



# ILO EVALUATION

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

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# ABBREVIATIONS AND ACRONYMS

BFC	Better Factories Cambodia
BW	Better Work
BWI	Better Work Indonesia
BWV	Better Work Vietnam
CGTI	Cambodian Garment Training Centre
CTA	Chief Technical Advisor
DWCP	Decent Work Country Programmes
EU	European Union
EBA	Everything but Arms
FDI	Foreign Direct Investment
FoA	Freedom of Association
FTA	Free Trade Agreement
GDP	Gross Domestic Product
GMAC	Garment Manufacturers Association in Cambodia
HDI	Human Development Index
HR	Human Resources
IFC	International Finance Corporation
ILO	International Labour Organization
ITUC	International Trade Union Confederation
IOE	International Organization of Employers
IR	Inception Report
IDP	Industrial Development Policy
IFI	International Financial Institution
MDG	Millennium Development Goal
MFA	Multi-Fibre Arrangements
MoLVT	Ministry of Labour and Vocational Training
MSC	Most Significant Change
MoU	Memorandum of Understanding
MEF	Ministry of Economy and Finance
MISTI	Ministry of Industry, Science, Technology, and Innovation
NSDP	National Strategic Development Plan
OECD	Organization for Economic Cooperation and Development
OSH	Occupational Safety and Health
PICC	Performance Improvement Consultative Committee
PAC	Programme Advisory Committee
RGC	Royal Government of Cambodia
RO	BKK-based BWG
RBM	Result Based Management
RS	Rectangular Strategy
RCEP	Regional Comprehensive Economic Partnership
SAR	Sustainable Apparel Coalition
SDG	Sustainable Development Goal
STAR	Supply-chain Tracking of Assessment and Remediation

SOP	Standard Operating Procedures
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNIDO	United Nations Industrial Development Organization
USA	United States of America
USDOL	United States Department of Labor
WHO	World Health Organization

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# EXECUTIVE SUMMARY

## *Purpose and scope*

The Better Work (BW) Programme is a unique partnership between the International Labour Organization (ILO) and the International Finance Corporation (IFC) and was launched to improve Labour Standards and competitiveness in global supply chains. The Better Factories Cambodia (BFC), Better Work Indonesia (BWI) and Better Work Vietnam (BWV) are multi-donor Programmes within the broader BW Programme.

The BFC is funded by the Royal Government of Cambodia, Garment Manufacturers Association in Cambodia (GMAC), United States Department of Labor (USDOL), Australia and The Netherlands. The BWI is funded by Switzerland, the Netherlands, and Australia, and the BWV is funded by Switzerland, the Netherlands, Australia, European Commission (EC), and USDOL. All three Programmes are mid-way through their current phases, which end in 2022. This independent, mid-term cluster evaluation (MTE) of the three Programmes has been undertaken to review Programme performance and enhance learning within the ILO, stakeholders, and development partners.

This is a ‘cluster’ evaluation, which looks to provide both a country specific focus as well as drawing upon good practice and lessons learned across all three Programmes. This will allow all Programmes to benefit from their own country evaluation and from good practice and lessons learned from the other Programmes. Additionally, the findings and recommendations of the cluster evaluation aim to provide valuable inputs to strengthening the ILO’s management capacity, as well as informing future Programme design.

## *Summary of findings*

### A. Relevance and Strategic fit

- **Key Finding No.1:** All three Programmes are still viewed as extremely relevant at the country level. This holds true across all stakeholder groups.
- **Key Finding No.2:** The Programmes are relevant to the broader Better Work (BW) Programme and contribute to the strategic objectives of the BW Programme.
- **Key Finding No.3:** There are some changing priorities within key stakeholder groups, which will require the Programmes to consider if and how they may re-align their support beyond that already provided. Any changes must be thoroughly considered and evidenced-based with suitable attention paid to a sustainability strategy.

All three country Programmes have managed over the period of this evaluation to work closely with appropriate national actors and other key stakeholders to provide the best possible opportunity of designing a Programme that suits national and international need. The reference to current national strategies and the Programmes’ integration within those strategies is well documented. The Programmes have also ensured that they engage with – and remain relevant to – the ILO tri-partite constituents and to the wider garment sector community.

As well as reflecting the relevance of their work within a country perspective, the three Programmes have remained relevant to the broader vision of the BW Global Programme and further reflected the needs of their donors. There is no evidence that any of the Programmes are donor driven. Yet with some funding now being

tied to specific programming themes (e.g. gender), the Programmes will need to continue to deploy evidence-based decision making when reviewing and reshaping programme activity. This also holds true for any potential expansion of the Programmes into other sectors such as travel goods, footwear and bags or other areas such as environmentally sustainable manufacturing processes. The intuitive advantages of any expansion or change of focus should be closely and objectively examined referencing potential downsides such as overstretching of country office resources (including Programme resources), dilution of current activities, and the impact upon sustainability.

The importance of employing knowledgeable staff that are fully aware of the national context in which the Programme is operating is crucial. Understanding and discussing national need and then advocating for the Programme and its activities is critical in designing a Programme that remains relevant.

## B. Design and coherence

➤ **Key Finding No.4:** All three Programmes have based their current phase design on well-researched and documented analysis, drawing upon stakeholder input and previous reporting including past evaluations. Their design contributes to the overall objectives of the BW Global Programme as well as addressing national need.

➤ **Key Finding No.5:** Each Programme's Programmes' Theory of Change (ToC) is logical, and key assumptions and risks (along with mitigating strategies) are well elaborated. There are elements within each ToC that could be standardised and adopted across all BW Programmes with a view to capturing common risks and assumptions / risks and any successful mitigation strategies.

➤ **Key Finding No.6:** The Results-Based Management (RBM) system is not fully utilised in respect of impact measurement and the identification of good practice and lessons learned. Like the ToC, there is the possibility to standardise elements of a fully function RBM that could help inform the broader BW Global Programme as well as individual country BW Programmes.

At the strategic level, the individual country Programmes are well designed and address the broader objectives of the BW Global Programme itself. All three Programmes had a robust process in the design of their current phases and drew lessons from past phases (including results from previous evaluations) as well as close consultation with the tri-partite partners. The individual Programmes take cognisance of the national context, build upon the work of previous phases, and are coherent.

Each Programme has elaborated its Theory of Change (ToC) in various documents, and each has identified key assumptions and risks and have elaborated their mitigation strategies. Each Programme has approached this aspect using slightly different methodologies and there will be value to the BW Global Programme as a whole, and each BW country Programme, if a standardised methodology can be agreed. The 'clustering' of assumptions and risks under specific categories and the level of influence the Programme has on each category and assumption / risk within those categories are part of separate methodologies which could become part of a standardised approach. This standardised approach should ensure there is no unnecessary duplication of effort across the Programmes when tackling 'common' risks and assumptions. All three Programmes demonstrated their flexibility in adapting Programme design during their current phases as necessary, most ably demonstrated by the review of activities and activity delivery due to COVID-19. This included a full log-frame revision with updated activities, outputs, and indicators as appropriate.



Whilst all three Programmes employ RBM through the elaboration of the log-frame and the subsequent monitoring of indicators, they all rely heavily on quantitative indicators and the impact of Programme activity is not routinely captured, nor lessons learned, and good practices identified in any systemic manner. It is recognised that all three Programmes are collaborating with external experts in assessing the impact of their interventions. Whilst this can be viewed as good practice, there is still a need for the three Programme to collaborate closely in impact assessment to ensure good practice and lessons learned are identified and shared.

By-and-large, all three Programmes have communicated their ToC and intervention logic effectively to their tripartite partners and other key stakeholders. The one major exception being around sustainability design.

## C. Effectiveness

- **Key Finding No.7:** All three Programmes are making satisfactory progress toward achieving their 2022 targets despite the challenges posed by the COVID-19 pandemic. The reaction of BW Global, BKK-based BWG, and BW country Programmes to the pandemic was consistently highlighted as effective.
- **Key Finding No.8:** There are consistent elements across all three Programmes that drive effectiveness, these are; a) the role of the Programme as an independent, objective, and neutral body providing space for conversation, b) the level of in-country knowledge and expertise of the BW Programme staff both national and international, c) the tailoring of capacity building activities and implementation to the national environment whilst still addressing the BW model for intervention, and d) the movement toward increased attention on social dialogue and brand/buyer engagement.
- **Key Finding No.9:** Effectiveness can and should be raised in the areas of social dialogue and brand / buyer engagement.

There is little doubt that all three Programmes, despite the challenges set by COVID-19, are making good progress toward meeting their 2022 outcomes. The BW Global model has proven effective over the years and all three Programmes have been running long enough to understand the ethos behind it, and how it can be adapted and implemented at the country level. One of the key metrics for measuring effectiveness is – of course – factory inspection / assessment and the rate of compliance. These figures all continue an upward trend for all three Programmes. There is still room for improvement across all three Programmes in their use of Results-Based Management to improve effectiveness. The RBM process currently stops short of the systemic collection and evaluation of outcome and impact data.

Common elements across all three Programmes that are effective drivers for success include the high esteem in which the Programmes are held with respect to their role as an independent, objective, and impartial partner. The ability to provide space for all stakeholders to come together to discuss and resolve problems and (more often) addressing issues before they become problems, is viewed as a critical piece of the BW jigsaw. This is directly correlated to the ILO country office and BW Programme staff utilising their experience, knowledge, and expertise which is recognized by all stakeholders, and plays a vital role in the effectiveness of the Programmes. Secondly, the quality of the capacity building activities and expertise of the Enterprise Advisors is often commented upon.

The importance of maintaining this quality and expertise is reinforced as stakeholders are quick to complain if they drop below expected standards. Thirdly, all three Programmes have recognized the importance of promoting good social dialogue. There are examples and evidence of progress being made, e.g. the empowerment of worker / management committees, and closer engagement with Trade Unions. In addition, good social dialogue assisted during the COVID-19 response e.g. The joint commitment between Trade Unions Federations in Indonesia, APINDO, API and APRISINDO in tackling COVID-19 challenges

was in large part attributed to good social dialogue.

And in Vietnam guidance supplied by ILO on tackling COVID-19 (including advice on social dialogue) was cited as a key element in some factories managing to retain their workforce during the worst of the pandemic. These examples underline the importance of social dialogue and the effectiveness of all three Programme's interventions in this area can be improved. The overarching challenges to improving social dialogue are i) convincing key partners of the value of social dialogue and, ii) engaging with enough partners to bring about significant change in the sector. Fourthly, all three Programmes (due to the good country specific knowledge of their staff) have been effective in engaging with the most appropriate national state ministries and agencies to help drive policy development.

The interaction of the Programme's with brands/buyers is one area where effectiveness could be improved. There are perceptions held that the Programmes do not do enough in encouraging brands/buyers to meet manufacturer expectations regarding supply chain security, in particular ensuring commitment to regular, consistent orders. The COVID-19 pandemic shone a light on this aspect and the (lack of) direct influence the Programmes had in attempting to reinstate cancelled or postponed orders with Programme brands/buyers. The role of BW Global also needs to be recognised here and the interaction between BW Global, the country Programmes and the brands / buyers needs to be coherent.

All three Programmes reacted effectively to the COVID-19 pandemic and was well appreciated across all stakeholder groups. The response illustrated the advantages of using a top/down and bottom/up approach and provided confirmation of the value of allowing country Programmes to tailor and innovate ILO / BW Global strategy (Call to Action) to the national context. It also demonstrated that all the country Programmes can be creative and innovate when necessary. Some of the new methodologies utilizing technology to provide solutions during

the pandemic should provide the knowledge to improve effectiveness.

## D. Efficiency

- **Key Finding No.10:** All three country Programmes utilise resources in a broadly efficient manner although efficiency could be improved through the smarter use of technology.
- **Key Finding No.11:** Whilst staff costs account for two thirds of all expenditure, the BW Model dictates a heavy staff focus with the need for a substantial and knowledgeable in-country presence, including Enterprise Advisors.
- **Key Finding No.12:** The interaction and working relationship with the country offices, BKK-based BWG and HQ is broadly efficient. Yet the benefit of those relationships to the Programmes from an efficiency perspective are not clear.

All three Programmes show no obvious, major inefficiencies in the way they operate. The BW model dictates a need for 'on the ground' support when implementing the model through services which are primarily delivered using the skills, knowledge, and expertise of the Enterprise Advisors (EAs). Those advisors are asked to cover between 10 and 20 factories each, which is acknowledged to stretch their capacities to the limit. Some EAs may benefit from a redistribution of workload and whilst resources are sufficient to ensure the day-to-day running of the Programmes, there is little spare resource to invest in more strategic thinking on issues of efficiency.

Given the focus on providing core service support, it is not surprising to note that on average the three Programmes allocate 67% of their budget to staff costs. There is a need to ensure that the Programmes' staffing levels are maintained at a high enough level to continue delivering the standard of service which all three Programmes have achieved. The feedback from all stakeholder groups was positive when discussing the speed and efficiency with which

the Programmes reacted to requests for assistance or in answering queries. This extended to its Secretariat-type functions around working with the tripartite partners and the PACs.

The cost/benefit of BKK-based BWG and HQ staff support to the country Programmes is unclear. Whilst the backstopping, overview, policy, and strategic functions and guidance provided to the country Programmes are recognized as necessary and beneficial, the true added value is difficult to quantify.

All three Programmes have looked to achieve increased cost recovery during their current phases and there is progress in all three Programme toward reducing Programme costs. The drive toward full cost recovery must be balanced against the potential for leaving behind some factories/manufacturers/SMEs unable to pay the fees demanded. It should be recognized that there are still several potential BW Programme partners operating outside the Programme that may not be encouraged to join because of cost. It should be noted that the BW Jordan Programme evaluation noted this similarity and suggested the partnering of larger firms in a mentoring role with smaller firms. There may also be value in Programmes creating a cadre of local BW ‘champions’ from BW factories that can be deployed by the Programme in an advocacy role, encouraging other factories to become involved.

The COVID-19 pandemic provided proof that all three Programmes can think and react innovatively to maintain efficient service and support when necessary. There are areas where efficiency savings can be made, including reducing the amount of time spent travelling in-country by the EAs through an increasing and smarter use of technology. This could include more remote/distance trainings and seminars, improved use of Information Technology in information management, and using certain elements of remote factory inspection developed during the COVID-19 pandemic.

## E. Impact

- **Key Finding No.13:** The BW model as promulgated by the three Programmes continues to bring positive impact at worker, trade union, factory, and governmental (policy) level.
- **Key Finding No.14:** Total numbers of compliant factories are rising, and the assessment process continues to mature although some aspects could be improved. The assessment process is still the main driver for creating and maintaining positive impact.
- **Key Finding No.15:** In looking to improve impact, greater focus should be placed on social dialogue and the Programme relationship with brands/buyers needs to be re-focused.

Reporting from Tufts University highlights that BW Global and its constituent BW country Programmes are achieving the expected impact and progress toward their overall objective(s). When measuring activities and outputs in their current phases, all three Programmes can reference this proof of concept and – it could be logically argued – use that to validate their progress to achieving the expected impact in their current Programme phase.

This is an assumption that should be continuously tested. As BW activities and methodologies change over time, and as country Programme phases and mandates change, the logical progression of the activities, outputs, outcomes, and impact continuum that was achieved within the three Programmes in 2015 does not necessarily hold true six years later. However, the data gathered for this evaluation does indicate that by promoting and supporting a culture of compliance, positive impact continues to be made by the Programmes. Each Programme is also engaging with external collaborators in attempting to assess impact in certain areas e.g. BWI and BWV on ‘empowering women’ and BFC impact based upon service level.

The assessment process is generally well received however there are stakeholders that believe some details within the process (e.g. fuller consultation and ability to redress) could be improved. Yet a strong indicator of the positive impact of the assessment process is the desire it often engenders for non-Programme factories, manufacturers, buyers / brands to become involved.

Alongside the continuing focus on compliance are the attempts to improve the capacity of national agencies to take over some aspects of the core service activities. The strengthening of national institutions to conduct their own assessments, and the self-improvement of OSH standards through the establishment of OSH committees, are two of many examples.

Each Programme has shifted its emphasis in certain areas dependent upon the national context and need, yet there is one shift, which is consistent across all the Programmes, and it is in the direction of trying to improve social dialogue. Most stakeholders understand the value of this approach and the longer term, sustainable impact it can achieve. All three Programmes have also identified there is still much to be done to bring social dialogue to a level where it becomes effective enough to drive continuous, positive change. This includes recognition of the importance of effective engagement with Trade Unions and employers' associations.

At the individual and factory level the Programmes have achieved impact. Their policy level interventions have seen them support governmental approaches that reflect the BW ethos, as well as using their influence where policy and strategy is not aligned to the broader ILO BW agenda. The impact at this level is harder to quantify since so many other factors outside the control of the Programmes play a role. The analysis does suggest that the independent, objective perception of the BW Programmes has helped create both a space for stakeholder discussions and the provision of BW advice, which has guided policy decision making. One area where the BW Programme may look to improve impact is with the

buyer/brand community and their relationship with the factories and manufacturers. There is criticism that the Programmes do not engage effectively enough with that stakeholder group to drive positive impact across the supply chain. This includes the need to engage with non-export as well as export orientated buyers, to foster stable orders and fair prices, and to encourage brands and buyers to reward compliant factories with valued and increasing business.

## F. Sustainability

- **Key Finding No.16:** Although the concept of sustainability is relatively well understood among all stakeholders, the practicalities of how it can be achieved are not universally aligned across the three Programmes.
- **Key Finding No.17:** Each Programme has taken its own, tailored approach to sustainability, however, common barriers to achieving sustainability exist across all three Programmes.
- **Key Finding No.18:** The three Programmes have been operating for over 10 years when their intervention (under a sustainability lens) was only meant to last for 4 or 5 years. This suggests challenges continue to exist in achieving sustainability.

It is revealing that despite different approaches to sustainability across the three Programmes, the same challenges in delivering on it remain. These are broadly:

- i) a lack of commitment to ownership of key activities or functions by ministries and agencies identified by the Programmes as key national actors that will fill the BW vacuum.
- ii) perception that the labour landscape would be detrimentally affected by the withdrawal of the BW Programme.
- iii) a lack of capacity within those institutions that would be charged with taking ownership and responsibility for post-BW Programme activities.

- iv) a lack of trust from key stakeholders that those institutions and agencies charged with delivering post-BW Programme activities or functions will do so effectively and objectively.

The BW Programmes in Cambodia, Indonesia, and Vietnam have been running for several years and each Programme has had at least two further phases. There are varying approaches and degrees of elaboration or commitment to sustainability. BWI has created the Foundation approach and its ‘Roadmap to Sustainability’ document, which is the closest all three Programmes have come to addressing the issue of sustainability solely through a sustainability lens. And BWV created one outcome which has a sustainability focus which also demonstrates an awareness of the importance of sustainability. During this current phase, BFC has developed a sustainability roadmap defining partner’s roles and responsibilities to achieve sustained compliance along with a bespoke outcome.

Yet over all those years and various sustainability strategies, the progress made toward achieving it has been slow **if** the definition of sustainability is *the withdrawal of ILO/BW Programme support*. A ‘Programme’ by its very nature is defined as on-going, whereas a Project has a defined end point. Therefore, the messaging that has come from the three BW Programmes is that ILO support – by default – will continue ad infinitum. That then makes the changing of stakeholders’ mindsets to a Project based, finite approach far more difficult, especially if that change is perceived as potentially bringing a reversal of progress.

There is need for a rethink on the concept of ‘sustainability’ and what it means not only for the three BW country Programmes in this cluster evaluation but from the strategic BW Global perspective as well. BW Global has increased support and guidance to country Programmes with a sustainability framework that encourages the strengthening of national institutions, self-financing services, and policy interventions, all tailored to the specific country. Yet the results from the mid-term evaluation of the BW Global notes that *the sustainability of results achieved still depends upon the in-country presence of*

*BW*. This suggests that current sustainability strategies tackle the symptoms but not the cause. There may need to be a pragmatic acceptance that a medium-term solution to sustainability as currently defined is unlikely, and that a discrete ten-year sustainability strategy, framed in project terms with a finite end, underpinned and legitimised by the BW Global with agreed BFC, BWI, and BWV withdrawal dates is elaborated and agreed by all relevant parties.

## G. Gender

- **Key Finding No.19:** All three Programme’s gender strategies are aligned both with BW Global Gender Strategy 2018 – 2022 and with their own country’s individual needs and requirements.
- **Key Finding No.20:** The Programmes have relatively quickly integrated gender awareness training and female empowerment into their activities and entered effective partnerships with various organizations including brands / buyers, IOs, and CSOs.
- **Key Finding No.21:** There is a need to develop a more robust system of identifying the impact that each gender focussed activity has on improving the lives of women and girls. The current approach of counting the numbers trained or passing through Programmes or achieving leadership roles will not provide the data required to prove efficacy. It is recognised that BWI and BWV are engaging in external impact assessments on empowering women.

Over the current phases of the three Programmes, there has been an increasing focus on gender equality, and female empowerment. Driven in part by the Better Work Global Gender Strategy and keen donor interest each Programme has developed its own, bespoke country approach to the issue. Whilst these slightly divergent approaches make it more challenging to apply overarching, strategic BW

Global methodologies across all gender interventions, the advantages of providing a tailored approach appear to outweigh the disadvantages. If there were obvious deviations from the gender objectives of the Global Gender Strategy then this would give cause for concern, however all three Programmes remain well aligned with the Strategy.

Having noted this however, all three Programmes stated there had not been enough guidance or advice given by BW Global and the broader ILO/UN community on the potential tools available to operationalize gender mainstreaming and the empowerment of women and girls. For example, the section within the BW Global Gender Strategy Document 2018–2022 on ‘Operationalizing the strategy’ is a table occupying one-third of a page, with no specific guidance for the user on the “‘how-to”.

It was noted that the gender focus was primarily driven from the field. The BFC Programme was instrumental in driving forward a gender centric approach, creating a gender component in 2017 and recognizing that there was a need to train its own staff in gender awareness prior to its integration across various Programme activities. The Programme pioneered a female leadership course, an outcome of which was the development of a parallel male leadership course to assist in culture change across both genders. And the BWV Programme in partnership with the International Financial Corporation (IFC) is implementing the GEAR (Gender Equality & Returns) training program. All three Programmes have made effective partnerships with other actors including brands/buyers, IOs, and CSOs.

Whilst quantitative data on this relatively recent change in focus and effort toward gender issues is (to a certain extent understandably) lacking, the qualitative data gathered for this evaluation points toward increasing dividends. Female employees report greater confidence in demanding their rights are acknowledged and upheld, and they report positive changes in working culture and behaviour. The Programmes must look to supplement their quantitative indicator data (% of women representatives, number of women in job-related

skills training, % of female supervisors etc) to capture data on the impact of greater female representation etc. The impact assessment work undertaken by BWI and BWV into “*Empowering women through Humane Workplaces*” currently being reviewed by BW should help inform the future development of cross-Programme gender impact indicators.

As noted, good progress is being made on gender issues, but the same level of progress cannot be reported for disabled and disadvantaged workers. Some headway has been made, as awareness of the issue has been raised, training courses provided, and disability Programmes developed such as BWI, H&M’s Disability Equality Programme.

### *Main conclusions*

All three Programmes are making good progress toward delivering their anticipated activities and outputs despite the challenges posed by the COVID-19 pandemic. Progress is also being made in achieving their outcomes and objectives for the end of their current phases in 2022. However greater effort is needed to capture the data required to assess the relative impact of those activities.

The Programmes are well aligned with BW Global strategy and objectives, national policies and contribute to the UN SDGs. Good Theories of Change were elaborated at the start of each phase along with the identification of assumptions and risks. The manner in which these are addressed differs from Programme to Programme and benefit will be gained through a rationalisation and cross-fertilisation of ideas and approaches.

Both the BW Global Programme and the individual country Programmes responded effectively when faced with the challenges of COVID-19. It provided evidence that creativity, originality, and innovation lie within ILO staff. The workload placed on staff however tends to stifle these qualities as the day-to-day running of the Programmes absorbs everyone’s efforts. The top/down and bottom/up model of BW Global provided the flexibility for an effective COVID-19 response.

The tripartite approach with some governance responsibility falling to the PACs generally works well. The Programmes are all viewed as honest, independent partners. This allows the Programmes to develop positive relationships with all key stakeholder groups including government. All three Programmes have demonstrated an ability to operate and influence at the policy level. There is a need to better engage with buyers/brands in manner that addresses their wishes and concerns as well as bringing the Programme’s influence to bear on encouraging supply chain security for factories and manufacturers.

All three Programmes have been running for several years and despite much consideration and changing approaches toward sustainability, the likelihood of any Programme achieving it by 2022 is very slim. BWI has taken the most proactive approach by creating ‘the Foundation’ yet all three Programmes still face the same sustainability challenges. Key among those is a lack of confidence that a system underpinned by ILO/BW standards and professionalism can be replicated and replaced by under-funded, national agencies with perceived non-objective agendas.

The continuing focus on ‘bundled’ core services to improve compliance standards, facilitated mainly by Enterprise Advisors and underpinned by the factory inspection / assessment is a model that remains effective. The increasing emphasis on improving social dialogue is a logical direction of travel for the Programmes but still has much ground to cover and progress made before substantial success (e.g. more effective engagement with TU’s and employer’s association, improving dispute resolution, effective mechanisms to enable social dialogue to occur) can be claimed in this arena.

There is a shift in focus to accommodate and promote gender equality and the empowerment of women and girls. The three Programmes have approached this in slightly different ways, not least due to a lack of centralised concrete tools with which to implement the BW Global Strategy on Gender. Again, the ILO staff have proven innovative in the development of their approaches and there is some evidence that there

is positive change in women’s working conditions and prospects. The Programmes will also have to consider how to approach other emerging issues such as the expansion of the Programme into other sectors or how to address the environmental issues of garment manufacturing. Any expansion or change in spheres of operation bring with it resource and sustainability challenges which must be accounted.

### *Main recommendations*

#### **Recommendation 1 – MONITORING and EVALUATION: Outcomes and Impact**

PRIORITY	RESPONSIBILITY	TIMEFRAME
HIGH	ILO M&E expertise, Country Programme (CP) Management	12 months

The BFC, BWI, and BWV Programmes all took a pro-active and detailed approach to monitoring and evaluation at the inception of the current Phase, through the creation of a robust and detailed logical framework. Subsequent Programme revisions, including the changes made to reflect the impact of COVID-19, updated those logical frameworks including the identified indicators. However, whilst this works well for measuring progress on activity and output, it is less effective on measuring outcomes and impact. Whilst the use of external, impact assessments contribute to a greater understanding of the impact of each Programme, there is scope for a more coordinated, pan-Programmatic approach to measuring and understanding impact.

- Through a maturing Results-Based Management (RBM) system the three Programme Teams in conjunction with M&E expertise at ILO Geneva and BKK-based BWG to formalise the currently informal approach on measuring the outcomes of programme activities. This includes not only activity at the factory level but encompasses all activities including at the macro policy level. This requires a standardised and regular reporting mechanism to be established which clearly defines what outcome is

expected from each activity, (re)visits outputs periodically to gather information on any outcome achieved and evaluates the reasons behind successful and unsuccessful activities. A mechanism on how to engage across the Programmes when measuring impact should also be developed with the aim of providing as uniform a methodology as possible for all three Programmes using the recent impact assessments from the three Programmes as a catalyst for this work.

**Recommendation 2 – SUSTAINABILITY: Concept**

PRIORITY	RESPONSIBILITY	TIMEFRAME
HIGH	BW Global, BKK-based BWG (RO) Management, CP Management	18 months

Given that all three Programmes have been running for at least over a decade, the progress made toward the sustainability of Programme objectives has been slow **if** sustainability is defined as *the withdrawal of ILO/BW Programme support*. Whilst BW Global has revisited sustainability and provided more guidance and support to the country Programmes, and the Programmes themselves have improved cost recovery, some fundamental barriers across all Programmes still exist. There is a need for BW Global to focus its sustainability efforts on tackling those fundamental barriers identified within both this cluster evaluation and the BW Global mid-term evaluation.

- *ILO/BW Global Programme including representatives from all BW Programmes, and appropriate regional and HQ management* to (re)consider the BW Programme’s approach to sustainability. This should begin by ensuring the BW Global Sustainability Framework definition of sustainability is agreed, understood, and accepted by all partners and stakeholders to BFC, BWI, and BWV. The fundamental barriers to sustainability across all three Programmes should then be identified

(this evaluation highlights four barriers) and strategies developed to tackle those barriers. This should include a realistic timeframe which may include some form of ILO/BW presence for another decade.

- At a country Programme level each new phase of a BW Programme to contain i) an express, discrete sustainability strategy, ii) each capacity building activity and output to be examined through a sustainability lens, iii) create an advocacy strategy for sustainability tailored to each stakeholder group.

**Recommendation 3 – DESIGN: Assumptions and risks**

PRIORITY	RESPONSIBILITY	TIMEFRAME
MEDIUM	CP Management	12 months

All three Programmes designed an effective Theory of Change (ToC) and within their log-frame and supporting documents developed appropriate activities, outputs, expected outcomes and impacts. Also identified were assumptions and risks that may adversely affect Programme delivery along with mitigating strategies. All three Programmes face many similar assumptions and risks yet there is no formalised cross-fertilisation of these between Programmes and – by extension – no exchange of lessons learned or good practice in addressing these issues. The lessons learned and good practice that came from other ILO programmes and projects and the BW Programmes approach to COVID-19 provides a proof of concept that gathering and sharing data on a common challenge delivers benefit.

- *All three BW Programmes* to create a centralised repository for assumptions and risks, and the recording of the effectiveness of any mitigating strategies. This will require each CTA to initiate joint discussions to identify the best process and procedure to collect, collate, evaluate, and disseminate information held within this repository. The collation of this risk and assumption



information should be structured under suitable, common criteria such as i) Operational, ii) Political, iii) Strategic, iv) Financial, and v) Other. Those risks and assumptions should further be assessed against those that fall within the Programme’s a) ‘sphere of control’, b) ‘sphere of influence’, or c) ‘sphere of concern’. The appropriate mitigating strategies should be recorded and – where a strategy has been implemented – lessons learned and good practice should be identified and disseminated to other Programmes.

**Recommendation 4 – EFFECTIVENESS: Brands/buyers**

PRIORITY	RESPONSIBILITY	TIMEFRAME
MEDIUM	Brand/Buyer Engagement HQ, RO Management, CP Management	12 months

All three Programmes have taken the BW Global model and successfully transferred it to their own country Programme context utilising the skills, knowledge, and expertise of ILO staff. All three Programmes are seeing steady progress toward their various anticipated 2022 outcomes and the factory assessment and bundled services are viewed as effective drivers of change and compliance. The culture of compliance encouraged by the factory inspection and assessment process, and the core services provided by the Programmes to support continued and improving compliance is a proven BW concept. It is assessed that effectiveness can be improved across all three Programmes through a) greater, targeted engagement with brands/buyers and b) continued and increasing focus and development of social dialogue.

- *All three BW Programmes in conjunction with the BKK-based BWG and brand/buyer engagement at BW HQ to consider how best to improve the partnership between brands/buyers and other Programme partners. Specifically, there needs to be a focus on relationship*

building with the brands/buyers which addresses the responsibility of all parties in ensuring continuity of regular, consistent orders.

**Recommendation 5 – EFFECTIVENESS: Social Dialogue**

PRIORITY	RESPONSIBILITY	TIMEFRAME
MEDIUM	CP Management	6 months

- *All three BW Programmes in consultation with BW Global to set up a cross-Programme working group to learn lessons, identify good practice, and develop strategies to promote and improve social dialogue. The use of Performance Improvement Consultative Committee’s (PICC’s) has provided embryonic evidence of their value as a vehicle in promoting and improving good social dialogue practices. Careful consideration should be given to the expansion of their role, along with the level and nature of the engagement of the Programmes with Trade Unions from a social dialogue perspective.*

**Recommendation 6 – EFFICIENCY: Staffing**

PRIORITY	RESPONSIBILITY	TIMEFRAME
MEDIUM	BW Global, BKK-based BWG (RO) Management, CP Management	18 months

All three Programmes rely on a similar level of support and engagement with BW specialised staff in both the BKK-based BWG and BW Global in ILO HQ. Whilst this engagement has shown to be effective, there is less clarity on the efficiency of the support insofar as the financial cost of HQ and RO staff supporting country Programmes as opposed to the investment of that cost into more in-country personnel.

- *All three Programmes in conjunction with the BW in the RO and at HQ to conduct a full cost / benefit analysis on*

the efficiency of the working relationship between the country Programmes, the RO and HQ. This should consider the type of support that is provided and how much could or should be transferred to the country Programmes. This recommendation should be considered in tandem with the BW Global mid-term evaluation report recommendation No.5 entitled “*Adjust the support provided to BW country programmes*”.

‘smart’ information management databases that will assist in for example, helping to select the most appropriate factories for inspection. Furthermore, this evaluation noted a lack of time for BW Country Programme staff to step back from the day-to-day running of their Programmes to innovate in areas of efficiency improvement. The

BW response to Covid-19 provided a window through which the innovation and creativity of BW staff was viewed and there are efficiency dividends that could be leveraged utilising these staff skills.

**Recommendation 7 – EFFICIENCY: Use of technology and innovation**

PRIORITY	RESPONSIBILITY	TIMEFRAME
HIGH	BW Global, RO Management, CP Management	6 months

During the COVID-19 pandemic, all three Programmes increased their use of technology to maintain their support to the sector. This included virtual meetings, trainings, mobile phone applications, and the introduction of virtual factory inspections. Running in parallel with these have been on-going efforts to develop

- *All three Programmes in conjunction with the BKK-based BWG and BW Global to identify how the COVID-19 driven use of technology could be continued to improve the efficiency (and effectiveness) of core service delivery. This should include but not be limited to i) virtual factory inspections, ii) virtual assessments, iii) virtual training, and iv) information management for factory assessment analysis. An additional two-day workshop where creative and innovative approaches to BW delivery is the sole focus should be convened.*

# I. INTRODUCTION

## *Background and context*

Better Work, a partnership between the ILO and the International Finance Corporation (IFC), a member of the World Bank Group (WBG), aims to simultaneously improve working conditions and boost competitiveness in the global apparel industry.

Better Work's vision is of a global garment industry that lifts millions of people out of poverty by providing decent work, empowering women, driving business competitiveness, and promoting inclusive economic growth. During this current phase (2017-2022), Better Work looks to leverage existing and new partnerships to expand its impact from 3 to 8 million workers and to 21 million family members<sup>1</sup>. It currently operates in nine<sup>2</sup> countries and covers 1700 factories<sup>3</sup>.

Map 1 – Better Work geographic location



*Source: BW Global (July 2020)*

In addition, Better Work supports garment producing countries to strengthen the policy and enabling environment for decent work and competitiveness to drive positive outcomes on a much larger scale. The Better Factories Cambodia (BFC), Better Work Indonesia (BWI) and Better Work Vietnam (BWV) Programmes aim to achieve this global vision whilst operating within their respective country context.

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1 Evaluation Terms of Reference p.2

2 Bangladesh, Cambodia, Egypt, Ethiopia, Haiti, Indonesia, Jordan, Nicaragua, and Vietnam

3 <https://betterwork.org/> on 03/12/2020

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## BFC Garment sector background and context

Over the last two decades, the Royal Government of Cambodia (RGC) has successfully guided the country on the path of development following a decade-long internal conflict. Today the economy, in real terms is some three times the size it was in 1990, the base of the economy has shifted from agriculture to industry and services, and poverty (at 13.5% in 2014) is around a quarter of what it was in 1994. Cambodia achieved the vast majority of the targets specified by Millennium Development Goal (MDGs), several of these ahead of time, and the rate of improvement in its Human Development Index (HDI) has placed Cambodia within the top 10 performing countries globally<sup>4</sup>.

Cambodia has undergone a significant transition, reaching lower middle-income status in 2015 and aspiring to attain upper middle-income status by 2030. Driven by garment exports and tourism, Cambodia's economy has sustained an average growth rate of 8% between 1998 and 2018, making it one of the fastest-growing economies in the world. While easing slightly, growth remained strong, estimated to have reached 7.1% in 2019, after the better-than-expected growth rate of 7.5% in 2018.

The global shock triggered by the COVID-19 pandemic has significantly impacted Cambodia's economy in 2020 at a time when Cambodia also faces the partial suspension of preferential access to the European Union (EU) market under the "Everything but Arms" (EBA) initiative. The outbreak caused sharp deceleration in most of Cambodia's main engines of growth in the first quarter of 2020, including weakened tourism and construction activity. The growth is projected to contract 4% in 2020 and increase to 5.9% in 2021<sup>5</sup>. The COVID-19 outbreak and slow recovery in global economic activity alongside prolonged financial market turmoil pose risks to Cambodia's growth outlook.

Cambodia's garment manufacturing industry is largely export-oriented and highly integrated into global supply chains. The EU represents the largest market for Cambodian garment exports, accounting for approximately 40 percent of the total manufacturing, followed by the United States (30 percent), Canada (9 percent), and Japan (4 percent). Many companies in the country operate as contract manufacturers for major multinational brands such as *Adidas*, *Gap*, *H&M*, *Marks & Spencer*, and *Uniqlo*<sup>6</sup>.

In the early 1990s, the Cambodian government took various measures to boost the industry's competitiveness in the international market, which prompted foreign investors to direct their attention to the country. Additionally, the Multi-Fiber Arrangements (MFA) quotas and other preferential trade agreements implemented by developed countries like the United States of America (US) and EU member countries supported the country's industrial development. Two decades later, the garment industry continues to drive the Cambodian economy through human capital development, employment generation and foreign direct investment (FDI). Currently, the industry employees over 600,000 people in the exporting garment sector, more than 750,000 people including exporting footwear and bag sector, and it's around 1 million including subcontracting,

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4 National Strategic Development Plan 2019-2023

5 [www.adb.org/countries/cambodia/economy](http://www.adb.org/countries/cambodia/economy)

6 <https://www.aseanbriefing.com/news/cambodias-garment-manufacturing-industry/>

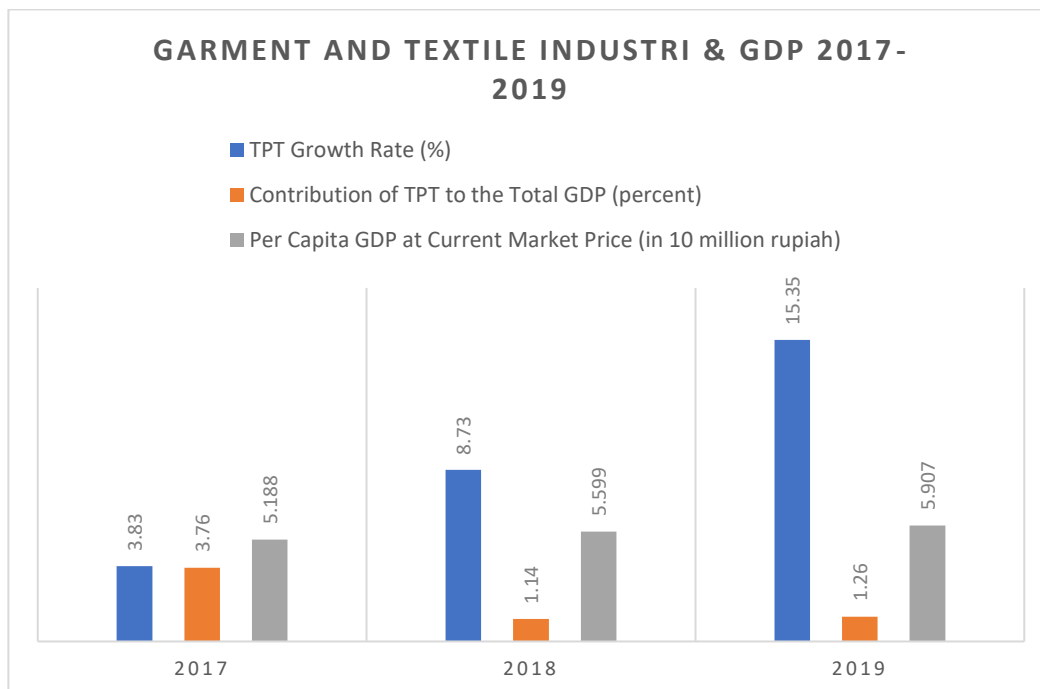
making the sector the biggest employer in the country accounting for 16% of gross domestic product (GDP) and 80 percent of Cambodia’s export earnings.

## BWI Garment sector background and context

In 2017, garment exports accounted for USD7.9 billion, or approximately 4.7 percent of Indonesia’s total exports. At the end of 2018, garment export value was USD7.8billion. Indonesia primarily exports garments to the United States (USD 4.13billion), Japan (USD 801 million), Germany (USD 447 million), South Korea (USD 336 million), and China (USD 246 million)<sup>16</sup>. Indonesia is the eighth largest contributor to the global textile market, accounting for 1.7 percent of the market.<sup>7</sup> Although it is often referred to a sunset industry, the garment sector is one of the 10 prioritized industry groups to be developed until 2035 in the National Industrial Development Master Plan (RIPIN).

In Indonesia’s economy, garment and textile industry contribution to the GDP was 3,76% in 2017 but it decreased in 2018 to 1.14% and in 2019 to 1.26% as shown in Table 1 below. The textile and apparel industry had the highest growth rate of GDP for manufacturing sector in 2019 of 15,35 per cent followed by the paper and paper goods industry: printing and reproduction of record media by 8,86 per cent, as well as the chemical pharmaceutical and tradition medicine industry which grew 8,48 per cent. The sector also has the highest growth rate in 2019 rate compare in 2018 and 2017,

Figure 1. Garment and Textile Industry (TPT) and GDP (2017-2019).



Source: Indonesia GDP by BPS (2017-2019)

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Based on the latest labour survey on large and medium enterprises published in August 2017<sup>8</sup>, the number of garment sector (textile, apparel, footwear) workers was estimated at 1.5 million workers who work at 5,710 large and medium enterprises. Furthermore, the micro and small enterprises in the garment sector total 583,478 enterprise, with an estimated 1.3 million workers. Garment sector is also an important source of employment for women in Indonesia. It is estimated 81 per cent of the around 530,000 workers employed in the country's 344 export oriented garment factories are women, however despite their great number, they are concentrated in the lowest-pay and lowest-skilled occupations.

## BWV Garment sector background and context

During the last twelve years since BWV started its operation in the country, Vietnam has witnessed fundamental changes. When the BWV started in 2009, Vietnam was classified as a low-income country. Two years later, the country reached the lower-middle income country status with a GDP per capita of USD 1100 and in 2019, Vietnam's GDP per capita was estimated at USD 2,715<sup>9</sup>. The fact that Vietnam has now become a lower-middle income country has important implication for BWV Programme as donors may prioritize other poorer countries. This trend is noted as since 2015, an increasing number of donors has prioritized away from Vietnam, including DFID and other European countries.<sup>10</sup>

During this period since BWV started its operation in Vietnam, another important development is Vietnam's increasing engagement in international (new generation) free trade agreements. Vietnam was a late comer and only joined the WTO in January 2007. But since then it has concluded several Free Trade Agreements (FTAs), including the Korean FTA (2015), the Eurasian Economic Union FTA (2016), the CPTPP (2019), and the EU-Vietnam FTA (2020), which all have important consequences for the export sectors that BWV is working in like apparel and footwear industries. The export value of the garment sector has steadily increased over the last decade, rising nearly four folds from US \$9 million 2008 to US \$32 million in 2019<sup>11</sup>

Although the Vietnam garment export is small in relative terms, it has been making its footprint in the global market in the last 20 years. According to UNCOMTRADE and UNIDO, Vietnam accounted for 7% of the global apparel export in 2016 and has become the second most important global player. The garment and textile industry has long been and still is one of the key industries in Vietnam. According to the recent UNIDO report, during the 2006-2016 period, the number of garment-making firms increased from more than 2,000 production facilities in 2006 to over 6,000 in 2016. Of those 84% are privately owned, 15% are foreign direct investment (FDI), and remaining 1% are state-owned. The industry employs around 2.5 million workers in the country on an average wage of \$239 per month.

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8 <https://www.bps.go.id/dynamic/ta/2015/09/14/896/jumlah-perusahaan-industri-besar-sedang-menurut-subsektor-2-digit-kbli-2000-2015.htm> (MTE 2018)

9 <https://www.worldbank.org/en/country/vietnam/overview>

10 DFID Operational Plan 2011-2016 DFID Vietnam, <https://reliefweb.int/sites/reliefweb.int/files/resources/Vietnam.pdf>

11 Government Statistical Office

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## Evaluation objective, purpose, and scope

A cluster evaluation for the Programmes in the three countries (Cambodia, Indonesia, and Vietnam) was conducted for the following reasons:

- As of 2020, all the three Programmes are at the mid-point of implementation of their respective 4 or 5-year country strategies with similar objectives.
- The three countries are all big Asian garment producing countries.
- A clustered approach will enable a comparative perspective on broader contextual factors and/or variations on models of interventions as well as a review of the strategic contribution, synergies, and complementarities of a global Programme approach.
- There is an opportunity for mutual learning across the three countries.

The **main objective** of this mid-term evaluation is to help all stakeholders reflect on what has worked well and what has not, and thus use best practice and lessons learned so far to feed into the continued implementation of the Programmes. The evaluation addresses the following **specific objectives** and was guided by the OECD-DAC evaluation criteria (relevance, coherence, efficiency, sustainability, effectiveness, and impact).

- To assess the coherence and logic of the Programme design and, whether it is still valid within the current economic, political and development circumstances in the country, including in the context of the recent COVID pandemic outbreak.
- To assess the relevance of the Programme design to the overall development situation at the national level; relevance to national strategies as well as beneficiaries, including in the context of the recent COVID pandemic outbreak.
- To assess the performance of the Programmes in terms of effectiveness, efficiency, and timeliness of delivering the expected outputs, the progress made towards achieving their long-term and medium-term outcomes, including intended and unintended, positive and negative results, the challenges affecting the achievement of the objectives, factors that hindered or facilitated achievement so far.
- To assess the relevance of the Programme's management arrangements; identify advantages, good practices, bottlenecks, and lessons learned regarding management arrangements.
- To identify challenges, lessons learned and good practices and propose recommendations to make adjustments to ensure the achievement of results within Programmes' remaining lifetime.
- To assess the likelihood of sustainability of the results.
- To identify and analyse underlying factors beyond ILO's control that may have affected the achievement of the Programmes' outputs and outcomes, including within the context of the COVID pandemic outbreak.

To help achieve this, the evaluation looks to serve the following five **purposes**:

- Give an independent assessment of progress to date of each of the three country Programmes.
- Provide strategic and operational recommendations to the ILO, Tripartite Constituents, and Programme stakeholders to increase the likelihood that each Programme reaches its objectives.
- Identify good practices and highlight lessons learned that would contribute to learning and knowledge development for each Programme and stakeholders.

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- Assess the measures in place to monitor and capture the impact of the Programmes.
  - Assess the relevance of the sustainability strategy, its progress, and identifying the processes to be continued by stakeholders.

The **scope** of an evaluation establishes boundaries around the object of evaluation and determines what is included and what is not. As noted above the countries involved in this mid-term evaluation were determined by the fact they were all mid-way through their respective phases. This evaluation as well as covering those three countries looks to ensure all outcomes of the Programmes are evaluated, with attention to coherence and synergies across components.

## Evaluation principles, criteria, and questions

The overarching document guiding the **application of principles** for this evaluation is taken from the ILO Policy Guidelines for Evaluation – Principles, rationale, planning and managing evaluations<sup>12</sup>. These can be summarised as:

- Promote and facilitate the use of results for decision-making processes and organizational learning to better fulfil the ILO’s mandate.
- Involvement of constituents and others as appropriate, in the planning, implementation and reporting process.
- Uphold of the ILO mandate and mission by selecting an evaluation approach and methods that reflect the tripartite organization, its focus on social justice, and its normative and technical mandate.
- Adequacy of treatment of core ILO cross-cutting priorities, such as gender equality and non-discrimination, promote standards, tripartite processes and constituent capacity development.

The evaluation integrates ILO’s cross-cutting priorities; gender equality, disability inclusion and other non-discrimination, International Labour Standards, social dialogue and a just transition to environmental sustainability as cross-cutting concerns throughout its methodology, analysis and all deliverables, including this mid-term evaluation report.

Gender is addressed in accordance with the ILO Guidance note “Integrating gender in the monitoring and evaluation of projects<sup>13</sup>.” To the extent possible, all data was sex-disaggregated and different needs of women and men and of marginalized groups targeted by the Programme considered throughout the evaluation process. In particular, the gender dimension was considered as a cross-cutting concern throughout the methodology, deliverables, and the final report.

At all times, the evaluators exercised such additional principles as i) independence, ii) impartiality, iii) honesty, iv) integrity, v) confidentiality, vi) avoidance of harm, vii) transparency, and viii) accountability.

The evaluation followed the UN Evaluation Standards and Norms, the Glossary of key terms in evaluation and Results-Based Management, as well as utilising the Organization for Economic Cooperation and Development Assistance Committee (OECD DAC)<sup>14</sup> **evaluation criteria** as outlined overleaf:

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12 [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf)

13 [https://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](https://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

14 <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>



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- **Relevance and strategic fit** – the extent to which the objectives and design of the Programmes respond to beneficiaries’, country, global, partners’ and donors’ needs, policies, strategies, and priorities and continue to do so.
  - **Validity of design and coherence** – the extent to which the Programmes’ design, logic, strategy and elements are/remain valid and coherent vis-a-vis the problems and needs.
  - **Effectiveness** - the extent to which the Programmes’ immediate objectives were achieved, or are expected to be achieved, considering their relative importance.
  - **Efficiency** - the extent to which the Programmes’ outputs delivered are derived from an efficient use of financial, material and human resources.
  - **Impact orientation** – the extent to which the Programmes have generated or are expected to generate positive and negative changes and effects at the Sub-Regional and National levels, i.e. the impact with Social Partners and various implementing partner Organizations.
  - **Sustainability** – the extent to which the net results (including financial, economic, social, environmental and institutional capacities of the systems needed to sustain them over time) are likely to be maintained beyond the completion of the Programmes.

The ToR for this evaluation contained **guiding questions** under the DAC criteria noted above with the criteria of ‘impact’ and ‘sustainability’ combined into one criterion. This mid-term evaluation report has split the impact and sustainability criterion into two separate criteria ‘impact’ and ‘sustainability’ and added an additional criterion on ‘gender’. The list of questions can be found at Annex III and are also included within a table at the beginning of each evaluation criteria heading in the ‘Findings’ section.

## Evaluation sampling, methodology and limitations

The evaluation used **purposeful sampling** for use in standard case evaluation and to obtain an accurate representation of the universe of which the Programmes consist. This informed the data collection instruments including face-to-face, telephone / voice over internet protocol (VOIP) interviews and e-mailed questions. This purposeful sampling required that participants were drawn from agencies, organizations or systems involved in the implementation process. Individuals were selected based on the assumption that they possess knowledge and experience with the phenomenon of interest (i.e., the Programme itself and associated activities) and thus were able to provide information that was both detailed (depth) and generalizable (breadth).

A selection amongst the direct and indirect beneficiaries was made following a degree of engagement with the Programme ensuring adequate representation of the appropriate sectors. Likewise, key and development partners were selected in further consultation with the Programme team and approved by the evaluation manager and lead consultant to ensure data was obtained from every corner of the three Programmes concerned and triangulated around different perspectives. There were 9 main stakeholder groups within this evaluation that were sampled to ensure a cross section of multiple source data was received. These groups are:

- i) ILO **a)** BWP Management: HQ, RO-Bangkok, ILO Country Offices in Indonesia, Cambodia and Vietnam, **b)** Technical back-stopping specialists in HQ and RO)

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- ii) Workers (factory/garment sector workers)
  - iii) Workers' Organizations
  - iv) Employers' Organizations
  - v) Governments
  - vi) Factories
  - vii) Development Partners
  - viii) Brands and Retailers
  - ix) Donors

These groups were identified during the Desk Review phase and initial discussions with BW Management. The data collection instruments noted at Annex II were used to gather information from these nine stakeholder groups. All groups were reached through face-to-face semi-structured interviews and telephone and – where necessary – e-mailed questions to those key stakeholders unable to be interviewed. The evaluation took a purposive approach, being open to contributions from all Programme stakeholders (male and female). In total 122 people were interviewed, 69 women and 53 men. **NB** It should be noted that gender can only be inferred and that the terms 'gender' and 'sex' are not interchangeable.

The evaluation followed a **mixed-methods approach**, considering both primary and secondary data sources, to ensure triangulation in order to arrive at credible, reliable and unbiased findings, as well as a gender-responsive evaluation methodology in line with United Nations (UN) Norms and Standards, guidelines and requirements.

Initially an Inception Report (IR) was constructed using a desk review of documentation supplied by the Programme management team. Initial meetings were held with Better Work Programme managers in ILO HQ (Geneva), the BKK-based BWG in Thailand and the country Programmes in Cambodia, Indonesia and Vietnam. From the desk review and briefings, gaps that existed in the information required to fulfil the Terms of Reference (ToR) were identified and the ToR questions redesigned - where appropriate - to fill these gaps.

A combination of sound quantitative and qualitative research methods was developed for each evaluation question and data collected from different sources by different methods, so that the findings can be triangulated to draw valid and reliable conclusions. Due care and attention was paid to ensure gender issues were properly addressed. The approach to gender issues involved ensuring a balanced representation of men and women among the interview respondents, and the data collection instruments had a focus on these issues, and how they are mainstreamed and addressed by the Programme. The emphasis was on assessing the process of integration of gender rather than simply looking for the results of mainstreaming efforts. The aim was to provide a nuanced assessment of gender based on an understanding of the Programme and its structure, role, and sphere of influence.

Five data collection instruments were developed and deployed.

1. Desk Review. A desk review of all relevant material was conducted. This review of documentation continued throughout the evaluation process as more was learned of the Programme and additional documentation sought and reviewed. A list of all documents reviewed for this evaluation can be found at Annex I.

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2. Semi-structured, in-depth interviews and meetings. These interviews and meetings captured the feedback and voices of all stakeholder groups that were involved in or impacted by the Programme. The interviews were conducted by telephone / VOIP and face-to-face where possible. The interview questions can be found at Annex II.

3. Most Significant Change (MSC) narration analysis. The theory and use of MSC narration is a well-documented and researched approach to evaluating and monitoring change Programmes. It is particularly useful in the evaluation of outcomes and impact and does not rely on the identification and monitoring of indicators. It is a systematic collection and then analysis of significant changes over a defined period of time. It allows interviewee respondents to answer an open-ended question in a way which highlights their own personal understanding and appreciation of the Programme. These narratives were compared against the Programme's results framework to assist in determining if the intervention design has been followed.

The MSC question used for this evaluation was:

- What is the most significant change you have seen as a direct result of the Programme?

4. Workshops. The evaluation team conducted a virtual workshop with senior ILO BW staff including representatives from headquarters, the BKK-based BWG in Bangkok, and the three country Programme teams. This was an opportunity to describe initial thoughts and key themes coming from the data collection phase and gather additional feedback from those present. There were further workshops carried out after the first draft of the report had been created and approved. These workshops included a wider audience of external stakeholders including all tripartite partners and were also used to gather additional data for the final report.

5. Case Studies. Case studies were conducted across all three Programme to help identify good practice and lessons learned. These compared the similar activities, such as factory inspections and trainings to highlight any communal, systemic barriers to the implementation of key Programme activity.

Using these data collection instruments, the evaluation team gathered enough appropriate information to complete the evaluation as per the TOR. The analysis process involved the development and testing of hypotheses based upon the evaluation questions. This helped ensure objectivity was maintained and cognitive bias was reduced to a minimum. This has resulted in an evaluation report that is utility focused which provides concrete, actionable recommendations.

### *Limitations to the evaluation*

The restrictions placed on national and international travel due to Covid-19 severely reduced the amount of face-to-face time possible in the planning and execution of this evaluation. The International Evaluator/Lead Consultant had to work from a distance which posed limitations on timely inputs given the different time zones between the countries. To mitigate this limitation on-line meetings were used by the evaluation team with a regular teleworking timetable developed.

The number and scope of questions to be addressed by the evaluation required a substantial amount of reading and research time. The Desk Review material for the Inception Report (IR) amounted to 79 documents totalling approximately 2,000 pages. This volume only increased as the evaluation

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progressed. Additional data collection and report writing working days were provided by EVAL to ensure enough time was provided to manage their research workload.

The four-week data collection phase stretched well beyond the 20<sup>th</sup> November 2020 deadline primarily because many stakeholders were unable to commit to an interview prior to that date. Some of these later interviews involved key stakeholders and the additional data received was woven into later drafts of the evaluation report to ensure all valid comment was captured.

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## II. EVALUATION FINDINGS

### Relevance and Strategic Fit

Evaluation questions:

- To what extent are the Programme strategies and objectives relevant to the country context and the constituent's strategies and objectives for the sector?
- To what extent have needs and priorities of key stakeholders (government, employers, and trade unions) as reflected in the respective Decent Work Country Programmes (DWCP) changed since the inception of the current phase of the Programmes?
- To what extent have the Programmes adapted to those changes, including within the context of the COVID-19 pandemic?

At the strategic level it should be recognised that the Better Work (BW) Programme has its own over-arching vision and objective. Its vision is *'a global garment industry that lifts millions of people out of poverty by providing decent work, empowering women, driving business competitiveness and promoting inclusive economic growth'*.<sup>15</sup> Its objective is to *'build on learning and experience to scale up the impact of the Programme'*.<sup>16</sup> It looks to achieve this vision and objective through a two-fold intervention strategy:<sup>17</sup>

Intervention No.1 is focused on influencing business practices in the global garment supply chain to:

- a)** Build on what works best in garment factories by focusing on services with the greatest value add, tackling the root causes of non-compliance, redoubling efforts to build worker-management dialogue, improving business competitiveness and strengthening the role of women.
- b)** Influence global brands and manufacturers to adopt the business practices that drive transformational change in labour conditions and competitiveness across their supply chains.

Intervention No.2 is focused on strengthening the enabling environment for decent work by:

- a)** Strengthening public institutions and advancing policies at the national level by leveraging ILO and WBG to improve the environment for decent work, business competitiveness and inclusive economic growth.
- b)** Influencing the global policy dialogue on decent work by providing credible data and evidence to influencers and policy makers concerned with decent work in global supply chains.

Thus, it is important to assess the relevance of the BFC, BWI, and BWV not only against the individual country needs, but also the overall vision of Better Work. When considering this aspect, it is instructive to identify how all three Programmes looked to ensure that their programmatic approach dovetailed with existing national strategies.

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<sup>15</sup> <https://betterwork.org/about-us/the-Programme/> on 18/09/2020

<sup>16</sup> Amplifying Impact – Better Work Strategy 2018 – 2022 p.5

<sup>17</sup> Ibid p.2

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The **BFC** Programme continues to be linked with Cambodia’s Rectangular Strategy (RS) -Phase IV. Growth, Employment, Equity, and Efficiency. “Building the Foundation Toward Realizing the Cambodia Vision 2050” is a five-year economic and social development strategy developed by the Supreme National Economic Council (SNEC) and covering from 2019-2023. It had been approved and published and has included priorities that fully fit with BFC’s purpose, mandate and strategy, in following areas:

- Institutional reform and capacity building;
- Strengthening the effectiveness of public sector inspection and audit mechanism;
- Undertaking studies aimed at supporting the preparation of a policy framework to promote the corporate social and environmental responsibility of private sector in terms of addressing social and environmental protection issues;
- Updating and implementing the Neary Rattanak Strategic Plan by streamlining gender in the development policies and plans in every sector and at every level;
- Formulating and implementing the garment and footwear sector development strategy to improve competitiveness, create value-addition;
- Strengthening the quality and effectiveness of work inspection on compliance with the labour law, the law on unions, the law on social security and international labour standards in order to improve workers’ rights, freedom of association, the working conditions, travel to work safety of workers-employers; and
- Improving the industrial relations by reinforcing the work dispute settlement mechanism, better enforcement and proper interpretation of legal provisions including international labour conventions.

The National Strategic Development Plan (NSDP) 2019-2023 provides the roadmap for implementing of the Rectangular Strategy. The following key NSDP elements link strongly with the BFC’s current specific support of the long-term strategy for Cambodia’s garment sector.

- Increased the minimum wage for garment, textile, and footwear workers from US\$153 to US\$170 per month for 2018 and since then has risen to US\$192 in 2021. Further, Better Factories Cambodia -BFC strengthened the implementation of the Labour Law and International Labour Conventions.
- Issued directive to the owners of the factories, enterprises, and establishments to allow pregnant women to leave the work place at least 15 minutes early and allow Cambodian Muslim workers to use traditional Islamic clothing. Encouraged factories to prepare breastfeeding rooms for women having children whose age are under 12 months and to have a crèche (day-care center) for women having children whose age are over 18 months.
- Issued measures to prevent fainting accidents by requiring all factories and enterprises to inspect the technical conditions and surroundings of the factory to ensure safety before letting workers to work.

The Cambodia Industrial Development Policy 2015-2025 (IDP) aims to restructure the Cambodian industry from a labour intensive to a skill driven industry and succinctly denotes on labour market and industrial relations: strengthening tripartite labour relation mechanism amongst the government, employers, and employees through the Labour Advisory Committee in order to promote mutual understanding. BFC’s work will contribute to the implementation of the IDP, particularly, in the following areas:

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- Initiate research on the relationship between employees and employers in order to identify good practices in addressing systemic resolutions of industrial disputes, which could enhance labour productivity, i.e., professional training on addressing workers' issues in line with the existing labour law and regulations;
  - Strengthen the working conditions auditing mechanism by extending the BFC programme or by exploring the possibility to form a joint task force to conduct regular audit to reduce the number of audits and promote audit effectiveness. This task force must report to the Royal Government regularly;
  - Review the Labour Law and Law on Social Security to assess their strengths and weaknesses in order to emphasize the role of employers and unions in the process of labour market development while considering the balance between the need of development and well-being of workers.

The BFC Programme in this current phase has shaped its focus to support industry partners in achieving a sustained culture of compliance. This includes a strengthening of working conditions auditing mechanism through collaboration and partnership with national constituents and international partners around industry-level issues which is well attested on its relevance. The previous evaluations and studies at global and national levels also echo validations of BFC relevance.

The **BWI** Programme was developed through a comprehensive consultative approach to ensure the relevance of the Programme in addressing the specific Indonesian challenges in garment and textile industry. The Programme ably reacted to various demands and suggestions from all tri-partite partners after the Strategic Compliance Planning meeting initiated by BWI that was held prior to the launch of the current phase of the Programme.

The garment and textile industry does not have a specific road map on labour issues although it is consistently referred to by the government as a priority. The garment and textile industry strategy is spread across the Textile Road Map 4.0, RIPIN (National Industrial Development Master Plan) 2015-2030, State Investment Committee (KIN), and RPJMN (medium term development plan). Those documents only focus on improving productivity through skills and competencies improvement, promoting local materials, providing incentives, taxes, promote technological innovation, and protection of intellectual property but do not cover aspects like social dialogue and decent work.

The **BWV** Programme has ensured over the lifetime of its intervention that it has recognised and aligned itself with Vietnam's social economic development strategy. For example, it provided input and expert help during Vietnam's negotiations of the Comprehensive and Progressive Agreement for Trans-Pacific Partnership (CPTPP) which was originally the Trans-Pacific Partnership (TTP) and the EU-Viet Nam Free Trade Agreement (UVFTA).

In its current phase the Programme has recognised the importance of remaining an active partner with the government with the focus now on the implementation of the country's labour laws and regulations into its legal framework as a result of Vietnam's commitments under free trade agreements. Both the CPTPP and the UVFTA include labour provisions which are now reflected in the latest Vietnam labour laws and regulations. The revision of the Labour Code is the first and most important step in this process and the revised Labour Code was submitted to the National Assembly for approval by the end of 2019.

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Looking forward the BWV Programme is already anticipating the potential change in landscape and focus of BW support as Vietnam looks to comply with its labour commitments and align its labour laws with International Labour Standards on freedom of association, collective bargaining, forced labour, child labour and non-discrimination. These reforms would seem to indicate the government's willingness to encourage inclusive growth, development and increased international integration, through a strategy that harnesses trade and investment opportunities. Party Resolution No 6 in November 2016 and Party Resolution No 27 in May 2018, made clear the State's intention to intervene less in the labour relationship and to promote collective bargaining and dialogue as the key means of settling terms and conditions of work. This would appear to give additional opportunities for the BWV Programme to further support and encourage these ambitions.

All three Programmes have a good understanding of the national context and the national strategies that impact upon their work. A consistent factor across all three Programmes was the importance attached to having staff in place that understand the national context. Not only does this provide the BW Programme with useful insight regarding what approaches may or may not work, it also creates within key non-ILO partners the belief that the ILO and the BW staff have the level of knowledge and expertise to make their intervention effective. This is dealt with more fully under the 'effectiveness' section but is worthwhile mentioning here as it is critical to ensuring the BW Programmes remain attached to national context.

As well as aligning with national strategies it is recognised that the BW Programmes must align with the Decent Work Country Programmes (DWCP) and adapt to any changing priorities over time. The BFC Programme strategy aligns with the Better Work's stage IV strategy (2017-2022) which aims to expand its impact from 2 to 8 million workers and up to 21 million family members in Better Work's Programme countries<sup>18</sup>. For instance, the Better Work's Programme supports the strengthening of national institutions from both a policy/regulation and capability perspective. In Cambodia, the Programme is tailored to the national context and ILO decent work priorities and DWCP 2019-2023 has strongly supported the current BFC's phase in particular priority 3 "*Social dialogue, industrial relations and rights at work improved in line with international labour standards, including for migrant workers*". Also, under priority 2 outcome 2: *expanding economic opportunities*, and the sub-outcome 2.2: *public institutions, businesses, and entrepreneurs, drive improved economic productivity and competitiveness, greater innovation and adaptation of new technology and resilience to shocks*. This includes, where appropriate and relevant the offering of technical and policy assistance at the highest levels of government – for example via SNEC, the Science and Technology Council, and strategic-level ministries. And outcome 2.3 on access to safe and healthy working conditions.

The DWCP for Indonesia is the third Programme covering the period from 2020 to 2025. The previous DWCP was completed in 2015 and at a subsequent high-level consultation meeting in June 2016 the tripartite constituents agreed on three key priorities for the future DWCP:

1. Effective social dialogue that promotes sustainable business and workers' welfare
2. Job Creation and youth employment
3. Enhancing protection for vulnerable groups of workers

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<sup>18</sup> Better Work: Stage IV Strategy – Third Annual Donor Report 2019.



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Due to the process of One UN (United Nations) system in Indonesia in supporting the Government and people of Indonesia that started in 2019, the ILO Jakarta Office needed to refine the draft DWCP to be in line with the draft United Nations Sustainable Development Cooperation Framework (UNSDCF) 2021-2025. This DWCP now contributes to priority national and global development targets and aims to contribute to UNSDCF 2021-2025.

Thus, this evaluation has no observation on how well the Programme has adapted to changing priorities and needs within the DWCP since it is a relatively new DWCP and the previous DWCP ended in 2015. However, the BWI Programme is well aligned with the current DWCP and Priority No.1 ‘*Effective social dialogue that promotes sustainable business and workers welfare*’<sup>19</sup> and its associated outcomes:

- Outcome 1.1 Effective industrial relations for improved working conditions and productivity
- Outcome 1.2 Increased labour compliance and the implementation of OSH
- Outcome 1.3 Effective wage policies to promote fair and decent wages through improving minimum wages setting and wage setting practices

The current DWCP for 2017-2021 for Vietnam (DWCP-V) was signed on 5 December 2017 between ILO and the government of Vietnam in which the following priorities are identified and can be viewed as a continuity the DWCP for 2012-2016.<sup>20</sup> The DWCP is aligned with the Vietnam national Socio-Economic Development Plan for the 2016-20 and the following priorities are identified:

- Promote decent employment and an enabling environment for sustainable entrepreneurship opportunities;
- Reduce poverty by extending social protection for all and reduce unacceptable forms of work (i.e. child and force labour), especially for the most vulnerable; and
- Build effective labour market governance (i.e. new industrial relation framework) compliant with fundamental principles and rights and at work.

The BWV Programme aligns with key outcomes and priorities in Vietnam’s DWCP (2017-2020), especially the following outcomes;

- Outcome 1.2 More women and men working in the informal economy engage in decent work through increased formalization;
- Outcome 2.2 Unacceptable forms of work, especially child and forced labour, measurably reduced;
- Outcome 3.1 Effective industrial relations systems built in line with international labour standards and fundamental principles and rights at work;
- Outcome 3.2 Labour inspection strengthened and preventative OSH culture instilled with a view to increasing decent work for women and men, and particularly young workers.

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<sup>19</sup> DWCP Indonesia 2020-2025 p.29

<sup>20</sup> (i) Improving the quality and sustainability of growth through high quality of human resources, decent employment and sustainable enterprise development; (ii) Promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantaged and vulnerable groups; and (iii) Contributing to Viet Nam’s aim to become a “modern-oriented industrialized nation” through strengthening labour market institutions and governance. See details here

[https://www.ilo.org/hanoi/Countriescovered/WCMS\\_434270/lang--en/index.htm](https://www.ilo.org/hanoi/Countriescovered/WCMS_434270/lang--en/index.htm) and [https://www.ilo.org/wcmsp5/groups/public/---asia/--ro-bangkok/---ilo-hanoi/documents/genericdocument/wcms\\_434270.pdf](https://www.ilo.org/wcmsp5/groups/public/---asia/--ro-bangkok/---ilo-hanoi/documents/genericdocument/wcms_434270.pdf)

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- Outcome 3.3 Decent work opportunities increased through integrated approaches to compliance and workplace innovation applied at sectorial and workplace level for sustainable enterprise development
  - Outcome 3.4 Deepened commitment to ratify and apply international labour standards

Relevant stakeholders e.g. MOLISA and the Vietnam General Confederation of Labour (VGCL), stated there have been no significant changes in the needs and priorities for them. The CTPPT and the UVFTA Free Trade Agreement both contain provision that reinforces the priorities identified in the DWCP-V. In the previous phases, the emphasis was on legal development (drafting and developing laws), and now – going forward – there is a change in emphasis toward implementation. This is certainly something the BWV Programme should continue to accommodate and support during what is left of its current phase. There is no evidence that the COVID-19 pandemic has any impact on the need and priorities identified in the DWCP-V for relevant stakeholders yet.

As with ensuring strategic fit at a national strategy level all three BW Programmes have ensured they remain relevant to the DWCPs. There has been little change in DWCP priorities or focus over the life of the three Programme phases that this evaluation covers. But there is nothing to suggest that any of the three Programmes could not (or will not) react to those changes if required. The appearance of BW Programme priorities and outcomes within each DWCP attests to the engagement of the three Programmes with the DWCPs.

As well as being relevant and achieving a strategic fit at the macro level all three BW Programmes need to be relevant to the various constituent parts of their Programmes including the tri-partite members and other key, national stakeholders.

The **government of Cambodia (RGC)** is a key stakeholder and as already noted this current phase of the BFC Programme has ensured its strategic fit with RGC national policies. Yet it does not logically follow that strategic fit and relevance are synonymous. The BFC Programme has worked well over its 20-year association with RGC to promote relevant BW principles and ideals and create the environment (including capacity building support) to advocate that BFC relevance and RGC garment sector objectives are complementary.

The BFC Programme was a catalyst in creating the Better Work (BW) Global Programme and the RGC has supported the work Programme of BFC by signing a memorandum of understanding (MoU) between the ILO-BFC and the Garment Manufacturer Association in Cambodia (GMAC) and partially financed the Programme every year. In 2019, the RGC signed an MoU with GMAC and the ILO for the purpose of continuing to work together to improve working conditions in the textile and apparel sector including the travel goods and bag sector of Cambodia.

The RGC has been making efforts to raise its competitiveness and diversification, as noted in its Rectangular Strategy-Phase IV and the NSDP 2019-2023. The Programme was intensively involved in the development of the Garment Footwear and Bags Sector Development Strategy during 2016 and 2018 in the previous strategic phase and an outcome of this is that the RGC is now finalizing the draft Garment Footwear and Bags Sector Development Strategy. This willingness to include the BFC Programme in this ‘new’ sector expansion indicates a good level of understanding and appreciation of the relevance of the BFC Programme to Cambodia and the ability and willingness of the Programme to react to changing priorities and remain relevant. This desire for BFC to become involved in this area was also highlighted by other stakeholders. *“We would like to see the BFC move into this field as it has done in the garment sector. This will help protect our*

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*brands as the last thing we want is to find forced labour, child labour or sexual harassment in this sector after managing to reduce those aspects in the garment sector”.*

Another emerging area of relevance for BFC may be generated from the recently signed Free Trade Agreements (FTAs), Regional Comprehensive Economic Partnership (RCEP) agreements, which are expected to be comprehensive regional agreements that lay the foundation for the ASEAN to solidify its efforts, and deepen and broaden its engagement with Australia, China, Japan, Korea, and New Zealand. Cambodia is also studying the possibility of having a bilateral FTA with India, which, it is thought, could be the world's biggest FTA and will emphasize the support for an open, inclusive, and rules-based multilateral trading system. The BFC Programme would be well placed to support and guide the RGC in meeting international standards in areas such as improved working conditions, labour standards, and skills development to attract high value added and sustainable investment Cambodia.

The **BWI Programme** in its current phase consulted closely with its constituents including the government. The core services provided by BWI are relevant to government need, in particular the Programme supplies capacity in helping to ensure compliance given a lack of government resources in this area. There is a lack of labour inspectors on the ground and the services provided by the Programme helps the government ensure compliance in garment and textile sector, while at the same time helping to protect worker's rights. BWI plays an important role in providing clear explanation to the stakeholder about government regulation through its advisory services. The training provided by BWI to serve the private sector (factory, buyer) and public (on social dialog) is also developed based on the needs of the labour inspectorate and other key labour functions including labour administration, and dispute settlement. The Programme also plays an important role in highlighting and brining focus upon labour law in key areas such as wages.

The BWV Programme ensured that its current phase recognised the government of Vietnam's plan to build the capacity of its institutions to implement its labour laws and regulations as well as the new industrial relation framework. It looked to ensure its relevance to this by providing a platform for dialogue and partnership amongst governmental agencies, international organizations (including NGOs), businesses, and Trade Unions on labour issues. Many of those interviewed appreciated this particular role of the BWV Programme. MOLISA officials reported that the Labour Inspection Agency (under MOLISA) has considered the BWV as its own “extended” arm to advocate good labour standards/practices.

The agency even suggests that the work performed by BWV has created some form of positive, ‘spill-over’ effect so that the whole garment sector is now aware of such practices and the number of firms seeing the benefit of good labour practices and adopting them is on the rise. They were pleased to report the continued relevance of the project. Similarly, VCCI and VGCL reported their satisfaction with the Programme and overall, the PAC members are satisfied with the current relevance of the BWV Programme.

As previously noted, all three Programmes dedicated much time and consultative effort into the development of their current phases with respect to ensuring a good strategic fit both with the broader BW Programme and their respective national strategies. It is therefore perhaps unsurprising but still positive to record that **all three Programmes have ensured relevance at the national governmental level**. As before the key to this relevance is proper preparatory work with the tripartite members and ensuring the right stakeholders are identified and engaged. Once more the effectiveness of this approach rotates back to having knowledgeable, respected, (often national)

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staff involved throughout the process. This is more fully reflected in the ‘Effectiveness’ section (see p.30).

The Programme must also look to be – and remain – relevant to other key constituents such as employers / manufacturers, workers, Trades Unions, federations, and confederations. The BFC Programme has addressed their needs by making improvement in operational practices, working conditions, and occupational safety and health (OSH) practices. BFC’s training services look to improve the factory’s management capacity and skills which helps build the confidence of buyers/brands in the ability of manufacturers to deliver upon their contractual obligations. It has also worked on labour compliance and has created a clear agenda to work with unions, federations, and confederations who are key players in the garment sector. The BFC Programme’s relevance to manufacturers and buyers is demonstrated by one of its core services, the factory assessment report. This reporting helps engender buyer trust in factory management through officially released data reflecting progress over time.

From the perspective of ‘*international brands*’, BFC strategies and objectives are relevant. The Programme has been key in shaping Programmes through its services that have helped serve the demands of international brands. For instance, the partnership with the Programme around issues of sexual harassment, and risks around worker transportation. The brands have shown their commitment to supporting the implementation of the sector strategy which was drafted in a previous strategic phase and the development and implementation of the roadmap for sustained compliance during this current phase. This commitment is also manifested in support to strengthen factory capacity to develop or improve internal systems on OSH, HR, and IR which are critical to sustain the compliance. The brands have also worked relatively closely with BFC and some have played a particularly proactive role in encouraging Cambodia to become an ethical supply source.

The BWI Programme is relevant to the needs of those other constituent stakeholders. Factory relevance has, like BFC, focused on improving working conditions, social dialogue, and occupational health and safety (OSH) practices through its 3 core services (advisory, assessment, and training). Similarly, a key and relevant need to gain buyer trust is addressed through its assessment report. The Programme also places attention on Trade Unions and continuing issues on wages and human rights, for instance harassment and discrimination through providing technical assistance in fostering social dialog and improving the capacity of the Trade Unions through various training in each region (West Java, Central Java, DKI Jakarta and Tangerang). Yet it should be noted here that not all Trade Unions feel fully included in the Programme and there is a perception they are not viewed as core partners. Four of the largest garment federations recognized by the Indonesian government participate in the Programme. For its *development partners* (APINDO, API) the Programme remains relevant as it addresses the buyers need for adherence to international compliance standards. It also aligned with the APINDO goal for business sustainability that considers 3 aspects: people, profit, and environment.

The BWV Programme supports enterprises in the labour intensive garment sector to improve the labour compliance and labour standards by implementing the ILO core international labour standards and national laws. Factory representatives fully appreciated the relevance of the BWV programming and activities. They recognised that implementing good labour practices assists factories in the recruitment and retention of their workforce, which are critical factors in being able to fulfil expert orders. The Performance Improvement Consultative Committees (PICC) which serves as mechanism to promote social dialogue at the factory level has helped facilitating understanding between employers and workers. “*I think the PICC committee is playing a significant*

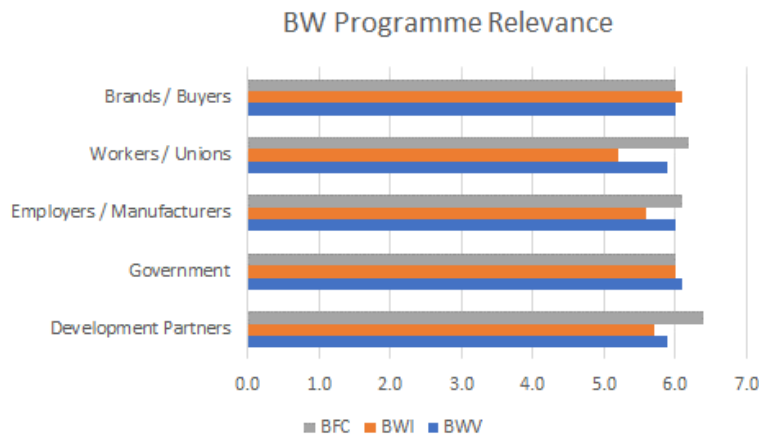
*role in how we work. Before we had to walk into the manager's office to raise our issue, which is hard to do and often our issues would be overlooked. Now everything is transparent”<sup>21</sup> “Since becoming a PICC member, it has been much easier to propose some OSH improvement suggestions to the management Board and then implement them in the factory”.<sup>22</sup>*

BWV is playing an increasing role in helping brands and buyers to better manage their supply chains in Vietnam. In more recent years, this has become increasingly relevant as Vietnam garment sector’s share in the global market increases. BWV helps to mitigate risk and remedy poor working conditions by supporting registered factories to improve adherence to labour standards and laws and through its factory assessments.

The tri-partite nature of the BW Programme provides an excellent opportunity to ensure all three Programmes remain relevant to other key stakeholders including **employers / manufacturers, workers, Trades Unions, as well as federations, confederations, brands / buyers, and donors.** As noted above all the Programmes engaged with those constituents in the development of their current phases to ensure relevance. The role of the PAC and the regular PAC meetings have proved a useful vehicle in allowing the Programmes to monitor relevance of the Programme and their associated capacity building activities. The Programmes have been able to collect and understand common issues and advocate for addressing these collectively.

Figure 2 below reflects key stakeholder groups of the three country Programmes and their perception of the relevance of the BW country Programme where ‘0’ is ‘not at all relevant’ and ‘7’ is ‘fully relevant’.

Figure 2: Relevance of BW Programme to stakeholders



*Source: Interview questions*

Figure 2 indicates what was assessed from the desk review and interviews that all three Programmes are viewed as highly relevant across all stakeholder groups. This is an excellent result not only as it demonstrates on-going country level relevance, and it also supports the generally held belief that the Programmes try – and broadly succeed – to reflect the needs of all their stakeholder groups.

<sup>21</sup> 3<sup>rd</sup> Annual Progress Report Jan – Dec 2019, p.56

<sup>22</sup> BW Vietnam Annual Report 2019 p.9

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Given that the country level stakeholders are also the BW Global Programme stakeholders, and the overarching vision of the BW Programme is reflected in the country Programme objectives it can be argued that country level relevance broadly equates to Global Programme level relevance.

The donor community have been largely content with the direction of travel of the three Programmes and their current phases. They see the Programmes as relevant to their wider objectives in improving living and working conditions for the workforce in Cambodia, Indonesia, and Vietnam. *“We conducted a long process to assess engagement with ILO and the BW Programme. At the end of that process...we pledged...unearmarked funding as we realized that the BW Programme and its constituent parts (including BFC, BWI, and BWV) was fully aligned with our strategies and objectives”*. The one area where all donors have expressed some concern (to a greater or lesser degree) is in each Programme’s approach to sustainability. This is addressed in full under the ‘Sustainability’ criteria (see p.66).

The three Programmes have looked to adapt and maintain relevance when necessary. This is most notable across all three Programmes when considering their response to the Covid-19 pandemic. This is more fully examined under the ‘Effectiveness’ criteria in this report (see p.30), however it is worth highlighting here that each of the three Programmes reacted quickly to ensure the support offered remained relevant in a rapidly changing environment. The Covid-19 pandemic demonstrated the need for the Programmes to remain relevant. And there is indication that some partners and stakeholders to the Programmes are identifying one new area where they see a need for support (environmental issues) and one existing area which requires on-going support (gender issues see p.74).

The general trajectory of global concern is very much focusing on the environment and on the sustainability of the natural resources of the planet. This is beginning to manifest itself most notably in the agendas of the donors and brands and is being flagged as a future key lens through which their engagement with the Programmes may be assessed. However, each stakeholder group and some of those within the same stakeholder group have differing views on the depth of involvement that the Programmes should exercise. Some view it as a pivotal requirement of the Programmes going forward others are content for the Programmes to identify potential partners such as the Sustainable Apparel Coalition (SAC) with whom to work. Regardless, the Programmes and – by extension – the entire BW Global Programme – will need to concern themselves with the strategic approach to be taken in this area.

These changing areas of foci for different stakeholders to the BFC, BWI, and BWV Programmes creates a potential for donor driven programming. It is imperative therefore, that all Programmes continue to exercise evidenced-based, decision-making processes when reviewing potential shifts in focus and activity. This is especially crucial when considering a shift from the garment sector into other possible sectors including travel goods and bags sector. Whilst there are many potential advantages in replicating good practice across different sectors and economies of scale to be gained, there are implications for the dilution of existing activities, overstretching Programme resources, and for sustainability.

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## FINDINGS:

- All three country Programmes have worked closely with appropriate national actors and other key stakeholders to provide the best possible opportunity of designing a Programme that suits national need.
- The reference to current national strategies and the Programmes' integration within those strategies is well documented.
- The Programmes have also ensured that they engage with – and remain relevant to – the other tri-partite constituents and to the wider garment sector community.
- As well as reflecting the relevance of their work within a country perspective the three Programmes have remained relevant to the broader vision of the BW Global Programme and further reflected the needs of their donors. There is no evidence that any of the Programmes are donor driven.
- The Programmes will need to continue to deploy evidence-based decision making when reviewing and reshaping Programme activity. To remain relevant the Programmes will need to assess expansion into other areas whilst considering the resource and sustainability impact on the Programme.
- Remaining relevant requires employing knowledgeable staff that are fully aware of the national context in which the Programme is operating.

## Design and Coherence

### Evaluation questions:

- To what extent is the design of the Programmes based on a thorough analysis of the specific context, to address the root causes of the development issue they are aiming to solve/contribute to solving?
- Was the design based on a sound gender analysis?
- What are the strengths and/or weaknesses of the analytical approach across the Programmes?
- To what extent do the Programmes design (outcomes, outputs, and activities) and their underlining theory of change remain logical and coherent?
- How well do different stakeholders understand the Programmes' theory of change?
- To what extent were the principles of Results-Based Management applied?
- How realistic were the risks and assumptions upon which the Programme logic was based?
- To what extent have the Programme strategies, within their overall scope, remained flexible and responsive to emerging priorities, including the COVID-19 pandemic?
- What have been the comparative differences and similarities across the three Programmes?

The broader BW Global Programme is currently at the half-way point of its 2018 – 2022 strategy<sup>23</sup>. Its design has produced the interventions already noted in the relevance section of this report along with the following outcomes.

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<sup>23</sup> Amplifying Impact – Better Work Strategy 2018-2022

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- **Outcome No.1:** By 2022, Better Work will have accelerated improvements in working conditions and business competitiveness through in-factory services.
  - **Outcome No2:** By 2022, Better Work will have influenced global retailers, brands, and manufacturers to establish business practices that promote decent work outcomes in supply chains.
  - **Outcome No.3:** At the national level, ILO, IFC and BWG will have strengthened institutions and influenced policies that foster decent work and improved business competitiveness.
  - **Outcome No4:** Better Work will have influenced regional and global policy on decent work and the SDGs with its unique evidence base and proven examples of success.

When examining the three country Programmes it is important to identify if their design contributes to the outcomes identified by the BW Global Programme.

The BFC **Development Objective** is to improve the lives of male and female workers, their families and communities, and to strengthen the competitiveness of the Cambodian garment and travel goods sectors. The Programme expects to achieve the following outcomes:

- **Outcome 1:** sustainable improvements in working conditions and business competitiveness in garment factories accelerated, with a special focus on addressing gender discrimination issues
- **Outcome 2:** a culture of compliance in the industry is enhanced through BFC support provided to tripartite constituents and other industry stakeholders.
- **Outcome 3:** global retailers, brands and manufacturers influenced by BFC on creating and expanding partnerships in support of the creation of sustained compliance in a competitive and fair garment industry, by the end of 2022.
- **Outcome 4:** policies and practices of factories, manufacturers, brands, and tripartite constituents informed by data and knowledge provided by BFC.
- **Outcome 5:** continued improvements in BFC Programme governance and engagement by tripartite constituents.

The BWI **Development Objective** is to ensure the garment workers are protected and women empowered to actively contribute to an inclusive business environment that respects workers 'rights and that is supported by responsible business practices in the supply chain, effective social dialogue and conducive labour market policies and institutions. The Programme expects to achieve the following outcomes:

- **Outcome 1:** increased number of factories which internalized decent work in their culture and systems, and are better equipped to comply with the law, improve working conditions and promote inclusiveness.
- **Outcome 2:** social dialogue is institutionalized, inclusive and increasingly made effective and supported by social partners.
- **Outcome 3:** brands and other supply chain actors increasingly commit and engage with BWI and support the factory improvement process.
- **Outcome 4:** sustainable mechanisms for effective and evidence-based labour market policies and institutions in the garment sector and beyond are strengthened.

The BWV **Development Objective** is to deliver an integrated service model to improve working conditions and business competitiveness by assessing compliance with national laws and



international labour standards and offering integrated training and advisory services that support continuous workplace improvements. The Programme expects to achieve the following outcomes.

- **Outcome 1:** accelerated improvements in working conditions and business competitiveness in participating factories, while expanding its footprint and positive impact throughout the industry.
- **Outcome 2:** brands (buyers), vendors and supply chain intermediaries demonstrate greater commitment to the Better Work model and approach and adopt business practices that support improved compliance and enterprise sustainability across their supply chains.
- **Outcome 3:** strengthened national institutions and deepened their role in promoting and implementing the Better Work model and secured greater institutionalization of lessons and good practices in national policymaking.
- **Outcome 4:** enhanced overall Programme sustainability through reforms to the organizational model. Within the above priorities lie BWV's focus on bringing positive change for women's economic and social empowerment and gender equality in Vietnam.

Table 1 - Country Programme outcomes contributing to BWG outcomes

BWG	Outcome 1	Outcome 2	Outcome 3	Outcome 4
BFC	Fully	Fully	Fully	Partially
BWI	Fully	Fully	Fully	Partially
BWV	Fully	Fully	Fully	Partially

Table 1 above highlights how each Programme's outcomes contribute to the outcomes of BWG. It can be seen there is consistency across all three Programmes. The partial support for outcome No.4 is not unexpected given that this is an outcome focusing on the global and regional level.

**The BFC's Programme** in this current phase was built on feedback from key stakeholders and partner consultations held in October 2018 by an independently contracted firm and recommendations from the previous phase evaluation. The design process was thorough with industry stakeholders and tripartite constituents concluding that more needed to be done to ensure that progress continues and eventually leads to a garment sector that has transformed into a competitive industry where:

- worker rights are respected;
- employers and worker representatives solve problems through mature social dialogue;
- institutions can intervene, advise, and enforce as required, and;
- brands support continuous improvement through stable orders and fair prices.

Results of the consultation were fundamental to a development of the vision document which was endorsed by the Project Advisory Committee (PAC) and it is the basis of this phase of the BFC Programme. The national constituents and partners recognize the immediate role that BFC should continue to play at the factory level, with an emphasis on factories that perform below average, as well as creating 'role models' among factories that can inspire the rest of the industry.

The Programme created a gender component in 2017 to push gender equality and mainstreaming into daily work at factories. However, the Programme did not at that point have sufficient tools and guidelines on how to deal with gender dynamics and gender challenges effectively in its work.

The Programme team identified that they needed to start with building capacity within their own team first and then consider how to integrate gender into relevant Programme activities. One year later, partially informed by the work undertaken by BFC in this arena, the BW Global Programme developed its own overall gender strategy.

Table 2 - BFC Key Performance Indicators (COVID-19 adjusted)

<u>Key Performance Indicators</u>	<u>Baseline</u>	<u>Mid-line</u>	<u>Target 2022</u>	<u>Target 2020 (original)</u>	<u>Target 2020 (revised)</u>
Total number of workers impacted by BFC	616,482	<u>610,000</u>	610,000	<u>610,000</u>	<u>610,000</u>
Number of factories impacted directly by BFC	537	530	530	530	530
Average non-compliance rate on publicly reported issues	14%	13%	12%	13%	14%
Percentage of factories that have put sound management systems in place for Human Resource Management and Occupational Health & Safety	37%	40%	42%	40%	35%
Average non-compliance rate on gender-sensitive compliance questions	12.80%	11%	10%	11%	12.80%
# of initiatives with support from BFC to improve workplace compliance taken by any of the tripartite constituents	0	4	6	4	4
# practices and inspection tools and approaches of the MoLVT changed for improved inspection (inspection tool, quality procedure for unknown factory visits)	2	4	5	4	3
Number of global retailers, brands and manufacturers participate in the roadmap consultations and validation. (Roadmap developed with business partners)	N/A	15 business partners	15 business partners	15 business partners	15 business partners
Number of requests for use of BFC data or specific analysis of BFC data by constituents and main partners.	N/A	5	8	5	5
Percentage of cost recovery rate for core services	82%	84%	87%	84%	80%

Overall, the Programme implementation remains coherent with its expected outputs and outcomes, although there was an adjustment of the operational activities and support to industry partners given the strong implications of the COVID-19 pandemic as shown in Table 2 above. However, there are partial delays across activities toward achieving each outcome. The delay has subsequently made a slight revision on outcome targets for 2020 in particular outcomes **1** and **2** although these are unlikely to affect the overall output and outcome targets for 2022. The Programme, during this critical pandemic period, has been trying to respond to changing needs of factory management and workers and meet the needs of the constituents on pressing safety and health issues related to COVID-19 through virtual delivery of training and advisory services and technical support, sharing of communications materials on COVID-19 prevention, and trainings.

As previously highlighted **the BWI Programme** utilised reporting from the previous phase of the BWI along with intense consultation with tripartite and other stakeholders in the design of this current phase of the Programme. Critical to the design the role of the Enterprise Advisor (EA) was identified. The EA role was designed to provide capacity in helping to deliver the 3 core services of the Programme with a key objective of improving the results from factory assessments. Additionally, training services are seen as a key part of the Programme design and there is some stakeholder feedback, from factories and Trades Unions primarily, that the Programme needs to ensure its training is customised and tailored to the specific challenges of each factory / company.

The Programme is further designed to focus on improving the capacity of existing Trade Unions and promoting social dialogue. However, some Trade Unions still feel they are not fully involved in the Programme, are marginalised within the factory and that the Programme is not pro-active in its approach to dealing with this issue. They are still keen to work with the Programme and would welcome closer cooperation and improved communication to find solutions to these challenges. A further design challenge for the BWI Programme concerns how to deal with the different focus of the garment and textile industry across Indonesia. For example, the garment and textile industry in West Java is considered as a sunset industry while in Central Java, it is considered as a sunrise industry. Having the PAC operate at a provincial level would provide improved data for the development of the Programme within that province.

The design requirement of the Programme to the buyers, that once the buyer becomes a member of BWI, it should stop their own audits, is effective and attractive to both buyers and factories. The buyers are also willing to use BWI audit reports as their reference as its main purpose is to encourage companies to comply with labour regulation and good business practices. Improvement. To maintain the quality of the services of the Programme, the stakeholders suggest that BWI should first; communicate how the assessment process is conducted by BWI. *Secondly*, BWI should assist the industry in gaining greater access to wider markets, possibly through facilitating business matching that links buyers and factories. *Third*, for compliance, BWI should not only ensure compliance at the factory level but encourage the buyer to provide supply chain accountability. Considering the COVID-19 pandemic, some buyers breached long standing purchase agreements and one factory suggestion was that the buyers create a ‘contingency fund’ upon which the factories can draw if a similar situation occurs where supply is disrupted and orders cancelled or postponed.

Table 3 - BWI Key Performance Indicators (COVID-19 adjusted)

Key Performance Indicators	Baseline	Mid-line	Target 2022	Target 2020 (original)	Target 2020 (revised)
Percentage of factories with no non-compliant publicly reported issues.	14%		30%	22%	20%
Average non-compliance rate on gender-sensitive compliance questions	3.20%		1.50%	2.50%	2.00%
Percentage of factories satisfied with the quality, added-value and integration of assessment, advisory and training services	70%		90%	80%	80%
Percentage of factories adopting a roadmap approach	na		40%	20%	15%
Number of factories participating in training and industry seminars on management systems	120		90	70	30
Number of factories participating in Diversity Equality Training	8		10	10	5
Number of factories implementing Respectful Workplace Program (RWP) on sexual harassment prevention	5		50	28	10
Number of buyers affiliated with the country Programme	32		35	35	30

With the arrival of COVID-19 there were some adjustments of the KPIs as illustrated in Table 3 above. It is noted that on training, although BWI lowered the goal on the number of training participants it has tried to ensure there is no reduction in the quality of the training material nor the impact to the enterprise. The KPIs continue to address the desired adoption of the ‘road map’ approach, focusing on the number of buyer partner agreeing and committed to supporting the factory road map approach, along with increasing the number of factories participating in training and industry seminars, as well as the number of factories implementing the Respectful Workplace Programme on sexual harassment prevention.

Overall, the Programme has been well designed to address challenges in the garment sector and the needs of the stakeholders through the activities and outputs detailed in the BWI PMP 2019-2022. In this respect the BWI Programme should continue with its methodological approach to design whilst potentially looking to provide more policy input in areas such as labour laws and regulations. The Programme is also well designed to address any potential lack of coordination among stakeholders in the garment and textile industry through the Project Advisory Committee that represents the government, factories, and Trade Unions. However, the Programme was not specifically designed to promote the garment and textile industry in Indonesia, yet some stakeholder groups see this as increasingly relevant for the Programme. This desire for the Programme to expand into areas for promoting specific industries or industry sectors must be carefully assessed. It could bring risk (increasing resources, perception of bias) as well as reward to the Programme.

The **BWV Programme** is currently in phase III from a pilot launch in 2009 (focusing only in Ho Chi Minh cities and surrounding provinces) into the current operation where its coverage has continuously expanded and is now present in all three regions of the country. Like previous phases, the current BWV Programme (2017-2022) is designed to provide direct intervention in registered factories within the garment sector and to provide technical support to enhance government efforts in improving the country’s labour issues.

The Programme has been able to build on the achievements of its previous phases, capitalizing on the relationships established with key partners, and utilizing/adapting the core services and training packages developed. BWV is also able to build on lessons learned regarding (i) delivery of services, and as a result the “bundled” service delivery format of BWV (which combines assessment with advisory and training services in one membership package) has been developed; as well as (ii) ownership, building capacity and collaboration between different agencies so that effective policy advocacy work on labour market policies could be implemented (i.e. expanding what is good and what is valued by its core stakeholders). Most importantly, BWV has realized that a new approach is needed, and changes have to be made to the current BWV business model for it to be sustainable and to be able to respond to all challenges faced by the sector (i.e. to upscale and broaden its impact at the industry level).

Table 4 - BWV Key Performance Indicators (COVID-19 adjusted)

Key Performance Indicators (baseline)	Baseline	Original target 2020	Revised target due to Covid 19	Target 2022
Number of workers impacted by BWV (HI4)	670,840	750,000	700,000	1,000,000
Number of active factories impacted directly by BWV (HI1)	<u>299</u>	423	400	500
Number of non-BW factories receiving BWV training <sup>[v]</sup>	40	30	25	100

Number of BWV factories receiving complementary core services through collaborative initiatives	0	5	3	10
Number of factories in other sectors receiving Better Work services	0	25	15	50
Percentage of factories that are eligible for or already in Stage II during the the reporting period [viii] (HI23)	1	2%	1%	5
Percentage of all Assessment Reports produced that are being accessed via subscription by Brand Partners (HI42)	88	95%	90%	80
Percentage of buyers don't duplicate remediation processes	54	67	60%	80
Number of buyers affiliated with the country Programme (HI 41)	95	70	60	80
Number of local brand and vendor forums held	0	2	1	5
Number of local buyer partner representatives who have received specialised BW training	0	10	5	25
Percentage of BW factories receiving training from BW-trained VCCI or VGCL trainers	0	5	3	10
Number of training/knowledge sharing events for tripartite constituents	0	5	3	10
Number of provinces where BW operates, provincial Labour Inspectorates received training by BWV (currently less than 10)	>10	15	12	22
Percentage of persistently non-compliant factories which have received labour inspection supervision	0	50	25	100
National constituents/stakeholders make contribution and engagement with BWV Programme to develop a joint-roadmap for sustainability by 2022	No	Yes	Yes	Yes
Percentage of cost recovery rate for core services (HI39)	47%	92%	85%	100%
The number of BWV core services similarly delivered through agreed partner organizations	0	2	1	5

In line with the other BW Programmes BWV reacted to the COVID-19 pandemic by revisiting its KPIs and adjusting them in light of the new paradigm. It should be noted that whilst many KPIs have been reassessed downward in the short-term, it is anticipated that they will not have a detrimental impact upon reaching the previously determined targets at the conclusion of this phase in 2022. And overall, the Programme design (objectives, outcomes, outputs, and activities) and its underlining are valid in term of what needs to be done to improve labour compliances in Vietnam.

### Theories of change

It must be recognised that each country Programme and their Theory of Change (ToC) is understandably focused on their own individual countries and their identified needs. This evaluation has already established (see Relevance p.10) that the Programmes have done well in remaining relevant to the broad number of different stakeholders with whom they interact and partner. It is heartening to see that all three Programmes have employed real intellectual effort in constructing their relevant ToCs. Diagrammatic representations of all three ToCs can be found at Annex V.

**The BFC Programme** conducted its ToC review in 2019 prior to the launch of this current phase. Their document<sup>24</sup> noted they wished to build on past successes by “*increasing ownership amongst project partners for a more competitive industry characterised by a culture of good working conditions. In addition to an increasing number of factories that opt for BFC’s advisory services, and where there is the opportunity to create sustainable change, the Programme proposed to the Ministry of Labour and Vocational Training to look for ways to create synergies and strengthen capacity*”. The Development Impact statement was reviewed and assessed that “*in its current drafting does read as a desired outcome or impact statement on the impact expected on*

<sup>24</sup> BFC TOC Review 2019

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*beneficiaries, on wellbeing, and therefore it is valid*". From that basis the outcomes, outputs and activities were developed, and the assumptions and risks identified. The various stakeholder groups do appear to understand and accept the ToC with their understanding focusing on key features to improve compliance regarding the national labour law and international conventions and to promote a culture of compliance which all help boost the competitiveness of the garment industry.

**The BWI Programme** ToC has been given careful consideration and key assumptions identified within their country strategy document<sup>25</sup>. The accompanying documents including the PMP, and log-frame documents provide further evidence of the ToC process through which this phase of the Programme passed. Mirroring BFC all stakeholders interviewed had a good grasp of what the BWI was attempting to achieve and how it intends to meet its development objective.

For **the BVW Programme** the ToC was described in their bespoke document<sup>26</sup> on the subject and was developed with underlying assumptions being elaborated in its log-frame and other associated documents. Interviews with tripartite stakeholders (MOLISA, VGCL, and VCCI) suggest that they all have a consistent and fairly similar understanding of BWV's ToC. Similarly, most of interviewed factories seem to demonstrate understanding of BWV's logic of intervention. These interviews also suggest that some business owners and managers are now beginning to perceive good working conditions as a benefit as opposed to a cost, yet this is not universal and further advocacy in this area needs to be conducted. However, there are some misunderstandings by potentially important partners of BWV's logic of intervention. For example, it has been suggested that BWV is mainly serving the better-off firms (mainly FDI or larger firms) who are more able and more likely to comply with vendors' requirements.

Given some similarities with the outcomes envisaged by each Programme the broad concepts regarding each ToC are similar e.g. improved compliance, improved social dialogue, improved working conditions, a tri-partite approach, devolving responsibilities to national / state actors and organizations, policy influence, and supply chain integration.

Each Programme has similar types of outputs to support their own ToC. For example, "*The formation of specific partnerships in support of sustained compliance in different areas (management systems, OSH, HR systems) facilitated*" (BFC output 1.5). "*Management system approaches are institutionalized in core services and adopted by factories to sustain compliance*" (BWI output 1.3). "*The role of Labour Inspectorate in enforcing labour compliance and upholding international labour standards across the industry is enhanced*" (BWV output 3.2). And even when driven down to the activity level all three Programmes provide similar activities. Thus, although the individual theories of change may prima-facie appear different, at a fundamental level they are broadly similar.

Where there is an interesting divergence of thought regarding the individual theories of change is not within the objective / outcome / output / activity log-frame chain but in the assumptions and risks that are identified, or more accurately in how those are addressed.

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<sup>25</sup> BWI Country Strategy Document Final p.15

<sup>26</sup> TOC and Log Frame narrative document 16-09-19

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## **BFC Assumptions / Risks**

- There is sufficient funding from contributions by the RGC, BFC income generation and existing and new donors to finance BFC operations during 2019-2022, particularly BFC's influencing agenda and increased collaboration with the Ministry of Labour.
- Support and ownership of participating advisory service factories/manufacturers continues (Factories receiving advisory services want to improve).
- Political will and support for the Better Work Programme and mission by national constituents in Cambodia, including a willingness and stated commitment to deepen ownership over elements of Programme delivery and commitment.
- Institutional environment enables synergies between BFC and RGC.
- RGC is able to articulate the strategic vision to the industry
- BFC is able to better showcase good companies and buyers that are fully compliant and the cost-productivity benefits of compliance and best practice;
- BFC increases the accessibility of its reports to trade unions and the public as an incentive to improve conditions
- Members of the PAC see the PAC as relevant.
- MoLVT is willing to build its capacity, skills and credibility, ensures consistency of interpretation of the Labour Law, regulations and conventions;
- Trade unions and GMAC are willing to cooperate in gender responsiveness
- High delivery performance by external partners responsible for implementing certain Programme outputs and activities
- High level support and collaboration from global brands, vendors and intermediaries, for the vision for sustainability
- The government is able to articulate clearly a strategic vision for the industry to strengthen its competitive base while upholding labour standards, and for increasing diversification and value-addition within the sector.
- BFC's collaboration with MOLVT is open and effective across MOLVT departments.
- Political and industrial stability remains acceptable to buyers and investors to continue operation in and sourcing from Cambodia.
- The institutional environment to create synergies between BFC and the Royal Government of Cambodia (RGC) remains.
- Stakeholders, particularly GMAC, value public reporting and its intended effect of accelerating compliance improvements. And the transparency reports continue to be able to be reported on at a factory level.
- Staff development and learning culture within the Programme strengthened.
- Healthy and effective financial management ensured in support of strong financial sustainability.
- Political will and support for the Better
- Work Programme and mission by national constituents in Cambodia, including a willingness and stated commitment to deepen ownership over elements of Programme delivery and commitment
- BFC resources (both human and financial) can meet the increasing requests for BFC to work on a variety of industry issues in its current and up-coming phase. This includes resources to implement staff training Programme.
- That BFC has the skills and resources to create and implement the communications strategy.
- BFC staff do not commit fraud and corruption which will seriously damage BFC's reputation and credibility.
- That BFC builds capacity of training staff to reflect potential new training methodologies.

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### **BWI Assumptions / Risks**

- Factories buy into and adopt the roadmap and management systems approach as well as gender and inclusiveness.
- BWI is able to support technically, shows the way and assure the space for the factory to learn, change and sustain that change.
- Gender equality and inclusiveness approaches are mainstreamed throughout all BWI operations and service delivery.
- Gender continues to be a key trend/ concern in the industry.
- The national law continues to require a certain percentage of employment allocated for PWD.
- Factories, buyers and vendors will welcome and participate in IR learning.
- Production managers allow LKSB members to attend the meetings.
- TU are engaged and supportive of the LKSB functions in factories.
- Factories understand the benefits of having functional grievance mechanism and are open and transparent in improving the effectiveness of their GH.
- Examples of good IR practices, mainly work place cooperation and grievance handling are documented and disseminated widely and effectively.
- Learning sessions on IR yield better understanding on the IR situations and roles of each parties in handling IR issues at factories.
- Buyers and intermediaries are willing and capable of contributing to national and policy level debates on issues affecting the sector
- Buyers and intermediaries buy-into the roadmap approach and adapt their systems, approaches and sourcing practices
- BWI easily reaches the supply chain actors and ensures support
- Sub-national tripartite constituents are willing to engage and collaborate with BW and among themselves.
- Ministry of Manpower and technical units are willing to engage with BWI and use BW data.
- Sufficient resources will be made available by the tripartite constituents to sustain tripartite engagement.
- Tripartite actors coordinate with each other at both national and sub-national levels.

### **BWV Assumptions / Risks**

- Operational: Factories are willing to improve compliance
- Operational: Buyers are prepared to engage in discussions with BW to reform sourcing and business practices
- Political: The Government is willing and able to implement policy and legislative changes that support and align with BW / ILO objectives for the garment industry.
- Political: MOLISA, and especially the Labour Inspectorate, is willing to engage with BWV and assume greater enforcement responsibilities in line with the BWV approach
- Strategic: ILO, the World Bank Group and other international institutions are willing and able to collaborate with BW (and BWV) on a policy advocacy agenda to support the garment industry
- Strategic: Buyers believe there is a business case for participating in BW and working to improve their practices
- Operational: Buyers will use their leverage to drive improved compliance at the factory level, as well as bring improvement approaches into closer alignment with BW recommendations.



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- Political: Sufficient numbers of global brands continue to source from Vietnam
  - Other: Developmental objectives aimed at improving workers' lives outside the factories are supported by the willing and able partner organizations.
  - Financial: BWV cannot fully fund the program or is unable to meet revenue and cost recovery targets

It is notable that across all three Programmes similar assumptions and risks are identified. BFC have attempted to group these under headings such as i) Operational, ii) Political, iii) Strategic, iv) Financial, and v) Other. BWV has grouped their assumptions within their ToC as assumptions that fall 'within their sphere of control', 'within their sphere of influence', or 'within their sphere of concern'. There would appear to be potential advantages for all Programmes to be gained by adopting a similar approach to categorising and addressing those assumptions and risks. A combination of categorising assumptions and risks under the BFC headings coupled with the BWV approach of identifying the level to which those assumptions and risks can be mitigated by the Programme should provide, in the medium term a catalogue of assumptions, risks and – most critically – any successful mitigation strategies.

The process of identifying and monitoring indicators and linking them to outputs and outcomes reflects all three Programmes adoption of a results-based management (RBM) approach. However, this RBM system is not fully deployed. It was noted "*there's one challenge that all the three country Programmes face to report at the outcome level rather than the activity and output levels. That's probably understandable because that's the easier thing to do and outcome is far more difficult to capture and measure*".

As well as developing the RBM to capture outcome (and impact) data the approach could be matured so that lessons learned, and good practice were systemically recorded and evaluated. It is noted that these are often exchanged on an ad-hoc basis during BW meetings and in discussion with peers and colleagues. Yet there exists no bespoke repository for BW intervention activities and associated elements such success multipliers or inhibitors. Given all three Programmes have well developed log-frames which elaborate activities, outputs, outcomes, and indicators it should be possible to build a cross-Programme methodology that identifies common barriers to delivery and catalysts for successful delivery that create positive impact. Additionally, most indicators used within all three Programmes RBM are quantitative in nature. There will be value in looking to capture and record more qualitative data, in particular when trying to assess the outcome of the Programme. One respondent to the evaluation stated, "*When you hear them speak in public forums, or if you hear them speak in the ILOs reporting meetings, they are able to actually express what they achieve at the outcome level. Perhaps there needs to be more qualitative data captured at outcome level rather than just counting number of people trained etc.*"

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## FINDINGS:

- The individual country Programmes are well designed and address the broader objectives of the BW Global Programme itself utilising a robust process in their design drawing on lessons from past phases as well as close consultation with the tri-partite members.
- Each Programme has elaborated its Theory of Change (ToC) and each has identified key assumptions and risks and have elaborated their mitigation strategies. Each Programme has approached this aspect using slightly different methodologies.
- The ‘clustering’ of assumptions and risks under specific categories and the level of influence the Programme has on each category and assumption / risk within those categories are part of separate methodologies.
- All three Programmes demonstrated their flexibility in adapting Programme design during their current phases as necessary, most notably by the review of activities and activity delivery due to COVID-19. This included a full log-frame revision with update activities, outputs, and indicators as appropriate.
- Whilst all three Programmes employ RBM through the elaboration of the log-frame and the subsequent monitoring of indicators they all rely heavily on quantitative indicators and the impact of Programme activity is not routinely captured, nor lessons learned, and good practice identified in any systemic manner.

## Effectiveness

### Evaluation questions:

- To what extent have Programme outputs been delivered timely and with desired quality? If not, what are the factors that hindered timely delivery and what were the counter measures taken to address them?
- Have the Programmes been making sufficient progress towards their planned results (intended and unintended, positive and negative) including in the context of the COVID-19 pandemic?
- How effective have the Programmes been at stimulating the participation and ownership of Programme partners at the micro, meso and macro levels?
- To what extent have constituents across the three Programmes, been comparatively able to fulfil the roles expected in the Programme strategies?
- To what extent did the Programmes systematically and effectively monitor and document information to allow for measurement of results, including on cross-cutting priorities?
- Have monitoring findings, comparatively across the three Programmes, influenced adaptive management and contributed towards resolving implementation problems?
- To what extent have the Programmes managed the risks identified in the design in view of the evolving country contexts?
- How have the three Programmes comparatively responded to new and emerging risks including but not limited to COVID-19?
- To what extent have the Programmes been addressing ILO’s cross-cutting priorities – international labour standards, social dialogue, gender equality and non-discrimination, disability inclusion, constituent capacity and environmental sustainability?

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| <ul style="list-style-type: none"> <li>➤ To what extent are Programme interventions contributing (or not) to the relevant SDGs and related targets, in particular, SDG1, 5 and 8 at the country level?</li> <li>➤ If the relevant SDGs were not identified in design, can a plausible contribution to the relevant SDGs and related targets be established?</li> <li>➤ To what extent do the Programme management capacities and arrangements in place support the achievement of the expected results?</li> <li>➤ To what extent has results-based management been implemented in the Programmes?</li> <li>➤ Do the three Programmes have in place a gender-responsive M&amp;E system that collects sex-disaggregated data and monitors gender-related results?</li> <li>➤ To what extent are the interaction and roles/responsibilities between BW Global, Country Programmes (BFC; BWI, BWV), ILO Country Offices, DWTs and other relevant ILO projects clear and effective in achieving the goals of the Programmes?</li> <li>➤ How effective has been the technical back-stopping support provided to the Programme team comparatively across the three Programmes in delivering results?</li> </ul> |
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The effectiveness of all three Programmes is determined by several different factors, some of which the Programme has influence, and others over which it has little – if any control. The way in which the Programmes identify and react to those factors and account for their impact on the delivery of their programmatic activities is ultimately the test upon which the effectiveness of their interventions stand or fall. In examining in some detail each Programme’s effectiveness, lessons can be learned, and good practice replicated across all three Programmes and the broader BW Global Programme.

**The BFC Programme** has been running for over 20 years in Cambodia and could be viewed as the catalyst for the broader BW Global Programme. BFC has continued to build on its initial work at the factory level, but has now deepened its engagement with other partners, playing a key role in developing a strategic vision for the sector. Although currently facing some key challenges (e.g. COVID-19 pandemic and partial withdrawal of the trade privileges under the Everything But Arms scheme by the European Parliament), the Programme continues to make good progress toward achieving its objective *“that a transformed garment sector will yield an ultimate impact of improved lives of workers their families, communities, and competitiveness in the Cambodian garment and footwear factories”*:

**Outcome 1:** *sustainable improvements in working conditions and business competitiveness in garment factories accelerated, with a special focus on addressing gender discrimination issues.*

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It is generally agreed by all stakeholders that the **factory assessment report** is an effective tool in building the trust of international brands/buyers as well as shaping factory management’s behaviour toward sustaining compliance standards. The stakeholders further agreed the report is prepared with the consent of all concerned parties and that is a fully transparent process. Comparing quarters 2019 and 2020 the monthly average of assessment reports completed was 33.83% in 2019 and this had decreased to 29% for the same quarter in 2020 due to COVID-19 pandemic restrictions. There were **181** subscribed (factory) reports provided to **42** buyers, **28** of which are BFC-Better Work buyer partners (during the first quarter of 2020). Whilst the overall effectiveness of the factory assessment is reporting process is validated there are some issues which can be more difficult to detect during an assessment. These can include discrimination against unions and a lack of bargaining in workplace.

BFC has a mandate to monitor compliance in Cambodia both supporting the brands need for exporting factories to be able to prove they are meeting compliance standards, and to provide

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transparency for other interested parties and stakeholders. The **advisory services and training courses** BFC offer are designed with longer-term capacity building objectives in mind. This includes targeting areas such as factory systems and middle management to help understand what practices should be adopted and the steps taken to building lasting, endemic success.

Yet the BFC training and advisory services do not focus on those aspects to the detriment of other areas. The whole factory is considered and there has been much positive feedback on BFC trainers and the quality of their training in fields such as awareness raising on OSH *“Awareness of workers on OSH issues is noticeably increased and they are actively participating in the implementation of risk mitigation measures”*. And in workers’ rights, *“Workers are observed to be more active in participating the factory work and courageous to demand their rights and other legitimate benefits. For instance, every worker is able to calculate their wage and overtime payment correctly”*.

It is positive to see an improvement in working conditions, OSH practices, chemical substances control, rights at work, travel safety and other benefits of workers and awareness of workers on their roles and responsibilities (as well as their rights). The minimum wage of workers in the textile and footwear sectors increased from USD170 in 2018 to USD183 in 2019 and USD190 in 2020. This increase has directly impacted a total **618,257** workers under the Programme support and **941,257** workers in the entire garment sector. Whilst it is difficult to attribute all this improvement to BFC alone there is strongly held opinion across all stakeholder groups that the BFC Programme and its interventions within the factories has been a catalyst and positive driver toward those improvements. The Programme also helps provide legal interpretation on some of the articles in labour law which concern the factory’s internal policies. It is seen as effective in increasing understanding of the factory management on local legal context and adapting their policies toward that goal.

The Programme has accelerated the establishment of appropriate mechanisms at factory level, such as the Performance Improvement Consultative Committees (PICC) also known as the ‘Bipartite Committee). This committee is central to the advisory services and is a pre-requisite for factory engagement. Other BFC specific mechanisms include; High Performing Factories Group, Transportation Safety Working Groups, and Trade Unions Contact Group to monitor compliance standards in the sector.

These mechanisms have been strengthened through several training courses<sup>27</sup>, learning seminars, and other consultative meetings and workshops. The mechanisms have over time built the trust of international brands to source their orders from Cambodia. Many of these training courses have been provided from a fixed venue in Phnom Penh which factory representatives from the provinces can find difficulty in attending given travel time and distance. To improve effectiveness, it has been suggested there should be an attempt to provide training from locations that will allow some of the more remote factory workers to participate. Covid-19 imposed this approach from March 2020 and has provided evidence that it can be effective.

#### ***Snapshot progress toward achieving of outcome 1:***

An increase of number of active garment factories registered in BFC Programme as of March 2020 was **541** against baseline target (537 factories) of which 527 garment and subcontracting

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<sup>27</sup> Supervisory skills, female leadership, male leadership, OSH, OSH leadership, human resource management, sexual harassment prevention, child rights, gender norms and workers rights related to gender equality.

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factories, and 14 paid subcontracting factories that have engaged with advisory services. These factories employ 553,327 workers (81% female). In addition, there were 16 footwear factories active under BFC's bundled services (assessment, advisory, training), employing 42,842 workers, of which 87% are female. Seventeen (17) travel goods and bags factories have also been registered with BFC with a total number of 21,448 workers, as well as one spot glove factory (640 workers). This brings a total **618,257** workers that have been impacted by the BFC work which is over the mid-line target (610,000 workers). A monthly average of assessment report was 33.83% up to the first quarter of 2019 and this had decreased to 29% for the same quarter in 2020 due to Covid-19 pandemic. There were 181 subscribed (factory) reports were provided to 42 buyers, 28 of which are BFC-Better Work buyer partners (during the first quarter of 2020).

**Outcome 2:** *a culture of compliance in the industry is enhanced through BFC support provided to tripartite constituents and other industry stakeholders.*

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The BFC Programme has built up much experience in working on compliance standards. BFC seems to have a unique role in bringing together different stakeholder groups in planning and executing a culture of compliance. It is set broadly by the tripartite constituents which helps encourage a stronger feeling of ownership amongst the constituents. The government has recognized the importance of constructive discussions with the ILO and other key stakeholders on matters concerning industry competitiveness. For instance, where inconsistencies have been found between monitoring teams, the government will call for a meeting with the BFC management team and redress is achieved. If the BFC team notes cases of violation of the labour law happening in the factories, the government puts the issue on the table for further discussion with the appropriate stakeholders. The Programme is therefore broadly accepted by all the concerned parties, including the unions and also employers.

A joint plan for Sustainable Compliance development started in 2019 building on Programme inputs to promote sustainable compliance. The MoLVT has committed to push the joint plan after all constituents have agreed on the framework (with roles, responsibilities, indicators, and timeframes) to be implemented from next year. The government is also demonstrating some commitment to incorporating the travel goods and bag sector into the joint plan strategy although the timeframe for this migration is still unknown.

The BFC Programme aims to improve the capacity of labour inspectors as BFC cannot monitor all the factories in Cambodia. Stakeholders agree that a lot has been learned from the BFC's monitoring team, their knowledge, and their factory assessment methodology, which provides good practices for the labour inspectors. The MoLVT is interested in having a transitional period for BFC to transfer the tools and skills on compliance monitoring to its Labour Inspection Team. This is commented upon further under the 'Sustainability' section in this report (see p.66).

Another metric by which the compliance effectiveness of the Programme can be measured is the extent to which it is viewed as 'irreplaceable'. There is a generally held belief that the BFC can continue to be trusted in balancing the interests of all concerned partners and stakeholders. The Programme has attracted some criticism from a minority of sources as being too 'pro government', or too 'pro unions', or too 'pro manufacturer'. It could be argued that this breadth of perception of the Programme indicates a certain balance in its approach and certainly the majority of those interviewed appreciated the BFC's attempts to remain neutral and play the 'honest broker' role. And

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there are very few key stakeholders who can imagine a short- or medium-term future where neutrality, objectivity, and continuing transparency in compliance can be maintained (let alone improved) without direct, hands-on involvement from ILO / BW / BFC.

The Programme has continued its work from Phase III at promoting a safe workplace for women and men. This continuing focus has seen the Programme generate a working environment where factory supervisors and managers interact with workers in a more respectful manner and this change in workplace culture is more evident in participating factories, “*The positive change in management and worker relationships over the years in BFC participating factories is very clear*”. The Programme includes the creation of a baseline fundamental understanding of industrial relations and best practices for workers, worker representatives, factory management, suppliers, and brand staff as well. It has accelerated the creation of new operational cultural practices, built new levels of dialogue and trust, and capacity to solve critical problems.

The Programme in this sense is effective and the advisory services have solidified the ongoing operational culture of compliance within factories. Yet, there are a few key challenges in areas such as strengthening national capacity on labour inspection, industrial relations, maintaining a commitment amongst the tripartite parties, and provision of appropriate resources all of which indicates a continuing (potentially even larger) role for ILO and BFC. It is important to identify what can be done to relieve the BFC of some of its commitment elsewhere if its role expands.

#### ***Snapshot of progress toward achieving outcome 2:***

The institutional capacities of tripartite constituents including MoVT, MoC, GMAC, and trade unions to engage with the private sector have been strengthened. This has been achieved primarily through the BFCs efforts on training and compliance along with its input into the development of a roadmap for sustained compliance, a joint action plan with the MoVT, joint assessment visits to factories with MoLVT, MoC, and GMAC on low compliance factories, and the support to MoLVT together with the labour inspection and administration specialist in Bangkok on the development of action plans for strategic compliance for four sectors (garment and footwear, construction, brick kiln, and entertainment). The MoLVT has agreed to start working on a legal gap analysis of OSH regulations, and an exchange of tools and methods to assess OSH compliance.

**Outcome 3:** *global retailers, brands and manufacturers influenced by BFC on creating and expanding partnerships in support of the creation of sustained compliance in a competitive and fair garment industry, by the end of 2022.*

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Stakeholders are receptive to knowledge or good practice shared through the BFC Programme and the BW Global Programme and consider them as useful in effectively safeguarding compliance standards in the industry. There is also an increased governmental awareness of the importance of having good labour practices and that compliance with international norms and standards bring benefits. All stakeholders recognized the Programme effectively facilitates a social dialogue process for the industry.

It is positive that the Programme is capable of mobilizing participation and support from manufacturers and brands in addressing key challenges in the industry. For example, BFC facilitated the Transportation Working Group consisting of thirteen brands and one factory group

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to address travel safety of workers. Likewise, the brands and manufacturers were involved in the development of virtual compliance check as piloted during the critical period of the COVID-19 pandemic. Presently, the sector has been severely impacted by a partial withdrawal of trade preferences and the ultimate impact of COVID-19 in this respect have still to be felt and understood. There is a desire from many parts of the Cambodian garment sector that the Programme should be looking into the most appropriate type of support it can offer to help the industry recover. The BFC Programme has a core role in mediating the conversations around this and strongly linked on how to build better business resilience, and that would need a conversation not just in Cambodia but at the brand level along supply chain.

The BFC's role during this critical period for Cambodia (COVID-19 and EBA issues) is viewed as ever more important in continuing to promote a culture of compliance in the garment industry. Large manufacturers have been able to innovate, renovate, and keep their business on their feet, but smaller ones have less capability to react in a similar way. BFC continues to have leverage and influence in areas that could assist recovery. It has an already existing tripartite structure and associated networks of key players that will be needed in any macro approach to industry recovery. It has a reputation for neutrality and objectivity which could be invaluable in bringing relevant partners into constructive dialogue and engage them in a process to address the current industry challenges.

***Snapshot of progress toward achieving outcome 3:***

BFC has promoted collaboration and knowledge sharing amongst key constituents and partners including GMAC's Cambodian Garment Training Institute (CGTI), Trade Union Contact Group, and Manufacturing Groups and Brands. This includes key issues and areas of compliance such as child labour, industrial relations, conflict resolutions, sectoral collective bargaining, and strategic dialogue on compliance and improvement approaches to create a culture of dialogue for sustained compliance. This has provided an environment more conducive to brands / buyers to create and expand those partnerships that could bring greater stability and economic growth to the sector.

***Outcome 4: policies and practices of factories, manufacturers, brands, and tripartite constituents informed by data and knowledge provided by BFC.***

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BFC continues to use data as a driver for change in this current phase. The assessment report does spread information related to labour sector and stimulates a subscription of buyers into the Programme services.

The current strategy phase has seen increased analysis and use of BFC field data to underpin factory improvement initiatives, responsible business practices and BFC communication and advocacy. In the first instance assessment data drives the delivery of factory-tailored advisory and training services (for example, on IR and FoA issues). Beyond this, field data provides the basis for ongoing BFC research and publications, as detailed elsewhere, as well as innovation in promoting factory improvement. Drawing on analysis of key trends and common issues revealed by its database, BFC has initiated a pilot cluster approach to factory improvement, providing a platform for mutual cross-factory learning and support. This approach is being extended into BFC's current development of relations with international manufacturing/investors groups.

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As noted above the Programme has looked to find technological solutions in key areas and this extends to improving the effectiveness of their inspectors. One individual stated that, “*in building IT systems for case management, data can be aggregated and can help inspectors become better at planning their work. It assists them to identify and then target the most serious violations in a manner that can help them achieve the biggest impact. It forces them to think at a more strategic level and consider different methodologies and approaches rather than just try and inspect every single factory or just react to the poorer factories*”. This ‘smart’ use of technology could also be useful in helping to identify drivers of non-compliance which can also be seen outside of the garment sector. They are often common across many sectors. The Programme has also introduced different tools and working modalities to conduct compliance monitoring. For instance, the Programme developed a checklist with **21** critical issues and another **41** priorities for factory assessment. The MoLVT reviewed this checklist to ensure it was practical within the jurisdiction of the Ministry and it has subsequently been applied.

#### ***Snapshot of progress toward achieving outcome 4:***

The latest transparency report revealed that 41% of factories have fully complied with the 21 critical issues as of March 2019<sup>28</sup>, which was an increase from 32% on the previous reporting period. There has also been a drop-off in the number of violations of the 21 critical issues, from 281 to 197. Moreover, the percentage of low compliant factories is currently pegged at 2% compared with 10% in 2014<sup>29</sup>. In addition, BFC has taken an innovative and pro-active approach to highlighting to the broader Cambodian society issues related to improved working conditions and promoting competitiveness in the country’s garment industry.

#### ***Outcome 5: continued improvements in BFC Programme governance and engagement by tripartite constituents.***

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***Functions of Programme Advisory Committee (PAC).*** The PAC spearheads the development of BFC’s new vision and strategy that aims to provide a roadmap for the creation of culture of compliance in the industry. The constituents and other industry partners conveyed a clear sense of shared direction and priorities, with a strong focus on achieving results. In addition, the PAC stimulates and accelerates more open engagement and knowledge sharing amongst the national constituents and industry partners. The government chairs this Committee and plays a vital role in bringing issues beyond BFC’s immediate influence to be collectively addressed by the appropriate industry stakeholders. This is seen as an effective method in promoting amicable social dialogue between industry partners. BFC has retained its convening power and continues to play a key role in the mediation of potentially controversial issues occurring with and amongst the employers, government, and unions for example during the COVID-19 pandemic and the partial withdrawal of existing trade orders which negatively impacted upon the Cambodian supply chain. There is some concern however that the Programme does not engage well enough with brands and buyers to allow its influence to bear on brand / buyer purchasing practices.

Stakeholders interviewed for this evaluation universally commented what they saw as a steady improvement in the quality and effectiveness of BFC staff and service delivery. All stakeholders agreed that technical know-how, knowledge, and experience of the ILO BFC and Better Work

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<sup>28</sup> Need to be updated as of March or June 2020

<sup>29</sup> Also need to be updated as of March or June 2020



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Global concerning the industry are excellent and complement the existing agenda for internal capacity building of the stakeholders.

***Snapshot of progress toward achieving outcome 5:***

BFC Governance and Sustainability – The Programme Advisory Committee (PAC) has played a key role in creating the BFC’s new vision and strategy garnered from the in-depth evaluations and stakeholder consultations for the Programme. In addition, the PAC stimulates and accelerates more open engagement and knowledge sharing amongst the national constituents and industry partners. BFC has heavily inculcated a series of staff development activities which have been carried out in accordance with the annual staff training calendar to ensure productive transfer of knowledge and skills around the industry issues to constituents.

Many other challenges still exist in the Cambodian garment sector which include:

- limited local skilled labour force;
- limited predictability and stability;
- limited high value-added production and a low number of local owners of factories;
- limited diversification of export markets and heavy reliance on trade preferential treatment;
- fast-changing trends including environmental requirement/pressure by the buyers/brands on the manufacturers and their suppliers;
- automation and digitalization in the supply and value chains, and
- evolving trade architecture.

All of these have placed tremendous pressure on the garment industry and the question being posed by RGC among other stakeholders is the extent to which the next phase of the BFC should address these challenges. This, once again, highlights the value stakeholders see in working with the Programme but also highlights the question, “To what extent should the BFC expand its support to national agencies in addressing these challenges?” when its sustainability strategy is looking to transfer responsibility and build resilience to allow national agencies to tackle these issues. There is a danger that with an expanding portfolio of sectors and / or topic areas the BFC will exist in perpetuity.

**The BWI Programme** amidst such challenges on Covid-19 and Omnibus Law, has made good progress toward to achieving its objective *“that garment workers are protected, and women empowered to actively contribute to an inclusive business environment that respects workers’ rights and that is supported by responsible business practices in the supply chain, effective social dialogue and conducive labour market policies and institutions”*.

**Outcome 1:** *Increased number of factories which have internalized decent-work in their culture and systems and are better equipped to comply with the laws, improve working conditions and promote inclusiveness.*

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To help achieve this outcome, the Programme generated several outputs such as strengthening the capacity of factory management and workers, promoting the roadmap approach, institutionalizing the management system approach of the factories, and promoting gender equality and effectiveness. The training that has been delivered has been through a BWI evaluation process which consisted

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of a Satisfactory Training Survey 2019 and a Training Need Assessment Survey 2020. The results demonstrated that **56.2%** respondents said there are **clear** and **28% highly clear** links between BWI advisory service with the industry seminar and training topics provided by BWI. Some factories believe they need more training to improve their workers' capacity in fulfilling compliance standards. While for Trade Unions, although they appreciate the training given by the Programme, including the Training-of-Trainers (ToT) and workplace cooperation training, they also feel the training is not enough to accommodate the huge number of workers. Due to the COVID-19 pandemic that fully hit Indonesia in March, some trainings that were planned earlier had to be postponed. It also impacted upon factory assessments, where the Programme could only conduct online assessments.

### **Snapshot of progress toward achieving outcome 1**

The Programme has 213 factories enrolled with Better Work, 399,282 workers in Better Work registered factories, 81% of the workers are women, 35 buyers engaged, 194 assessments of factories, 1,202 advisory visits, 1,573 Better Work training participants.<sup>30</sup> Based on the satisfactory training survey for 2019 the training topic BWI advisory service is clear (56,2%) and highly clear (28%) linked with the industry seminar and training topics provided by BWI.

### **Outcome 2:** *Social dialogue in the workplace is institutionalized, inclusive and increasingly made effective by the social partners*

This outcome is achieved through several outputs; strengthening the capacity of workers to engage in social dialogue, empowering management-worker committees to take ownership and responsibility to lead a dialogue on strategic workplace issues, increasing effective grievance mechanism at factory level, and increasing the representative of the workforce and women in management-workers committee. The progress has been mixed with some advances but also some setbacks.

It is assessed that social dialogue between the Better Work Indonesia's PAC has not greatly improved over the course of this phase of the Programme. The result from the PAC meetings are not solution-oriented, but rather focused on problems and differences of approaches between workers and employers. BWI was asked to play a stronger facilitating role in future meetings<sup>31</sup> and to its credit BWI has taken a pro-active approach and created the 'garment dialogue forum' to try and bring improvements. The message from each PAC member is consistent that the PAC should become more strategic and consider how to make the sector sustainable.

The factories also appreciate that the Programme, through the guidance of the Enterprise Advisor (EA), pushes them to take the ownership and lead social dialogue on strategic workplace issues. The Programme is on course to deliver its targets as measured by their KPIs in areas such as percentage of factories with an active and effective bipartite committee and the percentage of factories that have an effective grievance handling mechanism.

### **Snapshot of progress toward achieving outcome 2**

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<sup>30</sup> 3rd Annual Progress Report (Jan-Dec 2019)

<sup>31</sup> 3rd Annual Progress Report (Jan-Dec 2019)

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Discussion on PAC dialogue notes that the tri-partite should discuss more strategic, sustainability issues rather than repeating the same message. One example of an effective outcome 2 result are the guidelines developed by BWI and all social partners, that has helped build consensus on the use of non-permanent contracts. The Covid-19 pandemic provided an opportunity for BWI to observe the effectiveness of the training they provided to empower management-worker committee to take ownership and responsibility to lead a dialogue. This helped confirm that the type of training, guidance, and advice given on social dialogue is effective. A joint commitment between employer and unions to sustain themselves after the pandemic is also an indicator of outcome progress and success.

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**Outcome 3:** *Brands and other supply chain actors increasingly commit and engage with BWI and support the factory improvement process*

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This outcome is achieved through the utilization of a roadmap approach, increasing the capacity and engagement of buyer-partners on industrial relation and dialogue with national and sub-national constituents on labour policy issues, and strengthening BWI engagement with supply chain actors (in particular vendors, agents, holding groups and licensees) for better alignment and fair and sustainable sourcing practices.

BWI has supported the industry in avoiding duplication around social audits which attracts factories to join BWI. BWI also puts effort into having more regular and intense engagement with buyer-partners on industrial relations and strategic labour issues through a series of industrial relations related sessions with the buyers' partner with a focus on trade union landscape at national and international level.<sup>32</sup> The BWI Business Forum (October 2019) has become the key event in the garment sector and one of the biggest in the country looking particularly at labour issues. This has been noted across many stakeholders as an effective forum.

Further progress toward achieving this outcome will be made if BWI can engage more buyers and factories since the roadmap approach that has been developed by the Programme has an impact for BWI member (buyers, factories), but that impact has not yet reached the buyers and factories that are not BWI members. In addition, the export-oriented buyer is relatively small compared to the non-export buyer. Therefore, the engagement of the Korea Garment Manufacturers Association (KOGA) in Indonesia is strategically sound as this can effectively engage multiple brands. To attract more supply chain actors, BWI could provide reports to buyers as promotion and incentive for the factory's achievement whilst actively approaching other export and non-export buyers. Buyers are also happy to see that BWI can maintain good relationships and communication with its tri-partite constituents (enterprise, trade union sector and government) and they see it as a unique advantage of the BWI.

Key stakeholders have suggested that BWI should actively approach more buyers at the country level; not only the export-oriented buyers, but also the non-export-oriented buyers. Additionally, some the factories believe that whilst the Programme has managed to engage with buyers there is a lack of balance in what the factories are expected to do to comply with buyer requirements and what buyers are expected to uphold regarding supply chain commitment.

The quarterly one-on-one meetings with buyer partners are an effective way to communicate and exchange information. During the Covid-19 pandemic there was a webinar for Better Work Buyers

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<sup>32</sup> 3rd Annual Progress Report (Jan-Des 2019)

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focusing on annual festive bonus (THR) payment amidst the pandemic with DG Labour Inspection and OSH, Ministry of Manpower as the main interlocutors. However, this cannot replace the effectiveness of one-on-one meetings which BWI hold on a frequent basis and whenever a brand makes the request should they have concerns they wish addressed.

On increasing dialogue with national and sub-national constituents on labour policy issues, BWI has worked closely with the Ministry of Manpower on the Omnibus Law despite the lack of a clear consultation process with social partners by the Indonesian government. The law aims to improve the investment climate, yet some of the changes e.g. reduction in severance pay, changes to contract conditions, impact on minimum wage makes the workers feel insecure. There is a fear that trust levels within and between factories might have been lost because of the bill. The BWI team has encouraged tripartite discussion of the bill, but due to its complexity and a lack of understanding about the topics covered in the bill, the BWI constituents prefer to wait and see the impact of the bill. The lack of a clear consultation process with social partners by the Indonesian government is generating higher levels of mistrust and risks fragmenting the union movement.

Throughout 2019, the ILO and Better Work Indonesia provided inputs to areas later targeted by the omnibus law including minimum wage policy. This was done by disseminating widely the ILO's proposal to simplify and harmonize Indonesia's minimum wage determination system. The bill has become law and now the government is working on developing the regulation for its implementation.<sup>33</sup>

Referencing the relatively lower score for the relevance of the Programme to Trade Unions (see p.18) this is also reflected in the perception of the Programme's effectiveness within this stakeholder group. There is an apparent lack of willingness of the Trade Unions to engage BWI on dispute settlement and this requires a review by BWI to assess what role the Programme could (or should) play in this arena. It has been suggested that sometimes the Trade Unions see BWI as an obstacle in facilitating communication, and therefore the Trade Union takes its own approach to settling disputes. Additionally, whilst it is acknowledged that the Programme provides good training to Trade Unions, a few are disappointed over the cancellation of agreed training activities. However, they appreciate that the Programme has helped in promoting a decent working environment. It should also be noted that BWI has intervened successfully in IR and with TUs. *“We deal with about 30 to 40 IR disputes each year and a lot of those concern trade unions and we work with them, on those. We have managed to help resolve a number of disputes even disputes between trade unions”*.

### **Snapshot of progress toward achieving outcome 3**

BWI has put effort into improving engagement with buyer-partners on industrial relations and strategic labour issues (in part to persuade buyers to have a reinforcing role when dealing with IR issues and disputes) through a series of industrial relations related sessions with the buyers' partner. To make the achievement of this outcome more effective, BWI should engage more buyer/brands and enterprise/factory, not only the export-oriented buyers/brands but the non-

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33 3rd Annual Progress Report (Jan – Dec 2019)

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export-oriented buyers. On increasing dialogue with national and sub-national constituents on labour policy issues BWI has worked with its social partners on the Omnibus Law or the Job Creation Law, whilst facing challenges around the consultation process. There is a need for the Programme to (re)address its relationship with Trade Unions to make further progress toward this outcome.

**Outcome 4:** *Sustainable mechanisms for effective and evidence-based labour market policies and institutions in the garment sector and beyond are strengthened*

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This outcome is achieved through increasing knowledge sharing with the ILO tripartite constituents for policy advocacy, coordination within and between tripartite actors. Labour inspection and dispute settlement systems at the sub national level is strengthened, enhancing cooperation with the Ministry of Manpower in the review and enforcement of labour laws and regulations, and providing support in creating a garment tripartite body with capacity and decision-making power to improve policies and address issues.

Communication with government has been built in a positive manner to the extent that the government feels included and appreciated. BWI is also seen by the government having capacity to create a positive environment in setting up dialogue across all interested parties. The patience of the Programme to build the bipartite and tripartite system in an Indonesian agency architecture that is rather complex and complicated is considered as a strength by the government and other partners.

As an achievement, Better Work Indonesia, in partnership with the Ministry of Manpower, has formulated a set of guidelines that aim to provide a clearer understanding of existing legislation and reduce industry dependence on non-permanent contracts. BWI facilitated collaboration between employers, unions, brand partners, and the government in preparing the guideline. The guideline now is being widely used by industry stakeholders, including factories, brands, and union officials and have led to a uniform understanding of the employment of contract workers.<sup>34</sup>

On the ownership of management-worker committees to lead dialogue, the Covid-19 pandemic was a good test to observe the effectiveness of the Programme in promoting social dialogue. Many social dialogues happened, initiated by the management to their employees in responding to the difficulty from Covid-19. These dialogues were generally viewed as positive and effective, well supported by the Programme. For example, the joint commitment between Trade Unions Federations in Indonesia, APINDO, API and APRISINDO to sustain themselves after the pandemic, through promotion and implementation of social dialogue based on good faith and to unveil more innovative, supportive solutions between all partners, is a positive result from social dialogue.

Better Work Indonesia's work on supporting policy reform for the garment sector and conducive and evidence-based policy making enabled the Indonesian Employers Association (APINDO) and the Indonesian Textile Association (API) to produce the first directory of garment export companies and a study on the future of the garment sector in Indonesia.<sup>35</sup> The study is now forming the basis of APINDO's submission to the upcoming administration on the sector priorities and roadmap.

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<sup>34</sup> 3rd Annual Progress Report (Jan-Des 2019)

<sup>35</sup> 3rd Annual Progress Report (Jan – Dec 2019)

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Wage policy is still an issue. ILO's proposal to simplify and harmonise Indonesia's minimum wage system has been discussed with the office of the President, ILO tripartite constituents, key policy institutions and the governor of West Java, Indonesia's largest province and home to a large part of the sector. In connection with this ILO have provided comments to the draft Omnibus Law and are officially submitting technical advice and guidance to the government, as per their request.

#### **Snapshot of progress toward achieving outcome 4**

Good relationship and communication with government has provided some positive results and progress toward this outcome. The government views BWI as a trusted social partner that also helps the government address current and relevant challenges in the sector. The plan to have a study on the future of the garment sector in Indonesia with APINDO and API that will form the basis on developing sector priorities and roadmap is an effective strategy to synergize the ambitious expectation of the sector through technological innovation, skill and competencies development, and the social aspect such as promotion of decent work, gender and inclusiveness in the sector.

As highlighted previously in this report the **BWV Programme** has been well designed and is coherent in its approach. Even allowing for the impact of COVID-19 on Programme delivery strong progress has been made toward achieving the development objective to *“deliver an integrated service model to improve working conditions and business competitiveness by assessing compliance with national laws and international labour standards and offering integrated training and advisory services that support continuous workplace improvements”*.

**Outcome 1:** *By 2022, BWV will have accelerated improvements in working conditions and business competitiveness in participating factories, while expanding its footprint and positive impact throughout the industry*

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Adapting the BW Global factory service model to Vietnam garment sector, BWV offers an integrated suite of services to registered factories as illustrated below. The learning process takes place through advisory factory visits, training courses and industry seminars. Notably, for registered factories, training services are now delivered as an integrated part of BWV's service package where registered factories are entitled to a 15-day training package. Participants (factory representatives) can choose from a variety of training activities and courses that best fit with their needs and demands. Designing it in this way the training courses can support and reinforce the advisory work through detailed instruction on how to tackle problem areas and improve workplace relations. Industry Seminars are an integral part of the advisory process as they provide an important opportunity for factories to learn from their peers. Seminars are participatory, learner-centred workshops that aim to tackle collectively areas of needed improvement identified across factories.

BWV has continuously expanded its training services. In 2019, BWV delivered 125 courses which was 18 courses above the target of 107 courses. For registered factories, not only has the number of factories that use its 15-days training allowance increased but the number of days used-up within the 15-days allowance has also risen. Of the 370 factories eligible for 15 training days, 220 (60%) factories used some or all of their training days in 2019 as compared with only 15 in the first half of 2018. According to the participant training evaluation reports, of 125 courses, the response to the quality and value of the training was given as “excellent” (83%).

BWV's training services have also expanded in terms of training content: (i) a new three-part training Programme on Industrial Relations, comprising modules on social dialogue, grievance

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handling, and collective bargaining; (ii) a new module for PICC worker training; (iii) An advanced course on compensation and benefits; and (iv) a new training course on the prevention of sexual harassment in the workplace. Besides the traditional training courses, BWV has organized seminars and workshops on various relevant topics such as health and safety, child labour, human resource management and industrial relations.

BWV has been making good progress toward achieving its target<sup>36</sup> of expanding the scope and influence of the Better Work model in driving responsible business and labour compliance. BWV has collaborated with other donors/partners such as the SCORE project, VCCI, IFC (such as BW-VCCI-ILO project on cleaner production, BW-IFC on environmental services, BW-SCORE services for second tier suppliers) to provide complementary core services (i.e. “beyond compliance”) to a number of piloted factories (which already exceed the target number of 10 factories for 2022). BWV and its partners are currently evaluating the up-scaling of these services.

The number of factories making progress on social dialogue increased and so did the number of factories that were admitted to Stage II (a marker of success across 4 measures of business improvement). Although small in number (increase from one in 2017, to two in 2018 and four in 2019), being admitted to Stage II reflects a long journey of strong commitment on the part of participating factories. Criteria to become such high-performing factories are rigorous and include requirements on compliance, dialogue, management systems, and continuous learning and improvement. BWV also report a stable number of factories that are delivering their own PICC/social dialogue training (internally) – staying at 10 in 2017 and 10 in 2018.

### **Snapshot of progress toward achieving outcome 1**

BWV program has been effective in reaching its targets. In particular, it has been able to influence a large proportion of the apparel sector. According to the latest statistics, there are around 6,000 textile and garment factories and around 800 factories that are producing for direct export. It is those 800 export factories that are eligible factories for BWV. In the first two years of the Programme, BWV has increased the number of registered active factories from 345 in 2018 to 363 active factories by December 2019. Currently BWV is providing services to over 400 factories employing over half a million workers – some 21 percent of the industry’s workforce. According to the original plan, BWV will have increased this number to 500 factories by 2022. After the COVID-19 pandemic situation eased during 2020 BWV resumed its on-site core services delivery and it is expected that the Programme should not have any significant difficulty in enrolling more factories to meet the planned target.

### **Outcome 2: Brands (buyers), vendors and supply chain intermediaries demonstrate greater commitment to the Better Work model and approach, and adopt business practices that support improved compliance and enterprise sustainability across their supply chains**

For earlier years in 2018 and 2019 reporting periods, this outcome was achieved through events and outreach initiatives to strengthen buyer commitment. Thanks to BWV experience, reputation, and expertise a number of supplier workshops, regional and local brand forums were organized successfully to bring factories, BWV and brands together to demonstrate their shared commitment

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<sup>36</sup> (i) Number of BWV factories receiving complementary core services through collaborative initiatives and (ii) Number of factories in other sectors receiving Better Work services

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to BWV improvement approach, showcase good practices, stimulate peer learning, and build management buy-in for BWV.

A new Brand legal forum has been organized to build capacity for vendors and improve their understanding of the labour law. BWV also develops partnership with GAP, the vendor that accounts for more than 25 percent of all BWV's registered factories in their training Programme and activities which includes capacity building for GAP staff. For 2018 and 2019 BWV was able to admit four and three new vendors/brands respectively as "Buyer Partners" – denoting the highest level of engagement with the Programme.

BWV also contributes to improved compliance across vendors' supply chains by leveraging their convening power such that BWV's information and practices can reach both Better Work and non-Better Work Vietnam factories. There is anecdotal reporting that spill-over effects of compliance best practices have been transferred from BWV's registered factories to their partners/contractors. Yet this aspect cannot be fully confirmed by this evaluation and further work will have to be undertaken to establish the extent to which best practice has been adopted by those not directly attached to the Programme.

For 2020, the Covid-19 pandemic has partially delayed buyer's engagement activities, severely affecting international brands' businesses, which consequently impacted upon their orders with suppliers in the country. Despite these setbacks, BWV has maintained interactions with brands to ensure their continuous commitment and support to their suppliers. BWV managed to collaborate with GAP (and other major suppliers) to maintain training activities on prevention of sexual harassment workshop. With a (hopefully) improving pandemic situation it is likely that BWV will achieve this outcome by 2022.

### **Snapshot of progress toward achieving outcome 2**

During 2020, the COVID-19 pandemic partially delayed face-to-face buyer engagement activities (replaced by intensified communication) which has resulted in BWV assessing 'medium level' progress on this outcome. The Covid-19 pandemic severely affected international brands' businesses, consequently affecting their orders with suppliers in the country. Despite these setbacks, BWV has maintained interactions with brands to ensure their continuous commitment and support to their suppliers. BWV managed to collaborate with GAP to maintain training activities on prevention of sexual harassment workshop not just for GAP but also for other major suppliers. As the pandemic situation is expected to improve in the coming years it is likely that BWV will make good progress toward this outcome by 2022.

**Outcome 3:** *By 2022, BWV will have strengthened national institutions and deepened their role in promoting and implementing the Better Work model and secured greater institutionalization of lessons and good practices in national policymaking.*

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There have been many broad capacity building activities, which include training, exchanges, consultations, information sharing and discussions. There is progress, but some delays mainly attributable to the COVID-19 pandemic. The activities and interventions under Outcome 3 are comprehensive and well-integrated. They centre around training to increase capacity (i.e. training for Labour Inspectorate staff in nine provinces to help embed the BW model in their mandated work and training for other provinces is planned; building the capacity of VCCI and local Federations of Labour to deliver BW training modules to factory audiences), providing technical



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inputs in labour law revision and implementing decrees, and specific support for MOLISA's labour inspectorate: (i) ZeroZero-Tolerance Protocol developed in 2016 and increasing in use among local Labour Inspectorates. A sub-protocol on Child Labour remediation is also in force. (ii) Persistent Non-Compliance Protocol developed in 2018 to facilitate collaboration (i.e. joint factory visits) with local Labour Inspectorates in the enforcement and remediation activities in poor performing factories.

BWV has made good progress in improving the capacity of constituents in embedding the Better Work model into their working practices through a combination of capacity building and meaningful, targeted collaboration.

In 2018 BWV introduced the **Building Bridge** Training Curriculum for participants from tripartite constituents (national and provincial level partners including MOLISA, VGCL and VCCI). Enhanced knowledge about global supply chain and BW's approach are provided to participants to strengthen tripartite constituents' capacity to support BWV core service delivery and expand the impact of BWV Programme by embedding the knowledge and skills into their mandates and day-to-day work. It is anticipated that best practice can be integrated and scaled across the sector, ideally beyond BW factories.

The protocol on **Zero Tolerance** issues,<sup>37</sup> which was signed in the previous phase between BWV and MOLISA is being implemented in the coordination with the MoLISA's Labour Inspectorate and Child Affairs Department and the National Hotline for Child Protection. This collaboration help improve the capacity of labour inspectors and child protection officials at provincial level is strengthened utilising BW approach.

Specific activities have been implemented by BWV either jointly with and/or in support of the Labour Inspectorate. They include

- (i) providing input for development of an inspection tool;
- (ii) developing the CAT and Labour Law Guide which was later made available as a mobile app (The Labour Law Guide application) to the public and labour inspectors; and
- (iii) tracking information and consulting with MOLISA labour inspectors with regard to implementing the ZTP on Child Labour and Persistent Noncompliance Protocols. ZTP were reviewed by PAC and on-going discussion between BWV and Child Labour office regarding improving implementation
- (iv) MOLISA inspectors participated in multi-stakeholder convening in which they were able to share their self-assessment tool kit with the different stakeholders.

The Covid-19 pandemic caused a slight delay (3 months) in finalizing the workplan between BWV and MOLISA labour inspectorate. The BWV-labour inspection workplan, which covers from May 2020 to May 2021, will support labour inspectors work in ensuring better compliance to national law and international labour standards across industries. For example, in 2020, BWV worked closely with Labor Inspectorate department of MoLISA to develop legal guidance for factories in coping with Covid-19.

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<sup>37</sup> <https://betterwork.org/portfolio/zero-tolerance-protocol/> (Issues such as child Labour, forced labour, corporal punishment, physical abuse, sexual harassment, occupation safety and health, freedom of association are cases of noncompliance that would be immediately referred to MOLISA for enforcement and remediation)

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A key output<sup>38</sup> of outcome 3 encourages support for the transition to a so-called ‘new national Industrial Relations framework’. This framework is based on ILO’s 1998 Declaration on Fundamental Principles and Rights at Work which include (a) freedom of association and the effective recognition of the right to collective bargaining; (b) the elimination of all forms of forced or compulsory labour; (c) the effective abolition of child labour; and (d) the elimination of discrimination in respect of employment and occupation.<sup>39</sup> During this period, there is an ILO-supported project for MOLISA on the new industrial relations framework.<sup>40</sup>

Coordinated activities have been implemented with a third training module on collective bargaining agreements added to BWV Industrial Relations Training series and in close coordination with the ILO Country Office, providing inputs to the Labour Law reform process. BWV was able to engage a new VGCL PAC member, who is also a representative in the National Assembly in its activities (a visit to a factory with an engaged PICC to display benefits of worker-management dialogue). Better Work Vietnam expanded to include

BWV, with the support from the ILO Vietnam country office, will also give inputs in shaping the 10-year sectoral strategy for garment/footwear industries. The relevant partner (Ministry of Trade and Industry) highly appreciates inputs from BWV and is expecting more concrete collaboration activities with BWV.

### **Snapshot of progress toward achieving outcome 3**

There are indicators and some evidence that to certain extent the Programme is effective in stimulating the participation and ownership of various Programme partners. Indeed, the effectiveness of the BWV is partly attributed to its effective engagement and working relationship with social partners. Evidence obtained from the in-depth interviews provide abundant indication and reporting on effective engagement. First, the PAC members believe that BWV has made an important contribution to the sector and that progress has been made on compliance issues. They expressed satisfaction with the frequency and quality of communication with the BWV team. Secondly, the overall assessment is that factories were also satisfied with the level of communication and interaction with the Program Manager, EAs and other BWV’s staff. Good progress has been made toward this outcome and there are no obvious reasons why this should not continue during the life of this phase of BWV.

### **Outcome 4:** *By 2022, Better Work will have enhanced overall Programme sustainability through reforms to the organizational model*

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Sustainability in terms of the organizational model has long been discussed by the BWV, even before the current phase. In the current phase, BWV frames sustainability in terms of the organization model as an outcome, suggesting a serious shift toward building a more sustainable model for BWV’s operation and its business model and its long-terms impact in the country. As a result, sustainability when measured as an outcome with specific outputs to be achieved in this section should not be confused with sustainability in the separate section below, although related.

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<sup>38</sup> Output 3.3 Enterprises and tripartite constituents increasingly support the transition to a new national Industrial Relations framework

<sup>39</sup> <https://www.ilo.org/declaration/thedeclaration/textdeclaration/lang-en/index.htm>

<sup>40</sup> [https://www.ilo.org/hanoi/Informationresources/Publicinformation/newsitems/WCMS\\_649400/lang-en/index.htm](https://www.ilo.org/hanoi/Informationresources/Publicinformation/newsitems/WCMS_649400/lang-en/index.htm) [https://www.ilo.org/global/topics/collective-bargaining-labour-relations/projects/WCMS\\_541622/lang-en/index.htm](https://www.ilo.org/global/topics/collective-bargaining-labour-relations/projects/WCMS_541622/lang-en/index.htm)

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At the outcome level, according to the BWV PMP (log frame and performance plan), BWV has made good progress on achieving its target of cost recovery for core services. The original target at 92% is not achievable but the (Covid-19 induced) revised target of 85% may be achieved (optimistically) at mid-term. According to interviews with members of BWV, the cost recovery rate may reach over 70%. This is an encouraging result given the rate stayed at 47% at the base year. However, it would still be difficult for BWV to reach the target of 100% by 2022.

According to the Annual Report for 2019, BWV has piloted joint and virtual advisory visits, testing ways to improve the efficiency of core service delivery. Better Work Vietnam also met with MOLISA, VCCI and VGCL to discuss sustainability and find ways to expand and sustain BWV's impact. For example, the Building Bridge Programme was in line with the proposal from all three partners about the importance of cohesive coordination among the partners and with the private sector where BW can demonstrate its convening power and provide technical support through capacity building Programmes. However, the Covid-19 pandemic has a serious (medium level) impact on this outcome due to delays in funds transfer and reduction in factory registration attributable to disruption in business operation.

For the second outcome target, "National constituents/stakeholders make contribution and engagement with BWV Programme to develop a joint-roadmap for sustainability by 2022", BWV is only making some progress. It has initiated developing sustainability roadmap, engaging with national stakeholders. More importantly, obtaining government contribution, especially financial contribution is challenging in the face of budget constraints on the part of most of government agencies.

At the output level, (Output 4.1. The Operational and Organizational Sustainability of BWV is strengthened) to measure its progress BWV has identified a number of indicators (such as (i) Agree on new operational model for BWV Programme and initiate transition and restructuring arrangements; (ii) Secure increased government contributions to the BWV Programme. and (iii) Establish a mechanism for certain core services to be delivered through agreed partner organizations (public or private). However, due to the Covid-19, the progress was partially delayed. BWV was only able to conduct a number of discussions and brainstorming sessions on the planned sustainability roadmap were conducted internally and also with partners in May 2020. Sustainability will be embedded in the BWV-tripartite constituent's workplan which will be implemented from May 2020 to May 2021.

Overcoming the disruption caused by the Covid-19 pandemic BWV has seriously resumed its focus on outcome through various discussion and brainstorming sessions (both internally and with partners) on the planned sustainability roadmap and embedding sustainability issues in the BWV-tripartite constituents workplan for the remaining time until May 2021.

#### **Snapshot of progress toward achieving outcome 4**

Despite best efforts, it is likely that this outcome may not be achieved fully. It is a massive challenge in the time remaining during this phase for BWV and partners to initiate a transition and restructuring arrangement. It is unclear what the government contribution to BWV would entail and it is not easy for the government agency to commit budget and financial resources. Contribution can be made under other forms such as technical support, staff time, sharing data and aligning with BWV approach/tools. A feasible partner organization for BWV who can

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deliver BWV's core services has not yet been identified. The Labour Inspectorate under MOLISA is not appropriate as they are under-resourced both in terms of finance and man-power and their mandate is different from BWV. Similarly, the Vietnam General Confederation of Labour (VGCL) is not appropriate, especially when it comes to independent representation of workers within factories. The most likely agency is VCCI and this may provide opportunity for BWV to explore the advantages of bolstering their working relationship with this agency.

### The Sustainable Development Goals



The evaluation found that all three Programmes were fully aligned with the relevant Sustainable Development Goals (SDGs), specifically SDG1 (combating poverty), SDG5 (Achieve gender equality and empower all women and girls), and SDG8 (Promote inclusive and sustainable economic growth, employment, and decent work for all). And all three Programmes recognised those SDGs during the planning for their proposed new phases and how they would contribute to those three key SDGs.

**SDG 1:** All three Programmes have contributed toward eradicating poverty by promoting the expansion of decent work opportunities in the labour-intensive garment industry. At the factory level, intervention activities help improve working conditions of workers. At the national and policy levels all three Programmes contribute toward creating sound policy frameworks that recognise and address pay and poverty issues in the sector.

**SDG5:** As most factory workers and beneficiaries are women the Programmes have a strong basis in gender issues and promoting gender equality. Various activities and direct interventions (i.e. training and advisory services) help (i) end discrimination towards women: curbing verbal abuse and sexual harassment, reducing violence against women and (ii) ensure the welfare of women: equal opportunities for leadership, reducing the pay gap, promoting fair wage structures and incentives at work, increasing women's opportunities for promotion on the factory floor, improving access to maternal health care in factories. This is expanded upon in the section on 'Gender' (see p.74)

**SDG 8:** The garment sector across all three country Programmes employ large number of workers and contributes significantly to each country's growth, especially through exports. The Programme help sustain economic growth by (i) improving the business working environment in the garment sector and (ii) promoting productivity improvement through improved industrial relations, social dialogues and technical skills. They also help promote decent job creation and aim to achieve full

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and productive employment through its direct intervention services: labour rights, safe and secure working environments, and the eradication of forced labour and child labour.

### **Programme management capacities and arrangements**

The interaction between the BW Global and the country Programmes generally works well. At BW Global there are different teams (finance, technical, research etc.) whose responsibilities are to help coordinate and occasionally supervise country Programme activities, whilst at the same time provide over-arching support. At a national level the Country Manager reports to the relevant BW Global Operations Manager, and at the same time maintains a close working relationship with the ILO's Country Director. Currently, at the regional level, the Programmes operate under the supervision of BW BKK-based BWG based in Bangkok. In addition, the role of the PAC in each of the three Programmes is well recognised and appreciated although the effectiveness of the BWI PAC needs to be more closely considered with respect to its ability to provide effective consensus solutions to the issues brought to the forum. There's accountability at the Manager level to ensure the required reporting happens and – although there are always tensions between the field and HQ – that accountability works relatively well.

Yet as the country Programmes expand there are dangers present in the current arrangements. BWV for example, has a relatively “flat organizational structure” which is generally well-suited for smaller organizations or individual units within larger organization. However, this structure may not be as effective and efficient for larger organizations. This model worked well when BWV was relatively small in terms of staff and provided services to a limited number of factories. However, with the ever-increasing demand for its services, BWV has to expand its geographical and sectorial coverage and serves a bigger number of factories, and consequently has evolved into a bigger organization (medium size). With a workforce three times higher than original number, the flat structure seems less adequate, as it would add ever more responsibility on the part of the Program Manager and Team Leaders with any additional staff.

All three Programmes are given certain autonomy in performing their tasks and this has been viewed as providing two key advantages. Firstly, it provides flexibility, allowing each Programme to adapt interventions and activities to suit the national context without having to follow BW Global guidelines that are too prescriptive. Secondly, it has been noted over time that each Programme can act as ‘incubators’ for new ideas. This ably demonstrates how the broader BW Programme can operate with a top / down and a bottom / up approach. Cambodia's approach to gender issues is one example of a BW Global initiative, adapted and implemented at a country level, with good practice rolled out to the BW Programme in general.

However, the systematic capture of these ideas and exchange of lessons learned and good practice both from BW Global and the country Programmes is somewhat lacking and is noted as still being a little ad-hoc. There is a bi-annual meeting of the ‘operational management team’ which consists of all the CTAs getting together where they present and discuss these ideas among other things. They normally meet twice a year in person, but 2020 was different due to the COVID-19 restrictions and the meetings were held virtually.

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## The three Programmes, M&E, and RBM

As already highlighted in this report (see ‘Design and Coherence p.21’) all three Programmes have well-constructed Theories of Change (ToC) with the appropriate log-frame and Results Based Management (RBM) documentation underpinning the activities, outputs, outcomes, and impacts. It is also well evidenced that the Programmes update those documents, identifying emerging risks (such as COVID-19) and key assumptions (such as government buy-in) and accounting for those in their forward planning through appropriate adjustments in the Performance Monitoring Plan (PMP). All of this is positive and suggests an appreciation of the importance of Monitoring and Evaluation (M&E) in helping the Programmes achieve their overall objective.

The RBM approach is not however fully developed and implemented. Whilst there is good measurement of activities and outputs there is less evidence-based collection of data on outcomes and impact. This evaluation recognises the important work done on measuring the impact of BW Global by Tufts University<sup>41</sup> and notes the overall conclusions of the report of the positive impact the BW had up to and including 2015. Whilst this does not – by extension – mean that all three Programmes in their current phases are achieving this level of impact it does provide ‘proof of concept’ that the BW approach is valid. It is also recognized that all three Programmes are currently engaged with external collaborators in developing impact assessments in some areas of their Programme activities (see Impact). For the Programmes to more effectively implement RBM it will be necessary to have a greater focus on measuring outcomes and impact. The approach taken by Tufts University – and subsequent learning from current collaboration on developing impact assessments – may provide some inspiration on how the individual Programmes could tackle this issue.

- Conducting surveys among workers and managers after varying periods of their factories’ exposure to Better Work services, in order to isolate the change due to Better Work (it is noted that the Programmes have begun a process of capturing longer-term feedback and not relying upon training / workshop / seminar evaluation forms completed immediately after the activity. This longer-term capture of data is crucial).
- Running randomised controlled trials to analyse Better Work’s Supervisory Skills Training Programme.
- Developing case studies to evaluate changes in managerial practices and occupational safety and health.

Yet the Programmes should not be expected to achieve all this autonomously. There is active discussion within BW Global and country leaders regarding technical support to those country Programmes, on how you do an assessment **and** to get buy-in to proper monitoring and evaluation. And to whether these functions are better served in Geneva, Bangkok or in Country Offices. This is discussion that needs to continue and accelerate with a BW agreed approach to M&E reporting and the full implementation of RBM for the Programmes. This is inter-linked to the gap already identified in this report regarding utilising a fully functioning RBM system to identify and record lessons learned and good practice when attempting to build capacity in thematic areas with common interventions (e.g. factory assessments) that cut across all three Programmes.

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41 [https://betterwork.org/wp-content/uploads/2016/09/BW-Progress-and-Potential\\_Web-final.pdf](https://betterwork.org/wp-content/uploads/2016/09/BW-Progress-and-Potential_Web-final.pdf)

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## The three Programmes and COVID-19

One of the greatest challenges facing all three Programmes was the emergence of the COVID-19 pandemic during the first quarter of 2020 and its continuing impact. This situation has highlighted just how effectively the ILO as an organisation through the Better Work Global Programme, the BKK-based BWGs, and the individual Better Work country Programmes can operate and innovate when necessity dictates. At the macro, organisational, strategic level the BW Global Programme introduced their ‘Call to Action’ which “*aims to catalyse action from across the global garment industry to support manufacturers to survive the economic disruption caused by the COVID-19 pandemic and to protect garment workers’ income, health, and employment. This global action also calls for work on sustainable systems of social protection for a more just and resilient garment industry*”.<sup>42</sup> Most notable during the stakeholder interviews were the number of non-ILO interviewees (across all stakeholder groups) who were well informed on the ‘call to action’ initiative, and the appreciation of how quickly and effectively the BW Programme had reacted to the situation. And within ILO itself there was also positive feedback on the way in which internal communication had worked, and that both the top/down and bottom/up models of management and information exchange proved effective. As already highlighted in this report (see Design and Coherence p.21) all three Programmes quickly revisited their log-frames and updated their PMP indicators, targets, assumptions, risks, and mitigating strategies to recognise the new paradigm.

For **the BFC Programme** the pandemic put some work on hold, but from mid-August Cambodia started to emerge from the worst aspects of the pandemic until an outbreak in November 2020. The pandemic has potentially slowed the passing of laws and regulations as well as progress on various government strategies. Along with the broader ILO, BFC took a responsive attitude to the situation and changed their Standard Operating Procedures (SOPs) to ensure its work continued but in a COVID-19 safe and secure manner. And over the period March 2020 to August 2020, BFC adjusted operational activities and support to stakeholders as part of ensuring industry partners received urgent technical support in handling the effects of the pandemic. This included;

- Delivering virtual training and advisory services to address changing needs of factory management and workers (which has continued beyond Covid-19). BFC’s service delivery during this time has focused on Covid-19 prevention and awareness, alongside working with the industry on the new challenges that have been brought about as a result of the pandemic.
- Continuing to support the industry towards sustained compliance, focus shifted to meet the needs of the constituents on pressing OSH issues related to COVID-19 through technical support, and development and sharing of communications material on COVID-19 prevention, and trainings. BFC also worked closely with BW Global and constituents on the International Organisation of Employers (IOE) - International Trade Union Confederation (ITUC) Call to Action and worked with the MoLVT at national and provincial levels on a trainer-of-trainer approach which led to the replication of BFC trainings on COVID-19 prevention and awareness.
- A COVID-19 awareness outreach campaign aimed at workers which included the development of a BFC COVID-19 information hotline for workers, as well as posters and information sharing around safety and health during transportation, and further development of relevant safety and health material which was shared during BFC’s outreach channels (social media, Labour Inspectors, Factories, WHO etc.).

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42 [https://www.ilo.org/global/topics/coronavirus/sectoral/WCMS\\_742343/lang--en/index.htm](https://www.ilo.org/global/topics/coronavirus/sectoral/WCMS_742343/lang--en/index.htm) 03/02/2021

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- Guiding national stakeholders including brands and manufacturers following new challenges and concerns as a result of the COVID-19 pandemic and partial suspension of the EBA agreement.
  - In collaboration with a brand and manufacturing group, BFC took the lead on the development of a Virtual Compliance Check. Additionally, BFC reached out to approximately 400 workers in May/June 2020 to further understand workers' concerns and challenges in relation to employment, safety and health and financial concerns around COVID-19. This has informed BFC's training and worker engagement approach around key issues like financial literacy and OSH.

Although many of the above-mentioned activities are relevant to BFC's overall strategy for 2019 to 2022 - to essentially strengthen capacity of garment sector actors, and support a competitive, high compliant sector – some of the focus during this emergency period, particularly in March and April did focus on the immediate safety and economic concerns resulting from COVID-19. In the aftermath, the sector (BFC and Cambodian garment sector stakeholders) continue to focus on an increasingly collaborative and strategic approach to a more independent, resilient, and competitive sector.

**The BWI Programme** undertook similar measures to BFC to ensure the continuity of services and intervention by switching to virtual mode of services delivery whereby advisory session, training and seminars are conducted online. They also recognised during the COVID-19 pandemic the vulnerability of the sector to cashflow problems. Through the facilitation of BWI, as the result of Social Dialog, there is now a joint commitment between Trade Unions Federations in Indonesia, APINDO, API and APRISINDO to sustain themselves after the pandemic, through promotion and implementation of social dialogue based on good faith and to unveil more innovative, supportive solutions and various policies/ strategies/practices to deal with the pandemic.

In parallel with BFC, and BWI **the BWV Programme** also reacted swiftly to the emerging challenges that the pandemic created. They introduced the same coherent, well received interventions in helping factories adjust to the new situation and to provide a safe working environment for their employees. They too introduced effective virtual support when face-to-face meetings, visits, and training could not be accommodated. The BWV Programme team were also grateful they were given the flexibility to adapt the BW strategic 'Call to action' initiative to suit their country Programme context and environment. This, once again, demonstrates the importance of achieving the right balance between BW strategic vision, support, and intervention, and the autonomy of country Programmes to pursue that vision in the most appropriate manner.



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## FINDINGS:

- Despite the challenges set by COVID-19 all three Programmes are making good progress toward meeting their 2022 outcomes. All Programmes are aligned with and contribute to the relevant SDGs.
- The BW Global model has proven effective over the years and all three Programmes have been running long enough to understand the ethos behind it, and how it can be adapted and implemented at the country level.
- Compliance levels continue an upward trend and evidence highlights that factories and buyers / brands place appropriate levels of importance on factory inspections / assessments as facilitated by the Programmes.
- There is still room for improvement across all three Programmes in their use of Results-Based Management to improve effectiveness. The RBM process currently stops short of the systemic collection and evaluation of outcome and impact data.
- Success multipliers across all three Programmes include; i) the high esteem in which the Programmes are held with respect to their role as an independent, objective, and impartial partner, ii) the ability to provide resource and space for all stakeholders to work come together, iii) the high level of ILO country office staff experience, knowledge, and expertise, and iv) the promotion of social dialogue.
- The interaction of the Programme's with brands / buyers is one area where effectiveness could be improved. There are perceptions held that the Programmes do not do enough in encouraging brands / buyers to meet manufacturer expectations in supply chain security.
- All three Programmes reacted effectively to the COVID-19 pandemic illustrating the advantages of a top/down and bottom/up approach and demonstrated that all the country Programmes can be creative and innovate when necessary.
- Backstopping support and oversight from the BKK-based BWG and HQ is generally held to be of good quality and applied effectively where needed. This could be improved in areas of gender and sustainability.

## Efficiency

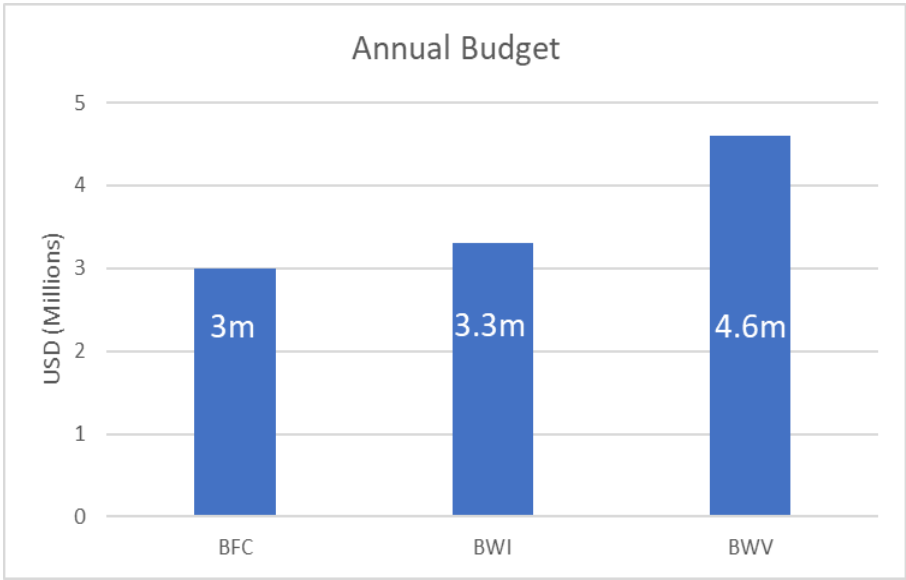
### Evaluation questions:

- To what extent have Programme resources and inputs (funds, expertise, time, etc) been allocated well and used strategically to achieve the expected results?
- To what extent have Programme activities been cost-effective?
- What level of activities (individual, institutional, systemic), comparatively across the three Programmes, has provided the most cost-effective benefits?

- Were Programme resources strategically allocated to achieve gender-related objectives?
- To what extent have the three Programmes comparatively leveraged other related interventions to maximize impact?

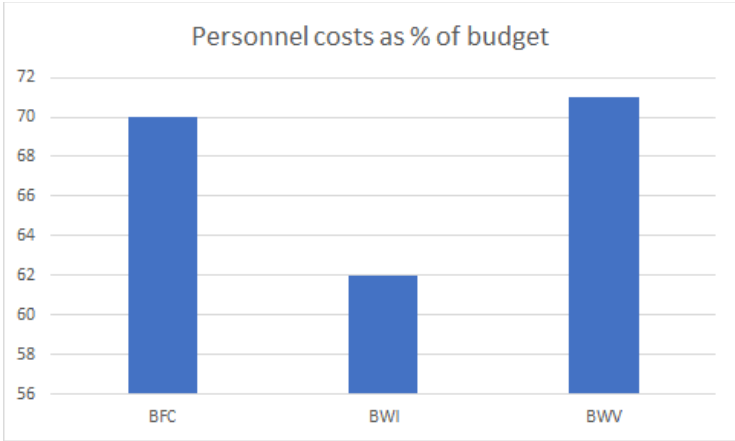
There are various elements which can be considered under efficiency. Most prominently, how well have the financial resources been utilised in attempting to achieve the desired objectives? The BFC Phase IV Programme 1<sup>st</sup> Jan 2019 to 31<sup>st</sup> December 2022 has a budget of USD 12 million. The BWI Phase IV Programme 1<sup>st</sup> Jan 2019 to 31<sup>st</sup> December 2022 has a budget of USD 13.2 million. The BWV Phase III Programme 1<sup>st</sup> July 2017 to 30<sup>th</sup> June 2022 has a budget of USD 23 million.

Figure 3 – Annual budget for each Programme



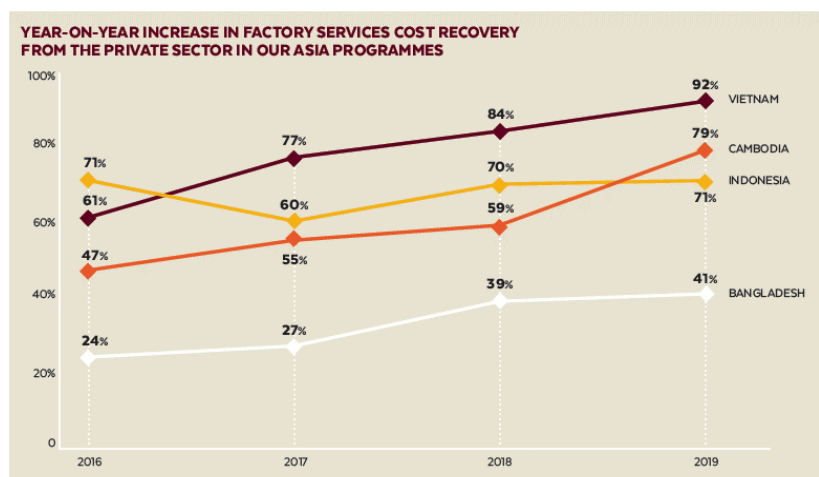
Thus, across the three Programme a total of USD 48.2 million has been pledged with an average annual budget of USD 10.9m. Those financial resources pay for the delivery of activities which are broken down across the various outcomes of the Programmes. By far the largest component cost are staff / personnel costs.

Figure 4 – Personnel costs as a percentage of total budget



Another key metric under which financial efficiency must be considered is cost recovery. The figure below illustrates the progress each Programme is making in increasing its factory services cost recovery rate.

Figure 5 – Factory Services Cost Recovery



Whilst financial resources and staff costs are a legitimate metric to assess efficiency it is too simplistic to state that a lower budget to staff cost ratio and higher cost recovery equates to greater efficiency. It must be coupled with an understanding of how investment in staffing contributes to the efficient delivery of Programme outputs. For example, across all three Programmes there was consistent reference made to the speed with which the ILO Programme officers reacted to various requests from their stakeholders and partners. *“The cooperation with the ILO and the Better Work people is excellent. They have been very quick to react to my requests, they are very professional”*. *“I can easily reach out to their communication officer...and they have always been very quick to respond and answer our questions”*. Donors noted that reporting from the Programme arrived on time and provided the oversight they needed. The tripartite partners have also stated that the Programme’s – in their role as a convening body – have further enhanced their reputation for efficient Secretariat type administration.

Where there may be merit in examining staff costs would be around the relative value of international and national staff, as well as the staffing costs of Regional and HQ based staff that support the three Programmes. It is estimated<sup>43</sup> that for every HQ based staff member two to three national staff could be employed.

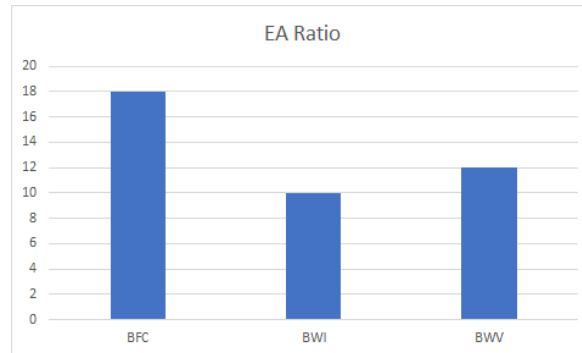
The importance of achieving a proper balance in ratio in the type of staff members is keenly highlighted when considering the number of factories that each Enterprise Advisor must cover. The graph below illustrates the difference between all three Programmes; however it’s not as straight forward as equating fewer factories per EA with better support and greater efficiency. For example, the need for a lower ratio for BWI can be partly explained by the geographic spread of the factories and the amount of time it takes EAs to travel between factories. And that BFC has assessments for

<sup>43</sup> Interview responses from BW Programme staff

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all factories where some team members are only doing assessments and not advisory, and some are training and advisory services but not assessments.

Figure 6 – Enterprise Advisor to No. of Factories ratio



The value of a strong in-country presence was notable in the response of the three Programmes to the Covid-19 pandemic. Once again there was cross stakeholder group agreement that the BW Programme in general and the three country Programmes reacted quickly and efficiently to the unfolding and rapidly changing situation. This has also highlighted the importance of the efficient communication of an over-arching strategy driven from headquarters, whilst recognising the need to set up appropriate processes and procedures to allow the country Programmes to adapt the strategy to their in-country reality.

Another major contributing factor to staff efficiency highlighted by all three Programmes was the workload to which the country office staff are subjected. It was a common theme across all levels of BW staff that there was only just enough capacity in terms of number of personnel to deal with the day-to-day running of the Programme. There was no time or space provided to allow the Programmes to take a step back, and find more efficient (and effective) ways of doing the work.

One more area that impacts upon staff efficiency and was highlighted during the evaluation was the amount of time that staff spent travelling within the various countries. This is not unexpected given that on-site visits, assessments, training, and seminars are a key part of the work. Yet there was concern voiced that too much time was spent getting to and from factory locations and that there may be opportunity for more innovative thinking on how this inefficiency could be addressed.

It is therefore useful to note here the response to Covid-19 in effect ‘forced’ some innovative thinking. BFC piloted a remote factory inspection process involving the use of hand-held cameras / mobile phones to view and inspect the factory. There are limitations to the effectiveness of this approach e.g. the technology must be stable, and it makes arranging these visits as surprise and unannounced difficult. Thus, whilst not a substitute for on-site personal visits, a regime that mixes virtual and face-to-face inspections may lead to some efficiency savings without overly diluting the value of the inspection.

The use of technology to improve efficiency can be two-fold for the Programmes. In the first instance it can be considered from an **internal** perspective. For example, the phasing out of the STAR system to be replaced by new technology to reduce bureaucracy and speed up routine processes and procedures such as report writing. Secondly the Programmes can look **externally** to consider how technology can be used to improve the efficiency of Programme activities and

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outputs. The example of ‘virtual’ factory inspections has already been noted. There is also work being done in building IT systems for case management to aggregate data thus helping inspectors become better at planning their work. The importance of this approach is supported by feedback from the donor community “*They [ILO] are also innovative, for example, in the use of technology they have developed good data collection systems for themselves and the factory inspectors*”. The data collected and analysed assists them in identifying drivers of non-compliance which then allows for a more strategic selection of factories to be inspected. These drivers are often not restricted to the garment sector, thus there is potential application across other sectors.

This concept of identifying external efficiency improvements is an important contributor in driving broader Programme efficiency and effectiveness improvements. The efficiency of the Programme often rests with the efficiency of their partners. The Programmes have done well in identifying key assumptions and risks that have the potential to impact upon various aspects of their Programme delivery and – by extension – the achievement of Programme objectives. For example, the BWV Programme identifies assumptions at output level within BWV sphere of control, one of which is that BWV can “*support technically, shows the way, and assures the space for the factory to learn, change and sustain that change*”<sup>44</sup>. An ability to marry external efficiency improvements to identified assumptions and risks that are within the control of the Programme and ILO to influence should bring efficiency dividends. Yet there is a truism to efficiency that must always be recalled. The efficiency of the Programme often rests with the efficiency of their partners.

The **BFC Programme** has been financed from different sources including the Royal Government of Cambodia, and Garment Sector Manufacturers. BFC core services are paid for through international buyers paying for reports, and factories contributing to training and advisory services. International Donors’ contribution cover remaining Programme delivery requirements. The payment for services element of BFC income is further reinforced by the Garment Sector MOU statement that international buyers who use BFC services “will contribute to Programme operation based on fees for services rendered.”

The Programme in this current phase IV has been financed through seven sources:

- i) USA, United States Department of Labour (11%);
- ii) Multi-donors for BW (17%);
- iii) Australia, Department of Foreign Affairs and Trade (17%);
- iv) GMAC (8%);
- v) Government, the Ministry of Labour and Vocational Training (12%);
- vi) buyers subscribed reports (28%); and
- vii) training and advisory services (7%).

A total commitment budget from all these sources for 2019 through 2021 is **USD9,206,223** whilst the actual amount for 2019 and 2020 is **USD5,428,676**. Of this 2019/20 amount 70% is for personnel cost; 13% for operational cost; 12% for Programme support cost; and 5% for direct cost of all five outcomes. Review of BFC documents and previous evaluations findings indicates that BFC income and expenditure is well monitored and applied transparently in line with the requirement of Programme outcomes and outputs. BFC’s ability to demonstrate attention to value-

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<sup>44</sup> BWV Assumptions 16-09-19 p.1

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for-money considerations in Programme planning and delivery is seen as a selling-point in attracting and retaining international donor support.

Another consideration from an efficiency point of view is the degree of internal harmonization, synergy and collaboration demonstrated between and across BFC and other ILO Programmes, services, and capacities, particularly in the context of the Cambodia DWCP 2019-2023. Such internal coherence reinforces the efficient use of limited resources.

**The BWI Programme** source of funding for the Programme comes from the Australia-DFAT fund, multi-donor support, and revenue. In total, for DFAT funding, the expenditure to date is 80% absorbed against the total allocated budget, meaning 20% remains to cover this Programme phase until its end in 2022. For multi-donor support, the expenditure is 70% absorbed against the allocated budget meaning 30% remains up to 2022. Overall donors cover 40% of the 3 core services costs provided by BWI, and the remaining 60% comes from the membership fees of buyer/brand and factories. Personnel costs amount to 62%, operational costs 28%, and Programme Support Costs 10%.

The ILO office personnel who provide support to this Programme are 4 persons, a CTA and 2 national officers and 1 administration and finance officer. While the Foundation (YKK) team consist of around 30 persons that cover all 3 geographic areas (West Java, Central Java, and Jakarta and its surrounding / Jabodetabek) including the 20 EAs. The use of EAs against the need of the region should be considered in an attempt to improve efficiency as there is a different workload for each EA. It was suggested that EAs in Central Java have heavier workloads than those in West Java, however it should be recognised that not all EAs have the same roles which could skew this observation.

In improving the Programme's efficient use of human resources, training to ensure that each Enterprise Advisor (EA) has the same level of capacity and knowledge is important as some respondents reported differing levels of EA competency. For example, the explanation of (changing) employment law and its potential impact and ramifications for factories in the sector was not always clear and led to confusion for some BWI stakeholders.

The **BWV Programme** is supported by the following donors: Irish Aid, Netherlands Ministry of Foreign Affairs, State Secretariat for Economic Affairs (SECO), Switzerland, Australian Department of Foreign Affairs and Trade (DFAT), Economic & Social Development Canada (ESDC). The expenditure reports suggest that funds are well monitored and managed. BWV reports some delays in fund transfer that may cause delay in the finalization of the workplan.

The structure and allocation of resources and inputs of BWV sees the majority (71%) of resources allocated to personnel costs for core service delivery to registered factories. The structure of this budget allocation reflects the continuity BWV's focus on core service delivery (both in terms of budget and human resources) from previous phase. This despite the fact that the country strategy for the current phase has acknowledged that the impact of the Programme has been mostly limited to BWV's registered factories and that the Programme needs to scale up its impact to non-registered factories.

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BWV has continued its improvement from previous phase of cost recovery rate through income generated from core services. In the current phase, BWV has set its target of cost recovery rate at 100% by 2022. Cost recovery rates of BWV have been 79% in 2017, 89% in 2018 and 92% in 2019. This has been achieved through a combination of two factors (i) a series of innovations adopted by BWV to save cost and increase performance of EAs and (ii) adoption of a new pricing structure in late 2016. A closely related indicator that also reflects the improved efficiency is the number of factories per EA. For the current phase, according to our interviews with BWV's staff, the figure has increased, from as low as seven or eight factories per EA in previous phase to as high as 14-15 factories per EA.

A potential negative impact of the emphasis on cost recovery for the core services (e.g. increasing price for its services), could see smaller and under-resourced SMEs firms in the garment sector not being able benefit from BWV's services. This may create a circle of exclusion whereby on the one hand large and well-resourced exporting factories are more likely and be able to subscribe to BWV's services that enhance their compliance, their chance of getting export order, hence profitability while on the other hand, smaller, under-resource subcontracting non-exporting factories are less likely and to be able to access BWV's service, i.e. being excluded from the virtual circles of good labour practices/compliance – export – profitability. The challenge for Programme like BW is to engage more participation of the latter (i.e. small, non-exporting firms/factories). The implication is that BWV may divert some of its resources to activities that benefit the bigger pool of factories and firms, leaving behind the SMEs. It should be noted that the BW Jordan Programme evaluation noted this similarity and suggested the partnering of larger firms in a mentoring role with smaller firms. There may also be value in Programmes creating a cadre of local BW 'champions' from BW factories that can be deployed by the Programme in an advocacy role, encouraging other factories to become involved.

Overall BWV has proven to be cost-effective in its delivery of core service in terms of its outputs and impact on the welfare of the number of workers, yet BWV's core services are only available for firms with at least 500 workers. Up to the end of 2019 smaller firms could participate so currently around 15% of participating factories have a workforce below 500 employees. There are two implications for BWV to consider:

- The total number of garment exporting firms that are eligible for BWV is about 800 of which more than 400 are already registered with BWV. The remaining factories tend to be smaller in size and less capable of improvement (relatively). As time passes, recruiting more of those remaining factories could prove more difficult, and the resources needed to be invested for improvement could also tend to be higher.
- While 500-worker factories are considered small by the garment definition, they are considered large enterprises by Vietnamese legal definition which classifies firms with less than 200 workers are medium and small. These SMEs accounts for more than 95 percent of firms in Vietnam.<sup>45</sup> By imposing this criteria, smaller firms are excluded and this re-enforced the point discuss above about the inclusiveness of BWV for those smaller factories.

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<sup>45</sup> <https://www.vir.com.vn/expanding-the-global-role-for-vietnams-smes-71069.html>

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Efforts and innovation have also been taken to improve the efficiency of the Programme. For example, BWV has taken up an initiative to develop and launch a technology based GOPY application (see lessons learned p.95) which serves as an important platform for managers and workers.<sup>46</sup>

In term of management capabilities, BWV's management team is supposed to have eight members who are responsible for overseeing around 50 total staff with an ever-increasing workload (because of expanding geographical and sectoral coverage and efficiency pressure). Now, the management team has only 6 members who are over-stretched, especially at this time of the COVID-19 pandemic. BWV is also supposed to have an international Chief Technical Advisor (CTA) as a member of the management team however, this position is currently vacant, and the Operations Manager of Better Work Hanoi Office has had to temporarily assume the additional tasks of the CTA. In the medium term this type of arrangement will have a negative impact upon efficiency.

#### FINDINGS:

- On average the three Programmes allocate 67% of their budget to staff costs and use them in a generally efficient manner.
- There is a need to ensure country staffing levels are maintained at a high enough level to continue delivering the standard of service which all three Programmes have achieved.
- All three Programmes have looked to achieve increased cost recovery during their current phases and there is an upward trend in this efficiency metric.
- The drive toward full cost recovery must be balanced against the potential for leaving behind some factories / manufacturers unable to pay the fees demanded. It should be recognized that there are still a number of potential BW Programme partners operating outside the Programme.
- Country office staff are under a substantial workload, although some EAs may benefit from a redistribution of workload.
- Whilst resources are sufficient to ensure the day-to-day running of the Programmes there is little spare resource to invest in more strategic thinking on issues of efficiency.
- The COVID-19 pandemic provided proof that all three Programmes can think and react innovatively to maintain efficient service and support when necessary.
- The cost / benefit of Regional and HQ staff support to the country Programmes is unclear. Whilst the backstopping, overview, policy, and strategic functions and guidance provided to the country Programmes are recognized as necessary and beneficial, the true added value is difficult to quantify.

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<sup>46</sup> <https://betterwork.org/2020/10/09/better-work-vietnam-launches-new-app-to-support-their-local-garment-sector/>



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- There are areas where efficiency savings can be made, including reducing the amount of time spent travelling in-country by the EAs through an increasing and smarter use of technology. This could include more remote / distance trainings and seminars, improved use of Information Technology in information management, and using certain elements of remote factory inspection developed during the COVID-19 pandemic.

## Impact

### Evaluation questions:

- What are the likely intended or unintended (positive and negative) impacts of the Programme?
- To what extent has the Programme contributed to the recipient stakeholders' acceptance of the Better Work ethos?

The independent impact assessment of Better Work completed in 2016 by Tufts University and previously referred to in this report demonstrates that working conditions have improved, firms have increased their productivity and profitability, and workers have experienced a marked rise in their well-being. Thus, there is a certain 'proof of concept' for the BW Global approach and the continuing country BW Programmes. The on-going BW impact strategy envisages four outputs i) Effective dialogue between workers' and employers' organizations ii) Strengthened regulatory framework iii) Aligned ILO/IFC/BWG country-level strategies and policies and iv) Aligned ILO/BWG policy messaging on labour in GSCs. The three country Programmes, in their pursuit of impact within their own Programmes, are well aligned with these four outputs.

As can be noted in the three country responses below there are differences in the perceived level of impact that the Programmes have achieved. The Most Significant Change (MSC) narration data collection technique looks to capture data outside the traditional quantitative measurement of indicators to help identify true impact and potential barriers to impact.

The **BFC Programme** has been operating in Cambodia for almost 20 years and it is argued by key stakeholders that this has helped the industry to keep expanding and improving over time since 2001. Employment has risen to over 800,000 (resulted from an expansion of factories to over 1,000 to- date), incomes of the people have increased more than the national average among the households without people in the garment industry, working conditions have improved, and export has grown dramatically.<sup>47</sup> The extent to which this can be attributed to the BFC is impossible to ascertain, but the Tufts University study and the results of the MSC narration analysis for this evaluation point to the BFC as having a strong influence and positive impact.

The current BFC Programme phase has maintained its role in helping to **sustain Cambodia's garment industry** amidst critical challenges, including COVID-19 and the partial withdrawal of trade preference under the EBA scheme of the European Community. Data from the MoLVT, in the first half of 2020, showed Cambodia's garment exports were valued at \$3.784 billion, a fall of 5.4 percent from more than \$4 billion in the same period last year. Yet quantitative indicator data shows an increase in the number of factories registered with the Programme against baseline target and helps to evidence the Programme's success in attracting factories from the sector despite a

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<sup>47</sup> The Ministry of Economy and Finance

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challenging 2020. A total of 618,257 workers have remained under the umbrella of the BFC and the benefits that affords.

The BFC has also focused on achieving impact through creating a **culture of compliance** bringing together national constituents, industry partners, and supply chain stakeholders/actors through different platforms to develop dialogue aimed at improving industrial relations, rights at work, social protection, and gender inclusion. The Programme has been able to keep the factories registered for bundle services, set up internal committees, e.g. Performance Improvement Consultative Committee and other systems in place to continue monitor on labour compliance. At factory-level, bipartite committee (PICC) was established to address underlying causes of non-compliance and monitor on implementation of improvement plans of action. Workers are involved in identifying non-compliance issues and becoming involved in the process of problem solving through the internal mechanisms, i.e. PICC and OSH Committee which also helps promote a culture of participatory social dialogue within the factory.

The **assessment report** has improved the standards compliance at the factory level. It was noted that many factories now seem to compete for the best performance helping them garner support from their buyers/brands. They anticipate that an outstanding performance would encourage buyer / brand loyalty and orders may increase. The assessment process has been transparently adopted at factory level. However, the stakeholders also view that the process of finalization of the report seems to lack full consultation with union representatives revealing they were not fully consulted in the finalization process. It was stated that the factory assessors provide insufficient time for the factory management to look for supporting documents and provide feedback prior to final conclusions being made for public release. In addition, there are cases of worker organizations and worker representatives at the factory level disagreeing with the findings of the assessment. The BFC Programme may need to examine the mechanisms for redress around disputed assessments to (re)gain the trust of all involved parties to the assessment process. There is an accountability gap that needs to be looked at more closely.

The support of the Programme boosts the fulfillment of the factory to meeting the national compliance requirements, i.e. minimum wage standard and fringe benefits, working conditions, and the like. BFC has looked to innovate in certain areas of concern with workers' welfare, one of which is tackling the risks involved in travelling to work. A pilot project by Solidarity Center and AIF Foundation with BFC supporting the Transportation Working Group – has been implemented with five factories setting up road safety working groups to address commuting issues of workers. Significant impact has also been noted on improved awareness of gender issues and practices amongst the workers and reduced discrimination in the workplace (see 'Gender' p.78). However, there is still substantial progress to made in the strengthening of workers' interest (i.e. discrimination against unions, lack of bargaining process, freedom of association, etc.) which has seen a slower rate of improvement and where the BFC is having less of an impact.

Another area in which the Programme has looked to create a positive impact is **social dialogue**. As it is enshrined in law and mandatory it means that any stakeholder must address those issues and the BFC can leverage its position as a convenor for discussion, providing a safe space for issue to be raised, discussed openly, and addressed. There are some issues (for example the issue around sexual harassment against women) that it is difficult for employers to talk about, and that the government may not want to admit exists as it may negatively impact business and national reputation. In Cambodia there has been a significant improvement in those areas and key driver has been BFCs role as a trusted advisor and guide. It should also be highlighted that as a result of BFC

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capacity building efforts worker representatives and advocates have learned to work together with the management who have learned to trust, listen to, and respect worker leadership. Worker representatives have taken on greater responsibility for OSH matters and overall company culture, and a deeper level of cooperation has resulted in creating a new culture of work and social dialogue within the factories.

Another key impact of the Programme is **improving the capacity of the government** to carry out key Programmatic activities such as labour inspections. The Programme has enabled MoLVT officials to effectively deploy knowledge, skills, assessment tools, and procedures learned through the BFC Programme to conduct labour inspections. This is evidenced through a joint plan of action to do assessment at factory-level. There was also recent cooperation on the preparation for training materials on COVID-19 covering preventive measures and the dissemination of those measures to workers. As a result, in March 2020, the Department of Occupational Safety and Health within MoLVT offered COVID-19 trainings to 456 factories, the majority of which were garment, footwear, and travel goods factories with 20,584 (14,362 female) participants<sup>48</sup>.

As evidenced in the ‘effectiveness section’ there has been a positive improvement on capacity of labour inspectors in doing their job better. Stakeholders recognized that there are new and more challenges to be tackled in present and future work on standards compliance. An ongoing capacity building is therefore essential to prepare for the next level which is more effective in addressing those challenges in the industry on areas of law and general research skills from the global knowledge/perspective. Regarding the travel goods sector, as it is different from the garment sector, it will be necessary to have more studies in order to better understand the sector. This may equate to more BFC developed training courses to be provided to the labour inspection team..

The **partnership approach** of BFC has been an important factor in export-led growth. The presence of BFC in exporting factories within the garment sector has increased the confidence of brands and vendors. BFC has a convening power with brands and the brands continue to support the sector. BFC is seen as effective in key stakeholders in the industry to work together. Yet some would consider that to provide even greater impact in its partnership approach the BFC should become more ‘authoritative’ and less ‘consultative’. This is a commonly held perspective of manufacturers when discussing how the BFC does (or should) interact with the brands / buyers and its role in ensuring continuity of the supply chain and orders.

Finally, the Programme has spurred the development of the **five-year strategy** for the garment, footwear and bag sectors (2020-2025). The strategy has been drafted by the Ministry of Economic and Finance and played an important role in contributing to economic development by creating jobs, increasing people’s incomes and, in turn, reducing poverty. This strategy is an important roadmap because it will set out a vision to transform Cambodia’s garment, footwear and bag industry into a high-value, supportive, diversified and more competitive industry. However, its implementation has been hitherto postponed considering an inclusion of the travel goods and bag sector.

Overall, the work of **the BWI Programme** with respect to **compliance** shows improvement since the beginning of the Programme. There is greater job stability for workers; with permanent contracts doubling (21% to 41%). Awareness by workers of their rights and willingness to take

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48 Technical Progress Report 11 December 2019 – 31 March 2020.

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their concerns to trade unions is also increase (20% more workers are willing to speak out), and 90% of children of workers are in school<sup>49</sup> showing that raising of standards in factories has improved the quality of life of the workers. There is also reduction of shouting & verbal abuse.<sup>50</sup> Factories awareness has progressed in attempting to meet the standards demanded by buyers and there is greater factory ownership in monitoring their own operations through BWI aided support. This happens not just in the larger factories but those smaller ones as well. The advisory services provided by the Programme are viewed as a bridge between factory management and workers.

However, it should be noted that there are some factories that still have the same problems in attempting to reach and follow compliance standards. There is a slowing in the rate of factory progression and improvement and one reason cited for this is that the follow-up mechanisms of the BWI Programme, and its ability to enforce change is lacking when assessments show inadequate factory compliance standards. Where similar issue lead to a lack of compliance across different factories there may be value in the Programme identifying those issues and how it currently addresses them.

The Programme looks to achieve further positive impact through its training and advisory services. The Training Unit in Better Work Indonesia Programme conducted a satisfaction training survey for 2019 activities and a training needs survey for 2020. This should serve as an important reference point for BWI, especially the training unit to ensure that the BWI learning plan is needs based on BWI partner factories priorities. One impact of the training is that 67.1% of respondents had applied ‘almost all’, and 21.2% had applied ‘all’ the knowledge and skills that they gained from BWI industry seminars and training. Additionally, the survey identifies that 26% respondents reported as ‘very effective’ and 63% reported as ‘effective’ the BWI training and industry seminars supporting improved processes in factories. The support provided impact in the following areas ranked in order of importance.

1. Increased knowledge that can be implemented at the factory level.
2. Improved audit procedures including the solving of noncompliance issues.
3. Improved management skills and problem solving in the factory.
4. Improved working environment in the factory.
5. Improved participant knowledge in law/policies/government regulation related to the garment industry.
6. Attaining qualified trainer and PJK3 certificate
7. Advisory visit after the training helping factories to follow-up the recommendations<sup>51</sup>
8. Enhanced employee motivation
9. Support for factory to implement their work plan to conduct training

There is further impact of the Programme on promoting **social dialogue**. The stakeholders are satisfied that their voice can be heard through the Programme. The role of BWI in promoting dialogue to government, buyers, and TUs is really appreciated by the stakeholders. Having access to the government and the ability to talk with multi stakeholder like workers employer, is a key value of the BWI Programme. In improving the capacity of TU, BWI also provide trainings to the

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<sup>49</sup> Better Work, Better for All. October 2019.

<sup>50</sup> Ibid.

<sup>51</sup> One respondent noted the EA rarely follows up the recommendations after training.

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TU in reading the financial report and developing its task force, although the TU has noted that some training which had previously been agreed was cancelled.

BWI in phase IV in total has more than 80 buyer participants and 35 partners brands and retailers which continues an upward trend of **buyer and brand engagement**. In 2019-2020, the Programme gained 5 new buyer partners. It is stated by many that the Programme has had a positive impact in areas such as enterprise business competitiveness, 75% of general managers indicate their firms are preferred suppliers. The enterprise also doubles quarterly profits after four years, achieves better business terms with customers, and over 60% of factories have production capacity utilization rates of 75% of higher.<sup>52</sup>

On achieving **impact at the policy level**, the Programme works closely with government on policy strategies such as on wages, employment of people with disability, Covid-19 and Omnibus Law. For Covid-19, the BWI team provided input to the government on the sectoral challenges as of the pandemic and as the result several documents have been published including a guidance document for factories on Covid-19 Transmission, Prevention and Management and the Best Practices in the Workplace. On the Omnibus Law, BWI in discussion with its social partner also provided input to government based on their experience working on the ground.

According to statistics from the **BWV Programme**, since 2009 BWV has conducted more than 4,200 advisory visits to help factories improve their labour standards. BWV's impact on the performance of enterprises, on the welfare of workers and on the labour practices of the industries is well evidenced.<sup>53</sup>

The answers given to the MSC narration questions have identified that the BWV Programme helps enterprises achieve lower staff turnover, higher production efficiency, and increased capacity usage. Better working conditions, and participation in Better Work, are linked to higher profitability. Factories with better working conditions are up to 8% more profitable than their counterparts. And the average firm enrolled in BWV increases its revenue to cost ratio by around 25% after four years of participation.<sup>54</sup>

Some enterprises confirmed that without BWV, their products could not meet the requirement of buyers for exporting. BWV can deliver value to the factories by reducing the number of different audits that they need to undergo, if more than one buyer per factory accepts the BW assessment instead of requiring a 3rd party audit. Factories indicated that they enjoy an improved relationship with their existing buyers from their participation in BW. To a lesser extent, they also indicated improvements in their company image, workers' productivity, and relationship with new prospective buyers.

The Programme's social partners (MOLISA, VGCL and VCCI) at both central and local level, confirmed that BWV has had great impact on garment and footwear sectors in general and factories within those sectors, especially in building factories' image to international buyers and building industry reputation and competitiveness. Interviews with several buyers participating in the BWV program suggest that the buyers are, in general satisfied with the BWV Programme. The advisory

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<sup>52</sup> Better Work Indonesia, Phase IV (2019-2020)

<sup>53</sup> See the 8th Public Synthetic Report <https://betterwork.org/portfolio/better-work-vietnam-annual-report-2019> for more details.

<sup>54</sup> <https://betterwork.org/where-we-work/vietnam/bwv-Programme/>

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and assessment services of BWV have “good value” for their factories and have helped reduced the workload of their country compliance teams.

Stakeholder’s buy-in of the BW ethos is most visible at the factory level. During the discussion with factories, most of them indicated that they first enrolled with the BWV Programme at international buyers’ request. However, after one to two years, the improvement in factory performance was clearly recognized in terms of both labour compliance and working conditions and that encouraged them to voluntarily participate in the Programme in the following years. They realise that they can improve their business performance by for example, increasing orders with current buyers and approach more buyers in BW’s network. To date, participating enterprises express that they see the Programme more as a business partner than a social auditor.

### **Impact assessment approaches**

The measurement of impact is not easy to achieve. The indicators of activity and output can be measured e.g. number of participants trained, number of compliance reports completed, number of registered factories, type of legislative change, increased wages etc. Yet this does not always equate or have a direct correlation to impact. All three Programmes have recognised this challenge and have engaged in impact assessments utilising outside support and expertise. There has been investment in impact research in all three countries in the evaluation period, extending from and beyond the Tufts University study that concluded in 2016 (“Progress and Potential”).

#### For Cambodia

Tufts University was commissioned to conduct a focused impact assessment of BFC (2017-2020), with the objective of discerning and differentiating BFC impact based on the service level provided by the programme. The research project resulted (to-date) in two discussion papers and two summary briefs.<sup>55</sup>

#### For Indonesia and Vietnam

From 2016-2020 independent research was funded by IDRC and carried out by a consortium of research partners from Tufts University, RTA (Vietnam), and University of Indonesia. The main objective of this impact research, “Empowering Women through Humane Workplaces,” was to establish a control group of garment workers outside of BW factories and compare their working conditions outcomes and trajectories to worker within BW factories. The main findings are summarized in a raw format and available from a website at Tufts University (under the heading “Measuring the Contributions of Better Work”).<sup>56</sup> Having gathered this data the Programmes are currently reviewing these raw findings and making plans to transform them into something that can be discussed and validated internally, to maximize the learning and policy relevance of this external impact research. This also provides an opportunity to identify how all three Programmes can develop a standardised approach to measuring impact.

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<sup>55</sup> Discussion Papers no. 38 and 39 at <https://betterwork.org/our-impact/publications/>

Briefs: <https://betterwork.org/portfolio/harnessing-compliance-to-improve-well-being-and-productivity-the-impact-of-better-factories-cambodia/>

<https://betterwork.org/portfolio/gender-and-care-responsibilities-examining-the-differences-for-garment-workers-in-better-factories-cambodia/>

<sup>56</sup> <https://sites.tufts.edu/laborlab/projects/empowering-workplaces/>

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## FINDINGS:

- There is reporting from Tufts University that BW Global and its constituent BW country Programmes are achieving the expected impact in progress toward their overall objective(s).
- Data gathered for this evaluation indicates that by promoting and supporting a culture of compliance, positive impact continues to be made by the Programmes. Alongside the continuing focus on compliance are the attempts to improve the capacity of national agencies to take over some aspects of the core service activities.
- The assessment process is generally well received however there are stakeholders that believe some details within the process (e.g. fuller consultation and ability to redress) could be improved.
- A strong indicator of the positive impact of the assessment process is the desire it often engenders for non-Programme factories, manufacturers, buyers / brands to become involved, however engagement with brand / buyers needs some refocusing.
- All the Programmes are expending more effort in trying to improve social dialogue. There is still much to be done to bring social dialogue to a level where it becomes effective enough to drive continuous, positive change.
- Policy level interventions have seen the Programmes support governmental approaches that reflect the BW ethos, as well as using their influence where policy and strategy is not aligned to the broader ILO BW agenda. The impact at this level is harder to quantify but the qualitative data does suggest positive impact.
- All three Programmes have had a quantifiable impact on gender issues. including gender equality, and women's empowerment.

## Sustainability

### Evaluation questions:

- To what extent are the three Programmes sustainability strategies comparatively appropriate to sustain results beyond the Programme end?
- To what extent is there a demonstration of political will and ownership among Better Work national stakeholders?
- To what extent are the Programmes likely to sustain positive gender-related outcomes?
- To what extent have the national stakeholders acquired the technical, financial, and organizational capacities to continue the delivery of Better Work services and sustain the results both at industry and policy level?
- How have ILO Constituents, comparatively across the three countries, been involved in the implementation of the Programmes?
- Which good practices and lessons learned from the sustainability pathways of the Programmes could be helpful for other country Programmes and development partners?

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The 2018–2022 BW Programme strategy aims to promote decent work and competitiveness in the global garment industry through increasingly sustainable delivery mechanisms. New interventions are needed to drive greater scale and sustainability of impacts. The current focus is to strengthen the ability of businesses and the public sector to implement conditions of decent work and reduce dependence on Better Work. This higher-level ambition and longer-term horizon demand new skill sets in Better Work staff at both the global and national levels to support policy and coordination roles and an intensified engagement with brand and retail partners.

Of all three Programmes **the BWI Programme** has taken the most innovative approach in trying to meet the BW strategy on sustainability. The Foundation (YKK) was established in 2017 and has a mandate to improve working conditions in the garment and other sectors by providing core services (assessment, advisory services, and training) on behalf of BWI. The establishment of the Foundation promotes ownership of the Programme to the tripartite constituents. This, in turn, is being used to encourage, promote, and support the national authorities to take over those core services and allow the ILO – over time – to withdraw the majority of its support. It should be stressed this focus is on the key labour market functions that any country should have in place (inspection, dispute settlement, etc. And that this is tackled across four different levels:

- Policy level: Work in synergy with the tripartite, influence policy including through social dialogue, support national stakeholders’ role and labour market systems
- Factory level: Management systems, social dialogue, inclusion, ownership
- Financial level: 60-70% core services cost recovery rate
- Institutional level (the Foundation): Ensure continuity, increase national ownership and outcomes

There were several factors highlighted by all stakeholder groups that were critical to address regarding the continuing pursuit of the Foundation approach to sustainability. These are:

**The independency of the Foundation and how the services and operational costs will be funded.** Currently the Programme is still supported by the donor, with the factories paying 60% of the total cost. When that donor financial support reduces the Foundation will have to ensure any shortfall is accounted for, potentially through higher factory fees. Connected with the issue of Foundation funding some stakeholders suggested there would need to be a careful balance between those providing funds. There was concern that the Foundation may lose some objectivity if its funding relied too heavily on one stakeholder group.

**Strengthen the role of PAC in promoting sustainable business practices.** Not only in terms of financial sustainability for providing its core services, but in other areas such as migrant workers, and the environment.

**Branding and marketing the Foundation.** How to brand and market the Foundation without a strong ILO presence is a challenge as stakeholders still see the Foundation as substantially intertwined with the ILO. This makes it difficult for stakeholders to conceptualise how the Foundation could operate independently. Furthermore, with the separation of the Foundation from ILO there is concern that the Foundation will be perceived as a ‘weaker’ vehicle in ensuring the observance and implementation of ILO driven norms and standards within the industry.

**The capacity to meet the expectation of the stakeholders.** All stakeholder groups have their own expectations of what the Foundation should achieve. It is noted that these expectations mirror what the BWI Programme has built over the years of its operation vis-à-vis advisory services, training,



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assessments and other, less tangible aspects, such as accountability and transparency. Thus, any stakeholder disquiet over whether the Foundation can continue to deliver on those expectations pose a threat to the Foundation's ability to discharge its duties. For example, buyers will want to ascertain that the Programme can improve the efficiency of its supply chain and if that guarantee cannot be given there is a possibility the buyers may not participate in the Foundation.

Connected to this is the concern of some stakeholders (primarily government and buyers) that the skills, knowledge, and financial support of the ILO will still be needed after 2022. It is a relatively widely held perception and belief that the Foundation will struggle to meet the standards currently enjoyed under ILO BWI stewardship and that further capacity building support will be required. The evaluation does note that the BWI Programme has focussed on building capacity, for example in 2019, "*there were 1,218 advisory visits to factories with the objective of building the capacity of factories to scale-up social dialogue and efficient systems to manage OSH, HR and wage issues*"<sup>57</sup>. This is just one example of many capacity building activities, approximately 15 of the 33 activities noted in the BWI PMP for 2019-2022 that could be viewed as capacity building activities. Yet the perception remains with some stakeholders that the Foundation remains ill-equipped to discharge its duties due to a capacity deficit.

**Commitment to the Foundation sustainability strategy from key stakeholders.** A consistent theme from many stakeholder groups was a questioning of whether there was a genuine commitment to the Foundation approach for sustainability from other stakeholder groups. It should be recognised here that this questioning of commitment and ownership to a sustainability strategy is not unique to BWI and the Foundation. The same questions are asked in the BFC and BWV Programmes with respect to their approaches to sustainability. As will be further described later in this report, this lack of ownership is a fundamental barrier to any sustainability strategy.

All these issues create within each stakeholder their own perception and opinion of whether the Foundation approach to sustainability will be successful or not. There are two distinct opinions on the sustainability of the BWI Programme after 2022 when its key services are due to be implemented by the Foundation without a strong ILO presence:

1. Those who believe the BWI under the Foundation without ILO **will not** be sustainable. These groups, broadly government, buyers, and some Trade Unions, think they will not be able to interact in the same effective way that they interact with ILO BWI. These stakeholders see the link of the Programme with ILO as a key aspect of Programme success. If the BWI is unattached to ILO, or it is carried out by the Foundation, it is argued that it will be difficult in maintaining the buy-in of those stakeholders with the Foundation. In addition, it also poses a potential conflict of interest where both the factory and the buyer pay BWI for conducting assessments. It is viewed as critical that the connection of ILO to BWI is firmly maintained, without ILO, it is suggested that trust in the process and services will be adversely affected as the ILO is viewed as an 'honest broker' and relatively independent. The same – it is argued – cannot be said of the Foundation. These groups are fearful that if BWI is no longer under the direct control and firm influence of ILO, it will deviate further from its objective.

2. Those who believe it **will be** sustainable, dependent on the commitment of the tripartite. This broadly comes from the implementing partners, factories, and some Trade Unions. Yet these

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<sup>57</sup> BWI 'Creating an impact on Every Level', Annual Report 2019, p.4

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stakeholder groups also identify there may be need for some continuing support from ILO as the Foundation tries to gather the experience and knowledge needed to run the services currently using the skills, knowledge, and experience of ILO BWI staff. This, in effect, recognises the broader BW Programme approach to sustainability which is geared toward building the capacity of national partners to effectively assume control of the assessments, advisory services and training. There is cautious optimism though that the slow divesting of ILO responsibilities through the Foundation to national authorities can work. There is a pragmatic approach as it is recognised the BW Programme cannot and should not be an ever-present support mechanism for the country in its ambitions to improve the working life of its citizens. Key employer stakeholders are positive and keen to be involved in providing input and filling gaps when ILO support reduces, and the Foundation takes over. Some Trade Unions also believe the government should play a more active role in this Programme regardless of the extent of ILO presence.

Whilst there is some optimism that the Foundation is a step in the right direction in trying to find a solution to sustainability there are critical areas where even those non-ILO stakeholders who promote the approach have reservations. There is doubt that:

- i) the skills, and knowledge required to make the Foundation work at a practical level will not be developed to the standard required
- ii) the genuine buy-in and commitment to the Foundation from some stakeholders is lacking, and
- iii) a perception that the Foundation will lack the political gravitas, power, and objectivity to enforce the maintenance of standards and drive improvements for all stakeholder groups.

The BWI Programme have recognised these issues (and others) as sated in their ‘Stakeholders – Key Questions’ document of August 2020 when they noted that the aim of the document and subsequent consultation was to “*Finalize the consultation process with BW stakeholders in Indonesia concerning the institutional setting of BWI and the Foundation and articulate a narrative and a vision for BW and the Foundation in Indonesia in the mid to long-term*”<sup>58</sup>. Additionally, their briefing document to donors in 2019 recognises the importance of ownership and buy-in “*The Foundation also promotes national ownership and draws a lot of its strength from it. There are other ways in which BWI as a whole is promoting national ownership with the influencing agenda work playing a key part in ensuring engagement and joint-action*”<sup>59</sup>. From the data collected by this evaluation there is still a long way to go regarding the advocacy of the Foundation approach with some stakeholders, and the achievement of buy-in and ownership.

The approach to sustainability by BWI in developing and encouraging the Foundation has been innovative and demonstrates an understanding by ILO BW Programme Management in-country, regionally, and at HQ that sustainability must be tailored to the national context. In this respect the Foundation approach can be viewed as good practice insofar as it focuses stakeholder attention on the issue and has driven much discussion on how sustainability might be achieved. One insight from their review of sustainability can be noted from their revised vision for sustainability where it is stated that “*sustainability therefore is not so much about sustainability of the activities of our programme as such, but about sustainability of the outcomes of our programme*”<sup>60</sup>.

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<sup>58</sup> Final phase of consultation and decision-making, August 2020, p.1

<sup>59</sup> BWI Foundation Briefing Donors, 2019, p.3

<sup>60</sup> Analysis document Indonesia 3 October 2019 - Final

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This tailoring has also been demonstrated by both the BFC and BWV sustainability approaches. In **the BFC Programme** there does appear to be a movement to include the whole supply chain in its sustainability strategy. The ‘joint plan’ on sustainable compliance has managed to gather the support of all main stakeholders including MoLVT and the Ministry of Economy and Finance. This revolves around an approach that sees a five-year Joint Plan, with a mid-term review and a further 5-year plan to help achieve ‘*Compliance+*’. Yet there is little evidence of specific bodies being able to fill a potential vacuum of support if BFC were to reduce its level of support. There are few national bodies that appear willing to take ownership of certain aspects of Programme delivery such as audits and inspections even in the medium term.

The Programme itself is encouraging sustainability partly through a shift from direct compliance support per se to a more systemic change by supporting the national garment sector through an increased focus on staff professional development thereby enhancing capacity to contribute to sustainable change (including but not exclusively compliance) in Cambodia’s garment sector. Also emphasised by the Programme is the need to have stakeholder buy-in to embed a culture of good performance and sustained compliance, thus helping to transform the industry into one where factories are not dependent on BFC Programme driven audits, inspections, or assessments. All of this is being encouraged through the ‘Joint Plan for Sustainable Compliance’. This Joint Plan is part of the ‘roadmap’ approach to sustainability. This roadmap has engaged the various stakeholders (government, brands and buyers, Trade Unions, and manufacturers) and helped to define roles and responsibilities of each partner to aid compliance sustainability. The MoLVT and the Ministry of Economy and Finance have committed to the plan with implementation to begin within the next 12 months.

The tripartite constituents want to see Programme administration and compliance work to be transferred to – and become the responsibility of – the RGC. However, the RGC recognizes an important role of the Programme to keep a balance of interest between the RGC and the private sector and want to see the Programme continue until at least 2030. The manufacturers and brands have also strongly advocated for the Programme to exist as long as possible to carry on core service delivery. The worker organizations also want to see the ILO and its Programme to continue as they perceive this put them in a better position to negotiate and more freely express their needs and concerns in an environment of equality with their employers. The development partners also perceive there is no one that could take up the role the Programme has effectively as it has over the past 20 years and see the Programme as essential in moving the sector forward.

The brands and manufacturers hold a relatively consistent view that if support from ILO is no longer provided, there would be a negative impact on the whole sector. There is a scenario described by brands of a situation where – in the absence of ILO BW Programme support – brands will take a proactive role in supporting individual factories in setting compliance standards and other factories may go their own ways in carrying out compliance work. Each buyer / brand may have different agenda for such compliance requirements and a lack of standardisation and transparency may ensue. The brands and manufacturers greatly appreciate collaboration with BFC and they are keen to see the Programme retaining its current role, improving compliance standards through capacity building activities and meeting the changing demands of its partners. This desire is not consistent with a BFC sustainability strategy that envisages a country without the BFC Programme.

The Ministry of Labour and Vocational Training (MoLVT) takes a leadership role in implementing the joint plan however the current institutional capacity of MoLVT is weak. There are some leadership spaces where the government can effectively take the lead role for example, setting a

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minimum wage and incentive schemes to push the industry forward. But there is doubt that the MoLVT has the capacity to be able to institutionalise sustainability in the many other areas the BFC currently supports. Additionally, MoLVTs work is influenced by the political agenda and as previously highlighted, it is a firmly held belief that most unions and federations operate under the government's political grace and do not fully represent the interest of workers. The few unions or (con)federations that exercise some independence form a small percentage of the sector. There is concern that without a strong ILO presence labour compliance will slip and workers' rights will be eroded.

The RGC view is that any (abrupt) withdrawal of ILO support for the BFC would significantly damage some of the progress made to date in the garment industry. The RGC recognises that its role in achieving some form of effective sustainability without ILO support requires it to provide commitment in key areas. These include worker welfare, working conditions, compliance of the factories, predictability and stability of the industry, and the overall improvement in the business investment in this sector. Even the most optimistic of assessments made by those interviewed stated it would take a minimum of around 3-5 years for the BFC to properly phase out while allowing the RGC to fully take over the industry. The most prominent view from the government is a desire to have the ILO BFC Programme until 2030.

As highlighted throughout this report the BW Programmes successes are – in effect – an inhibitor to sustainability. The BFCs Programme image remains a vital factor in its value to its tripartite partners and other actors in areas such as the development of strategy for garment, footwear, and bag sectors, the convening power garnered from the neutral role in facilitating social dialogues and capacity building to key stakeholders around industry-wide issues. Without continuing support of the ILO it is feared social dialogue between the tripartite stakeholders will deteriorate and the garment sector will fail to progress as effectively as might have been expected under ILO / BW / BFC stewardship.

Like most donor-funded **Programmes**, **BWV** must address the question of sustaining the long-term impacts of the Programme beyond its projected lifetime. In the BWV country strategy for 2017-2022, sustainability has been approached both at the operational level and at the wider developmental impact level. Specifically, BWV's sustainability strategy is designed with the following points:

- (i) BWV is not expected to “exit” Vietnam in the foreseeable future. It is argued that it would be premature for BWV to exit from Vietnam right after this current phase. It has been noted in the BWV's country strategy that (i) Until now, much of the Programme's direct impact has been confined to those factories where it provides direct services, through its advisory, assessment and training Programmes. Meanwhile, while the rest of the industry continues to face external pressures to boost labour compliance (regardless of membership in Better Work, global buyers still require factories to meet key social and environmental standards), knowledge of Better Work among non-member factories remains sparse. To upscale and broaden its impact at the industry level, there is a need for Better Work to develop new approaches to influence factories without having to be directly delivering services to them.
- (ii) To achieve sustainability, BWV was expected to achieve full financial sustainability in service delivery (i.e. core factory service). With the new service model and new (increased) pricing framework for Vietnam (adopted in 2017), BWV's strategy was to increase its operational recovery rate to 100% by 2022 with increasing contribution from the private sector (i.e. factories and buyers) and additional funding from new and diversified public-private

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partnerships and from the national partners, including the Government of Vietnam. However, as illustrated in a recent long term sustainability study, the Programme faces a few constraints to financial sustainability. Although cost recovery is relatively high at 92% in 2019, the long-term availability of donor funding is uncertain amid global political changes and the emergence of Vietnam as a middle-income country, which often triggers a decline in bilateral development assistance from traditional donors. Moreover, the current operational model remains overly labour intensive, relying on the delivery of direct factory services by highly skilled and well remunerated technical staff. As such, any large scale expansion of the Programme under current circumstances - either to new factories, localities or industries - will not only be expensive, but also potentially unviable without concomitant efforts to boost internal revenue generation.

- (iii) To drive greater scale and sustainability of impact (i.e. enhancing industry reach and impact) of its interventions, BWV's strategy is (i) to form strategic partnerships and stronger and more effective national institutions (whose mandate is to promote and uphold Decent Work in Vietnam - to strengthen the ability of businesses and public institutions to promote and safeguard labour rights and decent working conditions, and with it, reduce dependence on Better Work in the long run) and (ii) to leverage BWV and BW Global Programme partnership with international brands to enhance spill-over effects (i.e. applying BW tools and best practices) further down their supply chain in Vietnam, particularly among smaller subcontracting factories who do not have a direct relationship with the Better Work Programme.

**Political will and ownership** are critical factors in sustaining BWV's long-term impact and sustainability due to policy-related nature of these interventions. The Vietnamese government at the top level has demonstrated its commitment to the cause of BWV. This can be demonstrated through Vietnam's on-going efforts in legal reforms intended to align its laws and regulations with core international labour standards and ILO Core Conventions. The recent adoption of ILO Conventions 87 and 98, and consequent revision of its labour law (which was adopted by the National Assembly in June 2020), and the issuance of implementing decrees further indicate this commitment. The government has also committed itself to international agreements (i.e. CPTTP and UVFTA). Political commitment is also demonstrated through the PAC members and this potentially lays the foundation for the long-term sustainability of BWV's Programme objectives.

Despite its strong political commitment, there is only limited evidence of ownership. There are several reasons given for this situation. First and foremost, some consider BWV as an ILO project in which they are only playing a facilitating role or viewed purely as a beneficiary, not as any kind of meaningful partner. Secondly, the issue of ownership and/or hand-over/transition of BWV with a focus on the practicalities and details has never been fully discussed officially in meetings between BWV and other stakeholders. Although it should be noted that on a case-by-case basis (e.g. Training of Trainers courses) some ownership has been achieved. Finally, due to both financial and technical constraints, it is difficult for stakeholders to assert ownership over BWV activities.

There is evidence that sustainability in terms of improved technical capability of BWV's partners and national stakeholders has been achieved to a certain extent. BWV has collaborated with members of PAC in capacity building activities in order to achieve sustainability of Better Work Vietnam operations and Programme results by increasing the capacity and ownership of national stakeholders. BWV has (i) worked with and provided training for labour inspectors at MOLISA; (ii) collaborate with VCCI in delivering Training of Trainers courses to employers, those who will train workers directly at their own factories to enhance their delivery skills; (iii) to increase the capacity of the Trade Union by providing training courses for staff of the Trade Union.

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Despite their improved capacity, it is doubtful that these national stakeholders will be able to continue the same delivery of Better Work services and sustain the results both at industry and policy level. Most of interviewed factories indicated that they usually follow the buyers' requirements for assessments, and they enrol in the BWV Programme at the buyers' suggestion. Without BWV involvement the vendors/buyers have indicated they would struggle accept those same services being delivered by national stakeholders.

It is revealing that despite different approaches to sustainability the same challenges to all three Programmes in delivering it remain.

**1.** Although many national agencies will state they are committed to undertake the services provided by the BW Programmes, there is little hard evidence that this has been achieved in any great scale. To a certain extent the BW Programme has been a victim of its own success with many national agencies and authorities now recognising the benefits of working with ILO and the BW Programme.

**2.** The ILO BW Programme appears to define sustainability as the successful withdrawal of ILO influence. BWI notes that sustainability is *“to reach a situation where government, employers and workers sustain and further improve compliance with labour law and core labour standards through enforcement and social dialogue and do so independently from the Programme”*<sup>61</sup>. This would appear to worry some stakeholders who perceive only the potential negative impacts from ILO withdrawal, most notably the removal of direct funding and in-kind support. The importance of the removal of non-financial support should not be under-estimated.

**3.** The continuing lack of capacity within the appropriate national agencies. Despite all three Programmes running for over a decade (and BFC for almost 20 years) this apparent lack of capacity to run efficiently and effectively many of the Programme services highlights a fundamental barrier to sustainability.

**4.** Some key stakeholders do not perceive a landscape within which national agencies, authorities, and ministries could be trusted to run a BW Programme without strong input from the ILO.

The BW Programmes in Cambodia, Indonesia, and Viet Nam have been running for several years and each Programme has had at least two additional Programme phases. Examining the documentation for the newest phases of BFC, BWI, and BVW Programmes there are varying degrees of elaboration or commitment to sustainability. BFC is in the process of implementing its now agreed sustainability roadmap under the Joint Plan for Sustainable Compliance, BWI subsequently created its 'Roadmap to Sustainability' document, and BWV has an outcome centred on sustainability which does indicate an appreciation of the importance of sustainability and the Programmes attempts to address it through a sustainability lens.

It does appear that it is particularly difficult to 'retro-fit' a sustainability strategy into a long-time existing Programme. This can occur as long-running Programmes have already set expectations with key stakeholders on sustainability and its messaging which can be difficult to re-define. The importance of perception and messaging was highlighted by the BW team during a sustainability

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<sup>61</sup> BWI Country Strategy (2019 – 2022) p.37

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session in May 2019 when the question was posed, “*What are the right terms? Sustainability may not be right for external audiences...how can we simplify and focus the message?*”

It should be noted that all three Programmes are alive to many of the challenges of achieving sustainability and have tried to address those on a country-by-country basis. Yet this cluster evaluation highlights that systemic challenges remain for all three Programmes and despite that effort, sustainability is still some distance from being achieved.

A ‘Programme’ by its very nature is defined as on-going, whereas a Project has a defined end point. Therefore, the messaging that has come from the three BW Programmes is that ILO support – by default – will continue ad infinitum. That then makes the changing of stakeholders’ mindsets to a Project based, finite approach far more difficult, especially if that change is perceived as bringing more problems than solutions.

There is need for a rethink on the whole concept of ‘sustainability’ and what it means not only at the three BW country Programmes in this cluster evaluation but from the strategic BW Global Programme perspective as well. It is noted that BWG, in conjunction with the BW country Programmes has made progress in this area. There is now an agreed definition of sustainability that runs across all BW Programmes. “*Governments, employers and workers sustain and further improve compliance with labour law and core labour standards through enforcement and industrial relations, supported by responsible business practices in the supply chain and other activities that promote these outcomes*”<sup>62</sup>. The same paper also acknowledges that “*Depending on the country context, the strength of the national institutions, the legal framework and the structure of the sector, sustainability could look differently in different countries*”. The Guidance Paper further states that “*we will develop a strategy with our partners where they provide long term solutions to sustain compliance in the industry with eventually a minimal or no role for our programmes. That is our sustainability strategy*”.

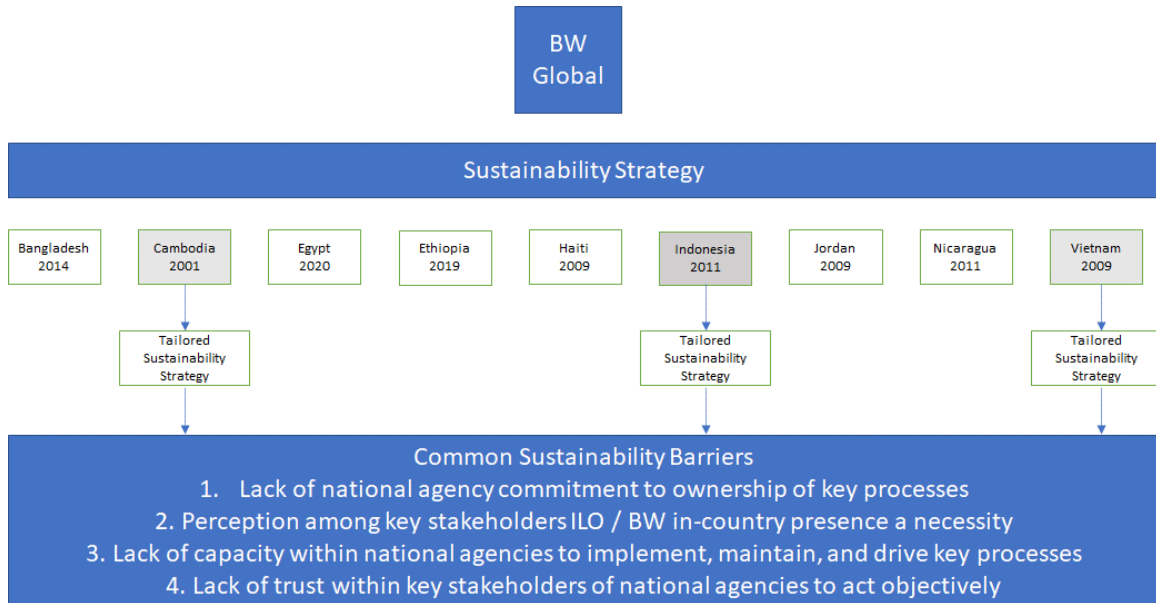
There is a need for a balance to be struck between the level of BWG involvement in sustainability strategy development and implementation, and the extent to which responsibility for sustainability is devolved to the individual country Programmes with their various sustainability approaches and ‘roadmaps’. This evaluation contends that as there are many similar barriers faced by all Programmes in achieving sustainability there is a need for a greater BWG role in driving a cross-Programmatic approach to eliminating or circumventing those barriers to provide ‘*long term solutions to sustain compliance*’.

Diagram 1 overleaf illustrates that within the three country Programmes forming this cluster evaluation, individual sustainability strategies have been developed to tackle common barriers. It is the assessment of this cluster evaluation that a BW Global holistic examination of those common barriers could provide better insight into mitigating strategies that could work across all BW country Programmes. It is a dilution and duplication of effort to have each individual country Programme tackle, for example, stakeholder perception for the need of an ILO / BW in-country presence. A BW Global strategy that brings all three (or all nine if appropriate) Programmes together to address the issue should bring a more effective and efficient response.

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<sup>62</sup> Guidance note sustainability version 30 April 2019

Diagram 1 – BW Global Sustainability



This greater BWG involvement is already recognised at the international level where “*the role of the Better Work Global programme is more prominent, particularly regarding the relationship with brands and making them part of the solution, particularly where it concerns purchasing practices, as well as work with international unions, employers and researchers*”<sup>63</sup>. This higher profile and role for BWG in their own country Programme’s sustainability strategies will confer advantage for example, in assisting individual Programmes in their future messaging to key stakeholders on sustainability, being able to reference an over-arching, international BWG driven sustainability strategy.

There may need to be a pragmatic acceptance that a medium-term solution to sustainability as currently approached is unlikely, and that a discrete ten-year sustainability strategy, framed in Project terms with a finite end, underpinned and legitimised by the BW Global Programme with agreed BFC, BWI, and BWV withdrawal dates is elaborated.

#### FINDINGS:

- The challenges to all three Programmes in delivering sustainability are broadly: i) a lack of commitment to ownership of key activities, ii) perception that the labour landscape would be detrimentally affected by the withdrawal of the ILO and the BW Programmes, iii) a lack of capacity within those institutions that would be charged with taking ownership and responsibility for post-BW Programme activities, and iv) a lack of trust from key stakeholders that those institutions and agencies charged with delivering post-BW Programme activities will do so effectively and objectively.

<sup>63</sup> Analysis document Indonesia 3<sup>rd</sup> October 2019



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- The BW Programmes in Cambodia, Indonesia, and Vietnam have been running for several years and each Programme has had at least two additional Programme phases. There are varying approaches taken to attaining sustainability over the years, yet none have provided success if the metric of success is the effective withdrawal of the Programme from the country.
  - It is particularly difficult to ‘retro-fit’ a sustainability strategy into a long-time existing Programme. A Programme, by definition, is a permanent fixture, unlike a Project which is time bound.
  - There is need for a fundamental rethink on the whole concept of ‘sustainability’ and what it means not only at the three BW country Programmes in this cluster evaluation but from the strategic BW Global Programme perspective as well.

## Gender

### Evaluation questions:

- To what extent have the three Programmes addressed gender issues including equality and women’s empowerment?
- To what extent are the three Programmes gender specific strategies and outputs likely to sustain positive gender-related outcomes?
- To what extent is gender equality addressed in the implementation of the Programmes, including individual skills training, partnership agreements and capacity development approaches and activities?
- What are the comparative advantages/disadvantages in implementation across the three Programmes?

The 2016 independent impact assessment of Better Work noted that “*Empowering women is critical. Better Work decreased the gender pay gap by up to 17 per cent, reduced sexual harassment concerns by as much as 18 per cent, and increased women’s access to prenatal care by up to 26 per cent. Furthermore, women workers played a pivotal role in driving improvements: Having female representatives on factories’ worker-management committees and training female supervisors are key strategies for achieving better working conditions and improving productivity*”.

The Better Work Programme continued the focus of gender equality, mainstreaming and women’s empowerment through its Global Gender Strategy 2018 – 2022. This, naturally, ties into SDG No.5 on achieving gender equality and empowering women and girls. The Global Gender Strategy identifies outputs that it contends will assist in the delivery of its gender objectives. These are as follows:

- Awareness raising for all workers on gender equality.
- Women trained to increase career advancement opportunities.
- Women trained to play proactive roles in worker – management committees and trade unions.
- Partnerships with global brands and retailers to scale up initiatives for gender equality in the garment sector.

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- Partnerships with national stakeholders and advocacy campaign for gender responsive policies and practices.
  - Advocacy campaign for gender responsive policies and practices especially on gender-based violence.

BW has two types of intervention that promote gender equality.

- Skills-building trainings address the unequal access to training opportunities between women and men in factories by strengthening the capacity of women workers. These trainings aim to build the confidence of women workers and to encourage their uptake of leadership positions over time.
- Gender-transformative trainings builds the skills of women workers (soft and/or hard skills, depending on the training) in addition to tackling the adverse gender and social norms that lead to gender unequal attitudes among women and men. Trainings would include reflections on the root causes of gender inequality and encourage women and men participants to actively promote a gender equal workplace for all.

The BFC, BWI, and BWV Programmes all reference the Better Work Global Gender Strategy and are all aware of the importance placed upon this aspect by BW Global. There is a definite awareness across all three Programmes of the importance of tackling – and consideration on how best to mainstream – gender issues, including the empowerment of women and girls. All three Programmes have also developed detailed Gender Results Frameworks and Performance Monitoring Plans in their attempts to promote gender issues. Whilst prima facie it may seem incongruous that all three Programmes have differing high level objectives for their gender strategies,<sup>64</sup> the difference in wording and emphasis simply reflects the contextual analysis that was invested into identifying what was needed and how it might work in each Programme. This again highlights the value of country Programme flexibility to adapt BW Global strategy into workable in-country approaches and solutions.

In relative terms this is a new area for Programmes that have been running now for close to a decade and – in the case of BFC Programme – for close to two decades. As a result, gender strategies and approaches are still developing and are not yet seamless within the Programme itself, nor between the three Programmes. There was certainly a perception among all three Programmes that at the beginning of their more intense attention to gender issues around 2016/17 that they did not receive as much support or guidance from the broader BW Global on the specifics of how to mainstream gender into their work. As previously noted, one key advantage of the way BW Global operates is to allow each Programme certain autonomy in its operation. And although this has allowed the Programmes to develop and test some gender tools, techniques, and methodologies, it is a generally held opinion that the gender advice from BW Global and the larger ILO / UN community was big on concept and small on practical tools for execution. The table replicated below is the entirety of advice given on how to operationalise the strategy in the 2018 strategy document.

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<sup>64</sup> BFC “Improved working conditions for women in the Cambodian garment and footwear sector, and equal opportunities for men and women to participate and progress in their jobs in this sector”; BWI “More equal, fair, inclusive, and sustainable business practices in the garment sector in Indonesia through the promotion of gender equality perspectives in improving working conditions and compliance in the garment sector in Indonesia”; BWV “Increase gender equality in BWV factories”

Table 5 - BW Global Gender Strategy ‘Operationalizing the strategy’

### 5.4 Operationalizing the strategy

INTERNAL PROCESSES	IN-FACTORY SERVICES	RESEARCH, COMMUNICATIONS & POLICY INFLUENCE	PARTNERSHIPS
Staff training	Scale up of sexual harassment prevention training	Research on gender equality impacts	Collaboration with national governments on gender responsive policy and legal frameworks
Internal awareness-raising campaign	Scale up of supervisory skills training for women supervisors	Advocacy campaign	Capacity building for trade unions and employer organizations on gender responsiveness
	Quotas for women representation in advisory and PICCs	Informing ILO and IFC/World Bank policies	Leverage of brands' priorities and access to drive change for gender equality in their supply chains
	Deeper investigation of discrimination in assessments		Collaboration with global and local NGOs on SRHR, nutrition, breastfeeding and pre/post-natal healthcare, financial literacy

For all donors, gender mainstreaming is seen as an important topic and for some it has become the focus of their involvement, for example USDOL has now made this the sole focus of their funding for BFC and BWV. It is a cross-cutting, horizontal issue and donors have recognised that BW Global and the individual country Programmes have increased their commitment to addressing the key elements of women’s empowerment and gender equality within their capacity building activities. Given that women form the largest percentage of workers in the garment sector this is perfectly aligned with Programmatic relevance.

Like the comments within this report on RBM and the measuring of impact there is still a tendency for all three Programmes to identify and measure quantitative indicators such as the number of females trained, and the number achieving promotion and / or leadership positions. Whilst there has been progress made (with the support of other stakeholders including donors) in elaborating a more comprehensive set of indicators there is still a deficit in being able to measure, and therefore demonstrate to all stakeholders, the positive impact of having a gender focus.

Of the three Programmes the **BFC Programme** is often highlighted as taking the lead in its approach to gender issues. The Programme created a gender component in 2017 to push gender equality and mainstreaming into daily work at the factories. However, the Programme did not have specific knowledge, and to a lesser extent, resources on how to effectively address gender issues in the workplace. The Programme team then concluded that it should train its own staff on gender awareness and women’s empowerment, thereby creating a broad body of knowledge across staff members. This also (re)confirmed to staff the importance attached to this issue by the Programme and the increasing involvement of BW Global in the gender arena which culminated in the overall gender strategy for the whole BW Programme in 2018.

During this current phase, the Programme has ensured that gender is accounted for within all appropriate capacity building activities, factory level interventions, and discussed at governmental,

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policy level. The government affirmed that they have implemented the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).<sup>65</sup> This holistic approach of integration within the Programme and with key BFC partners helps raise the profile and importance on gender issues with all stakeholders.

The Programme has pioneered the female leadership Programme, paving the way for greater female participation and influence in all areas of their working life including worker unions. An increase in the number of women leaders amongst their male union colleagues is viewed as a worthwhile objective across all stakeholder groups. An unintended but positive impact from this course was the provision of a 'safe space' where women could talk about other areas such as domestic violence. However, it was discovered that to change the culture of work more effectively, male leaders/managers awareness should be raised on the advantages of female empowerment. Thus, the male leadership Programme was created and introduced in 2019.

Another key aspect of the Programme with respect to addressing gender issues is its commitment to eliminating sexual harassment in the workplace. Both female and male workers and the factory's group leaders, supervisors, and management have been made aware of sexual harassment issues as a direct result of workplace education. Another approach the Programme uses to tackle this is through its checklist for monitoring compliance standards. By adhering to the checklist, issues such as specific sexual harassment cases, restrooms, and facilities for women are highlighted and can be addressed if problems exist.

There is sufficient evidence from interview feedback that there is an improved awareness of gender issues amongst female and male workers. Female workers are seen having more participation within the factory and through the training and seminars have acquired the knowledge and confidence to make their voices heard. This has also led to an assessment that the rights of the female workers and their working conditions have improved over time as the workers themselves get to know more of their rights, while the factories (mostly medium and larger scale) have taken constructive and serious action to uphold workers' rights. Additionally, the training contributes to some positive change in working culture and behavioural change through the way female workers are now viewed by their male colleagues.

There has been progress in gender equality and women's empowerment for example, the number of women representatives across the approximately 190 Performance Improvement Consultative Committee's (PICC) has noticeably increased, primarily through factory management bringing in more women. There are of course still challenges to be overcome and where PICC members are appointed by union leaders they are, in most cases, male. Thus, there is still a gender imbalance in key fora (e.g. the PICC and other internal committees) which exist to represent all workers, of whom around 80% are women. Another challenge is in addressing marginalized groups in the garment industry. It is much harder to assess vis-à-vis the BFC Programme, particularly due to lack of data, proper definitions, and the complexity in capturing the contributions from the marginalized groups. There is a need for all concerned stakeholders including BFC to work together to shed light on this matter.

Gender aspects are a key element of the **BWI Programme** forming part of outcomes 1, 2, and 3 of the BWI PMP 2019-2022.<sup>66</sup> The Programme has faced (and continues to face) some challenges in

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<sup>65</sup> Ministry of Economy and Finance

<sup>66</sup> BWI PMP 2019\_2022 Final (33 indicators).docx

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convincing certain stakeholders of the benefit of gender equality and women’s empowerment. Some believe it is ‘non-issue’ since most workers are already women there is – de facto – no gender issue, rather the opposite that it is already too female centric. This is a minority view, but it is held by key stakeholders across various stakeholder groups and BWI will need to reassess its advocacy strategy in trying to reach and convince key government and factory personnel of the advantages to the industry and country of a Programme that is gender focused.

These advantages have been well-documented within the Programme and include reduced discrimination in supported factories and the adoption of policies related to sexual harassment prevention, breastfeeding facilities, and maternity leave.<sup>67</sup> The training of women supervisors has – it is stated – led to a 22% increase in productivity.<sup>68</sup> In 2019, more than 50 factories were the focus of 1-day sensitization sessions on sexual harassment prevention, organized in collaboration with GAP. When looking to change attitudes, mindsets, and promote gender issues the business case and profit motive for factories to send women for training and achieve equality and empowerment is a powerful argument to use. As is highlighting that buyers (such as GAP) are keen to see gender issues addressed at the factory level. Women’s empowerment is also aligned with the UN Sustainable Development Goal (SDG) No.5 on Gender Equality and this international aspect could also be used to focus national stakeholder attention on the importance the wider UN / ILO / BW community places on gender issues.

BWI has striven to ensure the implementation of Gender and Inclusion at factory level as part of the assessment process. Important gains have been made since 2019 in terms of awareness raising and sensitization on gender and inclusion strategy.<sup>69</sup> A significant number of factories have completed sexual harassment prevention and disability equality training. Programme intervention on gender and inclusiveness is also developed to promote employment of people with disability, although (like gender equality) some stakeholders do not feel it should be a priority. Yet with a concerted effort the Programme has been making headway. For disabled worker inclusion, regular training is being offered and is starting to be taken up by an increasing number of factories and buyer partners. In terms of numbers, 0.5 percent of disabled workers out of a national legal target of 1 percent are employed in Better Work Indonesia factories (2,000 workers out of 368,700). In 2019, officials from the Directorate General of Industrial Relations and Social Security and business associations were trained to be disability equality facilitators, with the support of ILO Jakarta and Better Work Indonesia.<sup>70</sup> Thirteen factories have completed the Better Work Indonesia’s Disability Equality Programme, an initiative done in collaboration with H&M.<sup>71</sup>

BW Global gender strategy has been well integrated into BWV’s Programme activities and intervention. BWV has taken a direct approach and developed a gender-specific output within its log-frame (Output 1.5. Gender equality is embedded in the BWV approach and gender-focused policies are adopted at factory level). The indicators that BWV developed to track its performance under this Output 1.5 also reflect broadly the four themes stated above.

+ Percentage of PICC worker representatives that are women (Voice and Representation);

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67 Better Work, Better for All. October 2019.

68 Better Work, Better for All. October 2019.

69 3rd Annual Progress Report (Jan - Dec 2019).pdf

70 3rd Annual Progress Report (Jan - Dec 2019).pdf

71 3rd Annual Progress Report (Jan - Dec 2019).pdf

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- + Number of women engaged in job-related skills training (Leadership & Skills Development).
  - + Number of individuals engaged in activities to change beliefs and practices in favor of women's progress in the workplace (Leadership & Skills Development).
  - + Average non-compliance rate on gender-sensitive-compliance questions. (Discrimination, Paid Work & Care)
  - + Percentage of female supervisors in BW factories (Leadership & Skills Development)
  - + Percentage of female/male management participants attending workplace cooperation committee meetings (voice and representation, Leadership & Skills Development)

BWV has implemented a series of activities that could help achieve gender equality.<sup>72</sup>

- In a female-dominated garment sector where women account for almost 80 percent of the total workers.<sup>73</sup> BWV addresses the issue of sexual harassment (together with other partners such as CARE, Marie Stopes and the IFC, international brands) through the Prevention of Sexual Harassment (POSH) Programme, which has been well-received by its participants. POSH is designed to help participants (who are management, factory staff and union representatives) to (i) recognize different forms of sexual harassment in the workplace, its impacts on the working environment and especially the factory's productivity and (ii) develop strategies to address and prevent sexual harassment. BWV has helped put in place POSH policies and procedures in over 80 factories.
- In addition, BWV has developed and piloted an application called "Gopy" which functions like a social media application, where workers, factory representatives and Better Work Enterprise Advisors can share and update information, strengthen a meaningful and deep dialogue, and foster quality conversation among workers and management personnel. This creates another facility/channel to tackle the risk of sexual harassment in the workplace.<sup>74</sup>
- Leadership & skills development has also been nurtured by BWV through a specially designed project in partnership with International Financial Corporation (IFC) to implement the GEAR (Gender Equality & Returns) training program. The project focuses on helping factories improve line-level productivity by equipping female operators with the skills needed to effectively perform once promoted as a line leader. Through GEAR's trainings, female operators are expected to acquire the soft and technical skills necessary to take on supervisory roles; and factory managers are coached on how to identify, train, and retain female talent. This has been implemented in five factories and it is anticipated the partnership will assist BWV in building capacity among Vietnamese trainers to deliver future GEAR training.

Gender equality has become embedded in BWV's approach. As a result of BWV's gender strategy, from 2019 onward PICC gender balance has been measured as part of BWV's assessment tool (CAT). Clearer criteria for measuring the quality of workplace gender policies which can be measured through the advisory process/service have also been developed and adopted. Furthermore, all BWV EA (Enterprise Advisors) are trained on gender sensitivity and equality,

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<sup>72</sup> <https://betterwork.org/2020/07/03/promoting-gender-equality/> which notes that the revised Vietnamese labour code of 2019 also provides guidelines, including a clear definition of sexual harassment, a broadened concept of "workplace", in addition to a legal obligation for the employer to prevent sexual harassment and disciplinary measures for perpetrators.

<sup>73</sup> [https://www.ilo.org/global/about-the-ilo/mission-and-objectives/features/WCMS\\_644791/lang--en/index.htm](https://www.ilo.org/global/about-the-ilo/mission-and-objectives/features/WCMS_644791/lang--en/index.htm)

<sup>74</sup> <https://betterwork.org/2020/10/09/better-work-vietnam-launches-new-app-to-support-their-local-garment-sector/>

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prevention of sexual harassment as they are the key actors in promoting gender equality at the factory level. EAs have begun to use the materials in their advisory services.

#### FINDINGS:

- Over the current phases of the three Programmes there has been an increasing focus on gender equality, and female empowerment and all three Programmes remain well aligned with the Strategy.
- There was insufficient guidance or advice given by BW Global and the broader ILO / UN community to the Programmes on how to operationalize gender mainstreaming and the empowerment of women and girls.
- The Programmes innovated and looked to identify how gender awareness and female empowerment could be integrated across their various Programme activities.
- Country Programme staff were trained in gender issues, female and male leadership courses created and delivered, and partnerships with brands / buyers, IOs, and CSOs developed to further gender awareness and training Programmes.
- the qualitative data gathered for this evaluation point toward increasing dividends with female employees reporting greater confidence in demanding their rights are acknowledged and upheld, and positive changes in working culture and behaviour.
- Good progress is being made on gender issues but the same level of progress cannot be reported for disabled and disadvantaged workers. Some headway has been made but more has to be done.

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### III. CONCLUSIONS

*Relevance and strategic fit.* The BFC Programme continues to link with the national strategies and objectives (RS4, NSDP, IDP) and fit in to the context of DWCP, and the UNDAF. The RGC recognizes the contribution and significance of the garment industry in Cambodia. The presence of BFC Programme has helped to sustain this industry and raised the sector competitiveness over time. The pandemic has put a lot of work on hold, but Cambodia is now starting to come out the other end. This has maybe slowed down the passing of laws and regulations and halted progress on various government strategies. But BFC seems to have been very responsive to the situation.

The BWI Programme and services is relevant to address challenges on garment and textile sector, and these works are also appreciated by the stakeholders as it also helps them to make improvement on their works. TU expect BWI Programme can give more benefit for the unions, the factory hopes compliance should be equally treated to factory and buyer, and some donors want to see whether the Programme can scale up to broader issue while some other see the Programme is very relevant with their current focus. Whilst, the development partners, Ministry of Manpower, and also the buyers see the Programme really relevant and have helped them in addressing challenges in the sector.

The BWV Programme and its services is relevant to address challenges on garment and textile sector. The BWV project is of significant relevance to the need for dialogue and partnership amongst government, international organizations, businesses, trade unions, civil society on addressing labour compliance. All indications are that the project strategy and approach at both national and provincial levels are still pertinent to the current and long-term developmental needs of Vietnam. BWV is well aligned with the Vietnam Decent Work Country Programme, the, and the Sustainable Development targets. The evaluation found that the specific problem the project was designed to address still exists. Despite BWV effective implementation and success garment factories outside BWV, especially those of smaller than 500 workers may find BWV's core service inaccessible. Labour compliance is still a challenge for Vietnam in its course of development.

All three country Programmes have managed over the period of this evaluation to work closely with appropriate national actors and other key stakeholders to provide the best possible opportunity of designing a Programme that suits national and international need. The reference to current national strategies and the Programmes' integration within those strategies is well documented. The Programmes have also ensured that they engage with – and remain relevant to – the other tri-partite constituents and to the wider garment sector community.

As well as reflecting the relevance of their work within a country perspective the three Programmes have remained relevant to the broader vision of the BW Global Programme and further reflected the needs of their donors. There is no evidence that any of the Programmes are donor driven. Yet with some funding now being tied to specific programming themes (e.g. gender) the Programmes will need to continue to deploy evidence-based decision making when reviewing and reshaping Programme activity. This also holds true for any potential expansion of the Programmes into other sectors such as travel goods and bags or other areas such as environmentally sustainable manufacturing processes. The intuitive advantages of any expansion or change of focus should be closely and objectively examined referencing potential downsides such as over-stretching of country office resources, dilution of current activities, and the impact upon sustainability.



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The importance of employing knowledgeable staff that are fully aware of the national context in which the Programme is operating is crucial. Being able to understand and discuss national need and then advocate for the Programme and its activities is critical in designing a Programme that remains relevant and is effective.

*Design and coherence.* The BFC Programme in this current phase was built on conclusion of key stakeholder and partner consultations which was a thorough design process. Result of the consultation was fundamental to a development of the vision document and it was the basis of this Programme phase document which is ‘very well aligned’ with the realities of both Cambodian context and BFC capacities. The tripartite constituents realise that important progress has been made towards building a strong and fair sector with safe, healthy and productive workplaces. Furthermore, the national constituents and partners recognize the immediate role that BFC should continue to play at the factory level. The Programme implementation remains in coherence with its expected outputs and outcomes, although there was an adjustment of the operational activities and support to industry partners given by strong implications of Covid-19 pandemic.

The BWI Programme is designed in such a way to attract more factories and buyers to bring positive impact on the garment and textile industry. To ensure the BWI can play important role, a set of Key Performance Indicator is created. Despite its ambitious goals, the Programme is also designed to have flexibility in addressing critical situation such as Covid-19. For improvement, the Programme should also target the non-export-oriented buyers where the number is also huge in Indonesia.

The BWV Programme has identified a number of important root causes and the intervention activities are designed to address them. The BWV project in the current phase was able to inherit and build on the achievements of its previous phases as well as lessons learnt. BWV has rightly made a number of important changes to previous BWV business model for it to be sustainable and to be able to respond to all challenges faced by the sector. However, we found that the specific problem the project was designed to address still exists, especially in non-BWV factories (i.e. factories that are not eligible or not yet subscribed to BWV program) and for workers, including women working in these factories. This is in part attributable to the emphasis on operational sustainability aspect of the project, i.e. cost recovery rate at the expense of other targets.

At the strategic level the individual country Programmes are well designed and address the broader objectives of the BW Global Programme itself. All three Programmes had a robust process in the design of their current phases and drew lessons from past phases (including results from previous evaluations) as well as close consultation with the tri-partite members. The individual Programmes take cognisance of the national context, build upon the work of previous phases, and are coherent.

Each Programme has elaborated its Theory of Change (ToC) in various documents and each has identified key assumptions and risks and have elaborated their mitigation strategies. Each Programme has approached this aspect using slightly different methodologies and there will be value to the BW Global Programme as a whole, and each BW country Programme, if a standardised methodology can be agreed. The ‘clustering’ of assumptions and risks under specific categories and the level of influence the Programme has on each category and assumption / risk within those categories are part of separate methodologies which could become part of a standardised approach. All three Programmes demonstrated their flexibility in adapting Programme design during their current phases as necessary, most ably demonstrated by the review of activities and activity delivery due to COVID-19. This included a full log-frame revision with update activities, outputs, and indicators as appropriate.

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Whilst all three Programmes employ RBM through the elaboration of the log-frame and the subsequent monitoring of indicators they all rely heavily on quantitative indicators and the impact of Programme activity is not routinely captured, nor lessons learned and good practice identified in any systemic manner.

By-and-large all three Programmes have communicated their ToC and intervention logic effectively to their tri-partite partners and other key stakeholders. There is the one major exception to this around the design of (and delivery of the ToC message around) sustainability.

*Effectiveness.* The BFC factory assessment report remains a crucial tool to shape factory management's behaviour toward sustaining compliance standards. The advisory and training services are in demand and drive Programmatic capacity development. The participating factories have demonstrated commitment and pay for these services which helps accelerate the participation of stakeholders in the industry. Social dialogue is improving, and this should subsequently lead to an improvement in the competitiveness of the industry. A joint plan is being developed and consultations were finalized in 2020, and although its implementation has been postponed, it should help bring greater ownership and commitment of key constituents.

There is satisfactory progress toward all BWI Programme outcomes, and the Programme has demonstrated its flexibility and adaptability in reacting to a changing environment at both policy (omnibus law) and operational (COVID-19) levels. The Training Survey of 2019 and Training Needs Assessment Survey of 2020 illustrated the high value and effectiveness of the training provided by the Programme to date. The role of PAC still needs to be strengthened, but the Joint Commitment between APINDO/API and Trade Unions is a positive result. The Covid-19 pandemic provided a catalyst for factories to take a lead in social dialogue, and an opportunity for BWI to see the effectiveness of the training and technical guidance on promoting social dialogue. Areas for improvement would see the BWI team reassess their engagement with some Trade Unions and – to a lesser extent – factories. These stakeholder groups feel they are not treated equally within the Programme, for instance compliance is not only for factories but there is a certain responsibility on buyers, and Trade Unions feel they are not fully engaged during the assessment process.

BWV has been able to make good progress toward achieving its targets for outcomes 1-3. Under outcome 1, its core services (both factory and training services) have been expanded and deepened with more ownership on the side of the factories. Despite the COVID-19 pandemic posing serious challenge not only for BWV's operation but also for registered factories, BWV has managed the risk and challenges relatively well. Similarly, under outcome 2-3, BWV has strengthened its partnership with buyers and engaged with policy makers in terms of advocacy and institutional building. However, under outcome 4, while BWV has made good progress for operational sustainability it faces a number of challenges. The effectiveness of BWV is attributable in part to its M&E system which allows them to monitor progress, however, the current M&E is based more on output and outcome indicators rather than impact indicator.

There is little doubt that all three Programmes, despite the challenges set by COVID-19, are making good progress toward meeting their 2022 outcomes. The BW Global model has proven effective over the years and all three Programmes have been running long enough to understand the ethos behind it, and how it can be adapted and implemented at the country level. One of the key metrics for measuring effectiveness is – of course – factory inspection / assessment and the rate of compliance. These figures all continue an upward trend for all three Programmes. There is still room for improvement across all three Programmes in their use of Results-Based Management to

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improve effectiveness. The RBM process currently stops short of the systemic collection and evaluation of outcome and impact data.

Common elements across all three Programmes that are effective drivers for success include the high esteem in which the Programmes are held with respect to their role as an independent, objective, and impartial partner. The ability to provide space for all stakeholders to come together to discuss and resolve problems and (more often) addressing issues before they become problems, is viewed as a critical piece of the BW jigsaw. This is directly correlated to the ILO country office staff experience, knowledge, and expertise which is recognized by all stakeholders and plays a vital role in the effectiveness of the Programmes. Secondly, the quality of the capacity building activities and the expertise of the Enterprise Advisors is often commented upon. The importance of maintaining this quality and expertise is reinforced as stakeholders are quick to complain if they drop below expected standards. Thirdly, all three Programmes have recognized the importance of promoting good social dialogue. Although there are examples and evidence of progress being made the effectiveness of all three Programme's interventions in this area can be improved. Fourthly, all three Programmes (due to the good country specific knowledge of their staff) have been effective in engaging with the most appropriate national state ministries and agencies to help drive policy development.

The interaction of the Programme's with brands / buyers is one area where effectiveness could be improved. There are perceptions held that the Programmes do not do enough in encouraging brands / buyers to meet manufacturer expectations regarding supply chain security. The COVID-19 pandemic shone a light on this aspect and the (lack of) direct influence the Programmes had in attempting to reinstate cancelled or postponed orders with Programme brands / buyers.

All three Programmes reacted effectively to the COVID-19 pandemic and was well appreciated across all stakeholder groups. The response illustrated the advantages of using a top/down and bottom/up approach and provided confirmation of the value of allowing country Programmes to tailor and innovate ILO / BW Global strategy to the national context. It also demonstrated that all the country Programmes can be creative and innovate when necessary. Some of the new methodologies utilizing technology to provide solutions during the pandemic should provide the knowledge to improve effectiveness.

*Efficiency.* The BFC Programme's income and expenditure is well monitored and applied in line with the requirement of Programme outcomes and outputs. The Programme is financially on track to deliver its expected activities and there is little worry on its near-future financial viability. Similarly, the BWI Programme is efficiently managed. Financially, the budget is well allocated, and the services provided are commissioned and executed without financial or human resource wastage. BWV has proven be efficient, consistently improving its cost recovery rate for core services. This is contributing to the operational sustainability of the Programme.

All three Programmes show no obvious, major inefficiencies in the way they operate. The BW model dictates that there is a need for 'on the ground' support when implementing the model through services which are primarily delivered using the skills, knowledge, and expertise of the Enterprise Advisors (EAs). Those advisors are asked to cover between 10 and 20 factories each, which is acknowledged to stretch their capacities to the limit. Some EAs may benefit from a redistribution of workload and whilst resources are sufficient to ensure the day-to-day running of the Programmes there is little spare resource to invest in more strategic thinking on issues of efficiency.

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Given the focus on providing core service support it is not surprising to note that on average the three Programmes allocate 67% of their budget to staff costs. There is a need to ensure country staffing levels are maintained at a high enough level to continue delivering the standard of service which all three Programmes have achieved. The feedback from all stakeholder groups was positive when discussing the speed and efficiency with which the Programmes reacted to requests for assistance or in answering queries. This extended to its Secretariat-type functions around working with the tripartite partners and the PACs.

The cost / benefit of Regional and HQ staff support to the country Programmes is unclear. Whilst the backstopping, overview, policy, and strategic functions and guidance provided to the country Programmes are recognized as necessary and beneficial, the true added value is difficult to quantify.

All three Programmes have looked to achieve increased cost recovery during their current phases and there is progress in all three Programme toward reducing Programme costs. The drive toward full cost recovery must be balanced against the potential for leaving behind some factories / manufacturers / SMEs unable to pay the fees demanded. It should be recognized that there are still several potential BW Programme partners operating outside the Programme that may not be encouraged to join because of cost.

The COVID-19 pandemic provided proof that all three Programmes can think and react innovatively to maintain efficient service and support when necessary. There are areas where efficiency savings can be made, including reducing the amount of time spent travelling in-country by the EAs through an increasing and smarter use of technology. This could include more remote / distance trainings and seminars, improved use of Information Technology in information management, and using certain elements of remote factory inspection developed during the COVID-19 pandemic.

**Impact.** The BFC Programme has been playing a key role in sustaining Cambodia's garment industry amidst critical challenges. Workers and their organizations are now capable of expressing their needs and protecting their benefits, creating better bi-party social dialogue within the factory. The factory management team is capable and confident in managing compliance work which is one of the biggest impacts brought to the factories by the Programme. The participating factories have continued to subscribe the Programme's bundle services and their internal committees and other systems are in place continue to monitor labour compliance. There has been a positive improvement on capacity of labour inspectors to do their job. A development of the government's five-year strategy for the garment, footwear and bag sectors (2020-2025) is a result of concerted effort by the Programme transform the industry into a high-value, supportive, diversified and more competitive industry.

The BWI Programme is viewed as impacting positively across all stakeholder groups. There is improvement on compliance for labour norms and OSH compare and factory management team and workers are also happy with the BWI Programme's training. Factories becomes preferred suppliers after enrolment in the BWI Programme. Another achievement is on social dialogue and although the role of the PAC should be strengthened many factories, buyer and some Trade Unions recognise the BWIs role in facilitating social dialogue is useful and brings positive outcomes. A guideline that aims to provide a clearer understanding of existing legislation and reduce industry dependence on non-permanent contracts is one example of policy impact.

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BWV has had positive impact in many areas including the performance of enterprises, on the welfare of workers and on the labour practices of the industries. The Programme helps enterprises achieve lower staff turnover, higher production efficiency, and increased capacity usage. Better working conditions, and participation in Better Work, are linked to higher profitability. Factories with better working conditions are up to 8% more profitable than their counterparts. And the average firm enrolled in BWV increases its revenue to cost ratio by around 25% after four years of participation. BWV has acknowledged that impact is currently limited to registered factories and BWV is exploring different approaches to scale up the impact of the Programme for non-BWV factories.

There is a proof of concept from the reporting of Tufts University that BW Global and its constituent BW country Programmes are achieving the expected impact in progress toward their overall objective(s). When measuring activities and outputs in their current phases all three Programmes can reference the proof of concept of BW Global and – it could be logically argued – use that to validate their progress to achieving the expected impact in their current Programme phase.

This is an assumption that should be continuously tested. As BW activities and methodologies change over time, and as country Programme phases and mandates change, the logical progression of the activities, outputs, outcomes, and impact that was achieved within the three Programmes in 2015 does not necessarily hold true six years later. However, the data gathered for this evaluation does indicate that by continuing to promote and support a culture of compliance, positive impact continues to be made by the Programmes. Additionally, during the current phase all three Programmes have developed impact assessments in conjunction with external collaborators that have shone a light on certain aspects of Programme activity (e.g. empowering women). Whilst the results from these assessments are embryonic and still to be fully assessed it provides further evidence of continuing, positive impact.

The assessment process is generally well received however there are stakeholders that believe some details within the process (e.g. fuller consultation and ability to redress) could be improved. Yet a strong indicator of the positive impact of the assessment process is the desire it often engenders for non-Programme factories, manufacturers, buyers / brands to become involved. Alongside the continuing focus on compliance are the attempts to improve the capacity of national agencies to take over some aspects of the core service activities. The strengthening of national institutions to conduct their own assessments, and the self-improvement of OSH standards through the establishment of OSH committees, are two of many examples.

Each Programme has shifted its emphasis in certain areas dependent upon the national context and need, yet there is one shift which is consistent across all the Programmes and it is in the direction of trying to improve social dialogue. Most stakeholders understand the value of this approach and the longer term, sustainable impact it can achieve. All three Programmes have also identified there is still much to be done to bring social dialogue to a level where it becomes effective enough to drive continuous, positive change.

At the individual and factory level the Programmes have achieved impact. Their policy level interventions have seen them support governmental approaches that reflect the BW ethos, as well as using their influence where policy and strategy is not aligned to the broader ILO BW agenda. The impact at this level is harder to quantify since so many other factors outside the control of the Programmes play a role. The analysis does suggest that the independent, objective perception of the BW Programmes has helped create both a space for stakeholder discussions and the provision

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of BW advice which has guided policy decision making. One area where the BW Programme may look to improve impact is with the buyer / brand community and their relationship with the factories and manufacturers. There is criticism that the Programmes do not engage effectively enough with that stakeholder group to drive positive impact across the supply chain.

*Sustainability.* The manufacturers and brands recognise the importance of the ILO BFC Programme and are keen to see it continue. If ILO support was withdrawn it is possible the more professional and larger manufacturers would continue to strive and meet compliance standards. Smaller, individual factories may not reach those standards thus the success of the ‘joint plan’ is important as it could pave the way for sustainable compliance. The current institutional capacity of MoLVT as the key implementer of the joint plan remains weak, and there is widely held perception among many stakeholders that Cambodia will not be ready for sustainability without direct ILO support for potentially a decade.

The BWI Programme has taken the most innovative approach in trying to meet the BW strategy on sustainability. The Foundation (YKK) was established in 2017 and has a mandate to improve working conditions in the garment and other sectors by providing core services (assessment, advisory services, and training) on behalf of BWI. The establishment of the Foundation promotes ownership of the Programme to the tripartite constituents. Barriers remain to achieve the goal of the Foundation in ‘replacing’ the ILO BWI role.

The BWV Programme established its own outcome built around the sustainability of the Programme. This recognises the importance of the sustainability issue but the same types of barriers that impact upon BFC, and BWI sustainability all manifest themselves within the BWV Programme.

The BW Programmes in Cambodia, Indonesia, and Vietnam have been running for several years and each Programme has had at least two additional Programme phases. During that time there have been varying approaches and degrees of elaboration and commitment to sustainability yet overall, the progress made toward achieving it has been slow. During these current phases of the BW Programmes BWI has promoted its ‘Foundation’ approach and its ‘Roadmap to Sustainability’ document, which is the closest all three Programmes have come to addressing the issue solely through a sustainability lens. And BWV created one outcome which has a sustainability focus which also demonstrates an awareness of the importance of this topic.

It is revealing that despite different approaches to sustainability the same challenges to all three Programmes in delivering it remain. These are broadly:

- i) a lack of commitment to ownership of key activities
- ii) perception that the labour landscape would be detrimentally affected by the withdrawal of the ILO and the BW Programmes.
- iii) a lack of capacity within those institutions that would be charged with taking ownership and responsibility for post-BW Programme activities.
- iv) a lack of trust from key stakeholders that those institutions and agencies charged with delivering post-BW Programme activities will do so effectively and objectively.

It does appear that it is particularly difficult to ‘retro-fit’ a sustainability strategy into a long-standing existing Programme. Indeed a ‘Programme’ by its very nature is defined as on-going, whereas a Project has a defined end point. Therefore, the messaging that has come from the three BW Programmes is that ILO support – by default – will continue ad infinitum. That then makes the

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changing of stakeholders' mindsets to a Project based, finite approach far more difficult, especially if that change is perceived as bringing more problems than solutions.

There is need for a fundamental rethink on the whole concept of 'sustainability' and what it means not only at the three BW country Programmes in this cluster evaluation but from the strategic BW Global Programme perspective as well. There may need to be a pragmatic acceptance that a medium-term solution to sustainability as currently defined is unlikely, and that a discrete ten-year sustainability strategy, framed in Project terms with a finite end, underpinned and legitimised by the BW Global Programme with agreed BFC, BWI, and BWV withdrawal dates is elaborated.

**Gender.** The BFC gender strategy has been effectively integrated with the Programme's bundle services. As a result, there is an improved awareness of gender issues amongst female and male workers. Female workers are having greater engagement with a broader range of factory activities. The gender mainstreaming endeavor is considered to add value to the factory's internal policies and systems. It is well aligned with the national framework for gender equality and the national strategy on violence against women. The situation of the women in the industry has improved vis-à-vis increased income which is higher than the national average income for similar households without people employed in the garment industry. Furthermore, the gender wage gap between female and male workers in the sector has been narrowed.

The BWI Programme on gender and inclusiveness is appreciated by the development partners as not many actors are promoting these issues in garment sector and the presence of BWI improves awareness of the factory on this issue. However, some stakeholders – including some buyers and parts of the government, do not see this as a priority issue especially when compared to wage and OSH issues.

Gender equality has become embedded in BWV's approach. As a result of BWV's gender strategy, from 2019 onward PICC gender balance has been measured as part of BWV's assessment tool (CAT). Clearer criteria for measuring the quality of workplace gender policies which can be measured through the advisory process/service have also been developed and adopted. Furthermore, all BWV EA (Enterprise Advisors) are trained on gender sensitivity and equality, prevention of sexual harassment as they are the key actors in promoting gender equality at the factory level. EAs have begun to use the materials in their advisory services.

Over the current phases of the three Programmes there has been an increasing focus on gender equality, and female empowerment. Driven in part by the Better Work Global Gender Strategy and keen donor interest each Programme has developed its own, bespoke country approach to the issue. Whilst these slightly divergent approaches make it more challenging to apply overarching, strategic BW Global methodologies across all gender interventions, the advantages of providing a tailored approach appear to outweigh the disadvantages. If there were obvious deviations from the gender objectives of the Global Gender Strategy then this would give cause for concern, however all three Programmes remain well aligned with the Strategy.

Having noted this however all three Programmes stated there had not been enough guidance or advice given by BW Global and the broader ILO / UN community on the potential tools available to operationalize gender mainstreaming and the empowerment of women and girls. The BFC Programme was instrumental in driving forward a gender centric approach, creating a gender component in 2017 and recognizing that there was a need to train its own staff in gender awareness prior to its integration across various Programme activities. The Programme pioneered a female

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leadership course an outcome of which was the development of a parallel male leadership course to assist in culture change across both genders. And the BWV Programme in partnership with the International Financial Corporation (IFC) is implementing the GEAR (Gender Equality & Returns) training program. All three Programmes have made effective partnerships with other actors including brands / buyers, IOs, and CSOs.

Whilst quantitative data on the impact of this relatively recent change in focus and effort toward gender issues is (to a certain extent understandably) lacking, the qualitative data gathered for this evaluation point toward increasing dividends. Female employees report greater confidence in demanding their rights are acknowledged and upheld, and they report positive changes in working culture and behaviour. The Programmes must look to supplement their quantitative indicator data (% of women representatives, number of women in job-related skills training, % of female supervisors etc.) to capture data on the impact of greater female representation etc.

As noted good progress is being made on gender issues but the same level of progress cannot be reported for disabled and disadvantaged workers. Some headway has been made, as awareness of the issue has been raised, training courses provided, and disability Programmes developed such as BWI and H and M's Disability Equality Programme.



## IV. RECOMMENDATIONS

### Recommendation 1 – MONITORING and EVALUATION: Outcomes and Impact

PRIORITY	RESPONSIBILITY	TIMEFRAME
HIGH	ILO M and E expertise, Country Programme (CP) Management	12 months

The BFC, BWI, and BWV Programmes all took a pro-active and detailed approach to monitoring and evaluation at the inception of the current Phase of the Programme through the creation of a robust and detailed logical framework. Subsequent Programme revisions, including the changes made to reflect the impact of COVID-19, updated those logical frameworks including the identified indicators. However, whilst this works well for measuring progress on activity and output it is less effective on measuring outcomes and impact. Whilst the use of external, impact assessments contribute to a greater understanding of the impact of each Programme, there is scope for a more coordinated, pan-Programmatic approach to measuring and understanding impact.

- Through a maturing Results-Based Management (RBM) system the three Programme Teams in conjunction with M&E expertise at ILO Regional and Headquarter level, to formalise the currently informal approach on measuring the outcomes of programme activities. This includes not only programme activity at the factory level but encompasses all activities including at the macro policy level. This requires a standardised and regular reporting mechanism to be established which clearly defines what outcome is expected from each activity, (re)visits outputs periodically to gather information on any outcome achieved and evaluates the reasons behind successful and unsuccessful activities. A mechanism on how to engage across the Programmes when measuring impact should also be developed with the aim of providing as uniform a methodology as possible for all three Programmes using the recent impact assessments from the three Programmes as a catalyst for this work.

### Recommendation 2 – SUSTAINABILITY: Concept

PRIORITY	RESPONSIBILITY	TIMEFRAME
HIGH	BW Global, BKK-based BWG (RO) Management, CP Management	18 months

Given that all three Programmes have been running for at least a decade with at least two or more phases, the progress made toward the sustainability of Programme objectives has been slow **if** sustainability is defined as *the withdrawal of ILO / BW Programme support*. Whilst BW Global has revisited sustainability and provided more guidance and support to the country Programmes, and the Programmes themselves have improved cost recovery, some fundamental barriers across all Programmes still exist. There is a need for BW Global to focus its sustainability efforts on tackling those fundamental barriers identified within both this cluster evaluation and the BW Global mid-term evaluation.

- *ILO BW Programme including representatives from all BW Programmes, and appropriate regional and HQ management* to (re)consider the BW Programme's approach to sustainability. This should begin by ensuring the BW Global Sustainability Framework definition of sustainability is agreed, understood, and accepted by all partners and stakeholders to BFC, BWI, and BWV. The fundamental barriers to sustainability across all three Programmes should then be identified (this evaluation highlights four barriers) and

strategies developed to tackle those barriers. This should include a realistic timeframe which may include some form of ILO / BW presence for another decade.

- At a country Programme level each new phase of a BW Programme to contain i) an express, discrete sustainability strategy, ii) each capacity building activity and output to be examined through a sustainability lens, iii) create an advocacy strategy for sustainability tailored to each stakeholder group.

**Recommendation 3 – DESIGN: Assumptions and risks**

PRIORITY	RESPONSIBILITY	TIMEFRAME
MEDIUM	CP Management	12 months

All three Programmes designed an effective Theory of Change (ToC) and within their log-frame and supporting documents developed appropriate activities, outputs, potential outcomes, and impacts. Also identified were assumptions and risks that may adversely affect Programme delivery along with mitigating strategies. All three Programmes face many similar assumptions and risks yet there is no formalised cross-fertilisation of these between Programmes and – by extension – no exchange of lessons learned or good practice in addressing these issues. The lessons learned and good practice that came from other ILO programmes and projects as well as other BW Programmes approach to COVID-19 provides a proof of concept that gathering and sharing data on a common challenge delivers benefit.

- *All three BW Programmes* to create a centralised repository for assumptions and risks, and the recording of the effectiveness of any mitigating strategies. This will require each CTA to initiate joint discussions to identify the best process and procedure to collect, collate, evaluate, and disseminate information held within this repository. The collation of this risk and assumption information should be structured under suitable, common criteria such as i) Operational, ii) Political, iii) Strategic, iv) Financial, and v) Other. Those risks and assumptions should further be assessed against those that fall within the Programme’s a) ‘sphere of control’, b) ‘sphere of influence’, or c) ‘sphere of concern’. The appropriate mitigating strategies should be recorded and – where a strategy has been implemented – lessons learned and good practice should be identified and disseminated across the other Programmes.

**Recommendation 4 – EFFECTIVENESS: Brands / buyers**

PRIORITY	RESPONSIBILITY	TIMEFRAME
MEDIUM	Brand / Buyer Engagement Management, CP Management HQ, RO	12 months

All three Programmes have taken the BW Global model and successfully transferred it to their own country Programme context utilising the skills, knowledge, and expertise of ILO staff. All three Programmes are seeing steady progress toward their various anticipated 2022 outcomes and the factory assessment and bundled services are viewed as effective drivers of change and compliance. The culture of compliance encouraged by the factory inspection and assessment process, and the core services provided by the Programmes to support continued and improving compliance is a proven BW concept. It is assessed that effectiveness can be improved across all three Programmes through **a)** greater, targeted engagement with brands / buyers and **b)** continued and increasing focus and development of social dialogue.

- *All three Programmes in conjunction with the BKK-based BWG and brand/buyer engagement at HQ* to consider how best to improve the partnership between brands / buyers and the other programme partners. Specifically, there needs to be a focus on relationship building with the brands / buyers which addresses the responsibility of all parties in ensuring continuity of regular, consistent orders.

**Recommendation 5 – EFFECTIVENESS: Social Dialogue**

PRIORITY	RESPONSIBILITY	TIMEFRAME
MEDIUM	CP Management	6 months

- *All three BW Programmes in consultation with BW Global* to set up a cross-Programme working group to learn lessons, identify good practice, and develop strategies to promote and improve social dialogue. The use of Performance Improvement Consultative Committee’s (PICC’s) has provided embryonic evidence of their value as a vehicle in promoting and improving good social dialogue practices. Careful consideration should be given to the expansion of their role, along with the level and nature of the engagement of the Programme’s with Trade Unions from a social dialogue perspective.

**Recommendation 6 – EFFICIENCY: Staffing**

PRIORITY	RESPONSIBILITY	TIMEFRAME
MEDIUM	BW Global, BKK-based BWG (RO) Management, CP Management	12 months

All three Programmes rely on a similar level of support and engagement with both the BW BKK-based BWG (RO) and BW HQ. Whilst this engagement has shown to be effective there is less clarity on the efficiency of the support insofar as the financial cost of BW HQ and RO staff supporting country Programmes as opposed to the investment of that cost into more in-country personnel.

- *All three Programmes in conjunction with the BKK-based BWG and HQ* to conduct a full cost / benefit analysis on the efficiency of the working relationship between the country Programmes, the RO and HQ. This should consider the type of support that is provided and how much could or should be transferred to the country Programmes. This recommendation should be considered in tandem with the BW Global mid-term evaluation report recommendation No.5 entitled “*Adjust the support provided to BW country programmes*”.

**Recommendation 7 – EFFICIENCY: Use of technology and innovation**

PRIORITY	RESPONSIBILITY	TIMEFRAME
HIGH	BW Global, RO Management, CP Management	6 months

During the COVID-19 pandemic all three Programmes increased their use of technology to maintain their support to the sector. This included virtual meetings, trainings, mobile phone applications, and the introduction of virtual factory inspections. Running in parallel with these have been on-going efforts to develop ‘smart’ information management databases that will assist

in for example, helping to select the most appropriate factories for inspection. Furthermore, this evaluation noted a lack of time for BW Country Programme staff to step back from the day-to-day running of their Programmes to innovate in areas of efficiency improvement. The BW response to Covid-19 provided a window through which the innovation and creativity of BW staff was viewed and there are efficiency dividends that could be leveraged utilising these staff skills.

- *All three BW Programmes in conjunction with the BKK-based BWG and HQ to identify how the COVID-19 driven use of technology could be continued to improve the efficiency (and effectiveness) of core service delivery. This should include but not be limited to i) virtual factory inspections, ii) virtual training, and iii) information management for factory assessment analysis. An additional two-day workshop where creative and innovative approaches to BW delivery is the sole focus should be convened.*

## ILO Emerging Good Practice Template

**Project Title:** Mid-Term Cluster Evaluation of  
**Better Factories Cambodia (BFC)**  
**Better Work Indonesia (BWI) and**  
**Better Work Vietnam (BWV)**

**Name of Evaluator:** Peter Allan

**Date:** 23/03/2021

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>	<p>During Covid-19 the BFC piloted a remote factory inspection process involving the use of hand-held cameras / mobile phones to view and inspect the factory.</p> <p>This is linked to Outcome No.1,1 “Regular factory level compliance and progress reports produced”.</p>
<b>Relevant conditions and Context: limitations or advice in terms of applicability, and replicability</b>	<p>There are limitations in the use of this approach since it is not ‘in person’. The technology has to be stable. It also makes arranging these visits as surprise and unannounced visits (as factory inspections should be) difficult.</p>
<b>Establish a clear cause-effect relationship</b>	<p>Not applicable</p>
<b>Indicate measurable impact and targeted beneficiaries</b>	<p>Contributes to increased compliance rates with the Programme theory of change stating increased compliance leads to improvements for all stakeholder groups including workers, employers, and buyers.</p>
<b>Potential for replication and by whom</b>	<p>Potential for all BW Programmes that have factory inspection as a fundamental activity and output.</p>
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b>	<p>Natural link to the broader BW Programme and individual country Programmes.</p>
<b>Other documents or relevant comments</b>	<p>Whilst not a substitute for on-site personal visits, a regime that mixes virtual and face-to-face inspections may lead to some efficiency savings without overly diluting the value of the inspection.</p>

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**Date: 23/03/2021**

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>	BWV has developed and piloted an application called “Gopy” which functions like a social media application, where workers, factory representatives and Better Work Enterprise Advisors can share and update information, strengthen a meaningful and deep dialogue, and foster quality conversation among workers and management personnel. This is linked to improving social dialogue.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	There are limitations in the use of this approach as it requires the recipient to have access to and be able to use mobile phone applications.
<b>Establish a clear cause-effect relationship</b>	Too early in the process but it is an emerging good practice.
<b>Indicate measurable impact and targeted beneficiaries</b>	Contributes to increased communication between key stakeholder groups including workers, employers, and enterprise advisors using technology that is quick, and easy to use. It should increase the number of people actively engaged with the Programme.
<b>Potential for replication and by whom</b>	Potential for all BW Programmes.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b>	Natural link to the broader BW Programme and individual country Programmes.
<b>Other documents or relevant comments</b>	With an increasing focus on social dialogue this type of modern technological tool could help engage workers that normally access information through their mobile phones and applications.

## ILO Emerging Good Practice Template

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**Better Work Vietnam (BWV)**

**Name of Evaluator:** Peter Allan

**Date:** 23/03/2021

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>	Expertise in the BKK-based BWG and BFC is developing a smarter analysis of key trends and common issues through a Case Management system that allows factory inspectors to better target the more serious violations thereby achieving bigger impact. This is linked to compliance improvement.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The approach will require a certain investment in time to both create and populate the database and provide training to ensure it can be properly interrogated.
<b>Establish a clear cause-effect relationship</b>	Not applicable
<b>Indicate measurable impact and targeted beneficiaries</b>	Contributes to increased compliance rates.
<b>Potential for replication and by whom</b>	Potential for all BW Programmes that have factory inspection as a fundamental activity and output.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	Natural link to the broader BW Programme and individual country Programmes.
<b>Other documents or relevant comments</b>	Not applicable

# ANNEXES

## ANNEX I. TERMS OF REFERENCE

### Terms of Reference

#### Cluster Mid-Term Evaluation of Better Factories Cambodia Better Work Indonesia and Better Work Vietnam

ILO Programme Code	Better Factories Cambodia (BFC) CMB/12/51/CMB, CMB/12/52/CMB, CMB/12/53/USA, KHM/16/51/AUS, KHM/18/51/MUL, KHM/19/50/MUL, KHM/19/51/USA  Better Work Indonesia (BWI) IDN/16/50/AUS, IDN/17/51/MUL  Better Work Vietnam (BWV) VNM/16/50/AUS, VNM/17/52/MUL, VNM/19/50/USA
Country	Cambodia, Indonesia, Vietnam
DWCP Outcome	Better Factories Cambodia (BFC) Outcome 2.3 Outcome 3.2. and 3.3  Better Work Indonesia (BWI) Outcome 1  Better Work Vietnam (BWV) Outcome 3.1 and 3.3
Administrative Unit	BETTER WORK (BFC and BWV), CO-Jakarta (BWI)
Technical Unit	BETTER WORK
Backstopping Unit	BETTER WORK
Type of Evaluation	Mid-Term Independent
Programme Period	BFC (Phase IV) : 1 Jan 2019 – 31 Dec 2022 BWI (Phase IV) : 1 Jan 2019 – 31 Dec 2022 BWV (Phase III) : 1 Jul 2017 – 30 Jun 2022
Total Programme Budget	BFC – USD 12 million BWI – USD 13,2 million BWV – USD 23 million
Funding Agencies	BFC - Royal Government of Cambodia, GMAC, USDOL, Australia and the Netherlands  BWI - Switzerland, the Netherlands, and Australia  BWV – Switzerland, the Netherlands, Denmark, Australia, European Commission, USDOL and VF Asia Ltd
Evaluation Manager	Sharon Chitambo



## INTRODUCTION AND RATIONALE FOR EVALUATION

1. The Better Work Programme is a unique partnership between the International Labour Organization (ILO) and the International Finance Corporation (IFC) and was launched to improve Labour Standards and competitiveness in global supply chains.
2. The programme assists enterprises improve practices based on core ILO Labour Standards and national Labour law.
3. The Better Factories Cambodia (BFC), Better Work Indonesia (BWI) and Better Work Vietnam (BWV) is a partnership of the ILO and Royal Government of Cambodia, GMAC, USDOL, Switzerland, the Netherlands, Australia and the European Commission.
4. The BFC was launched in 2001 and is in Phase IV of implementation, with a budget of US\$12 million for a duration of 48 months funded by the Royal Government of Cambodia, The United States of America Department of Labour (USDOL), the Netherlands, Australia, and the Garment Manufacturing Associating in Cambodia (GMAC). In Indonesia, the BWI was launched in 2011 and is in Phase IV of implementation, with a budget of US\$13.2million for a duration of 48 months funded by Switzerland, the Netherlands and Australia. In Vietnam, the Programme was launched in 2009 and is in Phase III of implementation with a budget of US\$23 million for a duration of 60 months, funded by USDOL, Switzerland, the Netherlands, Denmark, Australia, European Commission and VF Asia Limited.
5. In line with the ILO's Evaluation Policy (2017) and the Development Partners Agreement, a mid-term evaluation (MTE) is being conducted to review the Programmes performance and enhance learning within the ILO, stakeholders and Development Partners. Findings and recommendations of the evaluation will also provide valuable inputs to strengthening the ILO's management capacity as well as inform future programme design.
6. A cluster evaluation for the Programmes in the three countries is being conducted for the following reasons:
  - i. As of 2020, all the three Programmes are at the mid-point of implementation of their respective 4 or 5-year country strategies with similar objectives;
  - ii. The three countries are all big Asian garment producing countries;
  - iii. A clustered approach will enable a comparative perspective on broader contextual factors and/or variations on models of interventions as well as a review of the strategic contribution, synergies and complementarities of a global programme approach; and
  - iv. There's opportunity for mutual learning across the three countries.
7. The evaluation will be conducted as an independent evaluation where, the evaluation is managed by an ILO official and conducted by an external international evaluator leading the overall evaluation and supported by one national external evaluator for each programme country, selected through a competitive process in consultation with the relevant ILO Country Offices, BKK-based BWG for Asia and the Pacific, and the Evaluation office (EVAL) in Geneva. Key stakeholders, ILO Constituents and Development Partners (including donors) will be consulted throughout the evaluation process. This MTE is planned for the third and fourth quarter of 2020, with the final report expected to be completed by 23<sup>rd</sup> February 2021.

## BACKGROUND ON PROJECT AND CONTEXT

8. Better Work, a partnership between the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group (WBG), has

proven that it is possible to simultaneously improve working conditions and boost competitiveness in the global apparel industry. Building on its extensive experience and understanding of what drives change in supply chains, the Programme now seek to significantly scale its impact.

9. Better Work's vision is of a global garment industry that lifts millions of people out of poverty by providing decent work, empowering women, driving business competitiveness and promoting inclusive economic growth. During this phase (2017-2022), Better Work will leverage existing and new partnerships to expand its impact from 3 to 8 million workers and to 21 million family members.
10. In addition, Better Work 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.
11. The Better Factories Cambodia (BFC), Better Work Indonesia (BWI) and Better Work Vietnam (BWV) Programmes aim to achieve this global vision and operate within their respective country context<sup>75</sup>.

## Intervention Logic

### Better Factories Cambodia

12. The **Programme Development Objective** is to improve the lives of male and female workers, their families and communities and to strengthen the competitiveness of the Cambodian garment and travel goods sectors.
13. The BFC Programme expects to achieve the following outcomes:

**Outcome 1 (Factories):** Improvements in working conditions and business competitiveness in garment factories are accelerated by end of 2022, and outcomes are sustained.

**Outcome 2 (Industry and Tripartite Stakeholders):** Enhanced culture of compliance in the industry through BFC support provided to tripartite constituents and other industry stakeholders.

**Outcome 3 (Partnerships):** Global retailers, brands and manufacturers influenced by BFC on creating and expanding partnerships in support of the creation of sustained compliance in a competitive and fair garment industry, by the end of 2022.

**Outcome 4 (Use of Data):** Policies and practices of factories, manufacturers, brands and tripartite constituents informed by data and knowledge provided by BFC.

**Outcome 5 (BFC Governance):** Continued improvements in BFC programme governance and engagement by tripartite constituents.

### Better Work Indonesia

14. The **Programme Development Objective** is to protect garment workers and empower women to actively contribute to an inclusive business environment that respects worker's rights and that is supported by responsible business practices in the supply chain, effective social dialogue and conducive labour market policies and institutions.

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<sup>75</sup>Specific background and description of BFC, BWI and BWV programmes is available

15. The BWI Programme expects to achieve the following outcomes:

**Outcome 1:** Improved lives and working conditions of workers in the garment sector.

**Outcome 2:** More equal, fair, inclusive and sustainable workplaces.

**Outcome 3:** Increased productivity in the garment sector through social dialogue and better working conditions.

**Outcome 4:** Enhanced ownership by national stakeholders, dialogue, shared responsibility, and informed and effective labour policy and systems.

16. The outcomes will be achieved through two areas of intervention:

**Intervention area 1** focused on influencing business practices: at the factory level, BWI will continue to deliver high quality, integrated and higher impact BW core services to improve factory competencies and promote social dialogue ownership to address workplace issues.

**Intervention area 2** focused on strengthening the enabling environment for decent work: Engagement, empowerment and alignment with influencing actors (national and sub-national tripartite constituents and supply chain actors) to promote better labour policy and labour market practices

### **Better Work Vietnam**

17. The **Programme Development Objective** is to improve government, employers and workers compliance with labour law and core labour standards through enforcement and industrial relations, supported by responsible business practices in supply chains, benefitting over 1 million workers, 80% of whom are women.
18. The BWV Programme expects to achieve the following outcomes:

**Outcome 1 (Service Delivery):** Working conditions and business competitiveness in the garment sector improved.

**Outcome 2 (Supply Chain Partnerships):** Brands (buyers), vendors and supply chain intermediaries demonstrate greater commitment to the Better Work model and approach, and adopt business practices that support improved compliance and enterprise sustainability across their supply chains.

**Outcome 3 (Institutional strengthening and policy advocacy):** Ability of public institutions and tripartite constituents to promote labour law, gender equity, compliance and social dialogue strengthened.

**Outcome 4 (Sustainability):** By 2022, Better Work will have enhanced overall programme sustainability through reforms to the organizational model.

## **Programme Management Arrangements**

### **Better Factories Cambodia**

19. The programme is managed by the ILO Country Office for Thailand, Cambodia and Lao PDR and the BKK-based BWG for Asia and the Pacific. The ILO Country Office:
20. Has overall responsibility for programme implementation and the effective delivery of planned activities, outputs and objectives;

- i. Provides the necessary administrative and logistical support;
  - ii. Ensures the coordination and synergies with related ILO initiatives in Cambodia, either ongoing or foreseen in parallel to the programme; and
  - iii. Coordinates and seeks the necessary technical backstopping support from relevant Specialists from the ILO's GOVERNANCE Department, Decent Work Team in Bangkok, BKK-based BWG for Asia and the Pacific and other relevant Technical Units at ILO Headquarters including LABADMIN/OSH.
21. The Programme is managed by a Chief Technical Advisor (CTA) who is responsible for the administrative, operational, technical supervision and implementation of the different interventions. The CTA reports to the Country Director for Thailand, Cambodia and Lao PDR for programme management and implementation as well as to the Better Work Director for programme support and technical guidance.
  22. A Deputy Programme Manager/Technical Officer assists the CTA in operations and strategic matters of the programme and contributes to improving the quality of core services.
  23. Four national team members are responsible for implementing factory core services (assessment, advisory, training) and one national team leader is responsible for finance, HR and support services.
  24. The Programme Management Unit consists of 45 staff members.

### **Better Work Indonesia**

25. In Phase III of the Programme implementation, 2016-18, the BWI greatly advanced its stakeholder engagement and policy work and, notably, started implementing its sustainability strategy by transforming the programme into a national Foundation – Foundation Partnership at Work (Yayasan Kemitraan Kerja).
26. The programme is managed by the ILO Country Office for Indonesia and Timor Leste. The ILO Country Office:
  - i. Has overall responsibility for programme implementation and the effective delivery of planned activities, outputs and objectives;
  - ii. Provides the necessary administrative and logistical support;
  - iii. Ensures the coordination and synergies with related ILO initiatives in Indonesia, either ongoing or foreseen in parallel to the programme; and
  - iv. Coordinates and seeks the necessary technical backstopping support from relevant specialists from the ILO's GOVERNANCE Department, Decent Work Team in Bangkok, BKK-based BWG in Bangkok and other relevant technical units at ILO headquarters including LAB/ADMIN OSH.
27. From the ILO side, the Programme is managed by a CTA, supported by 2 national programme officers and an administrative and finance assistant, while the Foundation has nearly 40 staff members.
28. The Foundation management team includes an Executive Director, an operations manager, two team leaders (per geographical cluster), one office manager and a training manager.

### **Better Work Vietnam**

29. The programme is managed by the ILO Country Office for Vietnam. The ILO Country Office:
  - i. Has overall responsibility to support programme implementation and the effective delivery of planned activities, outputs and objectives;
  - ii. Provides the necessary administrative and logistical support;

- iii. Ensures the coordination and synergies with related ILO initiatives in Vietnam, either ongoing or foreseen in parallel to the programme; and
  - iv. Coordinates and seeks necessary technical backstopping support from relevant specialists from the ILO's GOVERNANCE Department, Decent Work Team in Bangkok, BKK-based BWG in Bangkok and other relevant technical units at ILO headquarters including LAB/ADMIN OSH.
30. The programme is managed by a CTA and supported by 29 Enterprise Advisors, 3 Training Officers and 5 support staff. The Programme has a total of 43 staff members, among which 6 are in the management team.

## **PURPOSE AND SCOPE OF THE FINAL INDEPENDENT EVALUATION**

### **Purpose**

31. The mid-term independent evaluation serves four (4) main purposes:
- i. Give an independent assessment of progress to date of each of the three country Programmes against their log frames; assessing performance as per the targets and indicators of achievement at output level, strategies and implementation modalities chosen, partnership arrangements, constraints and opportunities in Programme Countries;
  - ii. Provide strategic and operational recommendations to the ILO, Tripartite Constituents and programme stakeholders on whether the current programme strategy for each of the Programmes is working, including in light of the recent COVID-19 pandemic and its potential short, medium and long-term impact on the industry, and provide recommendations on what could be changed to increase the likelihood that each programme reaches its objectives;
  - iii. Identify good practices and highlight lessons learned that would contribute to learning and knowledge development for each Programme and stakeholders;
  - iv. Measures in place to monitor and capture impact of the Programmes; and
  - v. Assess the relevance of the sustainability strategy, its progress, and identifying the processes to be continued by stakeholders.

### **Scope of the Evaluation**

32. The evaluation will cover the duration of the current phase of each of the Programmes since inception and the full geographic coverage in Cambodia, Indonesia and Vietnam. All outcomes of the Programmes will be evaluated, with particular attention to coherence and synergies across components. All programme countries will be assessed as part of the desk review and in-depth analysis and meetings with Programme stakeholders and beneficiaries (country visits/virtual engagements).
33. The evaluation will integrate ILO's cross-cutting priorities; gender equality, disability inclusion and other non-discrimination, International Labour Standards, social dialogue and a just transition to environmental sustainability as cross-cutting concerns throughout its methodology, analysis and all deliverables, including the final report.

34. Gender should be addressed in accordance with the ILO Guidance note 4, “Integrating gender in the monitoring and evaluation of projects<sup>76</sup>.” All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the Programme should be considered throughout the evaluation process.
35. Constituent capacity development should also be considered throughout the evaluation.

## CLIENTS OF THE EVALUATION

36. The primary end users of the evaluation findings is the programme management team, respective ILO Country Offices, other field and headquarter staff, ILO’s constituents, strategic and development partners.

## EVALUATION CRITERIA AND QUESTIONS

### Evaluation Criteria

37. The evaluation will follow the UN Evaluation Standards and Norms, the Glossary of key terms in evaluation and Results-Based Management, as well as utilise the Organisation for Economic Co-operation and Development Assistance Committee (OECD DAC) evaluation criteria as outlined below:
  - **Relevance and strategic fit** – the extent to which the objectives and design of the Programmes respond to beneficiaries’, country, global, partners’ and donors’ needs, policies, strategies, and priorities and continue to do so;
  - **Validity of design and coherence** – the extent to which the Programmes’ design, logic, strategy and elements are/remain valid and coherent vis-a vis the problems and needs;
  - **Effectiveness** - the extent to which the Programmes’ immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance;
  - **Efficiency** - the extent to which the Programmes’ outputs delivered are derived from an efficient use of financial, material and human resources;
  - **Impact orientation** – the extent to which the Programmes have generated or are expected to generate positive and negative changes and effects at the Sub-Regional and National levels, i.e. the impact with Social Partners and various implementing partner organisations;
  - **Sustainability** – the extent to which the net results (including financial, economic, social, environmental and institutional capacities of the systems needed to sustain them over time) are likely to be maintained beyond the completion of the Programmes; and
  - **Effectiveness of institutional and management arrangements** – the extent to which the management capacities and arrangements put in place support the achievement of results.

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<sup>76</sup> [Guideline](#) on Integrating Gender in the Monitoring and Evaluation of Projects

38. In line with the Results-Based approach applied by the UN, the evaluation will focus on identifying and analysing results by addressing key questions related to evaluation concerns and the achievement of the outcomes/immediate objectives of the Programmes using the logical framework indicators.

### **Specific Objectives of the Evaluation**

39. The evaluation will address the following specific objectives and be guided by the OECD-DAC evaluation criteria (relevance, coherence, efficiency, sustainability, effectiveness and impact).
  - i. To assess the coherence and logic of the Programme design and, whether it is still valid within the current economic, political and development circumstances in the country, including in the context of the recent COVID pandemic outbreak;
  - ii. To assess the relevance of the Programme design to the overall development situation at the national level; relevance to national strategies as well as beneficiaries, including in the context of the recent COVID pandemic outbreak;
  - iii. To assess the performance of the Programmes in terms of effectiveness, efficiency, and timeliness of delivering the expected outputs, the progress made towards achieving their long-term and medium-term outcomes, including intended and unintended, positive and negative results, the challenges affecting the achievement of the objectives, factors that hindered or facilitated achievement so far;
  - iv. To assess the relevance of the Programme's management arrangements; identify advantages, good practices, bottlenecks and lessons learned with regard to the management arrangements;
  - v. To identify challenges, lessons learned and good practices and propose recommendations to make adjustments to ensure the achievement of results within Programmes' remaining lifetime;
  - vi. To assess the likelihood of sustainability of the results; and
  - vii. To identify and analyse underlying factors beyond ILO's control that may have affected the achievement of the Programmes' outputs and outcomes, including within the context of the COVID pandemic outbreak.

### **Preliminary Evaluation Questions**

40. The evaluation will examine the Programmes on the basis of the questions listed below and against the standard evaluation criteria mentioned above. The Evaluator will start from these proposed set of questions and develop a more detailed analytical structure of questions and sub-questions, taking into account gender equality concerns. It is expected that the evaluation address all of the questions detailed below to the extent possible.
41. The evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed upon between the ILO evaluation manager and the evaluators. Additionally, the report of the evaluability assessment undertaken in 2019 will also be key in the selection of the final evaluation questions.
42. Evaluations findings and lessons learned from the previous phase of the Programmes should also be taken into account when finalising the analytical framework.

## Relevance and strategic fit

43. To what extent are the programme strategies and objectives relevant to the country context, the needs of constituents and their strategies and objectives for the sector?
44. To what extent have needs and priorities of key stakeholders (government, employers, and trade unions) as reflected in the respective Decent Work Country Programmes (DWCP) changed since the inception of the current phase of the Programmes? To what extent have the Programmes adapted to those changes, including within the context of the COVID-19 pandemic?
45. To what extent is the design of the Programmes based on a thorough analysis of the specific context, to address the root causes of the development issue they are aiming to solve/contribute to solving? Was the design based on a sound gender analysis? What are the strengths and/or weaknesses of the analytical approach across the Programmes?

## Validity of design and coherence<sup>77</sup>

46. To what extent do the Programmes design (outcomes, outputs and activities) and their underlining theory of change remain logical and coherent? How well do different stakeholders understand the Programmes' theory of change?
47. To what extent were the principles of Results-Based Management applied? How realistic were the risks and assumptions upon which the Programme logic was based?
48. To what extent have the Programme strategies, within their overall scope, remained flexible and responsive to emerging priorities, including the COVID-19 pandemic? What have been the comparative differences and similarities across the three Programmes?

## Effectiveness

49. To what extent have Programme outputs been delivered timely and with desired quality? If not, what are the factors that hindered timely delivery and what were the counter measures taken to address them? Have the Programmes been making sufficient progress towards their planned results (intended and unintended, positive and negative) including in the context of the COVID-19 pandemic?
50. How effective have the Programmes been at stimulating the participation and ownership of programme partners at the micro, meso and macro levels? To what extent have constituents across the three Programmes, been comparatively able to fulfil the roles expected in the programme strategies?
51. To what extent did the Programmes systematically and effectively monitor and document information to allow for measurement of results, including on cross-cutting priorities? Have monitoring findings, comparatively across the three Programmes, influenced adaptive management and contributed towards resolving implementation problems?
52. To what extent is gender equality addressed in the implementation of the Programmes, including individual skills training, partnership agreements and capacity development approaches and activities? What are the comparative advantages/disadvantages in implementation across the three Programmes?

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<sup>77</sup> The evaluation will not assess the results frameworks in depth as evaluability reviews have taken place in Cambodia, Indonesia and Vietnam in 2019.



53. To what extent have the Programmes managed the risks identified in the design in view of the evolving country contexts? How have the three Programmes comparatively responded to new and emerging risks including but not limited to COVID-19?
54. To what extent have the Programmes been addressing ILO's cross-cutting priorities – international labour standards, social dialogue, gender equality and non-discrimination, disability inclusion, Constituent capacity and environmental sustainability?
55. To what extent are Programme interventions contributing (or not) to the relevant SDGs<sup>78</sup> and related targets, in particular, SDG1, 5 and 8 at the country level? If the relevant SDGs were not identified in design, can a plausible contribution to the relevant SDGs and related targets be established?

### **Efficiency of resource use**

56. To what extent have Programme resources and inputs (funds, expertise, time, etc) been allocated well and used strategically to achieve the expected results?
57. To what extent have Programme activities been cost-effective? What level of activities (individual, institutional, systemic), comparatively across the three Programmes, has provided the most cost-effective benefits? Were Programme resources strategically allocated to achieve gender-related objectives?
58. To what extent have the three Programmes comparatively leveraged other related interventions to maximize impact?

### **Effectiveness of Institutional and Management Arrangements**

59. To what extent do the Programme management capacities and arrangements in place support the achievement of the expected results?
60. To what extent has results-based management been implemented in the Programmes? Do the three Programmes have in place a gender-responsive M&E system that collects sex-disaggregated data and monitors gender-related results?
61. To what extent are the interaction and roles/responsibilities between BW Global, Country Programmes (BFC; BWI, BWV), ILO Country Offices, DWTs and other relevant ILO projects clear and effective in achieving the goals of the Programmes? How effective has been the technical back-stopping support provided to the Programme team comparatively across the three Programmes in delivering results?

### **Impact orientation and sustainability**

62. To what extent are the three Programmes exit strategies comparatively appropriate to sustain results beyond the Programme end? To what extent is there a demonstration of political will and ownership among Better Work national stakeholders?
63. To what extent are the Programmes likely to sustain positive gender-related outcomes?
64. To what extent have the national stakeholders acquired the technical, financial and organizational capacities to continue the delivery of Better Work services and sustain the

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<sup>78</sup> <http://www.ilo.ch/eval/eval-and-sdgs/lang--en/index.htm>

- results both at industry and policy level? How have ILO Constituents, comparatively across the three countries, been involved in the implementation of the Programmes?
65. Which good practices and lessons learned from the sustainability pathways of the Programmes could be helpful for other country programmes and development partners?

## EVALUATION METHODOLOGY

66. A methodology is suggested, which can be adjusted by the Evaluator if considered necessary, is in accordance with the scope and purpose of the evaluation and in consultation with the Evaluation Manager.
67. The evaluation should be carried out in adherence with the relevant parts of the ILO Evaluation Framework and Strategy<sup>79</sup> that adheres to international standards and best practices articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group (UNEG).
68. The evaluation will integrate gender analysis and other non-discrimination issues as a cross-cutting ILO concern throughout its methodology and all deliverables, including the final report. Data and information should be collected, presented and analysed with appropriate gender disaggregation even though the Programme design did not take gender into account<sup>80</sup>. The evaluator will ensure that opinions and perceptions of women are equally reflected in the interviews and that gender-specific questions are included.
69. The evaluation methodology should allow an assessment of outcomes and of the likelihood of their impact and sustainability by combining quantitative data with qualitative assessments and case studies that demonstrate and visualize outcomes.
70. The evaluation will use various data collection techniques (e.g. document analysis, interviews, direct observation and surveys) to ensure the validity and reliability of the findings and use a participatory approach involving ILO key stakeholders<sup>81</sup> such as beneficiaries, ILO Tripartite Constituents, ILO staff, strategic and development partners.
71. The evaluation methodology may be adapted to the situation arising from the implications of COVID-19 taking into account guidance provided by the ILO Evaluation Office.<sup>82</sup>
72. The following elements are the proposed methodology:

### i. Inception Phase

73. The Evaluator will review the Programme document, work plans, monitoring plans, progress reports, previous evaluations completed by ILO and development partners, government documents, meeting minutes, evaluability assessment, policy frameworks and other relevant documents that were produced through the Programmes or by relevant stakeholders.
74. In addition, the Evaluator will conduct initial electronic or telephone interviews with key Programme informants (CTA and Programme Coordinators). An inception meeting will be

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<sup>79</sup> [ILO Policy Guidelines for Evaluation](#): Principles, Rationale, Planning and Managing for Evaluations (3<sup>rd</sup> Ed. August 2017)

<sup>80</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

<sup>81</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165982/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm)

<sup>82</sup> [Implications of COVID-19 on Evaluations in the ILO](#)

held with the Evaluation Manager, Programme team and technical backstopping unit in ILO HQ (digitally or face-to-face).

75. The objective of the consultation is to reach a common understanding regarding the status of the Programmes, the priority assessment questions, available data sources and data collection instruments and an outline of the final evaluation report. The following topics will be covered: status of logistical arrangements, the Programmes' background and materials, key evaluation questions and priorities, outline of the inception and final report.
76. Based on the scope and purpose of the evaluation, document review, briefings and initial interviews, the Evaluator will prepare an inception report with the final methodology<sup>83</sup>.
77. The inception phase may suggest preliminary findings that the evaluator may use in reviewing or refining the evaluation questions in consultation with the evaluation manager.

## ii. **Data Collection Phase**

78. The Evaluator will first complete relevant consultations with internal Programme stakeholders such as the CTA, programme and technical backstopping staff and those in the list of key stakeholders. If the Evaluator wishes to speak with other stakeholders beyond the list, this can be discussed with the Evaluation Manager.
79. The Evaluator will undertake missions to Programme countries and will organize various meetings with tripartite stakeholders<sup>84</sup> to get their views and feedback on the Programmes. This will include one or more meetings divided per stakeholder group with Government Representatives, Social Partners, Implementing and Development Partners. The respective CTAs with support from the Programme team will help in organising electronic or in-person meetings/group discussions.
80. Where travel restrictions resulting from COVID-19 measures will not enable/restrict face-to-face engagements with Programme staff and stakeholders, the evaluators will employ a variety of means such as online and/or email questionnaires and telephone and/or video interviews or a combination of these as the main source for data collection to replace field visits and face-to-face interviews.
81. During the field mission, a one or two-day stakeholders' workshop will be organised in order to (i) present initial MTE findings and (ii) receive feedback and comments. The workshop date, time and venue will be determined by the programme. It will be designed to achieve dual objectives of validating and adjusting the initial findings whilst also serving as a final data collection step. In addition to various stakeholders the workshop will also if possible be attended by the programmes local donor representatives.
82. If COVID-19 measures will not enable an in-person stakeholders' workshop, a virtual stakeholders' workshop (if feasible) will be organised to replace the in-person workshop.
83. The Evaluator will work together with the Programme Management to ensure that the participants who can provide information to answer the questions are invited to the meetings or, if availability does not allow, that separate meetings are organized. Based on these meetings and the document review, the Evaluator will build an initial set of conclusions and possible recommendations for next steps.

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<sup>83</sup> [Checklist No. 3](#) Writing the inception report

<sup>84</sup> [Guidance note 7](#) Stakeholders participation in the ILO evaluation

84. The Evaluator will debrief the ILO Office at country level upon completion of each mission on preliminary conclusions and recommendations. Debriefing sessions will take place via skype, telephone or face-to-face depending on each country context.

iii. **Report Writing Phase**

85. Based on the inputs from discussions and interviews with key stakeholders, the Evaluator will draft the mid-term evaluation report<sup>85</sup>. The draft report will be sent to the Evaluation Manager, who will share the report with key stakeholders for their inputs/comments.
86. The Evaluation Manager will consolidate all comments including methodological comments and will then share them with the Evaluator for consideration in finalizing the report.
87. A debriefing will be held with the ILO and the development partners through conference call, following the submission of the draft report.
88. The Evaluator will finalize the report, taking into consideration the stakeholder comments and submit one complete document, with a file size not exceeding three (3) megabytes. Photos, if appropriate should be included, inserted using lower resolution to keep overall file size low.

## EVALUATOR'S RESPONSIBILITIES AND DELIVERABLES

89. Key Evaluator responsibilities:
- Defining and designing a clear methodology of the evaluation;
  - Implementing the evaluation methodology and preparation of the evaluation report, using an approach agreed with ILO, and delivering in accordance with the ILO's specifications and timeline;
  - Consulting and liaising, as required, with ILO, stakeholders and partners to ensure satisfactory delivery of all deliverables;
  - Managing and coordinating the team of national consultants, including providing technical leadership and quality control of outputs by ensuring all outputs by national consultants are delivered to high standards of quality and in line with ILO evaluation guidelines; and
  - Making herself/himself available, if required, to take part in briefings and discussions, online or, if judged necessary, at respective ILO Office or other venue, on dates to be agreed, in line with the work outlined in these ToRs, details of which will be worked out by the end of the inception phase.
90. Key Evaluator deliverables:
- i. **Deliverable 1: Inception report with methodology**<sup>86</sup>
- This constitutes the operational plan of the evaluation and should be aligned to the Terms of Reference (ToR). It should demonstrate the Evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should also include an evaluation matrix, proposed

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<sup>85</sup> [Checklist No. 5](#) Preparing the evaluation report

<sup>86</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)

schedule of tasks, activities and deliverables. The evaluation methodology should include a description of an analytical approach to assessing the Programme across the countries.

**ii. Deliverable 2: Quantitative and Qualitative Data Collected in the Field**

The Evaluator will share all qualitative and quantitative data with the ILO using appropriate software (word, excel etc.) The channel of sharing should be discussed and agreed with the individual country programmes.

**iii. Deliverable 3: Draft Evaluation Report**

To be submitted to the Evaluation Manager in the format prescribed by the ILO checklist number 5<sup>87</sup>.

**iv. Deliverable 4: Presentation of Draft Report**

A presentation summarising the evaluation findings, giving due attention to the similarities, dispersions and learning across the three countries, should be prepared and presented to key stakeholders. Feedback should inform the subsequent finalisation of the draft report.

**v. Deliverable 5: Final Evaluation Report and Evaluation summary**

The evaluation report will be submitted to the Evaluation Manager as per the proposed structure in the ILO Evaluation guidelines, checklist number 5, carefully edited and formatted<sup>88</sup>. The quality of the report will be determined based on quality standards defined by the ILO Evaluation office<sup>89</sup>. The report should also, as appropriate, include specific and detailed recommendations by the Evaluator based on the analysis of information obtained. All recommendations should be addressed specifically to the relevant stakeholder responsible for implementing it. The report should also include a specific section on lessons learned and good practices<sup>90</sup> that either could be replicated or those that should be avoided. A standalone summary of the evaluation in the template<sup>91</sup> provided by EVAL for wider dissemination should be submitted to the Evaluation Manager.

## SPECIFICATIONS

91. Ownership of data from the evaluation rests exclusively with the ILO. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO.
92. All deliverables must be prepared in English, using Microsoft Word, and delivered electronically to ILO. The ILO will have ownership and copyright of all deliverables.

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<sup>87</sup> [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165967.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf)

<sup>88</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)

<sup>89</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)

<sup>90</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)

<sup>91</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166361/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166361/lang--en/index.htm)

93. Deliverables will be regarded as delivered when they have been received electronically by the Evaluation Manager and confirmed acceptance of them.
94. Acceptance will be acknowledged only if the deliverable(s) concerned are judged to be in accordance with the requirements set out in the contract, to reflect agreements reached and plans submitted during the contract process, and incorporate or reflect consideration of amendments proposed by ILO.

## **ILO RESPONSIBILITIES**

95. The ILO Evaluation Manager will have the following responsibilities:
  - i. Review the evaluation questions with the evaluation team and liaise with concerned stakeholders as necessary.
  - ii. Monitor the implementation of the evaluation methodology, as appropriate and in such a way as to minimize bias in the evaluation findings;
  - iii. Review the evaluation report and provide initial comments ;
  - iv. Circulate the draft evaluation report to all concerned stakeholders;
  - v. Collect comments on the draft from all stakeholders and forward to the evaluator;
  - vi. Liaise with Project staff whenever their engagement is needed to fulfil the requirements above.
96. The Programme teams will have the following responsibilities:
  - i. Provide all necessary information, documents and stakeholder contact lists.
  - ii. Provide all administrative support for the smooth execution of the evaluation process.
  - iii. Facilitate the scheduling of meetings with key stakeholders when necessary.

## **COMPLETION CRITERIA**

97. Acceptance will be acknowledged only if the deliverable(s) concerned are judged to be in accordance with the requirements set out in the contract, to reflect agreements reached and plans submitted during the contract process and incorporate or reflect consideration of amendments proposed by ILO.
98. Completion and acceptance of the final report will be based on the criteria set out by the ILO Evaluation Unit.<sup>92</sup>
99. Gender equality issues shall be explicitly addressed throughout the evaluation activities of the consultant and all outputs including final reports or events need to be gender mainstreamed as well as included in the evaluation summary.
100. Deliverables will be regarded as delivered when they have been received electronically by the Evaluation Manager and confirmed acceptance of them.

## **SPECIAL TERMS AND CONDITIONS**

101. This evaluation will comply with UN Norms and Standards for evaluation and ensure that ethical safeguards concerning the independence of the evaluation will be followed. Please refer to the UNEG code of conduct.<sup>93</sup>

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<sup>92</sup> [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165968.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165968.pdf)

<sup>93</sup> <http://www.unevaluation.org/document/detail/100>

102. All draft and final outputs, including supporting documents, analytical reports and raw data must be prepared in English and delivered to the ILO in electronic version compatible with Word for Windows.
103. Deliverables will be regarded as delivered when they have been received electronically by the Evaluation Manager and confirmed acceptance of them.
104. Acceptance will be acknowledged only if the deliverable(s) concerned are judged to be in accordance with the requirements set out in the contract, to reflect agreements reached and plans submitted during the contract process, and incorporate or reflect consideration of amendments proposed by ILO.
105. All data and information received from the ILO for the purpose of this assignment will be treated confidentially and are only to be used in connection with the execution of these Terms of Reference.
106. All intellectual property rights arising from the execution of these Terms of Reference are assigned to the ILO. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentation can only be made with the agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

#### PROPOSED WORKPLAN AND TIMEFRAME

107. The evaluation is foreseen to be undertaken in the time period, 7<sup>th</sup> September 2020 - 26 February 2021<sup>94</sup>, with the aim to submit the final evaluation report to the Development Partners no later than 23<sup>rd</sup> February 2021. The total effort is expected to be 70 work days to complete the full assignment.

Phase	Task	Responsible person	Timeframe	Number of Days
<b>Inception Phase</b>	Desk review:  Initial briefing with Evaluation Manager, internal briefings with the CTAs and Programme Coordinators,  Drafting of inception report and agenda for meetings	Evaluators	7 September - 25 September 2020	<b>15 working days</b>
	Review and clearance of inception report	Evaluation Manager	28 September – 2 October 2020	
	Circulate draft inception report to Programme stakeholders,	Evaluation Manager	5 - 9 October 2020	

<sup>94</sup> Given the current Covid-19 crisis, dates may be subject to change in discussion with the Evaluation manager

Phase	Task	Responsible person	Timeframe	Number of Days
	consolidate comments and send to Evaluator			
	Final Inception report and evaluation plan	Evaluators	14 - 16 October 2020	<b>3 working days</b>
<b>Data Collection</b>	Virtual engagements with Programme Countries:  Remote meetings with key stakeholders, facilitate stakeholder remote interviews, remote debriefing with ILO Field Offices  National Stakeholder workshop	Evaluators	19 October – 20 November 2020	<b>25 working days only</b>
	Report writing phase: Draft evaluation report based on desk review and consultations from field visits	Evaluators	23 November – 11 December 2020	<b>15 working days</b>
	Review and clearance of draft report	Evaluation Manager	14 - 18 December 2020	
	Translate draft report to Vietnamese	Translators	21 December 2020 <sup>95</sup> - 8 January 2021	
<b>Evaluation Report</b>	Circulate draft evaluation report to Project stakeholders, consolidate comments of stakeholders and send to Evaluator	Evaluation Manager	21 December 2020 <sup>96</sup> - 22 January	
	Presentation of draft report to stakeholders	Evaluators	19-20 January 2020	<b>2</b>

<sup>95</sup> Estimating translator productivity at 8 pages per day and a report size of 180 pages

<sup>96</sup> Circulation period expanded to take into account the need for translation and circulation to stakeholders of translated copy. The English version of the report will be circulated earlier on 21<sup>st</sup> December 2020 and the translated version on 8 January 2021.



Phase	Task	Responsible person	Timeframe	Number of Days
	Finalize report including explanations on comments not included	Evaluators	25 January – 5 February 2021	<b>10 working days</b>
<b>Report Approval</b>	Review and clearance of final report	Evaluation Manager	8 – 12 February 2021	
	Approval of evaluation report	EVAL	19 February 2021	
	Revise translated version of the report	National Evaluators		
<b>Report Submission</b>	<b>Official submission to PARDEV</b>	<b>Eval</b>	<b>23 February 2021</b>	

108. For this independent mid-term evaluation, the final report and submission procedure will be as follows:

- The Evaluation Consultant will submit a draft evaluation report to the Evaluation Manager;
- After reviewing compliance with the TORs and accuracy, the Evaluation Manager will forward a copy to the Project staff and other key stakeholders for comment and factual check;
- The Evaluation Manager will consolidate the comments and send these to the Evaluation Consultant;
- The Evaluation Consultant will finalize the report, incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the Evaluation Manager;
- The Evaluation Manager will forward the report to EVAL for approval;
- The Evaluation Consultant will translate the final approved report and submit to the Evaluation Manager;
- The Evaluation Manager officially forwards the evaluation report and translated version to stakeholders and PARDEV; and
- PARDEV will submit the report officially to the Development Partner.

## FEES AND PAYMENT SCHEDULE

109. Contract duration: From 7<sup>th</sup> September 2020 – 26<sup>th</sup> February 2021

110. Contract sum: **USD \$34,650**

111. The payment schedule will be as follows:

- a) **25 %** on approval of **deliverable 1**, inception report, by EVAL = **USD 8,662.50**  
Deadline for submission of the inception report: **25 September, 2020**

- b) **40 %** on satisfactory submission of **deliverable 2** data synthesis report and **approval of deliverable 3**, draft report by EVAL = **USD13,860**  
Deadline for submission of the draft evaluation report: **11 December 2020**
- c) **35%** balance payment against **deliverable 4**, presentation of draft report and EVAL's **approval of deliverable 5**, final Evaluation report and an evaluation summary = **USD12,127.50**  
Deadline for submission of the final report and evaluation summary: **5 February 2021**

## ETHICAL CONSIDERATIONS AND CONFIDENTIALITY

112. The evaluation will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. The evaluator will follow the standard Code of Conduct which should be carefully read and signed.

## NOTE

113. The Lead Evaluator is required to comply fully with the advisories issued by the respective government in the country of operation and the UN regarding domestic travels and social distancing.
- 114.** Please keep in mind the contract may have to be terminated prematurely if it appears unfeasible that the desired deliverables will be received/achieved because of COVID related developments.
- 115.** The Lead Evaluator is required to sign the [Code of Conduct](#) Agreement together with the contract document.

## ANNEX 1: ALL RELEVANT ILO EVALUATION GUIDELINES AND STANDARD TEMPLATES

1. 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)
2. 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)
3. 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)
4. 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)
5. 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)

6. 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)
7. 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)
8. Guidance note 4 Integrating gender equality in M&E of programmes  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)
9. 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)
10. Template for evaluation summary  
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>
11. <http://www.unevaluation.org/document/detail/1914>
12. Implications of COVID-19 on evaluations in the ILO  
[http://www.ilo.ch/eval/WCMS\\_744068/lang--en/index.htm](http://www.ilo.ch/eval/WCMS_744068/lang--en/index.htm)

## ANNEX II. INCEPTION REPORT

Inception Report of the

**Mid-Term Cluster Evaluation of  
Better Factories Cambodia (BFC)  
Better Work Indonesia (BWI) and  
Better Work Vietnam (BWV)  
Programmes**

October 2020

ILO  
Geneva, 2020

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## Glossary of Terms and Acronyms

BFC	Better Factories Cambodia
BW	Better Work
BWI	Better Work Indonesia
BWV	Better Work Vietnam
DWCP	Decent Work Country Programmes
EU	European Union
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
HDI	Human Development Index
IFC	International Finance Corporation
ILO	International Labour Organization
IR	Inception Report
MDG	Millennium Development Goal
MFA	Multi-Fibre Arrangements
MOLISA	Ministry of Labour Invalids and Social Affairs
MSC	Most Significant Change
OECD	Organization for Economic Cooperation and Development
OSH	Occupational Safety and Health
RGC	Royal Government of Cambodia
RO	BKK-based BWG
SDG	Sustainable Development Goal
ToR	Terms of Reference
UN	United Nations
USA	United States of America
VCCI	Vietnamese Chamber of Commerce and Industry
VGCL	Vietnam General Confederation of Labour
VOIP	Voice Over Internet Protocol
WBG	World Bank Group

## Graphs, figures, maps, and tables

Map 1	p.5	Better Work geographic location
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# 1. INTRODUCTION

This is the Inception Report (IR) for the International Labour Organization (ILO) Mid-Term Cluster Evaluation of the Better Factories Cambodia (BFC), Better Work Indonesia (BWI), and Better Work Vietnam (BWV) Programmes. It provides a brief overview of the approach that will be taken to achieve the objectives of the evaluation as detailed in Section 2.2 of this IR. In the following sections, the report outlines country background and context of each of the three Programmes under evaluation. The background to the evaluation itself is described, with Section 3 and its various sub-sections detailing the methodology that will be used during the evaluation itself, which includes the evaluation matrix. The various Annexes hold information on the documents reviewed for this IR, the data collection instruments, a comprehensive list of stakeholders to be interviewed, and a workplan.

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## 2. BACKGROUND AND CONTEXT

### 2.1. The Better Work (BW) Programme

Better Work, a partnership between the ILO and the International Finance Corporation (IFC), a member of the World Bank Group (WBG), aims to simultaneously improve working conditions and boost competitiveness in the global apparel industry.

Better Work's vision is of a global garment industry that lifts millions of people out of poverty by providing decent work, empowering women, driving business competitiveness, and promoting inclusive economic growth. During this current phase (2017-2022), Better Work looks to leverage existing and new partnerships to expand its impact from 3 to 8 million workers and to 21 million family members<sup>97</sup>. It currently operates in nine<sup>98</sup> countries and covers 1700 factories<sup>99</sup>.

Map 1 – Better Work geographic location



*Source: BWI Introduction to Better Work – Journalists Briefing (September 2019)*

In addition, Better Work supports garment producing countries to strengthen the policy and enabling environment for decent work and competitiveness to drive positive outcomes on a much larger scale. The Better Factories Cambodia (BFC), Better Work Indonesia (BWI) and Better Work Vietnam (BWV) Programmes aim to achieve this global vision whilst operating within their respective country context.

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<sup>97</sup> Evaluation Terms of Reference p.2

<sup>98</sup> Bangladesh, Cambodia, Egypt, Ethiopia, Haiti, Indonesia, Jordan, Nicaragua, and Vietnam

<sup>99</sup> <https://betterwork.org/> on 18/09/2020



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At the strategic level it should be recognised that the BWP has its own over-arching objective to ‘*build on learning and experience to scale up the impact of the Programme*’.<sup>100</sup> and it looks to achieve this through a two-fold intervention strategy:<sup>101</sup>

**Intervention No.1** is focused on influencing business practices in the global garment supply chain to:

a) Build on what works best in garment factories by focusing on services with the greatest value add, tackling the root causes of non-compliance, redoubling efforts to build worker-management dialogue, improving business competitiveness and strengthening the role of women.

b) Influence global brands and manufacturers to adopt the business practices that drive transformational change in labour conditions and competitiveness across their supply chains.

**Intervention No.2** is focused on strengthening the enabling environment for decent work by:

a) Strengthening public institutions and advancing policies at the national level by leveraging ILO and WBG to improve the environment for decent work, business competitiveness and inclusive economic growth.

b) Influencing the global policy dialogue on decent work by providing credible data and evidence to influencers and policy makers concerned with decent work in global supply chains.

Each intervention details two outcomes:

#### Intervention No.1

Outcome No.1: By 2022, Better Work will have accelerated improvements in working conditions and business competitiveness through in-factory services.

Outcome No2: By 2022, Better Work will have influenced global retailers, brands and manufacturers to establish business practices that promote decent work outcomes in supply chains.

#### Intervention No.2

Outcome No.3: At the national level, ILO, IFC and WBG will have strengthened institutions and influenced policies that foster decent work and improved business competitiveness.

Outcome No4: Better Work will have influenced regional and global policy on decent work and the SDGs with its unique evidence base and proven examples of success.

With this approach it is critical to assess the relevance of the BFC, BWI, and BWV not only against individual country need but the overall vision and objective of Better Work. This cluster evaluation will look to identify good practice and lessons learned that can assist individual country Programmes that are in line with the BW ethos.

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100 Amplifying Impact – Better Work Strategy 2018 – 2022 p.5

101 Ibid p.2

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The impact of Covid-19 is naturally of extreme importance as is the response of the three Programmes in recognising and tackling this issue. Better Works teams around the world have been redeployed to offer support to factories and workers on crucial health and safety and industrial relations issues, coordinate information campaigns and training for national partners, provide policy advice, and help bring governments, employers, workers, and international buyers together to develop joint responses at the national and international levels.

Regarding the garment sector the “COVID-19: Action in the Global Garment Industry”<sup>102</sup> aims to catalyse action from across the global garment industry to support manufacturers to survive the economic disruption caused by the COVID-19 pandemic and to protect garment workers’ income, health and employment. All three Programmes within this cluster evaluation have engaged in this approach and each has altered their respective theory of change models and logframes to reflect the new Covid-19 paradigm.

### 2.1.1 Better Factories Cambodia (BFC)

#### The Cambodian Garment Sector

Over the last two decades, the Royal Government of Cambodia (RGC) has successfully guided the country on the path of development following a decade-long internal conflict. Today the economy, in real terms is some three times the size it was in 1990, the base of the economy has shifted from agriculture to industry and services, and poverty (at 13.5% in 2014) is around a quarter of what it was in 1994. Cambodia achieved the vast majority of the targets specified by Millennium Development Goal (MDGs), several of these ahead of time, and the rate of improvement in its Human Development Index (HDI) has placed Cambodia within the top 10 performing countries globally<sup>103</sup>.

Cambodia has undergone a significant transition, reaching lower middle-income status in 2015 and aspiring to attain upper middle-income status by 2030. Driven by garment exports and tourism, Cambodia’s economy has sustained an average growth rate of 8% between 1998 and 2018, making it one of the fastest-growing economies in the world. While easing slightly, growth remained strong, estimated to have reached 7.1% in 2019, after the better-than-expected growth rate of 7.5% in 2018.

The global shock triggered by the COVID-19 pandemic has significantly impacted Cambodia’s economy in 2020 at a time when Cambodia also faces the partial suspension of preferential access to the European Union (EU) market under the “Everything but Arms” (EBA) initiative. The outbreak caused sharp deceleration in most of Cambodia’s main engines of growth in the first quarter of 2020, including weakened tourism and construction activity. The growth is projected to contract 4% in 2020 and increase to 5.9% in 2021<sup>104</sup>. The COVID-19 outbreak and slow recovery

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<sup>102</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_dialogue/---dialogue/documents/statement/wcms\\_742371.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---dialogue/documents/statement/wcms_742371.pdf)

<sup>103</sup> National Strategic Development Plan 2019-2023

<sup>104</sup> [www.adb.org/countries/cambodia/economy](http://www.adb.org/countries/cambodia/economy)

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in global economic activity alongside prolonged financial market turmoil pose risks to Cambodia's growth outlook.

Cambodia's garment manufacturing industry is largely export-oriented and highly integrated into global supply chains. The EU represents the largest market for Cambodian garment exports, accounting for approximately 40 percent of the total manufacturing, followed by the United States (30 percent), Canada (9 percent), and Japan (4 percent). Many companies in the country operate as contract manufacturers for major multinational brands such as *Adidas*, *Gap*, *H&M*, *Marks & Spencer*, and *Uniqlo*<sup>105</sup>.

In the early 1990s, the Cambodian government took various measures to boost the industry's competitiveness in the international market, which prompted foreign investors to direct their attention to the country. Additionally, the Multi-Fiber Arrangements (MFA) quotas and other preferential trade agreements implemented by developed countries like the United States of America (US) and EU member countries supported the country's industrial development. Two decades later, the garment industry continues to drive the Cambodian economy through human capital development, employment generation and foreign direct investment (FDI). Currently, the industry employs over 600,000 people, making the sector the biggest employer in the country. Further, the garment industry accounts for 16 percent of the gross domestic product (GDP) and 80 percent of Cambodia's export earnings. In 2016, the total number of garment factories in the country stood at 589 factories.

### An overview of BFC's interventions in Cambodia

The Better Factories Cambodia (BFC) Programme started operating in Cambodia in 2001. Its advent was linked to a trade agreement between the RGC and the U.S, The U.S. – Cambodia Bilateral Textile Agreement. Initially covering 2000 and 2001 and later extended until 2004, the agreement provided incentives to increase the quota for Cambodian garment exports to the US, linked to ongoing improvements in labour conditions in garment factories.

BFC was created as a result of a request from the Government of the United States to the ILO to verify and monitor compliance with international labour standards and national labour law in garment exporting factories. BFC began assessing working conditions in garment factories. The Programme was initially voluntary, but the government made these assessments mandatory for all garment exporting factories and this, in combination with BFC's aggregated public reports on compliance levels, created a strong push for factories to improve their working conditions.

In these 20 years of operation, BFC has gone through different stages and phases to further increase the impact and relevance of the Programme. This began with providing training to factories on working conditions, labour law and workplace relations to help them increase their capacity for change. These training Programme, which were optional to factories, in combination with assessment, helped the industry to lift working conditions across the board and put Cambodia on the map as a more ethical sourcing destination. It encouraged certain brands decisions to move orders to the country. The underlying philosophy of this approach was based on the aim of creating a culture of social dialogue at the workplace, bringing workers and management around the table to find joint solutions that work for all. This idea let the Programme test its advisory services, an

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<sup>105</sup> <https://www.aseanbriefing.com/news/cambodias-garment-manufacturing-industry/>

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optional service to factories. Through its advisory services, BFC staff helps factories set up bi-partite (worker-management) committees with equal management and worker representation that, with the help of a BFC Advisor, develop and implement a factory improvement plan.

The success of the Programme in driving change across the industry mobilised more buyers to rely on the services of the Programme. The Programme developed a set of buyer engagement principles that set the rules of the game with respect to buyers' relationship with BFC. This included principles around the use of the BFC reports and services and commitment from brands to work with factories to find solutions rather than drop orders and move production to another factory.

Based on the demonstrated impact of the Programme during its first 5 years, the ILO and the IFC decided to develop a global approach to similar Programme in other countries. This led to the development of the global Better Work Programme and subsequently Programme in Jordan, Haiti, Vietnam, Indonesia, Lesotho, Nicaragua, Bangladesh and Ethiopia.

After the 2009-2010 financial crisis, which impacted the Cambodian industry significantly, the sector started growing again. However, improvement of working conditions stagnated and the Programme started looking at ways to change this trend. After a period of intense negotiations with project partners, the Programme launched its public transparency database in 2014, where factories compliance performance on 21 critical labour issues is published online. The transparency database also reports on so called low compliance factories, which are factories that belong to the group of low performance on an additional 31 key labour issues. Since its start in 2014, this initiative has led to a reduction in the percentage of low compliance factories from almost 10 per cent to less than 2.04 per cent in the last reporting period. In addition, the number of factories in compliance with all 21 critical issues has increased from 30 per cent to 46 per cent. Based on this success in Cambodia, the Programme in Vietnam, Indonesia, and Jordan also launched their public reporting initiatives in 2018.

In recent years, Cambodia has been witnessing a decrease in strikes and days lost to strikes. Although factories have made significant improvements in labour standards compliance since the establishment of the Programme, there remain challenges for worker's safety, particularly relating to transportation safety. Continued reports of fainting, occupational safety and health issues, as well as wages and overtime, are often endemic issues in the garment industry worldwide.

### Potential economic and employment consequences of Covid-19

The garment sector (i.e., textile, apparel, footwear and travel goods), which is the largest formal and paid economic sector, contributed to around 11 percent to GDP in 2019. According to official data from MISTI (Ministry of Industry, Science, Technology and Innovation), the Cambodian garment sector has a total of 1,087 factories (including Tier 2 factories) and generates 941,000 jobs accounting for 10.7 percent of total employment or 17.0 percent of paid employment.

Analysis of the Cambodian economy is projected by various institutions, including the UN, IFIs, and Ministry of Economy and Finance (MEF), to contract substantially in 2020. The UNDP projected a GDP contraction at a rate of -4.1 percent while the government indicated a smaller magnitude of -1.9 percent. Poverty rate is also projected to rise significantly. The MEF expected that the poverty rate might rise to 14-15 per cent this year. In May 2020, the World Bank described the pandemic's impact as 'the greatest threat to Cambodia's development in its 30 years of modern history', with sharp decelerations in most of Cambodia's main engines of growth in the first quarter

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of 2020, including weakened tourism, construction activity and the export sector of which the majority is garments. While real GDP in 2019 was 7.1%, the Bank projects a negative growth rate in 2020 ranging between –1.0% and –2.9 percent. Poverty could increase between 3% and 11% from a 50 percent income loss that lasts for six months for households engaged in tourism, wholesale and retail trade, garment, construction or manufacturing.

The Bank identifies three major ‘transmission channels’ for the economic impact given Cambodia’s strong economic linkages with countries affected by COVID-19: Tourism, exports, and foreign direct investment (FDI), with potentially serious implications for domestic revenue and foreign exchange reserves. FDI is strongly related to the garment sector - over 90% of Cambodian garment and footwear factories are foreign owned. Significant downside risks to growth and recovery are also identified including export demand falling faster and recovering more slowly than expected under curtailed trade preference, such as the EU’s EBA partial withdrawal, and the depth of advanced economies’ post-COVID-19 recessions. In 2020, the majority of the garment factories will run below their potential capacities because orders have been reduced or cancelled by buyers in the US and EU markets. Substantial loss of jobs and income in the garment industry will affect not only the workers themselves but also their secondary beneficiaries of around 3-5 million people. The unemployed workers will add more pressures to their supporting households that may also experience reducing income due to the pandemic. Although mitigation measures and policies have been enacted to counter the economic impacts, it is highly likely that the layoffs in various economic sectors will continue. According to UNIDO rapid assessment of the impacts of COVID-19 on the private sector, 56 percent of the interviewed enterprises have reported layoffs, particularly in women-dominated sectors such as tourism (83.3 percent) and garment sectors (67.6percent).

### BFC’s Strategy and Covid-19 Interventions

BFC’s phase III strategy (2016-2018) focused on increasing ownership amongst project partners for a more competitive industry characterised by a culture of good working conditions. This current phase IV (2019-2022) focuses on partnerships with national and international stakeholders to increase institutional sustainability and impact of the Programme. This includes expanding collaboration and partnership with national constituents and international partners around industry-level issues as well as the creation of a culture of compliance in the industry. Although the design of the current phase took place prior to the Covid-19 pandemic and the suspension of the EU “Everything but Arms” initiative, BFC’s approach encompasses building a productive and fair sector, via ensuring business and worker resilience in the face of the rapidly changing needs and concerns faced by the Cambodian garment and footwear sectors. Currently BFC - through a third party think tank – is working with industry stakeholders on a joint plan of action to ensure emerging needs and concerns are at the forefront of the Programme’s support to stakeholders. In summary, Programme phase III continues to aims to:

- Strengthen capacity of the Cambodian exporting factories in the garment and footwear sectors to improve compliance with the labour law;
- Strengthen its engagement with the Cambodian government to improve their capacity to identify non-compliance issues, strengthen enforcement and uphold labour standards;
- Strengthen its engagement and partnerships with key stakeholders for increased influence and impact on working conditions in factories and the systemic issues in the sector as a whole;
- Use BW experience and data to inform and influence practices and policies related to responsible business practices in the industry;

- 
- Strengthen BW governance and management for increased sustainability;
  - Strengthen the competitiveness of the garment sector through supporting stakeholders for the future vision of the sector through a comprehensive strategy.

Over the period March 2020 to August 2020, BFC adjusted operational activities and support to stakeholders as part of ensuring industry partners received urgent technical support in handling the effects of the pandemic. This included;

- Delivering virtual training and advisory services virtually to address changing needs of factory management and workers. BFC's service delivery during this time has focused on Covid-19 prevention and awareness, and working with the industry on the new challenges that have been brought about as a result of the pandemic.
- Continuing to support the industry towards sustained compliance, focus shifted to meet the needs of the constituents on pressing safety and health issues related to COVID-19 through technical support, and development and sharing of communications material on COVID-19 prevention, and trainings. BFC also worked closely with constituents on the International Organization of Employers (IOE) - International Trade Union Confederation (ITUC) Call to Action, and worked with the Ministry of Labour and Vocational Training (MoLVT) at national and provincial levels on a trainer-of-trainer approach which led to the replication of BFC trainings on Covid-19 prevention and awareness.
- An Covid-19 awareness outreach campaign aimed at workers which included the development of a BFC Covid-19 information hotline for workers, as well as posters and information sharing around safety and health during transportation, and further development of relevant safety and health material which was shared during BFC's outreach channels (social media, Labour Inspectors, Factories, etc.).
- Guiding national stakeholders including brands and manufacturers following new challenges and concerns as a result of the Covid-19 pandemic and partial suspension of the EBA agreement.
- In collaboration with manufacturing groups, BFC has taken the lead on the development of a Virtual Compliance Check. Additionally, BFC reached out to approximately 400 workers in May/June 2020 to further understand workers' concerns and challenges in relation to employment, safety and health and financial concerns around Covid-19. This has informed BFC's training and worker engagement approach around key issues like financial literacy and OSH.

Although many of the above mentioned activities are relevant to BFC's overall strategy for 2018 to 2022 - to essentially strengthen capacity of garment sector actors, and support a competitive, high compliant sector – some of the focus during this emergency period, particularly in March and April did focus on the immediate safety and economic concerns resulting from Covid-19. In the aftermath, the sector (BFC and Cambodian garment sector stakeholders) continue to focus on an increasingly collaborative and strategic approach to a more independent, resilient, and competitive sector.

## BFC Governance and Legal Framework

A Project Advisory Committee (PAC) guides the implementation of the BFC Programme. It comprises nine members (three representatives each from RGC, GMAC and Cambodia's union movement), who are formally appointed by the MoLVT. PAC's specific functions are set out in a Terms of Reference, last updated in March 2014, which includes advising on project work plans and activities, as well as commenting on synthesis reports and monitoring project performance.

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Cambodia's Labour Law provides the overarching framework under which the BFC operates. BFC's monitoring work is governed at a more specific level by two RGC documents. These are (i) principles set in Prakas (PK) No.108, issued by the MOC in 2001 (on Implementation of the ILO Labour Monitoring Project in the Cambodian textile and apparel sector exporting towards the US market); and (ii) the BFC Circular issued by RGC in 2005 (on Implementation of the ILO's Better Factories Cambodia Project in the Cambodian Textile and Apparel Sector).

BFC PK 108 and BFC Circular require all textile and apparel factories and their duly authorized sub-contractors to register with BFC and MOC for export eligibility. BFC does not have authority to directly enforce Cambodia's Labour Law. The primary role of BFC Enterprise Assessors (EAs) is to monitor and document working conditions, not to enforce law or administer penalties in cases of non-compliance. Only the MOLVT has that legal role and authority. In this context, BFC has access to a range of complementary strategies, pressures and tools beyond legal enforcement that enable it to promote compliance among factories. According to Wetterberg (2011): "BFC combines the state's regulatory power and the economic power of buyers to ensure effective enforcement by an independent monitoring organization."

Under the legal instruments within which BFC operates, factories persistently failing to comply with the Labour Law and relevant regulations can face both legal action and penalties imposed by the MOLVT as well as the withdrawal of their export license by the MOC. The latter ultimate sanction is based on MOC review of BFC reports of serious Labour Law violations, corroborated by the MOLVT.

### 2.1.2 Better Work Indonesia (BWI)

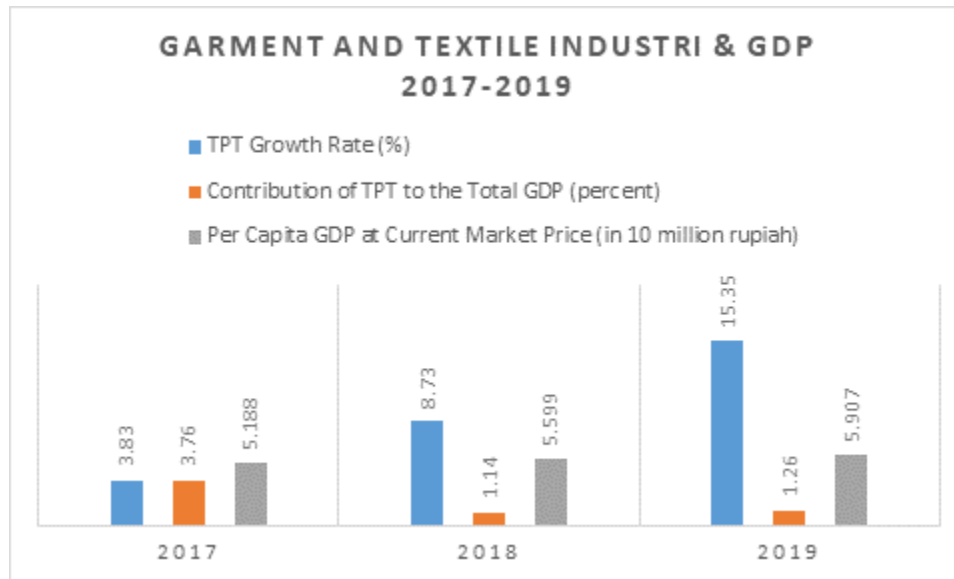
Indonesia has made notable strides in economic growth since the Asian economic crisis in late 1990s, and today is the largest economy in Southeast Asia and the world's 10th largest economy in terms of purchasing power parity. The country has maintained a stable economic growth and recently reached upper middle-income class status.

#### The Indonesian Garment Sector

In 2017, garment exports accounted for USD7.9 billion, or approximately 4.7 percent of Indonesia's total exports. At the end of 2018, garment export value was USD7.8billion. Indonesia primarily exports garments to the United States (USD 4.13billion), Japan (USD 801 million), Germany (USD 447 million), South Korea (USD 336 million), and China (USD 246 million)<sup>16</sup>. Indonesia is the eighth largest contributor to the global textile market, accounting for 1.7 percent of the market. Although it is often referred to a sunset industry, the garment sector is one of the 10 prioritized industry groups to be developed until 2035 in the National Industrial Development Master Plan (RIPIN).

In Indonesia's economy, garment and textile industry contribution to the GDP was high in 2017 (3,76 per cent) but it decreased in 2018 (1,14 per cent) and 2019 (1,26 per cent) as shown in Table 1.1. The textile and apparel industry had the highest growth rate of GDP for manufacturing sector in 2019 of 15,35 per cent followed by the paper and paper goods industry: printing and reproduction of record media by 8,86 per cent, as well as the chemical pharmaceutical and tradition medicine industry which grew 8,48 per cent. The sector also has the highest growth rate in 2019 rate compare in 2018 and 2017,

Figure 1. Garment and Textile Industry (TPT) and GDP (2017-2019).



*Source: Indonesia GDP by BPS (2017-2019)*

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 workers who work at 5,710 large and medium enterprises. Furthermore, the micro and small enterprises in the garment sector total 583,478 enterprise, with an estimated 1.3 million workers.

Garment sector is also an important source of employment for women in Indonesia. It is estimated 81 per cent of the around 530,000 workers employed in the country's 344 export oriented garment factories are women, however despite their great number, they are concentrated in the lowest-pay and lowest-skilled occupations. In addition, gender based discrimination and sexual harassment in the workplace is also a concern.

Whilst, on inclusiveness, government requires disability employment to private sector at least 1 per cent of the total worker. As BWI achievement, there is an increasing number of workers with disability employed in BWI factories. In 2014 there was only 599, but now (in phase IV) there is 2,777 workers with disability. The main challenges in promoting inclusiveness is the perception that finding disabled candidate requires a significant amount of effort, facilities to transport the disabled workers to and from the factories, and the challenge on safety guarantee.

Meanwhile, deficits in decent work persist as the changing nature of employment (e.g. platform workers), skills mismatch, informality, insufficient social security coverage and declining bargaining power of workers that continue to weaken the linkages between economic and job growth and decent work. Further, 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.

In industrial relations, the challenge is in trust, good will, and mutual recognition by management and workers. The weakened industrial relations hinder the productivity of the factories as more time needs to be allocated to support the resolution of disputes. While the industrial relations in terms of lack of representation and weak collective agreement coverage in the country is also the



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challenge for workers in Indonesia. The unionization in Indonesia represents only 4.9 per cent of the total workers in the formal sector of 55 million people (Ministry of Manpower, 2017).

On labour law compliance, especially on wage, Indonesia also has unique and difficult challenges due to its large workforce that is spread across 34 provinces and thousands of islands where the minimum wage differentials between certain regions in Indonesia are quite high with certain garment districts in Central Java recording half of the minimum wage of districts in West Java. BWI was also involved in reviewing certain aspects of Indonesia's wage policy, specifically in West Java, due to inability of the employer to comply with established minimum wages.

In October 2020, the government and the House of Representatives (DPR) has passed the omnibus bill to the President to be signed. The bill that aimed at boosting job creation, has faced a backlash from trade unions that argue it will jeopardize labour rights. Various studies and public discussions also have outlined the points of the omnibus bill that have a negative impact on workers. This situation may create tension between workers, employer, and government.

### An Overview of BWI Strategy

Started in July 2011, to bring some positive changes in practice and policy, the BWI Programme focuses on scalable and sustainable solutions, through strengthening cooperation with the government, employers' and workers' organizations and international buyers. BWI addresses the need of the factories since garment factories are still struggling to comply with minimum standards related to working conditions which are important to strengthen the competitiveness of the Indonesian garment sector.

The project development objective of BWI is that the garment workers are protected and women empowered to actively contribute to an inclusive business environment that respects workers' rights and that is supported by responsible business practices in the supply chain, effective social dialogue and conducive labour market policies and institutions, which is addressed through two areas of intervention:

Intervention area 1 is focused on influencing business practices:

At the factory level, BWI will continue to deliver high quality, integrated and higher impact BW core services to improve factory competencies and promote social dialogue ownership to address workplace issues.

Intervention area 2 is focused on strengthening the enabling environment for decent work:

Engagement, empowerment and alignment with influencing actors (national and sub-national tripartite constituents and supply chain actors) to promote better labour policy and labour market practices

At the end of Phase IV, the project expects to achieve the following outcomes::

Intervention No.1

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Outcome 1 . Increased number of factories which internalized decent work in their culture and systems, and are better equipped to comply with the law, improve working conditions and promote inclusiveness

Outcome 2 Social Dialogue is Institutionalized, Inclusive and Increasingly Made Effective And Supported by Social Partners

Intervention No. 2

Outcome 3 Brands and other supply chain actors increasingly commit and engage with bwi and support the factory improvement process

Outcome 4 sustainable mechanisms for effective and evidence-based labour market policies and institutions in the garment sector and beyond are strengthened

In its first phase, BWI (August 2011 to June 2012) the programme, training staff, and piloting programme tools and services in 30 garment enterprises were delivered in the Greater Jakarta area.

In its second phase (July 2012 - July 2015), BWI services was extended to a greater proportion of large apparel enterprises in the Greater Jakarta area as well as the Central Java and West Java Regions. The program also successfully established the “Partnership at Work” Foundation (Yayasan Kemitraan Kerja), an independent entity, in order to ensure the sustainability of its operations.

In the third phase (January 2016 – December 2018) 213 factories were engaged covering almost 72 per cent of all garment export-oriented factory workers and almost 62 per cent of all large factories that reached out 385,580 workers with 81 per cent of them are women, to improve the workers’ lives and strengthen the competitiveness of the Indonesian garment sector.

And in the fourth phase (January 2017 - December 2022), BWI focus on improving compliance to labour laws, enhancing social dialogue and supporting the review and design of labour policies, in line with priorities indicated by national tripartite constituent. The business case behind good worker-management relations and work conditions is also tried to be demonstrated. This phase puts a bigger emphasis on the role of trade unions and business associations in supporting their members in achieving sounds industrial relations that bring benefits for all. To this end, BWI needs to continue bringing its data and knowledge into tripartite forums, advocating for change and supporting self-sustained coordination and dialogue platforms that effectively address issues.

### Potential Economic and Employment Consequences of Covid-19

Due to the Covid-19 pandemic, it is recorded that around 80 per cent of all garment activities are closed temporarily and around 1.8 million workers in the textile sector have become inactive while some of them have even been laid off (Indonesian Textile Association / API).

Starting in February 2020, due to the decline in China’s market share, imports from Indonesia fell significantly which affecting the productivity of garment sector. A survey conducted in May 2020 to 216 the factories engaged by BWI found that 28 per cent had existing orders reduced or held, 18 per cent had orders cancelled, and 24 per cent lacked raw materials or inputs needed for production. The sudden drop in consumption and consequent fall in buyer orders forced many suppliers to close

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their factories, either temporarily or indefinitely. Approximately 70 per cent of BWI participating factories closed for less than one month with the largest proportion (38 per cent) closing for less than 14 days. In total, among the Indonesian suppliers that were surveyed, lost working days led to approximately US\$70 million in lost or postponed business.

Responding to Covid-19 pandemic, BWI has conducted a review for its operation and identify the impact of Covid-19 to the workplan 2020. The “Impact on Current Workplan 2020” document shows medium and high risk to the deliverable of the planned outputs. The core services (advisory, assessment, and training) is considered in medium risk, but engagement with brands, vendor, agents, supply chain, and licenses are considered high as well as the work on data analysis, coordination with subnational level, contribution to regulatory review and creation of a garment tripartite body.

### BWI Governance

BWI is a joint programme of the ILO and the International Finance Corporation (IFC). After 8 years of its establishment in July 2011, BWI’s operational services and team has transitioned to the “Partnership at Work” Foundation (Yayasan Kemitraan Kerja) starting from January 2017 to promote national ownership and sustainability of the programme. The Foundation’s mandate is to improve working conditions in the garment and other sectors by providing core services (assessment, advisory services, and training) on behalf of BWI. Whilst, the core function of the ILO country office is to support its tripartite partners in delivering their respective mandates through dialogue. BWI team comprises of a Chief Technical Advisor (CTA) and program officers from ILO Country office, and an Executive Director who lead the Foundation (with his subordinate) under the coordination with the CTA.

BWI also has Project Advisory Committee (PAC) that is a composed of government representatives, the employers’ associations (API/APINDO) and trade unions. The expected role of PAC is 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 and to provide guidance and recommendations to the BWI team. One of the challenges the PAC is facing is the lack of continuity from the government representatives.

The Mid Term Evaluation 2018 document stated that due to a new strategy in 2019 – 2022 that aim to inform positive change based on real-life data, a revision of the PAC is crucial, where its composition, as well as the functions and frequency of the meetings, must be addressed. There is a need for a more active role from the three constituents at the PAC.

### 2.1.3 Better Work Vietnam (BWV)

#### The Vietnamese Garment Sector

During the last twelve years since BWV started its operation in the country, Vietnam has witnessed fundamental changes. When the BWV started in 2009, Vietnam was classified as a low-income country. Two years later, the country reached the lower-middle income country status with a GDP

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per capita of USD 1100 and in 2019, Vietnam's GDP per capita was estimated at USD 2,715<sup>106</sup>. The fact that Vietnam has now become a lower-middle income country has important implication for BWV Programme as donors may prioritize other poorer countries. This trend is noted as since 2015, an increasing number of donors has prioritized away from Vietnam, including DFID and other European countries.<sup>107</sup>

During this period since BWV started its operation in Vietnam, another important development is Vietnam's increasing engagement in international (new generation) free trade agreements. Vietnam was a late comer and only joined the WTO in January 2007. But since then it has concluded several Free Trade Agreements (FTAs), including the Korean Free Trade Agreement (2015), the Eurasian Economic Union Free Trade Agreement (2016), the CPTPP (2019), and the EU-Vietnam Free Trade Agreement (2020), which all have important consequences for the export sectors that BWV is working in like apparel and footwear industries. The export value of the garment sector has steadily increased over the last decade, rising nearly four folds from US \$9 million 2008 to US \$32 million in 2019<sup>108</sup>

Although the Vietnam garment export is small in relative terms, it has been making its footprint in the global market in the last 20 years. According to UNCOMTRADE and UNIDO, Vietnam accounted for 7% of the global apparel export in 2016 and has become the second most important global player.

The garment and textile industry has long been and still is one of the key industries in Vietnam. According to the recent UNIDO report, during the 2006-2016 period, the number of garment-making firms increased from more than 2,000 production facilities in 2006 to over 6,000 in 2016. Of those 84% are privately owned, 15% are foreign direct investment (FDI), and remaining 1% are state-owned. The industry employs around 2.5 million workers in the country on an average wage of \$239 per month.

Wildcat strikes have long been a central issue of Vietnamese industrial relations.<sup>109</sup> According to Mark Anner (2017), the apparel export sector has been facing a sustained and substantial wildcat strike which is the highest in the world. As high as twenty percent of firms experienced at least one strike during the period under study (2014-2016).<sup>110</sup> This report also points out that these wildcat strike in large part are due to poor working conditions, safety standards, abusive supervision and under developed industrial relations.<sup>111</sup> When Vietnam is committed to the above mentioned free trade agreement, the country is called for to develop its new framework for industrial relation with the purpose of not only meeting the international commitments but also to boost economic growth

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<sup>106</sup> <https://www.worldbank.org/en/country/vietnam/overview>

<sup>107</sup> See DFID Operational Plan 2011-2016 DFID Vietnam, <https://reliefweb.int/sites/reliefweb.int/files/resources/Vietnam.pdf>

<sup>108</sup> Government Statistical Office

<sup>109</sup> Chi, DQ., and van den Broek, D. (2013) 'Wildcat strikes: A catalyst for union reform in Vietnam?' *Journal of Industrial Relations* 55(5)

<sup>110</sup> [https://betterwork.org/wp-content/uploads/2020/01/DP-24-Anner-\\_Strikes-Vietnam\\_proofread-FINAL-31.05.2017.pdf](https://betterwork.org/wp-content/uploads/2020/01/DP-24-Anner-_Strikes-Vietnam_proofread-FINAL-31.05.2017.pdf)

<sup>111</sup> See also Do Quynh Chi <https://www.fes-asia.org/news/the-missing-link-in-the-chain/>

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and enterprise productivity and ensure workers receive a fair share of the gains produced through their labour.<sup>112</sup>

Better Work Vietnam (BWV) was first piloted for a period of two years from 2009 to 2011 in the South of Vietnam and later expanded to the whole country during the second phase (January 2013 to December 2016) launching operations in the North and expanding its services to the footwear sector. This period also saw the introduction of a number of modifications and improvements to the Better Work service model, including a new emphasis on individual factory “ownership” over the improvement process. BWV commenced its third phase in 2016. The projects share the same overall aim to improve compliance with labour standards in the apparel sector and enhance the competitive position of enterprises within the global supply chain.

BWV works extensively in the garment sector, which is the second largest export industry in Vietnam and provides livelihoods for millions of poor people who originate from mostly rural areas. The program has been experiencing rapid expansion since 2013 in terms of both industries and geographic coverage and is currently active in more than 392 factories. It is estimated that about 600,000 workers are benefiting from the program. More than 60 international buyers (brands and retailers) have also active subscription to assessment reports in Vietnam.

#### An overview of BWV’s interventions in Vietnam

According to the BWV Country strategy for 2017-2022: BWV Programme operates on two main levels. **At the factory level**, it delivers an integrated service model to improve working conditions and business competitiveness by assessing compliance with national laws and international labour standards and offering integrated training and advisory services that support continuous workplace improvements. BWV’s direct intervention with factories include three main components: (i) Assessment establishes a baseline of labour compliance; (ii) Advisory services help factories make improvements, with ongoing technical advice and inputs; and (iii) Training services provide a deeper level of instruction in key areas needed by each factory.

At this level, BWV services improve compliance with ILO core labour standards and national legislation through its assessment of workplace compliance resulting in time-bound improvement plans. It also facilitates dialogue between workers and managers on improvement measures and builds their capacity to implement changes through training. The resulting improvements in compliance translate into greater worker wellbeing, higher factory productivity and profitability and hence competitiveness.

**At the institutional and policy level**, by leveraging the influence of its parent organization (i.e. ILO and IFC/World Bank) BWV works with national tripartite partners – i.e. the government, trade union, and employer organizations – (i.e. the Ministry of Labour Invalids and Social Affairs (MOLISA), the Vietnam Chamber of Commerce and Industry (VCCI), and Vietnam General Confederation of Labour (VGCL)). Doing so it strengthens the capacity of national institutions, employer, and worker organizations to improve the governance of labour markets in multiple ways, including through more effective law enforcement, industrial relations, and mechanisms for dispute

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<sup>112</sup> <https://en.vietnamplus.vn/vietnam-plans-to-develop-new-industrial-relations/141633.vnp>

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resolution and minimum wage setting. Closer cooperation to align policy advice and development cooperation will maximise impacts on the enabling environment for more and better jobs.

## Covid-19 and its potential impact

Although the number of Covid-19 cases and deaths in Vietnam are much lower than in most countries worldwide<sup>113</sup> thanks to government's decisive and early anti-pandemic response the economic impact of the pandemic on Vietnam economy is no less severe. According to the latest report by the World Bank, Vietnam's GDP was growing at modest rate of merely a 0.4 percent in the second quarter of 2020, the worst performance recorded over the past 35 years. Compared to other countries, the magnitude of the economic slowdown, a drop of almost seven percentage points, was equivalent to the one observed in other Covid-19 affected countries.<sup>114</sup> For the whole year of 2020, the GDP target growth rate was revised downward by the government to 2 percent in the usual scenario, 2.5 percent in favorable,<sup>115</sup> and in the worst-case scenario the country may witness negative growth rate.<sup>116</sup> According to the WB,<sup>117</sup> despite its impacts, Vietnam's economy has shown resilience and is expected to be able to resist the pandemic.

The Covid-19 pandemic also has a society-wide impact. It is estimated that as high as over 30 million of Vietnamese workers, about half of the labour force were affected during the first lockdown in April. MOLISA also reported that urban unemployment rose by 33 percent during the second quarter, while the average income per worker decreased by five percent. The country also experienced another second lockdown in August, but the latest data for its impact has not yet to come by. Another lockdown was implemented later in August 2020 but the more recent data is not yet available.

At the sectoral level, the economic impact is clearly seen, especially in two industries, the airline and tourism industries.<sup>118</sup> But the Covid-19 impact on the textile and garment industry is also huge as the outbreak caused serious disruption to raw material sourcing and declines in international orders. In the aftermath of Covid-19 and the subsequent social lockdown, according to Vietnam's Textile Association (VITAS), garment and textile exports in the first four months in 2020 fell 6.6 percent year-on-year to US\$ 10.64 billion. VITAS also reported that as high as 80 percent of garment manufacturers started reducing shifts and rotating workers since

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113 See the latest Covid-19 data here <https://www.worldometers.info/coronavirus/>

114 <https://blogs.worldbank.org/eastasiapacific/vietnam-must-boost-new-drivers-growth-avoid-covid-19-economic-trap>

115 <https://vietnamtimes.org.vn/vietnam-to-slash-2020-gdp-growth-target-by-half-due-to-covid-19-pandemic-24230.html>

116 <https://e.vnexpress.net/news/business/economy/vietnam-warned-negative-growth-a-possibility-amidst-covid-19-comeback-4139398.html>

117 See <http://documents1.worldbank.org/curated/en/649871589877237199/pdf/Economic-Costs-Associated-to-the-Coronavirus-Pandemic-for-Vietnam.pdf> and <http://documents1.worldbank.org/curated/en/525351589879488061/pdf/Vietnam-Potential-Policies-Responses-to-the-COVID-19-Epidemic.pdf> for initial analysis of Covid on Vietnam by the WB

118 <http://baovanhoa.vn/du-lich/artmid/416/articleid/26980/thiet-hai-nang-vi-covid-19-du-lich-viet-nam-hanh-dong-de-phuc-hoi> and <https://vietnaminsider.vn/vietnam-to-help-aviation-sector-to-navigate-the-covid-19-impacts/> and <https://asia.nikkei.com/Economy/Vietnam-to-halve-2020-GDP-growth-target-due-to-pandemic>

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March.<sup>119</sup> In the second wave, although Covid-19 has been brought under some measure of control, its impacts may still be large and threaten the textile and garment industry which is now fragile<sup>120</sup> and it has been even reported that they are now surviving on weekly orders<sup>121</sup> and relying on the domestic market.

In response, BWV has conducted a review of its operation for 2020 and taken a number of actions. According to the document “Better Work Vietnam Impact on the Current Workplan 2020”, BWV has identified a number of low and medium risk levels for its outputs and outcomes. Two core services, namely factory level core service and training are classified as low risk. Higher risks (medium level) seem to rest with developing (i) Strengthen brand partnerships, (ii) The capacity of tripartite constituents; and (iii) The Operational and Organizational Sustainability of BWV.

BWV also identifies and has undertaken a number of new activities: (i) Develop Covid-19 Guidance to BWV participating enterprises (following WHO and MoH, in consultation with Labour Inspectorate); (ii) Develop BWV Emergency Responsive Plan to Covid-19 and BCP; (iii) Develop Labour Management Responsive Plan for enterprises to cope with Covid-19 impacts (iv) Participate in ILO/UNCT Technical Committee on Covid-19 Responsive Plan and (v) Participate in Better Work Global Task Forces on Core Service Adaptation Responding to Covid-19.<sup>122</sup>

## BWV Governance

Better Work Vietnam (BWV) is established under a Memorandum of Understanding between ILO, IFC and the government of Vietnam in 2009 which was later amended in 2014. BWV registers its operation in Ho Chi Minh city with the People’s Committee.<sup>123</sup> Although BWV is not a full-fledged independent legal entity in its own right, BWV is designed as a special instrument, operating as (i) an ILO project office enjoying a privilege status of an UN organization; and at the same time (ii) as a fee-charging service provider for Vietnamese enterprises. As such, BWV is a hybrid between a business-oriented programme and a development programme.

Whilst operating independently as an ILO project office, BWV also operates under the umbrella of a Project Advisory Committee (PAC). The PAC provides strategic advice on the directions of the Programme, reviews progress on implementation, and serves as a platform for engagement among

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119 <https://www.vietnam-briefing.com/news/seizing-investment-opportunities-vietnams-textile-garment-industry.html/> and here  
<https://vietnamnews.vn/economy/654023/covid-19-pandemic-challenges-garment-and-textile-businesses.html> See also  
<https://www.customs.gov.vn/Lists/EnglishStatistics/StatisticalData.aspx?language=en-> for more data.

120 <https://e.vnexpress.net/news/business/industries/new-wave-of-covid-19-to-threaten-still-struggling-garment-industry-4140459.html> ;  
<https://www.eastasiaforum.org/2020/05/19/vietnams-textile-and-garment-industry-hit-hard-by-covid-19/>

121 <https://e.vnexpress.net/news/business/industries/textile-firms-survive-on-weekly-export-orders-4158051.html>

122 <https://betterwork.org/2020/03/27/better-work-vietnam-releases-guidance-on-dealing-with-the-impact-of-covid-19/>

123 The Office License No. 3759/UBND-VX dated 27 July 2009 for the first phase from 2009 to 2014 and the Office License No. 2430/UBND-VX dated 20 May 2014 for period 2014-2019.

stakeholders on key industry issues through biannual meetings. In Vietnam, PAC is made up of representatives from the Ministry of Labour, War Invalids and Social Affairs (MOLISA) - a governmental agencies, the Vietnam General Confederation of Labour (VGCL) - the official Trade Union a representation of workers, and the Vietnam Chamber of Commerce and Industry (VCCI) - the main body representing employers.

### 2.1.4 Summation

The BFC Programme has had the longest lead in time of all three Programmes beginning in 2001 with the BWI starting in 2011 and BWV Programme in 2009. The Better Work Programme operates over nine countries, in partnership with 1,700 factories employing 2,400,000 workers. The three country Programmes BFC, BWI, and BWV in total account for 1,165 factories and 1,600,000 workers i.e. they represent one third of the total BW countries but two thirds of the factories and workers. Thus, their combined impact on the broader BW Programme should not be underestimated.

When comparing each country Programme against the metrics of factories, workers, and brands and retailers we see the following distribution as illustrated in figures 1 and 2 below<sup>124</sup>.

Figure 2 – Factories and workers (per thousand)

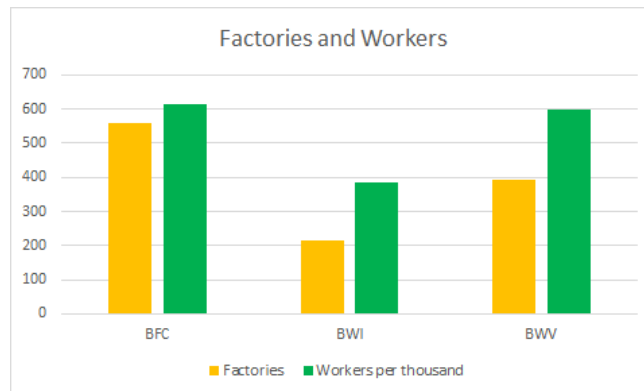
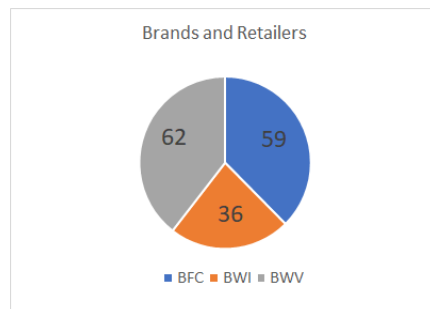


Figure 3 – Brands and Retailers



<sup>124</sup> <https://betterwork.org/> 25/09/2020



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The intervention logic of each Programme varies slightly from each other as might be expected taking into consideration the national context. However, all three Programmes look to encourage a culture of compliance in the industry. This has been a consistent thread throughout all Phases of each country Programme. As the Programmes have developed, there is an increasing focus on creating institutional sustainability. The need for this has been recognised across all three Programmes as the changing national economic and global environments have been identified as potential factors in altering donor priorities.

All three Programmes have also recognised the impact that the current Covid-19 pandemic is having on each country. They have actively engaged with the broader ILO / BW initiatives to assist countries tackle those issues as well as consider how they can and should adjust their in-country strategies to reflect the particular problems faced within their own Programmes.

Finally, the governance structures of all three Programmes have similar elements but with different emphasis. For example, the PAC plays a role in each Programme's oversight but with a much lighter touch in BWI than in the BFC. Regardless of the structure and emphasis it appears the level of engagement and buy-in to the process are a key element to the effectiveness of the governance structure.

## 2.2. Evaluation

### 2.2.1 Background and Context

A cluster evaluation for the Programmes in the three countries is being conducted for the following reasons:

- i. As of 2020, all the three Programmes are at the mid-point of implementation of their respective 4 or 5-year country strategies with similar objectives;
- ii. The three countries are all big Asian garment producing countries;
- iii. A clustered approach will enable a comparative perspective on broader contextual factors and/or variations on models of interventions as well as a review of the strategic contribution, synergies and complementarities of a global Programme approach; and
- iv. There's opportunity for mutual learning across the three countries.

### 2.2.2 Objective and Purpose

The main objective of this mid-term evaluation is to help all stakeholders reflect on what has worked well and what has not, and thus use best practice and lessons learned so far to feed into the continued implementation of the Programmes. The evaluation will address the following **specific objectives** and be guided by the OECD-DAC evaluation criteria (relevance, coherence, efficiency, sustainability, effectiveness and impact).

- i. To assess the coherence and logic of the Programme design and, whether it is still valid within the current economic, political and development circumstances in the country, including in the context of the recent COVID pandemic outbreak;

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ii. To assess the relevance of the Programme design to the overall development situation at the national level; relevance to national strategies as well as beneficiaries, including in the context of the recent COVID pandemic outbreak;

iii. To assess the performance of the Programmes in terms of effectiveness, efficiency, and timeliness of delivering the expected outputs, the progress made towards achieving their long-term and medium-term outcomes, including intended and unintended, positive and negative results, the challenges affecting the achievement of the objectives, factors that hindered or facilitated achievement so far;

iv. To assess the relevance of the Programme's management arrangements; identify advantages, good practices, bottlenecks and lessons learned with regard to the management arrangements;

v. To identify challenges, lessons learned and good practices and propose recommendations to make adjustments to ensure the achievement of results within Programmes' remaining lifetime;

vi. To assess the likelihood of sustainability of the results; and

vii. To identify and analyse underlying factors beyond ILO's control that may have affected the achievement of the Programmes' outputs and outcomes, including within the context of the COVID pandemic outbreak.

To help achieve this, the evaluation will look to serve the following five **purposes**:

i. Give an independent assessment of progress to date of each of the three country Programmes.

ii. Provide strategic and operational recommendations to the ILO, Tripartite Constituents, and Programme stakeholders to increase the likelihood that each Programme reaches its objectives.

iii. Identify good practices and highlight lessons learned that would contribute to learning and knowledge development for each Programme and stakeholders.

iv. Assess the measures in place to monitor and capture the impact of the Programmes.

v. Assess the relevance of the sustainability strategy, its progress, and identifying the processes to be continued by stakeholders.

### 2.2.3 Scope

The evaluation will cover the duration of the current phase of each of the Programmes since inception and the full geographic coverage in Cambodia, Indonesia, and Vietnam. All outcomes of the Programmes will be evaluated, with attention to coherence and synergies across components.

## 3. METHODOLOGY

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## 3.1 Evaluation Principles

The overarching document guiding the application of principles for this evaluation is taken from the ILO Policy Guidelines for Evaluation – Principles, rationale, planning and managing evaluations<sup>125</sup>. These can be summarised as:

- i) Promote and facilitate the use of results for decision-making processes and organizational learning to better fulfil the ILO’s mandate.
- ii) Involvement of constituents and others as appropriate, in the planning, implementation and reporting process.
- iii) Uphold of the ILO mandate and mission by selecting an evaluation approach and methods that reflect the tripartite organization, its focus on social justice, and its normative and technical mandate.
- iv) Adequacy of treatment of core ILO cross-cutting priorities, such as gender equality and non-discrimination, promote standards, tripartite processes and constituent capacity development.

The evaluation will integrate ILO’s cross-cutting priorities; gender equality, disability inclusion and other non-discrimination, International Labour Standards, social dialogue and a just transition to environmental sustainability as cross-cutting concerns throughout its methodology, analysis and all deliverables, including the final report.

Gender will be addressed in accordance with the ILO Guidance note “Integrating gender in the monitoring and evaluation of projects<sup>126</sup>.” To the extent possible, all data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the Programme should be considered throughout the evaluation process. In particular, the gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables, and final report of the evaluation.

At all times, the evaluators will exercise such additional principles as i) independence, ii) impartiality, iii) honesty, iv) integrity, v) confidentiality, vi) avoidance of harm, vii) transparency, and viii) accountability.

## 3.2 Criteria and Questions

### 3.2.1 Criteria

The evaluation will follow the UN Evaluation Standards and Norms, the Glossary of key terms in evaluation and Results-Based Management, as well as utilise the Organization for Economic

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<sup>125</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf)

<sup>126</sup> [https://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](https://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

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Cooperation and Development Assistance Committee (OECD DAC)<sup>127</sup> evaluation criteria as outlined below:

- **Relevance and strategic fit** – the extent to which the objectives and design of the Programmes respond to beneficiaries’, country, global, partners’ and donors’ needs, policies, strategies, and priorities and continue to do so;
- **Validity of design and coherence** – the extent to which the Programmes’ design, logic, strategy and elements are/remain valid and coherent vis-a-vis the problems and needs;
- **Effectiveness** - the extent to which the Programmes’ immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance;
- **Efficiency** - the extent to which the Programmes’ outputs delivered are derived from an efficient use of financial, material and human resources;
- **Impact orientation** – the extent to which the Programmes have generated or are expected to generate positive and negative changes and effects at the Sub-Regional and National levels, i.e. the impact with Social Partners and various implementing partner Organizations;
- **Sustainability** – the extent to which the net results (including financial, economic, social, environmental and institutional capacities of the systems needed to sustain them over time) are likely to be maintained beyond the completion of the Programmes; and

### 3.2.2 Questions

The ToR for this evaluation contained guiding questions under the DAC criteria noted above with the criteria of ‘impact’ and ‘sustainability’ combined into one criterion. This Inception Report has split the impact and sustainability criterion into two separate criteria ‘impact’ and ‘sustainability’ and added an additional criterion ‘gender’.

#### Relevance and strategic fit

01. To what extent are the Programme strategies and objectives relevant to the country context, and the constituent’s strategies and objectives for the sector?

02. To what extent have needs and priorities of key stakeholders (government, employers, and trade unions) as reflected in the respective Decent Work Country Programmes (DWCP) changed since the inception of the current phase of the Programmes? To what extent have the Programmes adapted to those changes, including within the context of the COVID-19 pandemic?

#### Design and coherence

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<sup>127</sup> <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

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03. To what extent is the design of the Programmes based on a thorough analysis of the specific context, to address the root causes of the development issue they are aiming to solve/contribute to solving? Was the design based on a sound gender analysis? What are the strengths and/or weaknesses of the analytical approach across the Programmes?

04. To what extent do the Programmes design (outcomes, outputs and activities) and their underlining theory of change remain logical and coherent? How well do different stakeholders understand the Programmes' theory of change?

05. To what extent were the principles of Results-Based Management applied? How realistic were the risks and assumptions upon which the Programme logic was based?

06. To what extent have the Programme strategies, within their overall scope, remained flexible and responsive to emerging priorities, including the COVID-19 pandemic? What have been the comparative differences and similarities across the three Programmes?

## Effectiveness

07. To what extent have Programme outputs been delivered timely and with desired quality? If not, what are the factors that hindered timely delivery and what were the counter measures taken to address them? Have the Programmes been making sufficient progress towards their planned results (intended and unintended, positive and negative) including in the context of the COVID-19 pandemic?

08. How effective have the Programmes been at stimulating the participation and ownership of Programme partners at the micro, meso and macro levels? To what extent have constituents across the three Programmes, been comparatively able to fulfil the roles expected in the Programme strategies?

09. To what extent did the Programmes systematically and effectively monitor and document information to allow for measurement of results, including on cross-cutting priorities? Have monitoring findings, comparatively across the three Programmes, influenced adaptive management and contributed towards resolving implementation problems?

10. To what extent have the Programmes managed the risks identified in the design in view of the evolving country contexts? How have the three Programmes comparatively responded to new and emerging risks including but not limited to COVID-19?

11. To what extent have the Programmes been addressing ILO's cross-cutting priorities – international labour standards, social dialogue, gender equality and non-discrimination, disability inclusion, Constituent capacity and environmental sustainability?

12. To what extent are Programme interventions contributing (or not) to the relevant SDGs and related targets, in particular, SDG1, 5 and 8 at the country level? If the relevant SDGs were not identified in design, can a plausible contribution to the relevant SDGs and related targets be established?

13. To what extent do the Programme management capacities and arrangements in place support the achievement of the expected results?

14. To what extent has results-based management been implemented in the Programmes? Do the three Programmes have in place a gender-responsive M&E system that collects sex-disaggregated data and monitors gender-related results?

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15. To what extent are the interaction and roles/responsibilities between BW Global, Country Programmes (BFC; BWI, BWV), ILO Country Offices, DWTs and other relevant ILO projects clear and effective in achieving the goals of the Programmes? How effective has been the technical back-stopping support provided to the Programme team comparatively across the three Programmes in delivering results?

## Efficiency

16. To what extent have Programme resources and inputs (funds, expertise, time, etc) been allocated well and used strategically to achieve the expected results?

17. To what extent have Programme activities been cost-effective? What level of activities (individual, institutional, systemic), comparatively across the three Programmes, has provided the most cost-effective benefits? Were Programme resources strategically allocated to achieve gender-related objectives?

18. To what extent have the three Programmes comparatively leveraged other related interventions to maximize impact?

## Impact

19. What are the likely intended or unintended (positive and negative) impacts of the Programme?

20. To what extent has the Programme contributed to the recipient stakeholders' buy-in of the Better Work ethos with respect to 'good working conditions and industrial relations, efficient and effective, conducive labour policy and systems?

## Sustainability

21. To what extent are the three Programmes sustainability strategies comparatively appropriate to sustain results beyond the Programme end? To what extent is there a demonstration of political will and ownership among Better Work national stakeholders?

22. To what extent are the Programmes likely to sustain positive gender-related outcomes?

23. To what extent have the national stakeholders acquired the technical, financial, and organizational capacities to continue the delivery of Better Work services and sustain the results both at industry and policy level? How have ILO Constituents, comparatively across the three countries, been involved in the implementation of the Programmes?

24. Which good practices and lessons learned from the sustainability pathways of the Programmes could be helpful for other country Programmes and development partners?

## Gender

25. To what extent have the three Programmes addressed gender issues including equality and women's empowerment?

26. To what extent are the three Programmes gender specific strategies and outputs likely to sustain positive gender-related outcomes?

27. To what extent is gender equality addressed in the implementation of the Programmes, including individual skills training, partnership agreements and capacity development approaches

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and activities? What are the comparative advantages/disadvantages in implementation across the three Programmes?

### 3.3 Evaluation Matrix

This evaluation matrix has been completed with reference to various Programme documents made available to the evaluation team. The data held within those documents helped to establish the extent to which the indicators identified within each Programme could contribute to answering the ToR questions. Where the evaluation team believed further data would be required – noting the findings of the evaluability assessments – those have been reflected in some of the additional indicators / sub questions that are detailed in the matrix.

Evaluation criteria	Evaluation Question <sup>128</sup>	Indicators/sub questions to respond to each question <sup>129</sup>	Collection method(s) and sources <sup>130</sup>
Relevance and strategic fit	01. To what extent are the Programme strategies and objectives relevant to the country context and the constituent's strategies and objectives for the sector?	<p>What mechanism(s) were used to ensure the Programme aligned itself to the country strategies and objectives for the sector?</p> <p>What mechanism(s) are used to ensure the Programme remains aligned to changing constituent needs?</p>	<p>Desk review of initial Programme documentation including log-frames.</p> <p>Desk review of relevant strategic policy documents and log-frame revisions.</p> <p>Interviews with ILO Programme Management staff, trade unions, employers and National Government representatives.</p>
	02. To what extent have needs and priorities of key stakeholders (government, employers, and trade unions) as reflected in the respective Decent Work Country Programmes (DWCP) changed since the inception of the current phase of	<p>What were the needs and priorities of key stakeholders at the commencement of the Programme period?</p> <p>What are the current needs and priorities of key stakeholders?</p>	<p>Desk review of initial Programme documentation including log-frames.</p> <p>Desk review of relevant strategic policy documents including DWCP's.</p>

<sup>128</sup> Please state all evaluation questions.

<sup>129</sup> Please state the sub-questions and indicators that will guide your data collection to respond to the evaluation question.

<sup>130</sup> Please state the data collection methods that will be used to answer the respective evaluation question and the respective data sources.



	the Programmes? To what extent have the Programmes adapted to those changes, including within the context of the COVID-19 pandemic?	What mechanism(s) are used to ensure the Programme adapts to changes?	Interviews with key stakeholders on current needs and priorities.
Design and coherence	03. To what extent is the design of the Programmes based on a thorough analysis of the specific context, to address the root causes of the development issue they are aiming to solve/contribute to solving? Was the design based on a sound gender analysis? What are the strengths and/or weaknesses of the analytical approach across the Programmes?	<p>What mechanisms/systems to ensure gender inclusion are in place?</p> <p>What proper baseline study / reporting exists ahead of any gender strategy being developed?</p> <p>Does the program address the root causes of the development issue?</p> <p>How well does the RBM reflect the Programme design?</p>	<p>Meetings with BFC, BWI, and BWV Programme Team.</p> <p>KPIs around gender.</p> <p>Review of relevant strategy documents including evaluability assessments and country strategy documents.</p> <p>Theory of Change logic.</p>
	04. To what extent do the Programmes design (outcomes, outputs, and activities) and their underlining theory of change remain logical and coherent? How well do different stakeholders understand the Programmes' theory of change?	<p>What is the ability of Programme management to articulate theory of change?</p> <p>How coherent is the design with the priorities of stakeholders?</p> <p>How strong is the strategic commitment and collaboration effort?</p>	<p>ToC documentation, evaluability reviews.</p> <p>KIIs with Programme Management team.</p> <p>E-mailed question and interview question to other stakeholders on their understanding of the BW concept.</p>
	05. To what extent were the principles of Results-Based Management applied? How realistic were the risks and assumptions upon which the Programme logic was based?	<p>What implementation methodologies exist and are they robust?</p> <p>What are the management arrangements and resources dedicated to RBM?</p>	<p>Desk review of Programme reporting, evaluability reviews, updates and logframe revisions.</p> <p>Risk register, review of assumptions.</p>
	06. To what extent have the Programme strategies, within their overall scope, remained flexible and responsive to emerging priorities, including the COVID-19 pandemic?	<p>What have been the significant emerging priorities and changes in context that have affected Programme strategies – including but not limited to Covid-19?</p>	<p>Programme review documentation focusing on types and speed of change.</p> <p>KII interviews with Tripartite constituents.</p>

	<p>What have been the comparative differences and similarities across the three Programmes?</p>	<p>How valid were the risks and assumptions and to what degree were the elaborated?</p> <p>How have the three Programmes adapted?</p> <p>How do the three Programmes responses compare?</p>	<p>Initial baseline assessments and changing priorities.</p> <p>BW Covid-19 guidance and ‘Call to Action’ approach</p>
Effectiveness	<p>07. To what extent have Programme outputs been delivered timely and with desired quality? If not, what are the factors that hindered timely delivery and what were the counter measures taken to address them?</p> <p>Have the Programmes been making sufficient progress towards their planned results (intended and unintended, positive and negative) including in the context of the COVID-19 pandemic?</p>	<p>Is there a monitored work plan including output delivery?</p> <p>How strong is the monitoring framework?</p> <p>How transparent is the reporting?</p> <p>Are the expectations of stakeholders on results being met?</p> <p>How engaged have the Programmes been with stakeholders since Covid-19 struck?</p>	<p>Review of logframe data and progress toward completion, evaluability reviews.</p> <p>Analysis of MSC narration.</p> <p>Responses to interview questions on Programme delivery.</p> <p>Pre and Post-training evaluation forms.</p> <p>Covid-19 planning documentation, minutes from in-house planning meetings, number of meetings.</p>
	<p>08. How effective have the Programmes been at stimulating the participation and ownership of Programme partners at the micro, meso and macro levels?</p> <p>To what extent have constituents across the three Programmes, been comparatively able to fulfil the roles expected in the Programme strategies?</p>	<p>What are the mechanisms for dialogue?</p> <p>What joint action plans exist for specific events?</p> <p>What is the consultative process for Programme development?</p> <p>How are the roles of stakeholders defined?</p> <p>Are any roles left unfilled?</p> <p>Is the quality of participation acceptable?</p>	<p>Workshop feedback.</p> <p>PAC minutes reflecting joint work and ownership.</p> <p>Governance structure and oversight.</p> <p>Data on numbers of engaged individuals outside ILO.</p> <p>Stakeholder interviews.</p>

		What systems are in place to assess commitment to ownership?	
	09. To what extent did the Programmes systematically and effectively monitor and document information to allow for measurement of results, including on cross-cutting priorities? Have monitoring findings, comparatively across the three Programmes, influenced adaptive management and contributed towards resolving implementation problems?	<p>What is the function of the STAR system and how well does it work?</p> <p>What reporting procedures exists?</p> <p>How and how widely are appropriate reports circulated?</p>	<p>Review of STAR data and its use by ILO Programme management.</p> <p>Reporting structures including line management and Country / Regional / HQ reporting and feedback procedures.</p> <p>RBM concept delivery.</p>
	10. To what extent have the Programmes managed the risks identified in the design in view of the evolving country contexts? How have the three Programmes comparatively responded to new and emerging risks including but not limited to COVID-19?	<p>How is risk addressed within the PAC?</p> <p>Is there a revised work plan with changing risk addressed?</p> <p>What risk assessment records exist?</p>	<p>Minutes of PAC meetings.</p> <p>Document review of project updates.</p> <p>Risk register data.</p>
	11. To what extent have the Programmes been addressing ILO's cross-cutting priorities – international labour standards, social dialogue, gender equality and non-discrimination, disability inclusion, Constituent capacity and environmental sustainability?	<p>What are BW and country Programme strategies and approaches?</p> <p>How is gender and disability inclusion recorded and monitored?</p> <p>Where is there evidence of cross-cutting issues being integrated into Programming and at what levels?</p>	<p>Macro analysis of appropriate ILO strategy documents mapped against BW strategy documents, country work Programmes and national strategies.</p> <p>Examination of gender strategy implementation with interview feedback from standard gender questioning.</p>
	12. To what extent are Programme interventions contributing (or not)	What national strategies exist, and do they reference SDGs?	Reference UN SDGs mapped against Programme documentation esp. evaluability

	to the relevant SDGs and related targets, in particular, SDG1, 5 and 8 at the country level? If the relevant SDGs were not identified in design, can a plausible contribution to the relevant SDGs and related targets be established?	What is the consultative process in designing the Programme?	assessments and subsequent Programme revisions.  Mapping current BW country outcomes against SDGs to identify potential impact.
	13. To what extent do the Programme management capacities and arrangements in place support the achievement of the expected results?	What staff development plans exist and what record(s) of staff development are kept?  What level of technical support from ILO specialists is provided?	Job descriptions, staff development reports and reporting mechanisms.  Expertise of CTAs and other key staff.
	14. To what extent has results-based management been implemented in the Programmes? Do the three Programmes have in place a gender-responsive M&E system that collects sex-disaggregated data and monitors gender-related results?	What work plans and work plan reviews are undertaken?  How is gender data collected and collated?	STAR data including gender data.  RBM adherence.  Response to gender interview questions.
	15. To what extent are the interaction and roles/responsibilities between BW Global, Country Programmes (BFC; BWI, BWV), ILO Country Offices, DWTs and other relevant ILO projects clear and effective in achieving the goals of the Programmes? How effective has been the technical back-stopping support provided to the Programme team comparatively across the three Programmes in delivering results?	How clear are the strategic documents in laying out the fundamental principles of BW?  How well has ILO management communicated these principles to ILO and other in-country stakeholders?	Macro analysis of appropriate ILO strategy documents mapped against BW strategy documents and ILO country and regional work Programmes and strategies. Better Work Global Strategy and Project Document.  Interviews with key ILO Programme staff in HQ / Regional and Country offices on communication and level of support.
Efficiency	16. To what extent have Programme resources and inputs (funds,	What internal control systems operate?	KII with tripartite constituents.

	expertise, time, etc) been allocated well and used strategically to achieve the expected results?	How well have all resources (people, time, financial etc.) been used?	Document, especially budget documents, review.
	17. To what extent have Programme activities been cost-effective? What level of activities (individual, institutional, systemic), comparatively across the three Programmes, has provided the most cost-effective benefits? Were Programme resources strategically allocated to achieve gender-related objectives?	How has the budget been allocated in relation to objectives, outcomes, and outputs?  How have resources been leveraged and how are efficiency savings been identified?	Budget and other financial document review.  Disaggregation of staff costs v activity delivery.  Review of MSC narrations.  Workshop feedback.
	18. To what extent have the three Programmes comparatively leveraged other related interventions to maximize impact?	What systems are in place to identify other national or international, ILO or non-ILO interventions that may impact upon BW Programme outcomes and objectives?  How are those interventions assessed for potential contribution to BW impact?	Document review of associated ILO and non-ILO interventions in the sector(s). Interview with Programme Managers  Interview questions to ILO staff.
Impact	19. What are the likely intended or unintended (positive and negative) impacts of the Programme?	What impact has occurred at i) factory level, ii) policy level iii) ILO cross-cutting issues level,  What impact data is gathered at those three levels?	MSC narration analysis.  KPI measurement procedures (LF analysis).  Interview with Better Work Global research and impact team.  Case study narratives.
	20. To what extent has the Programme contributed to the recipient stakeholders' acceptance of the Better Work ethos?	What are the stakeholders understanding of the BW ethos?  Which aspects – if any – have been accepted?	Response to interview Q1 for all stakeholders.  MSC narration analysis.  Workshop feedback.
Sustainability	21. To what extent are the three Programmes sustainability strategies	What documentation exists mapping out sustainability strategies?	ILO/Better Work document review with sustainability references.

	<p>comparatively appropriate to sustain results beyond the Programme end? To what extent is there a demonstration of political will and ownership among Better Work national stakeholders?</p>	<p>How prominent is the BW approach in national strategies?</p> <p>What size of national budget allocation goes to BW implementation?</p> <p>How much is the government spending on labour inspection and monitoring?</p>	<p>Document review of national strategies and references to BW outcome sustainability.</p> <p>Resource commitment of national stakeholders.</p>
	<p>22. To what extent are the Programmes likely to sustain positive gender-related outcomes?</p>	<p>How is ownership of gender equality and female empowerment transferred to national stakeholders?</p>	<p>Gender strategy documentation ILO and national stakeholder interviews.</p>
	<p>23. To what extent have the national stakeholders acquired the technical, financial, and organizational capacities to continue the delivery of Better Work services and sustain the results both at industry and policy level? How have ILO Constituents, comparatively across the three countries, been involved in the implementation of the Programmes?</p>	<p>What is the increase in numbers of national stakeholder individuals able to ensure BW services and commitments are maintained?</p> <p>To what extent have the skills and level of knowledge of national stakeholders responsible for BW service delivery changed over the period of the evaluation?</p> <p>How willing are the stakeholders to use the acquired capacities to sustain and up-scale results?</p>	<p>Number of appropriate beneficiaries and stakeholders trained.</p> <p>Quality of training and evaluation of training effectiveness.</p> <p>Retention of knowledge and skills of key stakeholders over time.</p> <p>Amount of knowledge cascaded by BW trained people to peers / colleagues.</p>
	<p>24. Which good practices and lessons learned from the sustainability pathways of the Programmes could be helpful for other country Programmes and development partners?</p>	<p>Are good practice and lessons learned collected and disseminated in any systemic way?</p>	<p>Desk review, especially past evaluations.</p> <p>Impact stories gathered from interviews or e-mail questions.</p>
Gender	<p>25. To what extent have the three Programmes addressed gender issues including equality and women's empowerment?</p>	<p>What gender strategy documents exists?</p> <p>What resources are dedicated exclusively to gender issues?</p>	<p>Review of Gender Strategy documents and their implementation.</p> <p>Response to standard interview Q3 on gender.</p>

			Workshop feedback.
	26. To what extent are the three Programmes gender specific strategies and outputs likely to sustain positive gender-related outcomes?	Where gender improvement has happened how well has it been sustained?  To what extent do external factors influence BW gender improvement strategies?	Review of Gender Strategy documents and their implementation.  MSC narration analysis.  Workshop feedback.
	27. To what extent is gender equality addressed in the implementation of the Programmes, including individual skills training, partnership agreements and capacity development approaches and activities? What are the comparative advantages/disadvantages in implementation across the three Programmes?	What references are made to gender equality in national strategy documents?  What outputs are focused solely on gender equality and women's empowerment?  What barriers have existed in-country to gender equality and women's empowerment?	Review of Programme training with respect to gender and marginalised groups.  Interviews with NGOs / CSOs involved in gender issues.

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## 3.4 Proposed methodology

### 3.4.1 Sampling

The evaluation will use purposeful sampling for use in standard case evaluation and to obtain an accurate representation of the universe of which the Programmes consist. This will inform the data collection instruments including face-to-face, telephone / voice over internet protocol (VOIP) interviews and e-mailed questions. This purposeful sampling requires participants are drawn from agencies, organizations or systems involved in the implementation process. Individuals are selected based on the assumption that they possess knowledge and experience with the phenomenon of interest (i.e., the Programme itself and associated activities) and thus will be able to provide information that is both detailed (depth) and generalizable (breadth).

A selection amongst the direct and indirect beneficiaries is made following a degree of engagement with the Programme ensuring adequate representation of the appropriate sectors. Likewise, key and development partners will be selected in further consultation with the Programme team and to be approved by the evaluation manager and lead consultant to ensure data is obtained from every corner of the three Programmes concerned and to be triangulated around different perspectives.

There are 9 main stakeholder groups within this evaluation that should be sampled to ensure a cross section of multiple source data is received. These groups are specifically:

- i) ILO **a)** BWP Management: HQ, RO-Bangkok, ILO Country Offices in Indonesia, Cambodia and Vietnam, **b)** Technical back-stopping specialists in HQ and RO)
- ii) Workers (factory/garment sector workers)
- iii) Workers' Organizations
- iv) Employers' Organizations
- v) Governments
- vi) Factories
- vii) Development Partners
- viii) Brands and retailers
- ix) Donors

These groups have been identified through the Desk Review phase, which informs this Inception Report. The data collection instruments noted at Annex II will be used to gather information from these seven stakeholder groups. All groups will be reached through face-to-face semi-structured interviews and telephone interviews of key individuals within each stakeholder group and – where necessary – e-mailed questions to those key stakeholders unable to be interviewed. **NB** While these stakeholder groups will form the backbone of recipients of the data collection instruments, further stakeholders that potentially fall outside these groups will be captured if they become visible during the data collection phase.

The evaluation is taking a purposive approach and being open to contributions from all Programme stakeholders (male and female). **NB** It should be noted that gender can only be inferred and that the terms 'gender' and 'sex' are not interchangeable.



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### 3.4.2 Methodological Approach

This evaluation will follow a mixed-methods approach, considering both primary and secondary data sources, to ensure triangulation in order to arrive at credible, reliable and unbiased findings, as well as a gender-responsive evaluation methodology in line with United Nations (UN) Norms and Standards, guidelines and requirements.

The evaluation report will be constructed under the following methodological approach. Initially for the Inception Report (IR) a desk review of documentation supplied by the Programme management team was undertaken (see Annex I). Inception meetings were held with Better Work Programme managers in ILO HQ (Geneva), the BKK-based BWG in Thailand and the country Programmes in Cambodia, Indonesia and Viet Nam. From the desk review and briefings, gaps that existed in the information required to fulfil the Terms of Reference (ToR) were identified and the ToR questions redesigned - where appropriate - to fill these gaps.

A combination of sound quantitative and qualitative research methods has been developed for each evaluation question as detailed in the evaluation matrix. An attempt has been made there to collect data from different sources by different methods for those questions, so that the findings can be triangulated to draw valid and reliable conclusions. Due care and attention will be paid to ensure gender issues are properly addressed.

The approach to gender issues will involve ensuring a balanced representation of men and women among the interview respondents, and the data collection instruments will have a focus on these issues and how they are mainstreamed and addressed by the Programme. The emphasis will be on assessing the process of integration of gender rather than simply looking for the results of mainstreaming efforts. The aim is to provide a nuanced assessment of gender based on an understanding of the Programme and its structure, role, and sphere of influence.

Six data collection instruments will be developed and deployed. These are;

1. Desk Review. As part of the Inception Report writing process a desk review of all relevant material has been conducted. This review of documentation will continue throughout the evaluation process as more is learned of the Programme and additional documentation sought and reviewed.
2. Semi-structured, in-depth interviews and meetings. These interviews and meetings will capture the feedback and voices of all stakeholder groups that were involved in or impacted by the Programme. The interviews will be conducted by telephone / VOIP and face-to-face where possible. Given current travel restrictions and the fluid situation regarding Covid-19, contingency planning will include arranging virtual meetings / interviews.
3. Most Significant Change (MSC) narration analysis. The theory and use of MSC narration is a well-documented and researched approach to evaluating and monitoring change Programmes. It is particularly useful in the evaluation of outcomes and impact and does not rely on the identification and monitoring of indicators. It is a systematic collection and then analysis of significant changes over a defined period of time. It allows interviewee respondents to answer an open-ended question in a way which highlights their own personal understanding and appreciation of the Programme. These narratives will be compared against the Programme's results framework to assist in determining if the intervention design has been followed.

The MSC question used for this evaluation will be:

- What is the most significant change you have seen as a direct result of the Programme?

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4. E-mailed questions. Within the different stakeholder groups there will be many individuals with whom the Programme has had interaction. Where it is not possible to interview all the individuals whose opinions and insights would be valued a number of questions will be developed and distributed via e-mail thereby ensuring as broad a range of feedback and voices of minority groups are captured.

5. Workshops. The evaluation team will seek to provide an in-country workshop to provide an opportunity for group feedback from key stakeholders. The running of these workshops are entirely dependent upon the travel and meeting restrictions that may be in place in each country due the Covid-19 situation at that time. It is still planned to have a face-to-face workshop in Cambodia, however for both Indonesia and Vietnam face-to-face is unlikely and the viability of creating a virtual workshop is being explored.

6. Case Studies. Three case studies will be conducted (one from each country) to help identify good practice and lessons learned. By having three case studies this will allow for comparison between them to highlight any communal, systemic barriers to Programme implementation. These case studies will attempt to capture human interest stories as part of the data collection process.

Using these data collection instruments, the evaluation team is confident that enough appropriate information will be generated to complete the evaluation as per the TOR. The analysis process will involve the development and testing of hypotheses based upon the evaluation questions finalised within the IR evaluation matrix and the (DAC-based) criteria. This helps ensure objectivity is maintained and cognitive biases are reduced to a minimum. This should result in an evaluation that is utility focused and provide concrete, actionable recommendations.

### 3.5 Limitations

The restrictions placed on national and international travel due to Covid-19 has severely reduced the amount of face-to-face time possible in the planning and execution of this evaluation. The International Evaluator/Lead Consultant will have to work from a distance which poses limitations on timely inputs given the different time zones between the countries. To mitigate this limitation on-line meetings will be used by the evaluation team with a regular teleworking timetable developed. The number and scope of questions to be addressed by the evaluation requires a substantial amount of reading and research time. The Desk Review material for the Inception Report (IR) amounted to 79 documents totalling approximately 2,000 pages. Thus, for the IR phase a prioritisation of documents had to be undertaken.

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## 4. PROPOSED STRUCTURE AND CONTENT OF EVALUATION REPORT

The Evaluation Report will be structured in the following manner:

Title Page

Table of Contents

List of Acronyms

Executive Summary

Summary Table of Findings, Conclusions, and Recommendations

Programme Background and Context

Evaluation Purpose, Scope, and Methodology

Key Findings

Relevance and strategic fit

Design and coherence

Effectiveness

Efficiency

Impact

Sustainability

Gender

Conclusions

Recommendations

Annexes

## ANNEX III. LIST OF PERSONS INTERVIEWED

Group	Name & Surname	Title	Office	Programme
Donor	Beata Plonka	DG International Cooperation and Development	European Commission	All
Donor	Jonathan Adams	International Labour Expert	US State Department	BFC
ILO	Deborah Schmidger	Senior Program and Partnership Officer	ILO BW Geneva	All
Donor	Dine Devi	Assistant Director	Swiss Embassy - Indonesia	BWI
ILO	Rene Robert	Labour Administration/Inpsection Specialist	ILO Bangkok	All
ILO	Alexa Hough	Finance & Human Resources Manager	ILO BW Geneva	All
Donor	Mads Mayerhofer	Chef Konsulent	Denmark	BWV
ILO	Dan Rees	Chief Better Work Branch	ILO BW Geneva	All
ILO	Jessica Wan	Training Support & Gender Officer	ILO BW Bangkok	All
ILO	Conor Boyle	Head of Programme Development, Learning, Arab States & Africa	ILO BW Bangkok	BFC
ILO	John Ritchotte	Specialist, Social Dialogue and Labour Administration	ILO BW Bangkok	BFC
ILO	Tara Rangarajan	Head of Communications, Brand engagement, and Americas	ILO Geneva	All
ILO	Ha Nguyen	Head of Better Work in Asia	ILO BW Bangkok	All
Donor	Huy Doquang	Assistant Director	Swiss Embassy, Cambodia	BFC
ILO	Roopa Nair	Head of Operations, Quality and Innovation	ILO Geneva	All
ILO	Arun Kumar	Collective Bargaining and Social Dialogue Specialist	ILO BW Bangkok	BWI
ILO	Sara Park	Programme Manager	ILO Cambodia	BFC
Beneficiary	Sovann Vannaroth	Under-Secretary of State	MoLVT	BFC
Beneficiary	Heng Sour	Secretary of State	MoLVT	BFC
ILO	Maria Vasquez	Programme Manager	ILO Indonesia	BWI
Donor	Kaitlyn Swain	Multilateral Trade Policy Branch	DFAT	All
IFC	Amy Luinstra	Gender and Economic Inclusion Officer	IFC	All
ILO	Lien Pham	Programme Manager	ILO Vietnam	BWV
ILO	Juliet Edington	Head of Buyer Relations	ILO Vietnam	All
Brand/Buyer	Emily Mi	Director, Corporate Responsibility - PVH	Shanghai	BWV / BFC
Brand/Buyer	Jill Turner-Hurley	Director, Global Citizenship - Ralph Lauren	New York	All
Brand/Buyer	Hong Chan	Global Citizenship Officer - Ralph Lauren	Hong Kong	All
Donor	Laura H Van Voorhees	Better Work Global Coordinator	USDOL	All

<i>Interviewee</i>	<i>Organization</i>	<i>Type of stakeholder<sup>1</sup></i>	<i>Sex disaggregated data</i>
Dan Rees	ILO	ILO BWP Management HQ	Male
Mr. Ry Vanlo	Beauty Silk Screen Limited & Beauty Silk Screen Brand 1	Factory/Employer	Male
William (Wim) Conklin	Solidarity Centre	Development Partner	Male
Kong Kok and Grace Lee	YTC Corporation	Factory/Employer	Male
Hans Hwang	Sok Xing & Hwang	Development Partner	Male
Christer Horn af Amine	H&M	Brand	Male
Marc Beckmann	GIZ	Development Partner	Male
Kevin Xia	JDU Group	Employer	Male
Joe Sutcliff	CARE International	Development Partner	Male
Esther Germans	ILO BFC	Previous ILO BFC CTA	Female
Chris Chafe	VF Corp	Brand	Female
Sophorn Tun	ILO	ILO National Coordinator	Male
Brad Van Voorhees	VF Corp	Brand	Male
Lee Kearth	Nagapeace Laundry & Hung Hsing Sewing	Employer	Male
Som Kim San	Nagapeace Laundry & Hung Hsing Sewing	Worker Representative	Male
Chhim Chanthla	Provincial Department of Labour and Vocational Training – Svay Rieng	Provincial Department of Labour and Vocational Training	Male
Yi Kannitha	Department of OSH	Ministry of Labour and Vocational Training	Male
Nicole Chu	Sabrina Group	Employer	Female
Arth Thorn	PAC member	Cambodia Labour Confederation	Male

1 i) ILO a) BWP Management: HQ, RO-Bangkok, ILO Country Offices in Indonesia, Cambodia and Vietnam, b) Technical back-stopping specialists in HQ and RO)  
ii) Workers (factory/garment sector workers)  
iii) Workers' Organizations  
iv) Employers' Organizations  
v) Governments  
vi) Factories  
vii) Development Partners  
viii) Brands and retailers  
ix) Donors

<i>Interviewee</i>	<i>Organization</i>	<i>Type of stakeholder<sup>1</sup></i>	<i>Sex disaggregated data</i>
Dan Rees	ILO	ILO BWP Management HQ	Male
Maria João Vasquez	ILO	ILO BWI Team	Female
Mohamad Anis Agung Nugroho	ILO	ILO BWI Team	Male
Olivia Krishanty	ILO	ILO BWI Team	Female
Albert Bonasahat	ILO	ILO BWI Team	Male
Shelly Woyla	ILO	ILO BWI Team	Female
Ira Aprisiani	ILO	ILO BWI Team	Female
Pipit Savitri	ILO	ILO BWI Team	Female
Lusiani Julia	ILO	ILO Jakarta	Female
Irham Ali Saifuddin	ILO	ILO Jakarta	Male
Tendy Gunawan	ILO	ILO Jakarta	Male
Danang Girindrawardana	APINDO member	PAC	Male
Agung P Pambudhi	APINDO	PAC	Male
Rizal Tanzil Rakhman	API	PAC	Male
Vincent Yo	PT Leading Garment Indonesia	Factories	Male
Amit Kumar	PT Pinnacle Apparel	Factories	Male
David Hong	Koga (Korea Garment Manufacturer's Association)	Factories	Male

<sup>1</sup> i) ILO a) BWP Management: HQ, RO-Bangkok, ILO Country Offices in Indonesia, Cambodia and Vietnam,

b) Technical back-stopping specialists in HQ and RO)

ii) Workers (factory/garment sector workers)

iii) Workers' Organizations

iv) Employers' Organizations

v) Governments

vi) Factories

vii) Development Partners

viii) Brands and retailers

ix) Donors

<i>Interviewee</i>	<i>Organization</i>	<i>Type of stakeholder<sup>1</sup></i>
Phạm Thị Hoàng Liên	BWV	ILO BWI Team
Đoàn Thúy Diệp	BWV	ILO BWI Team
Nguyễn Đức Thiện	BWV	ILO BWI Team
Nguyễn Dũng Tiến	BWV	ILO BWI Team
Lê Bích Ngọc	BWV	ILO BWI Team
Vũ Thị Hương Loan	BWV	ILO BWI Team
Hoang Quan	BWV	ILO BWI Team
Phạm Quốc Thuận	BWV	ILO BWI Team
Nguyễn Quang Tiến	BWV	ILO BWI Team
Đặng Hồng Vân	BWV	ILO BWI Team
Nguyễn Hồng Hà	BWV	ILO BWI Team
Nguyễn Thị Hồng Diệp	The Ministry of Labour - Invalids and Social Affairs	National PAC
Đặng Văn Khánh	Vietnam General Confederation of Labour	National PAC
Nguyễn Mạnh Cường	The Ministry of Labour - Invalids and Social Affairs	National PAC
Mai Hồng Ngọc	The Bureau for Employer's activities in Vietnam	National PAC
Bùi Thị Ninh	The Bureau for Employer's activities in Vietnam, HCM branch	Provincial PAC
Nguyen Phi Hồ	HCMC Federation of Labour	Provincial PAC
Nguyễn Mạnh Bạo	Thai Nguyen Department of Labour – Invalids and Social Affairs	Provincial PAC
Hoàng Đình Long	Hai Phong Federation of Labour	Provincial PAC
Pham Thi Nghia	Regent Garment (Hai Duong)	Factories
Nguyễn Cao Cường	Seshin Vietnam (Phu Tho)	Factories
Thảo	Lien Dinh	Factories
Nguyễn Thị Tân	Bac Giang Garment - LNG	Factories
Dương	Pearl Garment (Phu Tho)	Factories
Thanh Hà	Ha Phong	Factories
Nguyễn Thị Thu Phương	Texhong Thai Binh	Training participants
Bùi Thị Hải	Mayfair Garment Factory Ltd.	Training participants
Ngô Thị Lan Anh	Youngone Nam Dinh Co., Ltd.	Training participants
Nguyễn Thị Phương	Vina Korea Co., Ltd.	Training participants
Phạm Thị Ngọc Loan	Precious Garments (Vietnam) Co., Ltd	Training participants
Hoàng Ngọc Ánh	Vietnam Textile and Apparel Association - VITAS	Social partners

ILO a) BWP Management: HQ, RO-Bangkok, ILO Country Offices in Indonesia, Cambodia and Vietnam, b) Technical back-stopping specialists in HQ and RO)  
 Workers (factory/garment sector workers)  
 Workers' Organizations  
 Employers' Organizations  
 Governments  
 Factories  
 Development Partners  
 Brands and retailers  
 Donors



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## ANNEX IV. DATA COLLECTION INSTRUMENTS

### *Interview guides*

#### Semi-Structured Interviews – **All** interviewees from **all** stakeholder groups

MANDATORY (for all interviewees)

Q1. How relevant is the Programme in addressing current challenges in the garment sector?

Q2. What is the most significant change you have seen as a direct result of the Programme?

OPTIONAL (for all interviewees)

Q1. What do you understand to be the key objective(s) of the Programme and how effective is the Programme in reaching those objectives?

Q2. How has the Programme changed the situation of women, men, and marginalised groups?

Q3. What is the Programme missing that you think is important if it is to achieve maximum, positive impact?

#### Semi-Structured Interviews – ILO

Q1. To what extent are the Programme strategies and objectives relevant to the country context, the needs of constituents and their strategies and objectives for the sector?

Q2. To what extent have the Programme strategies, within their overall scope, remained flexible and responsive to emerging priorities, including the COVID-19 pandemic?

Q3. To what extent have Programme outputs been delivered timely and with desired quality? If not, what are the factors that hindered timely delivery?

Q4. Which good practices and lessons learned from the sustainability pathways of the Programme could be helpful for other country Programmes and development partners?

Q5. To what extent is the Programme likely to sustain positive gender-related outcomes?

#### Semi-Structured Interviews – Workers and Unions

Q1. To what extent are the Programme strategies and objectives relevant to workers and unions?

Q2. Have you seen improvements in working conditions e.g. decent work, OSH, working hours, social dialogue and how much of that change can you attribute to the Programme?

#### Semi-Structured Interviews – Employers

Q1. To what extent are the Programme strategies and objectives relevant to employers?

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Q2. Has the Programme assisted you in meeting the demands of international brands?

### Semi-Structured Interviews – Governments

Q1. To what extent are the Programme strategies and objectives relevant to national strategies and objectives?

Q2. Has the Programme assisted you in meeting international commitments under recent FTAs?

### Semi-Structured Interviews – Development Partners

Q1. To what extent are the Programme strategies and objectives relevant to your strategies and objectives?

Q2. How do you see the role of the ILO and its programming in the coming years?

### Semi-Structured Interviews – Brands and Retailers

Q1. To what extent are the Programme strategies and objectives relevant to your strategies and objectives?

Q2. What is your experience of working with firms registered with ILO BW Programme?

### Semi-Structured Interviews – Donors

Q1. To what extent are the Programme strategies and objectives relevant to your strategies and objectives?

Q2. To what extent has the Programme met your expectations?

Q3. . How do you see the role of the ILO and its programming in the coming years?

### *E-mailed questions*

The e-mailed questions will be formulated and tailored to suit the recipient. However, they will closely follow those questions designed for the relevant stakeholder group to which the recipient belongs. In addition, all recipients will be asked the MSC question thereby ensuring all those that are engaged by the evaluators answer that same question. The proposed text for the e-mail is detailed below:

*Dear Sir/ Madam,*

*The Evaluation Office of the International Labour Organization (ILO) is in the process of undertaking a Mid-Term Cluster Evaluation of Better Factories Cambodia (BFC), Better Work Indonesia (BWI), and Better Work Vietnam (BWV) Programmes. The evaluation is being carried out by a team of external, independent evaluators.*

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*As a stakeholder to the ILO Programme your views are very important to this evaluation. To this effect, the independent evaluation team would appreciate your assistance by completing this short questionnaire.*

*Q1. What do you think is the most significant change you have seen as a result of this Programme?*

*Q2. xxx*

*Q3. xxx*

*Confidentiality*

*You are assured of complete confidentiality. Your name, title and organization will not be referenced, and all the data collected will be reported only in an aggregated format. No individual will be identified.*

*Thank you very much for your participation.*

*Presentation / Workshop / Feedback*

The Presentation of initial findings and recommendations offer an additional opportunity for the evaluation team to gather useful information on the Programmes. Whilst it is understood that each national workshop will have its own areas of particular interest and focus there is advantage in attempting to ensure certain aspects of the agendas are common.

# ANNEX V. THEORIES OF CHANGE

## Better Factories Cambodia

**Developmental Impact:** Lives of male and female workers, their families and communities are improved, and the competitiveness of the Cambodian garment and travel goods sectors are strengthened



**OUTCOME 1:** Sustainable improvements in working conditions and business competitiveness in garment factories accelerated, with a special focus on addressing gender discrimination issues

**OUTCOME 2:** A culture of compliance in the industry is enhanced through BFC support provided to tripartite constituents and other industry stakeholders

**OUTCOME 3:** Global retailers, brands and manufacturers influenced by BFC on creating and expanding partnerships in support of the creation of sustained compliance in a competitive and fair garment industry, by the end of 2022.

**OUTCOME 4:** Policies and practices of factories, manufacturers, brands and tripartite constituents informed by data and knowledge provided by BFC

**OUTCOME 5:** Continued improvements in BFC programme governance and engagement by tripartite constituents

- Output 1.1 Regular factory level compliance and progress reports produced
- Output 1.2 Factories have improved their systems and demonstrated improved capacity for effective social dialogue
- Output 1.3 An industry-owned strategic compliance approach for the subcontracting sector and low performing factories supported.
- Output 1.4 The formation of specific partnerships in support of sustained compliance in different areas (management systems, OSH, HR systems) facilitated
- Output 1.5 BFC factories demonstrate greater gender capacity and awareness, and greater levels of compliance with respect to gender

- Output 2.1. A vision and roadmap towards sustained compliance in the industry formulated by stakeholders by the end of 2022
- Output 2.2. MOLVT Joint Action Plan strategy towards compliance supported and strengthened
- Output 2.3. Gender responsive trade union representation and performance at factory level supported and strengthened
- Output 2.4 Areas of joint collaboration and training with GMAC identified and implemented to support factories in strengthening their management systems

- Output 3.1. *MoEF's garment sector strategy to improve the industry's competitiveness and working environment for workers is supported.*
- Output 3.2. Close collaboration forged with investment and manufacturing groups to support factories becoming leaders labour compliance issues in the industry
- Output 3.3: Partnerships with buyers enhanced and leveraged to strengthen factory capacity to develop/improve systems on OSH/HR/IR in order to improve and sustain compliance.

- Output 4.1. Stakeholders' industry skills/knowledge and attitudes influenced by BFC data analysis
- Output 4.2. Increased awareness by stakeholders on how improved working conditions impact worker wellbeing, stronger business outcomes, and strengthened communities
- Output 4.3. Public communication campaigns developed and implemented to showcase sectoral and factory level successes
- Output 4.4. Partnerships with the private sector support outreach and new ways to communicate with workers
- Output 4.5. Industry best practices and impact results around working conditions formulated and disseminated
- Output 4.6 M&E data regularly collected and used to strengthen programme interventions

- Output 5.1. Advice received and commitment increased from constituents regarding the implementation of the BFC strategy, the roadmap for sustainability and other emerging priorities
- Output 5.2. An MoU for the continuation of the BFC programme operation signed by national partners.
- Output 5.3. Strategic meetings between tripartite constituents and stakeholders organised to address sector level issues
- Output 5.4. Annual learning and staff development plans developed and implemented in support of continuous improvement of the programme's operations.
- Output 5.5. Healthy and effective financial management ensured in support of strong financial sustainability

## Assumptions



**Developmental Impact:** Lives of male and female workers, their families and communities are improved, and the competitiveness of the Cambodian garment and travel goods sectors are strengthened

- Ongoing and sufficient donor support for the Better Work Programme
- High delivery performance by external partners responsible for implementing certain programme outputs and activities
- Political will and support for the Better Work programme and mission by national constituents in Cambodia, including a willingness and stated commitment to deepen ownership over elements of programme delivery.
- High level support and collaboration from global brands, vendors and intermediaries, including a willingness to (better) align and improve supply chain practices with those promoted by the programme

**OUTCOME 1:** Sustainable improvements in working conditions and business competitiveness in garment factories accelerated, with a special focus on addressing gender discrimination issues

**OUTCOME 2:** A culture of compliance in the industry is enhanced through BFC support provided to tripartite constituents and other industry stakeholders

**OUTCOME 3:** Global retailers, brands and manufacturers influenced by BFC on creating and expanding partnerships in support of the creation of sustained compliance in a competitive and fair garment industry, by the end of 2022.

**OUTCOME 4:** Policies and practices of factories, manufacturers, brands and tripartite constituents informed by data and knowledge provided by BFC

**OUTCOME 5:** Continued improvements in BFC programme governance and engagement by tripartite constituents

- That partners are using BFC's data effectively to improve conditions in factories.
- Requires support and ownership of participating advisory service factories/manufacturers (i.e. they want to improve).
- Availability of suitable strategic partners which can deliver programme activities on time and to expected quality standards.

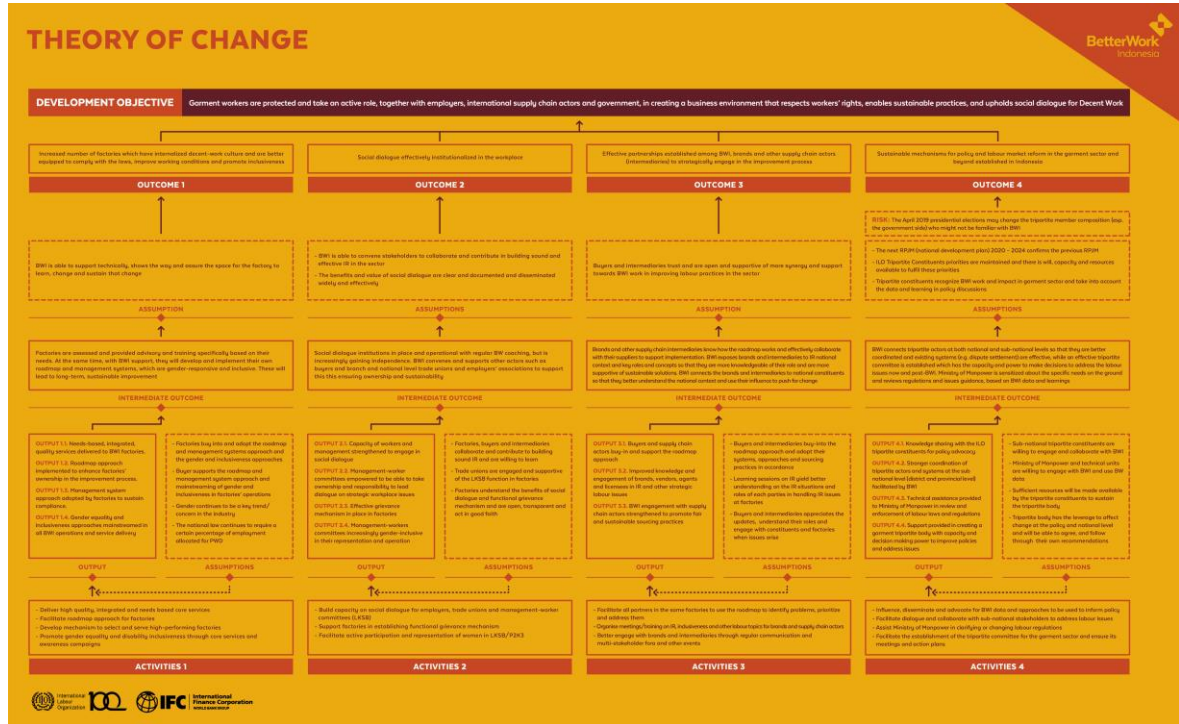
- The institutional environment to create synergies between BFC and the Royal Government of Cambodia (RGC) remains.

- That partners are committed to working on improving the competitiveness and working conditions in the garment sector.
- There is a commitment by buyers to continue to challenge industry wide issues with BFC.

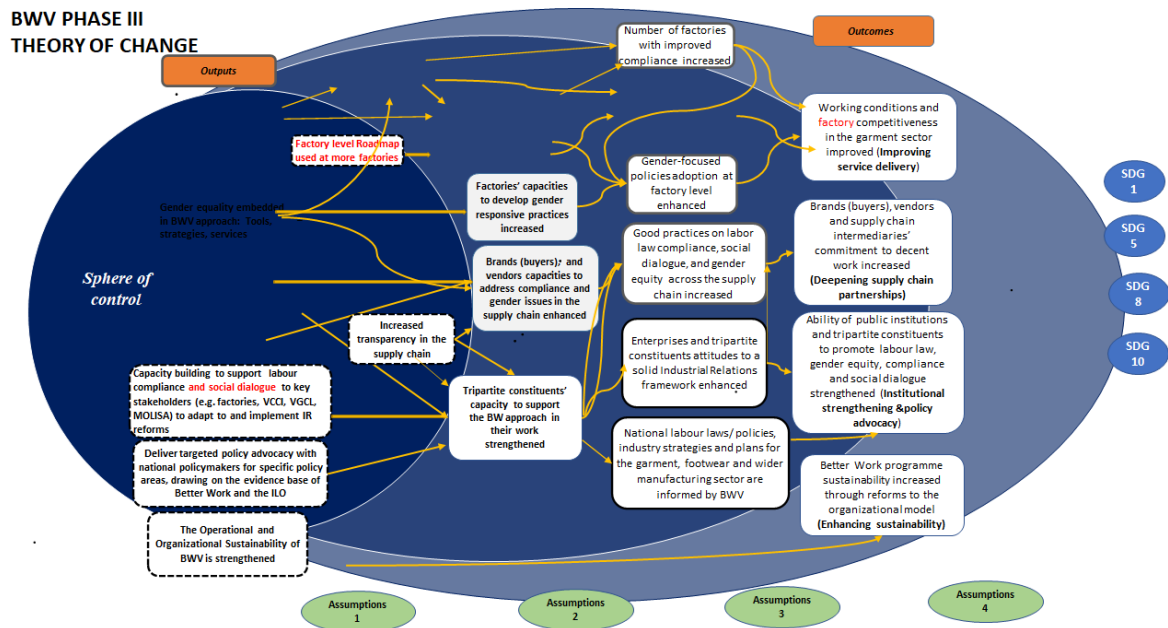
- That external stakeholders and partners will use information created by BFC to improve business practices.

- Political will and support for the BFC, including a willingness and stated commitment to deepen ownership over elements of programme delivery and commitment
- BFC resources (both human and financial) can meet the increasing requests for BFC to work on a variety of industry issues in its current and upcoming phase.
- BFC staff do not commit fraud and corruption which will seriously damage BFC's reputation and credibility.

# Better Work Indonesia



# Better Work Vietnam



## ANNEX VI. BIBLIOGRAPHY

Document – name	Comments
Amplifying Impact Better Work Strategy 2018 - 2020	18-page document outlining the overall BWP strategy
2018-2019 BB Summary Report Final	The 11-page report contains the Building Bridges workshops organized for Cambodian national stakeholders, including labour inspectors, representatives from manufacturers, employers' association (GMAC), trade unions and brands.
BFC Indicators Fiches Draft 25 08 2020	18-pages of KPIs, Baselines and 2020 targets
BFC Stakeholder Consultation Overview October 2018 Final	34-page document. The Stakeholder Consultations: In August 2018 the Better Factories Cambodia (BFC) Programme of the International Labour Organization (ILO) commissioned Sok Xing & Hwang (SXH) to undertake consultations with stakeholders to promote ownership of and support for BFC's work, and to ascertain stakeholders' views on priorities for BFC's next strategy phase.
BFC at a glance 2019	4-page info document giving useful facts and figures
Cambodia Garment Bulletin Issue 9 Final	14-page document from July 2019 includes a statistical overview and analysis on the key characteristics and developments of the footwear sector, both globally and in Cambodia and provides an update of key statistics and analyses trends of the garment, textile, and footwear (GTF) sector in Cambodia.
Cambodia Industrial Development Policy	69-page document from Royal Government of Cambodia on their 2015 – 2025 Industrial Development Policy.
Cambodia UNDAF 2019 - 2023	126-page UNDAF Framework document. Pages 13 and 14 contain reference to the garment industry.
Decent Work Country Programme 2019 - 2023	99-page document. The DWCP prioritizes efforts, resources and partnerships in three core areas: (i) the promotion of decent jobs and sustainable enterprises, linked to formalization and skills development; (ii) strengthening and expanding social protection and occupational safety and health; and (iii) improving industrial relations and rights at work, including addressing sexual harassment and maternity protection.
Plan for Sustainable Compliance – Summary of minutes November 2019	21-page document summarising the Consultations on Plan for Sustainable Compliance of Cambodia's Garment Sector.
Rectangular Strategy 2018 - 2022	68-page document on rectangular strategy encompassing Growth, Employment, Equity and Efficiency to realize the Cambodia Vision of 2050.
Sustained Compliance Workshop Outcomes February 2020	3-page document on the results of a workshop on the Joint Plan for Sustainable Compliance in the Garment, Footwear and Travel Goods Industry.
BFC – Midterm Evaluation Final 2018	133-page evaluation document of the BFC Programme.
BFC – Midterm evaluation summary	4-page evaluation summary
BFC Revised 2020 Workplan	11-page document on Covid-19 impact to outputs / outcomes.

Cambodia Revised Performance Monitoring Plan (PMP) 2020	Excel Spreadsheet on KPIs and revisions due to Covid-19
BFC Evaluative Review 2019 – 2022 Final	6-page document on progress and measuring of progress against outputs and outcomes.
BFC Country Strategy 2019-2022 Updated 2020	35-page strategy document. Useful info on impact assessment and measurement.
BFC Budget Updated 2020	2019 to 2022 spreadsheet on projected budget figures
Performance Monitoring Plan (PMP) Cambodia Updated 2020	26-page logframe and performance plan document.
BFC Country Strategy 2019-2022 Final	38-page strategy document. Useful info on impact assessment and measurement.
BFC logframe phase IV Final	16-page logframe document 2019 - 2022
BFC Risk Register January 2019	10-page risk register
BFC Budget Revised August 2019	Excel Spreadsheet on revised budget 2019 - 2022
Workplan Cambodia Phase IV Revised August 2019	Excel spreadsheet on revised workplan 2019 - 2022
3 <sup>rd</sup> Annual Progress Report (Jan – Dec 2019)	149-page Third Annual Donor Report
Final TPR 2012-2019	20-page Technical Progress Report to USDOL Donor
Final TPR Annex I Workplan	Excel Spreadsheet progress toward outputs / outcomes
TPR Annex II Expenditure Report	Excel spreadsheet on expenditure on staff 2012 - 2019
Annex A Expenditure report for Cambodia April 2019 to January 2020	Four Excel spreadsheets covering expenditure up to January 2020
Annex B OSH Leaflet Cambodia April 2019	2-page OSH leaflet showing correlation between good OSH practices and compliance in general.
BFC TPR Final Jan 2020	Four documents covering TPR from April 2019 to January 2020.
2016 UNDAF Desk Review	66-page document covering strategic approach to coordination within UNDAF.
BWI Gender Strategy Final Sept. 2018	25-page document on how BWI intends to mainstream gender into the Programme.
BWI indicators fiche full DOC	26-page draft document on KPIs for some Programme outputs
BWI needs assessment draft September 2018	25-page needs assessment with decent baseline data.
BWI Performance Monitoring Plan 2019 2022 Final Internal	17-page document on KPIs, progress, risks and assumptions.
DWCP Indonesia 2020-2025 Super Final	41-page Decent Work Country Programme 2020-2025. This is the third DWCP in Indonesia.
List of Stakeholders MTE Phase IV	3-page document containing 48 potential stakeholders for the evaluation.
RPJPN 2005-2025	91-page document on the long term development plan for Indonesia 2005-2025
BWI Communications Strategy 2019 (draft MTE).	16-page communication strategy
BWI Covid FAQs	14-page BWI response to trying to clarify new rules and regulations from government on the BWI stakeholders.
BWI Covid Guidance	11-page guidance document for BWI stakeholders on compliance and providing safe working conditions.
E-Format PKWT Guidelines Book 2018	32-page document Guidelines for the Implementation of Employment Contracts in the Export-Oriented Garment Sector
BWI Gender Infographic	4-page booklet on gender equality and social inclusiveness.
BWI OSH Infographic	6-slide PowerPoint presentation on contributing drivers to OSH non-compliance

Best Practice Transmission prevention Covid-19	6 images on prevention of Covid-19 practices in Indonesian language.
Compilation of features and news	2-page document containing 22 links to articles and features on-line and at the BW website.
Intro to Better Work – Sept 2019 Journalists briefing Final	29-page document. Excellent background and context to BW and BWI.
Media Monitoring Result - Semarang	5-page document Media Monitoring Result on the Visit of UN Resident Coordinator in Indonesia to ILO/BWI Project in Semarang as of 7 October 2019
Final Report Cluster Evaluation BWV Phase 2 and BWI Phase 2 2016	109-page Final Report Cluster Evaluation BWV Phase 2 and BWI Phase 2 2016
Mid-Term Evaluation report	Mid-Term Evaluation of BWI Phase III up to end December 2017 one year before the three-year project ends.
BWI Revised 2020 Workplan	8-page document on Covid-19 impact on outputs and outcomes.
Indonesia Revised PMP 2020	Excel spreadsheet of revised Performance Monitoring Plan considering Covid-19
BWI Country Strategy 2019-2022 Final post evaluability	40-page strategy document for BWI Phase IV
BWI IV TOC Final	1-page Theory of Change diagram for Phase IV
BWI PMP 2019-2022 Final	14-page document on outputs, outcomes and 33 KPIs.
BWI ToC 1 General Final	1-page slightly more polished version of ToC.
BWI ToC outcome	4-page simplified ToC flow chart style illustration
BWI Logframe 2019-2022 Final	15-page logframe document
BWI Phase IV Budget Final	Excel Spreadsheet of budget 2019-2022 (projected)
BWI Phase IV Workplan Final	Excel Spreadsheet on Workplan for all outputs
BWV Revised 2020 Workplan	6-page document on Covid-19 impact on outputs and outcomes.
BWV Revised PMP 2020	9-page document on revised PMPs due to Covid-19
BWV Assumptions 2019	2-page document on key assumptions in meeting objectives
BWV PMP (Final) 2020	11-page update to 2017-2022 PMPs and KPIs.
ToC and LF narrative 2019	6-page document Better Work Vietnam 2017-2020 Evaluative Review Narrative
TOC November 2019	PowerPoint slide schematic of Theory of Change
BWV Budget	5-page budget document 2017-2022 (projected)
BWV Logframe and PMP 2017	13-page LF and PMP document created 2017
BWV Country Strategy 2017-2022	11-page country strategy document for Phase III 2017-2022
BWV 1 <sup>st</sup> Annual Progress Report July 2017-June 2018	95-page BW Stage IV Strategy document. Basically, a report to donors
BWV 2 <sup>nd</sup> Annual Progress Report July 2018- Dec 2018	111-page page BW Stage IV Strategy document. Basically, a report to donors
BW Annex II PMP 2020	7-page document on PMP data for gender issues across BW
BW-Gender Strategy v4	28-page BW Global Gender Strategy 2018-2022
BFC Annex I Gender Results Framework August 2020	3-page gender results framework document mapped against outputs and outcomes.
BFC Project Revision Form Final	10-page document with a focus on gender implementation and some Covid-19 stuff plus a justification for increased spending.
BWV Annex I Gender Results Framework August 2020	Spreadsheet on gender results framework mapped against outputs and outcomes.
BWV Project Revision Form Final September 2020	10-page project revision document justifying increased spending on gender issues.



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Analysis document Indonesia 3 October 2019 - Final	8-page document setting out thinking on sustainability.
BWV Sustainability May 2020	24 slide presentation for internal thoughts on sustainability
BWV TOR Sustainability Dec 2019	7-page document on sustainability strategy
Draft ILO-BFC Consultations Presentation Revised Simplified Version 3 January 2020	15 slide presentation on sustainable compliance workshop
Final Sustainability OMT_October 2019_Arial	10 slide presentation on BWG sustainability progress
Foundation Strategic Paper 15 <sup>th</sup> March 2019	17-page paper containing scenarios and hypothetical outcomes from those scenarios vis=a-vis sustainability
Future of the Foundation	20 slide presentation on stakeholder perception of BWI and the foundation
Guidance note sustainability version 30 April 2019	12-page document including exit indicators for sustainability across all programmes
Jordan Apparel Strategy – June 2020 – Draft 0	51-page document on the Jordanian Apparel Strategy (very little on sustainability)
Minutes Sustainability Workshop Bangkok April (year not stated assume 2019)	15-page document which appears to be the forerunner of the guidance note on sustainability of 30 April 2019.
MoL-ILO MoU 05.21.20	14-page Jordanian MoU
Next steps BWI Dec 2019	6-page BWI document outlining future steps for sustainability
Plan For Sust Compl Consultation Minutes confidential	36-page document on BFC sustainable compliance and the position of all major stakeholders in the sector.
PPT for AC Nov 2019	1- slide – basically a ToC for sustainability
Review of efforts to strengthen national institutions for MG	10-page briefing paper for Management Group .
Roadmap to sustainability BWI 2019-2022 v1	12-page document on BWI sustainability Roadmap including activities and milestones.
SECO October 17 2019	24 slides on BW and SECO future cooperation framework (2021-24)
SusSessOMTMay2019	15 slides on BW Programmes and messaging on sustainability
Sustainability map for OMT Oct 2019	6-page document on sustainability looking at knowledge, skills, attitude, and culture.
Sustainability Slides with Notes_ January 2020	22-page PowerPoint with notes on Programme success but not really about sustainability.
Sustained Compliance Workshop Outcomes Feb 2020	3-page document on workshop which basically condenses the 36-page confidential minutes document (above).
ToC BWJ Phase III - Narrative-Final	7-page document on BWJ Phase III

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