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iTrack

Evaluation

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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Acronyms

| | |
|----------------|--|
| ACT | Action, Collaboration, Transformation initiative |
| ACT/EMP | Bureau for Employers' Activities |
| ACTRAV | Bureau for Workers' Activities |
| BMZ | German Federal Ministry for Development Cooperation |
| CAMFEBA | Cambodian Federation of Employers and Business Associations |
| CO | Country Office |
| CTA | Chief Technical Advisor |
| CSR | Corporate Social Responsibility |
| DO | Direct Observation |
| DWCP | Decent Work Country Programme |
| DWT | Decent Work Technical Support Team ('Decent Work Team') |
| EBA | Everything But Arms |
| EU | European Union |
| FGD | Focus Group Discussion |
| GIZ | Deutsche Gesellschaft für Internationale Zusammenarbeit |
| GLU | Global Labour University |
| GMAC | Garment Manufacturers Association in Cambodia |
| GSP | Generalised Scheme of Preferences (European Union) |
| GSSF | Garment Sector Stakeholders Forum |
| ILO | International Labour Organization |
| ILS | International Labour Standards |
| INWORK | Inclusive Labour Markets, Labour Relations and Working Conditions Branch |
| IO | Immediate Objective |
| JPO | Joint Projects Office |
| KII | Key Informant Interviews |
| LSGSC | Labour Standards in Global Supply Chains (project) |
| MOU | Memorandum of Understanding |
| MOLVT | Ministry of Labour and Vocational Training (Cambodia) |
| MOOC | Massive Open Online Course |
| MoM | Ministry of Manpower (Indonesia) |
| P&B | Programme and Budget |

PBF Pakistan Buyers Forum

PBS Pakistan Bureau of Statistics

RGC Royal Government of Cambodia

ROAP Regional Office for Asia and the Pacific (of the ILO)

SIDA Swedish International Development Cooperation Agency

SLSG Social and Labour Standards in the Textile and Clothing Sector in Asia (GIZ project)

TOC Theory of Change

TOT Training of Trainers

Executive Summary

Project and evaluation overview

The Evaluation Office of the International Labour Organization (ILO) commissioned an independent final evaluation of phases II and III of the Labour Standards in Global Supply Chains (LSGSC project), an ILO development cooperation project funded by the German Federal Ministry for Development Cooperation (BMZ) and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on behalf of the BMZ with a total budget of approximately USD \$5.1 million. The evaluation covered the project implementation period from 8 December 2015 to 31 December 2018.

There are a range of challenges within global garment sector supply chains that affect working conditions. These challenges relate to minimum wage adjustment systems; systems of industrial relations; collective bargaining; labour inspection regimes; compliance with national and international labour standards (ILS); precarious employment and long working hours; dispute resolution and other issues. Poor working conditions affect women disproportionately, since women comprise the majority of workers in the sector in all major garment-producing countries in Asia other than Pakistan. The LSGSC project sought to address a range of these problems, particularly those related to wage-setting, collective bargaining, and compliance with labour standards.

The overall objective of LSGSC was to improve the lives of workers and increase decent work opportunities in the global garment sector supply chain, starting with three main beneficiary countries: Cambodia, Indonesia, and Pakistan. The project had three immediate objectives:

Immediate Objective 1 (IO1): Systems for participatory and evidence-based minimum wage-fixing, wages policy, and collective bargaining will have been improved in the target countries.

Immediate Objective 2 (IO2): Systems for assuring labour standards compliance at the factory level will have improved in the target countries;

Immediate Objective 3 (IO3): Institutional capacity of tripartite partners to respond to labour standards challenges in the global garment sector supply chain will have improved.

Towards these objectives, LSGSC organized activities at factory, country, regional, and global levels. Gender was addressed as a cross-cutting issue.

The purpose of this final independent evaluation was to promote accountability and learning by assessing the project's relevance, effectiveness, resource-use efficiency, management effectiveness, impact orientation and sustainability. The evaluation likewise documents challenges, lessons-learned, good practices, and recommendations to guide its main target audience, the ILO and ILO's tripartite partners, on potential follow-up actions and for the design and implementation of future global supply chain projects.

The evaluation team, composed of one lead and one assistant evaluator, conducted data collection via SKYPE and face-to-face meetings in Bangkok (ILO's Regional Office for Asia and the Pacific (ROAP)), Cambodia, Indonesia, and Pakistan during 7 November to 14 December 2018. The evaluators employed qualitative data collection methods including document review, key informant interviews, focus group discussions, and direct observation of some project activities. The lead evaluator also consulted LSGSC as well as Better Work monitoring and evaluation data for Cambodia and Indonesia.

Excluded from the temporal scope of the evaluation is the no-cost-extension of the project from 1 January – 31 March 2019.

Findings and Conclusions

The evaluation found the following seven key findings and conclusions:

1. Overall, LSGSC was well-designed and relevant to stakeholder needs.

The LSGSC project was in line with ILO and ILO constituents' recommendations as articulated and validated in recent global meetings and conferences as well as country-level consultations and research. LSGSC differentiated intervention strategies from country to country and between tripartite partners to fit differing institutional arrangements, roles, capacity and commitment. Interventions likewise fitted with international frameworks on responsible multinational business, ILO Programme and Budget (P&B) indicators and country level Decent Work Country Programmes (DWCPs). LSGSC work on minimum wages especially appeared to fill a niche unfilled by other organizations working to strengthen labour standards in the garment global supply chain, a noteworthy accomplishment considering the large number of organizations and initiatives active in the field.

The project integrated gender concerns into its design and implementation in well-considered ways – in the choice of sector, by considering women's special concerns in project intervention strategies, and by promoting women's participation and, in some cases, leadership. The needs of other groups often affected by discrimination such as persons with disabilities, were not explicitly addressed by the project.

2. LSGSC interventions to promote participative and evidence-based minimum wage setting mechanisms ranged from very successful to modestly successful depending on the target country.

LSGSC was largely successful in achieving its intended outcomes on promoting participative and evidence-based minimum wage setting mechanisms in its three target countries. Cambodia is a LSGSC success story of effective support for minimum wage-setting mechanisms reform with notable outcomes in terms of improving the wage-negotiation process as well as in terms of raising actual wages while maintaining the garment industry's competitiveness. In Pakistan and Indonesia, outcomes-to-date measured by actual changes in practices are more modest. In Indonesia, the project has provided initial inputs for reform and created demand for follow-up support, but the project's ultimate influence on wage policy is still to be seen. In Pakistan, where minimum wage setting is devolved to provincial minimum wage boards, project capacity building has produced a demonstrable outcome in one province with reports of changes in wage board members awareness in two other provinces sampled during the evaluation. In all three countries, LSGSC effectively leveraged ILO wage specialist expertise and produced useful research that guided project and constituent decision-making. Project research on wages and home-based and informal sector workers and other complementary activities contributed expanding minimum wage coverage in provincial-level regulations in Sindh province in Pakistan, a noteworthy accomplishment, notwithstanding that enforcement of statutory minimum wage laws remains a significant challenge in the country context.

3. Project outcomes-to-date promoting collective bargaining in target countries were good but limited in reach. Cambodia may be an exception.

LSGSC contributions to negotiations of a first-of-its-kind sector-wide collective bargaining agreement in Cambodia was an ambitious strategy, although its outcome is still to be seen. Project contributions to promoting collective bargaining in Indonesia and Pakistan were modest due to the scale of the programmes and limited prospects for institutionalization. However, the capacity building methodology utilized by the project was largely effective in terms influencing factory-level bipartite Collective Bargaining Agreement (CBA) negotiations and in Indonesia especially has potential for scaling-up. LSGSC interventions in

Indonesia also created an opening for possible future work on strengthening labour dispute settlement mechanisms.

4. The LSGSC global component contributed to the project's overall value, even if its linkages to country-level work were stronger in some cases than others.

The LSGSC project made a modest financial contribution to ongoing Better Work programmes in Cambodia and Indonesia aimed at improving garment factory compliance with international and national labour standards. Impact evaluations of Better Work programmes provide evidence of compliance improvements. In addition, Better Work engaged in productive dialogue and cooperation with other LSGSC project implementing units, especially by providing access to Better Work compliance data and facilitating LSGSC contacts with relevant garment sector stakeholders for policy-level work.

INWORK's global component activities produced quality research contributing evidence and awareness on key factors affecting decent work and wages in garment sector global supply chains, especially the impact of purchasing practices on decent work. LSGSC's global component also contributed to producing online courses on decent work and fair wages in global supply chains, and ILS that ultimately were accessed by around 14,000 trade union members and other relevant stakeholders, who found the content useful. Global and country level activities, although broadly relevant, did not all join-up to enhance project effectiveness except in a few instances such as in the development of the ILO's Minimum Wage Policy Guide which was produced with the support of LSGSC and translated and used by the project in its country-level activities.

5. Overall, the LSGSC project was efficient managing project resources.

The ILO put together an effective project management team and capitalized extensively on the technical expertise of ILO's regional specialists in project activities. Even with its limited external visibility, and repeated donor extensions via short project implementation phases, project planning and resource allocation decisions were overall good. LSGSC Phase II and III programme and budget delivery rates were high, with some divergence among implementing units. LSGSC appropriately allocated the largest budget to country level activities where the need was the greatest. Although all sets of activities delivered by the project were worthy of project funding, spreading the LSGSC project budget over seven implementing units may not have been the most rational strategy, especially considering the relative disconnect between some regional and country-level activities and global activities. Nevertheless, bringing all the implementing units together under the umbrella provided by LSGSC contributed to modest improvements in communication and collaboration between the ILO units involved in the project around a common focus on global supply chain issues in the garment sector.

LSGSC cooperation with other relevant development partners and stakeholder initiatives including the GIZ-implemented Social and Labour Standards in the Textile and Clothing Sector in Asia (SLSG) regional project was limited largely due to their differences in target countries, country-level partners and strategic objectives but appeared to seize relevant opportunities to share information and expertise. In addition, LSGSC leveraged external GIZ resources at both the country-level (in Pakistan) and at the regional-level (for example in the context of a regional-level workshop convened jointly by the LSGSC and SLSG projects in March 2017, and a smaller-scale regional conference event in November 2018). The ILO was effective in limiting duplication of LSGSC vis-à-vis its concurrent related development cooperation projects and was effective in building on the accomplishments of previous projects in the context of LSGSC.

6. The LSGSC produced tangible outcomes that contributed to the project's overall goal.

In Cambodia, LSGSC made significant contributions to the project's goal, as well as broader SDG goals on decent work and employment. In Cambodia, statutory minimum wages have more than doubled since pre-project rates in 2013. In addition, LSGSC support for social dialogue brought relative calm to industrial relations compared to the labour unrest that had preceded the project. Moreover, exports and employment in the garment sector in Cambodia continue to grow despite five successive years of rapidly rising wages. According to key informant reports, the purchasing power of garment workers has increased, and this in turn has had a positive follow-on effect on wages in other labour-intensive sectors of the economy, even if the latter are not yet covered by minimum wage legislation. Through its capacity building programmes, LSGSC strongly anchored improved wage setting mechanisms in national institutions in Cambodia, which is positive for sustainability.

In Indonesia, at the time of the evaluation, LSGSC impact on wage setting mechanisms and the potential scaling-up of the successful pilot enterprise-level collective bargaining activity was unsure. In the absence of additional assistance, sustainable changes in wage setting mechanisms and collective bargaining is unlikely in Indonesia. Although the LSGSC enterprise-level pilot programme on collective bargaining included a Training-of-Trainers (TOT) approach, and was viewed positively by the stakeholders involved, there was no ready strategy to embed the training programme in ILO constituent institutions.

In Pakistan, LSGSC project research contributed to improving provincial legal frameworks on minimum wages in Sindh province, as well as to modest gains in provincial minimum wage board practices. LSGSC interventions in Pakistan were notable for addressing the concerns of the lower tiers of garment supply chains and culminated in extending minimum wage coverage and other legal protections to informal sector workers. Constraining immediate tangible outcomes of these policy-level results, legal enforcement of statutory minimum wage laws in Pakistan remains weak.

7. The LSGSC is developing relevant sustainability strategies.

Although starting late, LSGSC was mounting its exit strategy at the time of the evaluation. The main exit strategies being put forth by the project included the integration of follow-up activities in target country DWCPs, continuing work through regular ILO specialists and Country Office personnel on a smaller scale, raising additional funds for priority initiatives, integrating some follow-up activities in an already-funded development cooperation projects; leveraging ongoing Better Work activities; and/or informing the design and planning for forthcoming pipeline development cooperation projects, such as the recently-signed SIDA-funded 'Decent Work in the Garment Sector Supply Chains in Asia' regional project.

Recommendations

The following five recommendations of the evaluation are addressed to the ILO:

I. The ILO should provide short-term follow-up support:

- Indonesia:
 - *Technical support to government revisions of minimum wage policy prior to finalization of the government's new wage policy planned for 2020.*
 - *Follow-up to anchor collective bargaining training in national institution(s) in Indonesia such as APINDO or MoM; consider potential as value-added Better Work advisory service and/or constituent service.*
 - *Follow-up on wage policy monitoring "balanced score card" mechanism, to extent that stakeholders request follow-up and demonstrate intention to implement monitoring mechanism.*
- Cambodia:

- Support completion of sectoral CBA negotiations in Cambodia, if progress remains likely, including technical support to address current bottlenecks such as the question of ‘Most Representative Status’ of trade unions in the negotiations, and the related issue of the establishment of a garment sector Bargaining Council as a mandated forum for the negotiations, as well as further remaining bottlenecks that may arise as the negotiations proceed.
- Identify and support a suitable institution to produce garment sector technical notes, building on the methodology and utility of the LSGSC Cambodia Bulletin; consider potential of integrating industry research as a value-added Better Work service, and alternative sources of resource support, such as the recently-signed SIDA-funded ‘Decent Work in the Garment Sector Supply Chains in Asia’ regional project.
- Follow-up on wage policy monitoring “balanced score card” mechanism, to extent that stakeholders request follow-up and demonstrate intention to implement monitoring mechanism.
- Pakistan:
 - Follow-up to ensure the Garment Sector Stakeholders’ Forum (GSSF) and Pakistan Buyers’ Forum (PBF) have action plans to continue periodic meetings to the extent there is demand from members; facilitate linkages between the GSSF, PBF and other LSGSC interventions with potential Better Work Pakistan programme.

The above have low to medium resource requirements.

2. The ILO should consider the following intervention areas for medium or long-term follow-up on LSGSC interventions, if funding is available:

- Cambodia:
 - Support the establishment of credible and effective monitoring and dispute settlement mechanisms for sectoral CBA, if agreement reached
 - Support capacity of a garment sector bargaining council, if such a council is established.
 - Provide technical advisory services on extension of minimum wage to new sectors in Cambodia per new (July 2018) minimum wage law and apparent government intentions.
- Indonesia:
 - Follow-up on policy note on “Building a More Effective Industrial Dispute Settlement System in Indonesia” by identifying need for additional technical assistance and investigating potential for identifying donor resources to support larger scale follow-up support to the ILO tripartite partners to implement policy note recommendations.
- Pakistan:
 - Consider a follow-up set of interventions to identify mechanisms to promote payment of statutory minimum wages to home-based and informal sector workers in the garment sector.

The above have medium to high resource requirements.

3. The ILO should develop and implement a strategy on how to capitalize on the LSGSC purchasing practices study.

In addition to planned follow-up research, ILO should consider how it will capitalize on existing partnership with Action Collaboration and Transformation on Living Wages (ACT) and develop other potentially innovative partnerships with organizations engaged in consumer advocacy work and the promotion of good purchasing practices among buyers at the top of global supply chains; possibly also consider partnerships with “sustainable trade” initiatives that link purchasing agreements, support for producer productivity increases, and with producer social compliance improvements. Consideration should be given to existing Better Work “influencing” strategy and Better Work role in strategy.

The above has medium to high resource requirements depending on the scope of the strategies and its implementation requirements.

4. The ILO should develop and test a strategy on how to use knowledge from piecework research in the garment sector at country level.

The above has medium to high resource requirements depending on the scope of the strategies and corresponding implementation requirements.

5. The ILO should continue to invest in innovative online learning resources for ILO constituents.

Future use of existing and potential new courses should allocate appropriate resources to make blended learning approaches (identifying and making local partnerships and collaboration with local trade union leaders) effective.

The above has medium to high resource requirements depending on the scope of the strategies and corresponding implementation requirements.

Good practices

LSGSC featured a variety of good practices that may be useful if replicated in other projects with similar conditions and objectives. In particular:

1. Cambodia Garment and Footwear Sector Bulletin.

Various key informants cited the technical bulletins produced by the project on Cambodia's Garment and Footwear sector as a project good practice. The 'Cambodia Bulletin' supported evidence-based decision-making, a key project theme, by using data to analyse trends and outcomes of policies and programs. Conditions for successful replication of the practice may include producing relatively brief notes in non-academic language, ensuring research is tied to other ongoing work, and publication from a source that is perceived by the constituents as credible and objective.

2. Leveraging regional specialists to deliver technical assistance.

Various ILO programme managers and constituents highlighted the significant contributions of ILO regional wage and industrial relations specialists in support of LSGSC project outcomes. ILO regional specialists involved in the LSGSC project highlighted that the coordination and country-level expertise given by the project's national programme officers and in some cases, national consultants were critical inputs to the effectiveness of specialists.

3. Developing generic capacity building tools for use in multiple countries.

Many ILO programme managers and constituents cited the Minimum Wage Policy Guide as a useful resource. One of the positive outcomes of developing a "generic" versus a country specific guide was that it could be adapted to a variety of country settings and achieved economies of scale.

Lessons learned

The evaluation suggests some lessons learned that may be used to inform the design and implementation of future ILO programmes. In particular:

1. Fewer, more intensive interventions may be better than a larger number of, more scattered, approaches.

The evaluation highlights significant project achievements in Cambodia in terms of supporting the introduction and operation of a more participatory and evidence-based minimum wage setting system for

the garment sector at a national level. To achieve this outcome, LSGSC delivered a well-focused strategy over more than four years, with multiple training workshops and technical advisory sessions tailored to the needs of the various key stakeholders. However, before engaging on an intensive capacity building initiative, it is very important to ensure that stakeholder demand for ILO support is high and meets a critical need.

2. The importance of the scale of impact and/or the scalability of interventions.

Another lesson learned from LSGSC project is the value of achieving scale or at least scalability. Project interventions in Cambodia demonstrated that, in the right circumstances, changes in minimum wages setting practices can affect the lives of hundreds of thousands of workers, at a national level. In Indonesia, LSGSC's programme of work to promote collective bargaining, which trained trainers effectively and which facilitated trainer follow-up work at the factory-level, is also instructive. The LSGSC enterprise-level CBA pilot program included many of the ingredients for both a successful and scalable intervention. However, ILO needed additional time and investment in embedding the approach in one or more national institutions in order to deliver scalable, and sustained impact.

I. Introduction

The Evaluation Office of the International Labour Organization (ILO) commissioned an independent final evaluation of phases II and III of the Labour Standards in Global Supply Chains (LSGSC project), an ILO development cooperation project funded by the German Federal Ministry for Development Cooperation (BMZ) and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on behalf of the BMZ with a total budget of approximately USD \$5.1 million. The evaluation covered the project implementation period from 8 December 2015 to 31 December 2018.

I.1 Project Context

There are a range of practices within global garment sector supply chains that contribute to poor working conditions in garment-producing countries in Asia and elsewhere. Core challenges include:

- Minimum wages in the garment sector are not set in a balanced way that (1) takes into account both the needs of workers and their families as well as economic factors; (2) fully consults workers' and employers' organisations in a participatory manner; and that (3) is evidence-based on sound statistics and data analysis, including adequate monitoring of the impact of minimum wages on workers, enterprises, and the overall economy and competitiveness of the sector.
- Non-compliance with minimum wage laws in the garment sector is widespread, especially in the lower tiers of global supply chains, where there is a high degree of informality.
- Collective bargaining in the garment sector remains relatively rare, while collective bargaining at scales above the enterprise level (including multi-employer and sectoral-level collective bargaining) in the sector is practically non-existent, thus weakening the potential of collective bargaining to raise wages and improve working conditions in the sector.
- Industrial relations challenges, including those related to freedom of association and dispute prevention and resolution, including grievance mechanisms, continue to undermine the attainment of decent work in the garment sector.

These issues affect women disproportionately, for multiple reasons. Women comprise the majority of the workforce in the garment sector in all major garment producing countries in Asia, with the exception of Pakistan. Women in the garment sector receive lower average earnings than men in every major garment producing country in the region, with an average raw gender pay gap in the sector of 18 per cent, based on data analysed by the LSGSC project for nine countries in the region. In Pakistan, one of the LSGSC project countries, the raw gender pay gap in the sector is estimated at around 57.3 per cent.¹

The LSGSC project sought to address a range of these problems, particularly those related to wage-setting, collective bargaining, and compliance with labour standards.

I.2 Project strategy

The development objective of the LSGSC project was to improve the lives of workers and increase decent work opportunities in global garment sector supply chains, starting with the project's three main beneficiary countries: Cambodia, Indonesia and Pakistan. LSGSC Phase II and III shared essentially the same three immediate objectives:

¹ ILO Asia-Pacific Garment and Footwear Sector Research Note Issue 9, 'Gender pay gaps in the garment, textile and footwear sector in developing Asia' (December 2018). Available at: https://www.ilo.org/asia/publications/issue-briefs/WCMS_655334/lang-en/index.htm

Immediate Objective 1 (IO1): Systems for participatory and evidence-based minimum wage-fixing, wages policy, and collective bargaining will have been improved in the target countries.

Immediate Objective 2 (IO2): Systems for assuring labour standards compliance at the factory level will have improved in the target countries;

Immediate Objective 3 (IO3): Institutional capacity of tripartite partners to respond to labour standards challenges in the global garment sector supply chain will have improved.

Annex A contains the project's logical framework ('LogFrame') with a list of outputs for each IO. LSGSC includes activities at factory, country, regional, and global levels with gender considerations cross-cutting all activities. The main LSGSC activities at each of these levels are:

Factory level:

- Pilot enterprise programme to promote effective collective bargaining in garment factories in Indonesia.
- Support to the Better Work Programme (Better Work Indonesia, Better Factories Cambodia, and Better Work Global) including core Better Work services to strengthen bipartite mechanisms and stakeholder capacity at the factory level to drive improved compliance with labour standards.

Country level:

- Providing information and analysis regarding wages and working conditions in the garment sector in the target countries, as well as information about competitiveness in the sector;
- Training ILO constituents in wages policy, minimum wage adjustment principles, economic and social statistics, collective bargaining, negotiation skills, and other areas;
- Providing technical advice to policymakers, particularly government, on the design of minimum wage setting and monitoring mechanisms and laws and institutions related to collective bargaining and the prevention and resolution of industrial disputes; and
- Playing a convening role with governments, workers and employers and other key stakeholders (including, in Pakistan, international apparel brands) to facilitate social dialogue on core issues affecting the garment sector.

Regional level:

- Providing comparative regional information and analysis regarding wages and working conditions in major garment producing countries in Asia, including countries other than the three immediate main target countries;
- Convening ILO constituents at the regional level to identify common challenges and share information and good practices on minimum wage setting, collective bargaining and other issues affecting working conditions in the garment sector through regional workshops.

Global level:

- Conducting research on the global dimension of supply chains, including purchasing practices and wage practices that can assist constituents in supply chains;
- Investigating and outlining approaches that have worked elsewhere to improve collective bargaining arrangements;
- Developing training materials on wages policy and collective bargaining that can be applied in the target countries and elsewhere;

- Collecting information about wages and working conditions in the garment sector, and the operation of supply chains, that can be used in wage negotiations and policy deliberations; and
- Training worker representatives in the operation of supply chains and wages policy, through Global Labour University (GLU) online and blended learning courses.

Seven (7) ILO management units implemented LSGSC: A unit within the country office (CO) of each target country (i.e. CO-Jakarta, CO-Islamabad and the Joint Projects Office [JPO] Phnom Penh), a Regional Office for Asia and the Pacific (ROAP)-based unit hosting the project's Chief Technical Advisor (CTA) charged with regional and country level coordination under the direction of the ROAP Deputy Regional Director, and the project's Programme Assistant, as well as three (3) Geneva-based units: Better Work Global, the Bureau for Workers' Affaires (ACTRAV) and the Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK). INWORK had a dual role with respect to the project, implementing global-level activities on the one hand, and technical backstopping on the other. The LSGSC implementation team included ten (10) full-time staff – two in Bangkok, three in each of Cambodia and Pakistan, and two in Indonesia.

1.3 LSGSC project's Theory of Change (TOC)

The LSGSC project did not explicitly highlight its theory of change (TOC) in project documents. Based on the project's logical framework, the evaluator constructed the following TOC for the project.

If:

- (1) Minimum wage-fixing systems in target countries are evidence-based and participatory;
- (2) Workers and employers in the garment sector in target countries engage in effective collective bargaining;
- (3) Systems to assure factory-level compliance with labour standards in target countries are effective; and
- (4) Globally, governments, workers' organizations, and employers' organizations can respond effectively to labour standards challenges in global supply chains in the garment sector;

Then:

- (1) Wages applicable to the garment sector in target countries will more appropriately reflect social and economic developments, consider the needs of workers and their families, and take into due account the perspectives of the social partners;
- (2) Collective bargaining agreements will be reached at factory and/or sectoral-level in target countries reflecting the interests of employers and workers in the garment sector in the project's target countries, and therefore lead to improved working conditions;
- (3) Factory-level compliance in target countries with ILO core labour standards and national legislation will improve, resulting in improved working conditions;
- (4) Policies, practices and institutions that shape wages and working conditions in the garment sector will improve.

So that ultimately:

The lives of garment workers will improve and opportunities for decent work in garment sector global supply chains will increase.

For the above to be true, the ILO assumed that ILO constituents and other stakeholders would work committedly with LSGSC project staff and the field-based and HQ-based ILO technical specialists closely involved in the project, and would capitalize on project outputs, and that other political, social and economic factors beyond the control of LSGSC would not significantly limit project results.

2. Evaluation Overview

2.1 Evaluation Purpose, Scope, Users and Objectives

The overall purpose of the final evaluation was to promote accountability and strengthen learning among its main users: The ILO, ILO constituents and the donor.

The evaluation set out to answer the key evaluation questions listed in the table below:

Table 1 Evaluation Questions

| |
|---|
| <p>Relevance</p> <p>To what extent has the LSGSC project addressed the needs of tripartite constituents at the country-level in Cambodia, Indonesia and Pakistan?</p> <p>To what extent is the LSGSC project aligned with national, regional and global strategies to promote labour standards in garment sector global supply chains?</p> <p>To what extent has the experience of LSGSC project Phase I and the evaluation already undertaken of Phase I been utilized to inform design and implementation of the subsequent Phase II and Phase III of the project?</p> <p>To what extent have tripartite constituents, as well as other relevant stakeholders and relevant partners been involved in the design and implementation of Phase II and Phase III of the LSGSC project?</p> <p>To what extent has the design of Phase II and Phase III of the LSGSC considered the institutional arrangements, roles, capacity and commitment of relevant stakeholders?</p> <p>To what extent did the design of Phase II and Phase III of the LSGSC project identify and integrate specific targets and indicators to capture gender equality and non-discrimination concerns, and concerns regarding people with disabilities?</p> |
| <p>Effectiveness</p> <p>To what extent has the LSGSC project achieved its intended outcomes?</p> <p>How effective were LSGSC project strategies for achieving LSGSC project outcomes?</p> <p>To what extent has the LSGSC project identified and then engaged with the right stakeholders at the country-level?</p> <p>To what extent has the LSGSC project delivered quality and quantity outputs?</p> <p>To what extent are tripartite constituents, as well as other relevant stakeholders and target groups satisfied with the services and outputs delivered by LSGSC project?</p> <p>To what extent are tripartite constituents and other key stakeholders using the outputs produced by the LSGSC project?</p> <p>What key challenges have detracted from the effectiveness of LSGSC project activities?</p> |
| <p>Management Effectiveness</p> <p>How effectively has the LSGSC project leveraged resources through its comparative advantages (including tripartism, international labour standards, ILO Decent Work Teams in Bangkok and Delhi, HQ etc.) and/or cost-sharing or in-kind contributions to complement its resources? (e.g. from project partners, other ILO development cooperation projects, inter-agency collaborations and/or private sector contributions).</p> <p>To what extent is the LSGSC project working effectively with other ILO development cooperation projects in order to maximize impact and minimize duplication of efforts?</p> |
| <p>Efficiency</p> <p>Are the staffing structures and resourcing of activities (noting national/regional and policy/service delivery at minimum) contributing to the quality of performance and impact of the LSGSC project?</p> <p>Have LSGSC project activities been completed on-time/according to logical phasing and sequencing anticipated by the project document? If not, what are the factors that have hindered timely delivery and what are the counter-measures that have been taken to date to try to address these issues?</p> |
| <p>Impact and Sustainability</p> <p>To what extent has the LSGSC project contributed to improved wages and working conditions for garment workers?</p> |

To what extent has the LSGSC project contributed to strengthening collective bargaining in the garment sector in the target countries?

To what extent has the LSGSC project contributed to improving labour standards compliance at the factory level in the target countries?

To what extent has the LSGSC contributed to improving institutional capacity of tripartite partners to respond to labour standards challenges in the global garment sector supply chain?

To what extent has the LSGSC project contributed towards gender equality and non-discrimination? And to inclusion of people with disabilities? To what extent have the project's interventions contributed to and/or brought lasting changes in norms and policies that favour and/or promote gender equality and non-discrimination?

To what extent has LSGSC project been successful in terms of advancing consensus on how to achieve relevant project objectives at a regional-level?

What influence has the LSGSC project had on the development of relevant policies and practices at national, regional and global levels?

To what extent could LSGSC project interventions be replicated in other countries in the region? What project approaches could potentially be replicated in other countries, either in a potential next phase of the LSGSC project itself, or otherwise in the context of future actions and interventions by ILO its partners and constituents?

To what extent are the outcomes and interventions of the LSGSC project likely to be sustainable beyond the life of the project?

Was a phase-out strategy designed and planned to ensure sustainability of project interventions and outcomes? What steps were taken to implement this strategy?

To what extent are the results of LSGSC project interventions likely to have a long-term, sustainable, and positive contribution towards achievement of relevant SDG goals, targets, and indicators?

Cross-cutting Issues

To what extent has gender and non-discrimination, and inclusion of people with disabilities been addressed in the design and in the implementation of the LSGSC project? What interventions have been applied to address gender issues?

To what extent has the LSGSC project promoted social dialogue in respect of garment sector global supply chains (at the country, regional, and global level)?

The evaluation covered the full global operations of LSGSC Phase II and III during the period from 8 December 2015 to 31 December 2018. The relevant ILO project codes of the operations covered by the evaluation are RAS/17/50/DEU, RAS/15/09/DEU, and RAS/15/56/DEU. Excluded from the temporal scope of the evaluation is the no-cost-extension of the project from 1 January – 31 March 2019. The full evaluation terms of reference are included in Annex B.

2.2 Data Collection Schedule

The evaluation team, composed of one Lead Evaluator and one Co-Evaluator, conducted data collection via face-to-face meetings during fieldwork in the LSGSC project's three project target countries Cambodia, Indonesia, and Pakistan during 7 November – 12 December 2018, as well as via Skype and telephone calls and meetings at the ROAP office in Bangkok.

2.3 Data Sources

The evaluators mainly relied upon qualitative data collection methods including document review, key informant interviews (KIIs), focus group discussions (FGDs), and direct observation (DO) of some project activities. The lead evaluator also consulted to LSGSC and Better Work monitoring and evaluation data for Cambodia and Indonesia.

2.3.1 Sampling

The evaluators collected data on the perspectives and experiences of key stakeholders involved in the LSGSC project on all implementation levels (factory, country, regional, global) using a purposeful sampling technique (see list of persons consulted in Annex E). The team sampled representatives from all key

stakeholder groups: ILO officials, donors, ILO constituents (Government and Workers and Employers Organizations' representatives), buyers, as well as representatives of other ILO and external (e.g. GIZ) development cooperation projects and non-government organizations (NGOs) and civil society organizations (CSOs) working on supply chain issues in the project target countries and Asia region.

Overall, the final informant sampling allowed the evaluators to compare the perspectives of different key stakeholder groups and cross-check and fill gaps in LSGSC reporting. Although more men than women participated in interviews and discussion groups, the proportion was a fair reflection of the roles played by men and women in the project, as well as within the senior leadership of constituents in the sector in the project's target countries.

2.3.2 Key Informant Interviews

The evaluators interviewed 92 individuals (30 females and 62 males) from various stakeholder groups. The evaluators interviewed informants individually or in small groups in face-to-face interviews in the ROAP office in Bangkok, and in each project target country (Cambodia, Indonesia and Pakistan) or by phone/SKYPE.

Table 2 Key Informant Interviews distribution by project implementation unit and sex

| Unit | Male | Female | Number of interviewees |
|--|------|--------|------------------------|
| ILO regional specialists and current and former regional LSGSC personnel | 12 | 2 | 14 |
| Cambodia: | | | |
| ILO Personnel | 3 | 3 | 6 |
| Government | 1 | 0 | 1 |
| Workers and Employers | 9 | 4 | 13 |
| Other | 2 | 2 | 4 |
| Indonesia: | | | |
| ILO Personnel | 1 | 3 | 4 |
| Government | 1 | 2 | 3 |
| Workers and Employers | 5 | 1 | 6 |
| Pakistan: | | | |
| ILO Personnel | 3 | 3 | 6 |
| Government | 5 | 3 | 8 |
| Worker and Employers | 9 | 0 | 9 |
| Other | 2 | 2 | 4 |
| INWORK | 5 | 0 | 5 |
| BMZ | 1 | 0 | 1 |
| Better Work Global | 2 | 2 | 4 |
| ACTRAV | 1 | 1 | 2 |
| PARDEV | 0 | 1 | 1 |
| SECTOR | 0 | 1 | 1 |
| TOTAL | 62 | 30 | 92 |

The evaluators conducted project stakeholder interviews using protocols adapted to each stakeholder group and featuring open ended questions (see the evaluation matrix in Annex C for sample questions).

2.3.3 Focus Group Discussions

The evaluation included three (3) focus group discussions with project stakeholders. The focus group discussion explored key stakeholder perspectives on LSGSC capacity building activities effectiveness and results as well as contextual issues affecting progress on project objectives.

Table 3 Focus group participants disaggregated by sex

| LSGSC Final Evaluation FOCUS GROUPS | Male | Female | Total Participants |
|---|------|--------|--------------------|
| Indonesia | | | |
| National Wage Council representatives (beneficiaries of ILO technical assistance and training activities) | 5 | 1 | 6 |
| Enterprise bipartite committees (in two factories) | 4 | 5 | 9 |
| Pakistan | | | |
| Provincial Committee on Labour Laws (Karachi) | 2 | 1 | 3 |
| TOTAL FGD Participants | 11 | 7 | 18 |

2.3.4 Direct observation

The lead evaluator attended a LSGSC workshop in Cambodia on minimum wage monitoring for tripartite stakeholders. Evaluation direct observation activities allowed the lead evaluator to observe delivery of a capacity building activity and assess stakeholder participation.

2.3.5 Document Review

The lead evaluator reviewed the following document types:

- Project documents: project proposal, work plan, M&E framework, progress reports, activity reports;
- Project products: studies, manuals, and training modules;
- Better Work annual compliance reports; and
- Target country government reports.

Annex D includes a full list of documents consulted.

2.3.6 Evaluation Debriefs

The lead evaluator debriefed ILO officials in Jakarta, Phnom Penh, and Bangkok on initial fieldwork findings and gathered feedback from participants to contribute to formulation of final findings, conclusions, and recommendations.

2.3.7 Evaluation Limitations

The lead evaluator was aware of potential bias risks in data collection. These potential biases included recall (accuracy of key informant recollections including their ability to distinguish between different ILO projects in the same country), selection (potential that involvement of project personnel in the selection of evaluation key informants could lean toward selection of individuals with favourable views of the project) and response (potential that key informants respond in ways that they think are expected and/or will favour follow-on support). To mitigate these biases, the evaluators interviewed a wide variety of stakeholders, including some not suggested by the project management team, and compared their responses. They probed informant answers to help facilitate accurate recollection. Finally, the evaluators

initiated all key informant interviews and the focus group discussion with an overview of the evaluation objectives, explaining that the evaluation was not an audit exercise but was designed to facilitate learning to help guide future projects.

3. Findings

3.1 Relevance and Design Validity

To evaluate LSGSC relevance and design validity, the evaluators assessed LSGSC alignment with ILO's country, regional and global strategies to promote labour standards in garment sector global supply chains. The evaluators likewise examined the extent that the project appropriately addressed ILO tripartite constituents' needs, especially at the target country-level. In its analysis of the former, the evaluation considered the extent that tripartite constituents and other relevant stakeholders participated in project design and implementation as well as how well project implementation strategies considered the institutional arrangements, roles, capacity and commitment of relevant stakeholders. Finally, in this section, the evaluation report assesses the extent that LSGSC evolved from Phase I to phases II and III based on the internal Phase I evaluation findings, conclusions and recommendations.

3.1.1 Alignment with existing ILO and ILO constituents' international, regional and national agendas on decent work

LSGSC was well-aligned with key international, regional and national agendas on decent work:

- Sustainable Development Goals: Goal 8 calls for “sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all” and highlights the importance of achieving equal pay for work of equal value, as well as protecting labour rights. Goal 10 seeks to “reduce inequality within and among countries”, emphasizing income growth of the bottom 40 per cent of the population, the elimination of discrimination, as well as the adoption of policies, especially fiscal, wage and social protection policies to progressively achieve greater equality.²
- Multinational frameworks on sustainable supply chains: Includes a variety of actions to be taken by government and responsible businesses to uphold ILS within global supply chains such as ensuring due diligence and remediation on the part of business and strengthening and enforcing national legislation on the part of producing and importing countries.³ The LSGSC project collaborated directly with Action, Collaboration and Transformation (ACT), a coalition of international brands and retailers, manufacturers, and trade unions to address the issue of living wages in textile and garment supply chains,⁴ and with the Ethical Trading Initiative (ETI).⁵
- ILO programme and budget (P&B) 2016-2017 and 2018-2019: In both plans, outcome I is on “More and better jobs for inclusive growth and improved youth employment prospects,” outcome eight aims at “Protecting workers from unacceptable forms of work,” and outcome 10 calls for “Building strong and representative Workers’ and Employers” Organizations. In the 2018-2019 biennium, Outcome 7 calls for promoting safe work and workplace compliance including in global supply chains.
- ILO and ILO constituents’ recommendations articulated and validated in high level tripartite meetings: The Global Dialogue Forum on Wages and Working Hours in the Textiles, Clothing, Leather and Footwear Industries, held in Geneva in September 2014, issued recommendations on (1) assisting

2 Minimum Wages: An Introduction: https://www.ilo.org/global/topics/wages/minimum-wages/WCMS_458660/lang--en/index.htm

3 Key multilateral frameworks include the OECD Guidelines for Multinational Enterprises, the UN Guiding Principles on Business and Human Rights, and the ILO Declaration of Principles Concerning Multinational Enterprises and Social Policy.

4 The LSGSC project collaborated with ACT in Cambodia to support sectoral collective bargaining negotiations.

5 The LSGSC project collaborated with ETI in its research on purchasing practices and decent work in global supply chains.

constituents to develop data systems to analyse wage, productivity and employment in the sector, (2) encouraging collective bargaining, (3) strengthening compliance and (4) undertaking research and comparative analysis at a global level. The 2016 International Labour Conference on Decent Work in Global Supply Chains proposed five action areas: (1) Knowledge generation and dissemination; (2) Capacity building; (3) Effective advocacy in decent work in global supply chains; (4) Policy advice and technical assistance; and (5) Partnerships and policy coherence.

- ROAP priority work areas: The ILO regional priority regarding “Labour Market Governance in Asia and the Pacific” sets out four key work areas: Labour market reforms, Industrial relations, Labour administration and Social dialogue.
- Decent Work Country Programs (DWCP) in Cambodia, Indonesia and Pakistan: In Cambodia, the LSGSC project fits under two of three priority areas, “promoting industrial relations and rights at work,” and “promoting an enabling environment for sustainable employment growth and sustainable enterprises.” In Indonesia, the project fell under the priority on promoting sound industrial relations. In Pakistan, project activities fell under the DWCP priority area on “strengthening compliance with International Labour Standard[s] through social dialogue.”

3.1.2 Alignment with ILO tripartite constituents needs and priorities in target countries

The garment sector is a significant employer and export industry in all three target countries, a factor underlining project relevance to ILO constituents. In Cambodia, the garment sector is the top provider of formal sector jobs, employing nearly 700,000 workers, 85 per cent of whom are women. In Indonesia, the garment sector is one of the five main manufacturing industries, and currently contributes to approximately 10-12 percent of employment, with women comprising more than 80 per cent of the sector workforce. In Pakistan, textiles and garments are together the country’s largest industry with a 46 per cent share of total manufacturing, account for 67 per cent of exports, and in 2014-2015 employing 4.2 million workers, two-thirds of whom are men, an exception to the regional trends of a predominantly feminized garment sector labour force.

According to ILO program managers and stakeholder feedback, project workplans were adapted to the needs of constituents and local opportunities and constraints as articulated (1) during consultations held in the early implementation stages⁶, (2) highlighted in the findings of project research, and (3) based on ILO specialists and program officer country knowledge and expertise. Project workplans and progress reports show that LSGSC strategies and implementation differed significantly between the projects’ three target countries. For example, in Cambodia, LSGSC worked intensively on increasing tripartite constituent capacity to understand, collect and analyse data to monitor minimum wages during the entire life of project, an approach neither immediately relevant in Indonesia in the absence of participatory wage consultations, nor in Pakistan where minimum wages are largely determined through a political process with little awareness of alternative approaches, such as the evidence-based and participatory approaches promoted by the ILO.

In all LSGSC target countries, ILO country programme officers indicated they ensured project coherence with existing country strategies including DWCPs and held regular consultations with tripartite partners to assess evolving needs and obtain feedback. In Indonesia, in addition to quarterly country program-wide consultations with ILO constituents, the project established a specific Project Advisory Committee (PAC) to facilitate information sharing and constituent oversight of project activities. In both Indonesia and

⁶ One government official in Pakistan highlighted his/her disappointment that consultations were not organized with ILO tripartite constituents prior to finalizing the project document but indicated they occurred later during implementation. An ILO official explained that LSGSC was developed at the global level in consultation with the donor which constrained consultations in the early design phase.

Cambodia, the presence of Better Work facilitated outreach to garment sector stakeholders whereas in Pakistan, the project created and/or supported two key stakeholder forums: The Garment Sector Stakeholders' Forum (GSSF) and the Pakistan Buyers' Forum (PBF) in order to facilitate the active participation of relevant external stakeholders in project planning and design.

Wage-related LSGSC activities in target countries were demand-driven in Cambodia and Indonesia

LSGSC project support for participatory and evidence-based minimum wage setting systems was demand-driven in Cambodia and Indonesia, but less so in Pakistan, where the project started with research and awareness raising and later capitalized on the former to begin direct support to provincial wage boards. Based on the accounts of ILO programme managers, in both Cambodia and Indonesia, the project began in a context in which minimum wage was a highly political and contentious issue that was often featured in the national news.

Cambodia: In Cambodia, the commencement of the project followed an extended period during which minimum wages – coverage of which extends only to the garment sector and not to other sectors or occupations – had been stagnant, a trade union campaign to increase wages, and in early 2014 violent protests that ended in the death of five workers. Labour unrest on minimum wage, which was a particularly salient feature of the pre-project context in Cambodia, threatened the country's most important export industry and the main provider of formal sector jobs, making action urgent. According to ILO specialists and project documents, the government specifically requested ILO assistance to find a solution and, even before the LSGSC project began, initial tripartite consultations had laid the groundwork for project interventions.

Indonesia: Indonesia's minimum wage system is more complex than that of Cambodia, with more than 100 different rates depending on the province, municipality and sector. In Indonesia, statutory minimum wages apply to many sectors and occupations, whereas in Cambodia statutory minimum wage coverage applies at the time of writing only to the garment sector. In 2015, the Government of Indonesia promulgated a new minimum wage policy that established a fixed formula (known as 'PP78') to determine annual minimum wage increases for the following five years. Workers' Organizations were especially unhappy with the new policy because it eliminated annual tripartite social dialogue on minimum wages. Whereas in Cambodia, LSGSC was responding to a direct government request for assistance, in Indonesia, the government did not request ILO assistance regarding minimum wage setting mechanisms and was not initially receptive to receiving ILO assistance in this area, according to ILO programme managers. Initial project activities on wages were mainly to facilitate tripartite social dialogue on the issue. It was not until 2017, following a meeting between the project and the ILO regional wage specialist and National Wage Council representatives, that the Government of Indonesia (GOI) requested ILO advice on its minimum wage policy. Two factors made ILO advice timely according to one GOI official: First, the decision by the government to revise the labour code including minimum wage provisions, and second, its perception that adjustments would be needed to be made to PP78 when the policy came up for review in 2020.⁷ One ILO official highlighted the project's success entering into dialogue with the government on minimum wage, saying that: "We proved that we were in line with their [the GOI] needs."

Pakistan: In Pakistan, demand from tripartite constituents for ILO assistance was broader: "Pakistan was a very different situation to Cambodia and Indonesia – the project had to spend a lot of time getting buy-

⁷ ILO constituents indicated that PP78 had increased the variance in minimum wage levels in the country out of line with prevailing economic indicators. In the garment sector, factories in higher wage areas were closing to move to lower wage areas to the extent that there were labor shortages in some areas.

in. In Pakistan, labour issues are entirely decentralized and so required work province-by-province”, recounted one ILO programme manager. Various ILO officials in Pakistan highlighted that the issues of minimum wage and collective bargaining were amongst many topics of interest to ILO constituents in the context of granting by the European Union (EU) to Pakistan of preferential trade privileges under the Generalised Scheme of Preferences Plus (GSP+) in 2014.⁸ An LSGSC decision that increased the relevance of the project in Pakistan was the selection of Sindh province, one of the country’s two top textile producing provinces, as its primary geographic target area. According to provincial labour officials, the timing of the commencement of the project in Sindh coincided with their work on drafting and/or revising parts of the labour legislation, which increased demand for project research and other outputs.

In all three target countries, ILO constituents indicated that the ILO was their main partner providing technical assistance on minimum wage-setting mechanisms. According to one ILO official, LSGSC work on minimum wages filled a significant gap in the ILO’s existing global supply chain work, remarking: “We have worked on compliance and social dialogue but not so much on wages [in the context of Global Supply Chains].”

Stakeholder perceptions of relevance of LSGSC collective bargaining interventions varied

Based on key informant interviews (KIIs) and project documents, ILO tripartite constituent expectations and readiness for project support on collective bargaining in the garment sector varied considerably between countries and between stakeholders. The project therefore adopted very different approaches to promoting collective bargaining in the garment sector in each of the project’s three target countries.

Cambodia: In Cambodia, LSGSC supported and facilitated sectoral-level collective bargaining agreement (CBA) negotiations between the Garment Manufacturers Association in Cambodia (GMAC) and the Trade Union Negotiating Committee for the Garment Sector’s Collective Bargaining Agreement (TUS-CBA), a group of trade unions representing workers in the garment sector. As of December 2018, this support had contributed to agreement between the negotiating parties of a preliminary draft text of the sectoral CBA, which was to be subject to further negotiations between the parties to re-commence in early 2019.

ILO officials reported this project strategy of supporting sectoral-level CBA negotiations as a direct response to a request from GMAC following LSGSC-facilitated discussions with ILO officials and other relevant stakeholders. Two factors distinguished project interventions on sectoral collective bargaining in Cambodia. First, Cambodia has a history of sector-wide negotiations which had previously culminated in a Memorandum of Understanding (MOU) between employers and trade unions. Second, was the role played by the ACT initiative (‘Action, Collaboration and Transformation’)⁹, especially regarding the ‘Country Support Commitments’ entered into by ACT’s apparel brand members, which include, amongst others, a commitment to make Cambodia a preferred destination of sourcing subject to the adoption of an industry-level collective bargaining agreement.¹⁰ Trade unions, for their part, were keenly interested in signing a sectoral-level CBA, while employers appeared divided due to a perception that some employers stood to benefit from a sectoral-CBA more than others.¹¹ Although not itself a party to the ongoing

⁸ In order to maintain GSP+ Pakistan must maintain ratification and effectively implement 27 core international conventions on human and labour rights, environmental protection and good governance. The EU is Pakistan’s most important trading partner, accounting for 12.8 per cent of Pakistan’s total trade in 2015 and absorbing 23.7 per cent of Pakistan’s total exports. Pakistani exports to the EU are dominated by textiles and clothing, accounting for 82 per cent of Pakistan’s total exports to the EU in 2016.

⁹ Action, Collaboration and Transformation (ACT), a coalition of international brands & retailers, manufacturers, and trade unions which are working together to promote “living wages” in the textile and garment supply chain.

¹⁰ See further: https://actonlivingwages.com/wp-content/uploads/2018/11/Country_Support_Commitments.pdf

¹¹ GMAC estimated that 40-50 per cent of the factories in Cambodia do business with ACT members and would benefit from ACT’s commitment.

bipartite negotiations, the Government of Cambodia expressed reservations about the effect of a “living wage” on the international competitiveness of Cambodia’s garment sector. One Cambodian government official indicated that he would have preferred that the ILO work on enterprise-level CBAs, rather than support the sectoral-level negotiations. However, according to the LSGSC CTA, in December 2018, the Government of Cambodia took a step toward establishing the necessary governance institutions for a sectoral CBA when it requested ILO support for a tripartite consultation workshop on a draft *Prakas* (Ministerial regulation) that would establish a garment sector Bargaining Council in Cambodia.

Indonesia: In Indonesia, LSGSC interventions to promote collective bargaining at the enterprise-level in garment factories were welcomed by the Government of Indonesia (GOI), due to the perception that such an approach aligned with the government’s policy to promote collective bargaining and build the capacity of trade unions to negotiate collective agreements. At the enterprise-level, according to the accounts of LSGSC managers as well as enterprise representatives, initial demand from employers for project support for collective bargaining was limited, since many stakeholders associated the practice with industrial unrest on the one hand, and uncertain benefits for employers on the other. LSGSC awareness-raising, aided by Better Work Indonesia, and the requirements of some international apparel buyers regarding the presence of CBA agreements in their supplier factories¹² encouraged factory participation in the LSGSC enterprise-level CBA pilot programme.

One trade union representative in Indonesia affirmed that: “It is important for the ILO to promote CBAs. Many factories are not aware. Based on the result of the training, many companies are not initially willing to participate but if they open their minds, they can have better CBAs benefiting employers as well as workers”. Although national trade union leaders welcomed ILO support to promote collective bargaining, they expressed disappointment that employers but not trade unions were involved in the project’s selection of pilot factories for the programme.¹³ Both the national Employers’ Organization (APINDO) as well as national trade union confederation respondents also indicated that they would have preferred their organizations to have been more directly involved in managing the pilot programme.¹⁴ Trade union representatives expressed readiness to engage in multi-enterprise collective bargaining based, on recent successful negotiations of such an agreement supported by a Dutch trade union federation, while ILO programme managers and the government felt that the garment sector in Indonesia was not yet ready for ILO support to multi-enterprise collective bargaining agreements.

Pakistan: In Pakistan, like in Indonesia, collective bargaining training was aligned with government policy and was largely driven by the project. Key contextual issues affecting LSGSC collective bargaining interventions in Pakistan were: Low rates of unionization, weak capacity in trade unions, general resistance from employers to negotiate CBAs, the absence of a Better Work programme, which in Cambodia and Indonesia had given the ILO an entry point into factories and into sectoral discussion with employers, unions and brands, the lower reliance on garment exports to major developed country markets (cf. Cambodia and Indonesia), which reduced the potential for external leverage through brand pressure; and the decentralization of labour law administration without corresponding increases in provincial governments’ capacity.

12 The evaluator visited a factory supplying Adidas, which according to factory managers, required their suppliers to negotiate a CBA with workers.

13 According to ILO programme managers, the project invited members of the project advisory committee, which included national trade union representatives, to nominate enterprise candidates for the first phase of the pilot programme but did not receive feedback. In the second phase, the project worked directly with Better Work Indonesia to identify appropriate enterprises.

14 The LSGSC collective bargaining engaged provincial representatives of these organizations as training in the pilot program.

Extent that project design captured gender equality and non-discrimination concerns, including concerns regarding people with disabilities in target countries

According to ILO programme managers and specialists, gender concerns cross-cut LSGSC project design. The large numbers of women employed in the garment sector naturally makes efforts to promote decent work in garment sector global supply chains relevant to addressing specific and differentiated decent work deficits affecting women workers. In addition, LSGSC project design (including as articulated through annual workplans) included specific interventions to address particular decent work concerns affecting women workers in the garment sector, including research on gender pay gaps in the sector in major garment producing countries in the region, as well as targeted sub-sector research on home-based workers (who are mainly women) in Pakistan. Decent work issues of specific concern to women workers in the garment sector such as maternity leave, sexual harassment, and women's health issues also crosscut LSGSC's work on collective bargaining, as well project-supported interventions by Better Work on promoting factory compliance with national labour standards. Based on ILO programme manager feedback and document review, concerns regarding people with disabilities or other communities subject to discrimination (for example the lesbian, gay, bisexual, and transgender community) were not addressed in either project design or implementation.

3.1.3 Evolution of Phase II and II following the Phase I internal evaluation

The internal evaluation of Phase I of LSGSC project, which was carried out at the end of 2015, and finalized in February 2016, came relatively early in the timeline of overall project implementation. The Phase I internal evaluation report recommended many follow-up actions, some which were incorporated into Phase II and Phase III of the project, while other recommendation were not taken up. The table below highlights some of the more significant recommendations of the Phase I internal evaluation of the project, and any corresponding LSGSC projects follow-up actions:

Table 4 LSGSC follow-up on phase I internal evaluation

| Phase I internal evaluation recommendation | ILO follow-up actions |
|--|--|
| More centralized coordination of global activities to be led by the CTA. | No changes were made to the project management structure. |
| Simplified project design. | Work on labour inspection was eliminated from the project's scope, simplifying project design. Changes were made to the project logical framework, including more clearly delineated roles and responsibilities for project outputs. |
| Internal review of project training strategies, including the Global Labour University (GLU) online courses to determine relevance, effectiveness, impact, and sustainability. | ACTRAV evaluated the GLU online courses, but ILO did not conduct a comprehensive assessment of LSGSC project training strategies. |
| Improvements to the project monitoring and evaluation framework to include better indicators and indicator definitions. | Not done. |
| Strengthening gender as a project cross-cutting theme using, amongst other strategies, gender-related indicators, and a review by gender specialists. | Although gender was effectively mainstreamed in project strategies, the project did not follow the specific recommendations highlighted in the evaluation report to ensure a gender specialist review of the project design, or develop gender-related indicators. |

| | |
|--|---|
| To the donor to provide longer lead time to the ILO for the preparation of subsequent phases of the project. | There was no significant change in the development and approval of subsequent project phases by the donor. The phases remained relatively short and uncertainty on the part of the ILO regarding possible subsequent phases remained high, constraining planning, preparation and design. |
|--|---|

3.2 Project effectiveness

This section includes an overview of LSGSC implementation strategies for each of its immediate outcomes, highlights results achieved to date, shares stakeholder feedback on project outputs, discusses issues around stakeholder selection and levels of engagement in project activities at country and regional levels, and discusses the challenges and opportunities that affected project implementation.

3.2.1 Immediate Objective 1: Systems for participatory and evidence-based minimum wage-fixing wages policy, and collective bargaining will have been improved in the target countries

Under Immediate Objective 1 (IO1), LSGSC set out to strengthen systems for participatory and evidence-based minimum wage-fixing and collective bargaining in Cambodia, Indonesia and Pakistan. Key project indicators of performance for IO1 were: (1) Number of countries in which social partner participation in evidence-based minimum wage has increased; (2) Evidence base to support minimum wage-fixing in the target countries has increased; (3) Number of new collective agreements agreed in factories and/or sectors in which the project has been active; and (4) Social dialogue improved in the target countries, as measured by the level of satisfaction of ILO constituents in target countries. Intervention strategies, key stakeholders, main challenges and opportunities as well as achievements varied by country as described below.

Cambodia: Success story on target-country adoption of a participatory and evidence-based minimum wage-setting mechanism

Based on project documents and the accounts of both ILO staff and tripartite constituents, project outcomes on strengthening wage-setting mechanisms were significant in Cambodia, where minimum wage has been re-evaluated every year since the project began in 2015, with tripartite constituents drawing upon LSGSC inputs and applying project-recommended participative and evidence-based approaches. One trade union leader remarked that: “Through project support on the wage component, this project has strengthened the capacity of our leadership to do research and gather data for the minimum wage negotiations process”. An employers’ representative affirmed that: “We have seen the gap between the three negotiating parties’ positions reduced thanks to the activities of the project”. Other ILO constituents likewise indicated that project interventions contributed to making decision-making in the national tripartite council more transparent.

To achieve this result, LSGSC implemented a highly-focused strategy to build tripartite constituent capacity to access and use relevant social and economic data. Intervention strategies included an integrated combination of training programmes, as well as producing, publishing and disseminating sector-specific research and statistical analysis, including convening relevant stakeholders to share and discuss relevant data and analysis, and holding high-level policy workshops with decision-makers to influence wage-setting approaches and practices. According to ILO programme managers, the project tailored training to match various stakeholder needs, a practice which increased the effectiveness of training interventions.¹⁵

¹⁵ For example, the project delivered training economics for non-economists and on economic concepts and basic data analysis for members of the tripartite working group and trade union leaders respectively while for young technocrats within the Labour

LSGSC made a significant contribution towards increasing access to data and analysis on the garment sector in Cambodia (as well as other countries in the Asia region) through the production of the project's 'Cambodia Garment and Footwear Sector Bulletin' and other research papers.¹⁶ Various ILO and constituent key informants highlighted that the Cambodia Garment and Footwear Sector Bulletin, issued on average twice per year by the project, had been a very useful guide for annual minimum wage negotiations. One Better Factories Cambodia official also underlined the usefulness of the 'Cambodia Bulletin' to a broader stakeholder audience stating that: "The bulletins have been very helpful in our conversations with buyers." One ILO specialist likewise affirmed that: "One of the exciting achievements of this project has been the wage bulletin. We need to invest in the capacity of nationally-rooted institutions that can produce that kind of material. It has been very important to support the CBA negotiation process".

Cambodia: Contributing to the negotiations of first-of-its-kind sector-wide collective bargaining agreement in the garment sector

As highlighted in the previous section, in addition to its work on minimum wage setting mechanisms, the ILO supported negotiations between employers and workers aimed to achieve a sector-wide CBA in Cambodia. According to ILO programme manager accounts, the LSGSC project helped to catalyse the CBA negotiation process, facilitated the bargaining council formation, and contributed to bargaining parties' capacity building.

While the ultimate outcome of negotiations was unknown at the time of the evaluation, as of December 2018, with the support of the project, a preliminary draft text had been agreed by the parties. In January 2019, with continued project support, a second round of negotiations was entered into by the parties with a view to concluding the agreement, to be supported by the project during its no-cost-extension (NCE) phase until 31 March 2019. According to one ILO official: "We are in the last leg [of the negotiations]. It has gone well. The parties are well-aware of the issues and consequences of the agreement".

According to negotiating party accounts, at the time of this evaluation, there were two challenges to continued progress – the first was employer recognition of union representatives involved in negotiations and the second was the willingness of all employers in the sector to enter into the agreement, particularly amongst those employers that do not have existing business relationships with ACT's apparel brand members.¹⁷ Regarding the first issue, according to the LSGSC CTA, in December 2018, the Government of Cambodia made a direct request for ILO support for a tripartite consultative workshop on a draft *Prakas* (Ministerial regulation) that would establish a garment sector Bargaining Council in Cambodia.¹⁸ Among the prospective roles of the Bargaining Council is negotiating and monitoring sector level agreements with employers. On the issue of limited support for the agreement among some factory

Advisory Council secretariat, training covered econometrics estimation and use of Stata. One MoLVT representative also participated in a labour statistics course organized by ILO-ITC Turin.

¹⁶ In total, eight (8) issues of the 'Cambodia Bulletin', as it has come to be known by ILO and constituents, were issued under the project. Thematic issues covered topics including changes in garment workers' pay, how minimum wage is adjusted, the implications of trade policy on the garment and footwear sector, trends in Cambodian garment and footwear prices and their implications for wages and working conditions. In addition, five (5) issues of the project's regional comparative Research Notes were issued.

¹⁷ As highlighted in the previous section, ACT is a coalition of international brands and retailers, manufacturers, and trade unions to address the issue of living wages in the textile and garment supply chain. They have promoted the CBA and committed to maintaining a stable business relationship with their Cambodian suppliers.

¹⁸ This request followed an LSGSC-organized tripartite Study Tour from Cambodia to South Africa in November 2018, which included site-visits to two Bargaining Councils in South Africa.

owners who stand to gain less, according to key informants involved in negotiations, a compromise may be proposed to scale-down from a sector-wide to multi-enterprise CBA.

Overall, stakeholder appreciation for LSGSC support on minimum wage setting systems and collective bargaining in Cambodia was high. High Ministry of Labour and Vocational Training (MLVT) and CAMFEBAs officials affirmed that LSGSC was “one of the best ILO projects ever.” Trade Union representatives likewise found project assistance useful and were satisfied with outcomes.

Indonesia: Seizing opportunities to provide inputs for minimum wage policy reform

In Indonesia, according to ILO officials, the primary project accomplishment was positioning the ILO to offer technical advisory services in an area that had been recently closed off to the ILO in terms of policy dialogue. Through LSGSC’s interaction with the Ministry of Manpower (MoM), regarding minimum wage setting mechanisms, MoM requested ILO inputs to guide planned minimum wage policy reforms. LSGSC project facilitated such technical inputs, by closely involving the ROAP Senior Regional Wages Specialist to develop and promote to government officials a short policy paper on wage policy reform. The MoM also requested an exchange programme with other countries in the region on minimum wage policy. Facilitated by LSGSC, and funded by the GOI, representatives of the wage council exchanged with counterparts in three countries (Australia, Japan and Malaysia).

In addition to the policy paper on wage policy reform, LSGSC provided technical advisory services to Indonesia’s National Wage Council (NWC), a ‘tripartite-plus’ technical body appointed by the President of Indonesia. The focus LSGSC technical assistance to the NWC has been minimum wage monitoring, based on a participatory and evidence-based methodology referred to by the project as a “balanced score card” approach. The methodology proposes a set of economic and social indicators that the NWC may use to assess the effect of minimum wage policy on critical impact areas including employment, exports, and poverty rates, amongst others. One government official affirmed that: “We are satisfied with the support on how to evaluate policies. We need to finish the instrument and then pilot it at the provincial level”.¹⁹ Based on feedback from MoM officials, the project’s main government counterparts were happy with LSGSC contributions on minimum wages, especially highlighting the usefulness of the project’s support to possible reform of minimum wage policy. One MoM official affirmed that: “The wage specialist has played an important role. We hope that this will continue because the wage mechanism has not yet established, and we still need help.” Based on key informant feedback, it is early too early to determine the outcomes of the LSGSC project’s inputs to reform of the country’s minimum wage policy.

Indonesia: Pilot interventions to change mindsets affecting collective bargaining at the enterprise-level in the garment sector

In 2016, LSGSC conducted its first pilot ‘training of trainers’ (TOT) on collective bargaining with participants from provincial unions, employers’ organization representatives, and provincial labour department representatives in West Java and Central Java. This was followed-up by the project in both 2017 and 2018 with training for factory-level CBA negotiation teams which included trade union and management representatives from 16 pilot garment factories. Through their participation, 11 pilot factories either developed new CBAs or revised existing CBAs, applying the knowledge and skills learned in the training delivered by trainers capacitated by LSGSC project through its TOT approach.

Feedback from participants in the LSGSC enterprise-level CBA pilot program was positive. One trade union participant recounted that: “We gained a lot of knowledge on negotiation. Before, we union members were very rigid about our demands. Since the training, we understand more points of view”.

¹⁹ In Indonesia, minimum wages are established in a decentralized fashion, including at the provincial-level.

Participants likewise reported positive outcomes including smoother negotiations, and greater clarity on the laws that govern worker-employer relationships in the garment sector in Indonesia. One trade union participant affirmed appreciation for the overall approach, stating that: “The training combined technical information as well as training facilitation skills”. One employer representative remarked that: “I am impressed about the TOT training. It was quite comprehensive compared to training provided by other projects. After being trained, they conducted training. The process and the way they involved all the parties was good”.

To improve the project’s intervention strategy, participants highlighted the need to involve higher-level factory management ‘decision-makers’ in both training roll-out and in actual factory-level negotiation processes themselves. One ILO official also remarked on the limited scale of the pilot programmes vis-à-vis overall size of the garment industry in Indonesia. National workers’ and Employers’ organizations representatives regretted their limited involvement in the pilot programme, which they reported as having constrained institutionalization of the training programme. However, one employers’ organization representative affirmed that: “We are thankful for our collaboration with the ILO so far. Despite our minor suggestions for improvement”

Indonesia: LSGSC interventions created an opening for possible future work on strengthening labour dispute settlement mechanisms

In Indonesia, LSGSC carried out research related to improving industrial dispute settlements. The project supported two studies on industrial dispute settlement institutions and processes and, with support from an ILO regional specialist, developed a policy paper on ‘Building a More Effective Industrial Dispute Settlement System in Indonesia’. One government official affirmed that the studies highlighted the deficiencies of the existing system and indicated that the department in charge had requested additional ILO assistance to guide improvements including support for additional research, country exchanges and training government mediators.

Pakistan: LSGSC work on participatory and evidence-based wage mechanisms and collective bargaining contributed to legal reforms extending minimum wage coverage to informal sector workers

In Pakistan, the project interventions focused on (1) generating research, (2) building constituent capacities to use evidence, including project research, for policy formulation, collective bargaining and minimum wage setting and (3) facilitating networking among garment sector stakeholders. Over its three phases (of which this evaluation focuses only on phases II and III), the project published four country-focused studies on minimum wage setting mechanisms in the formal and informal sectors, gender pay gaps in the garment sector, wages and working conditions of home-based workers and a compilation of collective bargaining good practices in Pakistan.

Various stakeholders highlighted the usefulness of ILO studies to guide not only LSGSC interventions but other ILO and German-funded project interventions with larger budgets and mandates. One ILO programme manager affirmed that: “I think all the research was extremely useful. My project is using it now. I was surprised on how little data there was about the garment sector in general as well as on how wages are set”. According to ILO and constituent reports, LSGSC research was used by provincial government officials in Pakistan to inform legal and regulatory reforms on minimum wages and collective bargaining which included inputs to the drafting of implementation rules for 11 labour laws, including laws on minimum wage, payment procedures of wages, and industrial relations.

Pakistan: LSGSC capacity-building for provincial wage boards resulted in changes in wage setting practices in Sindh province

Following up on its research on wages, with the support of the DWT/CO-Delhi Social Dialogue and Labour Administration Specialist, LSGSC conducted training and technical advisory sessions for approximately 70 members of provincial wage boards and other relevant stakeholders on participatory and evidence-based minimum wage setting. Based ILO programme manager accounts, the training drew on the ILO's global 'Minimum Wage Policy Guide' developed previously by LSGSC project, as well as research notes on garment sector regional wage and employment trends and video content from the GLU-ACTRAV Massive Open Online Courses (MOOCs) on fair wages developed with the support of the global component of LSGSC project.

One government counterpart described how LSGSC activities had changed their views on minimum wage setting: "Before this project we were just rubber stamping the announcement of the federal government but now every federating unit including the provinces and the Islamabad Capital Territory has realized that minimum wages should be fixed through social dialogue and this should happen around a set of indicators or markers". Project reports and key informant interviews point to greater awareness of relevant sources of data in Pakistan such as the annual labour force and household surveys as well as other Pakistan Bureau of Statistics (PBS) reports. A government official from the statistics department affirmed that: "This project generated awareness PBS's role and its work including its potential use in policy formulation".

As a result of the LSGSC project's assistance, the Sindh provincial wage council changed its way of setting minimum wage, based on key informant interviews. Instead of arbitrarily increasing minimum wage every year, in 2018 Sindh considered the consumer price index and inflation which resulted in a higher increase than the rate calculated at the federal level.²⁰ The Sindh Minimum Wage Board has likewise changed its member composition to increase the representation of workers and employers. A Sindh province labour official affirmed that: "For the first time, the department collected evidence and used analysis to determine minimum wages, and through social dialogue increased the effectiveness of minimum wage boards".

Participants in project workshops on minimum wage setting from other provinces likewise indicated that they were applying a more evidence-based approach, although according to project accounts to date, this has not yet been reflected in minimum wage revisions. One labour department participant from Punjab province expressed appreciation for LSGSC's training, highlighting the contributions of the project to more harmonious minimum wage negotiations between workers and employer: "The most interesting part came here – the employers and workers were sitting together, and they agreed. Because there was a clear basis for setting the wage". Following the training, LSGSC supported the creation of a new inter-provincial knowledge sharing platform on wage reforms and organized the first three meetings of the platform, which took place in Karachi, Lahore, and Islamabad.

Pakistan: LSGSC collective bargaining training enhanced the capacity of participants and raised awareness on constraints to wider social dialogue

According to project reports, more than 80 trade union officials participated in LSGSC collective bargaining training in Pakistan, including both trade union leadership as well as second and third tier officials and workers' representatives. In addition, the project organized three negotiation and bargaining workshops for tripartite and bipartite participants in collaboration with the International Training Centre in Turin (ILO-ITC). According to project reports, LSGSC capacity building initiatives also looked at the broader regulatory environment on collective bargaining and industrial relations and created awareness on issues and challenges that restrict workers' rights to collective bargaining and to claim wages when a

²⁰ In Pakistan, by their mandate, minimum wage revisions are determined by provincial wage boards but in practice the provincial councils have automatically approved the recommended increase issued at the federal level. Historically the federal rate of increase has not been determined using an evidence-based and participatory approach.

dispute arises. According to one provincial government labour official, their own department and other ILO constituents in Pakistan found a project-supported mapping of dispute resolution mechanisms useful: “Now workers and employers have skills to practice negotiation ... and know what to do should a dispute arise”.

LSGSC did not systematically monitor the outcome of its collective bargaining training in Pakistan. ILO programme managers presented anecdotal evidence based on stakeholder feedback that some participants were able to apply the training in real-life negotiations with positive results in terms of improving trade union leader preparedness for negotiations as well as negotiation outcomes. According to an ILO programme manager, the project documented the outcome of project training in an enterprise-level case study that was presented at a GIZ regional conference on workplace cooperation.

Pakistan: LSGSC contributed to strengthening networks of garment sector stakeholders

While LSGSC was able to capitalize on Better Factories Cambodia and Better Work Indonesia’s long-standing collaboration with garment sector stakeholders in Cambodia and Indonesia respectively, the challenge for LSGSC in engaging a broad range of garment sector stakeholders was greater in Pakistan, where Better Work did not have a country operation. To address, the challenge, the project supported the Garment Sector Stakeholders’ Forum (GSSF) and the Pakistan Buyers’ Forum (PBF). One Sindh province labour department official remarked on the benefits of the GSSF: “The department is aware that the textile supply chain is very complex with issues of nonstandard forms of work, wage inequalities, and challenges to trade unions. Through the project, the department was informed of the conditions of wages and working conditions in the sector. We also got to engage with sector stakeholders through GSSF. Interestingly GSSF also gave us the opportunity to participate in relevant discussions on how regulatory and institutional reforms can be ensured to remove gaps of compliance with labour standards”.

In Pakistan, LSGSC worked with both independent trade unions that are active in the garment sector as well as the main trade union partners for the ILO’s overall country programme. While some traditional ILO partners expressed concerns on their role in project implementation and the place of non-traditional partners, most key informants agreed that convening a broad set of stakeholders around decent work issues in the garment sector was one of the project’s key achievements in Pakistan. One ILO official noted that: “LSGSC helped to diversify our partners. It brought together federations [that] did not have the experience to work together. It allowed us to work with trade unions specific to the garment sector and brought up issues that we had not addressed before like OSH and gender equality. I was impressed we were able to get more than 80 per cent of the trade unions working together”. In addition to independent trade unions in the garment sector, LSGSC also involved organizations representing informal textile sector workers. One Non-Governmental Organization (NGO) project partner affirmed that organizations promoting the labour rights of women informal sector workers were included in various LSGSC activities including those on wage-setting mechanisms and collective bargaining. A provincial government labour official affirmed that: “The project also connected the department with informal economy workers that immensely helped with legislative reforms and minimum wage coverage”.

Regional activities promoted much-demanded knowledge sharing forums and South-South exchanges

ILO officials highlighted the importance of LSGSC’s regional-level activities in promoting knowledge-sharing. Based on key informant interviews (KIIs), stakeholders in all three of the project’s target countries were keenly interested in learning about comparative practices in other countries. Stakeholders were especially interested in gaining information about developments that may affect their competitiveness vis-à-vis other major garment producing countries in the region. Stakeholder demands for regional exchange

were partially met through LSGSC’s regional workshops, regional-level research, training, international exchange visits, and study tours.

Jointly with GIZ, the project organized two regional workshops, one on minimum wages and another on collective bargaining and workplace cooperation, which included tripartite and other participants from eight countries. One ILO participant affirmed that: “The workshop sparked some meaningful change especially on collective bargaining. For example, the Cambodia sectoral collective bargaining agreement negotiations [were] an outcome of the regional workshop”.

Some ILO and constituents indicated that LSGSC could have been more effective in addressing the common interests of constituents in major garment-producing countries in the project’s target region. One government official highlighted that more efforts were needed to “level the playing field” so that one country’s efforts to increase wages would not duly diminish its competitiveness vis-à-vis other, low-wage garment-producing countries. ILO and external stakeholder key informants pointed to low levels of LSGSC regional-level engagement with transnational players such as international apparel brands and buyers, as well as international organizations such as the World Bank that advise regional governments on economic competitiveness and trade issues in project regional activities. An ILO programme manager cited the absence of regional organizations actively engaged on regional dialogue on labour policies in general and on global garment supply chains’ governance specifically as a limiting factor affecting the project’s regional component.

3.2.2 Immediate Objective 2: Systems for assuring labour standards compliance at the factory level will have improved in the target countries

Under Immediate Objective 2 (IO2), the LSGSC project financially supported the core factory compliance monitoring and advisory services of Better Work, particularly those of Better Factories Cambodia and Better Work Indonesia, as well as the core operations of Better Work Global. The main performance indicator set out by LSGSC for IO2 was “Compliance with labour standards has improved in monitored garment factories in Cambodia and Indonesia.” Better Work uses a basket-funding modality which means that LSGSC funding was bundled with resources from other donors and used by Better Work to implement its overall programmes. Because of this, it is not possible to directly attribute LSGSC project funds to specific Better Work activities with specific outcomes.

Impact evaluations have documented Better Work contributions to improved compliance in garment factories in Cambodia and Indonesia.

Better Work global programmes as well as country level operations in Indonesia and Cambodia have been subject to multiple evaluations, including impact evaluations, which have documented the contributions of Better Work to improving compliance in participating factories.²¹ In addition, Better Factories Cambodia and Better Work Indonesia produce annual compliance reports synthesizing the data compiled from is annual audits of participating factories showing overall positive trends in compliance.²² In light of this, the present evaluation focused attention on the extent that LSGSC project was effective in creating synergies with Better Work on policy-related issues, above and beyond the LSGSC project’s financial contribution

21 Links to the impact assessment reports can be found here: https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_526513/lang--en/index.htm. A variety of reports and briefs highlighting evaluation and other research finding are available here: <https://betterwork.org/our-impact/publications/>

22 The latest compliance synthesis reports for Cambodia and Indonesia can be accessed here <https://betterwork.org/blog/portfolio/better-factories-cambodia-annual-report-2018-an-industry-and-compliance-review/> and here <https://betterwork.org/blog/portfolio/better-work-indonesia-annual-report-2017-an-industry-and-compliance-review/>.

to the already documented impacts of Better Work core operations in terms of improved factory compliance with ILO core labour standards and national legislation.

Based on Better Work programme manager accounts, the Better Work programme works both at the factory level as well as through strategic collaboration with ILO constituents and other garment sector stakeholders on policy. Through its factory level compliance assessments, the programme generates large amounts of compliance data. This rich data set allows Better Work to identify patterns and trends in compliance gaps which Better Work in turn uses in its ‘influencing’ agenda with ILO constituents and other key garment sector stakeholders to promote improved sector and supply chain governance. Strategic work with Better Work’s participating apparel brands and buyers is also part of Better Work’s programme. Worldwide, Better Work has signed public-private partnerships (PPPs) with about 40 apparel brands.

LSGSC engaged in productive dialogue and cooperation with Better Work

Several ILO officials highlighted productive dialogue and cooperation between the management units involved in LSGSC project and Better Work. Examples of such cross-project collaboration that were cited in key informant interviews include the following:

- Better Work Global and INWORK reported knowledge sharing on the issues of wages, collective bargaining and the effects of purchasing practices on working conditions in the garment sector global supply chains. Officials from these units indicated their intention to continue to engage in future collaboration to follow-up on INWORK’s purchasing practices and piece rate pay studies beyond the duration of the LSGSC project.
- Better Factories Cambodia reported that the LSGSC project’s regular Cambodia Garment and Footwear Sector Bulletin and series of regional comparative Research Notes were very useful to its managers as well as apparel brands and buyers in terms of providing insight into broader social and economic issues that affect or are affected by the garment sector.
- Some LSGSC project units drew upon Better Work factory level data in their research.²³
- Some LSGSC project units reported that Better Work country-level stakeholder networks facilitated the implementation of some activities under Immediate Objective 1 of the LSGSC project, such as the collective bargaining training program in Indonesia.
- LSGSC work on wage setting mechanisms, training on collective bargaining and the establishment of the Pakistan Buyers’ Forum (PBF) contributed value-added inputs to current Better Work programs in Cambodia and Indonesia and potentially, a new Better Work programme in Pakistan.

3.2.3 Immediate Objective 3: The institutional capacity of tripartite partners to respond to labour standards challenges in the global garment sector supply chain will have improved

Immediate Outcome 3 (IO3) of the LSGSC project, commonly referred to within ILO as the LSGSC project’s ‘global component’, produced knowledge products that contributed to the capacity of constituents to respond to decent work challenges in garment sector global supply chains. Implementation of this global component of LSGSC project was led by ILO headquarter-based units in Geneva, i.e. INWORK and ACTRAV. Performance indicators set out by the project for IO3 were: (1) Number of workers’ representatives trained in the operation of supply chains, wages policy, and other relevant

²³ Examples include the Indonesia study on the effect of enterprise CBAs on decent work in Better Work factories and the Cambodia study on factory strategies to adapt to the rising minimum wage.

matters and (2) Number of knowledge products developed that support constituents' ability to respond to supply chains challenges.

LSGSC produced quality global research products contributing new evidence and raising awareness on key factors affecting decent work and wages in garment sector Global Supply Chains (GSCs). LSGSC knowledge products were accessed 17,605 times during the lifespan of the project.

Through the LSGSC project, INWORK conducted research into purchasing practices, wages and labour relations issues affecting decent work in garment sector global supply chains and developed capacity building resources such as the ILO's global 'Minimum Wage Policy Guide', as well as associated training materials.

According to one ILO official, INWORK's research study on the impact of the purchasing practices of apparel buyers on working conditions in garment sector global supply chains, which was produced in collaboration with the Ethical Trade Initiative (ETI), and which drew on new survey data from nearly 1,000 garment manufacturers in more than 80 countries, has been presented and discussed in many global forums. The 'purchasing practices study' as it is widely referred to within ILO, has reportedly attracted the interest of several international organizations working on related issues including other UN agencies, the Organization on Economic Development and Cooperation (OECD) and the World Bank. Following up on the study, ETI has produced a guide for buyers and suppliers. Within the ILO, Better Work programme managers reported the purchasing practices study as being useful in their 'influencing' agenda. A Better Work Global programme manager commented that: "The [purchasing practices] study that was conducted by INWORK with ETI has been well-received. The findings were not surprising, but it was helpful to have evidence. We are using it in our Better Work academy which is focused on buyers in CSR [Corporate Social Responsibility] departments".

Most ILO officials interviewed during the evaluation agreed that not all of the global activities of the LSGSC project converged with country-level needs and opportunities within the overall multi-level framework of the project. One evaluation informant indicated that the relevance of the project's global work really depended on the extent to which such work met constituent demand and fitted with the project's country-level agenda. This informant said that: "Ideally, project activities should build upon one another to achieve the project's objectives. This was not always true." Several evaluation key informants cited the project's 'Minimum Wage Policy Guide' as a positive example of a global project product that was immediately useful for the country level work of the project, whereas other research, although it was focused on important topics and was of good quality, were less immediately relevant to informing the project's country-level interventions.

Based on observation, LSGSC programme managers have systematically posted project research products (country, regional and global level) online, a good practice to promote use by policy makers, other development organizations and researchers. The practice can potentially lead to a positive multiplier effect when other organizations use project research to guide their programmes. In total, the project's suite of new knowledge products (country-level, regional-level, and global products combined) had been accessed 17,605 times during the lifespan of the project, according to data sourced by the ILO from Google Analytics. The project has likewise consistently indicated the origin of funding for project research and activities, presumably according to donor and ILO policies.

Geneva-based ILO specialists agreed that some of the project's other global-level products were less-easily linked with country-level work but believed that the global-level products were nevertheless justified by their broader potential impact on the enabling environment. In particular, they cited the online GLU training, which reached trade union leaders and labour rights advocates and activists in large numbers, and

project-supported work populating the ILO's Legal Database on Industrial Relations (IRLex), which is used by researchers and policy analysts.

Beyond the life of the project, Geneva-based ILO specialists reported their intention to capitalize on LSGSC project outputs, especially ongoing project research on piece rate wages and purchasing practices, in future programs. For example, one ILO official signalled INWORK's intention to develop a guide like the Minimum Wage Guide using the project piece-rate research.

LSGSC contributed to massive open online courses (MOOC) on decent work in global supply chains, fair wages, and International Labour Standards accessed by 14,600 people.

ACTRAV led implementation of part of the project's global component, contributing to the development and implementation of online workers' education training programmes and related offline learning activities related to the GLU Online Academy. With support from other ILO departments including INWORK, ACTRAV supported GLU to develop four (4) MOOCs on topics that were relevant to the overall LSGSC project goal: Worker's Rights in the Global Economy; Decent Work in Global Supply Chains; International Labour Standards; and Fair Wage Strategies in a Global Economy. In total, these online courses have been accessed by more than 14,600 people, mainly members or representatives of trade unions, but also representatives of labour support organisations, universities and research institutions, regional and international organisations, governments and private sector companies, according to an ILO assessment report.²⁴ Other key findings of the ILO's assessment report of this work include the following:

- The GLU course reached learners who are active in trade unions and, based on user reports, the courses were relevant to the daily work of the learners.²⁵
- The proportion of users based in developing countries versus users based in developed countries was around 50-50 ('half-half'), depending on the specific course.
- The majority (62 per cent) of the GLU MOOCs users were under the age of 40.
- Course completion rates were better or like other similar online courses offered via the iVersity online learning interface.²⁶
- The GLU courses featured strategies to increase learner engagement such as interaction with a tutor, Facebook live discussions, and face-to-face activities through the 'local partnership programme'.
- Further improvements that could be made to the courses including: Translating the user interface into multiple languages; offering built-in instant translation features; improving content through shorter and more dynamic lectures; producing shorter courses overall; and increasing the use of assessment tools.

LSGSC project research and experts were featured in the content of the MOOCs. In addition, the online courses were promoted in some project events at the country level (for example, in Pakistan). One regional ILO official cited language and education levels as constraints to LSGSC target country worker participation in GLU courses. Some country-level LSGSC programme managers indicated they were not aware of specific GLU contributions to country-level activities, except in Pakistan, where some course

²⁴ The Global Labour University Online Academy Assessment, Analysis and Recommendations for the Way Forward, prepared by Edlira Xhafa August 2018. Not available online.

²⁵ The GLU Online Academy survey show that for the majority (86 per cent) of survey respondents the MOOCs were either "very helpful" or "helpful" in improving their knowledge and skills. This was in particular the case for the ILS and Fair Wage Strategies MOOCs with 89 per cent of respondents indicating the courses to be "very helpful" or "helpful".

²⁶ According to findings from the GLU Online Academy survey: the majority (60 per cent) of users in four MOOCs (Workers' Rights, ILS, Decent Work in GSC and Fair Wage Strategies) have completed the course, that is they have completed at least 80 per cent of the videos and the quiz questions. Also, almost two in five respondents (37.4 per cent) have read more than 21 key readings. Platform produced statistics indicate lower completion rates.

videos were used in face-to-face training. One ACTRAV official acknowledged that there was a trade-off between focusing project resources on developing an innovative education tool accessible to a massive online audience and smaller-scale traditional capacity building activities that would perhaps have been more closely integrated into project country-level activities.

Looking ahead, in order to make the online courses more readily relevant to country level activities, course developers indicated a need to capitalize on local leaders to facilitate learning by trade union members at the country-level, as well as support for other “blended”²⁷ learning approaches such as the GLU local partnership programme. According to LSGSC project progress reports, the online courses were accompanied by eight local workshops in seven countries, including two workshops conducted in Asia. Those who attended these country-level MOOC workshops evaluated them very positively. However, the GLU evaluation also showed that, in many cases, online MOOC participants were not able to attend the local face-to-face in-country workshops, due to lack of funding for participant travel costs.

One GLU programme manager highlighted the positive impact of LSGSC on promoting innovation within the ILO, stating that: “I feel the ILO is underinvesting in Information Communication Technology while, on the other hand, the ILO is ideally placed to do this kind of work because of their networks”.

3.2.4 Integrating gender concerns in project implementation strategies

LSGSC effectively integrated gender issues in project strategy development, research and implementation.

The LSGSC project effectively integrated gender issues in project strategy development, research and implementation. Examples of project strategies are listed below:

- **Pakistan:** Project strategies in Pakistan included capacity building and policy advisory services that explicitly addressed the specific needs of home-based and other informal sector workers in the garment sector, most of whom are women. The project also included representatives of organizations representing informal sector workers in its Garment Sector Stakeholders’ Forum (GSSF).
- Project research delved into the gender dimension of wages and collective bargaining by treating the topic directly in its research on gender pay gaps in sector-specific global, regional and country level research products,²⁸ and as a cross-cutting theme in other publications (such as the chapters on minimum wage coverage and domestic workers in the Minimum Wage Policy Guide);
- According to country level programme managers, capacity building activities took proactive measures to include women leaders as participants and beneficiaries, especially in workshops for trade union leaders;
- According to Better Work officials, the Better Work programme has been strengthening its efforts to address gender issues in its work at the factory level. For example, addressing sexual harassment has been a major area of concern in all its programmes worldwide. Similarly, project capacity building

27 Blended learning refers to online learning that includes some face-to-face activities.

28 These include the already published “Gender pay gaps persist in Asia’s garment and footwear sector.” Asia-Pacific Garment and Footwear Sector Research Note. Issue 4. April 2016 https://www.ilo.org/asia/publications/WCMS_467449/lang--en/index.htm and Barriers to pay equality in Pakistan - The gender pay gap in the garment sector. 10 May 2017. https://www.ilo.org/islamabad/whatwedo/publications/WCMS_554791/lang--en/index.htm and soon to be published Asia-Pacific Garment and Footwear Sector Research Note -- Issue 9: “Gender pay gaps persist in Asia’s garment and footwear sector.” In addition, the theme of the ILO’s 2018 Global Wages Report (not a project output but produced by INWORK), was gender-pay gaps,

on collective bargaining in all three countries recommended inclusion of specific articles addressing women worker's concerns such as maternity leave, women's health issues, and sexual harassment;

- The GLU online courses developed with the support of the project afforded both female and male learners a flexible timetable for participating in education activities. Because of persisting cultural norms, women, especially women in developing countries, often are more affected by competing demands for their time and would likely benefit from the flexibility of online learning formats more than men;
- The LSGSC project team itself comprised of an equal number of women and men, included several women in leadership positions. The two highest-ranking national project officers within the project team were women, including the project's national project coordinator for Pakistan.

3.2.5 External factors that affected LSGSC implementation and overall effectiveness

Based on key informant interviews with ILO programme managers and desktop review of LSGSC progress reports, a variety of external factors beyond the project's control affected LSGSC implementation and overall effectiveness in both positive and negative ways:

- Project work in Cambodia and Indonesia benefited from an extended period of political and economic stability and growth. Pakistan was also relatively stable, although ILO programme managers highlighted that security concerns and complicated procedures for obtaining visas for international consultants disrupted project implementation from time to time. Programme managers in Pakistan likewise highlighted frequent turn-over of staff representatives within the project's key counterpart organization, particularly at the provincial-level as a challenge.
- The status of multilateral trade agreements potentially affecting garment sector competitiveness formed an important backdrop for project activities in both Cambodia and Pakistan, possibly influencing stakeholder commitment and behaviour. In Cambodia, the European Union (EU) initiated a process to review Cambodia's Everything But Arms (EBA) preferential trade status. Key informants indicated that national garment stakeholders hope that the country's progress on labour rights may have a positive bearing on the EU's determination. In Pakistan, the EU accorded Pakistan Generalised Scheme of Preferences Plus (GSP+) in 2014, on the condition that it passed EU reviews of the country's human rights and labour standards record conducted every two years.
- ILO programme managers indicated that limited visibility on the part of the LSGSC project in terms of the likelihood of extensions into each subsequent phase, and the short-duration of each implementation phase hindered effective planning, preparation, design and decision-making, particularly during the multiple transitions that the project made from phase-to-phase. According to one ILO programme manager, poor visibility and short phases tended to limit the types of interventions the project could undertake and encouraged direct implementation by the ILO. Examples include (1) the Cambodia Bulletin, which was produced by the ILO, rather than produced by a local partner with ILO support, which would have necessitated a longer-term strategy predicated on ensured long-term project support, and (2) the project's training on collective bargaining in Indonesia, which although it was delivered utilizing a training-of-trainers modality, did not reach a level of institutionalization and progressive phase-out of project support which, again, would have required longer-term certainty on the part of the project as regarding the prospects for future project phases, and/or a longer duration of each implementation phase. The short duration of phases required the project to focus on ensuring that outputs were delivered within the tight implementation periods, which in many cases favoured direct-delivery modalities rather than longer-term investments by the project in building local capacity for longer-term sustainable outcomes.
- Competition on wages in garment sector global supply chains, fear of losing market share amongst national stakeholders in the project's target countries, as well as prevailing purchasing practices of

lead buyers at the top of garment sector GSCs that may not reward the wage reforms or incentivise compliance with the International Labour Standards (ILS) promoted by the project. As a case in point, according to the LSGSC project's supplier survey study, garment manufacturers affirmed that only 25 per cent of their customers were willing to adjust prices in response to a statutory increase in minimum wages. On the other hand, some apparel buyers (such as those participating in the ACT initiative) had made commitments in support of the project's areas of work, such as the promotion of sectoral collective bargaining in Cambodia.

3.3 Efficiency of resource use

To evaluate resource-use efficiency, the evaluator analysed the extent to which the LSGSC project achieved planned activities and outputs according to workplans at the country and regional levels. This section of the report likewise assesses budget resources allocation efficiency in terms of effectiveness meeting project objectives.

LSGSC phase II and III programme and financial delivery rates were high

Because of limitations in the project monitoring and evaluation framework, which did not always have clear indicators for each output or set out precise indicator targets, project performance against targets was not easily assessed. Based on project progress reports and a monitoring table updated by the project CTA in November 2018, project implementation was largely on track against both phase II and III workplans. The project dropped only a small number of planned activities (mainly it reduced the overall number of planned workshops), some of which it justified because of changes in the implementing environment.²⁹ At the time of this evaluation, a few research activities were behind schedule. In December 2018, the project requested and was granted a no-cost-extension of implementation until 31 March 2019, and ILO programme managers anticipate that the remaining planned research outputs of the project will be completed during this extension, alongside continued project support to the ongoing sectoral collective bargaining negotiations in the garment sector in Cambodia (see further, above), and better elaborated project exit strategies for each of the project's target countries (see further, above).

Based the project's budget expenditure report,³⁰ LSGSC financial delivery (actual versus planned spending per implementing unit) was overall strong as of October 2018. On average, the spending rate was 85 percent, ranging from 108 percent for regional activities to 45 percent by INWORK for its global component activities. A Budget Revision performed in November 2018 helped to balance financial delivery rates across the project and reallocate project resources to the most active areas of project work. Residual funds at the end of 2018 were ultimately considered by ILO programme managers to be sufficient to justify and support implementation of a no-cost-extension to 31 March 2019, with a pared-back staffing model to reduce overheads. This request was granted by the donor.

LSGSC appropriately allocated the largest budget share to country-level activities where the need was the greatest

The majority of LSGSC budget resources went to the project's country level activities Pakistan, Cambodia and Indonesia, which in Phase III were cumulatively equal to 69 per cent of the total budget. The budget allocation to other implementing units was as follows: Regional activities three (3) per cent, Better Work

²⁹ For example, the project dropped planned activities to implement Cambodia's Trade Union Law on the advice of the country office.

³⁰ LSGSC Project Budget Overview October 2018 prepared by the project CTA.

nine (9) per cent, INWORK 12 per cent, and ACTRAV seven (7) per cent.³¹ Most ILO officials interviewed during the course of the evaluation indicated that the project's budget allocation was efficient in order to meet project objectives which required significant country-level work building ILO constituent capacity. According to a few ILO key informants, spreading the LSGSC project budget over seven management units may have limited the scope of some country-level project activities. For example, one evaluation informant indicated that scaling-up the project pilot's collective bargaining program and embedding it in national institutions would have required additional resources that were beyond the relatively small country-level activity budget allocated for Indonesia.

The project contributed limited resources to Better Work, amounting to nine (9) per cent of the total LSGSC project budget in Phase III. The proportion of overall Better Work programme budgets contributed by LSGSC to Better Factories Cambodia, Better Work Indonesia and Better Work Global were small (equal to two, five and one percent of overall Better Work budgets respectively during the project implementation period), based on Better Work programme manager reports. In phases II and III, LSGSC budget resources covered Better Work personnel expenses. As previously highlighted above, Better Work pools its financial resources so that it has more freedom to allocate the funds where they are most needed. In addition, a portion of Better Work programme costs are covered through fees paid by participating factories and brands.

Although they did not question the value of Better Work's collaboration within the LSGSC project, because of relatively modest LSGSC financial contributions to the overall budgets of Better Work programmes, and Better Work's own continued success in attracting donor resources to compliment programme generated funds, some ILO officials questioned whether it was in fact necessary for the LSGSC project to allocate a budget for Better Work to achieve LSGSC project objectives. One Better Work official remarked that: "The [LSGSC] project's contribution to Better Work was not so much its funding but what it produced to complement Better Work programmes, which has been invaluable." On the other hand, one Better Work official affirmed that: "The fact that we had a common donor (with INWORK) has helped us to have a policy discussion."

3.4 Effectiveness of management arrangements

To evaluate the effectiveness of management arrangements, the evaluator assessed the extent to which the LSGSC project effectively leveraged ILO international, regional and country-based human and other complementary institutional resources available within the ILO to meet project objectives. The evaluator likewise analysed the extent to which the LSGSC project worked collaboratively with other development cooperation projects or multi-stakeholder initiatives (MSIs) active in the garment sector, Asia region, and target countries to maximize impact and minimize duplication of efforts.

LSGSC's multi-level design had benefits with some limitations

As highlighted above, the LSGSC project was delivered by seven implementing units: Two in Geneva (INWORK and ACTRAV), one in Bangkok (ROAP) and three at country-level (JPO Phnom Penh, CO-Jakarta, and CO-Islamabad). According to ILO INWORK officials involved in developing the LSGSC project, designing project activities at the global, regional and country level was important to capitalize on institutional strengths and promote greater coherence in ILO work on wages and collective bargaining in garment sector global supply chains. One ILO official commented that: "LSGSC is the most comprehensive project on global supply chains in the ILO because it has work at all levels". Based on

³¹ Based on evaluator estimations using project document budgets, the breakdown of the phase II budget was similar except the portion of the budget for regional versus country level activities was larger (13 per cent. versus 3 per cent, 60 per cent versus 69 per cent).

feedback from ILO managers and technical specialist, the multi-level strategy of the project contributed positively to increasing coherence and collaboration between the implementing units. However, as highlighted above, the global and regional and country-level components did not always 'join up'. Several ILO officials interviewed during the course of the evaluation indicated that more could have been done by Geneva-based units to work together more effectively at the global level.

A few key informants noted the absence of ILO's Bureau for Employers' Activities (ACT/EMP) from the project as a design gap. These informants indicated there was little to no involvement by ACT/EMP in project operations at either the global or regional levels. One ILO official indicated that limiting the involvement of ACT/EMP was a loss for the LSGSC project, stating that: "ACT/EMP can provide an entry point and context for working with Employers' Organizations. We have a permanent relationship with them, know their wider issues and capacity constraints." Nevertheless, the project extensively engaged national employers' organizations at the country-level in project activities, including APINDO in Indonesia, GMAC and to a lesser extent CAMFEBA in Cambodia, and the Employers' Federation of Pakistan (EFP).

ILO assembled an effective project management team and capitalized effectively on ILO regional specialists

Based on ILO programme manager accounts, the LSGSC project's two successive Chief Technical Advisors (CTAs) played strong coordinating roles between the various implementing units, especially at the regional and country levels. Several ILO officials cited as a good practice the monthly newsletter authored by the CTAs. This internal project newsletter was diffused widely to concerned officials and units, even to those not directly involved in implementation, but with an interest in the project and its areas of work. The first CTA, who served from project inception to April 2018 also contributed to project research outputs, authoring some project publications in addition to his project management duties, while the second CTA was playing a key role in finalizing several project knowledge products at the time of the evaluation. A donor representative affirmed that: "My view is that the project has been effectively managed by the CTA."

Several ILO specialists and programme managers highlighted the benefits of the organization's decision to base the post of the LSGSC CTA at ROAP where the CTAs were able to effectively facilitate the involvement of regional technical specialists in country level programs. The ROAP and DWT/CO-Delhi wage specialists contributed significant inputs to LSGSC implementation on wage setting mechanisms in all three target countries, while DWT-Bangkok and DWT/CO-Delhi industrial relations specialists also contributed to project activities on collective bargaining. The LSGSC CTAs also reportedly consulted and periodically called on other regional and headquarters specialists to review and contribute inputs to project research. According to a small number of ILO officials, the benefits of having a regionally-based CTA for project activities in Pakistan was somewhat less relative than for Cambodia and Indonesia, because DWT/CO-Delhi and not ROAP and DWT-Bangkok hosted the relevant regional field specialists. One key informant recommended that future ILO regional projects select target countries that are all served by the same regional specialists.

At the country-level, based on the accounts of ILO senior programme managers and technical specialists, the LSGSC's five (5) national project officers managed stakeholder relationships effectively contributing to project relevance, and played a much-needed coordinating role in the target countries. In Cambodia, the LSGSC's two national project officers played key role in collecting and analysing wage monitoring data, informing and building ILO constituent capacity on minimum wages. Meanwhile, project support to the ongoing sectoral collective bargaining negotiations in the garment sector in Cambodia was effectively provided by a long-term national consultant. In Indonesia, the project's national officer facilitated contact and follow-up with Ministry of Manpower (MoM) and provided significant inputs for design of collective bargaining training, taking into consideration needs and context at the country level. One government

counterpart in Pakistan recounted that: “The role of the LSGSC national programme manager and specialists was very effective in bringing together all stakeholders, linking policy with practice and suggesting good practices from the region”. Several ILO officers cited loss of national expertise as a negative consequence of the end of the project, which at the time of the evaluation was immediately forthcoming. One ILO headquarters official remarked that: “One of the great things about this project was that it funded expertise in the field. It all added greatly to the offices’ capacity to work. When the funding runs out, we won’t have that”.

LSGSC cooperated with other relevant development partners and stakeholder initiatives

The LSGSC project coordinated and collaborated with a variety of other organizations engaged in sustainable garment global supply chain initiatives. Because it shared a common donor, BMZ encouraged the LSGSC project to cooperate with the regional GIZ “Social and Labour Standards in the Garment Sector” (SLSG) project. According to both ILO and GIZ project managers, the projects communicated and shared information frequently. At the regional level, the ILO-LSGSC and GIZ-SLSG projects jointly organized two regional workshops on minimum wage, collective bargaining and workplace cooperation in 2015 and 2017 (see further, above).³²At the country level, in Pakistan, both LSGSC and SLSG supported the Garment Sector Stakeholders’ Forum (GSSF). In Cambodia, the other country where the two projects overlapped, LSGSC contributed a panel discussion to a GIZ regional conference on workplace cooperation in November 2018, although overall there was less cooperation. One GIZ official remarked that: “ILO and GIZ have complemented each other, one has provided guidance being the authority in norms-setting while the other has worked more at the industry level. The two streams work together best.” Both ILO and GIZ officials remarked that more effective collaboration was sometimes limited because the areas of work overlapped only minimally geographically (the LSGSC project shared only two countries in common with the SLSG project, i.e. Cambodia and Pakistan, since the GIZ-SLSG project was not operating in Indonesia), thematically (the SLSG project was mainly focused on building labour inspectorate capacity), and in terms of country-level partnerships (the GIZ project’s government counterparts were different to those of the ILO).

Indonesia: In Indonesia, LSGSC engaged WageIndicator Foundation to analyse approximately 50 collective bargaining agreements (CBAs) sourced from Better Work Indonesia factories. At the time of the evaluation, LSGSC was collaborating with Better Work and an international expert consultant to take forward publish the analysis in the form of a research report on decent work outcomes of collective bargaining in garment factories in Indonesia, as part of the projects’ no-cost-extension activities.

Cambodia: In Cambodia, in addition to its traditional partners, LSGSC collaborated with the Solidarity Center on trade union capacity building, coordinated an exchange visit to South Africa with Cambodia’s national Arbitration Council, and collaborated with the ACT initiative on support to the ongoing sectoral collective bargaining negotiations in the garment sector.

In both Cambodia and Indonesia, the LSGSC project followed up on previous ILO industrial relations projects and appears to have capitalized on the outputs of those earlier development cooperation projects. Notably, the groundwork for project accomplishments in Cambodia was laid by a prior project.

Pakistan: In Pakistan, as highlighted above, in addition to GIZ and the partnerships in the Garment Sector Stakeholders Forum (GSSF) and Pakistan Buyers’ Forum (PBF), LSGSC worked with organizations representing informal sector workers and supported networking between brands, buyers and tripartite

³² Another joint regional workshop had been planned in Phase III but it is one of a few dropped activities. The gap between LSGSC project CTAs affected implementation on this regional workshop.

constituents. LSGSC was implemented alongside other ILO industrial relations projects in Pakistan. Notably, the EU is concurrently funding a large development cooperation project in the garment sector which is currently managed by a former LSGSC programme manager. One country programme representative affirmed that LSGSC research contributed beneficially to the design and implementation of other development cooperation ILO projects, noting that: “We have quite a few projects in the same area. We tried not to duplicate. We focused this project [LSGSC] a lot on the knowledge base. LSGSC research helped other programmes make sensible decisions.”

At the global level, as mentioned above, INWORK, through the LSGSC project, collaborated with the ETI on a study of the impact of purchasing practices of apparel buyers on working conditions in global supply chains in the garment sector. Meanwhile, ACTRAV leveraged the GLU for the development of project-supported online learning courses. Meanwhile, as previously highlighted, Better Work programmes, to which LSGSC project made a financial contribution, are funded by a pool of donors. In turn, Better Work collaborates extensively with apparel brands and buyers, through among other strategies, its annual buyers’ forum.

3.5 Impact

To evaluate the impact of the LSGSC project, the evaluation assessed whether there was any evidence linking project interventions with improvements in the lives of workers and increased decent work opportunities in the garment sector in target countries (i.e. the project’s development objective). In order to assess sustainability, the evaluation analysed the extent to which project interventions had been integrated into national legal and institutional frameworks, the extent to which knowledge and capacity had been transferred by the project to national stakeholders and/or the extent to which appropriate strategies were in place to phase-out ILO support or continue it through other means such as new projects, or ILO regular budget-supported activities, beyond the life of LSGSC project itself.

Cambodia: Through support to the national minimum wage system, LSGSC impacted the lives of workers and expanded decent work opportunities, with benefits for employers

Based on ILO and constituent feedback, LSGSC interventions in Cambodia contributed to improving lives of workers, with benefits for employers as well. In Cambodia, during the life of the project, statutory minimum wages have more than doubled since 2013,³³ and actual wages have increased significantly in real terms, and the project contributed to this outcome through its support to Cambodia’s national minimum wage system. In addition, LSGSC support for social dialogue in Cambodia brought relative calm to industrial relations, compared to the labour unrest that had characterised the time period immediately preceding implementation of the project. One trade union representative in Cambodia affirmed that: “In terms of the impact of the project, we have benefited a lot. The project has also improved the stability of the industry”. An employer representative in Cambodia declared that: “There is a big change in social dialogue with the trade unions. I think there is more maturity. In addition, there have been improvements in legal frameworks as well as in working conditions and social security. All these things have helped to improve industrial relations”.

Based on LSGSC research, rising wages and maintaining a competitive garment sector have been compatible in Cambodia: At the time of the evaluation, exports and employment in the garment sector in Cambodia were still growing despite five successive years of rapidly rising statutory minimum wages. According to key informant reports, the purchasing power of garment workers in Cambodia increased during the lifetime of the project, and this had a positive follow-on effect on real wages in other labour-

³³ The minimum wage of the garment and footwear sector increased every year between 2013 and 2017, rising from US\$ 80 in 2013, to US\$ 100 in 2014, to US\$ 128 in 2015, to US\$ 140 in 2016 and US\$ 153 in 2017 and \$170 in 2018.

intensive sectors of the economy (which, at the time of the evaluation were not covered by minimum wage legislation). These outcomes contributed to SDG 8, especially SDG Target 8.5 aimed at “achieving full and productive employment and decent work for all”, and corresponding SDG Indicator 8.5.1, i.e. “Average hourly earnings of female and male employees, by occupation...”.

Cambodia: Impact of LSGSC project’s support to sectoral collective bargaining in is potentially high, but not guaranteed

The ultimate outcome of LSGSC’s support to the sectoral CBA negotiations in the garment sector in Cambodia was not known at the time that this report was written. According to an ILO specialist, if it is signed, the CBA would be the first sectoral agreement of its kind in the garment sector in Asia. The specialist stated that: “[The agreement] would set a model for other garment exporting countries. For Cambodia specifically, it would apply to factories that never had a CBA and would also put pressure on the other factories to join because of competition for workers. There would be a reduction in working time and the wage structure would be linked with skills, performance and productivity. The latter would provide incentives for workers to work harder but not increase hours”.

As of the time of writing, two positive developments towards conclusion of the agreement had recently occurred. First, as of December 2018, project support contributed to agreement between the negotiating parties of a preliminary draft text of the sectoral CBA, which will be subject to further negotiations between the parties during 2019. Second, also in December 2018, the Government of Cambodia made a direct request for ILO support for a tripartite consultative workshop on a draft *Prakas* (Ministerial regulation) that would establish a garment sector Bargaining Council in Cambodia. LSGSC project planned to provide such support in early 2019 during its no-cost-extension period.

Despite significant advances, at the time of the evaluation, ILO specialists and country constituents agreed that there was still significant room for progress in terms of the salient issues addressed by the LSGSC project in Cambodia. One trade union representative presented a long list of worker concerns, stating that: “To me personally, even though there have been annual wage increases, the labour standards are still low. We still see a lot of mass fainting. Working conditions are still poor. We also learned that there is an increasing trend of sub-contracting. Another issue is that there have been increasing numbers of smaller factories being set up in the rural areas, but these small factories do not respect labour standards.” On the employers’ side, a representative remarked that: “So far there is no reliable data on productivity and skill development in the country. We want to understand about how other countries have become more productive. If there is a future project, it should explore the issue of productivity and competitiveness. This would feed into work on minimum wage.”

Indonesia: Impact of LSGSC support to wage policy reform is unsure

In Indonesia, as of the time of writing, the impact of LSGSC’s support to wage policy reform remained to be seen. To date, according to the accounts of ILO programme managers and technical specialists, the two main outcomes of LSGSC’s technical assistance on minimum wage setting mechanisms in Indonesia have been: Greater receptivity on the part of the Government of Indonesia (GOI) to further ILO technical advice in the area of minimum wages, and increased knowledge amongst ILO’s tripartite constituents in Indonesia regarding evidence-based approaches to wage policy monitoring.

One Ministry of Manpower (MoM) official affirmed the relevance of LSGSC assistance in the current country context in Indonesia, stating that: “The Ministry is planning to improve its minimum wage policy and is looking for a new approach. In the next plan, PP78 will be improved”. MoM officials indicated that the Ministry was considering LSGSC’s policy paper on minimum wage policy reform as part of its deliberations. Members of the National Labour Council in Indonesia likewise indicated that LSGSC had

provided inputs for its 'roadmap' on minimum wages, which was due to be submitted to the Government for consideration at the end of the current Council's mandate in 2019.

Based on evaluation interviews, ILO tripartite constituent sentiment appeared to be that the minimum wage had risen too high under PP78 (although constituents highlighted that the situation varies in different areas of the country). Various national stakeholders, including trade union representatives, indicated that the minimum wage needed to return to its 'social safety net' role. Evidence to support or debunk this assertion had yet to be produced and diffused using the minimum wage monitoring tool recommended by LSGSC to constituents in Indonesia. Although LSGSC had aided data collection to analyse the minimum wage policy in Indonesia, the project encouraged the National Wage Council to conduct its own analysis, utilizing the 'balanced scorecard' approach recommended by the project, a step which – as of the time of writing - the National Wage Council had not yet taken.

Indonesia: Impact of LSGSC enterprise-level pilot programme on collective bargaining in the garment sector was positive, although potential to scale-up was uncertain

The impact of LSGSC's enterprise-level pilot programme on collective bargaining in the garment sector in Indonesia was positive in factories that participated in the project. Out of the 16 garment factories involved in the pilot programme, 11 factories either signed a new CBA following the training or renewed an existing CBA. As a result of LSGSC project support, members of one factory's negotiation team affirmed that their recently signed CBA was "more focused on the welfare of worker".

In terms of scale-up, according to programme manager accounts, CO-Jakarta had capitalized on several stakeholder meetings to present the positive outcomes of its collective bargaining training programme with the objective of changing employer mindsets. However, amongst the most significant obstacles to replicating the training, according to trade union leaders, was identifying factories that accept to enter good faith negotiations with workers' organizations.

Pakistan: LSGSC contributed to provincial legal frameworks improvements on minimum wage, but enforcement is uncertain

Legal reforms enacted in Sindh province, which stakeholders attributed to LSGSC research and technical advisory services, were tangible outcomes of the LSGSC project in Pakistan, with the potential to improve the lives of workers. These reforms included the extension of minimum wage coverage to workers in the largely informal sector glass bangle industry, as well as to home-based workers through the newly adopted Home-based Workers Act (2018). LSGSC research on gender pay gaps also contributed to the incorporation of legal provisions on equal pay for equal work in the rules of business for the implementation of the Minimum Wage Act. As evidenced by these legal reforms, LSGSC work in Pakistan was notable for addressing the concerns of women and informal sector workers, who populate the lower tiers of garment sector global supply chains in Pakistan.

As highlighted above, LSGSC also contributed to modest improvements in minimum wage setting practices in Pakistan in some of the country's four provinces and three territories. Several ILO officials indicated that the capacity of Pakistan's provincial wage boards started from a low pre-project baseline and that these provincial wage boards needed additional technical assistance towards the project's immediate objective of supporting more evidence-based and participatory wage-setting in Pakistan. Key stakeholders also noted that strengthening enforcement of minimum wage laws, not a specific objective of the LSGSC project, was a significant need and challenge in Pakistan, especially in respect of enforcement in the informal sector, which represents some 70 per cent of employment in Pakistan.

3.6 Sustainability

In order to assess sustainability, the evaluation analysed the extent to which project interventions had been integrated into national legal and institutional frameworks, the extent to which knowledge and capacity had been transferred by the project to national stakeholders and/or the extent to which appropriate strategies were put in place to phase-out ILO support or continue it through other means such as new projects, or ILO regular budget-supported activities, beyond the life of LSGSC project itself.

Although starting late, LSGSC is currently mounting an exit strategy

LSGSC programme managers affirmed that LSGSC was developing an exit strategy, including differentiated 'Post-Project Sustainability' plans for each of the three project target countries. LSGSC programme managers highlighted that work on this started late due to widely held hopes and expectations within ILO that LSGSC would be extended into a fourth phase. Official notification that there would be no extension finally came very late in the implementation of the Phase III of the project, on 14 November 2018, whereas the project was then set to close on December 31, 2018. Following this, LSGSC project sought and was granted a three-month No-Cost-Extension until 31 March 2019, which will allow more time for the project to develop, seek internal feedback upon, and table its 'Post-Project Sustainability Plans'.

ILO regional and headquarters specialists highlighted plans to integrate some follow-up activities into the regular activities of regional technical specialists to be supported by permanent country programme personnel, especially to follow-up on wage policy work in Indonesia and possibly in Pakistan. One wage specialist affirmed that: "There is a lot more to be done to strengthen what the project has already produced. I will try to push forward the agenda to some extent. Obviously, the projects help us to achieve much more than is often the case in regular policy work". ILO officials likewise indicated that regular budget (i.e. RBSA and RBTC) resources are limited but available for priority follow-up activities, especially if they are already envisaged in the DWCP, which is the case in all three LSGSC target countries. ILO officials also highlighted their intention to integrate follow-on activities into existing projects when possible (including Better Work activities in Cambodia and Indonesia) as well as in new wages and industrial relations projects in the pipeline, several with funding already committed³⁴ and others still in the development or negotiation stages.

Cambodia: Adoption of LSGSC-promoted wage setting systems and collective bargaining interventions by national institutions and related changes in national laws favour sustainability

Through its capacity building programmes, the LSGSC project strongly anchored improved wage setting systems and collective bargaining activities in Cambodian institutions which was positive for sustainability. Government representatives explained that an annual minimum wage review has been integrated into new minimum wage law. In the new law, the role of the Labour Advisory Council (LAC) has been institutionalized through the creation of a tripartite wage board, with government, employers and workers equally represented. During its short no-cost-extension phase LSGSC was likewise planning to provide specific assistance to the Government of Cambodia towards the establishment of a Sectoral Bargaining Council to negotiate and monitor a sectoral CBA in the garment sector.

Among the factors that threaten sustained outcomes according to ILO and ILO constituent key informants was the absence of a neutral provider of data and data analysis to support wage negotiations. Several employer and worker key informants highlighted that trust in government-provided data was limited and

³⁴According to the LSGSC, one example is the Swedish cooperation-funded 'Decent Work in the Garment Sector Supply Chains in Asia' regional project, the cooperation agreement for which was signed in December 2018

that, even though the new National Wage Board secretariat had the capacity to produce relevant data following project assistance, there would be a need for ILO “validation.”

Indonesia: Continuity of collective bargaining pilot programme at risk without institutional anchor

An obstacle to sustainability of LSGSC’s enterprise-level pilot programme on collective bargaining in garment factories in Indonesia was the absence of an agreement between ILO and a national organization that would be able continue the training programme beyond the life of the LSGSC project itself. During the evaluation, a representative of APINDO, the national Employers’ Organization (EO) of Indonesia affirmed interest, stating that: “To make it sustainable, APINDO needs to take [the collective bargaining training] on. In APINDO, we need to have a coordination meeting to discuss about what are the next steps. We need to promote the training and assess our members’ interest. Based on their feedback, we could make a proposal. It needs to be self-financed. We should also coordinate with the partner trade unions - we have this possibility because we have a good collaboration with some of them”. At the time of writing LSGSC programme managers were also discussing with Better Work Indonesia about the potential for integrating collective bargaining training in its existing advisory services. Meanwhile, ILO technical specialists have suggested that the Ministry of Manpower (MoM) might be a suitable local counterpart to continue to provide the project’s collective bargaining training package, beyond the life of the project.

Pakistan: Potential uptake of LSGSC interventions by other ILO projects may ensure continuity

Continuity of some LSGSC interventions in Pakistan beyond the life of the project may be ensured by other ILO development cooperation projects such as the EU-funded project referenced above which will continue implementation for three more years. According to the project manager of the EU-funded project, there may be scope within that project for work on wages and collective bargaining. In addition, at the time of the evaluation, Better Work was considering opening a programme in Pakistan (see below). If expansion of Better Work operations into Pakistan does indeed occur, work with the Pakistan Buyers Forum (PBF), which had been provided by the LSGSC project, may be able to be sustained in a new context. Even in the absence of additional project funding, ILO programme managers indicated that the LSGSC legacy of better-networked stakeholders in the garment sector in Pakistan will continue to yield benefits beyond the life of the project, and that occasional meetings funded through the private contributions of some members were likely to continue in the future.

Better Work programmes to continue in Cambodia and Indonesia and a new programme in Pakistan is under consideration

LSGSC programme managers highlighted the potential for Better Factories Cambodia and Better Work Indonesia to follow-up on some project initiatives considering that Better Work planned to continue its factory level work in Indonesia and Cambodia in the coming years. In addition, Better Work was embarking on the design stage for a proposed new Better Work programme in Pakistan at the time of the evaluation, although no firm decision had been made to open a programme, and no funding had been committed, according to a Better Work programme manager. Better Work may be well-positioned to integrate collective bargaining training in its advisory services. One Better Work official affirmed, that: “We have mostly focused on compliance issues and we mainly have worked through bipartite management committees. That is currently changing. We are looking at ways to move beyond the bipartite committees. We are developing a new strategy on industrial relations.”

LSGSC global component capacity building tools remain relevant and accessible to relevant stakeholders

ILO programme managers at the global level foresaw that much of the global research and capacity building tools produced by the LSGSC project would continue to be useful for ILO's future work on wages. For example, ILO officials within INWORK and Better Work believed that future capitalization of LSGSC research on purchasing practices was likely, considering the importance of the research findings and interest in follow-up expressed by global-level stakeholders working on sustainable supply chains.

ACTRAV officials and GLU representatives affirmed that the project-supported MOOCs remained available in self-paced learning mode on the iVersity platform.³⁵ According to one former ACTRAV official, there were opportunities for the ILO to continue development of the existing courses, however, funding for this was not available at the time of the evaluation: "We have been approached by *Springer Nature*,³⁶ one of the leading academic publishers in the world to collaborate to develop the courses further. It is a huge recognition of the quality of the courses but on the other hand, we don't really have the resources to update them right now".

4. Conclusions

Overall, LSGSC was well-designed and relevant to stakeholder needs

The LSGSC project was in line with ILO and constituents' recommendations as articulated and validated in recent global meetings and conferences as well as through country-level consultations and research. LSGSC appropriately differentiated intervention strategies from country to country and between tripartite partners to fit differing institutional arrangements, roles, capacity and commitment. Interventions likewise fitted with international frameworks on responsible multinational business (such as the 2016 International Labour Conference resolution on decent work in global supply chains), ILO Programme & Budget (P&B) indicators and country level DWCPs. LSGSC work on minimum wages especially appeared to fill a niche unfilled by other organizations working to strengthen labour standards in garment global supply chains, a noteworthy accomplishment considering the large number of organizations and initiatives active in the field. By addressing wages and other working conditions, high priority issues among ILO constituents, actively engaging and convening stakeholders in LSGSC target countries, and contributing to the existing body of knowledge on important issues, the project contributed to enhancing social dialogue in global garment sector supply chains. LSGSC integrated gender concerns into its design and implementation in well-considered ways – in the choice of sector, by considering women's special concerns in project intervention strategies and by promoting women's participation and, in some cases, leadership. On the other hand, the needs of other groups often affected by discrimination such as persons with disabilities, were not explicitly addressed by the project.

LSGSC interventions to promote participative and evidence-based minimum wage setting mechanisms ranged from very to modestly successful depending on the target country

LSGSC was largely successful in achieving its intended outcomes on promoting participative and evidence-based minimum wage setting systems in its three target countries. Cambodia was a LSGSC success story of effective support for strengthening of national minimum wage-setting systems with notable outcomes both in terms of improving the wage-negotiation process and raising wages, while at the same time maintaining the garment industry's competitiveness. In Pakistan and Indonesia, outcomes at the time of

³⁵ iversity.org is an online learning platform for higher education and professional development courses provided by experts from all over Europe.

³⁶ Springer Nature is an academic publishing company created by the May 2015 merger of Springer Science+Business Media and Holtzbrinck Publishing Group's Nature Publishing Group, Palgrave Macmillan, and Macmillan Education.

the evaluation measured by actual changes in practices were more modest. In Indonesia, the project provided initial inputs for wage policy reform and created demand for follow-up support by the ILO on wage policy reform, but the project's ultimate influence on improving wage policy in the country was still to be seen. In Pakistan, where minimum wage setting is devolved to provincial minimum wage boards, LSGSC capacity building had produced a demonstrable outcome in one province (Sindh) with reports of changes in wage board members awareness in two other provinces sampled during the evaluation. In all three project target countries, LSGSC effectively leveraged ILO ROAP, INWORK, DWT/CO-Delhi, and DWT-Bangkok wage specialist expertise and produced useful research that guided project and constituent decision-making. Project research on wages and home-based and informal sector workers and other complementary activities contributed expanding minimum wage coverage in Sindh provincial regulations, a noteworthy accomplishment, even if enforcement remained a significant challenge.

Project outcomes-to-date promoting collective bargaining in target countries were good but limited in scale. Cambodia may be an exception, but this was not guaranteed.

LSGSC contributions to sectoral-level negotiations of a first-of-its-kind³⁷ sector-wide collective bargaining agreement in Cambodia LSGSC resulted, as of December 2018, in a preliminary draft text of the agreement, and a direct request from the Government for ILO support to establish a garment sector Bargaining Council.

LSGSC contributions to promoting effective collective bargaining in Indonesia and Pakistan were modest due to the scale of the programmes and limited prospects for scale-up and institutionalization. However, the capacity building methodology used by the project was largely effective in terms influencing factory level bipartite CBA negotiations, and in Indonesia especially had potential for scaling-up by the ILO in the future. LSGSC interventions in Indonesia also created an opening for possible future work on strengthening labour dispute settlement mechanisms.³⁸

LSGSC's Better Work and global components contributed to the project's overall value even if its linkages to other country-level work were stronger in some cases than others

LSGSC made a modest financial contribution to ongoing Better Work programmes in Cambodia and Indonesia aimed at improving garment factory compliance with ILO core labour standards and national legislation. Impact evaluations of Better Work programmes provide evidence of compliance improvements. In addition, LSGSC implementing units engaged in productive dialogue and cooperation with Better Work, and Better Work provided LSGSC access to its factory compliance data and facilitated LSGSC contact with relevant garment sector stakeholders for the project's policy-level work.

INWORK's global component activities produced quality research contributing evidence and awareness on key factors affecting decent work and wages, especially the role of purchasing practices on decent work. The project's ACTRAV-led global component also contributed to producing online courses on decent work in global supply chains, fair wages, and International Labour Standards (ILS) that ultimately were accessed by 14,600 trade union representatives and other relevant stakeholders who found the content useful. Global and country level activities, although broadly relevant, did not all join-up to enhance project effectiveness except in a few instances such as in the development of the Minimum Wage Policy Handbook which was translated and used in country-level activities.

³⁷ According to ILO officials, the agreement, if signed, would be the first sector-wide CBA in the garment sector in Asia, the largest garment-producing region of the world.

³⁸ According to the LSGSC CTA, a similar opening may be created by forthcoming project research on mechanisms to resolve pay and other disputes in Pakistan, due to be published during the no-cost extension period of the project.

Overall, LSGSC was efficient in managing project resources

The ILO put together an effective project management team and capitalized extensively on the expertise of ILO regional specialists in project activities. Even with the project's limited visibility on extensions and short project implementation phases, project planning and resource allocation decisions were overall good. LSGSC Phase II and III financial delivery rates were high, with some divergence among implementing units. LSGSC appropriately allocated the largest budget to country level activities where the need was the greatest. Although no one set of activities was unworthy of project funding, spreading the LSGSC project budget over seven units may not have been the most rationale strategy considering the relative disconnect between some regional and country-level activities and global activities. Nevertheless, having all the units under the same project umbrella contributed to modest improvements in communication and collaboration between ILO units working on global supply chain issues in the garment sector. LSGSC cooperation with other relevant development partners and stakeholder initiatives including the GIZ-SLSG regional project was limited but appeared to seize relevant opportunities at both the country and global levels. The ILO was effective in limiting duplication of LSGSC with respect to its other concurrent development cooperation projects, and in building on the accomplishments of previous ILO development cooperation projects in the context of LSGSC.

LSGSC produced tangible outcomes that contributed to the project's overall goal

Cambodia: LSGSC made significant contributions to the project's goal in Cambodia as well as broader SDG goals on decent work and employment. In Cambodia, statutory minimum wages have more than doubled since the pre-project baseline rate (2013),³⁹ and the project contributed to this increase. In addition, project support for social dialogue brought relative calm to industrial relations compared to the labour unrest that had preceded the project. Moreover, exports and employment in the garment sector in Cambodia were still growing despite five successive years of rapidly rising statutory minimum wages. According to key informant reports, the purchasing power of garment workers in Cambodia had increased during the lifespan of the project, and this has had a positive follow-on effect on wages in other labour-intensive sectors of the economy, even if the latter are not yet covered by minimum wage legislation.

Indonesia: In Indonesia, LSGSC impact on wage setting mechanisms in Indonesia and potential scaling-up of the successful pilot enterprise-level collective bargaining activity was unsure. In the absence of additional assistance, sustainable changes in wage setting mechanisms and collective bargaining were unlikely.

Pakistan: In Pakistan, LSGSC project research contributed to improving provincial legal frameworks on minimum wages in Sindh province as well as to modest gains in provincial minimum wage board practices. LSGSC interventions in Pakistan were notable for addressing the concerns of the bottom tiers of the garment supply chain and culminated in extending minimum wage coverage and other legal protections to informal sector workers. Unfortunately, legal enforcement on minimum wage laws, a problem not addressed by LSGSC, was weak, which constrained immediate positive outcomes of these regulatory reforms.

LSGSC is developing relevant sustainability strategies

Through its capacity building programmes, the LSGSC project strongly anchored improved wage setting mechanisms in national institutions in Cambodia, which was positive for sustainability. In contrast, in Indonesia, although the project's enterprise-level pilot programme on effective collective bargaining included a TOT methodology and was viewed positively by those involved, there was no ready strategy

³⁹ The minimum wage of the garment and footwear sector increased every year between 2013 and 2017, rising from US\$ 80 in 2013, to US\$ 100 in 2014, to US\$ 128 in 2015, to US\$ 140 in 2016 and US\$ 153 in 2017 and \$170 in 2018.

on the part of ILO to embed the training programme in ILO constituent institutions for scale-up and sustainability at the time of the evaluation. LSGSC research in Pakistan was already being used in other ILO projects, and some of its intervention strategies may be taken up by these projects in the coming years, positive factors supporting the continuity of ILO assistance on wages, collective bargaining and stakeholder networking. Better Work had secured funding to continue its activities in Cambodia and Indonesia and was actively considering initiating a new program in Pakistan. Global capacity building and knowledge products were readily available online for continued use.

Although starting late, LSGSC was mounting its exit strategy at the time of the evaluation, including differentiated strategies for each of the project's three target countries. At the time of writing, based on discussions with LSGSC programme staff (and as highlighted above), the main exit strategies being put forth by the project included: Integration of follow-up activities in target country DWCP, continuing work through regular ILO specialists and Country Office personnel (CO-Jakarta, CO-Islamabad as well as JPO Phnom Penh and the ILO Country Office for Thailand, Cambodia and Lao People's Democratic Republic) on a smaller scale, raising additional funds for priority initiatives, leveraging ongoing Better Work activities, and integrating some follow-up activities in an already-funded development cooperation projects including the recently-signed SIDA-funded 'Decent Work in the Garment Sector Supply Chains in Asia' regional project.

5. Recommendations

The following six recommendations of the evaluation are addressed to the ILO:

I. The ILO should provide short-term follow-up support:

- Indonesia:
 - *Technical support to government revisions of minimum wage policy prior to finalization of the government's new wage policy planned for 2020.*
 - *Follow-up to anchor CBA training in national institution(s) in Indonesia (such as MoM and/or APINDO); consider potential as value-added Better Work advisory service and/or constituent service.*
 - *Follow-up on wage policy monitoring "balanced score card" mechanism, to extent that stakeholders request follow-up and demonstrate intention to implement monitoring mechanism.*
- Cambodia:
 - *Support completion of sectoral CBA negotiations in Cambodia, if progress remains likely, including technical support to address current bottlenecks such as the question of 'Most Representative Status' (MRS) of trade unions in the negotiations, and the related issue of the establishment of a garment sector Bargaining Council as a mandated forum for the negotiations.*
 - *Identify and support a suitable institution to produce garment sector technical notes, building on the methodology and utility of the Cambodia Bulletin; consider potential of integrating industry research as a value-added Better Work service and alternative sources of resource support, such as the recently-signed SIDA-funded 'Decent Work in the Garment Sector Supply Chains in Asia' regional project.*
 - *Follow-up on wage policy monitoring "balanced score card" mechanism, to extent that stakeholders request follow-up and demonstrate intention to implement monitoring mechanism.*
- Pakistan:
 - *Follow-up to ensure the Garment Sector Stakeholders' Forum (GSSF) and Pakistan Buyers' Forum (PBF) have action plans to continue periodic meetings to the extent there is demand from*

members; facilitate linkages between the GSSF, PBF and other LSGSC interventions with potential Better Work Pakistan programme.

The above have low to medium resource requirements.

2. The ILO should consider the following intervention areas for medium or long-term follow-up on LSGSC interventions, if funding is available:

- Cambodia:
 - Support the establishment of credible and effective monitoring and dispute resolution mechanism for sectoral CBA if agreement reached
 - Support capacity of a garment sector bargaining council, if such a council is established.
 - Provide technical advisory services on extension of minimum wage to new sectors in Cambodia per new (July 2018) minimum wage law and apparent government intentions.
- Indonesia:
 - Follow-up on policy note on “Building a More Effective Industrial Dispute Settlement System in Indonesia” by identifying need for additional technical assistance and investigating potential for identifying donor resources to support larger scale follow-up support to the ILO Tripartite partners to implement policy note recommendations.
- Pakistan:
 - Consider a follow-up set of interventions to identify mechanisms to promote payment of statutory minimum wages to home-based and informal sector workers in the garment sector.

The above have medium to high resource requirements.

3. The ILO should develop and implement a strategy on how to capitalize on the LSGSC purchasing practices study.

In addition to planned follow-up research, ILO should consider how it will capitalize on existing partnership with Action Collaboration and Transformation on Living Wages (ACT) and develop other potentially innovative partnerships with organizations engaged in consumer advocacy work and the promotion of good purchasing practices among buyers at the top of global supply chains; possibly also consider partnerships with “sustainable trade” initiatives that link purchasing agreements, support for producer productivity increases, and with producer social compliance improvements. Consideration should be given to existing Better Work “influencing” strategy and Better Work role in strategy.

The above has medium to high resource requirements depending on the scope of the strategies and its implementation requirements.

4. The ILO should develop and test a strategy on how to use knowledge from piecework research in the garment sector at country level.

The above has medium to high resource requirements depending on the scope of the strategies and corresponding implementation requirements.

5. The ILO should continue to invest in innovative online learning resources for ILO constituents.

Future use of existing and potential new courses should allocate appropriate resources to make blended learning approaches (identifying and making local partnerships and collaboration with local trade union leaders) effective.

The above has medium to high resource requirements depending on the scope of the strategies and corresponding implementation requirements.

6. Good practices and lessons learned

Good Practices

LSGSC featured a variety of good practices that may be useful if replicated in other projects with similar conditions and objectives. In particular:

1. Cambodia Garment and Footwear Sector Bulletin.

Various key informants cited the technical bulletins produced by the project on Cambodia's Garment and Footwear sector as a project good practice. The 'Cambodia Bulletin' supported evidence-based decision-making, a key project theme, by using data to analyse trends and outcomes of policies and programs. Conditions for successful replication of the practice may include producing relatively brief notes in non-academic language, ensuring research is tied to other ongoing work, and publication from a source that is perceived by the constituents as credible and objective.

2. Leveraging regional specialists to deliver technical assistance.

Various ILO programme managers and constituents highlighted the significant contributions of ILO regional wage and industrial relations specialists in support of LSGSC project outcomes. ILO regional specialists involved in the LSGSC project highlighted that the coordination and country-level expertise given by the project's national programme officers and in some cases, national consultants were critical inputs to the specialists' effectiveness.

3. Developing generic capacity building tools for use in multiple countries.

Many ILO programme managers and constituents cited the Minimum Wage Policy Guide as a useful resource. One of the positive outcomes of developing a "generic" versus a country specific guide was that it could be adapted to a variety of country settings and achieved economies of scale.

Lessons learned

The evaluation suggests some lessons learned that may be used to inform the design and implementation of future ILO programmes. In particular:

1. Fewer, more intensive interventions may be better than a larger number of, more scattered, approaches.

The evaluation highlights significant project achievement in Cambodia in terms of supporting the introduction and operation of a more participatory and evidence-based minimum wage setting system for the garment sector at a national level. To achieve this outcome, LSGSC delivered a well-focused strategy over more than four years, with multiple training workshops and technical advisory sessions tailored to the needs of the various key stakeholders. However, before engaging on an intensive capacity building initiative, it is very important to ensure that stakeholder demand for ILO support is high and meets a critical need.

2. The importance of the scale of impact and/or the scalability of interventions.

Another lesson learned from LSGSC project is the value of achieving scale or at least scalability. Project interventions in Cambodia demonstrated that, in the right circumstances, changes in minimum wages setting practices can affect the lives of hundreds of thousands of workers. In Indonesia, LSGSC's

programme of work to promote collective bargaining, which trained trainers effectively and which facilitated trainer follow-up work at the factory-level, is also instructive. The LSGSC enterprise-level CBA pilot program included many of the ingredients for both a successful and scalable intervention, however ILO needed additional time and investment in embedding the approach in one or more national institutions in order to deliver scalable, and sustained impact.

Annexes

Annex A. LSGSC Logframe

Development Objective: To improve the lives of workers and increase decent work opportunities in global garment sector supply chain starting in the three target countries

Immediate Objective 1: Systems for participatory and evidence-based minimum wage-fixing, wages policy, and collective bargaining will have been improved in the target countries.

Output 1.1: In Cambodia, tripartite constituents' capacity to develop and implement evidence-based wage policy is strengthened

Output 1.2 In Cambodia the capacity of tripartite constituents to engage in social dialogue is improved

Output 1.3: In Indonesia capacity of relevant tripartite institutions to develop and implement policies on wages through social dialogue is strengthened.

Output 1.4: In Indonesia constituents are assisted to develop and implement collective bargaining agreements at enterprise and multi-enterprise levels.

Output 1.5: In Pakistan, capacity of the tripartite stakeholders to develop and implement evidence-based wage policy is strengthened

Output 1.6: In Pakistan, capacity of the tripartite stakeholders to conduct effective collective bargaining is strengthened.

Output 1.7: In Pakistan, linkages between stakeholders within the garment sector are strengthened.

Output 1.8: Regional sharing of information and experiences regarding wages policy and the garment sector is facilitated

Immediate Objective 2: Systems for assuring labour standards compliance at the factory level will have improved in the target countries.

Output 2.1: Better Work contributes to assuring labour standards compliance at the factory level.

Immediate Objective 3: The institutional capacity of tripartite partners to respond to labour standards challenges in the global garment sector supply chain will have improved.

Output 3.1: Knowledge of global supply chains, wage-setting mechanisms, and working conditions in the garment sector developed and disseminated

Output 3.2: Workers' organizations' capacity to promote and defend workers' rights and interests within the global garment sector supply chain is enhanced

Terms of Reference (TOR) for an External Collaboration Contract

Independent Final Evaluation

“Labour Standards in Global Supply Chains – Programme of Action for Asia and the Garment Sector”

| | |
|---|---|
| Project Title | Labour Standards in Global Supply Chains – Programme of Action for Asia and the Garment Sector |
| ILO Project Codes | RAS/17/50/DEU RAS/15/09/DEU RAS/15/56/DEU |
| Geographic Scope | Cambodia Indonesia Pakistan Regional (Asia and the Pacific) Global |
| Administrative Unit in charge of the project | ROAP |
| Technical Backstopping Unit | INWORK |
| Type of Evaluation | Independent |
| Timing of Evaluation | Final |
| Project Period | 8 December 2015 – 31 December 2018 |
| Total Project Budget | EUR 5,100,000 |
| Funding Agency | Government of the Federal Republic of Germany |

I. Background and Justification

Labour Standards in Global Supply Chains

1. There are a range of labour market challenges within the global garment sector supply chain. These challenges relate to minimum wage adjustment mechanisms; systems of industrial relations; collective bargaining; labour inspection regimes; compliance with national and international labour standards; precarious employment and long working hours; dispute resolution and other issues.
2. The Labour Standards in Global Supply Chains (LSGSC) project⁴⁰ seeks to address a range of these problems, particularly those related to wage-setting, collective bargaining, and compliance with labour standards. The LSGSC project was initiated as part of a Joint Declaration of Intent for a renewed partnership between the German Federal Ministry for Development Cooperation (BMZ) and the International Labour Organization (ILO), signed in May 2014. The declaration identified labour standards in Global Supply Chains (GSCs) as a priority for cooperation during the coming years.
3. Phase I of the LSGSC project [RAS/14/03/FRG] was carried out under a grant agreement between the ILO and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on behalf of the Federal Republic of Germany. The budget for Phase I was EUR 1,899,960, which was ultimately made available for the period 1 December 2014 to 30 January 2016. An internal evaluation of this phase was conducted in late 2015, and reflected in the evaluation report of 20 February 2016.
4. Phase 2 of the LSGSC project commenced on 8 December 2015 and was financed by the Government of the Federal Republic of Germany represented by Germany's Federal Ministry for Economic Cooperation and Development (BMZ) [RAS/15/56/DEU] and by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) [RAS/15/09/DEU]. A grant agreement between the ILO and the BMZ for EUR 1,800,000 covered the period 1 February 2016 to 30 June 2017, while a grant agreement between the ILO and the GIZ for EUR 1,200,000 covered the period 1 April to 31 December 2016.
5. In December 2016, the BMZ and the ILO signed a supplementary arrangement under which the BMZ agreed to make available to the ILO a supplementary amount of up to EUR 2,100,000 to be utilized during the period 1 July 2017 to 31 December 2018 [RAS/17/50/DEU]. This supplementary arrangement provided for an extension, in terms of both resources and time, of the already existing Phase 2 grant agreement. The period covered by this supplementary arrangement is hereinafter referred to as 'Phase 3' of the LSGSC project, although it was not a new and separate financial arrangement.
6. The below table summarizes the respective phases of the LSGSC project that are in-scope for the present evaluation, i.e. Phase II and Phase III.

| Labour Standards in Global Supply Chains Project | | | | |
|---|--------------|--------------|---------------------------------|---------------------|
| Project Code | Phase | Donor | Period | Budget (USD) |
| RAS/15/56/DEU | II | BMZ | 8 December 2015 – 30 June 2017 | 1,800,000 |
| RAS/15/09/DEU | II | GIZ | 1 April 2016 – 31 December 2016 | 1,200,000 |
| RAS/17/50/DEU | III | BMZ | 1 July 2017 – 31 December 2018 | 2,100,000 |
| Total | | | | 5,100,000 |

⁴⁰ See further: https://www.ilo.org/asia/projects/WCMS_410167/lang--en/index.htm

7. The development objective of the LSGSC project is to “improve the lives of workers and increase decent work opportunities in the global garment sector supply chain, starting with beneficiary countries”. The project’s three immediate objectives are as follows:
 - I. Systems for participatory and evidence-based minimum wage-fixing, wages policy, and collective bargaining will have been improved in the target countries.
 - II. Systems for assuring labour standards compliance at the factory level will have improved in the target countries.
 - III. The institutional capacity of tripartite partners to respond to labour standards challenges in the global garment sector supply chain will have improved.
8. The LSGSC project contributes to the broader efforts of the ILO and its constituents to achieve Decent Work. In the current (2018-19) ILO biennium, the LSGSC project is contributing to ILO Programme and Budget (P&B) Policy Outcome I: “*More and better jobs for inclusive growth and improved youth employment prospects*”,⁴¹ and in particular its Indicator I.5: “*Number of member States that have formulated or adopted policies, programmes or other measures to improve labour relations, labour market institutions and working conditions*”. Activities of the LSGSC project also contribute to other ILO P&B policy outcomes and corresponding indicators.
9. At the country-level, the LSGSC project is embedded in, and contributes towards, the respective Decent Work Country Programmes (DWCPs) of the project’s three target countries: Cambodia, Indonesia and Pakistan. In particular, the LSGSC project is directly linked to the Country Programme Outcomes (CPOs) KHM 126 (“*Improved laws, mechanisms and processes, particularly in the garment sector, for industrial relations, dispute prevention and resolution and wage setting*”) in respect of Cambodia’s current DWCP (2016 – 2018); IDN 155 in respect of Indonesia’s most recent DWCP (2012 – 2015) (“*Established and implemented effective wage policies*”) and PAK 176 (“*Enabling policy, legal and regulatory environment created for sustainable employment at federal and provincial level*”) in respect of Pakistan’s current DWCP (2016 – 2020). The project design and results framework of the LSGSC project take gender equality and non-discrimination concerns into consideration.

In terms of the 2030 Agenda for Sustainable Development, the LSGSC project contributes to Sustainable Development Goal 8 on the promotion of sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. SDG Target 8.5 is of particular relevance to the LSGSC project: “*By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value*”. SDG Target 8.8 is also of direct relevance to the project: “*Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment*”. Although not mentioned specifically in the LSGSC Project Document, the project may also contribute to SDG 10: “*Reduce inequality within and among countries*”, in respect of which Target 10.4 is of relevance: “*Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality*”.⁴²

⁴¹ See further: https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/programme-and-budget/WCMS_582294/lang--en/index.htm

⁴² Specific SDG indicators that may be of particular relevance to the LSGSC project include Indicator 8.5.1 Average hourly earnings of female and male employees, by occupation, age and persons with disabilities; Indicator 8.8.2 Level of national compliance of labour rights (freedom of

10. The LSGSC project utilizes a multi-pronged approach, consisting of interventions at multiple levels that employ a mixture of factory, national, regional, and global-level interventions. The three-tiered project strategy involves engagement with stakeholders and target groups at national, regional and global levels. The ultimate beneficiaries of this project are workers in the global garment sector supply chain, the majority of whom are women. The LSGSC project does not have a specific Theory of Change (TOC).
11. The LSGSC project is administered by the ILO's Regional Office for Asia and the Pacific (ROAP) under the guidance of the Deputy Regional Director (DRD). The project's Chief Technical Advisor (CTA), based in Bangkok, is responsible for overall project management and coordination of all project activities, monitoring, and reporting on progress.
12. Three country-level LSGSC project teams, each comprising of one or more national project officers and one administrative and finance assistant, are based in ILO's Joint Projects Office Cambodia (JPO-Phnom Penh), the ILO Country Office for Indonesia and Timor-Leste (CO-Jakarta) and the ILO Country Office for Pakistan (CO-Islamabad). The project's Programme and Administrative Assistant, based in Bangkok, reports directly to the project's CTA.
13. The LSGSC project is implemented by seven ILO collaborating units: ROAP; Better Work; the Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK); the Bureau for Workers' Activities (ACTRAV), JPO-Phnom Penh, CO-Jakarta, and CO-Islamabad.
14. With the support and assistance of the project, significant results have been achieved. For example:
 - In Cambodia, the LSGSC project was instrumental in supporting establishment of the Labour Advisory Committee (LAC), the national tripartite body mandated to advise the Government on the minimum wage level, and played a key role to build the capacity of Government officials as well as representatives from workers' and employers' organizations to engage effectively with this new institution. The LAC has reviewed minimum wage for garment workers every year since 2015, based on agreed measurement criteria, an evidence-based approach, and with participation of the social partners. Over the last five years since the LSGSC project began, the minimum wage for garment workers in Cambodia has more than doubled from US\$ 80 to US\$170 per month. At the same time, important steps have been made in Cambodia towards the negotiation of a sectoral-level collective agreement between employers and trade union confederations in garment sector, which – if successful – would be the first such sectoral-level agreement for the garment industry in Asia. The LSGSC project has supported this process by providing targeted capacity building to both negotiating parties, by assisting the participating trade unions to develop their negotiating proposals, and by convening and facilitating a series of meetings of the parties to negotiate the agreement.
 - In Indonesia, following a series of targeted capacity building interventions engaging key national stakeholders, the Government has committed to reviewing its wages policy, including the process by which the minimum wage is set, using a mix of indicators and a measurement approach provided by the project. The LSGSC project has assisted the National Wage Council to monitor and evaluate the effectiveness of its wage policies, with the potential to provide a significant contribution to future wage policy in Indonesia. Targeted garment factories in Indonesia have been encouraged and assisted to negotiate enterprise-level collective bargaining agreements (CBAs), with 17 factories

association and collective bargaining) based on International Labour Organization (ILO) textual sources and national legislation, by sex and migrant status; and Indicator I0.4.1 Labour share of GDP, comprising wages and social protection transfers.

participating in extensive bipartite training. Approximately 17,000 workers will benefit directly from the new and improved CBAs formulated to date by four of the target factories supported by the project.

- In Pakistan, new forums for communication and collaboration across the country's garment sector have been created, including the Garment Sector Stakeholder Forum (GSSF) and the Pakistan Buyers' Forum (PBF). The GSSF provides a much needed vehicle for dialogue between key actors in Pakistan's garment and footwear sector. Meanwhile, to improve minimum wage-setting practices in Pakistan, extensive training has been provided to ILO constituents on collective bargaining techniques and negotiating skills. Research and key knowledge products have been developed by the project's Pakistan component.
- At factory-level, the project's policy work at the national level has been effectively complemented by monitoring and advisory services provided by the Better Work programme, which leads implementation of key components of the LSGSC project.
- The regional and global components of the LSGSC project have contributed instrumentally to knowledge-generation and knowledge-sharing on wages and working conditions in the garment sector, including their relationship with purchasing practices. On the one hand, good practices arising from country-level implementation have been collected at the regional level, and new tools – such as ILO's *Minimum Wage Policy Guide* (2017) and associated training materials – have been developed, tailored to the specific country contexts, and widely disseminated in Cambodia, Indonesia and Pakistan, in many other countries of the region, and beyond. On the other hand, primary global-level research on purchasing practices in global supply chains and their impacts on working conditions has been developed by the project. This included a global survey among suppliers that allowed the project to collect key information and data on 1,500 enterprises producing for international markets, which have been analysed and translated into published insights on the impact of purchasing practices on wages, working time and other working conditions. To complement the survey of suppliers, another inquiry to take into account the views of buyers is also being prepared by the project.
- Additional research has been undertaken by the project on the extent of piece rate payment systems in the garment sector, and on the relationship between piece rate pay systems and working conditions, particularly wages, working time, and subjective measures of wellbeing. Once completed, the research will serve to develop detailed policy guidance on the appropriate design of piece rate systems, which will also be translated into capacity building materials for the target countries and beyond.
- At the same time, a significant Global Labour University (GLU) online education programme and local partnership programmes have been successfully developed and implemented through an Online Academy accessed by more than 10,000 users and in-country workshops in which at total of almost 1,000 persons participated.

II. Purpose and Objectives of the Evaluation

15. The overall purpose of the final evaluation is to promote accountability and strengthen learning among the ILO, the BMZ, the GIZ and key stakeholders.
16. The specific objectives of the evaluation are to:

- I. Determine project relevance and effectiveness at factory, national, regional and global levels including in terms of project design, achievement of project objectives at outcome and impact levels and challenges and factors affecting these outcomes and impacts;
- II. Assess the efficiency of project implementation and the sustainability of results achieved;
- III. Identify good practices and lessons learned, and provide ‘forward-looking’ recommendations that should be reflected and considered in the design and implementation of similar projects in the future.
- IV. Assess the contribution of the project to ILO’s regional outcomes and provide recommendations for potential areas of future collaboration.

III. Evaluation Scope

17. This evaluation will be conducted in line with the ILO evaluation policy guidelines.
18. The evaluation is scheduled for implementation during November 2018 to February 2019.
19. The evaluation will cover the full global operations of Phase II and Phase III of the LGSC project during the period from 8 December 2015 to 31 December 2018. The relevant ILO project codes of the operations covered by the evaluation are RAS/17/50/DEU, RAS/15/09/DEU, and RAS/15/56/DEU.
20. The evaluation will assess strategic use and leveraging of project resources to contribute to ILO P&B Outcomes and DWCP CPOs.

IV. Evaluation Criteria and Questions

21. The evaluation will address the following ILO evaluation criteria: Relevance; intervention progress and effectiveness; efficiency of resource use; effectiveness of management arrangements; sustainability; and impact as defined in the ILO’s “*Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations*”, 3rd ed. (Aug. 2017) (Annex 1).
22. The ILO 2018 – 2019 P&B cross-cutting policy drivers, including gender equality and non-discrimination; social dialogue; and international labour standards, as well as constituent capacity development must be considered in the evaluation. In particular, a gender dimension must be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. To the extent possible, data collection and analysis should be disaggregated by sex as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes (Annex 1).
23. It is expected that the evaluation will address all of the questions detailed below to the extent possible. The evaluator may adapt the evaluation criteria and questions, but any fundamental changes must be agreed upon in advance between the ILO and the evaluator. The evaluation instruments (to be summarized by the evaluator in the inception report) must identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.
24. Suggested evaluation criteria and evaluation questions are summarized below:

Relevance and validity of Design

- To what extent has the LSGSC project addressed the needs of the tripartite constituents at the country-level in Cambodia, Indonesia and Pakistan?
- To what extent is the LSGSC project aligned with national, regional and global strategies to promote labour standards in garment sector global supply chains?
- To what extent has the experience of LSGSC project Phase I and the evaluation already undertaken of Phase I been utilized to inform design and implementation of the subsequent Phase II and Phase III of the project?
- To what extent have the tripartite constituents, as well as other relevant stakeholders and relevant partners been involved in the design and implementation of Phase II and Phase III of the LSGSC project?
- To what extent has the design of Phase II and Phase III of the LSGSC taken into account the institutional arrangements, roles, capacity and commitment of relevant stakeholders?
- Within the context of ILO's goal relating to gender equality, disability inclusion and other non-discrimination issues as well as national-level policies in Cambodia, Indonesia and Pakistan in this regard, to what extent has the design of Phase II and Phase III of the LSGSC project taken into account specific gender equality and non-discrimination concerns relating to inclusion of people with disabilities, as relevant to the project context?
- To what extent did the design of Phase II and Phase III of the LSGSC project identify and integrate specific targets and indicators to capture gender equality and non-discrimination concerns, and concerns regarding people with disabilities?

Effectiveness

- To what extent has the LSGSC project improved wages and working conditions for garment workers?
- To what extent has the LSGSC project achieved its intended outcomes?
- To what extent has the LSGSC project contributed towards gender equality and non-discrimination? And to inclusion of people with disabilities?
- To what extent are tripartite constituents and other key stakeholders satisfied with and/or using the outputs produced by the LSGSC project?
- How effectively have LSGSC project strategies contributed to the achievement of LSGSC project outcomes? Are these strategies likely to be sustainable?
- To what extent has the LSGSC project identified and then engaged with the right stakeholders at the country-level?
- To what extent has the LSGSC project identified and then engaged with the right stakeholders at regional-level?
- To what extent has LSGSC project been successful in terms of advancing consensus on how to achieve relevant project objectives at a regional-level?
- To what extent has the LSGSC project delivered quality and quantity outputs?
- To what extent are tripartite constituents, as well as other relevant stakeholders and target groups satisfied with the services delivered by LSGSC project?
- What key challenges have detracted from the effectiveness of LSGSC project activities?

Management Effectiveness

- How effectively has the LSGSC project leveraged resources through its comparative advantages (including tripartism, international labour standards, ILO Decent Work Teams in Bangkok and Delhi, HQ etc.) and/or cost-sharing or in-kind contributions to complement its resources? (E.g. from project partners, other ILO development cooperation projects, inter-agency collaborations and/or private sector contributions).
- To what extent is the LSGSC project working effectively with other ILO development cooperation projects in order to maximize impact and minimize duplication of efforts?

Efficiency

- Are the staffing structures and resourcing of activities (noting national/regional and policy/service delivery at minimum) contributing to the quality of performance and impact of the LSGSC project?
- Have LSGSC project activities been completed on-time/according to logical phasing and sequencing anticipated by the project document? If not, what are the factors that have hindered timely delivery and what are the counter-measures that have been taken to date to try to address these issues?
- To what extent did the LSGSC project factor-in the cost of specific activities, outputs and outcomes to address gender equality and non-discrimination, and inclusion of people with disabilities?

Impact and Sustainability

- What influence has the LSGSC project had on the development of relevant policies and practices at national, regional and global levels?
- To what extent has the LSGSC project advocated models of intervention at the regional-level for possible replication in other countries, beyond the project's immediate three target countries?
- To what extent are the outcomes and interventions of the LSGSC project likely to be sustainable beyond the life of the project?
- Was a phase-out strategy designed and planned in order to ensure sustainability of project interventions and outcomes? What steps were taken to implement this strategy?
- To what extent are the results of LSGSC project interventions likely to have a long-term, sustainable, and positive contribution towards achievement of relevant SDG goals, targets, and indicators?
- To what extent have the project's interventions contributed to and/or brought lasting changes in norms and policies that favour and/or promote gender equality and non-discrimination?
- What project approaches could potentially be replicated in other countries, either in a potential next phase of the LSGSC project itself, or otherwise in the context of future actions and interventions by ILO its partners and constituents?

Cross Cutting Issues

- To what extent has gender equality been addressed in the design and in the implementation of the LSGSC project? What interventions have been applied to address gender issues?
- To what extent has the LSGSC project promoted social dialogue in respect of garment sector global supply chains (at the country, regional, and global level)?

V. Methodology

25. The evaluation will comply with ILO's evaluation norms and standards and will follow ethical safeguards as specified in the ILO's evaluation procedures. For reference, the ILO adheres to the United Nations (UN) system of evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.
26. The evaluation will apply multiple approaches including qualitative and participatory approaches, and engaging with key stakeholders of the project during the evaluation design, fieldwork, validation and reporting stages. To collect the data for analysis, the evaluation will make use of the techniques listed below (but will not be limited to these techniques). The data from these sources will be triangulated to increase the validity and rigor of the evaluation findings:
 - Desk review of relevant project documentation.
 - Key informant interviews with project staff, relevant ILO specialists (ROAP, DWT-Delhi, DWT-Bangkok, and INWORK), other relevant ILO staff (SECTOR, PARDEV, ACTRAV, etc.), tripartite constituents, relevant civil society organizations and other key project stakeholders and partners.
 - Focus Group Discussions (FGDs) with project beneficiaries (e.g. trade unions, workers' organizations representing garment factory workers, and/or garment sector employers).
 - Field visits – first-hand observation of project activities at regional and/or country levels (e.g. field visit(s) to one or more enterprises which have participated in project interventions).
 - Debriefing meetings for ILO colleagues at ROAP, CO-Jakarta, CO-Islamabad, and JPO Phnom Penh
27. The evaluation will reconstruct the LSGSC project's Theory of Change (TOC), specifically in the light of logical connection between levels of results and their alignment with ILO's strategic objectives and outcomes at global and national levels, as well as with the relevant SDGs and related targets.
28. The evaluation will be carried out by an independent evaluator in three phases, as follows:
 - I. Inception phase

The evaluator will review relevant materials including project documents, development cooperation progress reports (DCPRs), reports of prior evaluation(s) undertaken of the project (including the report of the Phase I evaluation, as per evaluation report dated 20 Feb 2016), project publications and research reports, meeting minutes, training manuals, training evaluation reports, tools, technical guidelines, and other publications used or developed by the project, the results of any internal planning process and relevant

materials from secondary sources. At the end of the inception phase, an inception report will be submitted by the evaluator to the evaluation manager.

II. Fieldwork and data collection

In order to collect data, the evaluator will:

- Undertake one fieldwork mission to Bangkok to interview the project management team at ROAP, the lead field specialists supporting the project, other relevant specialists, those members of the Better Work team involved in the project who are based in Bangkok, and other relevant ILO officials based in Bangkok. In total, approximately 15 Bangkok-based ILO staff will be interviewed.
- Undertake one fieldwork mission to Cambodia and one fieldwork mission to Indonesia. During each of these country fieldwork missions, the evaluator will conduct interviews with key stakeholders including, but not limited to: ILO Country Director, LSGSC project staff, programme officer(s), government counterparts, employers' organizations, workers' organizations, project counterparts and target groups. At the conclusion of each of these field missions, the evaluator will conduct a debriefing for ILO staff.
- Oversee fieldwork to be conducted in Pakistan by a second consultant to be contracted separately and directly by ILO, and directly conduct approximately 15 remote meetings via Skype with ILO staff and external stakeholders based in Pakistan.
- Debrief the management team at ROAP on preliminary findings from the field missions before departing the region.
- Conduct approximately 15 remote interviews with relevant ILO officials that are based in Geneva representing the following ILO units: INWORK, GIZ, DWT-Delhi, BETTERWORK, ACTRAV, PARDEV, and SECTOR. A Skype meeting with the former CTA of LSGSC project, with BMZ, and with the Global Labour University (GLU) will also be conducted.

III. Reporting

Based on information and data collected during the inception phase and fieldwork, the evaluator will draft and finalize the evaluation report and send the evaluation report directly to the evaluation manager. This will include incorporation of the findings of the report of the second evaluation consultant to be engaged by ILO to conduct fieldwork in Pakistan. The evaluation manager will forward the report to stakeholders, including the project management team, the lead specialists and tripartite constituents, for their inputs and comments. The evaluation manager will then consolidate the comments and forward them to the evaluator for consideration in finalizing the evaluation report. The evaluator will then prepare the final evaluation report taking into consideration the stakeholder comments.

29. A detailed methodology will be elaborated by the evaluator on the basis of these Terms of Reference (TOR) for prior agreement and approval of the ILO. The detailed methodology must include key questions and sub-question(s), detailed methods, data collection instruments and data

analysis plans. The methodology must clearly specify the limitations of each of the chosen evaluation methods, including those related to representation of specific group of stakeholders.

30. It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow United Nations (UN) evaluation standards and norms.

VI. Management Arrangements and Workplan

31. Ms. Aatcharaporn Chaowahem, Programme Officer, ILO/Korea Partnership Programme, ROAP has been designated as the evaluation manager for this evaluation. As per ILO policy, ILO staff who have no prior involvement in the project will manage the evaluation with oversight provided by ILO's Evaluation Office. A highly qualified individual consultant will be commissioned to conduct the evaluation. The evaluation will be funded principally from the LSGSC project budget, supplemented if necessary by additional internal ILO resources. The key responsibilities of the evaluation manager include the following:

- Draft and finalize the evaluation TOR upon receiving inputs from key stakeholders;
- Review CVs and proposals of consultants applying for the role of evaluator, and select the evaluator to conduct the evaluation;
- Provide project background documents to the selected evaluator;
- Coordinate with the LSGSC project team on the field-visit and meeting agenda of the evaluator;
- Brief the evaluation consultant on ILO evaluation procedures;
- Circulate the draft evaluation report to all concerned stakeholders for their comments;
- Review and provide comments on the draft evaluation report; and
- Consolidate comments on the draft evaluation and send them back to the evaluator.

32. The LSGSC project team and relevant ILO officials will handle administrative and contractual arrangements with the evaluator and provide logistical and other assistance as required. In particular, the LSGSC project team and relevant ILO officials will be responsible for the following tasks:

- Provide project background materials to the evaluation manager;
- Prepare a list of recommended interviewees;
- Schedule meetings for field visits and coordinate in-country logistical arrangements;
- Be interviewed and provide inputs as requested by the evaluator during the evaluation process;
- Review and provide comments on the draft evaluation report;
- Organize and participate in debriefings for ILO staff

- Provide logistical and administrative support to the evaluator, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing per diem) and all materials needed to provide all deliverables.

33. The evaluator reports to the evaluation manager. The evaluator will be selected through a competitive process. The evaluator will lead the evaluation and will be responsible for delivering the above evaluation deliverables using the combination of methods specified above.

34. Indicative timeframe, tasks and responsibilities:

| No. | Task | Responsible person | Indicative Time frame (by end) |
|-----|---|--|---|
| 1 | Preparation, sharing for feedback, and finalization of the evaluation TOR | Evaluation Manager | 10 October 2018 |
| 2 | Approval of the evaluation TOR | Regional Monitoring and Evaluation (M&E) Officer | 12 October 2018 |
| 3 | Issuance of Expression of Interest (EOI), advertisement for evaluation consultant | Evaluation Manager/ Regional M&E Officer | 5 – 15 October 2018 |
| 4 | Selection of evaluation consultant | Evaluation Manager/ Regional M&E Officer | 19 October 2018 |
| 5 | Issuance of contract to evaluation consultant | LSGSC Project Team | 26 October 2018 |
| 6 | Brief evaluator on ILO evaluation policy and the project | Evaluation Manager | 29 October 2018 |
| 8 | Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed | Evaluation Manager and LSGSC Project Team | 30 October 2018 |
| 9 | Review project documentation and submit inception report to Evaluation Manager | Evaluator | 27 October – 9 November 2018 |
| 10 | Approve inception report, including ensuring any necessary adjustments by evaluator | Evaluation Manager | 12 November 2018 |
| 11 | Fieldwork missions to Bangkok, Indonesia and Cambodia and conducting a debriefing with management team in Bangkok. Conduct Skype interviews with relevant ILO officials based in Geneva in the following units: INWORK, GIZ, DWT-Delhi, BETTERWORK, ACTRAV, PARDEV, and SECTOR. A Skype meeting with the former CTA of LSGSC project, with BMZ, | Evaluator | Conduct Skype interviews during 7-9 Nov, 12 Nov, and during 5-14 December 2018. Bangkok: 15-16 Nov 2018 |

| No. | Task | Responsible person | Indicative Time frame (by end) |
|-----|--|--|---|
| | and with the Global Labour University (GLU) will also be conducted. | | Indonesia: 19-23 Nov 2018 Cambodia: 26-29 Nov 2018 Bangkok: 3 Dec 2018 |
| 12 | Draft report submitted by the evaluator to the Evaluation Manager | Evaluator | 20 Dec 2018 |
| 13 | Draft report shared by the Evaluation Manager with all concerned stakeholders for comments | Evaluation Manager | 21 Dec 2018 – 20 Jan 2019, with consolidated LSGSC project team feedback to the Evaluation Manager by 31 Dec 2018 |
| 14 | Consolidated comments on the draft report sent by the Evaluation Manager to the evaluator | Evaluation Manager | 24 January 2019 |
| 15 | Finalization report submitted to Evaluation Manager | Evaluator | 31 January 2019 |
| 16 | Review and approval of the final report | Evaluation Manager and Evaluation Office | February 2019 |
| 17 | Circulation of final report to relevant stakeholders | Evaluation Manager | February 2019 |

VII. Required Qualifications and Duration

35. A consultant with the relevant experience and qualifications is being sought.

Desired skills and competencies:

- Has not been previously involved with ILO's LSGSC project;
 - University Degree
 - Minimum 10 years of substantial experience in the evaluation of projects and programmes.
 - Demonstrated expertise in the area of evaluation in the context of development cooperation projects
 - Demonstrated technical expertise in evaluation methodologies and demonstrated skills and experience in undertaking evaluations of similar projects;
 - Strong background in the areas of organizational and institutional capacity building, Human Rights-Based Approach (HRBA) programming, and Results-Based Management and Monitoring;
 - Extensive knowledge of, and experience in applying, qualitative and quantitative research methodologies;
 - Excellent analytical skills and communication skills;
 - Demonstrated excellent report writing skills in English;
 - Knowledge of ILO's role and mandate and its tripartite structure as well as UN evaluation norms and UN programming is desirable;
 - Prior professional experience in the areas of labour standards, working conditions, wages, collective bargaining, industrial relations, global supply chains, and/or the garment sector will be an advantage; and
 - Prior professional experience in the Asia region and/or in Cambodia, Indonesia and/or Pakistan will be an advantage.
36. It is foreseen that the duration of this evaluation will fall within November 2018 – February 2019. The field missions to Bangkok, Cambodia and Indonesia are scheduled to take place during 15 November – 3 December 2018 inclusive. The Skype calls will be conducted during 7-12 Nov 2018 and 5-14 Dec 2018.

VIII. Required Qualifications and Duration

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

that the evaluator has no links to project management or any other conflict of interest that would interfere with the independence of evaluation⁴³.

XII. Outputs

The consultant will deliver the following outputs by the following deadlines:

| Output | Description | Person Days | Deadline |
|----------|---|----------------|-----------------|
| Output 1 | <p>Inception report. Prepare an inception report as per ILO Checklist 3: Writing the inception report (Annex 1). The inception report must describe the evaluation instruments, reflecting the combination of tools and detailed instruments needed to address the range of aspects in focus for the evaluation. A detailed approach and methodology, including workplan must be part of inception report. The evaluation instruments need to make provision for the triangulation of data wherever possible. The Inception report will reflect the consultant's desktop review of project documentation, participation in Skype briefings with the evaluation manager and with the CTA of LSGSC project, and preparation for fieldwork missions.</p> | 5 person days | Fri 12 Nov 2018 |
| Output 2 | <p>Fieldwork in Bangkok, Indonesia and Cambodia, and remote meetings with ILO HQ staff and debrief at ROAP. Conduct fieldwork in Bangkok, Indonesia, and Cambodia, utilizing the instruments, tools and approaches accepted by ILO under Output 1 (above) and as per the Agenda of evaluation interviews and meetings and agreed with ILO according to the following indicative dates:</p> <ul style="list-style-type: none"> • Conduct approximately 30 Skype interviews during 7-9 Nov 2018, on 12 Nov 2018, and during 5–14 Dec 2018 • Bangkok: 15-16 Nov 2018 • Indonesia: 19-23 Nov 2018 • Cambodia: 26-29 Nov 2018 • Bangkok: 3 Dec 2018 <p>The fieldwork missions will include meetings and interviews with external stakeholders as agreed with ILO as well as interview meetings with the LSGSC project team, lead</p> | 18 person days | 3 Dec 2018 |

⁴³ <http://www.unevaluation.org/document/detail/1914>

| | | | |
|-----------------|--|---------------|------------------|
| | specialists and other relevant ILO officials, tripartite constituents, project partners and target groups. Skype interviews will be undertaken with relevant ILO officials based in Geneva from the following units: INWORK, GIZ, DWT-Delhi, BETTERWORK, ACTRAV, PARDEV, and SECTOR. A Skype meeting with the former CTA of LSGSC project, with BMZ, and with the Global Labour University (GLU) will also be conducted. | | |
| Output 3 | <p>Oversee fieldwork and conduct remote meetings with internal and external stakeholders in Pakistan.</p> <p>Orient, oversee, feedback and integrate the work of a consultant to be contracted separately by ILO to undertake in-person fieldwork in Pakistan. This includes: Providing the Pakistan consultant with interview and focus group protocols to guide data collection; Collecting and providing feedback on notes from the Pakistan consultant on a daily basis, or as frequently as feasible; Receiving and reviewing a report to be written by the Pakistan consultant compiling all fieldwork notes and setting out a complete list of persons consulted and their affiliations and designations, and specifying any limitations in the data collected. Utilize the above information to identify findings and develop conclusions, recommendations, following-up as necessary with the Pakistan consultant to clarify and ambiguities and close data gaps. Directly conduct remote (telephone; Skype) meetings with internal and external project stakeholders in Pakistan.</p> | 3 person days | 3 Dec 2018 |
| Output 4 | <p>Draft evaluation report. The draft evaluation report to be developed by the evaluator must be prepared as per ILO Checklist 5: Preparing the Evaluation Report which will be provided to the evaluators. The evaluation report must cover findings of all interviews and meetings conducted by the consultant, and must integrate findings of meetings and interviews conducted and reported by the Pakistan consulted. The draft evaluation report must include action-oriented, future-looking, practical and specific recommendations assigning or designating audiences / implementers / users, including – amongst others – the concrete identification of project approaches, materials, tools, products and intervention models that could potentially be replicated or scaled in the context of new/other ILO project(s) and/or programme(s).</p> | 8 person days | 20 December 2018 |

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|-----------------|---|-----------------------|-----------------|
| Output 5 | Final evaluation report with evaluation summary. The final evaluation report must be finalized as per the ILO Checklist 5: Preparing the Evaluation Report which will be provided to the evaluator. The evaluator will incorporate comments received from ILO and other key stakeholders into the final evaluation report. The quality of the report and evaluation summary will be assessed against the ILO Checklists 5, 6, 7, and 8 (Annex 1). ILO will disseminate the final evaluation report to the project's donor and other relevant internal and external stakeholders. The first draft evaluation report will then be improved by incorporating the evaluation manager's comments and inputs. | 3 person days | 31 January 2019 |
| Total | | 37 person days | |

Annex C Evaluation Matrix

| Questions | Indicators | Data Sources | Data collection method | Sample Questions | Limitations |
|---|------------|--|--|---|--|
| Relevance | | | | | |
| <p>To what extent has the LSGSC project addressed the needs of the tripartite constituents at the country-level in Cambodia, Indonesia and Pakistan?</p> <p>To what extent is the LSGSC project aligned with national, regional and global strategies to promote labour standards in garment sector global supply chains?</p> <p>To what extent has the experience of LSGSC project Phase I and the evaluation already undertaken of Phase I been utilized to inform design and implementation of the subsequent Phase II and Phase III of the project?</p> <p>To what extent have the tripartite constituents, as well as other relevant stakeholders and relevant partners been involved in the design and implementation of Phase II and Phase III of the LSGSC project?</p> <p>To what extent has the design of Phase II and Phase III of the LSGSC considered the institutional arrangements, roles, capacity and commitment of relevant stakeholders?</p> <p>To what extent did the design of Phase II and Phase III of the LSGSC project identify and integrate specific targets and indicators to capture</p> | | <p>LSGSC project documents and publications</p> <p>LSGSC project personnel</p> <p>Tripartite constituents at the country-level in Cambodia, Indonesia and Pakistan?</p> <p>ILO specialists</p> <p>ILO CO, ROAP and Global managers</p> | <p>Document Review</p> <p>KII</p> <p>FGD</p> | <p>What are examples of LSGSC design and/or intervention strategies that were especially relevant to ILO program objectives at the global, regional or country level for the period 2015-2018?</p> <p>What areas of interventions were especially relevant to meeting ILO constituents' expectations/needs?</p> <p>Are there examples of LSGSC strategies/types of interventions that were especially timely or useful? What made them timely and/or useful? Are there examples of strategies/interventions that were less timely or of little practical value?</p> | <p>Limits of LSGSC Monitoring & Evaluation Data</p> <p>Recall, Response and Selection Bias</p> |

| | | | | | |
|--|--|---|--|--|---|
| gender equality and non-discrimination concerns, and concerns regarding people with disabilities? | | | | | |
| Effectiveness | | | | | |
| <p>To what extent has the LSGSC project achieved its intended outcomes?</p> <p>How effective were LSGSC project strategies for achieving LSGSC project outcomes?</p> <p>To what extent has the LSGSC project identified and then engaged with the right stakeholders at the country-level?</p> <p>To what extent has the LSGSC project delivered quality and quantity outputs?</p> <p>To what extent are tripartite constituents, as well as other relevant stakeholders and target groups satisfied with the services and outputs delivered by LSGSC project?</p> <p>To what extent are tripartite constituents and other key stakeholders using the outputs produced by the LSGSC project?</p> <p>What key challenges have detracted from the effectiveness of LSGSC project activities?</p> | | <p>LSGSC project documents and publications</p> <p>LSGSC project personnel</p> <p>Tripartite constituents at the country-level in Cambodia, Indonesia and Pakistan?</p> <p>ILO specialists</p> <p>ILO CO, ROAP and Global managers</p> <p>Donor</p> | <p>Document Review</p> <p>KII</p> <p>FGD</p> <p>DO</p> <p>Better Work Compliance review data in Indonesia and Cambodia</p> | <p>To what extent did LSGSC achieve its intended results? (contributing to: improving wage setting mechanisms and collective bargaining practices, improving factory level compliance with ILS, building the capacity of tripartite partners in the global garment supply chain)? ? (differentiate by country, intervention level)</p> <p>What are examples of LSGSC design decisions and/or intervention strategies that were particularly effective or ineffective in achieving its intermediate objectives? (differentiate by country and intervention level)</p> <p>What were the main external factors that contributed to and/or limited ILO LSGSC from achieving planned results? (differentiate by country and intervention level)</p> | <p>Limits of LSGSC Monitoring & Evaluation Data Recall, Response and Selection Bias</p> |
| Management Effectiveness | | | | | |

| | | | | | |
|--|--|--|--|---|--|
| <p>How effectively has the LSGSC project leveraged resources through its comparative advantages (including tripartism, international labour standards, ILO Decent Work Teams in Bangkok and Delhi, HQ etc.) and/or cost-sharing or in-kind contributions to complement its resources? (e.g. from project partners, other ILO development cooperation projects, inter-agency collaborations and/or private sector contributions).</p> <p>To what extent is the LSGSC project working effectively with other ILO development cooperation projects in order to maximize impact and minimize duplication of efforts?</p> | | <p>LSGSC project personnel</p> <p>Tripartite constituents at the country-level in Cambodia, Indonesia and Pakistan?</p> <p>ILO regional DWT technical specialists</p> <p>ILO CO, ROAP and Global managers</p> <p>Donor</p> | <p>Document Review</p> <p>KII</p> <p>FGD</p> | <p>To what extent were ILO LSGSC project management arrangements effective and efficient? What if anything could have been improved? (Management Effectiveness and Efficiency)</p> <p>Are there examples of the LSGSC project leveraging resources, cost-sharing, and/or in-kind contributions to complement its resources? (e.g. from project partners, other ILO development cooperation projects, inter-agency collaborations and/or private sector contributions).</p> <p>Are there examples of the LSGSC project working with other ILO or other implementer development cooperation projects?</p> | <p>Recall, Response and Selection Bias</p> |
| Efficiency | | | | | |
| <p>Are the staffing structures and resourcing of activities (noting national/regional and policy/service delivery at minimum) contributing to the quality of performance and impact of the LSGSC project? Have LSGSC project activities been completed on-time/according to logical phasing and sequencing anticipated by the project</p> | | <p>LSGSC project personnel</p> <p>Tripartite constituents at the country-level in Cambodia, Indonesia and Pakistan?</p> | <p>Document Review</p> <p>KII</p> <p>FGD</p> | <p>To what extent were ILO LSGSC project management arrangements effective and efficient? Do you have any suggestions/lessons learned for how management arrangements could be improved in future ILO project with similar</p> | <p>Recall, Response and Selection Bias</p> |

| | | | | | |
|--|--|--|--|--|---|
| <p>document? If not, what are the factors that have hindered timely delivery and what are the counter-measures that have been taken to date to try to address these issues?</p> | | <p>ILO regional DWT technical specialists</p> <p>ILO CO, ROAP and Global managers</p> <p>Donor</p> | | <p>objectives and scope? (Management Effectiveness and Efficiency)</p> <p>How did staffing structures, turn-over, and budgets affect achievement of planned results?</p> <p>Were LSGSC project activities delivered according to the work plan? If not, what are the factors that have hindered delivery? Were adjustment made to address these issues?</p> | |
| Impact and Sustainability | | | | | |
| <p>To what extent has the LSGSC project contributed to improved wages and working conditions for garment workers?</p> <p>To what extent has the LSGSC project contributed to strengthening collective bargaining in the garment sector in the target countries?</p> <p>To what extent has the LSGSC project contributed to improving labour standards compliance at the factory level in the target countries?</p> <p>To what extent has the LSGSC contributed to improving institutional capacity of tripartite partners to respond to labour standards challenges in the global garment sector supply chain?</p> <p>To what extent has the LSGSC project contributed towards gender equality and non-discrimination? And</p> | | <p>LSGSC project personnel</p> <p>Tripartite constituents at the country-level in Cambodia, Indonesia and Pakistan?</p> <p>ILO regional DWT technical specialists</p> <p>ILO CO, ROAP and Global managers</p> <p>Donor</p> | <p>Document Review</p> <p>KII</p> <p>FGD</p> <p>Better Work Compliance review data in Indonesia and Cambodia</p> | <p>What were the most significant achievements of LSGSC? How did these contribute to achieving the project goal (improving the lives of workers and increasing decent work opportunities in the global garment supply chain)? Were there any unintended outcomes? (Impact orientation)</p> <p>Was a phase-out strategy designed and planned to ensure sustainability of project interventions and outcomes? What steps were taken to implement this strategy?</p> <p>Are there examples of LSGSC project</p> | <p>Limits of LSGSC Monitoring & Evaluation Data Recall, Response and Selection Bias</p> |

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| <p>to inclusion of people with disabilities? To what extent have the project's interventions contributed to and/or brought lasting changes in norms and policies that favour and/or promote gender equality and non-discrimination?</p> <p>To what extent has LSGSC project been successful in terms of advancing consensus on how to achieve relevant project objectives at a regional-level?</p> <p>What influence has the LSGSC project had on the development of relevant policies and practices at national, regional and global levels?</p> <p>To what extent could LSGSC project interventions be replicated in other countries in the region?</p> <p>What project approaches could potentially be replicated in other countries, either in a potential next phase of the LSGSC project itself, or otherwise in the context of future actions and interventions by ILO its partners and constituents?</p> <p>To what extent are the outcomes and interventions of the LSGSC project likely to be sustainable beyond the life of the project?</p> <p>Was a phase-out strategy designed and planned to ensure sustainability of project interventions and outcomes? What steps were taken to implement this strategy?</p> <p>To what extent are the results of LSGSC project interventions likely to have a long-term, sustainable, and</p> | | | | <p>interventions that are especially likely or unlikely to be sustainable beyond the life of the project?</p> <p>Are there intervention strategies, good practices or lessons learned that should/could be replicated/applied in other countries in the region in the context of current or future ILO projects? Which interventions, in which countries, why?</p> | |
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| positive contribution towards achievement of relevant SDG goals, targets, and indicators? | | | | | |
| Cross-cutting Issues | | | | | |
| <p>To what extent has gender and non-discrimination, and inclusion of people with disabilities been addressed in the design and in the implementation of the LSGSC project? What interventions have been applied to address gender issues?</p> <p>To what extent has the LSGSC project promoted social dialogue in respect of garment sector global supply chains (at the country, regional, and global level)?</p> | | <p>LSGSC project personnel</p> <p>Tripartite constituents at the country-level in Cambodia, Indonesia and Pakistan?</p> <p>ILO regional DWT technical specialists</p> <p>ILO CO, ROAP and Global managers</p> <p>Donor</p> | <p>Document Review</p> <p>KII</p> <p>FGD</p> <p>DO</p> | <p>To what extent did LSGSC contribute to capacity to integrate gender equality/non-discrimination, and inclusion of people with disabilities considerations into ILO constituents' policies and practices? To what extent were gender equality/non-discrimination, and inclusion of people considerations integrated in LSGSC design (including budget) or implementation? What, if anything, could have been done better? (Cross Cutting)</p> | <p>Limits of LSGSC Monitoring & Evaluation Data Recall, Response and Selection Bias</p> |

Annex D Bibliography

Project documents and reports

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LSGSC Phase II Work Plan I April 2016
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- Fair Wage Strategies in a Global Economy <https://www.global-labour-university.org/417.html>
- International Labour Standards <https://www.global-labour-university.org/400.html>
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Annex E List of persons interviewed

ILO Regional Office for Asia and the Pacific (ROAP) and DWT for East and South-East Asia and the Pacific (DWT-Bangkok)

| | Name | Designation |
|----|------------------------|---|
| 1 | Ms. Panudda Boonpala | Deputy Regional Director, ROAP |
| 2 | Mr. Dylan Tromp | Chief Technical Advisor, LSGSC project, ROAP. |
| 3 | Ms. Wanapa Chanvirat | Programme Assistant, LSGSC project, ROAP. |
| 4 | Mr. Daniel Kotzer | Senior Regional Wages Specialist, Regional Economic and Social Analysis Unit, ROAP |
| 5 | Mr. Arun Kumar | Specialist on Collective Bargaining and Social Dialogue, ILO DWT for East and South-East Asia and the Pacific |
| 6 | Mr. Youngmo Yoon | Social Dialogue and Labour Administration Specialist, ILO DWT for East and South-East Asia and the Pacific |
| 7 | Mr. Gary Rynhart | DWT-Pretoria Regional Specialist, Employers (and former DWT-Bangkok Employers' Specialist). |
| 8 | Mr. Pong-Sul Ahn | Regional Specialist in Workers' Education |
| 9 | Ms. Inthira Tirangkura | Programme Officer, Better Work Global |
| 10 | Matt Cowgill | Former Chief Technical Advisor, LSGSC project, ROAP. |
| 11 | Mr Don Clark | Independent Evaluator Phase I |

Cambodia

| | Name | Designation |
|----|--------------------|--|
| 12 | Mr. Graeme Buckley | Director, ILO Country Office for Thailand, Cambodia and Lao People's Democratic Republic |
| 13 | Mr. Sophorn Tun | National Coordinator, ILO Joint Projects Office (JPO) Cambodia |
| 14 | Ms. Sophy Thea | National Project Officer, LSGSC project |
| 15 | Ms. Lanet Koeu | National Project Officer, LSGSC project |
| 16 | Mr. Veyara Chhieu | Consultant, LSGSC project |
| 17 | Kimly Kheng | Programme and Administration Assistant, LSGSC project |
| 18 | Ms. Sara Park | Technical Officer, Better Factories Cambodia |

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|----|-----------------------|---|
| 19 | H.E Heng Suor | Chairman of Labour Advisory Committee (LAC) Secretariat, Ministry of Labour and Vocational Training (MoLVT) |
| 20 | Ms. Sophorn Yang | President, Cambodian Alliance of Trade Unions (CATU) |
| 21 | Ms. Chhenglang Ken | Vice President, Collective Union of Movement of Workers (CUMW) |
| 22 | Mr. Monysovann Preap | Collective Union of Movement of Workers (CUMW) |
| 23 | Mr. Ath Thorn | President, Cambodian Labour Confederation (CLC) |
| 24 | Ms. Meas Vanny | Cambodian Labour Confederation (CLC) |
| 25 | Ms. Leahlena | Cambodian Industrial Food Union Federation (CIFUF) |
| 26 | Mr. Kimhok | Cambodian Federation of Independent Trade Union (CFITU) |
| 27 | Mr. ChuonMomthol | President, Cambodian Confederation of Trade Unions (CCTU) |
| 28 | Mr. Heng Bunchhun | President, Cambodian Industrial Food Union Federation (CIFUF) |
| 29 | Mr. Puth Sovann | President, Trade Union Federattion For Worker (TUFFW) |
| 30 | Mr. Ken Loo | Secretary General, Garment Manufacturers Association in Cambodia (GMAC) |
| 31 | Mr. Kaing Monika | Deputy Secretary General, Garment Manufacturers Association in Cambodia (GMAC) |
| 32 | Mr. Sereyvathanak Yim | American Center for International Solidarity (Solidarity Center) |
| 33 | Ms. Ann Virak | Arbitration Council Foundation (ACF) |
| 34 | ? | Arbitration Council Foundation (ACF) |
| 35 | Mr. Tep Sophorn | Cambodia Federation of Employers and Business Associations |

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| 36 | Mirijam Marquard | GIZ Advisor, Social and Labour Standards in the Textile and Garment Sector in Asia (SLSG) |
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Indonesia

| | Name | Designation |
|----------------------|---|---|
| 37 | Ms. Michiko Miyamoto | Country Director for Indonesia and Timor-Leste - |
| 38 | Mr. Christianus Panjaitan | National Programme Officer, LSGSC project, ILO CO-Jakarta |
| 39 | Ms. Dini Yunita | Administrative Secretary, LSGSC project, ILO CO-Jakarta |
| 40 | Ms. Lusiani Julia | National Programme Officer on Labour Standards - |
| 41 | Ms. Agatha and staff | Director General of Industrial Relations and Social Protection, Ministry of Manpower (MOM) |
| 42 | Ms. Adriani | Director of Wages, Ministry of Manpower (MOM) |
| 43 | Mr. John D. Saragih | Director of Dispute Settlement, Ministry of Manpower (MOM) |
| 44 | Ms. Mira Haratani Mr. Atut Pamodi | Head of Labour Regulation Committee, Division of Manpower, APINDO Former exec dir of APINDO, Member of Project Advisory Committee |
| | National Wage Council | Comprising representatives of: - Government - Employers - Trade unions - Academia |
| 45 46 47 48 | LSGSC Project Advisory Committee (PAC) | Comprising representatives of: - Trade unions (KSPSI, KSPSI Reconciliation, KSPI, KSBSI) all male |
| | LSGSC pilot enterprises on effective collective bargaining PT. Grand Best Indonesia Semarang, PT Greentex Indonesia Utama II, Bandung | Site visits and on-site meetings at garment factories with bipartite collective bargaining agreement (CBA) negotiation teams, including representatives of management and trade unions. |
| | LSGSC trainers on collective bargaining Mr. Daryanto and Ms. Eko | Representatives of: - Government - Employers' Association of Indonesia (APINDO) - Trade unions |

Pakistan (interviewed by SKYPE/telephone)

| | Name/Designation/Organization |
|----|---|
| 49 | Ms. Ingrid Christensen, Director, ILO Country Office for Pakistan |

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| 50 | Ms. Rabia Razzaque, National Programme Officer, LSGSC project, Islamabad |
| 51 | Mr. Muzamil Habib Shaikh, National Programme Officer, LSGSC project, Islamabad |
| 52 | Mr. Hashir Faruqi Muhammad, Administration and Finance Assistant, LSGSC project, Islamabad |
| 53 | Mr. Saghir Bukhari, National Programme Officer, ILO Country Office for Pakistan |
| 54 | Ms. Caroline Bates, Project Manager, International Labour and Environmental Standards Application in Pakistan's SMEs (ILES), ILO CO-Islamabad (former Project Manager, LSGSC) |
| 55 | Mr. Daud Abdullah, Director, Directorate General Labour Welfare, Punjab Province (also responsible for wages and labour market information). |
| 56 | Ms. Tehmina Asad, Labour Economist, Department of Labour, Punjab Province, |
| 57 | Ms. Ume Laila, Executive Director, HomeNet Pakistan |
| 58 | Mr. Saeed Sarprah, Commissioner, Baluchistan Social Security Institute Baluchistan Province |
| 59 | Ms. Romina Kochius, Program Manager, Labour Standards Programme, GIZ |

Pakistan (Interviewed in-country)

| | Name | Designation |
|----|---------------------------------|---|
| 60 | Mr. Asif Sheikh/Ms Atifa Raffat | Secretary/Joint Secretary, Ministry of Overseas Pakistanis and Human Resource Development, Pakistan Federal Government. |
| 61 | Mr. Iqbal Yusuf | Assistant Director Labour, Islamabad Capital Territory, Pakistan Federal Government |
| 62 | Mr. Shaukat Ali | Lead Statistician and Author, Labour Force Survey, Pakistan Bureau of Statistics, Pakistan Federal Government. |
| 63 | Mr. Gulfam Memon | Former Joint Director, Department of Labour, Sindh Province |
| 64 | Ms. Shaheen Naz | Secretary, Minimum Wage Board, Sindh Province |
| 65 | Mr. Karamat Ali | Executive Director, PILER and Member, Provincial Committee on Labour Laws, Sindh Province |

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|----|----------------------------|---|
| 66 | Mr. Habib Junaidi | President, Labour People's Party, and Member, Provincial Committee on Labour Laws, Sindh Province |
| 67 | Ms. Zehra Khan | General Secretary, Home Based Women Workers Federation (HBWWF) and Member, Provincial Committee on labour Laws, Sindh Province |
| 68 | Mr. Nasir Mansoor | Deputy Secretary, National Trade Union Federation (NTUF) and Member, Minimum Wage Board, Sindh Province |
| 69 | Mr. Rafique Baluch | General Secretary, National Trade Union Federation (NTUF) and Member, Provincial Tripartite Consultative Committee-, Baluchistan Province |
| 70 | Mr. Majyd Aziz | President, Employers' Federation of Pakistan (EFP) |
| 71 | Mr. Fasihul Karim Siddiqui | Secretary General, Employers' Federation of Pakistan (EFP) |
| 72 | Mr. Shafiq Ghouri | Pakistan Workers Federation (PWF) |
| 73 | Mr. Zulfiqar | |
| 74 | Mr. Asad Memon | |
| 75 | Mr. Waqar Memon | |

INWORK

| | Name | Designation |
|----|------------------------------|---|
| 76 | Mr. Philippe Marcadent | Chief, INWORK |
| 77 | Mr. John Ritchotte | Specialist on Social Dialogue and Labour Administration, INWORK |
| 78 | Mr. Daniel Vaughan-Whitehead | Senior Economist, Labour Policies Specialist, INWORK (lead on brand purchasing practices) |
| 79 | Mr. Patrick Belser | Senior Economist and Wage Specialist, INWORK |
| 80 | Mr. Andrea Marinucci | Technical Officer, Industrial Relations in Global Supply Chains, INWORK |

ACTRAV

| | Name | Designation |
|----|-------------------|---------------------------------|
| 81 | Ms. Tandiwe Gross | Former ACTRAV LSGSC focal point |
| 82 | Mr. Frank Hoffer | Former ACTRAV LSGSC focal point |

PARDEV

| | Name | Designation |
|----|-------------------|--|
| 83 | Ms. Jennifer Hahn | Junior Professional Officer, Development Partner and Donor Relations Unit (DPRU), PARDEV |

SECTOR

| | Name | Designation | Location | Notes | Email |
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| 84 | Ms. Maria Beatriz Mello da Cunha | Specialist, Sectoral and Programme Issues, SECTOR | Geneva | Skype | |
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BMZ

| | Name | Designation |
|----|------------------|---|
| 85 | Mr. Tino Clemens | Division I14, BMZ Sustainable supply chains, sustainability standards |

DWT Delhi

| | Name | Designation |
|----|-------------------------------------|---|
| 86 | Mr. Mahandra Naidoo | Social Dialogue and Labour Administration Specialist, ILO Decent Work Technical Team - South Asia |
| 87 | Mr. Xavier Estupinan | Wages Specialist, ILO Decent Work Technical Team - South Asia |
| 88 | Mr. Ravindra Laksen Prasanna Peiris | Senior Specialist on Employers Activities, Decent Work Technical Team - South Asia |

Better Work

| | Name | Designation |
|----|------------------|--|
| 89 | Mr. Dan Rees | Chief, Better Work Global |
| 90 | Mr. Ivo Spauwen | Technical Specialist – Country Operations and Policy, Better Work Global |
| 91 | Ms. Janika Simon | Programme and Operations Officer, Better Work Global |

ILO Emerging Good Practice Template

Project Title: Labour Standards in Global Supply Chains – Programme of Action for Asia and the Garment Sector

Project TC/SYMBOL: RAS/17/50/DEU, RAS/15/09/DEU, RAS/15/56/DEU

Name of Evaluator: Sandy Wark

Date: 31 January 2019

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 |
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| <p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p> | <p>Cambodia Garment and Footwear Sector Bulletin.</p> <p>This good practice was developed by the Labour Standards in Global Supply Chains (LSGSC) project (2013-2018). The overall objective of LSGSC was to improve the lives of workers and increase decent work opportunities in the global garment sector supply chain, starting with three main beneficiary countries: Cambodia, Indonesia, and Pakistan. The project had three immediate objectives:</p> <p>Immediate Objective 1 (IO1): Systems for participatory and evidence-based minimum wage-fixing, wages policy, and collective bargaining will have been improved in the target countries.</p> <p>Immediate Objective 2 (IO2): Systems for assuring labour standards compliance at the factory level will have improved in the target countries;</p> <p>Immediate Objective 3 (IO3): Institutional capacity of tripartite partners to respond to labour standards challenges in the global garment sector supply chain will have improved.</p> <p>Various ILO and constituent key informants cited the Cambodia Garment and Footwear Sector Bulletin, issued on average twice per year by the project, as a project good practice with potential for replication in other projects. The information contained in the bulletins had been a very useful guide for annual minimum wage negotiations involving the government, workers and employers. One Better Factories Cambodia official also underlined the usefulness of the ‘Cambodia Bulletin’ to a broader stakeholder audience stating that: “The bulletins have been very helpful in our conversations with buyers.” One ILO specialist likewise affirmed that: “One of the exciting achievements of this project has been the wage bulletin. We need to invest in the capacity of nationally-rooted institutions that can produce that kind of material. It has been very important to support the CBA negotiation process”.</p> |

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| <p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p> | <p>Conditions for successful replication of the practice may include producing relatively brief notes in non-academic language, ensuring research is tied to other ongoing work, and publication from a source that is perceived by the constituents as credible and objective.</p> <p>The Cambodia Bulletin was produced by the ILO, rather than produced by a local partner with ILO support, which would have necessitated a longer-term strategy predicated on ensured long-term project support. Programme managers highlighted the absence of an effective sustainability strategy as an intervention weakness.</p> |
| <p>Establish a clear cause-effect relationship</p> | <p>The bulletins supported evidence-based decision-making on minimum wage levels, a key project theme, by using data to analyse trends and outcomes of wage policies as well as other factors affecting the health of Cambodia's garment and footwear industries.</p> <p>An ILO specialist supporting negotiations for a Sectoral Collective Bargaining Agreement (CBA) also said bulletin data had been very useful during CBA negotiations.</p> |
| <p>Indicate measurable impact and targeted beneficiaries</p> | <p>Government officials and employer and worker representatives used the information in the bulletins to inform annual minimum wage negotiations. The data helped stakeholders to assess the economic situation of the industry and external factors affecting its competitiveness as well as the needs of workers. The data was used in annual wage negotiations over four years during project implementation. The main outcome highlighted by stakeholders was that the negotiating position of the negotiating parties were closer together, smoothing the process of evaluating annual wage increases.</p> |
| <p>Potential for replication and by whom</p> | <p>An ILO industrial relations specialist indicated the bulletins could be replicated in other sectors and on different topics such as dispute resolution. He said the key question or what ILO needs to learn is how to localize, ie how to go from producing the bulletins within ILO cooperation projects or technical offices to building the capacity of local institutions (government, universities, or industry associations) to produce the bulletin.</p> |
| <p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p> | |

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| <p>Other documents or relevant comments</p> | <p>Below is a list of bulletins produced by LSGSC with the corresponding links:</p> <ul style="list-style-type: none"> • Growth continues for Cambodia’s garment and footwear sector. Issue 1. July 2015. https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---sro-bangkok/documents/publication/wcms_383562.pdf • Solid first half of 2015 for Cambodia's garment and footwear sector. Issue two. October 2015. https://www.ilo.org/asia/publications/WCMS_421104/lang--en/index.htm • . March 2016. How is Cambodia’s minimum wage adjusted? Issue 3. https://www.ilo.org/asia/publications/WCMS_463849/lang--en/index.htm • Trends in Cambodian garment and footwear prices and their implications for wages and working conditions. August 2016. Issue 4. https://www.ilo.org/asia/publications/WCMS_517535/lang--en/index.htm • Recent trade policy developments and possible implications for Cambodia’s garment and footwear sector. January 2017. Issue 5 https://www.ilo.org/asia/publications/WCMS_541288/lang--en/index.htm • What explains strong export and weak employment figures in the Cambodian garment sector? May 2017. Issue 6. https://www.ilo.org/asia/publications/WCMS_555290/lang--en/index.htm • How has garment workers’ pay changed in recent year in Cambodia? June 2018. Issue 7. https://www.ilo.org/asia/publications/issue-briefs/WCMS_631686/lang--en/index.htm • Living standards and social, economic, and demographic profile of garment and footwear sector workers in Cambodia. Issue 8. https://www.ilo.org/asia/publications/issue-briefs/WCMS_663043/lang--en/index.htm |
|--|--|

ILO Emerging Good Practice Template

Project Title: Labour Standards in Global Supply Chains – Programme of Action for Asia and the Garment Sector

Project TC/SYMBOL: RAS/17/50/DEU, RAS/15/09/DEU, RAS/15/56/DEU

Name of Evaluator: Sandy Wark

Date: 31 January 2019

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

| GP Element | Text |
|---|---|
| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | <p>Leveraging regional specialists to deliver technical assistance.</p> <p>This good practice was documented in the final evaluation of the Labour Standards in Global Supply Chains (LSGSC) project (2013-2018). The overall objective of LSGSC was to improve the lives of workers and increase decent work opportunities in the global garment sector supply chain, starting with three main beneficiary countries: Cambodia, Indonesia, and Pakistan. The project had three immediate objectives:</p> <p>Immediate Objective 1 (IO1): Systems for participatory and evidence-based minimum wage-fixing, wages policy, and collective bargaining will have been improved in the target countries.</p> <p>Immediate Objective 2 (IO2): Systems for assuring labour standards compliance at the factory level will have improved in the target countries;</p> <p>Immediate Objective 3 (IO3): Institutional capacity of tripartite partners to respond to labour standards challenges in the global garment sector supply chain will have improved.</p> <p>Various ILO programme managers and constituents highlighted the significant contributions of ILO regional wage and industrial relations specialists in support of LSGSC project outcomes.</p> |

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| <p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p> | <p>ILO regional specialists involved in the LSGSC project highlighted that the coordination and country-level expertise given by the project’s national programme officers and in some cases, national consultants were critical inputs to the specialists’ effectiveness.</p> <p>Other factors influencing the specialists’ effectiveness supporting reforms in target country wage setting systems and collective bargaining practices included the extent that the area of technical assistance aligned with national stakeholders’ priorities and concerns as well as external political and economic factors in the implementing environment.</p> <p>These factors were illustrated in the role played by the ILO wage specialist in initiating dialogue with the Government on minimum wage policy in Indonesia. The government did not request ILO assistance regarding minimum wage setting mechanisms and was not initially receptive to receiving ILO assistance in this area, according to ILO programme managers. Initial project activities on wages were mainly to facilitate tripartite social dialogue on the issue. It was not until 2017, following a meeting between the project and the ILO regional wage specialist and National Wage Council representatives, that the Government of Indonesia (GOI) requested ILO advice on its minimum wage policy. Two factors made ILO advice timely according to one GOI official: First, the decision by the government to revise the labour code including minimum wage provisions, and second, its perception that adjustments would be need to be made to PP78 when the policy came up for review in 2020. One ILO official highlighted the project’s success entering into dialogue with the government on minimum wage, saying that: “We proved that we were in line with their [the GOI] needs.”</p> |
| <p>Establish a clear cause-effect relationship</p> | <p>LSGSC provided technical advisory services to Indonesia’s National Wage Council (NWC), a ‘tripartite-plus’ technical body appointed by the President of Indonesia. The focus LSGSC technical assistance to the NWC has been minimum wage monitoring, based on a participatory and evidence-based methodology referred to by the project as a “balanced score card” approach. One government official affirmed that: “We are satisfied with the support on how to evaluate policies. We need to finish the instrument and then pilot it at the provincial level”.⁴⁴ Based on feedback from MoM officials, the project’s main government counterparts were happy with LSGSC contributions on minimum wages, especially highlighting the usefulness of the project’s support to possible reform of minimum wage policy. One MoM official affirmed that: “The wage specialist has played an important role. We hope that this will continue because the wage mechanism has not yet established, and we still need help.”</p> |

⁴⁴ In Indonesia, minimum wages are established in a decentralized fashion, including at the provincial-level.

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| Indicate measurable impact and targeted beneficiaries | <p>In Indonesia, as of the time of writing, the impact of LSGSC’s support to wage policy reform remains to be seen. To date, according to the accounts of ILO programme managers and technical specialists, the two main outcomes of LSGSC’s technical assistance on minimum wage setting mechanisms in Indonesia are: Greater receptivity on the part of the Government of Indonesia (GOI) to further ILO technical advice in the area of minimum wages, and increased knowledge amongst ILO’s tripartite constituents in Indonesia regarding evidence-based approaches to wage policy monitoring.</p> |
| Potential for replication and by whom | <p>This good practice has potential for replication in other ILO technical cooperation projects by project managers and relevant ILO specialists.</p> |
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework) | |
| Other documents or relevant comments | |

ILO Emerging Good Practice Template

Project Title: Labour Standards in Global Supply Chains – Programme of Action for Asia and the Garment Sector

Project TC/SYMBOL: RAS/I7/50/DEU, RAS/I5/09/DEU, RAS/I5/56/DEU

Name of Evaluator: Sandy Wark

Date: 31 January 2019

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 |
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| <p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p> | <p>Developing generic capacity building tools for use in multiple countries.</p> <p>This good practice was documented in the final evaluation of the Labour Standards in Global Supply Chains (LSGSC) project (2013-2018). The overall objective of LSGSC was to improve the lives of workers and increase decent work opportunities in the global garment sector supply chain, starting with three main beneficiary countries: Cambodia, Indonesia, and Pakistan. The project had three immediate objectives:</p> <p>Immediate Objective 1 (IO1): Systems for participatory and evidence-based minimum wage-fixing, wages policy, and collective bargaining will have been improved in the target countries.</p> <p>Immediate Objective 2 (IO2): Systems for assuring labour standards compliance at the factory level will have improved in the target countries;</p> <p>Immediate Objective 3 (IO3): Institutional capacity of tripartite partners to respond to labour standards challenges in the global garment sector supply chain will have improved.</p> <p>Many ILO programme managers and constituents cited the Minimum Wage Policy Guide as a useful resource. The guide, which is available online (see https://www.ilo.org/global/topics/wages/minimum-wages/WCMS_458660/lang--en/index.htm) includes chapters on definitions, number of rates, systems for setting rates, beneficiaries, monitoring, enforcing, and on domestic workers.</p> <p>One of the positive outcomes of developing a “generic” versus a country specific guide was that it could be adapted to a variety of country settings and achieved economies of scale. According to one ILO official, the minimum wage guide was translated into local languages spoken in the LSGSC three project target countries and has also been used in non project countries, such as Ethiopia.</p> |

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| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | ILO wage specialists wrote the guide based on existing ILO labour standards, the latest global review of national laws and practices undertaken at the ILO, as well as on years of experience accumulated in the context of ILO cooperation with Governments and social partners around the world. The guide is meant to serve as “core content” introducing the concepts and sharing relevant experiences but assumes it will be adapted to local contexts by ILO experts and constituents. |
| Establish a clear cause-effect relationship | Because the guide provides “core” content that is broadly useful in a variety of contexts, it can be employed in more than one country. |
| Indicate measurable impact and targeted beneficiaries | The guide was provided to relevant ILO stakeholders in all three LSGSC countries as a resource. Specialists adapted guide content and used it in training sessions in each country. |
| Potential for replication and by whom | The practice is many something to be considered for replication by ILO technical teams in Geneva or regional offices who are responsible for providing technical assistance to ILO constituents on a variety of topics related to International Labour Standards and who may therefore consider producing “generic” capacity building resources. |
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework) | |
| Other documents or relevant comments | |

ILO Lesson Learned

Project Title: **Labour Standards in Global Supply Chains – Programme of Action for Asia and the Garment Sector** Project TC/SYMBOL: **RAS/17/50/DEU**
RAS/15/09/DEU **RAS/15/56/DEU**

Name of Evaluator: **Sandy Wark** Date: **22 January 2019**

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

| LL Element | Text |
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| <p>Brief description of lesson learned (link to specific action or task)</p> | <p>The evaluation highlights significant project achievement in Cambodia introducing participatory and evidence-based minimum wage setting mechanisms. Based on analysis of the project’s success, a lesson learned associated with the achievement is, when designing a project, sometimes <i>it is better to focus on contributing to one important outcome and do it thoroughly over an extended period than to set many objectives supported by very short term and/or superficial technical assistance activities.</i></p> <p>Based on project documents and ILO and ILO constituents’ accounts, project outcomes on strengthening wage-setting mechanisms were significant in Cambodia, where minimum wage has been re-evaluated every year since 2015 using ILO project inputs and applying ILO-recommended participative and evidence-based approaches. One trade union leader remarked, “Through project support on the wage component, this project has strengthened the capacity of our leadership to do research and gather data for the minimum wage negotiations process.” An employers’ representative affirmed, “We have seen the gap between the three negotiating parties’ positions reduced thanks to the activities of the project.” ILO constituents likewise indicated that project interventions contributed to making decision-making in the national tripartite council more transparent.</p> <p>To achieve this outcome, the project delivered a very focused strategy over more than four years (since the first interventions predated this project). Intervention strategies included training programmes, producing, publishing and diffusing industry research and statistical analysis, convening stakeholders to share relevant data and analysis, and holding high level policy workshops with decision-makers and academics. According to ILO programme managers, the project tailored training to match various stakeholder needs, a practice which increased the effectiveness of training interventions.⁴⁵</p> <p>It is unlikely that the ILO would have achieved the same results if its assistance had been short-term and less focused filling gaps and building capacity associated with minimum wage setting.</p> |

⁴⁵ For example, the project delivered training economics for non-economists and on economic concepts and basic data analysis for members of the tripartite working group and trade union leaders respectively while for young technocrats within the Labour Advisory Council secretariat, training covered econometrics estimation and use of Stata. One MoL representative also participated in a labour statistics course in Turin.

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| <p>Context and any related preconditions</p> | <p><u>Economic Importance of the target sector</u> The garment sector is a significant employer and export industry Cambodia, a factor underlining project relevance to ILO constituents. In Cambodia, the sector is the top provider of formal sector jobs, employing nearly 700,000 workers, 85% of whom are women.</p> <p><u>Demand-driven technical assistance</u> In Cambodia, based on ILO programme manager accounts, the project began in a context in which minimum wage was a highly political and contentious issue often featured in the national news. The project followed an extended period of stagnant minimum wages in Cambodia, a trade union campaign to increase wages, and in early 2014 violent protests that ended in the death of five workers. Labour unrest on minimum wage, which only applies to Cambodia’s garment and footwear sector, threatened the country’s most important export industry and the main provider of formal sector jobs, making action urgent. According ILO specialists and project documents, the government specifically requested ILO assistance to find a solution and, even before the LSGSC project began, initial tripartite consultations had laid the groundwork for project interventions.</p> <p><u>Established trust among key stakeholders</u> The long term presence of Better Factories in Cambodia likewise facilitated outreach to garment sector stakeholders.</p> <p><u>Data showing positive economic outcomes</u> Based on project research, rising wages and maintaining a competitive garment sector have to date been compatible in Cambodia. Exports and employment in the sector are still growing despite five successive years of rising wages.</p> |
| <p>Targeted users / Beneficiaries</p> | <p>Based on ILO and ILO constituent feedback, LSGSC outcomes in Cambodia contributed to improving lives of workers, with benefits for employers as well. In Cambodia, wages have more than doubled since 2013.⁴⁶ In addition, project support for social dialogue brought relative calm to industrial relations compared to the labour unrest that preceded the project.</p> |
| <p>Challenges /negative lessons - Causal factors</p> | <p>Tripartite stakeholders indicate low levels of trust between the government, some trade unions, and employers affecting information sharing and confidence in data produced by other parties. The ILO was able to bridge trust gaps during the project and may need to continue to play some role in validating data used for wage negotiations even after the project.</p> <p>Trade union capacity is low in Cambodia. One program manager indicated that the ILO project focused a lot on building the capacity of the weakest party in negotiations – the trade unions.</p> |

⁴⁶ The minimum wage of the garment and footwear sector increased every year between 2013 and 2017, rising from US\$ 80 in 2013, to US\$ 100 in 2014, to US\$ 128 in 2015, to US\$ 140 in 2016 and US\$ 153 in 2017 and \$170 in 2018.

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| <p>Success / Positive Issues - Causal factors</p> | <p>Project wage-related activities in target countries were demand-driven in Cambodia - Before engaging on an intensive capacity building initiative, it is very important that to ensure there is a high level of stakeholder demand for ILO support and it meets a critical need.</p> <p>Project work in Cambodia benefited from an extended period of political and economic stability and growth.</p> <p>The status of multilateral trade agreements, potentially affecting garment sector competitiveness, formed a backdrop for project activities in Cambodia, possibly influencing stakeholder commitment and behaviour. In Cambodia, the EU is in the process of revoking Everything But Arms preferential trade status from Cambodia. Key informants indicated that national garment stakeholders hope that the country's progress on labour rights may reverse the decision.</p> <p>The project strongly anchored improved wage setting mechanisms in Cambodian institutions which is positive for sustainability. Government representatives explained that an annual minimum wage review has been integrated into new minimum wage law. In the new law, the role of the Labour Advisory Council has been institutionalized through the creation of a tripartite wage board, with government, employers and workers equally represented.</p> |
| <p>ILO Administrative Issues (staff, resources, design, implementation)</p> | <p>Various ILO programme managers and constituents highlighted the significant contributions of ILO regional wage and industrial relations specialists in support of LSGSC project outcomes. ILO regional specialists involved in the LSGSC project highlighted that the coordination and country-level expertise given by the project's national programme officers and in some cases, national consultants were critical inputs to the specialists' effectiveness.</p> |

ILO Lesson Learned Template

Project Title: Labour Standards in Global Supply Chains – Programme of Action for Asia and the Garment Sector

Project RAS/15/09/DEU TC/SYMBOL: RAS/17/50/DEU RAS/15/56/DEU

Name of Evaluator: Sandy Wark Date: 22 January 2019

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

| LL Element | Text |
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| <p>Brief description of lesson learned (link to specific action or task)</p> | <p><u>The importance of paying attention to the scale of impact and/or the scalability of interventions in project design and implementation: case of ILO support for collective bargaining agreements in Cambodia and Indonesia</u></p> <p>In Indonesia, LSGSC’s programme of work to promote collective bargaining trained trainers effectively and facilitated trainer follow-up work at the factory-level. The LSGSC enterprise-level CBA pilot program included many of the ingredients for both a successful and scalable intervention, however ILO needed additional time and investment in embedding the approach in one or more national institutions in order to deliver scalable, and sustained impact.</p> |

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| <p>Context and any related preconditions</p> | <p>In 2016, LSGSC conducted its first pilot ‘training of trainers’ (TOT) on collective bargaining with participants from provincial unions, employers’ organization representatives, and provincial labour department representatives in West Java and Central Java. This was followed-up by the project in both 2017 and 2018 with training for factory-level CBA negotiation teams which included trade union and management representatives from 16 pilot garment factories. Through their participation, 11 pilot factories either developed new CBAs or revised existing CBAs, applying the knowledge and skills learned in the training delivered by trainers capacitated by LSGSC project through its TOT approach.</p> <p>LSGSC awareness-raising, aided by Better Work Indonesia, and the requirements of some international apparel buyers regarding the presence of CBA agreements in their supplier factories encouraged factory participation in the LSGSC enterprise-level CBA pilot programme.</p> <p>The pilot enterprise level CBA promotion programme in Indonesia, which trained trainers effectively and facilitated trainer follow-on work at the factory level, was successful but was limited in scope and lacked a clear sustainability strategy. An obstacle to the scalability and sustainability of LSGSC’s enterprise-level pilot programme on collective bargaining was the absence of an agreement between ILO and a national organization that would be able continue the training programme beyond the life of the LSGSC project itself. National workers’ and employers’ organizations representatives regretted their limited involvement in the pilot programme, which they reported as having constrained institutionalization of the training programme.</p> |
| <p>Targeted users / Beneficiaries</p> | <p>ILO Industrial Relations Specialists ILO Industrial Relations Project Managers ILO and ILO consultants who design Industrial Relations Projects</p> |
| <p>Challenges /negative lessons - Causal factors</p> | <p>ILO programme managers reported that limited project duration and budget constrained opportunities to institutionalize the programme.</p> |

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| <p>Success / Positive Issues - Causal factors</p> | <p>Feedback from participants in the LSGSC enterprise-level CBA pilot program was positive. One employer representative remarked that: “I am impressed about the TOT training. It was quite comprehensive compared to training provided by other projects. After being trained, they conducted training. The process and the way they involved all the parties was good”.</p> <p>In Indonesia, LSGSC interventions to promote collective bargaining at the enterprise-level in garment factories were welcomed by the Government of Indonesia (GOI), due to the perception that such an approach aligned with the government’s policy to promote collective bargaining and build the capacity of trade unions to negotiate collective agreements. The government has its own training programme on CBAs; however, project attempts to seek collaboration with the government programme were not taken up at the time of the final evaluation.</p> |
| <p>ILO Administrative Issues (staff, resources, design, implementation)</p> | |