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Labour  
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## FINAL REPORT

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## LIST OF ACRONYMS

API	Asosiasi Pertekstilan Indonesia/Indonesian Textile Association
APINDO	Asosiasi Pengusaha Indonesia/The Employers' Association of Indonesia
ASEAN	Association of Southeast Asian Nations
BPS	Badan Pusat Statistik/Central Bureau of Statistic
BW	Better Work
BWG	Better Work Global
BWI	Better Work Indonesia
C	Convention
CBA	Collective Bargaining Agreement
CPO	Country Programme Outcome
CNV	Christelijk Nationaal Vakverbond/National Christian Workers' Federation
CTA	Chief Technical Advisor
DIY	Daerah Istimewa Yogyakarta/Special Territory of Yogyakarta
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EAs	Enterprise Advisors
EQ	Evaluative Question
EVAL	ILO Evaluation Office
FNV	Federatie Nederlandse Vakbeweging/The Netherlands Trade Union Confederation
FSPTSK-KSPSI	Federasi Serikat Pekerja Tekstil, Sandang, dan Kulit - Konfederasi Serikat Pekerja Seluruh Indonesia/Federation of Textile, Clothing, and Leather Labor Union - All Indonesia Confederation of Trade Unions
FGarteks-KSBSI	Federasi Garmen, Tekstil, Kulit, dan Sepatu - Serikat Buruh Sejahtera Indonesia/Federation of Garments, Textiles, Leather and Shoes - Indonesian Prosperous Trade Union Confederation
FoA	Freedom of Association
GENDER	Gender Bureau
GUF	Global Union Federation
HQ	Headquarters
IFA/GFA	International/Global Framework Agreement
IFC	International Finance Corporation
ILC	International Labour Conference
ILO	International Labour Organization
IR	Industrial Relation
ITUC	International Trade Union Congress
KNK	Kader Norma Ketenagakerjaan /Labor Norm Cadre/Expert
KOGA	Korean Garment Employers Association in Indonesia
KSBSI	Konfederasi Serikat Buruh Sejahtera Indonesia/ Indonesian Prosperous Trade Union Confederation
KSPSI	Konfederasi Serikat Pekerja Seluruh Indonesia/All Indonesian Trade

	Unions' Confederation
LF	Logical Framework
LKSBs	Lembaga Kerja Sama Bipartit/Bipartite Committee
LI	Labour Inspection
LLCS	Labour Law Compliance System
LLCS-MIS	Labour Law Compliance System-Management Information System
M&E	Monitoring and Evaluation
MoM	Ministry of Manpower
MoMT	Ministry of Manpower and Transmigration
MTE	Mid-Term Evaluation
NPC	National Programme Coordinator
OBF	Outcome-Based Funding
OBPF	Outcome-Based Partnership Funding
OECD	Organization for Economic Co-operation and Development
OSH	Occupational Safety and Health
OTDA	Otonomisasi Daerah/Regional Autonomization
P&B	Programme and Budget
PAC	Project Advisory Committee
PCA	Programme Cooperation Agreement
PKWT	Perjanjian Kerja Waktu Tertentu/Definite Period Contract of Employment
PROKEP	Program Kepatuhan Ketenagakerjaan/Labour Compliance Programme
RB	Regular Budget
RBTC	Regular Budget Technical Cooperation
RBM	Results-Based Management
RI	Republik Indonesia/Republic of Indonesia
SECO	State Secretariat for Economic Affairs of Switzerland
SPN-KSPI	Serikat Pekerja Nasional - Konfederasi Serikat Pekerja Indonesia/National Trade Union - Confederation Trade Union of Indonesia
SME	Small and Medium Enterprise
TC	Technical Cooperation
TOT	Training of Trainers
TPR	Technical Progress Report
TU	Trade Unions
TURC	Trade Union Rights Center
UMP	Upah Minimum Provinsi/Provincial Minimum Wage
UMPK	Upah Minimum Padat Karya/Labour-Intensive Minimum Wage
USD	United States Dollars
YKK	Yayasan Kemitraan Kerja/Partnership at Work Foundation
ZTP	Zero Tolerance Protocol

## 1 PROJECT'S BACKGROUND AND NATIONAL CONTEXT

1. The Better Work (BW) Programme is a joint initiative of the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group. BW focuses on garment and footwear supply chains, working with workers and managers; ready-made garment/cut-make-trim factories; global brands; and tripartite constituents such as trade unions, garment/footwear employers associations, global brands and the government.
2. While the garment industry offers many countries, including Indonesia, the opportunity to grow their economies, support inclusive development, and promote women's empowerment and participation in the labour market, there are still challenges to turning these opportunities into realities. Issues at the level of implementation of occupational safety and health regulations, and human resources practices (including verbal abuse of workers), are all major challenges in the industry. Factories may perceive good working conditions as a business cost as opposed to a benefit, and investment in improved safety regulations or better industrial relations is still underway.
3. Indonesia is the world's 4<sup>th</sup> most populous country,<sup>1</sup> and, by 2017, the world's 7<sup>th</sup> largest economy in terms of purchasing power parity.<sup>2</sup> Despite the slow growth of the global economy in 2014, Indonesia's economy grew at 5.0% rate in the first quarter of 2017.<sup>3</sup> This was largely due to the development of government consumption and surging exports.<sup>4</sup>
4. The Indonesian labour force was estimated at 128 million in August 2017,<sup>5</sup> an increase of 2.6 million compared to August 2016. That increase was driven by a rise in the number of female workers from urban areas entering the labour force. However, gender disparities continue to exist with the labour force, with participation rates for men and women at 82.51% and 50.89% respectively.<sup>6</sup>
5. Workers in Indonesia are facing important challenges in industrial relations institutions in terms of lack of representation. Based on 2017 data from the Manpower Ministry, unionization in Indonesia represents only 4.9% of the total workers in the formal sector of 55 million people. Regardless to that, considering the majority of enterprises in these

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<sup>1</sup> United Nations, Department of Economic and Social Affairs, Population Division (2017). World Population Prospects: The 2017 Revision, Key Findings and Advance Tables. Working Paper No. ESA/P/WP/248, Page 29.

<sup>2</sup> [http://www.imf.org/external/datamapper/PPPSH@WEO/OEMDC/ADVEC/WEO\\_WORLD](http://www.imf.org/external/datamapper/PPPSH@WEO/OEMDC/ADVEC/WEO_WORLD)

<sup>3</sup> <http://www.worldbank.org/en/country/indonesia/publication/indonesia-economic-quarterly-june-2017>

<sup>4</sup> *Ibid.*

<sup>5</sup> <https://www.bps.go.id/statictable/2009/04/16/969/penduduk-berumur-15-tahun-ke-atas-menurut-jenis-kegiatan-tahun-1986---2017.html>

<sup>6</sup> Badan Pusat Statistik, Keadaan Angkatan Kerja di Indonesia - Agustus 2017, Page 38-39.

formal sectors are micro and small enterprises, they certainly have limited management and financial capacity, which discourages the establishment of labour unions.

6. Collective agreement coverage in Indonesia is weak. According to data released by the Ministry of Industry, the number of companies with collective bargaining agreements was 12,998 in 2015 and 13,371 in 2016. Other than that, the number of companies with company regulations in place was 59,340 in 2015, and 61,973 in 2016. The lack of representation was also reflected in the number of bipartite committees, which are in fact legally required in every factory.
7. Based on the latest labour survey on large and medium enterprises published in August 2017, the number of garment sector (textile, apparel, footwear) workers was estimated at 1.5 million<sup>7</sup> workers who work at 5,710 large and medium enterprises.<sup>8</sup> Furthermore, the micro and small enterprises in the garment sector total 583,478 enterprise,<sup>9</sup> with an estimated 1.3 million workers.<sup>10</sup> It consisted of 131,433 textile sector enterprises with 212,173 employees, 407,263 wearing apparel sector enterprises with 794,816 employees and 44,822 footwear sector enterprises with 172,664 employees.
8. Although there has been a decrease in the number of workers in 2012 and 2013 due to a general decline in the industry,<sup>11</sup> the productivity of workers and the exported goods percentage have been steadily increased over last year. The total of garment sector enterprises' exported goods is estimated at US\$ 16.8 billion.<sup>12</sup> Yet small enterprises rarely obtain access to the export market.
9. According to latest *Badan Pusat Statistik* (BPS) national accounts, there were a total of 5,710 large factories (employing over 100 workers) in Indonesia by 2015.<sup>13</sup> In spite of a good national economic performance, the Indonesian apparel industry has been facing challenges such as the unpredictable costs of running a textile factory because of unclear costs in related industries (for example, the cost of electricity)<sup>14</sup> and challenges related to

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<sup>7</sup><https://www.bps.go.id/statictable/2011/02/14/1063/jumlah-tenaga-kerja-industri-besar-dan-sedang-menurut-subsektor-2000-2015.html>

<sup>8</sup><https://www.bps.go.id/dynamictable/2015/09/14/896/jumlah-perusahaan-industri-besar-sedang-menurut-subsektor-2-digit-kbli-2000-2015.html>

<sup>9</sup><https://www.bps.go.id/dynamictable/2015/11/24/1011/jumlah-perusahaan-industri-mikro-dan-kecil-menurut-2-digit-kbli-2010-2015.html>

<sup>10</sup><https://www.bps.go.id/dynamictable/2015/11/24/1012/jumlah-tenaga-kerja-industri-mikro-dan-kecil-menurut-2-digit-kbli-2010-2015.html>

<sup>11</sup> The growth of wearing apparel sector declined by 3% from January 2014 to January 2015, BPS press release No. 43/05/4 Year. XVIII, 1 May 2015

<sup>12</sup> <http://kemenperin.go.id/statistik/peran.php?ekspor=1>

<sup>13</sup><https://www.bps.go.id/dynamictable/2015/09/14/896/jumlah-perusahaan-industri-besar-sedang-menurut-subsektor-2-digit-kbli-2000-2015.html>

<sup>14</sup> Costs of running a factory have become difficult to calculate given unpredictable electricity costs, a push for a higher minimum wage, and depreciation of the local currency against the US Dollar.

high import/export duties. 70% of garment factories that produce international brand products are owned by Korean enterprises. KOGA (Korean Garment Employer Association in Indonesia) claims to have membership of 300 garment factories and to employ total of 500,000 workers.

10. Better Work Indonesia (BWI) is being implemented in three phases over an eight-year period (2011-2018). The first phase took place from August 2011 to June 2012 and focused on (a) adapting the Better Work programme model to the Indonesian context; (b) training programme staff; and (c) piloting programme tools and services in 30 garment enterprises in the Greater Jakarta area. The second phase ran from July 2012 to July 2015 with the goal of further extending the programme in terms of number of participating factories and the impact of the programme's services. By end of phase II, BWI has provided its services to 140 factories with a total of 280,000 workers.<sup>15</sup> These factories employ between 111 and 12,899 workers, which means that all BWI factories are included in the BPS definition of large enterprises (over 100 workers).
11. Better Work Indonesia Project Advisory Committee (PAC) is composed of: The Ministry of Man power and other key ministries, such as Industry and Trade, the Indonesian Employers' Association (APINDO) and the Indonesian Textile Association (API) and the four most representative federations in the sector, which are 2 federations of Federation of Textile, Clothing, and Leather Trade Unions (FSPTSK), where each of the 2 federations join two different leadership of All Indonesia Confederation of Trade Unions (KSPSI), both joining PAC, National Trade Union-Confederation of Indonesian Trade Unions (SPN-KSPI), and Federation of Garments, Textiles, Leather and Shoes - Indonesian Prosperous Trade Union Confederation (GARTEKS-KSBSI).
12. The Indonesian labour inspectorate, part of the Ministry of Manpower, is still working towards enforcing legislation that is already in place and promoting a culture of better working environments. Though factories should have a certified labour expert on staff, this is still in the process of being fully implemented. In addition, the labour inspectorate continues facing capacity issues, making it difficult to enforce legislation and standards.<sup>16</sup> As the inspectorate continues to ramp up efforts to improve its capabilities and integrate labour experts into all qualifying workplaces, garment factories are still struggling to comply with minimum standards related to working conditions.
13. Under this scenario, BWI considered a push towards sector-level changes in practice and policy, including a strengthened labour inspectorate as mentioned above, to be necessary

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<sup>15</sup> Data as of 19 June 2015: 233,125 female workers and 46,878 male workers.

<sup>16</sup> As discussed in the grant Better Work Funding Proposal for Workplace Improvement Projects, subproject "Creating Stronger Partnerships with Local Labour Ministries" to be funded by Disney. This project aligns with the ILO project entitled "Strengthening Workplace Compliance through Labour Inspection."



steps to ensure wider-scale impact. BWI Phase III started in January 2016 and runs until December 2018 with the objective of providing its services to 280 factories, creating a sustainable structure for the delivery of services and helping build the capacity of the national constituents to improve compliance with national labour law and international labour standards.

14. The developmental objective of BWI Phase III is to improve workers' lives and strengthen the competitiveness of the Indonesian garment sector. BWI's strategy for the third phase of the programme was based on two outcomes, (1) by 2018, BWI will have achieved scale, quality and effectiveness in its core service delivery to improve working conditions, especially for women workers, in the Indonesian garment and footwear sector, and (2), in support of BWI's mandate, necessary changes in relevant laws, strategies, policies and practices at the sectoral and the national level are initiated and influenced by BW.

## 2 PURPOSE OF THE EVALUATION AND SCOPE OF THE ASSIGNMENT

15. Specific objectives of the independent mid-term evaluation are to assess the continued relevance of the interventions, the validity and logic of project's theory of change, the project implementation effectiveness, the efficiency of resource use and the likelihood of the interventions' sustainability. The specific purpose of this mid-term evaluation (MTE) is for project improvement with a focus on policy and influencing agenda in Indonesia (Outcome 2), not the operational components at the factory level. Gender equality and non-discrimination, promotion of international labour standards, tripartite process and constituent capacity development will be key issues to address in this evaluation.
16. The terms of reference (ToR) (see Annex VIII) include a whole list of questions to be addressed in the evaluation, corresponding to six evaluation criteria: *Relevance of the interventions; Validity and logic of the theory of change; Effectiveness of implementation; Effectiveness of management arrangements; Efficiency of resource use and Sustainability*. The suggested questions and information needs have been incorporated in an evaluation matrix (see Annex I) with indicators to respond to them together with the information sources used for each evaluation question (EQ).
17. Following the ILO Guidance Note No. 4 on Integrating Gender Equality in Monitoring and Evaluation Projects, the evaluation has taken into account the (i) involvement of both men and women in constituents'/beneficiaries' consultations and analysis; (ii) the inclusion of data disaggregated by sex and gender analysis in the background and justification sections of project documents; (iii) the formulation of gender-sensitive strategies and objectives and gender-specific indicators; and (iv) outputs and activities consistent with these.

18. The evaluation matrix mainstreams gender throughout the evaluation questions, with its corresponding indicators, leading to a higher quality of gender analysis.

### 3 EVALUATION METHODOLOGY

#### Evaluation Team

19. M&E officers from Regional Office for Asia and the Pacific have managed this independent evaluation with oversight provided by the ILO Evaluation Office. The evaluation manager has acted as liaison between the independent evaluation team and the project team, as well as other stakeholders. The independent evaluator team consists of a senior evaluator with ten years of previous experience evaluating technical cooperation projects funded by the European Commission, the ILO, other international donors and a national consultant, a senior expert on labour law and the labour relations system in Indonesia.

#### Approach

20. The principles and approach for the evaluation are in line with established guidelines set forth in the ILO Guidelines to Results-Based Evaluations.<sup>17</sup> The methodological approach for data collection has been primarily qualitative in nature. Quantitative data has been drawn from project documents and reports and incorporated into the analysis. This evaluation complies with the United Nations system of evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards; and follows ethical safeguards, as specified in the ILO's evaluation procedures.
21. A master list of key evaluation questions contained within the terms of reference has been included in the Evaluation Matrix, as described previously, serving as the basis for the development of the data collection tools. The evaluation matrix contains quantitative indicators coming from the programme's logical framework (LF) and additional qualitative indicators complemented by the evaluation team.

#### Data Collection Methods and Analysis

22. The evaluation has comprised the following data collection methods:

*1.- Desk review:* Prior to beginning the interviews, the independent evaluators have reviewed numerous project-related documents covering a wide range of project background, design and implementation issues, as follows:

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<sup>17</sup> ILO policy guidelines for evaluation: principles, rationale, planning and managing for evaluations / International Labour Office, Evaluation Unit (EVAL) - Third edition - Geneva: ILO, 2017.  
[http://www.ilo.ch/wcmsp5/groups/public/---ed\\_mas/-eval/documents/publication/wcms\\_571339.pdf](http://www.ilo.ch/wcmsp5/groups/public/---ed_mas/-eval/documents/publication/wcms_571339.pdf)

- ✓  Baseline reports and related data
- ✓  Monitoring reports conducted during the project
- ✓  Progress and status reports, extensions and budget revisions
  
- ✓  Previous phase or related evaluation reports of the project
- ✓  Other studies and research undertaken by the project
- ✓  Project beneficiary documentation

During the mission to Jakarta, additional supporting documents have been collected and reviewed.<sup>18</sup>

## 2. Semi-Structured Interviews:

*Stakeholder selection:* The evaluation team has conducted face-to-face semi-structured interviews (via Skype when necessary) with the ILO Officials and Better Work staff listed in Annex V. Interviews with constituents and other stakeholders in Jakarta have also been held according to the agenda in Annex II. 50% of interviewees were women. Table 1 shows the selection and distribution of stakeholder groups.

**Table 1 Stakeholders Interviewed – BWI III Mid-term Evaluation**

Stakeholder Group	Method of Interview (Individual, Group, Phone)	Sample Size	Characteristics
BWI Staff	Individual and Group	3	Chief Technical Advisor (CTA) BWI, BWI Programme Officer, BWI Operations Manager, Foundation Partnership at Work Executive Director
Better Work Global Programme Staff	Skype	3	Programme Officers
ILO – Jakarta, Indonesia Staff	Individual	4	Director and Programme Officers
ILO Regional Office Bangkok	Group	2	ILO Specialists
Donor Representative	Individual	1	SECO (State Secretariat for Economic Affairs of Switzerland)
Industry Association Representatives	Individual	2	Indonesian Textile Association (API) and the Indonesian Employers Association (APINDO)
Government Representatives (Ministry of Manpower)	Individual	2	Ministry of Manpower’s Labour Inspectorate, Industrial Relations, and International Cooperation divisions or units

<sup>18</sup> See list of documents in Annex III.

Stakeholder Group	Method of Interview (Individual, Group, Phone)	Sample Size	Characteristics
Union Representatives (Confederations and Federation)	Group	4	All Indonesian Trade Unions' Confederation (KSPSI Reconciliation Confederation), KSPSI Congress Jakarta Confederation, Indonesian Prosperous Trade Union Confederation (KSBSI Confederation), and National Trade Unions (SPN Federation)
Other Stakeholders	Individual	1	FNV (Federatie Nederlandse Vakbeweging)
<b>TOTAL INTERVIEWS</b>		<b>22</b>	

*Type of interviews:* The evaluators have based the interviews on the template for interviews included in Annex VI. Although questions look very detailed, evaluators have adapted them and added additional questions that are consistent with the semi-structured nature of the interviews as appropriate. Emphases have varied and weight has been placed on questions in order to maximize the use of time. The use by both evaluators of common templates has ensured smooth coordination, comparability and exchange of information.

### 3. Participant observation

During their visit to Jakarta, the evaluation team members have participated as observers in two events organized by the programme:

- Annual PAC meeting (Tuesday, 12 December)
- Writing Workshop with Ministry of Manpower: Development of the Guidelines on Employment Contract for Workers Hired by Export Oriented Garment Factories (Friday, 15 December)

This methodology has given the evaluators the opportunity to understand the dynamics among the project team, stakeholders and constituents.

4. *Triangulation:* Data collection methods have been triangulated. Considering the variety of views and interests of stakeholders, clients and users of the evaluation, the stakeholders' perspectives have been triangulated for many of the evaluation questions in order to bolster the credibility and validity of the results.

### 5. Field Mission:

The evaluation team has developed a one-week field mission in Jakarta from 11-15 December 2017 as foreseen in the agenda (see Annex II).

### 6. Limitations

The evaluation team members had planned to attend as observers a buyer's meeting -during the field mission in order to understand the internal dynamics among the different stakeholders. However their presence was not finally considered advisable by the programme staff and therefore the expected observation process could not be conducted.

There was a reduced number of interviewees in regards to the original plan do to the timing of the evaluation which was during the month of December, a vacation month for some of the ILO officials.

The efficiency analysis, appearing below in this report, did not include a comprehensive cost-efficiency analysis using financial records, but did incorporate information from key stakeholders interviewed on selected elements regarding the cost-effectiveness and efficiency of programme outputs and outcomes.

## 4 FINDINGS

### 5.1. EQ 1. Relevance of the interventions

23. BWI is extremely relevant to the ILO's overall work in the country. It contributes to the implementation of Priority B "Sound industrial relations in the context of effective employment governance" in Indonesia's decent work country programme (DWCP) 2010-2015, and, to two outcomes in particular: "Labour administration provides effective services to improve working conditions and environment" and "Strengthened institutional capacity of employers and workers' organizations to contribute to sound industrial relations according to their respective mandates and responsibilities" through the following DWCP indicators:

- Number of consultations, forums organized by constituents with ILO for sharing best practices to improve quality of labour inspections at the national or provincial level (target 2)
- Number of new or improved Bipartite Cooperation Institutions (LKS Bipartite) at the enterprise level (target 30)
- Number of Collective Labour Agreements at enterprise level with facilitation training by ILO with workers and employers (target 50)

- Number of new or improved enterprise-level bipartite grievance mechanisms to prevent and settle disputes effectively (target 30)
24. At the time of the evaluation mission, a new DWCP for the period from 2016 to 2018 was being developed. BWI will continue to contribute to the implementation of national Decent Work Priorities, as one of the new DWCP's three priorities is "Industrial Relations and Labour Compliance", along with "Job creation and youth employment" and "Social protection floor".
  25. As per the P&B 2016-2017, the Better Work Indonesia Programme contributes to Outcome 7 "Promoting workplace compliance through labour inspection", in particular, to indicator 7.2 "Member States that have improved their institutional capacity or strengthened collaboration with social partners and other institutions and partners to improve workplace compliance".
  26. The BWI programme is also aligned with the country programme outcome IDN 151 - Strengthened capacity of labour inspectorates, other national authorities and employers' and workers' organizations leading to measurable improvements in workplace compliance with national labour laws, applicable regulations, collective agreements and ratified international labour standards.
  27. Alignment with donors' policies in the country (Swiss cooperation in particular) is also demonstrated in the fact that sustainability, embodied in the creation of the Foundation, is a key element in BWI Phase III. The programme is also relevant to the issue of gender, as it addresses a sector whose workforce is female dominant. BWI has gradually been incorporating a gender dimension into all areas of its work, including recruitment, compliance assessments, training, information resources, monitoring and evaluation. Women form a majority of the Project Advisory Committee by a wide margin.
  28. BWI III is relevant to government stakeholders. In the current phase of the programme, MoM's initial reluctance towards BWI has been overcome. In the programme's previous stages, BWI faced an early hesitancy from the government stemming from a misunderstanding of BWI's intentions; the government was specifically concerned that the programme may have intended to replace the functions of the labour inspectorate. MoM officials now acknowledge that the labour inspection addresses labour compliance only insofar as it touches on legal matters, whereas BWI's approach to labour compliance includes trainings, assessments, advisers, and work with stakeholders, etc. According to government officials, the relationship between BWI and MoM also improved when it was made clear to the government that BWI's compliance programme not only favoured buyers, but also fully complied with Indonesian laws and regulations. The programme has successfully improved its relationship with the government and fostered common understanding.

29. MoM's industrial relations division offered an even more positive perspective. Officials consider BWI very relevant in its approach based on building different stakeholders' capacity (unions, employers and government officials). BWI focuses on a sector in which the law is violated to a large degree. According to MoM, the law is widely misinterpreted and improperly implemented in the garment sector. Therefore, BWI's role in formulating guidelines for interpreting the law is very relevant and complements MoM's own programme by concentrating efforts on the garment sector. The programme is also relevant to the government, insofar as it provides a permanent structure for meeting with the sector representatives from unions and employers.
30. APINDO and API, employers' organizations, perceive BW as a programme that responds to buyers' demands and that protects workers' rights. There is no buy-in from their side towards BW. APINDO, as the ILO's natural counterpart on the employer side, distributes BW information among its members, but does not show any special interest in participating in the programme on an institutional level. APINDO regrets that BW is a buyer-dominated programme and that BW's strategy is very top down from buyers towards them. They believe that 75% of companies join the programme in response to buyers' demands, and that only 25% of companies' enrolments are genuinely voluntary.
31. Employers are also very critical of some of the assessment's indicators, which *make them feel guilty*. They believe that these indicators attempt to expose their mistakes and weaknesses. They would like to see union practices placed under similar scrutiny, as there are also deficits in this regard. There is a clear perception that BW's approach is on the workers' side. Therefore, APINDO's overall assessment is that their suggestions within the programme are not truly considered, while workers' suggestions are always adopted. In their view, the ILO has a sort of affirmative policy towards workers' interests. Although they acknowledge that all of this is understandable, the situation has implications in terms of their involvement in the programme. They participate because they are part of the ILO, but they do not engage with the programme.
32. They do, however, acknowledge the importance of the tripartite process being developed in the programme. This includes the PAC meetings as well as other events organized by the programme that involve participation from the constituents and other stakeholders. Employer participants in the PAC meetings highlighted the importance of the PAC process, pointing out that social partners and the government hardly ever meet at sector level. They perceive the programme's relevance, as more maturity is needed from all stakeholders for the tripartite process to be more ambitious and effective.
33. Four of the largest garment federations recognized by the Indonesian government participate in the programme: FSPTSK-KSPSI Reconciliation, FGarteks-KSBSI, FSPTSK-KSPSI Jakarta Congress and SPN-KSPI. The programme is extremely relevant for these federations, as it provides them with important opportunities: establishment of alliances and cooperation among trade unions; an improved bargaining position for trade unions, especially towards companies; and an increase in trade unions' capacity through trade unionism training activities. Trade unions do not think that BWI's programme has shifted their main function, but instead that it has become a complement to trade union efforts to

improve working conditions. They also recognize that BWI brings them the opportunity to sit in the PAC, along with the other two ILO constituents.

34. However, union representatives have concerns that YKK's (Yayasan Kemitraan Kerja/Partnership at Work Foundation) future assessment programme will be undertaken by YKK entirely by charging companies. Unions are concerned about objectivity in the assessment program and requesting local unions' involvement. They also proposed that the importance of unions within the company would not diminish when BWI undertook a bipartite committee-strengthening programme. In the interview session, the unions revealed that in many cases, the company sought to prevent the establishment of unions by forming LKS Bipartite. LKS Bipartite is also often used to replace the negotiating role of trade unions. In response to the need for an alliance among trade union federations in the garment sector, BWI is currently working on providing more concrete assistance in order to strengthen cooperation among these federations. This is particularly relevant if it is going to address fragmentation within Indonesia's trade union movement.

**5.2. EQ 2. Validity and logic of the theory of change**

35. Better Work country programmes uses a results-based management (RBM) approach in the development of each country's project strategy; this also supports the Decent Work Country Programmes' broader RBM. In this section, the logical integrity of BWI's project design is tested using ILO's RBM. The analysis begins with an overview of the RBM and is followed by an analysis of the design's logic in achieving the desired results.
36. Table 2 provides an analysis of the project's logical integrity by assessing the development objective, immediate objectives (outcomes) and outputs against the criteria described in the ILO's RBM approach.<sup>19</sup> This analysis has also followed the guidelines in the ILO Development Cooperation Manual.<sup>20</sup>

**Table 2 BWI III Programme's logical framework assessment**

Development Impact	Analysis
BWI will have improved workers' lives and strengthened the competitiveness of the Indonesian garment sector.	This development objective is written as a double goal. It aims to improve worker's lives and strengthen the competitiveness of the Indonesian garment sector. While it meets the RBM criteria of addressing a condition that negatively affects the target population, it could be rewritten to address one condition at a time. It places both improvement of workers' lives and the sector's competitiveness as the highest

<sup>19</sup> International Labour Office, *Applying Results-based Management in the ILO: A Guidebook, Version 2*, Geneva, 2011. [<http://www.ilo.org/public/english/bureau/program/dwcp/download/rbm2.pdf>].

<sup>20</sup>[http://www.ilo.org/wcmsp5/groups/public/---dgreports/--exrel/documents/publication/wcms\\_452076.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/--exrel/documents/publication/wcms_452076.pdf)



aspiration which the project's outcomes contribute to but may not necessarily attain.

Outcomes	Analysis
<p><b>Outcome 1:</b> By 2018, BWI will have achieved scale, quality and effectiveness in its core service delivery to improve working conditions, especially for women workers, in the Indonesian garment and footwear sector.</p>	<p>According to the RBM criteria, outcomes should describe the intended changes in policies, knowledge, skills, behaviour or practices that contribute to the development objective. Outcome 1 is drafted in a way that emphasizes the role of the programme, rather than the changes (in policies, knowledge, skills, behaviours or practices) it aims to achieve. It could be reviewed as follows: improved working conditions, especially for women workers, in the Indonesian garment and footwear sector.</p>
<p><b>Outcome 2:</b> In support of BWI's mandate, necessary changes in relevant laws, strategies, policies and practices at the sectoral and national level are initiated and influenced by BWI.</p>	<p>This outcome falls short of meeting the RBM criteria for outcomes, as it does not focus on the intended changes and how they will contribute to the development goal. It also places responsibility for the action on BWI, which is supposed to "initiate" and "influence" the changes. This poses challenges in terms of ownership by the different stakeholders. It also entails a top down approach that is causing inefficiencies and ineffectiveness.</p>

Outputs linked to Outcome 1	Analysis
<p><b>Output 1.1.</b> Assessment services are regularly conducted, results publicly reported and factories differentiated in Stage 1 or 2.</p>	<p>According to the Manual on Development for Cooperation, outputs are direct products of the project, such as training, legislative proposals, policy documents, methodologies, information, awareness raising, intervention models, etc. An output is a product or service that the project delivers to a direct recipient in order to achieve the outcomes. They are the necessary and sufficient means that achieve the outcomes. Activities are the necessary and sufficient actions that produce the outputs.</p>
<p><b>Output 1.2.</b> Social dialogue at the factory level is improved.</p>	<p>Outputs 1.1, 1.3 and 1.7 meet the RBM criteria for outputs. They are written as products or services and contribute to the outcome.</p>
<p><b>Output 1.3.</b> Factories' knowledge on specific compliance issues is increased through different types of trainings.</p>	<p>Outputs 1.2 and 1.4 do not fully meet the RBM criteria. The improvement of social dialogue suggests a change in behaviour or practice rather than a product or service. The same applies for</p>
<p><b>Output 1.4.</b> The financial sustainability of the foundation is assured.</p>	
<p><b>Output 1.5.</b> The quality of the core services implemented by the foundation meets BWI quality standards and best practice.</p>	
<p><b>Output 1.6.</b> Participating factories have strengthened their management systems.</p>	
<p><b>Output 1.7.</b> BWI gender mainstreaming approach developed and implemented to support the gender specific issues that exist in the garment and footwear sector.</p>	

1.4, which could actually be drafted as an indicator.  
 Outputs 1.5, and 1.6 focus on a practice and would be more appropriately incorporated as indicators.

Outputs linked to Outcome 2	Analysis
<b>Output 2.1.</b> The capacity of and partnership with Ministry of Manpower (MoM) and other government partners is strengthened.	Outputs 2.1, 2.2 and 2.3 do not meet the RBM criteria for outputs. They are not written as products or services. but as changes achieved in practices of behaviours. They could be drafted as indicators.
<b>Output 2.2.</b> Employers’ organizations and unions are able to better support their members to improve compliance.	
<b>Output 2.3.</b> Cooperation with buyers and vendors is strengthened.	Output 2.4 meets the RBM criteria for outputs, as it is written as products and/or services that will contribute to the achievement of the outcome.
<b>Output 2.4.</b> Lessons learned and knowledge of BWI are brought into public and private sector policy debates.	

37. The overall design of the LF shows weaknesses that undermine the programme’s capacity to develop a clear strategy to achieve the development goal. The list of activities mentioned in the LF for Outcome 2 will be further analysed in “Effectiveness of implementation” in response to the corresponding evaluation question. Not all stakeholders share or understand the underlying programme’s theory of change.
38. The intervention’s theory of change is based on the assumption that the programme’s work at the factory level will nourish the influencing policy agenda (laws, strategies, policies and practices at the sectoral and national levels). However, there is no clear results chain linking the programme’s different outputs to the outcomes it targeted in order to achieve the overall objective (the programme’s goal). Some of the stakeholders did not seem to know and understand the theory of change behind the intervention. A clear strategy on how lessons learned from BWI at the factory level can feed into an influencing agenda seems to be lacking. Furthermore, there needs to be clarification on how both outcomes (1 and 2) would help improve worker’s lives and garment industry competitiveness.
39. The third phase of BWI has coincided with an internal reflection at Better Work Global (BWG) regarding its evaluation policy, following its designation as an ILO flagship programme. This has led, among other changes, to a revision of its indicators. In 2017, the programme’s staff proceeded to review the indicators of its original LF and its performance plan. These revisions have contributed to an improvement of the programme’s performance indicators. They are gender responsive. Besides, the LF foresees a specific output for the gender mainstreaming approach, which is integrated under Outcome 1, at the programme’s implementation at factory level.
40. However, there is still room for these indicators to be more effective at monitoring the programme’s progress. They could be more focused on the real changes the intervention

hopes to achieve in regards to influencing agenda. A detailed assessment of the indicators is provided in Annex IV of this report. Some of the indicators developed in the evaluation matrix for this MTE could also be used as an example of potential performance indicators.

### 5.3. EQ 3. Effectiveness of implementation

41. This section examines the extent to which Better Work Indonesia (BWI) has been effective in promoting its mandate, the necessary changes in relevant laws, strategies, policies and practices at the sectoral and national level (Outcome 2: *In support of BWI's mandate, necessary changes in relevant laws, strategies, policies and practices at the sectoral and national level are initiated and influenced by BWI*). It also tries to assess if the project is likely to achieve the programme's influencing agenda goal by the end of the project. Finally, it examines the extent to which BWI effectively mainstreams gender in project strategies and interventions.
42. The three main areas of policy-level work identified by BWI in Phase III are workplace compliance, industrial relations and gender. In measuring implementation effectiveness, the report will focus on several aspects: achievement of targets (at outcome and output level), external factors, limitation of BWI's actions and gender mainstreaming.
43. At outcome level, BWI has been optimally successful in executing its Country Programme influencing agenda. Until the end of 2017, there are at least 5 initiatives undertaken as follows: 1) Labour Compliance Program (PROKEP) with product targets -namely Minister of Manpower Regulation and BWI self-diagnostic compliance tool-; 2) Zero Tolerance Protocol; 3) Definite Period of Contract of Employment/PKWT Guideline; 4) Labour Norms Expert Certification Program; 5) Preliminary study to build a wage system with targeted outputs: systems for determining minimum living needs; basic guidance and possible wage structure and scale models; the role of collective bargaining and the national tripartite wage councils. Challenges remain in the difficulties to encourage MoM in issuing manpower minister decree related to PROKEP and in the on-going process of PKWT Guideline drafting.  
▪
44. In regards to national tripartite or bipartite social dialogue mechanisms with support from BWI. The most prominent success is the establishment of the Project Advisory Committee (PAC). In PAC meetings, various agenda and programs have been discussed and adopted by all representative members. Throughout 2016-2017, there have been 2 full meetings of PAC and various half-room forums with stakeholders. In addition, BWI has succeeded in increasing the cooperation with buyers and vendors through holding the Annual Business Forum and other continuous activities with vendors/buyers and stakeholders in respect of issues found at the factory level. Challenges remain in the establishment of other local and provincial PACs and district trade unions task forces.

45. BWI has been successful in promoting the use of knowledge products and tools by labour inspection and social partners to improve the workplace compliance in the garment sector. This indicator has been well achieved by BWI through the publication of Synthesis Report (BWI Annual Report), Impact Assessment Review and various seminars to disseminate lesson learned, as well as printed material and social media publications.

**A. Achievement of Targets**

**Table 3 OUTPUT 1: The capacity of and partnership with Ministry of Manpower (MoM) and other government partners is strengthened.**

Targeted Activities	Project Activities Actually Conducted (Jan 2016 - Dec 2017)
<ul style="list-style-type: none"> <li>Organize a series of discussions/meetings with MoM on developing a Ministerial Decree on the Labour Standard Compliance Programme and the Self-Assessment tool.</li> </ul>	<ul style="list-style-type: none"> <li>Facilitated technical assistance for a high-level meeting in August 2016, in Cirebon, organized by relevant units of MoM and international brands to discuss the design of Labour Compliance Programme (PROKEP) and its applicability and efficiency.</li> <li>Facilitated technical assistance for the Annual Labour Norms Expert (KnK) Forum, on 8-9 December 2016 (BWI and Disney support) with the theme “The importance of employment norms compliance in facing ASEAN Economic Community”, attended by BWI’s certified Enterprise Advisors (EAs) as KnK participation, organized by KnK Forum.</li> <li>Organized a Symposium in April 2017 on “Strategic labour law compliance through labour inspection in Indonesia”.</li> <li>Published the symposium report “Strategic labour compliance in Indonesia” in April 2017.</li> <li>In June 2017, MoM showed a different interest: not to follow up with PROKEP, but instead to focus on developing an IT-based data management system (as part of the good practices that came out of the symposium).</li> </ul>
<ul style="list-style-type: none"> <li>Organize necessary activities (trainings, meetings, etc.) in order for MoM to undertake the legislative reform that is relevant to BWI work.</li> </ul>	<ul style="list-style-type: none"> <li>Organized collaboration with the World Bank Group and its office in Jakarta in giving technical assistance to the government of Indonesia on labour law review by conducting several meetings in the first half of 2017.</li> <li>Sponsored secondment of MoM from two different directorate generals: labour inspection and industrial relations to study at the ILO Geneva and ILO Jakarta Offices in May-July 2017, as part of an effort to build government officials’ capacity in the area of wages, working conditions and industrial relations. The main output is the study on options available to Indonesia, which looks at the national context of productivity and gain sharing-based wage system; different systems for determining minimum living needs; basic guidance and possible wage structure and scale models; and focus on the role of collective bargaining and the national tripartite wage councils in Indonesia.</li> </ul>
<ul style="list-style-type: none"> <li>In collaboration with MoM, familiarize BWI participating factories, Local Manpower Offices and international buyers with the revised Government regulation on regional autonomy</li> </ul>	<p>MoM has used the questionnaire from the BWI self-diagnosis tool as a reference for work in other sectors.</p>

Targeted Activities	Project Activities Actually Conducted (Jan 2016 - Dec 2017)
(OTDA) specifically on the recentralization of labour inspectors from District to Provincial government.	
<ul style="list-style-type: none"> <li>Together with MoM, develop specific products related to labour inspection or industrial relations (e.g. guidelines) that are needed within participating BWI factories and, subsequently, familiarize them with the products and undertake the necessary trainings.</li> </ul>	<ul style="list-style-type: none"> <li>On 1 November 2016, the PAC has endorsed the Zero Tolerance Protocol (ZTP). Positive indications from MoM suggest a formal signing in the second semester of 2017.</li> <li>Conducted 2 Focus Group Discussion (FGD) in Karawang and Semarang, and Drafting on Definite Period Contract of Employment (PKWT) Guideline in second semester of 2017.</li> <li>Conducted Technical Workshop with MoM experts on drafting PKWT Guideline on 15 December 2017.</li> </ul>
<ul style="list-style-type: none"> <li>Further strengthen cooperation with other ministries such as the Ministry of Public Works and the Ministry of Environment and Forestry through joint activities (to be agreed) on relevant issues, including environmental guidelines and the building function certificate.</li> </ul>	No evidence found on activities conducted.

46. On this output 1 project, the activities related to targeted activity 1: *Organize a series of discussions/meetings with MoM on developing a Ministerial Decree on the Labour Standard Compliance Programme and the Self-Assessment tool*, have been intensively conducted by BWI. These efforts aim some changes and revisions of labour inspection policy system in the country. PROKEP is one example on how changes might take into the system. Unfortunately, the ministry does not seem to follow up on the programme towards the enactment of a decree regarding the PROKEP. According to interviews with MoM officials, the programme is not in accordance with the law and Indonesian manpower monitoring policy. ILO had considerable concerns in relation to how PROKEP would be implemented. The fact that MoM unilaterally terminated the PROKEP shows the limitations of BWI's action in influencing policy, especially in the situation where MoM had different policy and approach.
47. On targeted activity 2: *Organize necessary activities (trainings, meetings, etc.) in order for MoM to undertake the legislative reform that is relevant to BWI work*, there was an initiative to provide technical assistance to the Indonesian government in collaboration with World Bank Group through several meetings in early 2017. However, MoM has been so far dismissive in engaging on this initiative. There is no common sense among stakeholders; since unions also think this initiative will unavoidably mean a lowering of standards for workers especially in term of flexibilization of labour rules. BWI have nonetheless offered to gather evidence, pass on the data and lesson learned, conduct studies and analysis to stakeholders but so far no one has accepted it. In this stage, BWI has been putting the issue of labour law reform on the agenda of buyers' forum and discussed it in different other forums including PAC meeting. Another activity in this area is a secondment programme for MoM from two different general directorates: labour inspection and industrial

relations, to conduct research on wages, working conditions and industrial relations, which were supported by BWI.

48. On targeted Activity 4: *Together with MoM, develop specific products related to labour inspection or industrial relations (e.g. guidelines) that are needed within participating BWI factories and, subsequently, familiarize them with the products and undertake the necessary trainings, there are two products in the process, namely ZTP (in the official signing phase) and PKWT Guideline (in the drafting phase). BWI also conducted trainings in 2017 with MoM on LKSB guidelines that were developed in phase II by BWI and MoM through a secondment with ILO Geneva.*
49. Targeted activities related to familiarizing factories with revised regulations on OTDA and further strengthening cooperation with other ministries are reported as not being conducted through specified activities.

**Table 4 OUTPUT 2: Employers’ organizations and unions are able to better support their members to improve compliance**

Targeted Activities	Project Activities Actually Conducted (Jan 2016 - Dec 2017)
1. Organize relevant activities (e.g. bipartite trainings or social security seminars) for the trade unions and APINDO/API in order for them to better capacitate their members on existing labour regulations.	<ul style="list-style-type: none"> <li>• Trainings on workplace compliance and trade union capacity building are reported as targeted activities in OUTCOME 1, conducted by BWI’s implementing partner, YKK.</li> </ul>
2. Support the workers’ organizations on development of a strategy for unions to utilize training materials as basis of workers educational training.	<ul style="list-style-type: none"> <li>• Organized meeting with PAC-participating trade unions on 13 April 2017 with the agenda of reviewing task force preparation, the capacity building activities plan and the action plan.</li> <li>• June 2017, BWI supported the set-up of Trade Union Task Forces at the district level, which involved participation by four federations’ PAC members.</li> <li>• Conducted an Industrial Relations Roundtable on 23 August 2017, attended by Oxfam, Workers’ Rights Consortium, Solidarity Centre, FNV, Care International, Asia Floor Wages and TURC (Trade Union Rights Centre).</li> </ul>
3. Support the employers’ organizations (APINDO/API) on their specific needs as identified and mutually agreed upon.	No evidence found on activities conducted.
4. Organize PAC meetings periodically and consult and communicate with PAC members regularly. Periodic PAC’s meetings are held and regular consultation and communication with PAC’s members is established.	<ul style="list-style-type: none"> <li>• In early 2016, BWI took steps to improve the functioning of PAC by having more strategic discussions on the issues that affect the sector and ways to scale up the progress, knowledge and lessons learned by the programme.</li> <li>• Conducted a series of consultations with the ILO Jakarta office and the tripartite constituents (beginning of 2016).</li> <li>• Organized a PAC meeting in April 2016 to discuss union priorities and needs, as well as ways forward for BWI in terms of support to constituents.</li> <li>• Organized a PAC meeting on 1 November 2016, with a special agenda on the role of government and social partners, priorities, the role of PAC and the role of BW.</li> </ul>

Targeted Activities	Project Activities Actually Conducted (Jan 2016 - Dec 2017)
	<ul style="list-style-type: none"> <li>Organized a PAC meeting on 13 December 2017, with a special report on the formation of Foundation (YKK), progress on ZTP, a report on PKWT Guideline, BWI's gender agenda, the PAC's position towards Labour-Intensive Minimum Wage (UMPK) and highlighted programme for 2018.</li> </ul>

50. On output 2: *Employers' organizations and unions are able to better support their members to improve compliance*, a series of intensive activities has been conducted to support workers' organizations and strengthen the Project Advisory Committee (PAC) area.
51. In terms of supporting workers' organizations, BWI has conducted a capacity building programme by managing a series on trade unionism education, which was carried out in collaboration with the BWI Foundation (Outcome 1), establishing a Unions' Task Force and increasing the active participation of labour unions' federations in the PAC meeting. This programme was held with only four federations of labour unions, though there are at least 10 labour unions' federations in the garment sector. Nevertheless, this can be viewed as a positive measure, especially in terms of development of workers' inter-organizational cooperation.
52. BWI has organized PAC meetings with labour unions' federations in order to adopt the Unions' Task Force programme, which aims to address labour union fragmentation and extend labour union participation on the district level. Based on the meeting in Jakarta on 13 April 2017, it was agreed that the unions' district-level task force would involve all labour unions in the garment/clothing apparel sector. BWI will focus the development of this task force in three provincial clusters: Jakarta+Banten, West Java, and Central Java+Special Territory of Yogyakarta (DIY). There is no written evidence of any follow-up in all intervened provinces and district towards mapping of trade unions and employers' associations. However, at factory level, BWI work with all unions and the Union's Task Forces have been conceived to target and include all unions in a particular geographical area.
53. BWI also started to organize and support Union's Task Force initiative of an Industrial Relations Roundtable in August 2017, and it has been attended by various strategic partners, such as Oxfam, Workers' Rights Consortium, Solidarity Center, FNV, Care International, Asia Floor Wages and TURC (Trade Union Rights Centre). The aim of this programme was to avoid duplication of efforts and "overwhelming" unions with conflicting demands and activities, including the design of a gender mainstreaming approach with Fairwear Foundation. On the other hand, BWI also managed a collaboration with various brands/buyers to execute various activities, especially in training, which provided possibilities for the brands/buyers to extend the collaboration to policy-level strategy/programme.
54. In the output concerning the Project Advisory Committee (PAC), BWI has managed a series of consultative meetings with ILO and stakeholders in order to enhance PAC function revitalization. BWI's CTA had discussions with the APINDO national chairman

in early 2016, and APINDO was actively involved in all PAC meetings and other activities (Buyer Forum, etc.). However, the programme failed to successfully engage the employers, in part due to the reasons addressed under EQ 1 (Relevance).

55. In fact, APINDO's limited interest has been considered a medium-level risk in the risk assumption,<sup>21</sup> and the situation is similar with API and KOGA (the two most important employers' associations in the garment sector). However, the mitigation measures are not visible in BWI's activities in the first term of the 2016-2018 programme.

**Table 5 OUTPUT 3: Cooperation with buyers and vendors is strengthened**

Targeted Activities	Project Activities Actually Conducted (Jan 2016 – Dec 2017)
1. Organize regular buyers' fora.	<ul style="list-style-type: none"> <li>Organized Focus Group Discussion with BWI-Buyers on Industrial Relation Issues in May 2016. In the discussion, BWI-Buyers mapped IR issues in each province and saw potential collaboration on IR issues.</li> <li>Conducted side meetings on 16-17 November 2016 (in BW's Annual Vendor Forum in South Korea) with Li&amp;Fung, Yakjin, Hansae Corp and Sa-e to communicate BWI approach regarding non-permanent workers.</li> <li>Participated in the Hong Kong Regional Business Forum in 2016 and on 17-18 May 2017, held by BW.</li> </ul>
2. Organize a local vendor forum once a year.	<ul style="list-style-type: none"> <li>Organized the BWI Annual Business Forum (Buyer/Vendor Forum) on 6-7 September 2016, which was attended by more over 20 brands and vendors, with a specific focus on upcoming features of the new BW service model, such as public reporting, compliance challenges and opportunities, as well as industrial relation issues.</li> <li>Number of other activities and works had been done in a continuous manner with buyers and stakeholders in respect of issues found at the factory level (outcome 1). A lot of activities conducted in providing technical assistance and building stakeholders' capacity to solve conflicts at factories, interpret legal requirements, formulate positions, organize joint advisory work, etc.</li> </ul>

56. In relation to Output 3: Cooperation with buyers and vendors, BWI has conducted the following activities: organizing FGD BWI-Buyers in May 2016 and BWI's Annual Business Forum (Buyer/Vendor Forum) dated 6-7 September 2016 in Jakarta. There were also meetings followed by a cooperation programme with buyers including ASICs, GAP, H&M in delivering training programmes, along with Disney, in organizing the Annual Labour Norms Expert (KnK) Forum, and with Li&Fung, Yakjin, Hansae Corp and Sa-e in communicating BWI's approach on non-permanent workers.

**Table 6 OUTPUT 4: Lessons learned and knowledge of BWI is brought into public and private sector policy debates**

<sup>21</sup>See the chapter on *Risk Assumption and Mitigation Measures*, Better Work Indonesia – Phase III (Transition) Project Document (PRODOC), page 35.



Targeted Activities	Project Activities Actually Conducted (Jan 2016 - Dec 2017)
1. Develop a comprehensive communications strategy for BWI in alignment with the BWG communications strategy.	<ul style="list-style-type: none"> <li>• In August 2016, a dedicated staff on knowledge management, communication and partnerships (including buyers) was hired to design and implement a new strategy for BWI on such issues.</li> <li>• Continuation of the #BetterWork4All campaign on Twitter and Facebook. The campaign aims to increase public awareness on national and international labour standards and decent work principles.</li> <li>• Production of video targeting health of women workers.</li> </ul>
2. Regularly publish and distribute synthesis reports.	<ul style="list-style-type: none"> <li>• In June 2017, published 6th Synthesis report, now renamed "BWI annual report 2017: An industry and compliance review" to cover August 2015 - December 2016 period. The report is more focused on measuring and demonstrating progress and providing context and analysis behind level of non-compliance in the sector.</li> </ul>
3. Regularly publish and distribute the key results of the impact survey.	<ul style="list-style-type: none"> <li>• Conducting impact assessment review 2015-2016 in collaboration with Tufts University.</li> <li>• Published the impact assessment review (Progress and Potential Report) in September 2016.</li> <li>• Organized special session on the impact assessment review report on 17 November 2016 in Jakarta.</li> </ul>
4. Regularly publish and distribute case studies or other knowledge products highlighting the key results of BWI.	<ul style="list-style-type: none"> <li>• Hosted the Minister of Foreign Trade and Development Cooperation of the Netherlands, Lilianne Plaumen, to have BWI member companies visit on 22 November 2016.</li> <li>• Conducted BWI's Phase II Final Evaluation from October-December 2016.</li> <li>• 1 online feature on BW's global website (<a href="http://betterwork.org/blog/2016/12/15/harnessing-workers-inside-knowledge-to-reduce-risk-in-indonesias-garment-factories/">http://betterwork.org/blog/2016/12/15/harnessing-workers-inside-knowledge-to-reduce-risk-in-indonesias-garment-factories/</a>)</li> <li>• 5 types of printing products (@product 100 exemplars) including posters on OSH and information on public reporting.</li> <li>• 3 MailChimp posts to all BWI factories disseminating information on key events and upcoming features of the new service model.</li> <li>• 5 Facebook posts of inspiring stories.</li> <li>• 3 types of printing products (@200 exemplars) related to the result of Impact Survey.</li> <li>• 3 types of promotional items: Calendar (700 exemplars), Notebook (1500 exemplars), Roll Banners (2 sets).</li> <li>• 4 MailChimp posts to all BWI factories and buyers. Two for disseminating BWI Key events, one for IdulFitriGreetings, another for legal updates on the Minimum Wage 2017 Case in Purwakarta and Bogor.</li> <li>• 13 BWI Facebook posts on BWI activities.</li> <li>• 23 BW Global Twitter Posts on BWI activities .</li> <li>• 1 online feature in BW Global Website <a href="https://betterwork.org/blog/2017/04/03/symposium-highlights-new-ways-to-modernize-labour-inspections-in-indonesia/">https://betterwork.org/blog/2017/04/03/symposium-highlights-new-ways-to-modernize-labour-inspections-in-indonesia/</a></li> </ul>

57. Outcome 2, Output 4: *Lessons learned and knowledge of BWI are brought into public and private sector policy debates.* BWI has managed to conduct various activities in project outputs' fulfilment through hiring dedicated communication staff, the use of social media and production of video as a campaign tool.
58. BWI has produced two publications. The first, a synthesis report, was published in June 2017 and has been re-named "BWI Annual report 2017: An industry and compliance review" to cover the period from August 2015 to December 2016; the second was the Impact assessment review (Progress and potential report), which was published in September 2017 and distributed in printed material and online. The aim of hosting the Minister of Foreign Trade and Development Cooperation of the Netherlands, Lilianne Plaumen, in November 2016 as part of a factory visit programme was not only to enhance BWI publications as much as possible, but also to strengthen financial resource sustainability for the BWI programme's next phase.

### External Factors

Several external factors affect the BWI programme:

59. In terms of the *workplace compliance focus area*, there are at least two ongoing negative trends in Indonesia. The first is the implementation of Labour-intensive minimum wage (UMPK) in four districts of the West Java province (Depok City, Bekasi City, Bogor Residence and Purwakarta Residence). The enactment of UMPK came into effect following a drop in wages in the intensive industry sectors, which fell far below the District Minimum Wage, especially in the textile and garment industry. The UMPK policy directly affects 98 garment enterprises with a total of 967,569 workers in the four districts named above.<sup>22</sup>
60. The second is the proposal from the Vice President of the Republic of Indonesia's Adviser (APINDO's former chairman) to amend Law Number 13/2003, which concerns labour law. The proposed amendment intends to decrease enterprises' burden for the high cost of severance payment for workers being terminated/pensions, and to decrease the high standard of mechanism and OSH management requirements. Moreover, they proposed emendations that would increase tolerance towards manpower flexibility, which is weakening the provision that regulates the restriction of PKWT (non-permanent/definite contract workers).
61. In the *Industrial Relations focus area*, there have been several developments regarding the relocation of garment factories from the higher Provincial Minimum Wage (UMP) area to a lower UMP area. The closure of many garment factories in the Jakarta area is the enterprises' attempt to get cheaper worker wages in other areas in West Java or Central Java. This has greatly affected the decline of labour union density, as the relocation of these factories has largely led to the dispersion of unions, whose members were laid off. Additionally, the fragmentation of unions continues to take place, and, ironically, the new

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<sup>22</sup> <http://industri.bisnis.com/read/20170804/257/677993/khusus-gar>

labour unions (either formed by worker or enterprise initiatives) were established largely as a result of disunity in the union body. There is another key negative consequence of this delocalization movement, which is how these processes are being managed without rights being respected and severance payment being paid. In some of the case, it also contributes to heightened industrial relations between factories and workers.

## **B. Gender Mainstreaming**

62. BWI has developed specific strategies and activities to promote gender equality, in order to ensure that women's needs are being addressed, especially in activities carried out in Outcome 1, such as: 1) supporting the developing gender inclusive policies and addressing discrimination issues at the enterprise level; 2) promoting participation of women workers in decision-making processes and institutions (LKS Bipartite, OSH Committee and supervisory level functions) within companies; 3) promoting maternity protection in line with ILO Convention 189, which has not been ratified by Indonesia, including publication of the maternity protection guideline.<sup>23</sup>
63. However, the gender mainstreaming approach has been delayed under Outcome 2 activities on policy-level strategy. During the PAC meeting, on 12 December 2017 in Jakarta, BWI began a discussion on the gender equality programme with PAC members. BWI's specific priorities in 2018 were stated in the area of: 1) sexual harassment, 2) women's empowerment and 3) internal capacity. The APINDO representatives at the PAC meeting stated that gender equality is a priority not only for unions and BWI, but also for APINDO. It is important note that the gender-mainstreaming strategy needs time to be fully implemented and institutionalized in all activities, behaviours and cultural aspects.

### **5.4. EQ 4. Effectiveness of management arrangements**

64. In this section, the report respond to the following questions: To what extent are the interactions and roles/responsibilities between BW and the ILO office in Jakarta and other relevant ILO projects clear and effective in achieving the programme's influencing agenda goals? And to what extent are BWI's Programme Advisory Committees (PAC) and the BWI-Labour Inspection DG of the Ministry of Manpower Ad-Hoc committee on law interpretation and application conducive to/effective in achieving Outcome 2?
65. BWI goals are very much integrated into the DWCP. BW has always been perceived internally as a very strong programme with good resources, and therefore no need for additional intervention from the organization. However, this is no longer true, given the development of the new influencing policy agenda. The relationship between the programme CTA and the two backstoppers, one from within ILO Jakarta and the other

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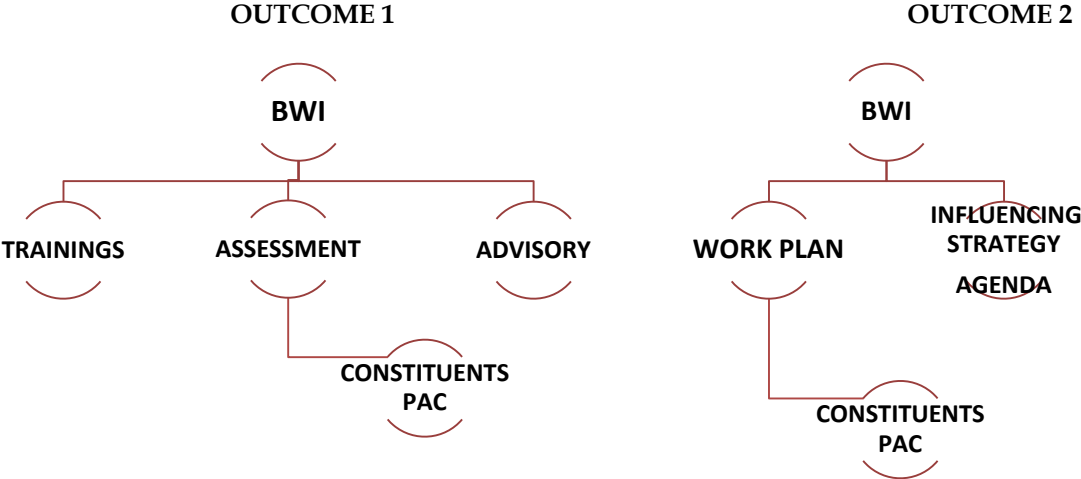
<sup>23</sup> See the chapter on *Promoting Gender Equality*, Better Work Indonesia – Phase III (Transition) Project Document (PRODOC), page 22-23.

one from BWG at HQ, could be strengthened. Further involvement of BWG operations officers who deal with the BW influencing agenda -both from HQ and the regional Bangkok office- seems advisable. The interconnection between BWI and the ILO Jakarta Office seems to exist more on an activities level than on a strategic one. There is a very good relationship and ILO officials do participate in the BWI programme's activities, but more must be done on the strategic level in order to achieve the influencing agenda goals of the programme.

66. BWI now faces important challenges, in terms of alliances with different stakeholders, in order to build relations that can eventually ease a new path to influence the policy agenda. A stronger and more strategic involvement of BWI work in the Jakarta ILO Office agenda is therefore crucial. The ILO Office can also benefit from the work developed by BWI, which could serve as a source of inspiration for the support provided in the country - at the level of labour inspection, for example- on other sectors like palm oil plantation or the maritime sector. According to several interviewees, BWI has engaged very well with other activities and projects within the Office.
67. This has been the case of the project on labour standards in the global supply chain funded by Germany (GIZ), which covers Cambodia, Indonesia and Pakistan. That project focuses on wages and collective bargaining. Both projects have supported each other through the exchange of information and mutual involvement in the different activities. Both projects have a similar advisory committee (PAC) that help them to liaise with the tripartite constituents, although the employers seem to be more strategically represented in the German project through the sectorial organization API. API has been very supportive of the German project by providing annual data about the sector, helping to identify factories for pilot exercises, etc. The project has been providing training on negotiation skills and collective bargaining and has focused on *changing mindsets instead of changing the law*. There is room for further development of positive synergies between the two projects.
68. The BWI-Labour inspection and industrial relations general directorate of the MoM ad-hoc committee on law interpretation and application is conducive to achieving Outcome 2, as it provides a space for discussion about the interpretation of the law, which seems to be an important issue in Indonesia. The upcoming zero tolerance protocol and PKWT guidelines are examples of products of this cooperation.
69. According to BWI project document, the tripartite governance structure is maintained through the Project Advisory Committee (PAC), whose members consist of government representatives, the employers' associations (API/APINDO) and trade unions. The PAC is expected to provide advice on programme strategies and activities, the content and format of the compliance assessment tools (CAT), synthesis reports and coordination with other agencies and projects. The PAC is expected to monitor programme performance (although that role is not clearly defined) and to provide guidance and recommendations to the BWI team. All BWI donors are invited to attend the PAC meetings as observers. One of the challenges the PAC is facing is the lack of continuity from some of its participants, namely the government representatives.

70. The evaluators had the opportunity to conduct participant observation at the PAC meeting on 12 December 2017. The programme’s delivering methodology in this meeting was based on presentation followed by a question-and-answer session. For example, during the meeting, BWI presented a gender equality agenda and the programme’s 2018 work-plan. This was delivered unidirectionally by BWI and received almost no feedback from participants due to time limitations. The constituents were asked to endorse the work plan and strategy, which does not facilitate true buy-in and genuine engagement.
71. Diagram 1 tries to reflect, in a very summarized way, the sort of relationship that BWI has traditionally established with the tripartite constituents through the PAC. The diagram on the left reflects the relationship type in relation with programme’s Outcome 1. BWI makes use of the PAC as a channel through which to inform the constituents about the advancements of the programme at the factory level. Until very recently, BWI was only a compliance programme. This is reflected in the way the programme has traditionally related with the constituents. It has a top-down information sharing approach on advancements achieved by the programme on trainings, assessments and advising at the factory level.

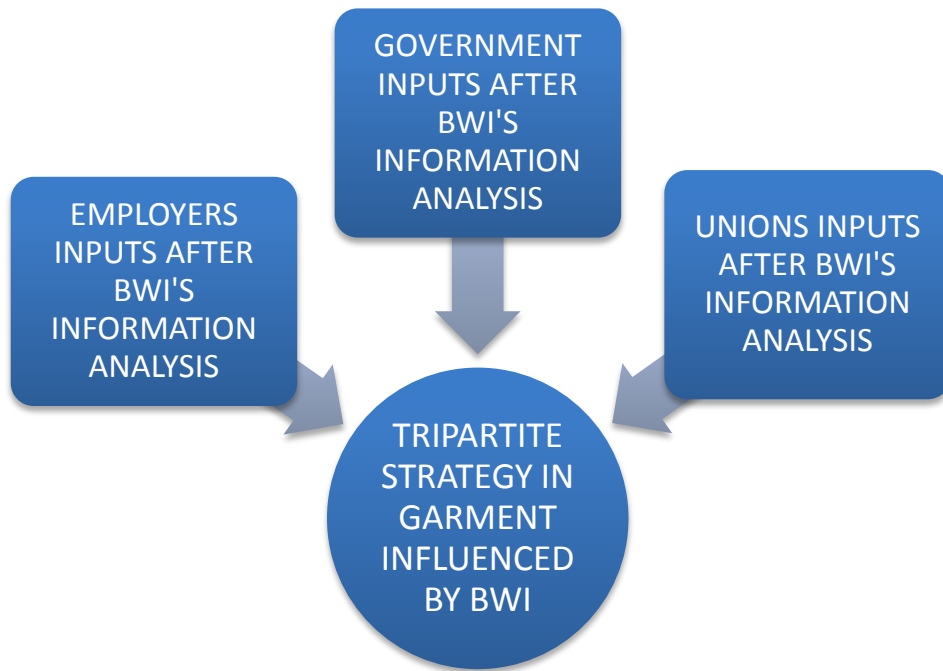
**Diagram 1 Current relationship type between BWI and the constituents through the PAC**



72. Diagram on the right reflects the same type of relationship with the constituents. As we saw under EQ2, given the programme’s design, BWI is expected to initiate and influence changes in relevant laws, strategies, policies and practices. However, BWG has only very recently tried to define a strategy at the global level on how to better use their work at the factory level to influence policy agenda. For the time being, BWI is promoting a working plan to advance the influencing agenda that appears to be only partially owned by the constituents.

73. Despite programme's efforts to engage the various stakeholders, there are certain limitations that are only explained by the nature of the programme itself. These limitations will necessarily be addressed if the programme wishes to grow into the influencing agenda. It can be summarized as the challenge to move from a compliance programme into a more traditional ILO intervention. By doing so, BW should also reflect on its real added value, which comes mainly from their work at the factory level.
74. Certainly, one of the programme's strengths is that it provides timely, information, on a weekly and a monthly basis, about what does and does not work. It has an active pulse of the country and factory's situation. It is quite unusual, and therefore, the combination of this intelligence and the influencing agenda must be better used by the ILO and its constituents. BWI, together with the constituents, must be able to provide this information and digest it in such a manner that they can influence positive change.
75. According to some interviewees at BWG, the idea behind the influencing agenda is to promote the use of the information being generated by the programme among the different stakeholders. In other words, the unions can use the information that BWI generates from the enterprise level (factory from factory) because then they have the ability to see trends, and to see what works and what does not work. Employers have the chance to see what seems to create efficiency, what is positive to the industry, what positive changes they can bring into industrial relations, etc. The government gets information about the application of labour law in a different manner from what the labour administration can do it. Employers can see ways to create efficiency, what processes are more efficient, how to improve industrial relations, etc. This is, of course, all very useful information.
76. BWI, in the new strategy, must provide this information in order to inform positive change based on real-life data. The proposition is very different. Therefore, a revision of the PAC seems crucial. Its composition, as well as the functions and frequency of the meetings, must be addressed. A stronger linkage between the provision of information from BWI and the response and action by the different stakeholders needs to be established. There is a need for a more active role from the three constituents at the PAC. A real discussion about the garment sector's evolution in the country could take place around this tripartite structure. The PAC could be converted into a sort of garment sector national tripartite observatory. Other stakeholders could be invited to participate on an ad-hoc basis (FNV, Oxfam, Commission 19 from Parliament, etc.) To achieve this, it would be best for BWI to play a facilitator role, leaving the leading role to the constituents. The ideal type of relationship between BWI and the constituents that would increase its influence in policy agenda in the future is reflected in Diagram 2.

**Diagram 2 Ideal type of relationship among the different stakeholders in the garment sector expected to contribute to the influencing agenda in the future**



77. The PAC has an impressive potential to be more strategic and therefore conducive to influencing policy agenda. More solid, broader and permanent institutional composition from the side of the stakeholders is a must. Strategic planning that involves all stakeholders is also crucial. The top-down approach needs to be reverted. This would increase ownership and commitment from the stakeholders' side. The initial discussion that took place at the PAC meeting on 12 December 2017 concerning the initiative for the establishment of a garment sector national tripartite body looks very promising. It could build on the discussions that already took place at the previous PAC meeting in November 2016, which addressed the different roles of stakeholders. This process should be more strategically followed up and supported by BWI staff even if apparently the proposal did not seem to attract a serious response or an effective and public commitment from the participants.

#### 5.5. EQ 5. Efficiency of resource use

78. BWI has built alliances with other ILO initiatives, such as the project on labour standards in the global supply chain funded by Germany (GIZ), which covers Cambodia, Indonesia and Pakistan, as explained above, under EQ4. BWI has also managed to leverage funds

from other stakeholders such as Disney for holding a national forum of the workplace compliance cadre, as well as some other training activities on supervisory skills and people management on the enterprise level; H&M for holding bipartite and OSH committees, including joint advisory visits with GAP Indonesia in holding enterprise-level trainings, and a joint seminar in collaboration with ASICS on effective grievance mechanism and hazard & risk assessment for ASICS's partners in Indonesia and parts of Southeast Asia. These enterprise-level and national seminars activities have the potential of leveraging into collaborations in policy-level programme.

79. BWI III Outcome 2 has a budget of approximately USD 212,000 per year. According to the budget, the four outputs under this outcome are expected to be achieved through the organization of meetings/seminars and in some cases trainings. Exceptionally, output 2.4 includes other types of activities that range from the social media maintenance to publishing printed materials in the holding campaign and awareness programme.
80. The programme's core activity (nearly its only activity) in order to achieve Outcome 2 is the organization of trainings and meetings, and the provision of staff's technical expertise. There are some notable exceptions, such as the buyer's forum and the Symposium on labour inspection, which involved ILO experts from the Regional Office in Bangkok and HQ as well as experts from Cambodia, Vietnam and New Zealand; one staff dedicated to communication and partnership management has been hired as part of significant budget allocated activity, as well as social media and printed publication maintenance. However, the major component of the budget is assigned to technical meetings organized with the constituents.
81. As noted during the field mission, some of these meetings may be inefficient if we consider their cost in relation to the expected outputs. This is interconnected with the fact that programme staff is involved in the implementation of specific technical work that could eventually be developed by external consultants. For instance, technical guidelines are being drafted directly by BWI staff, in close cooperation with MoM, through technical meetings that entail costs for participants (meals), translation, etc. However, MoM officials attending the meeting appreciate this approach. In their view, they need to be directly involved in the drafting. They emphasized that the individuals writing the guidelines should be the ones directly involved in the grassroots outreach. They expressed that professionals and academics cannot get better pictures on the topic. Some reflection about the efficiency of these meetings and on the whole technical advisory process deserves specific attention by the programme.
82. One annual one-day PAC meeting is expected to be held within the project timeframe. Some of the interviewees participating in the PAC meetings highlighted the need to have better follow-up on their meetings. Distribution of minutes after each meeting and a proper follow-up on decisions made and agreements reached among participants seem to be lacking, which undermines the efficiency of the tripartite process and the programme as a whole.



83. The training component of the programme is very much appreciated by the participants in the various activities. Although no participant evaluations or satisfaction surveys from the trainings are available for this MTE, interviewees expressed that these activities deeply appreciated. Union representatives showed their satisfaction with the quality of trainings on union finance, negotiation skills, etc. They considered trainings on social dialogue (under Outcome 1) to be extremely relevant to them. They acknowledged that social dialogue would now be prioritized above alternative approaches on the factory level.
84. Some issues of inefficiency regarding BWI must be reviewed within the ILO Office. According to different interviews with BW and ILO officials, it is clear that BWI has come up short in getting technical expertise from within the ILO. As we saw under EQ4, there has always been an internal perception that BW is a very strong programme with good resources, and no need, therefore, for additional intervention from the side of the organization. However, this is no longer true, with the development of the new influencing policy agenda. The weak strategic interconnection between BWI and the ILO Jakarta Office may imply weak efficiency, as the different resources available are not being optimized.

## 5.6. EQ 6. Sustainability

85. This chapter addresses the following questions: How effective has the project been in establishing national/local ownership? Have the linkages to broader sectoral and national action been made? Is the phase-out strategy for the project in place and being implemented? Is it sufficiently articulated and is progress being made towards this goal?

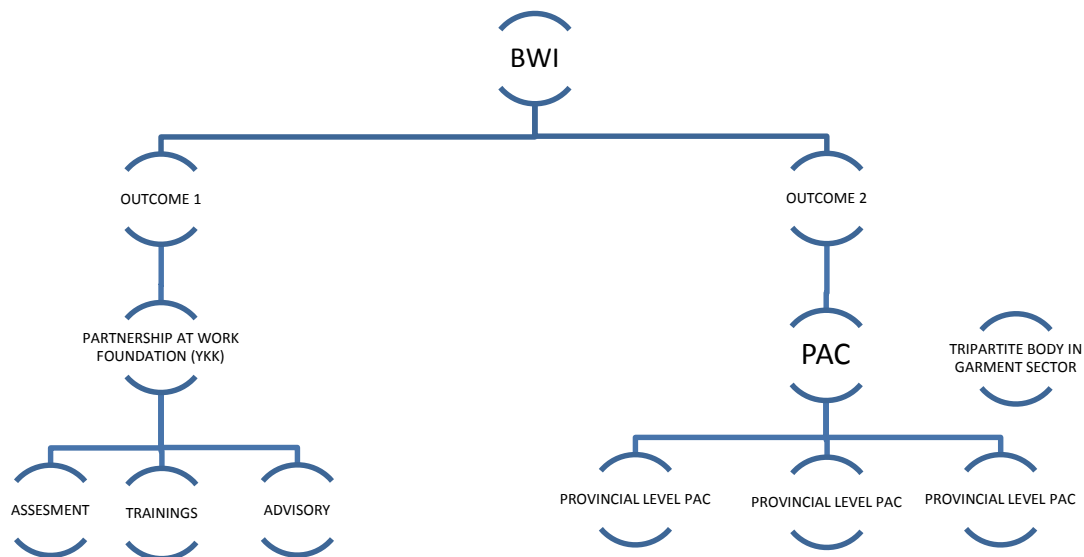
### **National/Local Ownership**

86. The project has been very effective in establishing national/local ownership, on one hand through the formation of a national foundation to maintain BWI's core businesses; on the other with the revitalization of the PAC function in policy-level strategy.
87. The transition period for BWI's "core business" on implementing assessment activity, advisory, and enterprise-level trainings (Outcome 1) is well executed. The transfer was conducted through a programme implementation agreement between YKK and BW. Once this transition is finalized, BWI will essentially implement the policy-level programme's component (Outcome 2) and some supervision work towards the foundation. Furthermore, YKK will continue its sustainability strategy by charging activity fees to enterprises and buyers/brands. As per June 2017, the foundation has maintained a significant sustainability output by recovering 68% of its expenses.
88. During the programme's period under evaluation, there have been two important milestones for the sustainability of the PAC and the entire programme's decision-making process: the first is the distribution of roles, functions and responsibilities among the PAC members, which took place at the meeting on November 2016. However, there is no written evidence that suggests a follow up on this very important agreement on the

meeting. This agreement should be followed up by the establishment/signature of a charter recognized by all PAC members.

89. The second is the beginning of a discussion at the PAC meeting on 12 December 2017 concerning the initiative for the establishment of a garment sector tripartite forum/body. Despite the fact that this initiative did not attract an active response from the participants, it is nevertheless an important measure for sustaining leaders who will implement change in the future. The diagram below shows the national/local ownership of BWI's programme continuation scheme.

**Diagram 3 BWI Sustainability strategy**



**Table 7 Phase-Out Strategy**

TIMELINE	EVENT/ACTIVITY	PURPOSE
October 2014	Submitted report to the BW Global Management Group (MG) entitled "Progress on strategy towards sustainability".	The report contained a list of sustainability criteria that must be met in order to establish an independent foundation.
April 2016	PAC meeting with ILO and stakeholders (Government of Indonesia, APINDO, API) to discuss union priorities and needs, as well as ways forward for BWI in terms of support to constituents.	The meeting aimed to revitalized PAC's role and function, in order to take a policy-level position on tripartite strategic decisions and planning.

TIMELINE	EVENT/ACTIVITY	PURPOSE
	PAC meeting to discuss approval of sustainability plan of BWI programme through the establishment of a foundation.	The meeting resulted in the approval of the establishment of the foundation.
September 2016	Foundation "Partnership at Work" legally established.	The establishment of the foundation aimed to ensure sustainability during the transition phase.
November 2016	<ul style="list-style-type: none"> <li>PAC meeting with special agenda on the role of government and social partners;</li> <li>PAC meeting to discuss the preparation of foundation's HR and accounting policy.</li> </ul>	<ul style="list-style-type: none"> <li>To discuss the distribution of role, functions, and responsibility among the stakeholders;</li> <li>To ensure the foundation can be fully operated in early 2017.</li> </ul>
January 2017	Foundation "Partnership at Work" started to operate in Indonesia.	The foundation generated income for sustainability as a means of managing assessment, trainings, and advisory for the enterprises and/or buyers. As of June 2017, the foundation has achieved 68% recovery of its operational cost.
12 December 2017	PAC meeting concerning the initiative for the establishment of a garment sector national tripartite body.	The meeting aimed to initiate and attract responses from stakeholders regarding the establishment of tripartite body.

90. The phase-out strategy for the project is in place and being implemented. Outcome 1 is assigned to the national foundation, and stakeholders will be responsible for Outcome 2 in the tripartite body or PAC.

91. It is important, however, to design a more detailed phase-out strategy for Outcome 2 immediately, in relation to: 1) how BWI ensures that lessons learned and evidence-based programme feedback can be discussed at PAC policy level; 2) how to effectively engage employers' associations such as APINDO, API and KOGA in the PAC scheme and function; 3) how to ensure equal roles and participation among PAC members or stakeholders; 4) how to create a sharing-expense plan among stakeholders, partners and donors in the form of collaboration and other partnerships activities.

## 5 CONCLUSIONS

1. BWI is very relevant to the government and the unions in Indonesia. However, the employer's organizations APINDO and API perceive BW as a programme that

responds to the buyers' demands and that protects workers' rights. The overall assessment for APINDO is therefore that their own suggestions within the programme are not considered while workers' suggestions are always adopted. There is no buy-in from their side towards BWI.

2. The three constituents acknowledge the relevance of the tripartite process being developed in the programme. Participants in the PAC meetings emphasized the importance of the PAC process because social partners and government hardly meet at the sector level. They appreciate the relevance of the programme, as it provides a permanent structure for such meetings. There is a common perception that more maturity is needed from all stakeholders for the tripartite process to be more ambitious and effective.
3. The overall design of the LF shows weaknesses that undermine the programme's capacity to develop a clear strategy to achieve the development goal. There is no clear results chain linking the programme's different outputs to its targeted outcomes in order to achieve the overall objective. A clear strategy seems to be lacking on how lessons learned from BWI at the factory level can feed into an influencing agenda. It should be further clarified how both outcomes (1 and 2) would contribute to improve workers' lives and garment industry competitiveness. Performance indicators have been reviewed during the programme's lifetime. There is however still room for improvement for these indicators be more effective at monitoring the programme's progress.
4. BWI has been making sufficient progress towards its planned results. BWI has organized various meetings, forums, symposiums, collaborations and technical workshops in order to strengthen the partnership with MoM and other stakeholders and partners; set-up the Trade Unions' Task Force at the district level and conducted industrial relations roundtable to improve its members' compliance; organized the FGD and annual business forum to strengthen cooperation with vendors/buyers. However, cooperation with other ministries has not started and PROKEP was discontinued.

Two main issues are affecting the project's achievement: the implementation of UMPK—which is decreasing the level of the minimum wage in intensive industry sectors— and the agenda to amend the Manpower Law, which is weakening the restriction of PKWT provision. This agenda could be an important entry point for the ILO Jakarta office to raise the participation of stakeholders in policy influencing. This issue is being addressed through BWI's work with MoM on the development the PKWT guideline.

5. BWI has established a union's task force on the district level. Although the programme was held with only four of the 13 members of the labour unions' federation, these are positive measures towards developing workers' inter-organizational cooperation and towards addressing labour unions' fragmentation. On the employers' side, no activities

have taken place. Several issues are undermining employer engagement, such as a limitation in APINDO's involvement in the garment sector, low participation from API and no participation from KOGA. BWI has not succeeded in increasing employers' association participation rate and engagement.

6. Specific strategies and activities have been developed to promote gender equality, such as supporting the developing gender inclusive policies and addressing discrimination issues at the enterprise level; promoting participation of women workers in decision-making processes and institutions and promoting maternity protection. BWI has begun a gender analysis of the Indonesian garment and footwear industry, which is expected to be completed in the second term of the 2016-2018 programme.
7. BWI is not optimizing the technical expertise available within the ILO. The programme is not benefiting from sufficient strategic advice. The interconnection between BWI and ILO Office Jakarta seems to exist at the activities level, but more needs to be done at the strategic level in order to achieve the programme's goals. The influencing policy agenda is a recent strategy of BWI. At the country level, further guidance is needed from BWG on how to take advantage of the advancements achieved at the factory level on workplace compliance to influence the policy agenda.
8. BWI has effectively cooperated with the German funded project on labour standards in the global supply chain that covers Cambodia, Indonesia and Pakistan, with a focus on wages and collective bargaining. Both projects have a similar advisory committee (PAC) that helps them to liaise with the tripartite constituents, although the employers seem to be more strategically represented in the German project through the sectorial organization API. This project has focused on *changing mindsets instead of changing the law*. Positive synergies between the two projects could be further developed.
9. The current structure and functions of the Project Advisory Committee show many limitations to be conducive to achieving policy agenda influence. The PAC currently responds to BWI needs to involve the tripartite constituents. But the responsibilities and roles of the three constituents are very different in the two main actions of BWI, which are represented in Phase III in Outcome 1 (work at the factory level) and Outcome 2 (influencing agenda). A revision of the PAC is therefore crucial to making it conducive to achieving the influencing agenda goals.
10. The programme's core activity (nearly its only activity) in order to achieve Outcome 2 is the organization of trainings and meetings, and the provision of staff's technical expertise. The major component of the budget is therefore assigned to technical meetings organized with constituents. Some of these meetings may be inefficient, considering their cost in relation to the expected outputs. No specific studies, research or consultancy work seems to be included in the budget/work plan. No provisions for study visits abroad have been considered for the constituents (participants in the PAC). Efficiency seems to be undermined due to the scarce variety of inputs to achieve the different outputs.

11. The phase-out strategy for the project is in place and being implemented. The project has made significant progress towards the establishment of a national foundation and towards the revitalization of PAC. The national Foundation has recovered 69% of its operational cost as of June 2017. These will improve the probability of achieving financial sustainability by the end of Phase III. Regarding Outcome 2, BWI and its stakeholders need to clearly articulate this phase-out strategy by defining the activities that need to be sustained, resource implications of the plans, and gaining commitment from stakeholders for the new divisions of roles and responsibility around the PAC/national tripartite garment body.

## 6 LESSONS LEARNED AND EMERGING GOOD PRACTICES

1. One lesson learned has been identified on building strategic partnership with other relevant organizations on industrial relations issues. BWI began organizing an Industrial Relations Roundtable in August 2017, and it has been attended by various strategic partners, such as Oxfam, Workers' Rights Consortium, Solidarity Center, FNV, Care International, Asia Floor Wages and TURC (Trade Union Rights Centre). The aim of this programme was to avoid duplication of efforts and "overwhelming" unions with conflicting demands and activities, including the design of a gender mainstreaming approach with the Fairwear Foundation. BWI also managed a collaboration with various brands/buyers to execute various activities with a special focus on training, which offered brands/buyers the chance to extend collaboration to the policy level strategy/programme. Promoting this type of collaboration strengthens national capacity and programme sustainability, and for this reason, this sort of cooperation projects/collaboration should be encouraged.
2. The evaluation has identified an emerging good practice on building tripartite garment mechanism through the strategic Project Advisory Committee (PAC). Advancements in policy-level strategy have been feasible in the project within the framework of strengthening social dialogue and tripartism, not only within the BWI project, but also in the broader garment sector. BWI has been engaging stakeholders (government, trade unions, and employers' associations) in the programme as members of the advisory committee (PAC). In early 2016, BWI successfully expanded the PAC's advisory role to make it more involved in strategic discussion at the policy level of the programme. Advancing PAC as part of the policy-influencing agent in articulating issues in garment sector strengthens mutual understanding among stakeholders and encourages social dialogue in the sector. Therefore, other Better Work operation countries should recognize this strategy as one of the good practises emerging from Indonesia.

## 7 RECOMMENDATIONS

1. A tripartite revision of the role, functions and responsibilities surround the PAC is needed. With the aim of converting the PAC into a national tripartite body for the garment sector, a participatory reflection must be carried out. Bearing in mind the goal of influencing policy agenda, this body could, in the future (BWI Phase IV), develop into a national tripartite body/observatory/forum for the garment sector. It could have a flexible structure that would enable involvement, on one side, of traditional ILO constituents for specific issues, and, on the other, of a broader range of stakeholders for other issues (information sharing, etc.). This could be the case of the Parliament (commission IX), NGOs, etc. This tripartite body could also involve the PAC for the German project on labour standards in the garment sector as a special commission/unit.

The establishment of PAC at the provincial level, the PAC outcomes at the national/provincial level in strategic planning and the sharing of roles and responsibilities among stakeholders should be taken into account in this analysis.

Related to this, a participatory process with the PAC stakeholders based in a planning methodology, such as Outcome Mapping, could be used to design Phase IV.

Responsible Units	Priority	Time Implication	Resource Implication
BWI staff	High	Mid-Term	Medium: a consultant should be hired to draft this project before the end of Phase III.

2. A change in the ILO/BWI approach towards the employers' organizations is needed to get their further engagement in BWI. Employers should be approached as potential clients and users of the information coming from BWI work at factory level. Therefore, other stakeholders from Indonesian employers' side should be reached out to and invited to sit at the table. This includes APINDO, API and KOGA. The engagement of API is a clear priority and their involvement in the German-funded project on labour standards should serve as an example. Individual enterprises from the garment sector (participating in the programme) could also be invited to join as members of API/APINDO. The number of employer participants in the PAC needs to be increased. The involvement of the employer's specialist in the Bangkok regional office is crucial.

Responsible Units	Priority	Time Implication	Resource Implication
BWI staff and ILO Office in Jakarta ACTEMP in Regional Office	High	Mid-Term	Low

3. For the remaining part of BWI III, a revision of the LF is advisable, following the guidelines in the ILO Manual for Cooperation for development. This would entail merging all the information the programme has in the LF, the work plan and the PPM, and taking actions to make it consistent. Qualitative indicators should be added for Outcome 2. These could be drafted to focus more on the real changes that the intervention hopes to achieve, in terms of influencing agenda.

It is advisable for the revised LF to include a communication plan/strategy in activating the communication staff roles, both in BWI and the National Foundation, and in anticipating present weakness areas: re-engagement activities with APINDO, API and KOGA; seeking to update the situation on a policy level; and building relationship and networks with other Ministries and Parliament, both at national and provincial levels.

Responsible Units	Priority	Time Implication	Resource Implication
BWI staff	High	Short-Term	Medium: a consultant with knowledge and skills on planning and assessment should be hired.

4. BWI has started a gender analysis of the Indonesian garment and footwear industry, which was expected to be completed in the second term of the 2016-2018 programme. This strategy should be shared among three tripartite stakeholders, MoM, unions and employers through their respective organizations by involving the corresponding gender departments.

Responsible Units	Priority	Time Implication	Resource Implication
MoM, Unions and APINDO/API	Medium	Short-Term	Low

5. The influencing policy agenda is a recent strategy of BW. At the country level, further guidance is needed from BWG on how to take advantage of the advancements achieved in workplace compliance at the factory level to influence the policy agenda. BWI could easily benefit from strategic advice from Better Work Global. Further involvement of BW Officials dealing with the policy influencing agenda is needed in Indonesia, including scalability of BWI to reach the garment supply chain through further expansion into the large export-oriented garment and footwear sector and/or beyond tier-1 garment exporters, their subcontractors, and to producers for the domestic market.

Responsible Units	Priority	Time Implication	Resource Implication
BWG	High	Short-Term	Low

6. The interconnection between BWI and the ILO Jakarta Office must be more strategic in order to achieve the programme's influencing agenda goals. When reviewing the PAC and



its development towards a national tripartite body/forum for the garment sector, the possibility of having a special tripartite commission chaired by the ILO Jakarta office director could be considered.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Jakarta	High	Medium-Term	Low

7. The German-funded project on labour standards in the global supply chain that covers Cambodia, Indonesia and Pakistan has a similar advisory committee (PAC) that helps the project to liaise with the tripartite constituents. The employers seem to be more strategically represented in the German project through the sectorial organization API. The German project has focused on *changing mindsets instead of changing the law*. Positive synergies between the two projects could be further developed.

Responsible Units	Priority	Time Implication	Resource Implication
BWI and German project on labour standards in supply chain	Medium	Short-Term	Low

8. In order to increase the programme's efficiency, reviewing the work plan and budget and including further consultancy/research activities and study visits for the stakeholders is advisable. Peer learning among garment sector employers in the ASEAN region could increase the programme's effectiveness. Further analysis with BWG on how to optimize the comparative experiences within the programme is also prudent.

Responsible Units	Priority	Time Implication	Resource Implication
BWI staff and BWG	High	Short-Term	Medium

9. It is advisable for API and APINDO to consider the interest in engaging in BWI as a means of following up on the developments taking place in industrial relations within the garment sector. Inviting factories participating in the programme to take part in the PAC is recommended.

Responsible Units	Priority	Time Implication	Resource Implication
APINDO and API	High	Short-Term	Low

10. It is advisable for BWI to continue the collaboration with World Bank Group in order to be involved labour law reform, in terms of influencing the reform and in the interest of the garment sector's stakeholders, and for BWI to continue this involvement through

evidence-based data. The Labour Act number 13/2003 reform is listed in the 2018 national legislation agenda of the Parliament of the Republic of Indonesia.

<b>Responsible Units</b>	<b>Priority</b>	<b>Time Implication</b>	<b>Resource Implication</b>
BWI and PAC	High	Short-Term	Low



ANNEX I. EVALUATION MATRIX

Evaluative questions and criteria	Indicators	Sources of information
<b>EQ 1 RELEVANCE OF THE INTERVENTION</b>		
1.1. To what extent are the project strategies and approaches pertinent to stakeholders' requirements and policies of partners and donors?	1.1.1. The project strategies and approaches are pertinent to employers' requirements.	Logical framework M&E Documents
	1.1.2. The project strategies and approaches are pertinent to unions' requirements.	Project Documents
	1.1.3. The project strategies and approaches are pertinent to governments' requirements	Progress Reports
	1.1.4. The project strategies and approaches contribute to improve labour standards	Mid Term Evaluation Reports
	1.1.5. The project strategies and approaches are pertinent to policies of partners and donors	Interviews with ILO and BW staff
	1.1.6. The project strategies and approaches contribute to gender equality	Project Documents Interviews with unions, employers, government and donors. Participant Observation at PAC
<b>EQ 2 VALIDITY AND LOGIC OF THE THEORY OF CHANGE</b>		
2.1. To what extent are the project design (outcomes, outputs and activities) and its underlining theory of change logical and coherence?	2.1.1. The Projects' logical frameworks are solid: chain from inputs, activities, outputs and objectives are clear and logical	Logical framework M&E Documents
	2.1.2. Time frames regarding planned objectives and outputs are realistic	Project Documents Progress Reports
2.2. How well do different stakeholders understand the project theory of change?	2.2.1. Consultations have taken place with the ILO constituents in the phase of the projects' design	Mid Term Evaluation Reports
	2.2.2. Suggestions from stakeholders were taken into consideration in the project document	Interviews with ILO and BW staff

Evaluative questions and criteria	Indicators	Sources of information
	2.2.3. The projects designs were sensitive to institutional arrangements and roles of the different stakeholders involved.	Interviews with unions, employers, government and donors
	2.2.4. The projects designs were sensitive to the capacity and commitment of stakeholders	
2.3. How appropriate and useful are the indicators described in the project monitoring and evaluation plan in assessing the project's progress at output and outcome levels?	2.3.1. The project has a sound M&E system, with appropriate indicators to assess project's progress at output and outcome level.	Participant Observation at PAC
	2.3.2. The indicators are SMART (specific, measurable, achievable, relevant and timely)	
	2.3.3 The means of verification for the indicators are appropriate	
	2.3.4. The project design, outcome, outputs and indicators do reflect the qualitative nature of the intervention, particularly in regards to Outcome 2	
2.4. Did the project design adequately consider the gender dimension of the planned interventions?	2.4.1. The project objectives and outcomes adequately include gender concerns	
	2.4.2. The output and outcome project indicators are gender sensitive	
<b>EQ 3 IMPLEMENTATION EFFECTIVENESS</b>		
3.1. To what extent is BWI effective in promoting its mandate, the necessary changes in relevant laws, strategies, policies and practices at the sectoral and national level? (Outcome 2)	3.1.1. BWI is able to promote capacity building among the stakeholders involved. Number of capacity building days with employers and workers	Logical framework M&E Documents Project Documents Progress Reports Mid Term Evaluation Reports
	3.1.2. The government and the social partners are better equipped to implement better work conditions	
	3.1.3. Number of new initiatives to improve workplace compliance taken by labour administration with support from BWI	

Evaluative questions and criteria	Indicators	Sources of information
	<p>3.1.4 BWI puts effective strategies, entry points and techniques in place to achieve its policy objectives</p> <p>3.1.5. Number of BWI knowledge products or tools used by labour inspection and social partners to improve workplace compliance in the garment sector</p> <p>3.1.6. Project partners (government, industry, etc.) are able to fulfil the roles expected in the project strategies</p> <p>3.1.7. BWI is adequately stimulating interest and participation of project partners at the local, meso and national levels</p> <p>3.1.8. Number of synthesis reports</p> <p>3.1.9. Number of impact surveys</p> <p>3.1.10. Number of new communication products/features</p>	<p>Interviews with ILO and BW staff</p> <p>Interviews with unions, employers, government and donors</p> <p>Participant Observation at PAC</p>
<p>3.2. To what extent has the project been making sufficient progress towards its planned results? Will the project be likely to achieve the programme's influencing agenda goal by the end of the project? (Outcome 2)</p>	<p>3.2.1. Number, quality and scope of MoM products, policies or practices changes with support by BWI (including for example guidelines, decrees, regulations, certificates)</p> <p>3.2.2. Number, scope and quality of PAC meetings</p> <p>3.2.3. Number, scope and quality of buyer's fora</p> <p>3.2.4. Number of assessment reports purchased by buyers</p> <p>3.2.5. New legislation and/or policies have been introduced to improve better conditions in the garment sector</p> <p>3.2.6. Government improved their understanding on the needs to promote "better work" concept and the benefits of their realization</p> <p>3.2.7. Unions improved their understanding on the needs to promote "better work" concept and the benefits of their realization</p>	

Evaluative questions and criteria	Indicators	Sources of information
3.3. To what extent does BWI effectively mainstream gender in project strategies and interventions?	3.2.8. Employers improved their understanding on the needs to promote “better work” concept and the benefits of their realization	
	3.3.1. Percentage of women participating in capacity building with employers and workers’ organizations	
	3.3.2. Gender departments from APINDO and Unions organizations have been involved in the programme	
	3.3.3. The rate of participation of men and women in project activities reflect the composition of the workforce and the constituency in the sector	
<b>4. EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS</b>		
4.1. To what extent are the interaction and roles/responsibilities between BW and the ILO office in Jakarta and other relevant ILO projects clear and effective in achieving the influencing agenda goals of the programme?	4.1.1. The interaction and roles/responsibilities between BW and the ILO office in Jakarta are conducive to influence the agenda goals of the programme	Logical framework M&E Documents Project Documents Progress Reports Mid Term Evaluation Reports Interviews with ILO and BW staff
	4.1.2. The interaction and roles/responsibilities between BW and other ILO projects are conducive to influence the agenda goals of the programme.	
	4.1.3. The government and the social partners are better equipped to implement better work conditions due to the ILO support	
4.2. To what extent are BWI’s Programme Advisory Committees (PAC) and BWI- Labour Inspection DG of the Ministry of Manpower Ad-Hoc committee on	4.2.1. Government participation at the BWI’s PAC is enabling an environment for better work conditions.	Interviews with unions, employers, government and donors
	4.2.2. Trade Unions participation at the BWI’s PAC is enabling an environment for better work conditions	

Evaluative questions and criteria	Indicators	Sources of information
law interpretation and application conducive/effective to achieve Outcome 2?	4.2.3. Employers participation at the BWI's PAC is enabling an environment for better work conditions	Participant Observation at PAC
	4.2.4. The terms of reference and format of BWI's PAC is conducive/effective to enhance better work agenda	
	4.2.5. BWI- Labour Inspection DG of the Ministry of Manpower Ad-Hoc committee on law interpretation and application is conducive/effective to enhance better work agenda	
<b>5. EFFICIENCY OF RESOURCE USE</b>		
5.1. Is there a need to reallocate resources or adjust activities in order to achieve its immediate objectives?	5.1.1. Resources (funds, human, time, expertise) have been strategically allocated to achieve outcomes	Logical framework M&E Documents Project Documents Progress Reports Mid Term Evaluation Reports Interviews Budget Work Plans
5.2. To what extent has the projects been able to build on other ILO initiatives and create synergies that allowed for more efficient use of resources?	5.1.2. Activities and resources need to be reviewed in order to achieve the objectives	
	5.2.1. Synergies have been created with non-BW projects and resources have been leveraged	
	5.2.2. Project has taken into account products, evaluations and lessons learnt from previous BW projects and ILO initiatives	
<b>6. SUSTAINABILITY</b>		
6.1. How effective has the project been in establishing national/local ownership? Are the linkages to broader sectoral and national action been made?	6.1.1. Risk factors identified in the project design phase have been addressed during the project implementation (to ensure maximum and sustainable capacity)	Logical framework M&E Documents Project Documents Progress Reports Interviews with ILO and BW staff
	6.1.2. Social partners at local/sector level show ownership towards the programme	
	6.1.3. Social partners at national level show ownership towards the programme	



Evaluative questions and criteria	Indicators	Sources of information
6.2. Is the phase-out strategy for the project in place and under implementation? Is it sufficiently clearly articulated and progress made towards this goal?	6.2.1. Changes introduced in law, policy or practice ensure the sustainability for the projects' achievements	Interviews with unions, employers, government and donors
	6.2.2. Specific achievements can be reported at the outcome level that are sustainable due to the commitment of the national constituents	
	6.2.3. A phase-out strategy is in place and under implementation	
	6.2.4. National institutions can assure programme's achievements sustainability	

ANNEX II. EVALUATORS AGENDA IN JAKARTA

BWI III MTE (11 to 15 December)

11 <sup>th</sup> December, Monday	08.00-09.00: Meeting with Pak Agung, APINDO  10.00-12.00: Evaluators Joint Meeting  13.00-14.00: Meeting with Irham Saifuddin, Programme Officer 14h30-16h30: Meeting with Project team (Maria, Bona and Anis)	APINDO Office Gd.Permata Kuningan Lt.10 Jl. Kuningan Mulia Kav. 9C Guntur - Setiabudi Hotel Morrissey  ILO office
12 <sup>th</sup> December, Tuesday	9h-12h30: PAC meeting  12.30-13.30: Meeting with Lusiani Julia, PO/Backstopping BWI Project  13h30-15h30: Meeting evaluators and 4 trade unions PAC members	Hotel Morrissey (Menteng)
13 <sup>th</sup> December, Wednesday	09.00 - 10.00 Meeting with Mr. King Oey from FNV  13.00-14.00: Meeting with Michiko Miyamoto, Director ILO Jakarta 15.00-16.00: Meeting with Ms. Dewi Suyenti, SECO, Donnor	Morrissey Hotel  ILO office  Swiss Embassy
14 <sup>th</sup> December, Thursday	10.00 - 11.00: meeting with Christianus Panjaitan, NPO LSGSC Project	ILO Office
15 <sup>th</sup> December, Friday	All day meeting: Ministry of Manpower Industrial Relations and Labour Inspection DG Lunch meeting with Bu Agatha, PHI 16h-17h: Meeting with Labour Inspection	Hotel Gran Melia (Kuningan)
16 <sup>th</sup> December, Saturday	9.30- 11.30 Debriefing with CTA	Hotel Morrissey

## ANNEX III. LIST OF DOCUMENTS

BWI Phase III Documents	
1	Project document
2	Technical Progress Report (TPR), 1/01/2016 to 30/06/2016
3	Technical Progress Report (TPR), July 2016 to June 2017
4	Logical framework
5	Work plans and list of activities
6	Budget
7	Project monitoring and evaluation plan
8	Better Work Indonesia Policy Level Strategy: 2016-2018 (Phase III) Draft July 2016
9	Explanatory brochure for constituents
10	Better work and state regulation in Indonesia: Towards Reinforcement (web)
11	Performance Plan BWI (2016-2018)
12	Performance Plan BWI (2016-2018) updated June 2016
13	Performance Plan BWI (2016-2018) reviewed
14	Minutes of the BWI PAC meeting November 2016
15	Terms of Reference for the PAC meeting on 12 December 2017
16	PAC original regulation
17	BWI Strategy on engagement with ILO tripartite constituents (power point)
18	Better Work Indonesia Phase II (2015 mid-term evaluation), December 14
19	Symposium report strategic labour compliance in Indonesia
20	Guides or other program materials and products (to be reviewed on the field)
21	Addressing jointly compliance and industrial relations -PAC (power point)

22	BUSINESS PLAN “Establishment of an ILO-BWI Foundation (Yayasan) in Indonesia”
23	Technical Cooperation Final Progress Report
24	Draft ToRs Drafting Workshop with MoM 15 December 2017
25	Final Independent Cluster Evaluation Better Work Vietnam (Phase II) and Better Work Indonesia (Phase II)
26	Summary of key points from focus group discussion (FGD) on the use of PKWT in the garment export- oriented sector 29 August, Karawang, West Java
27	Summary of key points from focus group discussion (FGD) on the use of PKWT in the garment export- oriented sector 18 October, Semarang, Central Java
BWI	
28	Strategic labour compliance in Indonesia
29	BWI 5th Compliance synthesis report
30	BWI 6th Compliance synthesis report
BWG	
31	Impact assesment study. <i>Progress and Potential</i> , by Tufts University
32	BW Global Strategy 2017-2022
33	Concept note on strategic compliance
ILO	
34	INDONESIA DWCP 2010-2015. Priorities for DWCP 2016-2018.
35	ILO Final Evaluation Freedom on Outcome 14 of two Projects: Association and Collective Bargaining in the Rural, Export Processing and Domestic Work Sectors (Sweden) & Promoting the Right to Freedom of Association and the Right to Collective Bargaining (Norway), 2014
36	ILO Final Evaluation, Strengthening Workplace Compliance through Labour Inspection, GLO/14/65/NOR, 2016

ANNEX IV. ASSESSMENT OF BWI III PERFORMANCE INDICATORS

Strategy of Intervention	Key Performance Indicators	Analysis
<p><b>OUTCOME 2.</b> In support of BWI’s mandate, necessary changes in relevant laws, strategies, policies and practices at sectoral and national level are initiated and influenced by BWI.</p>	<p>Success in executing Country Programme influencing agenda on a 1 - 10 scale (N/A)</p> <p>Government policy and programmes on contracts, wages and law enforcement are influenced by ILO/BWI learnings and strategic advice. (N/A)</p> <p>Local structures such as provincial PACs and district trade union task-force are put in place by 2017 and function effectively from 2018 forward (i.e. regular PAC meetings, proper follow-up of issues discussed, etc.) (N/A)</p> <p># of coordinated visits to BW factories conducted by labour inspectors. (N/A)</p>	<p>This indicator is too vague and not SMART.</p> <p>This indicator should be drafted in a more qualitative approach, reflecting the content of expected changes.</p> <p>These two indicators correspond to the Output level.</p>
<p><b>Output 2.1.</b> The capacity of and partnership with Ministry of Manpower (MoM) and other government partners is strengthened.</p> <ul style="list-style-type: none"> <li>• Organize a series of discussions/meetings with MoM on developing a Ministerial Decree on the Labour Standard Compliance Programme and the Self-Assessment tool.</li> </ul>	<p># of MoM products, policies or practices changes with support by BWI (including for example guidelines, decrees, regulations, certificates etc.)</p>	<p>These indicators respond to RBM guidelines although they are only quantitative indicators.</p> <p>Additional qualitative indicators could be added on the changes foreseen.</p>

<ul style="list-style-type: none"> <li>• Organize necessary activities (trainings, meetings, etc.) in order for MoM to undertake the legislative reform that is relevant to BWI work.</li> <li>• In collaboration with MoM, familiarise BWI participating factories, Local Manpower Offices and international buyers with the revised Government regulation on regional autonomy (OTDA) specifically on the recentralization of labour inspectors from District to Provincial government.</li> <li>• Together with MoM, develop specific products related to labour inspection or industrial relations (e.g. guidelines) that are needed within participating BWI factories and, subsequently, familiarise them with the products and undertake the necessary trainings.</li> </ul> <p>Further strengthen cooperation with other ministries such as Ministry of Public Works, and Ministry of Environment and Forestry through joint activities (to be agreed) on relevant issues including environmental guidelines and the building function certificate.</p>		
<p><b>Output 2.2.</b> Employers' organizations and unions are able to better support their members to improve compliance.</p> <ul style="list-style-type: none"> <li>• Organize relevant activities (e.g. bipartite trainings or social security seminars) for the trade unions and APINDO/API in order for them to better capacitate their members on existing labour regulations.</li> <li>• Support the workers' organizations on development of a strategy for unions to utilize training materials as basis of workers educational training.</li> </ul>	<p>Capacity building for employers and workers' organizations at the factory and district level is provided regularly and annually following a learning programme previously agreed and applied in collaboration with national level partners.</p> <p>50% of women participating in capacity building with employers and workers' organizations (20%)</p>	<p>These indicators respond to RBM guidelines.</p> <p>Additional qualitative indicators could be added, for example on the changes foreseen with the PAC meetings.</p>

<ul style="list-style-type: none"> <li>Support the employers' organizations (APINDO/API) on their specific needs as identified and mutually agreed upon.</li> </ul> <p>Organize PAC meetings periodically and consult and communicate with PAC members regularly. Periodic PAC's meetings are held and regular consultation and communication with PAC's members is established.</p>	<p>2 PAC meetings per year are organized (2 per year)</p>	
<p><b>Output 2.3</b> Cooperation with buyers and vendors is strengthened.</p> <ul style="list-style-type: none"> <li>Organize regular buyers' fora.</li> </ul> <p>Organize a local vendor forum once a year.</p>	<p>1 buyers' forum per year is organized (1 per year)</p>	<p>These indicators respond to RBM guidelines. Additional Qualitative indicators could be added on the changes foreseen with the buyers' forum</p>
<p><b>Output 2.4</b> Lessons learned and knowledge of BWI are brought into public and private sector policy debates.</p> <ul style="list-style-type: none"> <li>Develop a comprehensive communications strategy for BWI in alignment with the BWG common strategy.</li> <li>Regularly publish and distribute synthesis reports.</li> <li>Regularly publish and distribute the key results of the impact survey.</li> </ul> <p>Regularly publish and distribute case studies or other knowledge products highlighting the key results of BWI.</p>	<p>1 synthesis report per year is published (1 per year)</p> <p>5 new communication products/features per year (3 per year)</p>	<p>Additional Qualitative indicators could be added on the changes foreseen with the buyers' forum.</p>

RBM requires that the project design be specified in terms of expected outputs, immediate objectives (outcomes) and impact (development objective). The logical framework approach complements this approach by requiring that indicators be defined at the design stage. Indicators are the observable evidence that determine if a certain change is happening or not. In TC projects, indicators are used to confirm if the project is producing the expected results.

They are also important tools to show and communicate project progress to stakeholders, constituents and donors. Verifiable and sensitive indicators must be defined separately in the logical framework. For example, at the output level, the indicators are mainly for use by the project management, as they refer to what the project delivers. At the outcome level, they should be linked to the direct recipients of project results and to any indirect beneficiaries. At the development objective level, they should be linked to direct beneficiaries and ultimate beneficiaries, as well as to higher level national, and ILO policy frameworks (DWCP, P&B, national strategies, PRSs, UNDAF).



**ANNEX V. LIST OF INTERVIEWEES**

	<b>NAME</b>	<b>Position/Office</b>	<b>Email address</b>
<b>ILO</b>			
1	Mrs. Michiko Miyamoto	ILO Director, Country Office for Indonesia and East Timor	<a href="mailto:miyamoto@ilo.org">miyamoto@ilo.org</a>
2	Mrs. Julia Lusiani	Programme Officer, Back Stopper of BWI	<a href="mailto:lusiani@ilo.org">lusiani@ilo.org</a>
3	Mr. Irham Saifuddin	Programme Officer, Trade Union Focal Point	<a href="mailto:irham@ilo.org">irham@ilo.org</a>
4	Mr. Christianus Panjaitan	Program Manager of Labour Standards in Global Supply Chains Project	<a href="mailto:christianus@ilo.org">christianus@ilo.org</a>
5	Mr. Matt Cowgill	Labour Standards in Garment Global SC Project	<a href="mailto:cowgill@ilo.org">cowgill@ilo.org</a>
6	Mr. Daniel Kostzer	Wages Specialist, ILO Bangkok Office	<a href="mailto:kostzer@ilo.org">kostzer@ilo.org</a>
<b>BETTER WORK</b>			
7	Mrs. Tara Rangarajan	ILO Geneva Office, Oversight on BWI	<a href="mailto:rangarajan@ilo.org">rangarajan@ilo.org</a>
8	Mrs. Ivo Spauwen	ILO Geneva Office, Policy work Office on Labour Inspection Issues	<a href="mailto:spauwen@ilo.org">spauwen@ilo.org</a>
9	Mr. Tuomo Poutiainen	ILO Geneva Office, CTI of BW Cambodia	<a href="mailto:poutiainen@ilo.org">poutiainen@ilo.org</a>
10	Mrs. Maria Vasquez	CTA BWI	<a href="mailto:vasquez@ilo.org">vasquez@ilo.org</a>
11	Mr. Albert Bonasahat	Programme Officer, BWI	<a href="mailto:bonasahat@ilo.org">bonasahat@ilo.org</a>
12	Mr. Anis Nugroho	BWI Operations Manager, Foundation Partnership at Work Executive Director	<a href="mailto:anis@betterwork.org">anis@betterwork.org</a>
<b>APINDO, INDONESIAN EMPLOYERS</b>			

13	Mr. Agung Pambudhi	Executive Director	<a href="mailto:pambudhi@apindo.or.id">pambudhi@apindo.or.id</a> <a href="mailto:secretariat@apindo.or.id">secretariat@apindo.or.id</a>
14	Mrs. Anne Patricia Sutanto	Board Member, CEO Pan Brothers	<a href="mailto:anne@pbrx.co.id">anne@pbrx.co.id</a>
<b>TRADE UNIONS</b>			
15	Mr. Helmy Salim	DPP FSPTSK - KSPSI (Konfederasi Serikat Pekerja Seluruh Indonesia)	<a href="mailto:salim.helmy@yahoo.co.id">salim.helmy@yahoo.co.id</a>
16	Mr. Kusmin	DPP SPN - KSPI (Kongres Serikat Pekerja Indonesia)	<a href="mailto:dpp_spn@yahoo.com">dpp_spn@yahoo.com</a> <a href="mailto:buyut_usman@yahoo.co.id">buyut_usman@yahoo.co.id</a>
17	Mr. E. Kustandi	DPP KSPSI (Konfederasi Serikat Pekerja Seluruh Indonesia)	<a href="mailto:Dpp.kspsi@yahoo.co.id">Dpp.kspsi@yahoo.co.id</a>
18	Mrs. Elly R/Mr. Ary Joko	DPP Garteks - KSBSI	<a href="mailto:Garteks_sbsi@hotmail.com">Garteks_sbsi@hotmail.com</a>
<b>GOVERNMENT OF REPUBLIC INDONESIA</b>			
19	Mrs. Lena Kurniawati	Head of Law and International Cooperation bureau, Labour Inspection DG	<a href="mailto:Lena70kurnia@gmail.com">Lena70kurnia@gmail.com</a>
20	Mrs. Agatha	Head of Law and International Cooperation bureau, PHI DG	<a href="mailto:agathamana@yahoo.co.id">agathamana@yahoo.co.id</a>
<b>NGO/INFLUENCIAL ORGANIZATIONS</b>			
21	Mrs. Tia Mboeik/Mr. King Oey	Country Reps of FNV in Indonesia	<a href="mailto:tia.esther2012@gmail.com">tia.esther2012@gmail.com</a>
<b>DONOR</b>			
22	Mrs. Tio Dewi Suyenti	Swiss cooperation in Indonesia	<a href="mailto:dewi-suyenti.tio@eda.admin.ch">dewi-suyenti.tio@eda.admin.ch</a>

ANNEX VI. TEMPLATE FOR THE INTERVIEWS

EQ 1 RELEVANCE OF THE INTERVENTION	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	BW Staff
1.1. To what extent are the project strategies and approaches pertinent to stakeholders' requirements?	X	X	X	X	X	X	
1.2. To what extent are the project strategies and approaches pertinent to policies of partners and donors?	X	X				X	
1.3. Were the projects coherent with ILO strategies and actions?	X	X					X
1.4. Were the projects coherent with national approaches strategies?	X	X	X	X	X	X	X

EQ 2 VALIDITY AND LOGIC OF THE THEORY OF CHANGE	ILO Officials HQ	ILO Officials Field	Constituents	Constituents EMP	Constituents	Donors	BW Staff
2.3. Do all stakeholders understand the theory of change?			X	X	X	X	X
2.4. Were time frames realistic regarding planned objectives and outputs?	X	X	X	X	X		X
2.5. Were the projects' designs logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders?	X	X	X	X	X	X	X

EQ 2 VALIDITY AND LOGIC OF THE THEORY OF CHANGE	ILO Officials HQ	ILO Officials Field	Constituents	Constituents EMP	Constituents RELI	Donors	BW Staff
2. 7. How appropriate and useful are the indicators described in the project monitoring and evaluation plan in assessing the project's progress at output and outcome levels?	X	X					X
2. 8. Did the project design adequately consider the gender dimension of the planned interventions?	X	X				X	X

EQ 3 IMPLEMENTATION EFFECTIVENESS	ILO Officials HQ	ILO Officials Field	Constituents	Constituents EMP	Constituents RELI	Donors	BW Staff
3.1. To what extent is BWI effective in promoting its mandate, the necessary changes in relevant laws, strategies, policies and practices at the sectoral and national level? (Outcome 2)	X	X	X	X	X	X	X
3.2. To what extent has the project been making sufficient progress towards its planned	X	X	X	X	X		X

EQ 3 IMPLEMENTATION EFFECTIVENESS	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	BW Staff
results? Will the project be likely to achieve the programme’s influencing agenda goal by the end of the project? (Outcome 2)							
3.5. To what extent does BWI effectively mainstream gender in project strategies and interventions? Could you please elaborate?	X	X	X	X	X	X	X

EQ 4 EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	BW Staff

<b>EQ 4 EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS</b>	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	BW Staff
4.1.1. Do you think cooperation between project staff and ILO officials was effective? And between HQ and field and regional offices? What about communication between responsible departments at headquarters and the donor, Was it effective?	X	X					X
4.1.2. Do you think Management capacities were adequate for the achievement of the project's aims?	X	X	X	X	X	X	
4.2. To what extent are BWI's Programme Advisory Committees (PAC) and BWI- Labour Inspection DG of the Ministry of Manpower Ad-Hoc committee on law interpretation and application conducive/effective to achieve Outcome 2?	X	X	X	X	X	X	X

<b>EQ 5 EFFICIENCY OF RESOURCE USED</b>	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	Program
5.1. Do you think resources have been used efficiently?	X	X				X	X

EQ 5 EFFICIENCY OF RESOURCE USED	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	Program
Why? Could you please specify by funds, human resources, time and expertise?							
5.2. What is the budget delivery up until now? Is there any specific activity or need you could not cover with the funds? Were specific constraints for budget spending?		X					X
5.3. What type of synergies has been created with other ILO projects? How would you rate the efficiency of that cooperation? Did Projects have taken into account products, evaluations and lessons learned from previous projects and ILO initiatives in this field of intervention? Why so?	X	X				X	X

EQ 6 SUSTAINABILITY	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	Program

EQ 6 SUSTAINABILITY	ILO Officials HQ	ILO Officials Field	Constituents C	Constituents P	Constituents M	Donors	Program Staff
6.1. How likely are the projects' achievements to be sustainable?	X	X	X	X	X	X	X
6.2. How effective has the project been in establishing national/local ownership? Are the linkages to broader sectoral and national action been made?	X	X	X	X	X	X	X
6.3. Is the phase-out strategy for the project in place and under implementation? Is it sufficiently clearly articulated and progress made towards this goal?	X	X	X	X	X	X	X



ANNEX VII. LESSONS LEARNED AND EMERGING GOOD PRACTICES

ILO Lesson Learned

Project Title: BETTER WORK INDONESIA Phase III Project TC/SYMBOL: INS/14/51/NET, INS/12/10/MUL, INS/11/04/REV

Name of Evaluator: Ana García Femenía & Hemasari Dharmabumi Date: 7/01/18

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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Lesson learned 1 on Building strategic partnership with other relevant organizations on industrial relations Issues.</b></p> <p>The exchange of experiences and information in Industrial Relations, especially in supporting trade unions in garment sectors in Indonesia, has been feasible in the project within the frame of strengthening trade unions' positions so that they are better able to support their members' capacity building and to improve their members' compliance. BWI began organizing an Industrial Relations Roundtable in August 2017, and it has been attended by various strategic partners, such as Oxfam, Workers' Rights Consortium, Solidarity Center, FNV, Care International, Asia Floor Wages and TURC (Trade Union Rights Centre). The aim of this programme was to avoid duplication of efforts and "overwhelming" unions with conflicting demands and activities, including the design of a gender mainstreaming approach with the Fairwear Foundation. BWI also managed a collaboration with various brands/buyers to execute various activities with a special focus on training, which offered brands/buyers the chance to extend collaboration to the policy level strategy/programme. Promoting this type of collaboration strengthens national capacity and programme sustainability, and for this reason, this sort of cooperation projects/collaboration should be encouraged.</p>
<b>Context and any related preconditions</b>	<p>Preferably organizations (Unions, NGOs, Campaign Organizations) supporting Indonesian trade unions in the garment sector, to avoid an overlap of activities. In an alternative and/or even complementary way, this sort of cooperation can be promoted among organizations as a strategic partnership programme.</p>
<b>Targeted users / Beneficiaries</b>	<p>Donors, NGOs, Trade Unions, Project staff, ILO Jakarta Office.</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>It can be challenging when BWI and other organizations use different methods, approaches and strategy.</p>

<b>Success / Positive Issues - Causal factors</b>	This sort of collaboration is especially important in countries like Indonesia, where many donors and Global Union Federations are supporting the same Indonesian garment-sector trade unions. The exchange of information among donors and implementer organizations, coordinated by BWI, could bring qualitative improvement in terms of strategy, distribution of resources and possible further joint activities. BWI is in an extremely advantaged position that makes it possible to implement this approach and to seek other possible phase-out strategy options, especially in terms of trade unions' capacity building.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Trade Union Program Officer of ILO Jakarta, BWI, ACTRAV, Foundation/YKK.

#### ILO Emerging Good Practice

**Project Title:** BETTER WORK INDONESIA Phase III **Project TC/SYMBOL:** INS/14/51/NET, INS/12/10/MUL, INS/11/04/REV

**Name of Evaluator:** Ana García Femenía & Hemasari Dharmabumi **Date:** 7/01/18

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
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	<b>Emerging good practice on Building tripartite garment mechanism through strategic Project Advisory Committee (PAC).</b> The effort to advance the PAC in policy-level strategy has been feasible in the project within the framework of strengthening social dialogue and tripartism not only within the BWI project, but also in the broader garment sector. BWI has been engaging stakeholders (government, trade unions, and employers' associations) in the programme as members of the advisory committee. In early 2016, BWI successfully expanded the PAC's advisory role to make it more involved in strategic discussion at the policy level of the programme. Advancing PAC as part of the policy-influencing agent in articulating issues in garment sector strengthens mutual understanding among stakeholders and encourages social dialogue in the sector. Therefore, other Better Work operation countries should recognize this strategy as one of the good practises emerging from Indonesia.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	PAC should enjoy full participation by stakeholder representatives, especially those from trade unions involved in the garment sector and employers' associations such as APINDO, API and KOGA. An appropriate level of representation from the Ministry is also a precondition. Full commitment of stakeholders is required.
<b>Establish a clear cause-effect relationship</b>	Building mutual understanding among stakeholders on the importance of practising social dialogue when addressing issues in the garment sector can facilitate stronger cooperation. The project advisory committee can be converted into a tripartite garment sector body/observatory, which will be the only national tripartite forum in the garment sector in Indonesia.
<b>Indicate measurable impact and targeted beneficiaries</b>	Improved social dialogue in the garment sector. Garment tripartite stakeholders in Indonesia

<b>Potential for replication and by whom</b>	This is potentially replicated in other BW countries by the tripartite ILO stakeholders
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	Priority B "Sound industrial relations in the context of effective employment governance" in Indonesia's DWCP 2010-2015, and, to two outcomes in particular: "Labour administration provides effective services to improve working conditions and environment" and "Strengthened institutional capacity of employers and workers' organizations to contribute to sound industrial relations according to their respective mandates and responsibilities".
<b>Other documents or relevant comments</b>	

--Final--

## Terms of Reference

**Independent Mid-term Evaluation of  
Better Work Indonesia Programme Phase III**

ILO Project Code	INS/14/51/NET, INS/12/10/MUL, INS/11/04/REV
Administrative Unit in charge of the project	Better Work Indonesia and CO-Jakarta
Technical Backstopping Unit	BETTERWORK
Type of Evaluation	Independent
Timing of Evaluation	Mid-term
Project Period	1 January 2016 - 31 December 2018 (36 months)
Total Project Budget	USD 8,943,987
Funding Agency	Netherlands Ministry of Foreign Affairs, Swiss State Secretariat for Economic Affairs (SECO) and Australia Department of Foreign Affairs and Trade (DFAT)

## I. Background and Justification

### *Global Better Work Programme*

1. The Better Work (BW) programme is a joint initiative of the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group. The programme- initially launched as Better Factories Cambodia in 2003 and later scaled to a global programme called Better Work in 2007- works to improve working conditions and promote competitiveness in global garment supply chains. It is a comprehensive programme bringing together all levels of the garment industry to improve working conditions and respect of labour rights for workers, and boost the competitiveness of apparel businesses.
2. Given the uniqueness of the garment sector, the Better Work programme focuses at this point *specifically* on the **garment supply chain**<sup>24</sup>, working with workers and managers from RMG (ready-made garment / cut-make-trim) factories; global brands; and tripartite constituents like trade unions, garment sector employers' associations, global brands, and the government. The BW programme is currently active in Cambodia, Vietnam, Haiti, Indonesia, Jordan, Nicaragua, and Bangladesh.

<sup>24</sup> Recently, BW has ventured into footwear supply chains given the strong similarities and overlap with the garment sector.

3. As a result of their participation with Better Work, factories have steadily improved compliance with ILO core labour standards and national legislation covering compensation, contracts, occupational safety and health and working time. This has significantly improved working conditions and, at the same time enhanced factories' productivity and profitability. A longitudinal independent impact assessment by Tufts University published in 2016 has proven impact of many of Better Work's services. (See the impact assessment report at <https://betterwork.org/blog/portfolio/impact-assessment/>.)
4. The Better Work Global (BWG) Programme just completed its third funding phase (2012-2017) at the end of June 2017. The main emphasis of the third phase was to achieve direct impact through its own programmes in the garment sector, and wider, indirect impact through its influence, knowledge sharing, and partnerships. The ultimate goal was to reach the required scale that will trigger or contribute to behavioural change in the garment industry and beyond, where compliance becomes the norm. By June 2017, BWG expanded its services to 1,486 factories currently employing approximately 2 million workers. Better Work estimates to have impacted at least 3 million workers and millions more of their family members.
5. The Better Work Global (BWG) Programme is now entering its fourth funding phase (2017-2022). During this new phase, Better Work will leverage existing and new partnerships to expand its impact from 3 to 8 million workers and to 21 million family members. In addition, ILO and BWG will support garment producing countries to strengthen the policy and enabling environment for decent work and competitiveness to drive positive outcomes on a much larger scale. This will be achieved through two areas of intervention, i.e. influencing business practices in the global supply chain and strengthening the enabling environment for decent work by strengthening public institutions and advancing policies at the national level.

*Background of Better Work Indonesia Programme*

6. Better Work Indonesia (BWI) is being implemented in three phases over an eight-year period (2011-2018). The first phase took place from August 2011 to June 2012 and focused on adapting the programme, training staff, and piloting programme tools and services in 30 garment enterprises in the Greater Jakarta area. The second phase ran from July 2012 to July 2015 with the goal to further extend the programme in terms of number of participating factories and the impact of the programme's services. By end of phase II, BWI provided its services to 140 factories with a total of 280,000 workers.
7. The project is in the mid portion of a three-year project cycle, designed based on learning and knowledge from previous cycles. Additionally, all Better Work Country Programmes are designed to align with the structure and goals of the wider Better Work Global Phase IV programme.
8. In the third phase, BWI moved into local sustainability and established an independent national institution, "Foundation for Partnership at Work", that now delivers the core services of assessment, advisory and training on behalf of BW, under the new, more efficient service model which started to be rolled out in

Indonesia in April 2015. BWI itself was reduced to a smaller team that continues with the ILO and works closely with national partners and stakeholders on using the BWI knowledge and lessons learned from the programme to help strengthen the capacity of national constituents, influence public and private sector policy on labour related issues, and support improved industrial relations in line with BW's mandate.

9. The Foundation Partnership at Work became operational in January 2017. It is operating under an initial implementation agreement with the ILO, covering 2017 and 2018 and reports to the ILO/BW every 3 months in technical and financial terms and as per ILO regulations.
10. BWI's strategy for the third phase of the programme is, therefore, based on achieving 2 Outcomes:

Outcome 1: By 2018, BWI will have achieved scale, quality and effectiveness in its core service delivery to improve working conditions, especially for women workers, in the Indonesian garment and footwear sector.

Outcome 2: In support of BWI's mandate, necessary changes in relevant laws, strategies, policies and practices at the sectoral and national level are initiated and influenced by BW.

#### *Previous evaluations of the BWI*

11. The ILO commissioned Tufts University to conduct an independent, longitudinal impact assessment of the program in five countries, including Indonesia. Data was collected yearly at the factory level over a six-year period. The impact assessment, *Progress and Potential*, was published in 2017 and has proven the impact of Better Work core services at the factory level.
12. Given the internal and external evaluation requirements per the ILO evaluation policy, in recent years, BWI has been part of multiple mid-term, final, phase design and impact evaluations. The most recent relevant evaluations are:
  - 1) Mid-term evaluation (Phase II) - December 2014;
  - 2) BWI sustainability study (2015) conducted by an independent consultant and looking at the financial case for the setting up of a Foundation and other key aspects such as legal considerations, governance arrangements, etc;
  - 3) Final Evaluation (Phase II)- December 2016 for phase ending December 2015 in which scope of the evaluation covered activities, achievements and stakeholders's views up until early 2017;
  - 4) Impact assessment data collection in respect of 29 factories in June 2017; and
  - 5) The Better Work Global evaluations, such as the mid-term evaluation in 2015 and final evaluation in 2017 also reviewed progress of country programs.

## **II. Purpose and Objective of the Evaluation**

13. Given the fact there are a number of recent evaluation findings and recommendations for BWI, the specific purpose for this mid-term evaluation

(MTE) is for project improvement with focus on policy and influencing agenda in Indonesia (outcome 2), not the operational components at the factory level. Although BWI is entering its final year (2018) of the current phase, it is expected that the project will continue and that the results of this MTE can also be taken into account going forward.

14. Specific objectives of the independent midterm evaluation are to:

- 1) Assess the continued relevance of the interventions of outcome 2: policy and influencing agenda in Indonesia;
- 2) Assess the validity and logic of the project's theory of change; specifically whether it is still valid within the current development circumstances in Indonesia;
- 3) Assess the project implementation effectiveness including the progress in achieving outcome 2 (including intended and unintended, positive and negative results), the challenges affecting the achievement of the outcome, factors that hindered or facilitated achievement so far, and effectiveness of management arrangements;
- 4) Assess efficiency of resource use; and
- 5) Assess the likelihood of sustainability of the interventions.

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### III. Evaluation Scope

15. The midterm evaluation is due as per the ILO evaluation policy. The evaluation is scheduled for implementation from November 2017 – February 2018 and it will help guide BWI in planning implementation strategies for the remaining period of the project.
16. The evaluation will focus on the influencing agenda activities, not the operational components at the factory level the ILO has implemented under the BWI project Phase III from the start until the time of midterm evaluation. Gender equality and non-discrimination, promotion of international labour standards, tripartite processes and constituent capacity development should also be considered in this evaluation.
17. The midterm evaluation findings, conclusions and recommendations will be primarily addressed to the national stakeholders, Better Wok HQ and Better Wok Indonesia.
18. Primary clients are the beneficiaries, the ILO constituents and the ILO units directly involved in the project:
  - The Constituents (The Employers' Association of Indonesia – APINDO; Trade Unions; Ministry of Manpower (MoM));
  - The ILO (Country Office – Jakarta; Better Work Indonesia; Better Work Global; DWT-Bangkok); and
  - The Donors (Netherlands Ministry of Foreign Affairs, Swiss State Secretariat for Economic Affairs (SECO) and Australia Department of Foreign Affairs and Trade (DFAT)).

Secondary clients are the ILO Regional Office for Asia and the Pacific (ROAP) and other key stakeholders.

#### IV. Evaluation Criteria and Questions

19. The evaluation should address the following ILO evaluation criteria: relevance of the interventions; validity and logic of the theory of change; implementation effectiveness; effectiveness of management arrangements; efficiency of resource use; and likelihood of sustainability of interventions as defined in the ILO Policy Guidelines for results-based evaluation, 2012 (Annex 1).
20. The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartite processes, and constituent capacity development should be considered in this evaluation. In particular, gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. 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 (Annex 1).
21. 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 ILO team and the evaluator. The evaluation instruments (to be summarized in the background report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.
22. Suggested evaluation criteria and evaluation questions are summarized below:

##### *Relevance of the interventions*

- To what extent are the project strategies and approaches pertinent to stakeholders' requirements and policies of partners and donors?

##### *Validity and logic of the theory of change*

- To what extent are the project design (outcomes, outputs and activities) and its underlining theory of change logical and coherence? How well do different stakeholders understand the project theory of change?
- How appropriate and useful are the indicators described in the project monitoring and evaluation plan in assessing the project's progress at output and outcome levels? Are the indicators gender sensitive? Are the means of verification for the indicators appropriate?

##### *Implementation effectiveness*

- To what extent has the project been making sufficient progress towards its planned results (including intended and unintended, positive and negative)? Will the project be likely to achieve the programme's influencing agenda goal by the end of the project? Are there any external factors that hindered or facilitated achievement of the project?



- Are there any limitations of BWI action on capacity building and stakeholder engagement and policy Influencing? If so, what are they and how can these limitations be overcome?
- How effectively are the strategies being implemented and coordinated? What are the possible changes in project strategies or implementation that are needed in order to achieve the project objectives on influencing agenda (outcome 2)? What other alternative strategies, entry points and techniques could BWI put in place to achieve its policy objectives?
- How effective has the project been at stimulating interest and participation of project partners at the local, meso and national levels? Are project partners (government, industry, etc) able to fulfil the roles expected in the project strategies? What are the capacity challenges? How can BWI further motivate and support its tripartite partners in taking up the policy issues that are being raised?
- To what extent does BWI effectively mainstream gender in project strategies and interventions?

#### *Effectiveness of management arrangements*

- To what extent are the interaction and roles/responsibilities between BW and the ILO office in Jakarta and other relevant ILO projects clear and effective in achieving the influencing agenda goals of the program?
- To what extent are the current terms of reference and format of BWI's Programme Advisory Committees (PAC) working? Are these stakeholders helping to create the enabling environment? What can be done differently? How can the PAC be reformed?
- One of BWI's main vehicles of implementation of its influencing agenda is the BWI- Labour Inspection DG of the Ministry of Manpower Ad-Hoc committee on law interpretation and application. To what extent are the current terms of reference and format of the Ad-Hoc Committee working? What can be done differently? How can the Ad-Hoc committee be reformed for greater efficiency and impact?

#### *Efficiency of resource use*

- Is there a need to reallocate resources or adjust activities in order to achieve its immediate objectives? Are resources sufficient for the remaining project period? How effectively has the project leveraged resources (e.g., by collaborating with non-BW initiatives and other projects)?

#### *Sustainability*

- How effective has the project been in establishing national/local ownership? Are the linkages to broader sectoral and national action been made?
- Is the phase-out strategy for the project in place and under implementation? Is it sufficiently clearly articulated and progress made towards this goal?

## V. Methodology

23. The evaluation will comply with evaluation norms, 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.
24. Both qualitative and quantitative evaluation approaches should be considered for this evaluation. While quantitative surveys is not expected to be conducted, quantitative data will analyses will be drawn from the project reports and the monitoring and evaluation system. The evaluation fieldwork will be qualitative and participatory in nature. The evaluation fieldwork will however be reduced due to the amount of pre-existing information available in the recent evaluations. Ideally and if possible, this field work will take place to overlap with the local PAC (project governance) meeting in November. Attempts should be made to collect data from different sources by different methods for each evaluation question and findings be triangulated to draw valid and reliable conclusions. Data shall be disaggregated by sex where possible and appropriate.
25. A detailed methodology will be elaborated by the independent evaluators on the basis of this ToR. The detailed methodology should include key and sub-question(s), detailed methods, data collection instruments and data analysis plans to be presented as a key element in the background report.
26. The methodology for collection of evidences should be as follows:
  - 1) Document Review
    - The evaluation team will review the project document, work plans, project monitoring plans, progress reports, previous evaluations completed by ILO and donors, government documents, meeting minutes, policy frameworks, draft regulations or laws that relate to the influencing agenda aspects of the project, and other documents that were produced through the project or by relevant stakeholders. In addition, the evaluation team will conduct electronic or telephone interviews with BW and respecting the attempt to reduce duplication of consultation on issues that were recently evaluated or that have been evaluated in the past years. The evaluation team will receive a briefing by the project team and conduct an internal scoping exercise.
  - 2) Background Report and Focus Groups

A background report will be prepared by the evaluation team. The content of the Background Report will include:

    - Drafting of a summary report compiling previous evaluation, impact assessment and other findings on the projects as relevant to the focus of the MTR (policy/ influencing agenda for BWI);
    - Summary of the key findings based on the purpose of the review, the suggested aspects to address and the initial scoping by the evaluation team; and

- Based on suggested evaluation criteria and evaluation questions, the document review, the briefings and interviews, the evaluation team will identify key issues for discussion during the stakeholder consultation focus group discussions.

### 3) Stakeholder Focus Groups

- The evaluation team will first complete relevant consultations with internal BW stakeholders such as the Chief Technical Advisor (CTA), project staff, and BWG staff. If the evaluator wishes to speak with other stakeholders such as donors, buyer representatives, or similar this can be discussed with BWI.
- The evaluation team will organize a workshop with key local tripartite stakeholders to get their views and feedback on BW engagement with them, particularly as related to policy influencing. This may include one or more workshops or meetings with government representatives, workers or employers' associations and implementing partners. The evaluation team will work together with project management to ensure that the participants who can provide information to answer the questions are invited to the focus group meeting or, if availability does not allow, that separate meetings are organized.
- Based on these meetings and the document review, the evaluation team will build an initial set of conclusions and possible recommendations for next steps.

### 4) Follow-up Meeting with Internal Key Stakeholders

- Half day follow-up meeting with internal key stakeholders with decision-making authority regarding strategy, work plans, budgets, and similar. This will focus on the findings from the meetings and general conclusions, and open the table to discussions on possible recommendations. Any proposed adjustment in strategy and establish the possible changes in project components, work plans, project monitoring plans, and other documents as appropriate. The participants of this meeting will be:
  - BWI CTA and decision makers;
  - Project staff as appropriate;
  - Representatives from BWG, as required.

A more detailed list of participants for the focus group meeting as well as for the follow-up meeting will be finalized with consultation between the evaluation team and the project.

### 5) Evaluation Report

- Based on the background report and the inputs from the key stakeholders' discussions during the focus groups and follow-up meetings, the evaluation team will draft the mid-term evaluation report. The draft report will be sent to the evaluation manager directly by the evaluation team. The evaluation manager will forward the report to stakeholders for their inputs/comments to the report. The evaluation manager will consolidate the comments and

forward them to the evaluation team for consideration in finalizing the draft report.

- The evaluation team will finalize the report, taking into consideration the stakeholder comments.

## VI. Main Deliverables

27. The evaluation team will provide the following deliverables and tasks:

Deliverable 1: A background report. It will include initial desk review of previous evaluations, impact assessment findings, other reviews or findings on the projects, the evaluation questions and data collection methodologies and techniques, and the evaluation tools (interview, guides, questionnaires, etc.).

Deliverable 2: Stakeholder Workshop. The evaluator will conduct a workshop with key stakeholders to get their views and feedback on BW engagement with them (focusing on the policy work/influencing agenda).

Deliverable 3: First draft evaluation report. Evaluation report should include action-oriented, practical and specific recommendations assigning or designating audiences. The draft evaluation report should be prepared as per the ILO Checklist 5: Preparing the Evaluation Report which will be provided to the evaluators. The first draft evaluation report will be improved by incorporating evaluation manager's comments and inputs.

Deliverable 4: Final evaluation report with evaluation summary. The evaluators will incorporate comments received from ILO and other key stakeholders into the final report. The report should be finalized as per the ILO Checklist 5: Preparing the Evaluation Report which will be provided to the evaluators. The quality of the report and evaluation summary will be assessed against the ILO Checklists 5, 6, 7, and 8 which will be provided to the evaluators.

28. The reports and all other outputs of the evaluation must be produced in English. All draft and final reports including other supporting documents, analytical reports, and raw data should be provided in electronic version compatible with WORD for windows. Ownership of the data from the evaluation rests jointly between ILO and ILO consultants. The copy rights of the evaluation report rests exclusively with the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

## VII. Management Arrangements and Workplan

29. M&E officers (Pamornrat Pringsulaka and Raviprapa Srisartsanarat) from Regional Office for Asia and the Pacific will manage this independent evaluation with oversight provided by the ILO Evaluation Office. A team of two (international and national) consultants will be commissioned to conduct this evaluation. The evaluation will be funded from BWI budget. A list of tasks of the evaluation manager is following:

- Draft and finalize the evaluation TOR upon receiving inputs from key stakeholders;
- Reviewing CV and proposals of the proposed evaluators;
- Providing project background documents to the evaluator;
- Coordinate with the project team on the field visit agenda of the evaluators;
- Briefing the evaluation consultants on ILO evaluation procedures;
- Circulating the report to all concerned for their comments;
- Reviewing and providing comments of the draft evaluation report; and
- Consolidate comments and send them back to the evaluators.

30. BWI team will handle administrative contractual arrangements with the consultants and provide any logistical and other assistance as required. The BWI team will be responsible for the following tasks:

- Provide project background materials to the consultants;
- Prepare a list of recommended interviewees;
- Schedule meetings for field visit and coordinating in-country logistical arrangements;
- Be interviewed and provided inputs as requested by the consultants during the evaluation process;
- Review and provide comments on the draft evaluation reports;
- Organize and participate in the stakeholder workshop; and
- Provide logistical and administrative support to the consultants, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing per diem) and all materials needed to provide all deliverables.

31. The evaluation team reports to the evaluation manager. The consultants will be selected through a competitive process from qualified consultants. The consultants will lead the evaluation and will be responsible for delivering the above evaluation deliverables using a combination of methods as mentioned above.

32. Indicative time frame and responsibilities

No.	Task	Responsible person	Time frame (by end)
1	Preparation of the 1 <sup>st</sup> draft TOR for the project to relevant ILO staff for review and comment	Evaluation Manager	12-16 Oct 2017
2	Share the draft ToR with all stakeholders for comments/inputs	CTA (send an introduction email)	24 - 31 October 2017

No.	Task	Responsible person	Time frame (by end)
		Evaluation Manager (send emails soliciting comments)	
3	Finalize the ToR	Evaluation Manager	1 November 2017
4	Share the approved ToR with CTA, Geneva and the donors; Prepare EoI based on the approved ToR	Evaluation Manager	3 November 2017
5	Advertisement of consultants	Evaluation Manager/ Evaluation Office	6-10 November 2017
6	Selection of consultants	Evaluation Manager/ Regional Monitoring and Evaluation Officer	13 November 2017
7	Share CVs of selected evaluators to CTA and the donors	Evaluation Manager	17 November 2017
8	Issuance of contracts	CTA/CO-Jakarta	27 November 2017
9	Draft mission itinerary for the evaluators and the list of key stakeholders to be interviewed	CTA	1 December 2017
10	Brief evaluators on ILO evaluation policy (Evaluators to start desk study, Skype calls with Geneva, Donor, etc.)	Evaluation Manager	1 December 2017
11	Submit background report to Evaluation Manager	Evaluators	6 December 2017
12	Circulate background report to CTA, Geneva and the donors for comments/inputs for three days	Evaluation Manager	6 December 2017
13	<b>Approve background report</b>	<b>Evaluation Manager</b>	<b>8 December 2017</b>
14	<b>Conduct Evaluation Mission and stakeholder workshop</b>	<b>Evaluators (The project staff support the workshop arrangements)</b>	<b>11-15 December 2017</b>
15	<b>Draft report submitted to Evaluation Manager</b>	<b>Evaluators</b>	<b>15 January 2017</b>
16	Share the draft report with all concerned stakeholders for comments for two weeks	Evaluation Manager	16-29 January 2018
17	Consolidate comments into the draft report and send to the evaluator	Evaluation Manager	30 January 2018

No.	Task	Responsible person	Time frame (by end)
18	<b>Finalize the report and submit to Evaluation Manager</b>	Evaluators	2 February 2018
19	Review the final report; share the final report to CTA, Geneva and the donors for comments/inputs (if any) for five days	Evaluation Manager	5 February 2018
20	Submit of the final report to EVAL	Evaluation Manager	9 February 2018

#### VIII. Required Qualifications and Duration

33. Two independent consultants – one international evaluation specialist/ team leader and one national labour law expert/ team member with the relevant experience and qualifications are being sought.

##### *International Evaluation Specialist/Team Leader*

- 1) No previous involvement in the delivery of the BWI project;
- 2) Technical expertise in evaluation methodologies and previous proven skills and experience in undertaking evaluations of similar projects;
- 3) Extensive knowledge of, and experience in applying, qualitative and quantitative research methodologies;
- 4) Strong background in organizational and institutional capacity building, Human Rights-Based Approach programming, and Results-Based Management and Monitoring;
- 5) Excellent analytical skills and communication skills;
- 6) Experience with employment policy design and policy making;
- 7) Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming is desirable;
- 8) Experience in supporting labour inspectorates in labour inspection reform and improvement of compliance and law enforcement issues will be advantage;
- 9) Background regarding global supply chains and the garment sector will be an advantage; and
- 10) Experience working with Indonesian tripartite constituents will be advantage;

##### *National Labour Law Expert/team member*

- 1) No previous involvement in the delivery of the BWI project;
- 2) Strong and substantial professional experience working on labour law, employment policy or labour inspection reform in Indonesia;
- 3) Experience in Indonesian employment market realities and institutions;

- 4) Designing and implementing employment and industrial relations policy;
- 5) Experience working with Indonesian tripartite constituents;
- 6) Excellent analytical skills and communication skills;
- 7) Bahasa Indonesia language skills;
- 8) Excellent command of oral and written English; and
- 9) Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming will be an advantage.

Given the uniqueness of the garment sector, strong preference is given to a professional that is familiar with this industry. Familiarity with Better Work will be an advantage.

34. The evaluation will be completed in English with translation.
35. It is foreseen that the duration of this evaluation will fall within November 2017 – January 2018. The field mission in Indonesia is expected during first week of December 2017.
36. Below are indicative inputs and tasks to be completed. Numbers of days foreseen for consultants in one task can be reallocated to another task where justified and in consultation with the evaluation manager.

Task	Dates	Team Leader	Team Member
Briefing, desk review, internal briefings, development of draft background paper and agenda for the meeting (home)	13 – 22 November 2017	8	8
Meetings with key stakeholders, facilitate stakeholder focus group meeting, debriefing. (field mission to take place in mid-November to (if possible) overlap with the project governance-PAC- meeting) (Jakarta)	4 – 8 December 2017	5	5
Prepare draft report (home)	11 – 22 December 2017	10	10
Finalize report taking into views the consolidated comments (home)	23 – 24 January 2018	2	1
Total		25 days	24 days

#### IX. Legal and Ethical Matters

37. The evaluation will comply with UN Norms and Standards. The ToR is accompanied by the code of conduct for carrying out the evaluations. UNEG



ethical guidelines will be followed. It is important that the evaluators have no links to project management or any other conflict of interest that would interfere with the independence of evaluation.

## X. Annex

- Annex 1: All relevant ILO evaluation guidelines and standard templates
  - ILO Policy Guidelines for results-based evaluation, 2012  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_176814/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm)
  - Code of conduct form (To be signed by the evaluators)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)
  - Checklist No. 3 Writing the inception report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)
  - Checklist 5 preparing the evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)
  - Checklist 6 rating the quality of evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)
  - Template for lessons learnt and Emerging Good Practices  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)
  - Guidance note 7 Stakeholders participation in the ILO evaluation  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)
  - Guidance note 4 Integrating gender equality in M&E of projects  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)
  - Template for evaluation title page  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)
  - Template for evaluation summary  
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>



International  
Labour  
Office  
Geneva

## BACKGROUND REPORT

<b>ILO Project Code:</b>	INS/14/51/NET, INS/12/10/MUL, INS/11/04/REV
<b>Project's title:</b>	Better Work Indonesia Phase III
<b>Project administrative Unit:</b>	Better Work Indonesia and CO-Jakarta
<b>Technical backstopping unit:</b>	BETTERWORK
<b>Projects period:</b>	36 months
<b>Start date:</b>	1 January 2016
<b>End date:</b>	31 December 2018
<b>Projects Budget:</b>	8,943,987 USD
<b>Evaluation Managers:</b>	Pamornrat Pringsulaka and Raviprapa Srisartsanarat
<b>Evaluation Consultants:</b>	Ana María García Femenía and Hemasari Dharmabumi
<b>Date:</b>	9th December 2017

## LIST OF ACRONYMS

API	Asosiasi Pertekstilan Indonesia/Indonesian Textile Association
APINDO	Asosiasi Pengusaha Indonesia/The Employers' Association of Indonesia
ASEAN	Association of Southeast Asian Nations
BW	Better Work
BWG	Better Work Global
BWI	Better Work Indonesia
C	Convention
CBA	Collective Bargaining Agreement
CPO	Country Programme Outcome
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EQ	Evaluative Question
EVAL	ILO Evaluation Office
FSPTSK-KSPSI	Federasi Serikat Pekerja Tekstil, Sandang, dan Kulit - Konfederasi Serikat Pekerja Seluruh Indonesia/Federation of Textile, Clothing, and Leather Labor Union - All Indonesia Confederation of Trade Unions
FGarteks-KSBSI	Federasi Garmen, Tekstil, Kulit, dan Sepatu - Serikat Buruh Sejahtera Indonesia/Federation of Garments, Textiles, Leather and Shoes - Indonesian Prosperous Trade Union Confederation
FoA	Freedom of Association
GENDER	Gender Bureau
GUF	Global Union Federation
HQ	Headquarters
IFA/GFA	International/Global Framework Agreement
ILC	International Labour Conference
ILO	International Labour Organization
IR	Industrial Relation
ITUC	International Trade Union Congress
KNK	Kader Norma Ketenagakerjaan /Labor Norm Cadre/Expert
KOGA	Korean Garment Employers Association in Indonesia
KSPN	Konfederasi Serikat Pekerja Nasional/National Confederation of Trade Unions
LF	Logical Framework
LKSBs	Lembaga Kerja Sama Bipartit/Bipartite Committee
LI	Labour Inspection
LLCS	Labour Law Compliance System
LLCS-MIS	Labour Law Compliance System-Management Information System
M&E	Monitoring and Evaluation
MOM	Ministry of Manpower
MOMT	Ministry of Manpower and Transmigration
NPC	National Programme Coordinator
OECD	Organization for Economic Co-operation and Development
OSH	Occupational Safety and Health
OBF	Outcome-Based Funding
OBPF	Outcome-Based Partnership Funding

P&B	Programme and Budget
PAC	Project Advisory Committee
PCA	Programme Cooperation Agreement
PKWT	Perjanjian Kerja Waktu Tertentu/Definite Period Contract of Employment
PROKEP	Program Kepatuhan Ketenagakerjaan/Labour Compliance Programme
RB	Regular Budget
RBTC	Regular Budget Technical Cooperation
RBM	Results-Based Management
RI	Republik Indonesia/Republic of Indonesia
SPN-KSPI	Serikat Pekerja Nasional - Konfederasi Serikat Pekerja Indonesia/National Trade Union - Confederation Trade Union of Indonesia
SME	Small and Medium Enterprise
TC	Technical Cooperation
TOT	Training of Trainers
TPR	Technical Progress Report
TU	Trade Unions
USD	United States Dollars
YKK	Yayasan Kemitraan Kerja/Partnership at Work Foundation
ZTP	Zero Tolerance Policy

The Better Work (BW) Programme is a joint initiative of the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group. BW focuses on garment and footwear supply chains, working with workers and managers ready-made garment/cut-make-trim factories; global brands; and tripartite constituents like trade unions, garment/footwear employers associations, global brands, and the government.

While the garment industry offers many countries, including Indonesia, the opportunity to grow their economies, support inclusive development, and promote women's empowerment and participation in the labour market, there are still challenges to turning these opportunities into realities. Issues at the level of implementation of occupational safety and health regulations, and human resources practices (including verbal abuse of workers), are all major challenges in the industry. Factories may perceive good working conditions as a business cost as opposed to a benefit, and investment in improved safety regulations or better industrial relations is still underway.

Indonesia is the 4<sup>th</sup> world's most populous country<sup>25</sup>, and by 2017, the 7<sup>th</sup> world's largest economy in terms of purchasing power parity<sup>26</sup>. Despite the slow growth of the global economy in 2014, Indonesia's Economy grew at 5.0 % rate in the first quarter of 2017<sup>27</sup>. This was largely due to the development of government consumption and surging exports<sup>28</sup>.

The Indonesian labour force was estimated at 128 million in August 2017<sup>29</sup>, an increase of 2.6 million compared to August 2016. That increase was driven by a rise in the number of female workers from urban area entering the labour force. However, gender disparities continue to exist with the labour force participation rates for men and women at 82.51% and 50.89% respectively<sup>30</sup>.

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<sup>25</sup> United Nations, Department of Economic and Social Affairs, Population Division (2017). World Population Prospects: The 2017 Revision, Key Findings and Advance Tables. Working Paper No. ESA/P/WP/248, Page 29.

<sup>26</sup> <http://www.imf.org/external/datamapper/PPPSH@WEO/OEMDC/ADVEC/WEOWORLD>

<sup>27</sup> <http://www.worldbank.org/en/country/indonesia/publication/indonesia-economic-quarterly-june-2017>

<sup>28</sup> *Ibid.*

<sup>29</sup> <https://www.bps.go.id/statictable/2009/04/16/969/penduduk-berumur-15-tahun-ke-atas-menurut-jenis-kegiatan-tahun-1986---2017.html>

<sup>30</sup> Badan Pusat Statistik, Keadaan Angkatan Kerja di Indonesia - Agustus 2017, Page 38-39.

Workers in Indonesia are facing important challenges on industrial relations institutions in terms of lack of representation. Based on 2017 data of Manpower Ministry, unionization in Indonesia only represents 4,9 % of the total workers working in the formal sector of 55 million people. Regardless to that, considering the majority of enterprises in these sectors are micro and small enterprises, they have certainly limited management and financial capacity, which discouraged the establishment of labor union.

Collective agreement coverage in Indonesia is weak. According to data released by the Ministry of Industry, the number of companies with collective bargaining agreement was 12.998 in 2015, and 13.371 in 2016. Other than that, the number of companies with a company house rules in place was 59.340 in 2015, and 61.973 in 2016. The lack of representation was also reflected in the number of bipartite committees, which actually is mandatory by law to be formed in each factory.

Based on the latest labour survey on large and medium enterprises published on August 2017, the number of garment sector (textile, apparel, footwear) workers was estimated at 1,5 million<sup>31</sup> workers who works in 5.710 large and medium enterprises<sup>32</sup>. Furthermore, the number of micro and small enterprises in the garment sector are 583.478 enterprise<sup>33</sup>, with estimated 1,3 million workers<sup>34</sup>. It consisted of 131.433 textile sector enterprises with 212.173 employee, 407.263 wearing apparel sector enterprises with 794.816 employee, and 44.822 footwear sector enterprises with 172.664 employee.

Although there has been a decrease in the number of workers in 2012 and 2013 due to a general decline in the industry<sup>35</sup>, the productivity of workers and the exported goods percentage have been steadily increased over last year. The total of garment sector enterprises' exported good is estimated at US\$ 16.8 billion<sup>36</sup>. Yet small enterprises rarely obtain an access to the export market.

According to latest BPS national accounts, there were a total of 5710 large factories (employing over 100 workers) in Indonesia by 2015<sup>37</sup>. In spite of a good national economic performance, Indonesian apparel industry has been facing challenges like the unpredictable costs of running a textile factory because of unclear costs in related industries (for example, the cost of electricity)<sup>38</sup> and challenges related to high

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<sup>31</sup><https://www.bps.go.id/statictable/2011/02/14/1063/jumlah-tenaga-kerja-industri-besar-dan-sedang-menurut-subsektor-2000-2015.html>

<sup>32</sup><https://www.bps.go.id/dynamictable/2015/09/14/896/jumlah-perusahaan-industri-besar-sedang-menurut-subsektor-2-digit-kbli-2000-2015.html>

<sup>33</sup> <https://www.bps.go.id/dynamictable/2015/11/24/1011/jumlah-perusahaan-industri-mikro-dan-kecil-menurut-2-digit-kbli-2010-2015.html>

<sup>34</sup><https://www.bps.go.id/dynamictable/2015/11/24/1012/jumlah-tenaga-kerja-industri-mikro-dan-kecil-menurut-2-digit-kbli-2010-2015.html>

<sup>35</sup> The growth of wearing apparel sector declined by 3 % from January 2014 to January 2015, BPS press release No. 43/05/4 Year. XVIII, May 1st, 2015

<sup>36</sup> <http://kemenperin.go.id/statistik/peran.php?ekspor=1>

<sup>37</sup><https://www.bps.go.id/dynamictable/2015/09/14/896/jumlah-perusahaan-industri-besar-sedang-menurut-subsektor-2-digit-kbli-2000-2015.html>

<sup>38</sup> Costs of running a factory have become difficult to calculate given unpredictable electricity costs, a push for a higher minimum wage, depreciation of the local currency against the US Dollar.

import/export duties. 70% of garment factories produced international brand products are owned by Korean enterprises. KOGA (Korean Garment Employer Association in Indonesia) claims to have membership of 300 garment factories and employ total of 500.000 workers.

BWI is being implemented in three phases over an eight-year period (2011-2018). The first phase took place from August 2011 to June 2012 and focused on (a) adapting the Better Work programme model to the Indonesian context; (b) training programme staff; and (c) piloting programme tools and services in 30 garment enterprises in the Greater Jakarta area. The second phase ran from July 2012 to July 2015 with the goal to further extend the programme in terms of number of participating factories and the impact of the programme's services. By end of phase II, BWI has provided its services to 140 factories with a total of 280,000 workers<sup>39</sup>. These factories employ 111 to 12.899 workers, which means that all BWI factories are included in the BPS definition of large enterprises (above 100 workers).

Better Work Indonesia Project Advisory Committee is composed by: Ministry of Manpower and other key Ministries such as Industry and Trade, the Indonesian Employers' Association and Textile Association (APINDO/ API) and the 4 most representative federations in the sector (FSPTSK-KSPSI, SPN-KSPI, GARTEKS-KSBSI).

The Indonesian labour inspectorate, part of the Ministry of Manpower, is still working towards enforcing legislation that is in place and promoting a culture of better working environments. Though factories should have a certified labour expert on staff, this is still in the process of being fully implemented. In addition, the labour inspectorate continues facing capacity issues, making it difficult to enforce legislation and standards<sup>40</sup>. As the inspectorate continues to ramp up efforts to improve its capabilities and integrate labour experts into all qualifying workplaces, garment factories are still struggling to comply with minimum standards related to working conditions.

Under this scenario, BWI considered that a push towards sector level changes in practice and policy, including a strengthened labour inspectorate as mentioned above, were necessary steps to ensure wider-scale impact. BWI Phase III started in January 2016 and runs until December 2018 with the objective to provide its services to 280 factories, create a sustainable structure for the delivery of services, and help build the capacity of the national constituents to improve compliance with national labour law and international labour standards.

The developmental objective of BWI Phase III is to improve worker's lives and strengthen the competitiveness of the Indonesian garment sector. BWI's strategy for the third phase of the programme was based on two outcomes, (1) by 2018, BWI will have

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<sup>39</sup> Data as of June 19<sup>th</sup> 2015: 233.125 female workers and 46.878 male workers.

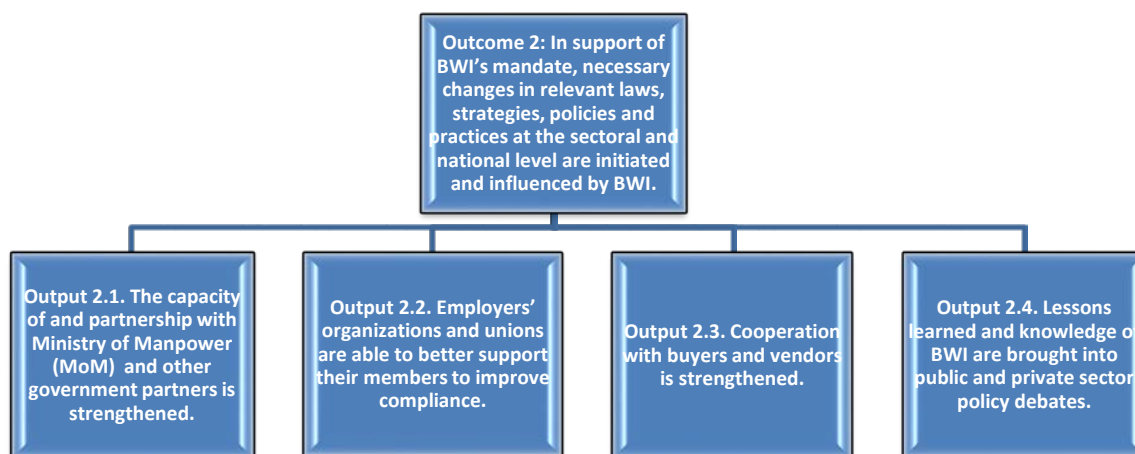
<sup>40</sup> As discussed in the grant Better Work Funding Proposal for Workplace Improvement Projects, subproject "Creating Stronger Partnerships with Local Labour Ministries" to be funded by Disney. This project aligns with the ILO project entitled "Strengthening Workplace Compliance through Labour Inspection."

achieved scale, quality, and effectiveness in its core service delivery to improve working conditions, especially for women workers, in the Indonesian garment and footwear sector, and (2), in support of BWI’s mandate, necessary changes in relevant laws, strategies, policies, and practices at the sectoral and national level are initiated and influenced by BW.

EVALUATION SCOPE AND QUESTIONS

Specific objectives of the independent mid-term evaluation are to assess the continued relevance of the interventions, the validity and logic of project’s theory of change, the project implementation effectiveness, the efficiency of resource use, and the likelihood of sustainability of the interventions. The specific purpose of this mid-term evaluation (MTE) is for project improvement with focus on policy and influencing agenda in Indonesia (outcome 2), not the operational components at the factory level. Gender equality and non-discrimination, promotion of international labour standard, tripartite process and constituent capacity development will be key issues to address in this evaluation.

Special attention will therefore receive the theory of change behind Outcome 2 as reflected in the programme’s logframe:



The ToR include a whole list of questions to be addressed in the evaluation, corresponding to six evaluation criteria. The suggested questions and information needs have been incorporated in an Evaluation Matrix with provisional indicators to respond to them together with the sources that will be used for each Evaluation Question (EQ). The six EQs will serve as the basis to draft the report.

*EQ 1. Relevance of the interventions*



- EQ 2. Validity and logic of the theory of change*
- EQ 3. Effectiveness of implementation*
- EQ 4. Effectiveness of management arrangements*
- EQ 5. Efficiency of resource use*
- EQ 6. Sustainability*

Following the Guidance Note No. 4 on Integrating Gender Equality in Monitoring and Evaluation Projects, the evaluation will take into account the (i) involvement of both men and women in constituents' /beneficiaries' consultations and analysis; (ii) the inclusion of data disaggregated by sex and gender analysis in the background and justification sections of project documents; (iii) the formulation of gender-sensitive strategies and objectives and gender-specific indicators; and (iv) outputs and activities consistent with these.

The proposed evaluation matrix mainstreams gender throughout the evaluation questions, with its corresponding indicators, leading to a higher quality of gender analysis.

## EVALUATION METHODOLOGY

### **Evaluation Team**

M&E officers from Regional Office for Asia and the Pacific will manage this independent evaluation with oversight provided by the ILO Evaluation Office. The evaluation manager will also act as liaison between the independent evaluation team and the project team, as well as other stakeholders. The independent evaluator team is composed by a senior evaluator with ten years of previous experience evaluating technical cooperation projects funded by the European Commission, the ILO, and other international donors, and a national consultant, senior expert on labour law and labour relations system in Indonesia.

### **Approach**

The principles and approach for the evaluation will be in line with established guidelines set forth in the ILO Guidelines to Results-Based Evaluations<sup>41</sup>. The methodological approach for data collection will be primarily qualitative in nature. Quantitative data will be drawn from project documents and reports, and incorporated into the analysis.

A master list of key evaluation questions contained within the terms of reference has been included in the Draft Evaluation Matrix, as described previously, serving

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<sup>41</sup> ILO policy guidelines for evaluation: principles, rationale, planning and managing for evaluations / International Labour Office, Evaluation Unit (EVAL) - Third edition - Geneva: ILO, 2017.  
[http://www.ilo.ch/wcmsp5/groups/public/---ed\\_mas/-eval/documents/publication/wcms\\_571339.pdf](http://www.ilo.ch/wcmsp5/groups/public/---ed_mas/-eval/documents/publication/wcms_571339.pdf)

as the basis for the development of the data collection tools. The evaluation matrix contains quantitative indicators coming from the programme logframe and additional qualitative indicators complemented by the evaluation team.

## Data Collection Methods and Analysis

The evaluation will comprise the following Data Collection Methods:

1.- *Desk review*: Prior to beginning the interviews, the independent evaluators will review numerous project-related documents covering a wide range of project background, design and implementation issues as follows:

- ✓  Baseline reports and related data
- ✓  Monitoring reports conducted during the project
- ✓  Progress and status reports, extensions and budget revisions
  
- ✓  Previous phase or related evaluation reports of the project
- ✓  Other studies and research undertaken by the project
- ✓  Project beneficiary documentation

During the mission to Jakarta, additional supporting documents will be collected and reviewed <sup>42</sup>.

### 2. *Semi-Structured Interviews*:

*Stakeholder Selection*: The evaluation team will conduct face-to-face semi-structured interviews (or using skype when needed) with ILO Officials and Better Work staff listed in Annex V. Interviews with constituents and other stakeholders in Jakarta will be held according to the provisional agenda in Annex II.

*Type of interviews*: The evaluators will base the interviews on the template for interviews included in Annex VI. Although questions may be very detailed, evaluators will adapt them and add additional questions as appropriate, consistently with the semi-structured nature of the interviews. Emphasis may vary and weight will be placed on questions in order to maximize the use of time. The use by both evaluators of common templates ensures smooth coordination, comparability and exchange of information.

### 3. *Participant Observation*

During their visit to Jakarta the evaluation team members will participate as observers in one event organized by the programme:

- Annual PAC meeting (Tuesday December 12<sup>th</sup>)

This methodology will give the evaluators the opportunity to understand the dynamics among project team, stakeholders, and constituents.

4. *Triangulation*: Data collection methods will be triangulated. Considering the variety of views and interests of stakeholders, clients and users of the evaluation, the

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<sup>42</sup> See provisional list of documents in Annex III.

stakeholders' perspectives will be triangulated for many of the evaluation questions in order to bolster the credibility and validity of the results.

#### 5. Field Mission:

The evaluation team will develop a one week field mission in Jakarta from 11<sup>th</sup> until 15<sup>th</sup> December as foreseen in the provisional agenda (Annex II).

### PHASES OF THE EVALUATION AND DELIVERABLES

<b>Phase 1</b> <b>Deliverable 1</b> <b>A</b> <b>Background Report</b>	<b>Main activities:</b> <ul style="list-style-type: none"> <li>○ Desk Review of previous evaluations, impact assessment findings, reviews or findings on the projects</li> <li>○ Briefings, Development of Agenda</li> <li>○ Definition of the methodology: Evaluation questions, data collection methodologies and techniques, and the evaluation tools.</li> </ul> <b>Duration:</b> 8 working days from the beginning of the activities (29 November 2017) <b>Deliverables:</b> <ul style="list-style-type: none"> <li>○ Background Report (9<sup>th</sup> December)</li> </ul>
<b>Phase 2:</b> <b>Field mission</b> <b>Deliverable 2:</b> <b>Stakeholders</b> <b>Workshop</b>	<ul style="list-style-type: none"> <li>○ Interviews with selected stakeholders</li> <li>○ Mission to Indonesia</li> <li>○ Interviews with ILO Officials and constituents on the field</li> <li>○ A workshop with stakeholders to get their views and feedback on BW engagement with them (focusing on the policy work/influencing agenda)</li> </ul>
<b>Phase 3</b> <b>Deliverable 3: First Draft Evaluation Report</b>	<b>Main activities:</b> <ul style="list-style-type: none"> <li>○ Data triangulation</li> <li>○ Analysis of findings</li> <li>○ Drafting Final Report following ILO guidelines: <a href="http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm">http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm</a></li> </ul> <b>Duration:</b> 10 days after field mission (home based) <b>Deliverable:</b> <ul style="list-style-type: none"> <li>○ Draft Final Report (15th January 2018)</li> </ul>
<b>Phase 4:</b> <b>Deliver 4: Final evaluation report with</b>	<b>Main activities:</b> <ul style="list-style-type: none"> <li>○ Finalising Final Report following ILO comments</li> </ul> <b>Duration:</b> 15 days after the submission of the Draft Final Report <b>Deliverable:</b> <ul style="list-style-type: none"> <li>○ Final Report (2th February 2018)</li> </ul>



ANNEX I: DRAFT EVALUATION MATRIX

Evaluative questions and criteria	Indicators	Sources of information
<b>EQ 1 RELEVANCE OF THE INTERVENTION</b>		
1.1. To what extent are the project strategies and approaches pertinent to stakeholders' requirements and policies of partners and donors?	1.1.1. The project strategies and approaches are pertinent to employers' requirements. 1.1.2. The project strategies and approaches are pertinent to unions' requirements. 1.1.3. The project strategies and approaches are pertinent to governments' requirements 1.1.4. The project strategies and approaches contribute to improve labour standards 1.1.5. The project strategies and approaches are pertinent to policies of partners and donors 1.1.6. The project strategies and approaches contribute to gender equality	Logical framework M&E Documents Project Documents Progress Reports Mid Term Evaluation Reports Interviews with ILO and BW staff Project Documents Interviews with unions, employers, government and donors. Participant Observation at PAC
<b>EQ 2 VALIDITY AND LOGIC OF THE THEORY OF CHANGE</b>		
2.1. To what extent are the project design (outcomes, outputs and activities) and its underlining theory of change logical and coherence?	2.1.1. The Projects' logical frameworks are solid: chain from inputs, activities, outputs and objectives are clear and logical 2.1.2. Time frames regarding planned objectives and outputs are realistic	Logical framework M&E Documents Project Documents Progress Reports Mid Term Evaluation Reports
2.2. How well do different stakeholders understand the project theory of change?	2.2.1. Consultations have taken place with the ILO constituents in the phase of the projects' design 2.2.2. Suggestions from stakeholders were taken into consideration in the project document	Interviews with ILO and BW staff  Interviews with unions, employers, government and donors

Evaluative questions and criteria	Indicators	Sources of information	
	2.2.3. The projects designs were sensitive to institutional arrangements and roles of the different stakeholders involved. 2.2.4. The projects designs were sensitive to the capacity and commitment of stakeholders	Participant Observation at PAC	
2.3. How appropriate and useful are the indicators described in the project monitoring and evaluation plan in assessing the project's progress at output and outcome levels?	2.3.1. The project has a sound M&E system, with appropriate indicators to assess project's progress at output and outcome level. 2.3.2. The indicators are SMART (specific, measurable, achievable, relevant and timely) 2.3.3 The means of verification for the indicators are appropriate 2.3.4. The project design, outcome, outputs and indicators do reflect the qualitative nature of the intervention, particularly in regards to Outcome 2		
2.4. Did the project design adequately consider the gender dimension of the planned interventions?	2.4.1. The project objectives and outcomes adequately include gender concerns 2.4.2. The output and outcome project indicators are gender sensitive		
<b>EQ 3 IMPLEMENTATION EFFECTIVENESS</b>			
3.1. To what extent is BWI effective in promoting its mandate, the necessary changes in relevant laws, strategies, policies and practices at the sectoral and national level? (Outcome 2)	3.1.1. BWI is able to promote capacity building among the stakeholders involved. Number of capacity building days with employers and workers 3.1.2. The government and the social partners are better equipped to implement better work conditions 3.1.3. Number of new initiatives to improve workplace compliance taken by labour administration with support from BWI 3.1.4 BWI puts effective strategies, entry points and techniques in place to achieve its policy objectives		Logical framework M&E Documents Project Documents Progress Reports Mid Term Evaluation Reports Interviews with ILO and BW staff Interviews with unions, employers, government and donors Participant Observation at PAC

Evaluative questions and criteria	Indicators	Sources of information
	<p>3.1.5. Number of BWI knowledge products or tools used by labour inspection and social partners to improve workplace compliance in the garment sector</p> <p>3.1.6. Project partners (government, industry, etc.) are able to fulfil the roles expected in the project strategies</p> <p>3.1.7. BWI is adequately stimulating interest and participation of project partners at the local, meso and national levels</p> <p>3.1.8. Number of synthesis reports</p> <p>3.1.9. Number of impact surveys</p> <p>3.1.10. Number of new communication products/features</p>	
<p>3.2. To what extent has the project been making sufficient progress towards its planned results? Will the project be likely to achieve the programme's influencing agenda goal by the end of the project? (Outcome 2)</p>	<p>3.2.1. Number, quality and scope of MoM products, policies or practices changes with support by BWI (including for example guidelines, decrees, regulations, certificates)</p> <p>3.2.2. Number, scope and quality of PAC meetings</p> <p>3.2.3. Number, scope and quality of buyer's fora</p> <p>3.2.4. Number of assessment reports purchased by buyers</p> <p>3.2.5. New legislation and/or policies have been introduced to improve better conditions in the garment sector</p> <p>3.2.6. Government improved their understanding on the needs to promote "better work" concept and the benefits of their realization</p> <p>3.2.7. Unions improved their understanding on the needs to promote "better work" concept and the benefits of their realization</p> <p>3.2.8. Employers improved their understanding on the needs to promote "better work" concept and the benefits of their realization</p>	
<p>3.3. To what extent does BWI effectively mainstream gender in project strategies and interventions?</p>	<p>3.3.1. Percentage of women participating in capacity building with employers and workers organizations</p> <p>3.3.2. Gender departments from APINDO and Unions organizations have been involved in the programme</p>	

Evaluative questions and criteria	Indicators	Sources of information
	3.3.3. The rate of participation of men and women in project activities reflect the composition of the workforce and the constituency in the sector	
	3.3.4. The management of the project has sufficient expertise on gender/ the project received technical backstopping from gender specialists/ made use of external gender expertise when needed	
<b>4. EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS</b>		
4.1. To what extent are the interaction and roles/responsibilities between BW and the ILO office in Jakarta and other relevant ILO projects clear and effective in achieving the influencing agenda goals of the programme?	4.1.1. The interaction and roles/responsibilities between BW and the ILO office in Jakarta are conducive to influence the agenda goals of the programme	Logical framework M&E Documents Project Documents
	4.1.2. The interaction and roles/responsibilities between BW and other ILO projects are conducive to influence the agenda goals of the programme.	Progress Reports Mid Term Evaluation Reports Interviews with ILO and BW staff
	4.1.3. The government and the social partners are better equipped to implement better work conditions due to the ILO support	Interviews with unions, employers, government and donors
4.2. To what extent are BWI's Programme Advisory Committees (PAC) and BWI- Labour Inspection DG of the Ministry of Manpower Ad-Hoc committee on law interpretation and application conducive/effective to achieve Outcome 2?	4.2.1. Government participation at the BWI's PAC is enabling an environment for better work conditions.	Participant Observation at PAC
	4.2.2. Trade Unions participation at the BWI's PAC is enabling an environment for better work conditions	
	4.2.3. Employers participation at the BWI's PAC is enabling an environment for better work conditions	
	4.2.4. The terms of reference and format of BWI's PAC is conducive/effective to enhance better work agenda	
	4.2.5. BWI- Labour Inspection DG of the Ministry of Manpower Ad-Hoc committee on law interpretation and application is conducive/effective to enhance better work agenda	
<b>5. EFFICIENCY OF RESOURCE USE</b>		
	5.1.1. Resources (funds, human, time, expertise) have been strategically allocated to achieve outcomes	Logical framework M&E Documents



Evaluative questions and criteria	Indicators	Sources of information
<p>5.1. Is there a need to reallocate resources or adjust activities in order to achieve its immediate objectives?</p> <p>5.2. To what extent has the projects been able to build on other ILO initiatives and create synergies that allowed for more efficient use of resources?</p>	<p>5.1.2. Activities and resources need to be reviewed in order to achieve the objectives</p> <p>5.2.1. Synergies have been created with non-BW projects and resources have been leveraged</p> <p>5.2.2. Project has taken into account products, evaluations and lessons learnt from previous BW projects and ILO initiatives</p>	<p>Project Documents</p> <p>Progress Reports</p> <p>Mid Term Evaluation Reports</p> <p>Interviews</p> <p>Budget</p> <p>Work Plans</p>
<b>6. SUSTAINABILITY</b>		
<p>6.1. How effective has the project been in establishing national/local ownership? Are the linkages to broader sectoral and national action been made?</p>	<p>6.1.1. Risk factors identified in the project design phase have been addressed during the project implementation (to ensure maximum and sustainable capacity)</p> <p>6.1.2. Social partners at local/sector level show ownership towards the programme</p> <p>6.1.3. Social partners at national level show ownership towards the programme</p>	<p>Logical framework</p> <p>M&amp;E Documents</p> <p>Project Documents</p> <p>Progress Reports</p> <p>Interviews with ILO and BW staff</p>
<p>6.2. Is the phase-out strategy for the project in place and under implementation? Is it sufficiently clearly articulated and progress made towards this goal?</p>	<p>6.2.1. Changes introduced in law, policy or practice ensure the sustainability for the projects' achievements</p> <p>6.2.2. Specific achievements can be reported at the outcome level that are sustainable due to the commitment of the national constituents</p> <p>6.2.3. A phase-out strategy is in place and under implementation</p> <p>6.2.4. National institutions can assure programme's achievements sustainability</p>	<p>Interviews with unions, employers, government and donors</p>

ANNEX II: EVALUATORS AGENDA IN JAKARTA

**Tentative schedule Field mission**

BWI MTE (11 to 15 December)

11 <sup>th</sup> December, Monday	08.00-09.00: Meeting with Pak Agung, APINDO (confirmed)  10.00-12.00: Evaluators Joint Meeting  13.00-14.00: Meeting with Irham Saifuddin, Programme Officer (confirmed)  14h30-16h30: Meeting with Project team (Maria, Bona and Anis)	APINDO Office Gd.Permata Kuningan Lt.10 Jl. Kuningan Mulia Kav. 9C Guntur - Setiabudi Hotel Morrissey  ILO office  ILO office
12 <sup>th</sup> December, Tuesday	9h-12h30: PAC meeting  12.30-13.30: Meeting with Lusiani Julia, PO/Backstopping BWI Project (confirmed)  13h30-15h30: Meeting evaluators and 4 trade unions PAC members (TBC)	Hotel Morrissey (Menteng) confirmed
13 <sup>th</sup> December, Wednesday	09.00 - 10.00 Meeting with Mr. King Oey from FNV  14.00-15.00: Meeting with Michiko Miyamoto, Director ILO Jakarta (confirmed)	Morrissey Hotel  ILO office
14 <sup>th</sup> December, Thursday	10.00 - 11.00: meeting with Christianus Panjaitan, NPO LSGSC Project (confirmed)  De-briefing BWI team (afternoon)	ILO Office
15 <sup>th</sup> December, Friday	All day meeting: Ministry of Manpower Industrial Relations and Labour Inspection DG  Lunch meeting with Bu Agatha, PHI (TBC)  16h-17h: Meeting with Labour Inspection (TBC)	Hotel Gran Melia (Kuningan) confirmed
16 <sup>th</sup> December, Saturday	9.00- 12.00 Evaluators Final (Conclusion) Meeting – Draft Final report planning	Hotel Morrissey

## ANNEX III DRAFT LIST OF DOCUMENTS

BWI Phase III Documents	
1	Project document
2	Technical Progress Report (TPR), 1/01/2016 to 30/06/2016
3	Technical Progress Report (TPR), July 2016 to June 2017
4	Logical framework
5	Work plans and list of activities
6	Budget
7	Project monitoring and evaluation plan
8	Better Work Indonesia Policy Level Strategy: 2016-2018 (phase III) Draft July 2016
9	Explanatory brochure for constituents
10	Better work and state regulation in Indonesia: Towards Reinforcement (web)
11	Performance Plan BWI (2016-2018)
12	Performance Plan BWI (2016-2018) updated June 2016?
13	Performance Plan BWI (2016-2018) reviewed?
14	Mission reports from ILO HQ staff or ILO Regional Office in support of the programme?
15	Minutes of the BWI PAC meeting November 2016
16	PAC original regulation
17	BWI Strategy on engagement with ILO tripartite constituents (power point)
18	Better Work Indonesia Phase II (2015 mid-term evaluation), December 14
19	Symposium report strategic labour compliance in Indonesia
20	Guides or other program materials and products (to be reviewed on the field)
21	Addressing jointly compliance and industrial relations -PAC (power point)
22	BUSINESS PLAN "Establishment of an ILO-BWI Foundation (Yayasan) in Indonesia"
23	Technical Cooperation Final Progress Report
24	

25	Final Independent Cluster Evaluation Better Work Vietnam (Phase II) and Better Work Indonesia (Phase II)
26	Summary of key points from focus group discussion (FGD) on the use of PKWT in the garment export- oriented sector 29 August, Karawang, West Java
27	Summary of key points from focus group discussion (FGD) on the use of PKWT in the garment export- oriented sector 18 October, Semarang, Central Java
BWI	
28	Strategic labour compliance in Indonesia
29	BWI 5th Compliance synthesis report
30	BWI 6th Compliance synthesis report
31	
BWG	
32	Impact assesment study. <i>Progress and Potential</i> , by Tufts University
33	
ILO	
34	INDONESIA DWCP 2012-2015
35	ILO Final Evaluation Freedom on Outcome 14 of two Projects: Association and Collective Bargaining in the Rural, Export Processing and Domestic Work Sectors (Sweden) & Promoting the Right to Freedom of Association and the Right to Collective Bargaining (Norway), 2014
36	ILO Final Evaluation, Strengthening Workplace Compliance through Labour Inspection, GLO/14/65/NOR, 2016

**ANNEX IV: WORKING PLAN AND TIME PLAN FOR THE EVALUATION**

	Indicative Schedule of Activities	29- November 9th December	11-15th December	19th- December 15th January	15th-2th January/ February	2 <sup>nd</sup> February 2018
	Activity					
1.	Desk review and preparation of Background Report					
2.	Field mission in Indonesia					
3.	Skype calls with ILO & Joint evaluators work to prepare Draft Report					
4.	ILO comments Draft Report					
5.	Final Report					

ANNEX V: DRAFT LIST OF POTENTIAL INTERVIEWEES

	NAME	Position/Office	Email address
<b>ILO</b>			
1	Mrs. Michiko Miyamoto	ILO Director, Country Office for Indonesia and East Timor	<a href="mailto:miyamoto@ilo.org">miyamoto@ilo.org</a>
2	Mrs. Julia Lusiani	Programme Officer, Back Stopper of BWI	<a href="mailto:lusiani@ilo.org">lusiani@ilo.org</a>
3	Mr. Irham Saifuddin	Programme Officer, Trade Union Focal Point	<a href="mailto:irham@ilo.org">irham@ilo.org</a>
4	Mr. Christianus Panjaitan	Program Manager of Labour Standards in Global Supply Chains Project	<a href="mailto:christianus@ilo.org">christianus@ilo.org</a>
5	Mr. Arun Kuman	ACTRAV, ILO Bangkok Office	<a href="mailto:akumar@ilo.org">akumar@ilo.org</a>
6	Mrs. Tang Miaw	ACTEMP, ILO Bangkok Office	<a href="mailto:tang@ilo.org">tang@ilo.org</a>
7	Mrs. Rene Robert	LABADMIN, ILO Bangkok Office	<a href="mailto:robertr@ilo.org">robertr@ilo.org</a>
8	Mr. John Ritchotte	INWORK, ILO Bangkok Office	<a href="mailto:richotte@ilo.org">richotte@ilo.org</a>
9	Mr. Matt Cowgill	Labour Standards in Garment Global SC Project	<a href="mailto:cowgill@ilo.org">cowgill@ilo.org</a>
10	Mr. Daniel Kostzer	Wages Specialist, ILO Bangkok Office	<a href="mailto:kostzer@ilo.org">kostzer@ilo.org</a>
<b>BETTER WORK</b>			
11	Mrs. Tara Rangarajan	ILO Geneva Office, Offersight on BWI	<a href="mailto:rangarajan@ilo.org">rangarajan@ilo.org</a>
12	Mrs. Ivo Spauwen	ILO Geneva Office, Policy work Office on Labour Inspection Issues	<a href="mailto:spauwen@ilo.org">spauwen@ilo.org</a>
13	Mr. Tuomo Poutiainen	ILO Geneva Office, CTI of BW Cambodia	<a href="mailto:poutiainen@ilo.org">poutiainen@ilo.org</a>

14	Mrs. Deborah Schmidiger	BW M&E Officer	<a href="mailto:schmidiger@ilo.org">schmidiger@ilo.org</a>
15	Mrs. Maria Vasquez	CTA BWI	<a href="mailto:vasquez@ilo.org">vasquez@ilo.org</a>
16	Mr. Albert Bonasahat	Programme Officer, BWI	
17	Mr. Anis Nugroho	BWI Operations Manager, Foundation Partnership at Work Executive Director	<a href="mailto:anis@betterwork.org">anis@betterwork.org</a>
<b>APINDO, INDONESIAN EMPLOYERS</b>			
18	Mr. Agung Pambudhi	General Secretary	<a href="mailto:pambudhi@apindo.or.id">pambudhi@apindo.or.id</a> <a href="mailto:secretariat@apindo.or.id">secretariat@apindo.or.id</a>
19	Mrs. Anne Patricia Sutanto	Board Member, CEO Pan Brothers copy to: Taufik Sujianto <a href="mailto:Taufiksujianto@pbrx.co.id">Taufiksujianto@pbrx.co.id</a> Nurdin <a href="mailto:nurdin@pbrx.co.id">nurdin@pbrx.co.id</a> Elizabeth PA <a href="mailto:Elizabeth@pbrx.co.id">Elizabeth@pbrx.co.id</a> Ratih OD HRM <a href="mailto:ratih@pbrx.co.id">ratih@pbrx.co.id</a>	<a href="mailto:anne@pbrx.co.id">anne@pbrx.co.id</a>
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<b>TRADE UNIONS</b>			
21	Mr. Helmy Salim	DPP FSPTSK - KSPSI (Konfederasi Serikat Pekerja Seluruh Indonesia)	<a href="mailto:salim.helmy@yahoo.co.id">salim.helmy@yahoo.co.id</a>
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23	Mr. E. Kustandi	DPP KSPSI (Konfederasi Serikat Pekerja Seluruh Indonesia)	<a href="mailto:Dpp.kspsi@yahoo.co.id">Dpp.kspsi@yahoo.co.id</a>
24	Mrs. Elly R/Mr. Ary Joko	DPP Garteks - KSBSI	<a href="mailto:Garteks_sbsi@hotmail.com">Garteks_sbsi@hotmail.com</a>
25	Mr. Iwan Kusmawan	Chairman of DPP SPN (Serikat Pekerja Nasional)	<a href="mailto:dpp_spn@yahoo.com">dpp_spn@yahoo.com</a>
<b>GOVERNMENT OF REPUBLIC INDONESIA</b>			
26	Mr. Budi Hartawan	SecGen Labour Inspection DG MoM, chairman of PAC	<a href="mailto:b_hartawan@yahoo.com">b_hartawan@yahoo.com</a>

27	Mrs. Lusi Ucie	Head of sub-directorate international relations, Labour Inspection DG	<a href="mailto:anndalussia@gmail.com">anndalussia@gmail.com</a>
28	Mrs. Lena Kurniawati	Head of Law and International Cooperation bureau, Labour Inspection DG	<a href="mailto:Lena70kurnia@gmail.com">Lena70kurnia@gmail.com</a>
29	Mrs. Dyah Tanti	Officer	<a href="mailto:dyahranti@yahoo.com">dyahranti@yahoo.com</a>
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33	Mrs. Kresensia Harianja	Officer	<a href="mailto:Kerensia_harianja@yahoo.com">Kerensia_harianja@yahoo.com</a>
<b>NGO/INFLUENCIAL ORGANIZATIONS (to be confirmed)</b>			
34	Mrs. Annie Adviento	AP Regional Secretary of IndustriALL	<a href="mailto:seao@industrialunion.org">seao@industrialunion.org</a>
35	Mrs. Mahani	Operational Director of OXFAM Indonesia	<a href="mailto:mahani@oxfam.org.uk">mahani@oxfam.org.uk</a>
36	Mr. David Welsh	Country Director of American Center for Labour Solidarity (Solidarity Center) Indonesia Office	<a href="mailto:dwelsh@solidaritycenter.org">dwelsh@solidaritycenter.org</a>
37	Mrs. Tia Mboeik/Mr. King Oey	Country Reps of FNV in Indonesia	<a href="mailto:tia.esther2012@gmail.com">tia.esther2012@gmail.com</a>



ANNEX VI: TEMPLATE FOR INTERVIEWS

EQ 1 RELEVANCE OF THE INTERVENTION	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	BW Staff
1.1. To what extent are the project strategies and approaches pertinent to stakeholders' requirements?	X	X	X	X	X	X	
1.2. To what extent are the project strategies and approaches pertinent to policies of partners and donors?	X	X				X	
1.3. Were the projects coherent with ILO strategies and actions?	X	X					X
1.4. Were the projects coherent with national approaches strategies?	X	X	X	X	X	X	X

EQ 2 VALIDITY AND LOGIC OF THE THEORY OF CHANGE	ILO Officials HQ	ILO Officials Field	Constituents	Constituents EMP	Constituents	Donors	BW Staff
2.3. Do all stakeholders understand the theory of change?			X	X	X	X	X
2.4. Were time frames realistic regarding planned objectives and outputs?	X	X	X	X	X		X
2.5. Were the projects' designs logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders?	X	X	X	X	X	X	X

EQ 2 VALIDITY AND LOGIC OF THE THEORY OF CHANGE	ILO Officials HQ	ILO Officials Field	Constituents	Constituents EMP	Constituents RELI	Donors	BW Staff
2. 7. How appropriate and useful are the indicators described in the project monitoring and evaluation plan in assessing the project's progress at output and outcome levels?	X	X					X
2. 8. Did the project design adequately consider the gender dimension of the planned interventions?	X	X				X	X

EQ 3 IMPLEMENTATION EFFECTIVENESS	ILO Officials HQ	ILO Officials Field	Constituents	Constituents EMP	Constituents RELI	Donors	BW Staff
3.1. To what extent is BWI effective in promoting its mandate, the necessary changes in relevant laws, strategies, policies and practices at the sectoral and national level? (Outcome 2)	X	X	X	X	X	X	X
3.2. To what extent has the project been making sufficient progress towards its planned	X	X	X	X	X		X

EQ 3 IMPLEMENTATION EFFECTIVENESS	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	BW Staff
results? Will the project be likely to achieve the programme's influencing agenda goal by the end of the project? (Outcome 2)							
3.5. To what extent does BWI effectively mainstream gender in project strategies and interventions? Could you please elaborate?	X	X	X	X	X	X	X

EQ 4 EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	BW Staff

<b>EQ 4 EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS</b>	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	BW Staff
4.1.1. Do you think cooperation between project staff and ILO officials was effective? And between HQ and field and regional offices? What about communication between responsible departments at headquarters and the donor, Was it effective?	X	X					X
4.1.2. Do you think Management capacities were adequate for the achievement of the project's aims?	X	X	X	X	X	X	
4.2. To what extent are BWI's Programme Advisory Committees (PAC) and BWI- Labour Inspection DG of the Ministry of Manpower Ad-Hoc committee on law interpretation and application conducive/effective to achieve Outcome 2?	X	X	X	X	X	X	X

<b>EQ 5 EFFICIENCY OF RESOURCE USED</b>	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	Program Staff
5.1. Do you think resources have been used efficiently?	X	X				X	X

EQ 5 EFFICIENCY OF RESOURCE USED	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	Program
Why? Could you please specify by funds, human resources, time and expertise?							
5.2. What is the budget delivery up until now? Is there any specific activity or need you could not cover with the funds? Were specific constraints for budget spending?		X					X
5.3. What type of synergies has been created with other ILO projects? How would you rate the efficiency of that cooperation? Did Projects have taken into account products, evaluations and lessons learned from previous projects and ILO initiatives in this field of intervention? Why so?	X	X				X	X

EQ6 SUSTAINABILITY	ILO Officials HQ	ILO Officials Field	Constituents	Constituents	Constituents	Donors	Program

EQ6 SUSTAINABILITY	ILO Officials HQ	ILO Officials Field	Constituents C	Constituents P	Constituents M	Donors	Program S
6.1. How likely are the projects' achievements to be sustainable?	X	X	X	X	X	X	X
6.2. How effective has the project been in establishing national/local ownership? Are the linkages to broader sectoral and national action been made?	X	X	X	X	X	X	X
6.3. Is the phase-out strategy for the project in place and under implementation? Is it sufficiently clearly articulated and progress made towards this goal?	X	X	X	X	X	X	X

