head of HR	Factory Representative (OSH)	M	NE
2.	Ashangika Samikanjalee	Sewing machine operator	(OSH+GEAR)	F	NE
3.	Sanjeewa Peiris	Stores in charge	OSH	M	NE
4.	Wathsala Edirisinghe	Helper-Production	OSH	F	NE
5.	Pradeep Disanayaka	Helper-Washing Preparation	OSH	M	NE

Annex 5: Evaluation Work Plan

Evaluation Workplan: Timeframe, Tasks and Responsibilities are as follows:

Outputs	Workdays Internat. Evaluator	Workdays Nat. Cons. Madagascar	Workdays Nat. Cons. Sri Lanka	Tentative timeline
Desk review and inception report	5	1	1	15 February 2024
Quantitative and qualitative data collection	12	8	8	16 February – 18 March 2024
Online stakeholder workshop	2	0.5	0.5	19 March 2024
Draft evaluation report	9	0.5	0.5	20 March – 3 April 2024
Final evaluation report with evaluation summary	2			20 April 2024
TOTAL Nr. of days	30	10	10	

Annex 6: Attendees at Stakeholder Workshop

The list of participants in the virtual Stakeholder Workshop on Tuesday 19 March 2024:

No.	First Name	Last Name	Organization	Country
1.	Rachel	Perera	National Evaluator - BW	Sri Lanka
2.	Isidore	RAZANAKOTO	Ministère de l'industrialisation et du commerce	Madagascar
3.	Murielle	Lesales	EU Delegation	Madagascar
4.	Nirina Korias	ROBIHASINA	SARTM/CTM Syndicat	Madagascar
5.	Theo	Van der Loop	ILO	Netherlands
6.	Beata	Plonka	European Commission, DG International Partnerships	Belgium
7.	Herinjatovo	Ramiarison	Consultant	Madagascar
8.	Poshitha	Delapola	Voguetex pvt. ltd.	Sri Lanka
9.	Yashoravi	Bakmiwewa	The Employers' Federation of Ceylon	Sri Lanka
10.	Indie	Tirangkura	Better Work, ILO	Thailand
11.	Arielle	Zafera	ILO	Madagascar
12.	Frederick	Muia	ILO	Madagascar
13.	Anton	Marcus	FTZ&GSEU	Sri Lanka
14.	Nisha	Baruah	ILO	Switzerland
15.	Mini	Thakur	ILO	Switzerland
16.	Annika	Moqvist Ugglä	ILO	Bolivia
17.	EDWIN	DEVA	Orit Apparels Lanka Pvt Ltd	Sri Lanka
18.	Kesava Murali	Kanapathy	ILO	Sri Lanka
19.	Nampoina	Interpreter	Freelance interpreter	Madagascar
20.	Laza	Andriatiana	Interpreter	Madagascar
21.	Tony	Andrianaivoson	Bridging	Madagascar
22.	Mino	Ramiandrisoa	ILO	Madagascar
23.	Anne	Shanali	Better work	Thailand
24.	Roopa	Nair	ILO	Switzerland
25.	Tina	Rogers	Better Work	Thailand
26.	Ivo	SPAUWEN	ILO	Switzerland
27.	Marie-Lyne	Thomas	ILO	Thailand
28.	Colin	Fenwick	ILO	Thailand
29.	Nikita	Grabher-Meyer	ILO	Switzerland
30.	Shumin	Liu	ILO	Thailand
31.	Lalitha	Rajanee	Textile Garment and Clothing workers union	Sri Lanka
32.	Joni	Simpson	ILO	Sri Lanka

Annex 7: Better Work criteria used for feasibility study for expansion

Better Work criteria used for feasibility study for expansion

	Criteria	Potential Indicators	Potential Sources
1.	Labour standards in the industry are poorly enforced.	Ratification of ILO Core Conventions; Official labour complaints	Observations by ILO Committee of Experts; ILOLEX; ITUC Annual Survey; Qualitative information on workers' concerns: Better Work Mission Reports, NGO Reports; Consultations with relevant ILO Departments
2.	The industry employs a large number of vulnerable workers and is relevant for promoting gender equity	Proportion of women; Proportion of internal/international migrants and/or ethnic and religious minorities; Percentage of informal employment; Sector vs. average wages; Minimum vs. living wages; Sector wages vs. consumption basket; Remittances to poor households; Proportion of female-headed households in the sector; Employment intensity of the sector	Consultations with Ministry of Labour, Ministry of Trade; National Institute of Statistics; Civil Society Organizations; Trade Unions; UNDP Human Development Index
3.	The industry has sound economic potential and competitiveness and economic prospects of the industry can be increased by improved labour standards performance.	Trade policy environment; Investment environment (access to credit); Buyers' procurement criteria; Country's positioning in the value chain; Growth rates of the industry; Overall contribution of the industry to the GDP; Export growth of the industry; Size of the industry compared to other industries; Constraints i.e. access to finance, infrastructure (customs, ports, electricity etc.)	Buyers' Surveys; Trade agreements or European Partnership Agreement; IFC Performance Standards and Risk Rating; Global Investment Promotion Benchmarking of the IFC; National statistics provided by the Central Bank and Ministry of Commerce; Information provided by employers' association; World Bank "Doing Business" Report; International Trade Centre Trade Data; EIU Reports
4.	There is social and political stability in the country.	Political stability: existence of democratic and judicial institutions, democratic elections; Social Stability: potential for demonstrations/unrest, criminality	Political Instability Index of the Economist Intelligence Unit ; general news
5.	The relevant government, employers' and workers' organizations at the national and international level are	Level and reasons of government engagement; Level and reasons of employers' engagement; Level and reasons of workers' engagement	Information gathered during scoping missions; Consultations with relevant ILO field offices, ACTRAV and ACTEMP

	committed to participate in the programme.		
6.	International buyers or other supply chain actors have an interest in this particular sourcing country and are committed to get their factories on board of a potential BW programme.	Letter of commitment by buyers	Buyers' survey/discussions and key informant interviews;
7.	Better Work approaches can be adapted to the country context.	General analysis of adaptability of Better Work tools, methodology and services; Note: if there is a particular countryrelated issue, i.e. the existence of a country 8compliance scheme, this is9sue is discussed in detail	Review with BW Specialists to evaluate adaptability of Better Work tools, methodologies and services; National law; Consultations with national stakeholders; Consultations with relevant ILO departments
8.	A BW programme in this sector or country has a potential to be financially and institutionally sustainable.	Number of factories, workers; Viability of Better Work financial model; Potential expansion to other sectors; Capacity of institutions; Potential other sources of revenue e.g. host country governments; Potential for the programme to become mandatory	National statistics provided by the Central Bank and Ministry of Commerce; Employers' associations; Better Work Financial Model and relevant projections
9.	There are synergies with IFC, ILO and other initiatives (such as supply chain or social compliance initiatives) in this particular country/sector.	ILO initiatives (DWCP, SECTOR) Investment and Advisory Projects of the IFC Other Donor Initiatives Civil Society Initiatives Private Sector Initiatives	ILO Decent Work Country Programmes; Discussions with IFC; Desk review of and consultations with other existing initiatives in the country/sector
10.	Availability of donor funding.	Letter of commitment from the Donor	Donor consultations

Annex 8: Madagascar Feasibility Study – Summary Findings

Summary assessment findings of the Better Work Feasibility Criteria.

- Green means that this criteria is fulfilled.
- Orange means that this criteria is partially fulfilled.
- Red means that this criteria is not fulfilled.

Criteria		Summary Findings
1. Challenges exist concerning the enforcement of labour standards in the industry.		There are a large number of challenges concerning enforcement of labour standards in the garment industry in Madagascar. Very little data exists, but there are strong indications that noncompliance issues are widespread in almost all of the categories that Better Work covers, especially in the area of compensation, OSH, working hours, contracts & HR, discrimination etc. The labour inspection departments face enormous structural challenges.
2. The industry employs a large number of vulnerable workers and is relevant for promoting gender equity.		Although no fully reliable statistics exist, it appears that the industry employs about 150,000 workers out of which 62% are women, mostly from rural areas and disadvantaged families who have a household size of four to seven people. The individual employee files show that young single women represent more than 50% of workers. Hence, the relevance of this industry to promote gender equity is significant.
3. The industry has sound economic potential and competitiveness and economic prospects of the industry can be increased by improved labour standards performance.		GDP growth is projected at 5.3% in 2020 and 5.1% in 2021. Growth in the manufacturing sector is projected to average 6.9% in 2020/21, a faster pace than agriculture and services (NB: These estimates are from the time preCOVID19 and may have to be adjusted over the course of 2020). Representing about 75% of manufacturing exports and being a priority sector for the Government, the garment sector plays an important role in this growth strategy. While Madagascar does not have strong trade related incentives to improve labour compliance, the presence of reputation sensitive buyers and the potential entry of new ones will continue to require the industry to meet standards. As working conditions vary substantially across manufacturers, many factories would benefit from improved working conditions, which would in turn raise the entire industry's profile.
4. There is social and political stability in the country.		By regional standards, Madagascar has been politically and economically stable since 2014. However, social and political stability remain fragile given the country's history of crises, coups and social unrest, as well as the present situation marked by high levels of poverty and the concentration of wealth by a small elite. Political instability and weak institutional capacity also create a number of challenges for manufacturers (e.g. weak enabling environment for industry growth, lack of support and vision for the industry from the Government, inefficient logistics and infrastructure, poor public provision of health and education etc.).
5. The relevant tripartite constituents are committed to participate in the programme.		Different than in other countries that Better Work engages with, the constituents in Madagascar have not reached out to request the programme's consideration for their country. The engagement with constituents has been limited to one in-country mission and one meeting with each of the parties cited in this study. While initial interest can definitely be stated, more discussions are needed to properly assess the commitment of the tripartite partners. Therefore, this criteria cannot conclusively be evaluated yet.

6. International buyers have an interest in this particular sourcing country.		<p>Madagascar is on the radar of a number of international buyers looking to relocate their activities to Sub-Saharan Africa, and some Better Work partners are already sourcing from Madagascar (Inditex, M&S, Gap, PVH, Levi's, C&A, Asos). However, early consultations with Better Work partners do not demonstrate a strong, consistent business interest. Madagascar's main market is Europe, predominantly France, with a focus on products of higher complexity.</p> <p>Better Work has so far failed in its efforts to gain any interest from these French Brands, which would however be key to a successful programme given that France is the biggest market for apparel products from Madagascar within the EU</p>
7. Better Work approaches can be adapted to the country context.		<p>There are a number of challenges concerning the adaptability of Better Work's approaches to the country context. Most of these are surmountable, but they would require creativity and potentially proportionally more resources to be overcome. The one main concern is that Better Work experience has clearly shown that smaller country programmes, i.e. in countries where the industry size is below a certain threshold, Better Work needs to be given mandatory status to make meaningful change at the enterprise and sectoral level. This is a discussion that would have to be held with constituents in more depth as such mandatory status requires longer-term commitment by constituents and the setup of a more systematic financing arrangement.</p>
8. The programme has potential to be financially and institutionally sustainable.		<p>Better Work is not a short-term technical cooperation project, but rather a comprehensive programme investing its resources in building relationships with constituents in the midterm in order to build their capacity to govern the labour market on their own more effectively. In Madagascar, sustainability of Better Work efforts would mean a long-term engagement to build institutional capacities of all tripartite partners, which will require long breath and sufficient financial resources. Financially, the programme would heavily depend on a solid and diversified donor base, as revenues from the private sector will be limited.</p>
9. There are synergies with IFC, ILO and other initiatives in this particular country.		<p>Other initiatives in the garment industry in Madagascar are limited. While this limits the potential for synergies, it also provides an opportunity to provide support to an industry that has been relatively "untouched". This may allow for significant impact if sufficient time and resources are made available. Coordination with other industry players would be much easier than in large countries and industries. The most likely partners for collaboration seem to be IFC and their advisory services and the ILO's Vision Zero Fund.</p>
10. Availability of donor funding.		<p>Better Work received EUR 1 million from the EC earmarked for scoping and potential activities in Madagascar. The funding is not sufficient in order to implement a full-fledged Better Work programme in Madagascar. Initial conversations with other donors in the country have not revealed a lot of potential for additional donor funding. France, which is quite a big donor in Madagascar, has previously funded an initiative in the garment sector in the area of skills development, but are not planning to expand their funding in this sector. DFID just signed an agreement with the International Trade Centre (ITC) amounting over USD 3 million for a 3-year programme to support trade facilitation for SMEs in the garment sector. Generally, development cooperation is not very visible in the country and very few interventions are implemented in the garment sector. Further discussions could be held with donors to assess other potential funding support for a programme in the garment industry.</p>

Annex 9: Activities Undertaken in two countries

This Annex consists of two parts:

- A. BW Madagascar Activities, and
- B. BW Sri Lanka Activities

These are the activities as reported by the BW Teams themselves.

A. BW Madagascar Activities:

MADAGASCAR: Results Framework	Key Performance Indicators / Activities	Actual 2021-23	Target for 2024
Development outcome: A sustainable and competitive garment sector that provides decent jobs, contributes to inclusive growth, and guarantees fundamental rights for workers and employers	% of RMG sector contribution to formal employment (disaggregated) % RMG sector to growth		
Outcome 1: Malagasy garment factories and suppliers are more sustainable, resilient and inclusive.	Number of factories demonstrating awareness and commitment toward effective social dialogue and compliance		
Output 1.1. Factories are provided with a basic understanding of social compliance with a focus on social dialogue, workers' rights and responsibilities, gender-responsive issues and HR management	Number of factories reached through training	32	20
	Number of workers trained (disaggregated by sex, topic, category)	414	100
	Number of advisory visits	15	16
Output 1.2. Women are better equipped to have access to the relevant knowledge/information on their rights and on career progression opportunities, in tier 1 and sub-contracting tiers	Percentage of women engaged in job-related training	About 70%	80,00%
	Number of trainings/advisory delivered that include gender-responsive issues	38	16
	Number of women reached by training & advisory	201	175
Outcome 2. National institutions have the capacity, knowledge and skills to promote policies for decent work and competitiveness in the garment sector	Constituents apply decent work principles in the garment sector as part of a sector-wide strategy through the elaboration of instruments that include decent work and inclusive growth at the sectoral level		
Output 2.1. Constituents are better equipped with knowledge and skills on social dialogue, workers' rights and responsibilities, gender-responsive issues and HR management to promote and enforce social compliance in the industry	Number of ToT delivered	15	18
	Number of constituents to have received capacity building for the effective enforcement of international labour standards and the labour code (disaggregated by sex, topic, category)	220	25
Output 2.2 A social governance action plan is adopted by constituents and discussions are held to integrate it into the national sectoral strategy formulation process	Completed action plan on social governance	-	1
Output 2.3. Compelling knowledge including on gender-responsive and circularity-centered issues is generated to make the case for a more inclusive and sustainable garment sector	Number of recommendations agreed with stakeholders for a more inclusive and sustainable industry	-	-
Outcome 3. Principles of responsible business conduct and a standard-based approach to compliance monitoring based on national law and international labour standards is applied by	Demonstrated engagement by BW stakeholders towards a stronger normative and compliance environment in Madagascar		

Better Work Madagascar's brand partners and stakeholders			
Output 3.1. Brands sourcing from Madagascar are actively engaged to subscribe to and promote BW services with their suppliers	Number of buyers collaborating in BW activities	4	-
Output 3.2. BW stakeholders are provided with knowledge on due diligence and RBC principles implementation along the garment and accessory supply chain	Number of events organised to promote RBC in the supply chain	3	1
Outcome 4. Financial and operational management of Better Work in Madagascar	Sources of funding secured for future activities		
Output 4.1. Operational implementation	Delivery % of the budget is optimal	97%	100%
Output 4.2. Communication and visibility on the objectives and achievements of the BWM programme	Number of postings/articles/press citing BW	40	40

B. BW Sri Lanka Activities:

SRI LANKA OUTPUTS	STATUS	OUTPUT SUMMARY AND MILESTONES FOR 2024
Strategic Theme 1: Occupational Safety and Health.		
1.1 Promoting Social Dialogue	On schedule	<ul style="list-style-type: none"> National OSH Master Trainer program (MT) - 70 MTs representing national partners from which 53 graduated. 126 OSH bipartite committees established through MTs Other sectors ^{a)} <p>2024 - Milestones: ^{b)}</p> <ul style="list-style-type: none"> Phase 2 of the MT programme includes one batch of 34 representatives. April 28th – Graduation of OSH master trainers (phase 2)
1.2 Policy Influence – MoLFE	On schedule	<ul style="list-style-type: none"> Support the development of the National guidelines on Bipartite OSH committees – DoL (legal requirement from 2024). It will become mandatory for all workplaces that employ more than 25 employees once the GoSL approves the new labour laws and regulations. <p>2024 - Milestone:</p> <ul style="list-style-type: none"> Q2 Development of an RMG sectoral strategy – focused on export development and competitiveness; This might only take place based on the potential <i>collaboration</i> with the International Trade Center (ITC) through the funding by the Swiss.
1.3 Mental Health and Well-Being	On schedule	<p><i>Co-funded by EU and private sector:</i></p> <ul style="list-style-type: none"> Mapping the landscape/Consultations in mental health and well-being (MHWB) relating to the apparel industry in Sri Lanka. Awareness campaigns and workshops, involving WHO, RMG factories, professional bodies, and expert groups. Launch of awareness campaign on Mental Health and Well-Being. Development of dedicated well-being centers in two export processing zones in partnership with the Board of Investments (BoI; under the Ministry of Finance), which will provide (a) Space for the centers, (b) find an infrastructure partner to upgrade the centers.
Strategic Theme 2: Gender, Inclusion and Diversity.		
2.1 GEAR	On schedule	<ul style="list-style-type: none"> GEAR Promoting female leadership - Promotion rate of 83%: 108 trained, of which 106 graduated as next-level female leaders (86 female machine operators trained to be appointed as supervisors, plus 22 female supervisors trained to be appointed as executives). Skills and Leadership development: 75 middle-level factory management staff trained on leadership, innovation, and change management processes to enable female leadership within their factories. <p>Disability Inclusion: ^{c)}</p>

		<p>2024 - Milestones: ^{d)}</p> <ul style="list-style-type: none"> Jan 22nd, 2024 Launch of GEAR phase 2: The Deliverables up to June 2024 are funded by the EU, whereas the deliverables between July 2024 - Jan 2025 will be funded by the revenue from the private sector. Q1 launch of the disability inclusion program (funded by DFAT)
2.2 Representation	On schedule	<ul style="list-style-type: none"> Representation: Increase female participation in OSH committees and Promote Female Leadership within worker representation bodies (refer to output 1.1 above: 41 per cent of National Industry Advisors were women). Target of having 50 per cent female representation in the committees (this will be an outcome once the OSH guidelines have been adopted as a legal requirement). Women leadership in TUs: The trade union leadership across Sri Lanka is dominated by males, hence, Better Work Sri Lanka directly engaged with two female-led trade unions to help build their capacity to enhance voice and representation and provide leadership and skills development.
Strategic Theme 3: Micro-Small-Medium Enterprises.		
3.1 Entrepreneurship	Just started	<ul style="list-style-type: none"> Pilot on Business Development Entrepreneurship: Skills development for workers and their families.
3.2 Craft industry - Artisans	On schedule	<ul style="list-style-type: none"> Pilot with Selyn Textiles and their group of artisans (batik and handloom) focused on building capacity on HRM, OSH and productivity, and improving the basic OSH of selected artisan units (home based).
3.3 Satellite factories	On hold	<i>On hold due to the political and economic challenges in the country, pushed towards a potential phase 2 of the programme.</i>
Strategic Theme 4: Supply Chain Due Diligence.		
4.1 Responsible Business Conduct	On schedule	<ul style="list-style-type: none"> Launch of the RBC toolkit through the Dutch Government – Collaboration with UNDP. Business and Human Rights: Awareness of Due Diligence requirements for supply chains Sustainable Manufacturing: RBC and Due Diligence environmental requirements Product sustainability and responsible manufacturing – Not yet started.
Strategic Theme 5: Social and Labour Convergence Programme (SLCP)		
5.1 SLCP	On hold	On hold until Better Work Global finalizes the strategy and secures the initial budget support through SLCP/ Industry Summit for a sectorial intervention.

- a) *Replication of the OSH Bipartite Committees to other sectors through other funding:*
- The OSH Bipartite Committees were introduced in the tea plantation sector by the the “Safety + Health for All” project in the tea plantations following the OSH guidelines and the Master Trainers whom BW trained from EFC and ILO – 50 OSH committees introduced in the tea plantation sector to-date.*
 - NIOSH and EFC helped adopt the OSH Bipartite Committees guidelines to the MSME sector under the ILO MSME project.*
- b) *One related activity is funded by the BW-Global fund: Q1 Impact evaluation of the OSH Master Trainer program by Oxford of Bath University (to be confirmed).*
- c) *Disability is under a new project funded by DFAT for the period of 2024-2026: Development of project proposal for Disability Inclusion, and a PPP to upgrade vocational training centers for RMG for People with Disabilities.*
- d) *One related activity is coordinated by IFC through BWSL under the EU funding for IFC: Development and deployment of ToT for GEAR to sustain the knowledge and tools through the companies benefitting from the GEAR programme.*

Annex 10: Lessons Learned (LL) and Good Practices (GP)

This Annex provides the full description of two Lessons Learned (LL) and two Good Practices (GP) in the ILO Templates as follows:

LL1: *The Better Work programmes replicated and adapted successful initiatives from other Better Work country programmes, such as the Gender Equality and Returns (GEAR), an initiative designed by IFC and focused on women’s empowerment and career opportunities and this programme has already shown concrete results for the beneficiaries such as promotion and salary increase.*

ILO Lesson Learned Template

Project Title: Phase I Final Independent Evaluation of EU-funded Better Work Programmes in Sri Lanka and Madagascar

Project TC/SYMBOL: GLO/18/38/EUR

Name of Evaluator: Theo van der Loop, Hery Ramiarison and Rachel Perera

Date: 3 April 2024

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>The Better Work programmes replicated and adapted successful initiatives from other Better Work country programmes, such as the Gender Equality and Returns (GEAR), an initiative designed by IFC and focused on women’s empowerment and career opportunities and this programme has already shown concrete results for the beneficiaries such as promotion and salary increase. Also, thanks to the GEAR program, female workers are henceforth more capable to assume their responsibilities at work, to speak up, to have self-confidence, to respond and to counter harassment.</i>
Context and any related preconditions	<i>Through the GEAR programme female leadership and career growth were promoted. In fact, factory managers and trainees highlighted that it contributed to cultural and institutional change. In both countries some factories already started to adapt their own training programme to GEAR having realized the important effects of GEAR training on performance, promotion, etc. To demonstrate the level of importance given to GEAR by brands, in Sri Lanka the Private sector contributes through fees to the second phase of GEAR from January 2024 until January 2025, for example Marks & Spencer contributes US\$ 10,000 for five of their factories with a total of 20 GEAR participants.</i>
Targeted users / Beneficiaries	<i>Tripartite Constituents, BW Global and Country programmes, and Donor.</i>
Challenges /negative lessons - Causal factors	<i>In the GEAR programme it was found that sometimes the acceptance of newly promoted trainees is slow among peer groups.</i>

Success / Positive Issues - Causal factors	<i>The GEAR programme is not only training women, but also works with managers and the enabling environment, in order to be able to remove barriers. For example, before the selection was done for GEAR training, the management invited family members and explained to them what the training entails (planned training, duration, promotion and increase of workload, etc.). This was done to raise awareness among families that the trainees need family support in helping out with household tasks.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>IFC gave overall guidance on the implementation of GEAR in both countries, e.g., they also implement GEAR in the agricultural sector in Madagascar, while in Sri Lanka GEAR was implemented jointly by IFC and ILO (funded by EC-BW).</i>

LL2: Training on decent work conditions, social compliance and social dialogue has enhanced the interest of constituents to such a degree that several employers' and workers' organisations are now providing such training to their members/staff.

ILO Lesson Learned Template

Project Title: Phase I Final Independent Evaluation of EU-funded Better Work Programmes in Sri Lanka and Madagascar

Project TC/SYMBOL: GLO/18/38/EUR

Name of Evaluator: Theo van der Loop, Hery Ramiarison and Rachel Perera

Date: 3 April 2024

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>Training on decent work conditions, social compliance and social dialogue has enhanced the interest of constituents to such a degree that several employers' and workers' organisations are now providing such training to their members/staff. This is one of the key elements of the innovative BW approach (BW Light) as it focuses on the constituents being trained and made aware up to the point where they will take the initiative to sustain the process.</i>
Context and any related preconditions	<i>The focus should be on the tripartite constituents and their capacity, knowledge and awareness of social compliance and decent work, as opposed to the BW Traditional approach in which the focus is on factory-assessments by a large team of enterprise advisors paid by BW and in part by contributions from factories and brands as payments for factory services rendered by these advisors.</i>
Targeted users / Beneficiaries	<i>Tripartite Constituents, BW Global and Country programmes, and Donor.</i>

Challenges /negative lessons - Causal factors	<i>Sometimes it was difficult for companies to find the persons with the right qualifications for the different types of training, and the time required for the training itself was also regularly mentioned as a challenge as the trainees must combine it with their work and the needs of their families.</i>
Success / Positive Issues - Causal factors	<i>The employers' organisations in both countries (GEFP and EFC) are planning to implement the respective ToT trainings themselves for their members. GEFP is committed to draft a dissemination plan for ToT this year. EFC will re-structure its own training program based on the BW ToT and it will be exploring jointly with BW and NIOSH a digitized form to provide access to digital training tools via BW training portal (e.g., important for companies located in remote areas). Some trade unions are also including OSH in their awareness programs for their members. In both countries some factories already started to adapt their own training programme to GEAR having realized the important effects of GEAR training on performance, promotion, etc.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>None.</i>

GP1: In both Madagascar and in Sri Lanka the capacity building and engagement of Bipartite Committees was a Good Practice enhancing decent work conditions, collective bargaining and productivity.

ILO Emerging Good Practice Template

Project Title: Phase I Final Independent Evaluation of EU-funded Better Work Programmes in Sri Lanka and Madagascar

Project TC/SYMBOL: GLO/18/38/EUR

Name of Evaluator: Theo van der Loop, Hery Ramiarison and Rachel Perera

Date: 3 April 2024

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>In both Madagascar and in Sri Lanka the capacity building and engagement of Bipartite Committees was a Good Practice enhancing decent work conditions, collective bargaining and productivity.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>Refer to next box.</i>
Establish a clear cause-effect relationship	<i>The BW Madagascar approach combining training with accompaniment (monitoring and coaching) is identified by factories as a factor of success. The workers and managers involved in bipartite committees already felt the positive impact on both workers and firms. The members of bipartite committee have a better understanding of their real role and mission whereas the structure is well functioning. The capacity building of tripartite constituents in Sri Lanka to promote Social Dialogue has enhanced the awareness and knowledge of the industrial advisors who subsequently empowered the OSH bipartite committees. The cooperation of BW Sri Lanka with MoLFE on the National Guideline on Bipartite OSH Committees proved to be important to improve decent work conditions and it was a catalysator for getting the social partners on board.</i>
Indicate measurable impact and targeted beneficiaries	<i>Targeted beneficiaries are employees and management staff in factories who take a seat in the Bipartite Committees. For Madagascar, the share of women in the total number of workers' representatives in the bipartite committees is expected to increase in the near future.</i>

Potential for replication and by whom	<i>It has already been shown that this approach is replicable, as was achieved by the “Safety + Health for All” project in the tea plantations. To date some 60 committees have been covered (reaching 15,000 workers). With sufficient funding other sectors can benefit as well in the near future, for example the construction industry in which industrial accidents are on the rise according to the Department of Labour. Another example is that in Sri Lanka some 60 to 70 factories have a Bipartite OSH Committee, and that Brands indicated that they are now insisting on that in the factories they work with (leverage).</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO’s Strategic Program Framework)	<ul style="list-style-type: none"> • ILO Global Flagship Programme “Better Work” based in ILO HQ Geneva. • The MNE declaration. • “Safety + Health for All”.
Other documents or relevant comments	<i>The theme of the Annual Conference on OSH 2023 In Sri Lanka was “Bipartite committees are the future of safety and health” and it was hosted by NIOSH of the MioLFE; it was attended by no less than 400 participants including all tripartite constituents.</i>

GP2: Adaptability and flexibility of the Project Team, of the ILO Country Offices and experts, of BW Global, as well as of the donor is critical.

ILO Emerging Good Practice Template

Project Title: Phase I Final Independent Evaluation of EU-funded Better Work Programmes in Sri Lanka and Madagascar

Project TC/SYMBOL: GLO/18/38/EUR

Name of Evaluator: Theo van der Loop, Hery Ramiarison and Rachel Perera

Date: 3 April 2024

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>Adaptability and flexibility of the Project Team, of the ILO Country Offices and experts, of BW Global, as well as of the donor is critical.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p><i>Delays because of the COVID pandemic.</i></p> <p><i>The development of loose concept notes.</i></p> <p><i>Adaptation to changed circumstances such as the innovative BW approach and the rapid increase in importance of Human Rights and Environment Due Diligence (HREDD).</i></p>

Establish a clear cause-effect relationship	<i>The COVID-19 pandemic started in March 2020 just after the Contribution Agreement between the EU and ILO was signed (November 2019). This delayed the implementation with 1.5 to 2 years or so. It required flexibility and adaptability from all stakeholders to re-design the approach and to adapt to changed circumstances. In addition, it required flexibility from the EU to allow a re-start after the COVID pandemic as well as a no-cost extension of one year and a re-allocation of funding in favour of the BW programmes in the two countries.</i>
Indicate measurable impact and targeted beneficiaries	<i>Project Team, ILO Country Offices and experts, donor, but also adaptability and flexibility were demanded from the tripartite constituents and other stakeholders and partners.</i>
Potential for replication and by whom	<i>To be replicated in most projects implemented by the ILO.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<ul style="list-style-type: none"> • <i>ILO Global Flagship Programme "Better Work" based in ILO HQ Geneva.</i> • <i>The MNE declaration.</i> • <i>"Safety + Health for All".</i>
Other documents or relevant comments	<i>n.a.</i>

Annex 11: Documents Consulted

Project Documents:

- Terms of Reference (ToR) for the present Final Independent Clustered Evaluation, dated 6 January 2024 (see Annex 1).
- Contribution Agreement between the EU and ILO of November 2019, plus all its attachments and annexes.
- The Global PRODOC for the EC Contribution dated November 2019, including the overall LogFrame.
- The two Concept Notes for Madagascar (March 2021) and Sri Lanka (September 2021).
- The LogFrame for BW Madagascar 2022-2023.
- ILO Evaluation of Better Work Phase III (2012-2017), January 2018.
- The BW Phase IV Final Independent Cluster Evaluation 2017-2022 (December 2022).
- Whitfield, Lindsay and Marslev, Kristoffer (January 2023): Working Conditions in Madagascar's Apparel Industry, Better Work Interventions, and Pathways for Positive Effects. ILO Better Work Report.
 - See also: Marslev, K., & Whitfield, L. (2023). Working Conditions in Madagascar's Apparel Industry: Comparing Export and Domestic Market Firms. Centre for Business and Development Studies. CBDS Working Paper No. 2023/2.
- Link to publication in CBS Research Portal
- General rights
- Copyright and moral rights for the publications made accessible in the public portal are retained by the authors and/or other copyright owners
- and it is a condition of accessing publications that users recognise and abide by the legal requirements associated with these rights.
- Take down policy
- If you believe that this document breaches copyright please contact us (research.lib@cbs.dk) providing details, and we will remove access to
- the work immediately and investigate your claim.
- Download date:
- Annual Donor Reports (ADR) 2021 and 2022.
- Financial reports
- No-Cost Extension Request: Description of BW activities to be implemented during the extension period between July 2023 and June 2024 (June 2023).
- BW Sri Lanka: Interviews with OSH Master Trainers (September 2023): https://docs.google.com/presentation/d/1Cf2AIPcCh6rH7NhwPB_ZWX0f0VmuKp60/edit?usp=drive_link&oid=112620230865909326517&rtpof=true&sd=true
- Other documents/materials/publications that were produced through the project or by relevant stakeholders.
- Project Website (BW Global, BW Madagascar and BW Sri Lanka).
- BW Strategy 2022-2027: Sustaining Impact.
- Mid-Term Independent Clustered Evaluation of "Advancing Decent Work and Inclusive Industrialisation in Ethiopia – ONE-ILO SIRAYE". March 2022.

Other Documents:

- OECD/DAC (2020): Quality Standards for development evaluation. DAC Guidelines and Reference Series:
<https://www.oecd.org/development/evaluation/dcdndep/36596604.pdf>
- ILO EVAL: Evaluation Policy Guidelines, including ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations 3rd edition 2017.
- ILO (2020) Policy Guidelines for Results-Based Evaluation (4th edition). ILO-EVAL, Geneva: November 2020. See:
https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm
- United Nations Evaluation Guidelines (UNEG) Norms and Standards ILO policy guidelines (4th edition, 2020): https://www.ilo.org/eval/WCMS_817079/lang--en/index.htm
- United Nations Evaluation Group (2018): UN-SWAP Evaluation Performance Indicator - Technical Note and Scorecard
- ILO EVAL: Supplementary Guidance Note: Integrating gender equality in ILO monitoring and evaluation. November 2023: https://www.ilo.org/wcmstp5/groups/public/--ed_mas/---eval/documents/publication/wcms_905557.pdf
- Amanda Mack (December 2023): Integrating Gender Equality in ILO Monitoring and Evaluation. Collaborative Online Learning Event. PowerPoint Presentation EVAL, Geneva, December 12, 2023.
- ILO (2022): Independent High-Level Evaluation of ILO's COVID-19 response 2020-22. EVAL office Geneva, August 2022:
https://www.ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/WCMS_854253/lang--en/index.htm
- EVAL (2020): Implications of COVID-19 on evaluations in the ILO: An internal guide on adapting to the situation. Geneva: http://www.ilo.ch/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_741206.pdf, and:
www.ilo.ch/eval/WCMS_744068/lang--en/index.htm
- ILO EVAL (2021): ILO's response to the impact of COVID-19 on the world of work: Evaluative lessons on how to build a better future of work after the pandemic (August 2021): <http://www.unevaluation.org/document/download/2787>

=====