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iTrack

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

Table of contents

| | |
|--|----|
| Executive summary | 3 |
| Acronyms..... | 7 |
| 1. Description of Better Work | 8 |
| 2. Evaluation purpose, objectives and scope | 10 |
| 3. Evaluation methodology and limitations | 11 |
| 4. Findings..... | 13 |
| 1. Relevance and challenges..... | 13 |
| 2. COVID-19 pandemic (relevance) | 16 |
| 3. Results reported (effectiveness) | 19 |
| 4. New Better Work country programmes (relevance, effectiveness) | 21 |
| 5. Gender equality (relevance, effectiveness)..... | 23 |
| 6. Participation of global business (relevance, effectiveness) | 25 |
| 7. Better Work Academy (relevance, effectiveness)..... | 27 |
| 8. Coherence within ILO and the experience in Ethiopia | 29 |
| 9. Support for BW country programmes (efficiency) | 31 |
| 10. Resources (efficiency)..... | 32 |
| 11. Contribution to impact | 35 |
| 12. Sustainability | 37 |
| 5. Conclusions and recommendations | 40 |
| 6. Lessons learned and emerging good practices | 45 |
| Annex 1: ILO Emerging Good Practice Template | 46 |
| Annex 2: List of people interviewed..... | 48 |
| Annex 3: List of documents, websites and recordings reviewed | 50 |
| Annex 4: Evaluation work plan..... | 51 |
| Annex 5: Inception report | 52 |
| Annex 6: TOR | 72 |
| | |
| Table 1: Stakeholders contributed to evaluation..... | 12 |
| Table 2: Reasons for relevance of Better Work (global and country level) | 14 |
| Table 3: Challenges for Better Work (global and country level) | 15 |
| Table 4: BW Global - consolidated indicators (2019) | 20 |
| Table 5: BW Global phase IV budget (2017-2022, indicative)..... | 33 |

Figure 1: Better Work areas of interventions 8

Figure 2: BW Global - snapshot of achievements against targets (2019) 19

Figure 3: Better Work's gender equality themes 23

Figure 4: Better Work Academy courses..... 28

Box 1: ILO's Decent Work agenda - four strategic objectives 13

Box 2: Better Work country selection criteria..... 23

Box 3: Gender equality - main results (2019)..... 24

Box 4: Progress reported towards strengthening BW's engagement with business partners 25

Box 5: Research collaborations and impact assessments 35

Box 6:"Building Bridges" 36

Box 7: Examples of sustainability achievements at country level..... 37

Box 8: The Social and Labour Convergence Program (SLCP)..... 39

Executive summary

Summary of the project purpose, logic and structure

Better Work (BW), a partnership between the International Labour Organization (ILO) and the International Finance Corporation (IFC), aims at improving working conditions and boosting competitiveness in the global garment industry. Better Work's vision is a global garment industry that lifts millions of people out of poverty by providing decent work, empowering women, driving business competitiveness and promoting inclusive economic growth. BW has two main areas of intervention:

1. Intervention area 1 focuses on influencing business practices in the global garment supply chain;
2. Intervention area 2 focuses on strengthening the enabling environment for decent work.

Better Work consists of a Better Work Global Programme (BW Global) and Better Work country programmes. The BW Global team, based in Geneva and Bangkok, acts as secretariat to the country programmes and is responsible for several global functions, including quality assurance and technical support for the delivery of factory services, training and capacity building, country expansion, research, development of key strategic partnerships, global stakeholder engagement and policy dialogue.

Better Work Global is in phase IV (July 2017 – June 2022). Currently, there are nine country programmes in Bangladesh, Cambodia, Indonesia, Vietnam, Jordan, Ethiopia, Haiti, Nicaragua and Egypt. Better Work has 241 staff members of which 210 (87%) are at the country level and 31 (13%) at the global level of which 17 are based in Geneva and 14 in Bangkok.

Purpose, scope and clients of the evaluation

As this is a mid-term evaluation and formative in nature, the main purpose of the evaluation was to learn from what the Better Work Global Programme Phase IV (BW Global) achieved during July 2017 to July 2020 including the response to the COVID-19 pandemic. The evaluation made recommendations to adjust the programme in order to increase the likelihood that it has achieved the objectives set out in 2017, adjusted to the COVID-19 crisis. The evaluation's recommendations also fed into ongoing consultations for the next BW strategy (phase V). The subject of the evaluation was BW Global Phase IV and the work of the BW Global team - i.e., the BW secretariat. The BW country programmes will be evaluated separately.

Methodology of evaluation

The main approach for this evaluation was qualitative with a focus on stakeholders as key informants. Since this is an evaluation of BW Global Phase IV (not the country programmes), the emphasis was on global-level stakeholders supplemented with some national-level views. The main data collection method were semi-structured interviews relying on online tools (skype, facetime, zoom). Written questionnaires were also used. A remote focus group discussion took place with members of the BW Global team. In total, the evaluator received inputs from 56 persons. Primary data collection from stakeholders was supplemented by reviewing and analysing secondary data - i.e., BW documents and various websites.

Particular attention was given to Ethiopia because (1) the BW country programme was established during the period under review which was the responsibility of the BW Global team, and (2) Better Work in Ethiopia is adhering to a so-called ONE ILO approach.

Due to the COVID-19 crisis, this evaluation had to be conducted without any travel possibilities. Interviews and discussions were conducted virtually (phone, skype, zoom) which may have affected the richness of the interaction between the evaluator and the informants.

Findings

Relevance and challenges: Better Work is contributing to the strategic objectives of ILO's Decent Work agenda and the SDGs. BW phase IV is also seen as highly relevant by all stakeholders. Better Work has many strengths and several comparative advantages, including a good understanding of the garment industry, the credibility of ILO as regards labour standards, the holistic approach covering national, sector and factory levels, the trusted relationship with constituents, and the close collaboration with global brands. At the same time, Better Work faces many challenges in order to remain relevant, including the COVID-19 pandemic, the profound transformation of the global garment industry, the highly labour intensive factory assessments, a call for scalability, the challenges of climate change, and social protection.

COVID-19 pandemic: Better Work (Global and country programmes) responded immediately by supporting workers, employers and government partners in the garment sector. Most consulted stakeholders assess BW Global's response to the COVID-19 pandemic positively. Stakeholders particularly appreciated the support provided by BW Global for the COVID-19 Call to Action for the Garment Industry. The support provided by BW Global to BW country teams is also greatly appreciated (e.g. virtual training, guidelines). There is a consensus among stakeholders that the next two years (until the end of the current phase IV) will be about coping with the consequences of the COVID-19 pandemic. In this regard, new priorities are emerging, in particular productivity in order to make garment factories financially more resilient and social protection in order to support workers who might lose their jobs and incomes.

Results reported: It appears that BW Global is on track to achieve the outputs planned for phase IV. Achieving results at the impact and outcome-levels is less clear, partly because of limited systematic reporting. Donors appreciate the latest donor report (2019) and acknowledge an improvement compared to previous annual progress reports. At the same time, they would welcome further improvements, in particular with regard to the systematic comparison of baselines, targets and achievements of outputs and outcomes at the global level in order to be in a better position to assess progress made.

New Better Work country programmes: BW Global is on track regarding the expansion to new countries if it can add one more country by 2022. However, the COVID-19 pandemic has significantly slowed down the process. More generally, the establishment of new country programmes is a complex and investment-intensive process. And the selection of new countries is partly contested.

Gender equality: Having a gender strategy is widely recognised by all BW stakeholders as an important step. And while there is progress in implementing the strategy, the overall view is that even more could be done, for example with regard to female career development and gender outcome indicators.

Participation of global business: Overall, the participation of global business in Better Work is viewed positively and a major strength of Better Work. However, some also view the role of global business in Better Work with some reservation. The view expressed that the brands have too much influence and that Better Work tends to focus more on engagement with employers and the private sector and less with workers, their organizations and governments.

Better Work Academy: The Better Work Academy is seen as a cost-effective tool to scale up the outreach of Better Work. As such, the Academy is seen as contributing to amplifying impact.

However, the Academy's strategy to further scale up is not clear. Moreover, several stakeholders would like to see an open Academy accessible for other stakeholders beyond the participating brands and their suppliers. Also, some stakeholders called for more investment in the Academy also from the BW Global budget.

Coherence within ILO and the experience in Ethiopia: BW Global has enhanced the coherence with ILO over the past three years, in particular also because of the joint approach tested in Ethiopia. For global business, the coherence and closeness of Better Work with ILO is seen as a main comparative advantage vis-à-vis other initiatives, as it allows BW Global to play a crucial convening role of different stakeholders. Still, both at country and global levels, efforts to further enhance coherence between Better Work and ILO were called for.

Support for BW country programmes: The support provided by BW Global to BW country programmes covers many areas and varies significantly among country programmes. The support is largely appreciated by the country programmes. Especially useful in recent years were the support for implementing the gender strategy and the ongoing support to handle the COVID-19 pandemic. The COVID-19 crisis has strengthened collaboration between BW Global and the country teams. It is seen as a highly innovative period. Still, there is a sense that overall mechanisms to connect the work at global level and the countries could be further strengthened and that support provided could be better based on country realities.

Resources: BW Global is a labour-intensive programme and staff costs constitute the main cost of BW Global. While the budget structure follows ILO rules to present staff costs in a single budget line, it does not provide meaningful information on how resources are allocated to the four development outcomes. Still, most stakeholders are of the view that BW Global is worth investing. The strategic/optimal allocation of human resources is not uncontested. The difference between ILO Programme Support Costs and costs related to the "enabling outcome" is not very clear.

Contribution to impact: Stakeholders acknowledge BW Global's contribution to enhancing impact. Key contributions are, for example, the expansion to new countries, the work of the BW Academy, the dialogue at the global-industry level, and the use of digital technology. At the same time, stakeholders are aware of the overall limited impact of Better Work compared to the size of the global garment industry. The key challenge is seen in terms of scalability: How to go beyond BW participating countries and BW participating factories? Initiatives such as the Social and Labour Convergence Programme (SLCP) and "Building Bridges" are seen as promising approaches to expand impact within the garment industry.

Sustainability: BW Global has made an extra effort during the period under review to support country programmes in their sustainability efforts. However, the sustainability of results achieved still depends on the in-country presence of Better Work. It is the dominant view that over time the factory assessments and inspections should be handed over to national governments or non-government institutions. The shift of Better Work towards a more holistic approach with policy interventions in order to address structural challenges is encouraged and seen as key for sustainable improvement of working conditions. Stakeholders also welcome BW Global engagement at the global-industry level as this is also seen as contributing to sustainability at the country level.

Main conclusion

Better Work is in phase IV undoubtedly a success story. Based on the findings of this mid-term evaluation it is fair to say that Better Work is still highly relevant. A next phase (phase V) is likely to be justifiable, not least because of the drastic consequences of the COVID-19-pandemic on the global garment industry.

However, what has been successful to date may not necessarily be successful in future. The global garment industry is undergoing a profound change not only because of the COVID-19 pandemic but also because of other fundamental and long-term factors such as the digitalisation of the industry, shifting supply routes, near-shoring, changing consumer behaviour and shifting priorities (e.g., climate change). These changes can potentially have a significant impact on the garment industry and on the work force in this industry. Accelerated by the COVID-19 pandemic, jobs are at risk. The fundamental assumption of Better Work - the garment industry is a growth industry that can create or sustain decent jobs - may be challenged. These broader trends may have drastic consequences also for Better Work. BW Global's response to the COVID-19 pandemic has demonstrated that it can react fast and in an innovative way. BW Global can play an important role in the garment industry at the global level.

Main recommendations

R-1. Strengthen the role of BW Global as thought-leader in the global garment industry by deepening the analysis of the garment industry and the consequences of the COVID-19 pandemic and fundamental long-term factors on the workers in the garment industry; by considering how to give social protection of workers and climate change more weight in Better Work; by keeping a strong gender perspective.

R-2. Consider an alternative country expansion strategy ("BW second generation") which is nimbler and less resource intensive and less criteria for countries and factories to participate. Such a second-generation country expansion strategy may be largely virtual and/or in partnership with national partners. And it should be pursued in close collaboration with other ILO departments and country/regional offices.

R-3. Enhance engagement with global business, in particular with European and Asian brands, large retailers and e-retailers as well as with global manufacturers, and enhance engagement with current partners, in particular at the country level.

R-4. Consider expanding the Better Work Academy and making it accessible for many more factories. For this, BW Global should prepare a strategy for the Academy.

R-5. Adjust the support provided to BW country programmes with regard to the engage with governments on policy dialogue and structural issues as well as development strategies for the garment industry; also enhance support *between* BW country programmes in this regard.

R-6. Accelerate a transition away from BW factory assessments, by investing in innovative tools to make factory assessments less labour intensive; by continuing supporting country programmes with their sustainability strategies; by exploring alternative certification mechanisms; and by emphasising vis-à-vis governments and global business that it is not the purpose of a UN programme to be a permanent service provider to a specific industry.

R-7. BW Global should prioritize the Social and Labour Convergence Programme (SLCP) with the objective to establish a common standard for the garment industry.

R-8. Enhance the collaboration between Better Work and ILO programmes/units in countries with ongoing BW programmes and in countries with no BW programmes.

R-9. Strengthen outcome-oriented budgeting and reporting by reporting more systematically at the outcome-indicator level and by allocating staff costs to the four outcome budgets.

Acronyms

| | |
|-----------|--|
| BMZ | Federal Ministry for Economic Cooperation and Development in Germany |
| BW | Better Work |
| BW Global | Better Work Global Programme (without BW country programmes) |
| COVID-19 | Coronavirus disease 2019 |
| CTA | Chief Technical Advisor |
| EU | European Union |
| GEAR | Gender Equality and Returns |
| GSC | Global Supply Chains |
| GTEX | Global Textiles and Clothing Programme |
| H&M | Hennes & Mauritz |
| ICT | Information Communications Technology |
| IFC | International Finance Corporation, |
| ILO | International Labour Organization |
| IOE | International Organization of Employers |
| IR | Industrial Relations |
| KPIs | Key Performance Indicators |
| NGO | Non-governmental organization |
| OSH | Occupational Safety and Health |
| PICC | Performance Improvement Consultative Committee |
| PVH | Phillips-Van Heusen |
| SCORE | Sustaining Competitive and Responsible Enterprises |
| SDGs | Sustainable Development Goals |
| SLCP | Social and Labour Convergence Programme |
| TOR | Terms of reference |
| UK | United Kingdom of Great Britain and Northern Ireland |
| UN | United Nations |
| UNEP | United Nations Environment Programme |
| UNICEF | United Nations Children's Fund |
| UNIDO | United Nations Industrial Development Organization |
| VZF | ILO Vision Zero Fund |
| WBG | World Bank Group |

1. Description of Better Work

Better Work (BW), a partnership between the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group (WBG), aims at improving working conditions and boosting competitiveness in the global garment industry. Better Work's vision is a global garment industry that lifts millions of people out of poverty by providing decent work, empowering women, driving business competitiveness and promoting inclusive economic growth. During phase IV (2017-2022), Better Work intends to leverage existing and new partnerships to expand its impact from 3 to 8 million workers and to 21 million family members. In addition, ILO and IFC support garment-producing countries to strengthen the policy and enabling environment for decent work and competitiveness. BW has basically two areas of intervention (Figure 1).

Intervention area 1 focuses on influencing business practices in the global garment supply chain to:

- build on what works best in garment factories by focusing on services with the greatest value addition, tackling the root causes of non-compliance, redoubling efforts to build worker-management dialogue, improving business competitiveness, and strengthening the role of women.
- to influence global brands and manufacturers to adopt business practices that drive transformational change in labour conditions and competitiveness across their supply chains and influencing global brands and manufacturers to impact supply chains beyond the garment sector and beyond those countries where Better Work has established programmes.

Intervention area 2 focuses on strengthening the enabling environment for decent work by:

- strengthening public institutions and advancing policies at the national level by leveraging ILO and IFC to improve the enabling environment for decent work, business competitiveness and inclusive economic growth.
- influencing the global policy dialogue on decent work by providing credible data and evidence to influencers and policy makers concerned with decent work in global supply chains.

Activities under intervention area 2 can impact public institutions and policies beyond the garment sector and beyond those countries where Better Work has established programmes.

Figure 1: Better Work areas of interventions



Source: *Amplifying Impact - Better Work Strategy 2018–2022*, ILO and IFC, 2017, p. 13.

The two areas of intervention are translated into four expected outcomes:

Outcome 1: By 2022, Better Work will have accelerated improvements in working conditions and business competitiveness through in-factory services.

Outcome 2: By 2022, Better Work will have influenced global retailers, brands and manufacturers in the establishment of business practices that promote decent work outcomes in supply chains.

Outcome 3: At the national level, ILO, IFC and WBG will have strengthened institutions and influenced policies that create an enabling environment for decent work and improved business competitiveness.

Outcome 4: Better Work will have influenced the regional and global policy dialogue on decent work and the Sustainable Development Goals (SDGs) with its unique evidence base and proven examples of success.

Workers in global supply chains, in particular young women, are the intended ultimate beneficiaries of the programme. Employment in the garment sector is composed predominantly of unskilled workers, young women, a large number of internal migrants, and workers on short-term contracts. The sector is also characterized by low levels of trade union representation. Additionally, the sector remains among the most labour-intensive industries, despite advances in technology and workplace practices.

Better Work seeks to ensure that workers, in particular women, benefit from increased respect for their rights and better working conditions, as well as improved productivity and the opportunity for better pay and greater job security. The programme creates opportunities for workers to participate in addressing problems identified at the workplace. Better Work also promotes ensuring a place for unions in sectoral and national-level discussions on topics such as labour law reform and competitiveness strategies.

Better Work consists of a Better Work Global Programme (BW Global), which includes the BW Academy, and nine country programmes in Bangladesh, Cambodia, Indonesia, Vietnam, Jordan, Ethiopia, Haiti, Nicaragua and Egypt. The BW Global team, based in Geneva and Bangkok; acts as secretariat to the country programmes and is responsible for strategy development, financial and budget management oversight, fundraising, global stakeholder engagement including businesses, programming and country expansion, research and impact and global policy dialogue, communications, quality assurance and technical support for the delivery of factory services, and development of key strategic partnerships.

Currently, Better Work has 241 staff members of which 210 (87%) are at the country level and 31 (13%) at the global level of which 17 are based in Geneva and 14 in Bangkok.

Total expenditure of Better Work in 2019 was USD 22.6m. Of this, BW Global absorbed USD 6.6m (excluding Better Work Academy and corporates). USD 16m were used for the BW country programmes; on average USD 1.8m per country. The largest country programme was Vietnam with USD 3.4m, the smallest Nicaragua with USD 0.3m.

Of the USD 22.6m, 60% are funded from donors and about 30% are from the private sector. Of the private sector funding of USD 7m, about USD 5m are from factories and USD 2m from brands.

2. Evaluation purpose, objectives and scope

As this is a mid-term evaluation and formative in nature, the main purpose of the evaluation was to *learn* from what the Better Work Global Programme Phase IV (BW Global) achieved during July 2017 to July 2020 including the response to the COVID-19 pandemic. The evaluation made recommendations to adjust the programme in order to increase the likelihood that it has achieved the objectives set out in 2017, adjusted to the COVID-19 crisis. The evaluation's recommendations also fed into ongoing consultations for the next BW strategy (phase V).

The main objectives of the mid-term evaluation were:

1. To assess the relevance of BW Global, also in light of the new COVID-19 reality;
2. To assess the coherence and strategic fit of BW Global with ILO's strategic objectives;
3. To assess progress in achieving planned results of BW Global since 2017 (outputs and outcomes) and the effects of COVID-19 on achieving planned results; particular attention should be given to gender equality;
4. To assess strengths and possible weaknesses of BW Global, in particular also in responding and adjusting to the COVID-19 crisis;
5. To assess the performance of the BW Global team in supporting the country programmes, in particular also since the outbreak of the COVID-19 crisis;
6. To analyse underlying factors that hindered or facilitated the achievements of the programme outputs and outcomes, including factors beyond ILO's control.

Subject and scope

The subject of the evaluation was BW Global Phase IV and the work of the BW Global team - i.e., the BW secretariat. The BW country programmes will be evaluated separately.

The period under review is the three-year period from July 2017 to July 2020, including the ongoing COVID-19 pandemic period.

Evaluation criteria and questions

During the inception phase and building on the TOR for this mid-term evaluation, the following evaluation questions were established, organised along the evaluation criteria:

- Relevance
 1. Is BW Global doing the right thing, in particular also in response to the COVID-19 pandemic?
 2. To what extent does BW Global meet the needs of the various stakeholders?
 3. To what extent does BW Global address gender equality, also during the COVID-19 crisis?
 4. What are the strengths and weaknesses of BW Global?
- Coherence and strategic fit
 5. How well does BW Global fit with other global initiatives in the garment sector with similar objectives, in particular since the outbreak of COVID-19?
 6. To what extent is BW Global coherent with and in support of ILO strategic objectives, including gender equality?
 7. To what extent does Better Work fit into the new ONE ILO approach being used in Ethiopia?
- Effectiveness
 8. To what extent is BW Global on track to achieve planned results (outputs and outcomes) as outlined in the programme document of BW Global Phase IV? Particular attention should be given to gender equality.

9. What are the main challenges for BW Global in achieving planned results?
 10. What are the effects of COVID-19 on achieving planned results?
 11. How effective is the BW Global team in interacting with different stakeholders?¹
- Efficiency
 12. Were resources (technical and financial) allocated and used strategically, in particular since the outbreak of COVID-19?
 13. How efficient is the BW Global team in supporting the country programmes (in terms of timeliness and quality of support)?
 - Impact
 14. What is BW Global's main contribution to impact achieved through county programmes?
 - Sustainability
 15. What are indications for the sustainability of results achieved at the global level by BW Global?
 16. How useful was the support from BW Global to country programmes to develop sustainability strategies at the country level?

3. Evaluation methodology and limitations

Evaluation approach and main sources of evidence

This mid-term evaluation took place during the COVID-19 pandemic. The pandemic has severely restricted the mobility of ILO staff and consultants. The ILO has introduced teleworking arrangements and strict travel restrictions for ILO staff depending on the criticality of missions and risks associated with it. The consultant followed the guidance implications of COVID-19 on evaluations in the ILO.² Consequently, the TOR for this evaluation determined that this evaluation will be carried out 100% remotely.

As part of the inception phase, a stakeholder mapping was conducted (See stakeholder mapping in Chapter 6 of Inception report under Annex 5 (Page 54)). It revealed that BW Global has many stakeholders. While this was a challenge for the evaluation, it was also an asset. The close involvement of many stakeholders in BW Global makes them a valuable source of information. Therefore, the main approach for this evaluation was qualitative with a focus on stakeholders as key informants.

Since this is an evaluation of BW Global Phase IV (not the country programmes), the emphasis was on global-level stakeholders supplemented with some national-level views. A *purposive sampling* within each stakeholder group for interviews and written questionnaires was done based on the criteria of stakeholders' potential as informants which depends on extent and duration of their engagement with BW Global.

Data collection methods

As part of the inception phase, a "Data collection worksheet" was developed (see Inception Report Annex 5). The main data collection method were semi-structured interviews relying on online tools (skype, facetime, zoom). Interviews are a well-established and recognised methodology to collect

¹ See stakeholder mapping in Chapter 6 of Inception report under Annex 5 (Page 54).

² Implications of COVID-19 on evaluations in the ILO, Practical tips on adapting to the situation, Evaluation Office, ILO, 24 April 2020 (v.3), p. 2. https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_744068.pdf

primary qualitative data although they are time consuming. Therefore, and in order to maximize the outreach to stakeholders, written questionnaires were also used.

In order to further strengthen the participatory nature of this evaluation, a remote focus group discussion took place with members of the BW Global team.

During the data collection phase (10-Aug – 4 September 2020), the evaluator received inputs from 56 persons (Table 1). 36 persons participated in 31 interviews. 11 questionnaires were returned (out of 20 sent out) with the participation of at least 14 persons. And seven BW Global staff members participated in the focus group discussion (List of people interviewed, Annex 2).

Table 1: Stakeholders contributed to evaluation

| | |
|---|-----------|
| Representatives of workers and employers’ organisations | 4 |
| Private sector representatives (global level) | 12 |
| Factory representatives | 4 |
| Experts | 1 |
| Donor representatives | 5 |
| Better Work team (Global and country programmes) | 18 |
| IFC staff members | 3 |
| ILO staff members | 9 |
| Total | 56 |

Table: Evaluator.

The evaluator had access to recorded interviews conducted as part of the ILO internal consultation for the next BW strategy. This was an additional useful data source for some evaluation questions (List of all interviews including recorded are listed in Annex 2 and 3).

Primary data collection from stakeholders was supplemented by reviewing and analysing secondary data - i.e., BW documents and various websites (Annex 3).

Analytical framework

The evaluation criteria and questions provide the analytical framework of this evaluation. Data was collected and aggregated, analysed and processed along the evaluation criteria and questions.

Geographical Focus

The subject of the evaluation is BW Global. The BW country programmes were not part of the evaluation. However, for some evaluation questions the views of national level were important (e.g., how efficient is the BW Global team in supporting the country programmes?).

Particular attention was given to Ethiopia because the BW country programme was established during the period under review and because Better Work in Ethiopia is adhering to a so-called ONE ILO approach. The BW country programme in Cambodia also received additional attention, being a well-established BW country programme.

Debriefing and validation

Toward the end of the evaluation, the evaluator shared preliminary findings, conclusions and recommendation with the BW Global team. They were discussed during a Zoom meeting (16 September 2020). The team provided additional key information and clarifications.

Subsequently, the draft evaluation report was finalized and shared with key stakeholders. Comments received were taken into account to the extent possible for the final evaluation report.

Resources

This evaluation was conducted by one consultant with a total of 30 working days. As the evaluation was conducted entirely office-based, no further resources were required.

Limitations

Due to the COVID-19 crisis, this evaluation had to be conducted without any travel possibilities. Interviews and discussions were conducted virtually (phone, skype, zoom) which may have affected the richness of the interaction between the evaluator and the informants. Experience suggests that network technology only provides a partial answer to the dilemma of distance and that the human element in data collection techniques cannot be underestimated.³

The data collection phase took place mainly during the month of August 2020, which limited the availability of some stakeholders for interviews, as this was the period of summer holidays.

4. Findings

1. Relevance and challenges

Summary Finding 1: Better Work is contributing to the strategic objectives of ILO’s Decent Work agenda and the SDGs. BW phase IV is also seen as highly relevant by all stakeholders. Better Work has many strengths and several comparative advantages, including a good understanding of the garment industry, the credibility of ILO as regards labour standards, the holistic approach covering national, sector and factory levels, the trusted relationship with constituents, and the close collaboration with global brands. At the same time, Better Work faces many challenges in order to remain relevant, including the COVID-19 pandemic, the profound transformation of the global garment industry, the highly labour intensive factory assessments, a call for scalability, the challenges of climate change, and social protection.

BW Global is very much in line with the four strategic objectives on ILO’s Decent Work agenda (Box 4), in particular objectives 1, 2 and 4.

Box 1: ILO's Decent Work agenda - four strategic objectives

| |
|--|
| <ol style="list-style-type: none"> 1. Set and promote standards and fundamental principles and rights at work 2. Create greater opportunities for women and men to decent employment and income 3. Enhance the coverage and effectiveness of social protection for all 4. Strengthen tripartism and social dialogue <p><i>Source: www.ilo.org/global/about-the-ilo/mission-and-objectives/lang--en/index.htm</i></p> |
|--|

Better Work also contributes to the Sustainable Development Goals (SDGs) in particular SDG 1 (end poverty), SDG 5 (gender equality) and SDG 8 (decent work). As COVID-19 is having a devastating impact on all SDG⁴, contributing to them is more important than ever.

³ Implications of COVID-19 on evaluations in the ILO, Practical tips on adapting to the situation, Evaluation Office, ILO, 24 April 2020 (v.3), p. 2.

⁴ UN/DESA Policy Brief #81: Impact of COVID-19 on SDG progress: a statistical perspective, UN/DESA, August 2020.

Stakeholder views

Based on the inputs provided to this mid-term evaluation by 56 persons (respondents), it is fair to say that Better Work is still seen as highly relevant, in spite the fact that the programme is already in phase IV.

When talking about the relevance of Better Work, it is not always easy to distinguish between Better Work in general (including BW country programmes) and BW Global in particular. Table 2 reflects stakeholder views on why Better Work (overall) and the BW Global are seen as relevant.

Table 2: Reasons for relevance of Better Work (global and country level)

| | |
|--|--|
| Better Work overall (including BW Global) | Industry-level perspective; understanding of garment industry |
| | Stakeholder engagement, convening role, independent facilitator, social dialogue |
| | Tripartite constituency of ILO, industrial relations |
| | Credibility of ILO as regards to labour standards |
| | Closeness to other ILO departments |
| | Holistic approach: national level, sector level, factory level |
| | Policy dialogue with public sector |
| | Advisory services, training, technical support both at global and country levels |
| | Involving large brands and global manufacturers |
| | Platform for change (e.g., "Building Bridges") |
| | Demonstrated business case for implementing better working conditions |
| | Availability of data |
| | Better Work makes good use of digital technology - e.g., direct contact with workers |
| | BW Global |
| Access to tools and resources | |
| Quality assurance, consistency | |
| Sharing of lessons, knowledge exchange, learning, promote best practices | |
| Policy work and research (e.g., impact study) | |
| Global communication with brands | |
| Brings together global business with local actors | |
| Keeps brands together | |
| Influences global stakeholders and supports dialogue | |
| Expansion to new countries | |
| Resource mobilization; donor relations | |
| Manages global partnerships (e.g., with UNICEF) | |
| Collaboration with global initiatives - e.g., Social Labour Convergence Programme (SLCP) | |
| BW results reporting | |

Table: Evaluator, based on interviews, questionnaires and focus group discussion.

Challenges

In order to remain relevant or further enhance relevance, stakeholder stressed many challenges faced by Better Work at global and country levels (Table 3).

Table 3: Challenges for Better Work (global and country level)

| | |
|---------------------------------------|---|
| COVID-19 pandemic | Responding to COVID-19 will be the focus of moving forward |
| Industry perspective | Move from factory perspective to an industry perspective (e.g., Egypt) Profound transformation of global garment industry ⁵ Better Work should be more at global supply chain level (global value chain) Promote garment industry growth strategies at national levels |
| Policy dialogue | Enhance policy dialogue with governments Macro-level will gain importance More sector policy More on legislation and structural change Address root causes and systemic problems for poor working conditions |
| Data | Make better use of data for evidence-based policy dialogue (e.g., data on wages) Make data a “public good” and (partly) accessible to all constituencies Not just factory-level data but national-level data; need for country-level reporting |
| Audit/factory assessment | Highly labour intensive Seen as rather repetitive Work toward a universal audit system Scalability is needed Perhaps need to separate audit from advisory services; consider handing over audit to other actors; however, risk analysis needed (buyers may focus on audit only) Competing with private sector auditing |
| National capacity | Strengthen national capacities for labour inspections |
| Role of buyers | Enhance role of buyers at national level |
| Factory incentives | Most factories participate because of government or buyer pressure |
| Impact/scalability | Relatively limited number of BW countries (9) Some BW countries have a relatively small garment industry Relatively small number of (mainly) western brands participating Relatively small number of BW participating factories ⁶ |
| Productivity | More focus on productivity needed Strengthen resilience of factories, in particular as a consequence of the COVID-19 pandemic |
| Social protection | Social protection gain importance during COVID-19 pandemic |
| Occupational safety and health | Occupational safety and health (OSH) should be strengthened |

⁵ Many stakeholders stress that the global garment industry is undergoing a profound transformation driven not only by the consequences of the COVID-19 pandemic which has disrupted both the supply side (raw material) and demand side (reduced consumption), but also by other more long-term trends like by reshoring production closer to markets, automation of production, growth of e-commerce or changing consumer behaviour (e.g. eco & fair fashion).

⁶ E.g. One global manufacturer mentioned that only 3-4% of its factories participate in Better Work.

| | |
|-----------------------------|---|
| Climate change | ILO is not an environment agency, however Better Work must somehow respond to climate change Show impact of climate change on workers and their livelihoods Climate change high on agenda of global business May need new partnerships (e.g., UNEP, UNIDO) |
| Knowledge exchange | Enhance the sharing of experience among factories in different countries |
| Partnership with IFC | IFC is not sufficiently visible in Better Work Enhance access to finance for factories, in particular during the COVID-19 pandemic |
| Sustainability | How to exit from programme countries |

Table: Evaluator, based on interviews, questionnaires and focus group discussion.

Several of the above-mentioned challenges have been further elaborated in the following sections.

2. COVID-19 pandemic (relevance)

Summary Finding 2: Better Work (Global and country programmes) responded immediately by supporting workers, employers and government partners in the garment sector. Most consulted stakeholders assess BW Global’s response to the COVID-19 pandemic positively. Stakeholders particularly appreciated the support provided by BW Global for the COVID-19 Call to Action for the Garment Industry. The support provided by BW Global to BW country teams is also greatly appreciated (e.g. virtual training, guidelines). There is a consensus among stakeholders that the next two years (until the end of the current phase IV) will be about coping with the consequences of the COVID-19 pandemic. In this regard, new priorities are emerging, in particular productivity in order to make garment factories financially more resilient and social protection in order to support workers who might lose their jobs and incomes.

For the past six months (March to August 2020) the main focus of Better Work has been on responding to COVID-19. The pandemic has a major impact on Better Work as it affects the garment industry profoundly. The supply of raw material was disrupted and demand for garments has collapsed as a consequence of the measures taken by governments to slow the infection of COVID-19. Measures have resulted in widespread retail closures, which has resulted in the cancellation of orders throughout the global garment value chain, which in return led to layoffs, factory closures and failure to pay wages.⁷ In Cambodia, for example, 130,000 workers are on average suspended from work (from a total of 700,000 in the garment industry).

During this period of disruption due to the pandemic, Better Work (Global⁸ and country programmes) responded immediately by supporting workers, employers and government partners in the garment sector. Better Work teams in programme countries have been redeployed to offer support to factories and workers on health and safety and industrial relations issues, coordinate information campaigns and training for national partners, provide policy advice, and help bring governments, employers, workers, and international buyers together to develop joint responses at the national and international levels.⁹

⁷ COVID-19: Action in the Global Garment Industry (“Call for Action”), ILO, 22 April 2020, p. 2.

⁸ BW Global work plan for 2020 was revised because of COVID-19 Pandemic, June 2020.

⁹ <https://betterwork.org/1-better-work-response-to-COVID19/>.

The BW Global team supported the development of the COVID-19 Call to Action for the Garment Industry which was developed after consultation with global brands, manufacturers and relevant employers' and workers' organizations.¹⁰

Factory assessments are temporarily on hold in most countries. Better Work is using the disruption caused by the pandemic to adapt its approach by conducting a greater share of data collection work remotely (including through worker and management surveys).¹¹ The enrolment of new factories also suffered because business priorities shifted.

The establishment of new BW country programmes suffered due to travel restrictions in light of the COVID-19 pandemic (Pakistan, Myanmar, Sri Lanka, Central America). Exploratory discussions with governments, trade unions, employers' organisations and local IFC offices require face-to-face meetings and cannot be replaced by virtual meetings.

The global outlook regarding the impact of the pandemic on health, consumption and production is highly uncertain. At this point it is likely that the pandemic will affect a significant part of the remaining BW Global phase IV until June 2022 and perhaps beyond. The BW Global team has already started with consultations for the next strategy which will succeed the current strategy.¹² The consultations show that the COVID-19 crisis will have a significant impact on the new strategy. The crisis has *"highlighted the vulnerability of the apparel supply chain both in terms of business fragility, and in terms of weaknesses in worker protection, but also the need to 'build back better' and bring about a more inclusive, resilient and sustainable sector."*¹³

Stakeholder views

A large majority of stakeholders consulted for this evaluation assess BW Global's response to the COVID-19 pandemic positively. Better Work Global has demonstrated that it is flexible and can react fast. Better Work's channels of communication and long-term relations with all stakeholders at different levels in the garment industry – workers unions, employers organisations, manufacturers, brands, workers, governments - are seen as a major strength of Better Work during a crisis such as the COVID-19 pandemic.

Stakeholders particularly appreciated the support provided by BW Global for the COVID-19 *Call to Action for the Garment Industry*. Better Work Global's role in bringing together different actors - i.e., brands, employers and unions is seen as very important, although it was stressed that suppliers are missing.

The support provided by BW Global to BW country teams is also greatly appreciated. The support includes for instance virtual training and various guidelines for different stakeholders (e.g. factories, labour inspectors). It is recognized that BW Global reacted fast and that the support enabled BW country teams to provide virtual advisory and training services. This includes using webinar software or mobile data collection methods. Fortunately, providing virtual services were already piloted in 2019. Better Work Global also developed guidelines on protection measures which were adapted at the country level. The BW COVID-19 website is seen as a key source for information.¹⁴ The BW-internal COVID-19 task force, which has had conference calls every week since March 2020, is seen as successful and very helpful for country programmes, in particular with regard to knowledge sharing. The task force has not only helped the BW country teams to respond to the crisis, it is also seen as

¹⁰ https://www.ilo.org/global/topics/coronavirus/sectoral/WCMS_742343/lang--en/index.htm.

¹¹ Better Work Global Work plan 2020, Update based on COVID-19 Pandemic, 2020.

¹² Amplifying Impact - Better Work Strategy 2018–2022, International Labour Organization (ILO) and International Finance Corporation (IFC), 2017.

¹³ ILO/ Better Work strategy consultations – interview guidelines, 2020.

¹⁴ <https://betterwork.org/1-better-work-response-to-COVID19/>

good example of working together as one BW team (global and country level). While a lot can be done virtually, the BW Global team is of the view that not everything can be done online. There are advantages of being on-site. In future a blended model might be followed.

Factory voices confirm that virtual training on prevention and mitigation of COVID-19 has been implemented and good practices disseminated through awareness materials such as posters and audio bulletins.

Stakeholders, in particular the BW team also highlighted that the BW donors have been very flexible and resources were reallocated in response to the COVID-19 crisis. An example mentioned is BMZ¹⁵ which provided additional funding to cope with the consequences of the COVID-19 pandemic. The funding was provided to the ILO Vision Zero Fund¹⁶ which also channelled some of the resources through Better Work in order to reach more countries.

While the overall view across the different stakeholder groups regarding the BW Global response is positive, there are also some critical views. One factory voice expressed the view that given the global health emergency situation, the response time to start with the prevention campaign at the factory level was slow.¹⁷ One brand was of the view that communication was not ideal, in particular regarding the coping strategy to catch up with the backlog in factory assessments. Another interviewee stressed that BW Global should be more critical vis-à-vis the brands that stopped orders and created massive problems for factories. One donor was of the view that there are some knowledge gaps.¹⁸

In any case, the road ahead is very challenging, also for Better Work. There is a consensus among stakeholders that the next two years will be about coping with the consequences of the COVID-19 pandemic. In this regards, new priorities are emerging, in particular *productivity* in order to make garment factories financially more resilient (some factories have apparently no savings to cover loss of income for some time) - and *social protection* in order to support workers that might lose their jobs or income, and occupational safety and health to cope with the pandemic. The view is shared that BW Global cannot do this alone and that it needs to intensify collaboration with partners, in particular with other parts of ILO.

The garment industry is faced with massive financial difficulties. It is expected that some brands may go out of business as a consequence of the COVID-19 pandemic, which means they will also leave Better Work. It is also expected that some factories, in particular smaller ones, might not survive the current crisis. Better Work Global has no possibilities to support factories financially, as it is not its mandate. However, the IFC might be in a position to help through the provision of short-term working capital and long-term direct investments. IFC has notably allocated additional resources to help companies and workers during the COVID-19 pandemic and has launched a financing platform

¹⁵ Federal Ministry for Economic Cooperation and Development in Germany.

¹⁶ The Vision Zero Fund (VZF) aims for achieving zero severe and fatal work-related accidents, injuries and diseases in global supply chains.

¹⁷ However, this may be also due to the BW country team's performance. National stakeholders find it difficult to distinguish between BW Global and BW at the country level.

¹⁸ Knowledge gaps in terms of understanding adjustments to the BW strategy that may be necessary due to COVID-19 pandemic; how effectively BWG has supported safety and health standards in its response to COVID-19; how these changes have affected factory operations and productivity; what strategies are being adopted by enterprises and government to mitigate its effects; and how COVID-19 related events may affect the sustainability of project-level or global achievements.

dedicated to supporting the production of critical healthcare supplies, including Personal Protection Equipment (PPE).¹⁹

Also, stakeholders would welcome BW Global engaging in consolidating and harmonising different prevention measures. This is relevant, as manufacturers have to comply with different national prevention regulations as well as with different prevention measures established by various brands.

One stakeholder summarized the way forward as follows: “assume responsibility, support recovery, strengthen resilience and rebuild better (4Rs)” (quote).

3. Results reported (effectiveness)

Summary Finding 3: It appears that BW Global is on track to achieve the outputs planned for phase IV. Achieving results at the impact and outcome-levels is less clear, partly because of limited systematic reporting. Donors appreciate the latest donor report (2019) and acknowledge an improvement compared to previous annual progress reports. At the same time, they would welcome further improvements, in particular with regard to the systematic comparison of baselines, targets and achievements of outputs and outcomes at the global level in order to be in a better position to assess progress made.

The last comprehensive results reporting on BW Global is included in the Third Annual Donor Report 2019 together with the reporting for each BW country programme. The report includes a visualized performance rating of achievements against targets for each country programme (p.120, 121). There is no such visualized performance rating for BW Global in the report. It would look like Figure 2 below. Out of a total of 30 outputs, 27 are reported on schedule (2019).

Figure 2: BW Global - snapshot of achievements against targets (2019)

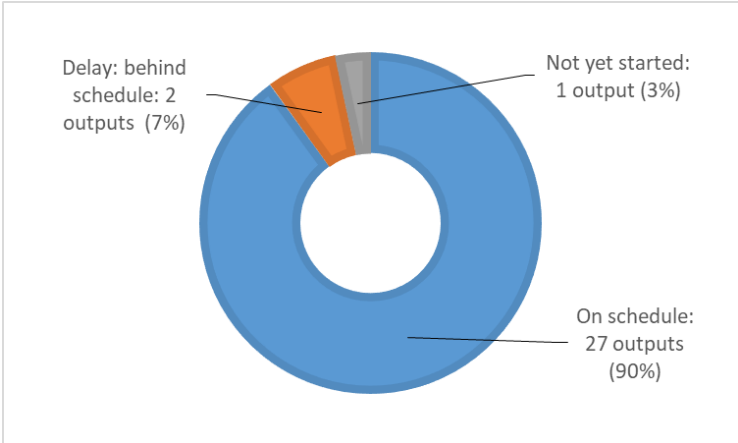


Figure: Evaluator, based on Third Annual Donor Report, 2019, p.15-22.

¹⁹ The IFC is providing USD 8 billion in fast-track financial support to existing IFC clients to help sustain economies and preserve jobs during the COVID-19 pandemic, including USD 2 billion dedicated to support infrastructure, manufacturing, agriculture and services industries vulnerable to the pandemic. https://www.ifc.org/wps/wcm/connect/NEWS_EXT_CONTENT/IFC_External_Corporate_Site/News+and+Events/COVID-19/). Furthermore, IFC has launched a USD 4-billion financing platform to increase the access of developing countries to critical healthcare supplies required to fight the pandemic, including Personal Protection Equipment (PPE) (https://www.ifc.org/wps/wcm/connect/news_ext_content/ifc_external_corporate_site/news+and+events/news/covid-19-supplies).

While the reporting on outputs is very systematic (in table format)²⁰ and based on the original performance plan²¹, the reporting on impact and outcomes at an aggregated global level is limited in this performance report. Most global key performance indicators (KPIs) at the *impact and outcome level* included in the original performance plan are not reported on in the latest donor report or are reported by country and not aggregated. For example, the report shows by country the percentage of factories that have established a worker-management committee (p. 122²²). This is basically the same KPI as established in the original performance plan.²³ In a separate document made available to the evaluator (Table 4), the aggregated percentage is, however, available (26%, in 2019, with a target of 32% by 2022).²⁴ This document includes in table-format baseline, targets and actual progress of 32 impact, outcome and output indicators²⁵ at the aggregated level. The table does not distinguish in outcome and output indicators and it does not follow the structure of the original performance plan. The table is not included in the annual progress report.

Table 4: BW Global - consolidated indicators (2019)

| Indicator | 2017 | 2017 (actual) | 2018 (planned) | 2018 (actual) | 2019 (planned) | 2019 (actual) | 2022 (planned) |
|---|-----------|---------------|----------------|---------------|----------------|---------------|----------------|
| Total number of workers in the programme | 2'136'000 | 2'136'369 | 2'195'000 | 2'258'641 | 2'412'000 | 2'394'726 | 3'221'000 |
| Percentage of factories with effective worker-management committees | 13 | 13 | 14 | 23 | 19 | 26 | 32 |
| Number of factories serviced and trained | 1'328 | 1'553 | 1'599 | 1'570 | 1'833 | 1'588 | 2'500 |
| Percentage of factories in compliance with all publicly reported issues | 8 | 8 | 16 | 11 | 18 | 11 | 22 |
| Percentage of PICC worker representatives that are women | | | 53 | 53 | 53 | 52 | 80 |

(table continues)

Table: BWG Consolidated Indicators, 2019.

It goes beyond the scope and the capacity of this mid-term evaluation to verify each result reported. However, subsequent sections of this report will zoom in on selected results areas for which BW Global has a particular responsibility - e.g., establishment of new country programmes, interaction with global business, the Better Work Academy, gender mainstreaming, alignment with ILO and support to BW country programmes.

Generally, it appears that BW Global is on track to achieve the outputs planned for phase IV, as 90% of the outputs are "on schedule". Achieving results at the impact and outcome level is less clear. This is, as mentioned above, because of limited systematic reporting. In addition, one of the KPIs-targets at the impact level was adjusted. Currently, Better Work reaches 2.4m workers, while the original

²⁰ Third Annual Donor Report, 2019, p.15-22. Compared to the original performance plan, the numbering and wording of several outputs under outcome 1 have changed quite bit. However, most outputs can be aligned with the new structure. E.g. Output 1.2 "Better Work services tackle the root-causes of non-compliance" has been transformed into 1.10 "Innovative solutions are piloted and developed to drive greater impact." One output is no longer included: output 1.7 "IFC complementary core services, such as productivity enhancement, environmental compliance, or resource efficiency are piloted and integrated into the BW service model". It was not mentioned in the BWG annual report because the output is funded and implemented by IFC and the annual donor report only goes to the ILO Better Work donors.

²¹ Better Work Stage IV Logframe and Performance Plan (2017-2022), 2017.

²² Third Annual Donor Report, 2019.

²³ The original KPI: Number of factories with effective worker-management committees. This is a KPI for outcome 1. Starting from a baseline of 200 committees in 2017, the target for 2022 was set at 1'200 committees. So it would probably be possible to report on this KPI at the aggregated global level.

²⁴ BWG Consolidated Indicators, 2019.

²⁵ The original performance report has 44 KPIs.

target for 2022 was 7m. This was probably too ambitious also without taking the effects of the COVID-19 pandemic into account.²⁶ The target was since adjusted to 3.2m (Table 4).

Stakeholder views

Generally, donors appreciate the latest donor report (2019) and acknowledge an improvement compared to previous annual progress reports. One donor stated that the report “provides good evidence around outputs and demonstrate the value of our investment” (quote). The “highlights in numbers” are especially appreciated as a quick reference (p.119-124²⁷).

At the same time, donors would welcome further improvements in particular with regard to the systematic comparison of baselines, targets and achievements of outputs and outcomes at the global level in order to be in a better position to assess progress made. One donor, for instance, would welcome reporting on the overall percentage of participating BW factories with year-on-year reductions in non-compliance indicators (at the country and global level).

One stakeholder challenged the BW objectives more generally. The view was expressed that the expansion strategy - more BW workers, more BW factories, more BW countries - is misguided altogether and that the objectives should be to make Better Work redundant - i.e., move out of countries or hand over factory inspections to national institutions.

4. New Better Work country programmes (relevance, effectiveness)

Summary Finding 4: BW Global is on track regarding the expansion to new countries if it can add one more county by 2022. However, the COVID-19 pandemic has significantly slowed down the process. More generally, the establishment of new country programmes is a complex and investment-intensive process. And the selection of new countries is partly contested.

BW Global planned to establish three new country programmes in the period 2017-2022.²⁸ By now, two new country programmes have been established - i.e., one in Ethiopia (2019) and one in Egypt (2020).²⁹ In addition, BW Global may establish a programme in Sri Lanka, Myanmar or Pakistan during phase IV. According to the BW Global team, preparatory work is ongoing. Furthermore, the BW Global team is exploring the possibility for new country programmes in Madagascar, Uzbekistan and Central America (as a region). According to the annual donor report (2019), Myanmar and Central America are delayed and behind the schedule. Madagascar has not started yet. The situation in Pakistan is currently also difficult, according the BW Global team. However, if BW Global succeeds in adding one more country in 2021 or 2022, the target of three new BW participating countries would be met.

The COVID-19 pandemic has a major impact on the establishment of new country programmes. Due to travel restrictions, the feasibility work and exploratory discussion with governments, trade unions, employers' organisations and local IFC offices have been postponed (Pakistan, Myanmar, Sri Lanka, Central America).

²⁶ As a consequence and in order to reflect unforeseen measures taken in response to the pandemic the Better Work Global Work plan for 2020 was revised (Better Work Global Work plan 2020, Updated based on COVID-19 Pandemic, June 2020.)

²⁷ Third Annual Donor Report, 2019.

²⁸ Better Work Stage IV Logframe and Performance Plan (2017-2022), 2017, p.2.

²⁹ Third Annual Donor Report 2019, p.15

In *Ethiopia*, Better Work has followed a new approach. Together with other ILO programmes, in particular SCORE³⁰ and the Vision Zero Fund³¹, Better Work is designed as ONE ILO and is offering several ILO services in one programme (see more in chapter “Coherence within ILO and ONE ILO approach”). The BW country programme in Ethiopia appears to be well under way and a majority of stakeholders views the selection of Ethiopia positively. Better Work Ethiopia has been working closely with the national government, unions, workers and factories. Some large brands partner with Better Work (Phillips-Van Heusen (PVH), Hennes & Mauritz (H&M), The Children’s Place) and several development partners provide funding (EU, Denmark, Germany, The Netherlands, Switzerland, UK). However, a minority of the stakeholders interviewed for this evaluation is of the view that the garment sector in Ethiopia is too small to justify a BW programme and that it would be much more relevant to have BW programme in countries such as China, Turkey or India, which are among the top-ten largest textile-producing countries. While it is acknowledged that the garment industry in Ethiopia is still small by BW Global, it is anticipated that the industry will grow rapidly and that it is a great opportunity to establish the right regulatory framework for labour standards right from the beginning, which is much more challenging in more mature industries of other BW participating countries.

Better Work *Egypt* is still in its infancy and was officially launched in March 2020 (after a pilot phase 2017-2019). Funding is limited and the search for donors ongoing. As a consequence, BW Global could not yet recruit a proper team including a programme manager. The programme is still managed from the BW Global team in Geneva. Moreover, the COVID-19 pandemic has significantly impacted the further development of the programme. However, the BW pilot phase (2017-2019) has already contributed to the government’s revision of the trade union legislation, as ILO made this a pre-condition for the establishment of a BW country programme. This demonstrates a leverage effect of the close collaboration between Better Work and other ILO units at the policy level.

Views among stakeholders vary regarding the selection of Egypt as a BW programme country. Some stakeholders see this as a major success and a move from the BW’s factory perspective to an industry perspective. Other stakeholders expressed the view that, overall, the framework conditions are not sufficiently conducive and the BW investment is rather risky. The difficulties in finding donors to fund the BW programme in Egypt could be viewed as an indication for some reservations on the donor side. In any case, Egypt has a significant garment industry.³²

More generally, stakeholders by and large support the selection of new BW participating countries closer to European markets, which contributes to a reduction of dependency on the garment industry located in Asia.³³ While some stakeholders would welcome a more ambitious expansion strategy, others are more careful as the establishment of a new country programmes is resource-intensive and complex. A third group of stakeholders welcomes new country programmes, but would like to see Better Work move out of “old” programmes for sustainability reasons and to free resources for new country programmes.

The selection of new country programmes is a difficult process. BW Global has a framework to assess new potential BW countries, which was adjusted in 2018 (Box 1). Clearly, the selection of new country programmes depends on factors which are beyond the control of Better Work. First of all, Better Work can only establish a programme when it is invited by governments, which is not the case

³⁰ Sustaining Competitive and Responsible Enterprises (SCORE).

³¹ The Vision Zero Fund is related to occupational safety and health.

³² The apparel sector is the country’s most important industrial sector. It has more than 1,500 apparel factories and it is considered to be the first sector in terms of labour force, which recorded 1.5 million workers, 50 percent of which are women (<https://sourcingjournal.com/topics/sourcing/egypt-apparel-industry-144897/>)

³³ Reduction of dependency: geographical diversification of countries to source from; delivery times shortened.

for China, India or Turkey. In any case, the prioritisation process is very challenging in the context of the COVID-19 pandemic. Decisions on expansion need to be delayed until there is more clarity, according to BW Global.

Box 2: Better Work country selection criteria

1. Labour standards in the industry are poorly enforced.
 2. The industry employs a large number of vulnerable workers and is relevant for promoting gender equity.
 3. The industry has sound economic potential and competitiveness and economic prospects of the industry can be increased by improved labour standards performance.
 4. There is social and political stability in the country.
 5. The relevant government, employers’ and workers’ organizations at the national and international level are committed to participate in the programme.
 6. International buyers or other supply chain actors have an interest in this particular sourcing country and are committed to get their factories on board of a potential BW programme.
 7. Better Work approaches can be adapted to the country context.
 8. A BW programme in this sector or country has a potential to be financially and institutionally sustainable.
 9. There are synergies with IFC, ILO and other initiatives (such as supply chain or social compliance initiatives) in this particular country/sector.
 10. Availability of donor funding.
- Source: Better Work Country Selection Criteria, adjusted in 2018.*

5. Gender equality (relevance, effectiveness)

Summary Finding 5: Having a gender strategy is widely recognised by all BW stakeholders as an important step. And while there is progress in implementing the strategy, the overall view is that even more could be done, for example with regard to female career development and gender outcome indicators.

In 2018, BW Global launched a Global Gender Strategy (2018-2020). The Strategy is built around four gender equality themes (Figure 3). The focus group discussion with the BW Global team revealed that the main focus during the past two years has been on the first pillar on “discrimination” including sexual harassment because this has traditionally been the strongest area of work with expertise, but also because of the adoption of the ILO Convention on Violence and Harassment (No. 190) in 2019.

Figure 3: Better Work’s gender equality themes



Source: Better Work Global Gender Strategy (2018-2020), 2018, p. 11.

BW Global reported on the implementation of the Gender Strategy in its Third Annual Donor Report 2019. The term *gender* is mentioned 146 times in the report, highlighting the relevance of gender for Better Work. The main results are presented below (Box 2). In each country chapter there is also a section on gender. Results reported are to a large extent at the output and activity level. While the reporting is mostly qualitative, the report also includes some quantitative figures showing, for example, the percentage of PICC³⁴ representatives that are women (p. 123) for each BW country programme. This is a KPI that was already established in the original performance plan for 2017-2022.³⁵

Box 3: Gender equality - main results (2019)

1. Better Work has developed the capacity of all staff to deliver gender-sensitive advisory and assessment services.
 2. The programme has also scaled up its sexual harassment prevention training in factories and among constituents.
 3. The programme drafted a protocol to address harassment and violence detected in workplaces and related remediation activities, which will be finalized and implemented in 2020.
 4. To provide greater scale in the delivery of training and capacity building on women’s empowerment, partnerships were developed, including with CARE International and Better Work helped to establish the Empower@Work Collaborative an open-source toolkit of best practice worker-level training to improve and increase gender equality and worker empowerment.
 5. Better Work also adapted key training tools to embed a gender focus including the development of new tools such as a grievance module focused on handling harassment and violence and a remediation protocol on responding to violence and harassment in the workplace.
 6. The programme has piloted tools on gender norms in both advisory and training services in country programmes, which will be progressively rolled out in 2020.
 7. Better Work assisted internal discussions within the ILO to support the promotion and ratification of the new violence and harassment convention (C190) and will actively participate in an internal task force focused on this matter in 2020.
- Source: Better Work Third Annual Donor Report 2019, BW, 2020, p.9.*

Having a gender strategy is widely recognised by all BW stakeholders as an important step to advance gender equality, in particular since 80% of BW beneficiaries are women. While it goes beyond the capacity of this evaluation to verify each result reported, the interaction with various stakeholders confirmed the overall positive assessment of progress in implementing the gender strategy. “Developing the capacity of BW staff to deliver gender-sensitive advisory and assessment services” was highlighted by many stakeholders. Also, the various partnerships with other institutions to promote gender equality are appreciated - i.e., the partnership with BSR³⁶ (HERproject), UNICEF (Mothers@Work programme), IFC (Gender Equality and Returns (GEAR) programme), CARE International (Empower@Work Collaborative) and Gap (P.A.C.E. programme). The BW Global team is proud to be part of that global community.

Interviews conducted for this evaluation also reveal that, while the gender strategy created a momentum and a big push in implementing the strategy during the first year, efforts have diminished somewhat. One reason mentioned is that gender equality is competing with many other priorities and does not always get the necessary attention. Also, the gender strategy was to some extent the result of a top-down approach which has yet to be fully embraced at the country level,

³⁴ Performance Improvement Consultative Committee (PICC)
³⁵ Better Work Stage IV Logframe and Performance Plan (2017-2022), 2017, p.4.
³⁶ Business Social Responsibility

although most country programmes have adapted the strategy for their respective country contexts and designated a gender focal point. Another limitation is seen by the limited capacity of the BW Global team to support country teams. There is a half-time position dedicated to gender equality.

Several stakeholders (some donors, factory representatives and ILO staff) expressed the view that BW Global could do even more in support of gender equality. There is still a need to strengthen gender mainstreaming in all of Better Work's activities. A particular area highlighted by several stakeholders, which requires more attention, relates to the limited number of women at the senior and management level. Although the garment sector is mainly recruiting females, at the higher levels there is a limited number of women. BW Global is aware of this challenge and is in the process of strengthening efforts in this regards. An additional suggested issue to look at is the concept of "equal pay for equal value".³⁷ More broadly, the view was expressed that the structural problems behind gender discrimination are not sufficiently addressed by Better Work, which goes beyond what Better Work can actually do. The required policy dialogue with governments requires other actors in particular other ILO departments.

Better Work donors look forward to receiving continued reporting on the implementation of the gender strategy, including how the strategy will be adapted during the and post-COVID-19. The view expressed that reporting at the *outcome* level should be improved by establishing gender equality outcome indicators and targets at the BW Global level.

6. Participation of global business (relevance, effectiveness)

Summary Finding 6: Overall, the participation of global business in Better Work is viewed positively and a major strength of Better Work. However, some also view the role of global business in Better Work with some reservation. The view expressed that the brands have too much influence and that Better Work tends to focus more on engagement with employers and the private sector and less with workers, their organizations and governments.

The original BW Global performance plan includes an objective for Better Work's engagement with business partners: "Better Work's engagement with new and existing business partners is strengthened." According to latest progress report, Better Work is on schedule to achieve this objective (Box 3).

Box 4: Progress reported towards strengthening BW's engagement with business partners

Membership expansion efforts have been focused on both signing up additional buyer partners as well as continuing to build the value of existing partnerships at the global, regional and country levels. Three new buyers joined Better Work as our strategic buyers and two European brands and one US brand are currently in the approval process as well as one US brand actively piloting partnership in Indonesia. This increased the number of brands to 39 and the number of participants to 140. To strengthen buyers' engagement in public private partnership, Better Work country level buyer forums were held in five locations and workshops in two countries provided buyers with an opportunity to engage with national stakeholders. Buyer partners were also offered opportunities to participate in national-level initiatives including transportation safety in Cambodia and dormitory safety and mental health in Jordan."

Source: Third Annual Donor Report 2019, p.19.

³⁷ A concept that goes beyond the concept for "equal pay for equal work" and takes into account the value generated by a worker.

Currently, 42 companies have signed partnership agreements with Better Work. Various stakeholders consider this to be a reasonable number and stress that the quality of engagement is more important than the quantity. Of the 42 partner companies, 22 are from the US (52%), 12 are European brands (29%), four are Asian Brands (10%) and two each are from Australia and Canada. The original target in the performance plan is set at 50 partners by 2022.

Some stakeholders would like to see more European brands participate in Better Work, because without the European brands the synergies in the audit process are limited and factories are not incentivized to join BW because BW becomes another audit in the duplication process. The strong presence of US brands relates to the beginning of Better Work. Better Work started with Better Factories Cambodia in 2001 related to a trade deal with the US requiring the garment factories exporting to the US to participate in the Better Factories Cambodia programme.

The number of global manufacturers that have signed a partnership agreement is still limited to two. This is seen as a shortcoming as the global manufacturers are very important actors in the garment industry with much influence and excellent understanding on the garment industry. The view also expressed that Better Work is too dominated by Western brands and that brands from other regions, in particular from Asia, should join. Also, more key retailers should be encouraged to participate, similar to Amazon or Walmart which are already participating.

The financial contribution made by partner brands varies significantly from USD 6,000 to USD 200'000 and depends on two components: 1) apparel revenue and 2) number of apparel factories in BW participating countries. The pricing is very transparent and accessible on the internet.³⁸

The interaction and communication with global business is seen as one of the main functions of BW Global. Simultaneously, the participation of global business in Better Work is seen as a major strength of Better Work. Their role is crucial. The public private partnerships with very powerful apparel brands are giving Better Work leverage at the country level. Better Work has the ability to engage brands and retailers who can help drive sustainability and better working conditions in global supply chains.

The main reasons for global business to partner with Better Work are ILO's credibility with regard to labour standards, the unique tripartite constituency of ILO, and ILO's unique role as independent facilitator and convener at the national and global level. This is seen as a great value proposition. The BW factory assessment and advisory services are seen as the main function of Better Work. And BW knowledge and understanding of the garment industry as main assets. Last but not least, it appears that there is a high level of trust between brands and BW Global. One brand representative called the partnership with Better Work "best in class" (Quote). Also, BW Global can keep the brands together at the global level.

However, the role of global business in Better Work is not only viewed positively. The view was expressed by some stakeholders that the brands have too much influence on Better Work and that BW Global is not sufficiently critical vis-à-vis the brands. Some view Better Work as a service provider to private buyers, in particular regarding the factory assessment, and found limited public benefit (in the sense of "public goods"). It was mentioned that brands should not only view Better Work as a third-party auditor, but more as a partner for the development of the garment industry. Also, the Better Work Academy was critically viewed as a service provider to a closed circle of brands and with no access by a wider audience.

³⁸ Better Work - Pricing – Working together in 2020. (<https://betterwork.org/wp-content/uploads/2020/01/Pricing-Overview-2020.pdf>)

More generally, the view expressed that Better Work Global and country programmes tend to focus more on engagement with employers and the private sector and less with workers, their organizations as well as governments and it was suggested that BW Global should explore opportunities for incorporating more tripartite strategies. As an example, the support to the Call to Action was mentioned.

The selection of countries is viewed as too much driven by the interests of buyers, although this seems to be controversial as Better Work did not move into some countries that brands would have liked to see (e.g., India, Turkey).

At the same time, the view was expressed that brands could do more and that BW Global could engage more with global business in order to benefit from their clout in the apparel industry in particular at the country level - e.g., in supporting the capacity development of the suppliers. It was suggested that BW Global should push brands to “walk the talk”.

The COVID-19 pandemic has demonstrated some limitation of partnering with brands. First of all, buyers are hit by the economic consequences of the pandemic; some severely. Some brands are faced by massive reduction in consumption and are under big pressure. Priorities have shifted. As a consequence, they have cancelled orders. While the COVID-19 Call to Action is in principle welcome, the implications of the Call to Action are seen – by a few - as additional burden on the brands. Some call on BW Global to show what responsible behaviour means for brands.

Another point raised was that BW Global is interacting with brand staff in corporate social responsibility and sustainability divisions, which may not always be sufficiently close to the decision-making processes; hence having a limited influence. The opinion was expressed that brands need to do more in-house work in order to convince and sensitize colleagues and the company leadership.

It was suggested that the BW Global dialogue with brands should involve the International Organization of Employers (IOE) much more. IOE is the advocate for the brands and can say things the brands cannot.

7. Better Work Academy (relevance, effectiveness)

Summary Finding 7: The Better Work Academy is seen as a cost-effective tool to scale up the outreach of Better Work. As such, the Academy is seen as contributing to amplifying impact. However, the Academy’s strategy to further scale up is not clear. Moreover, several stakeholders would like to see an open Academy accessible for other stakeholders beyond the participating brands and their suppliers. Also, some stakeholders called for more investment in the Academy also from the BW Global budget.

Aimed at brands and other actors committed to driving change and transforming behaviour in the apparel industry, the Better Work Academy provides training and advisory services to company’s global staff, building their capacity to implement tried-and-tested methodologies across supply chains.³⁹ Training course address topics such as freedom of association, industrial relations and discrimination (Figure 4).

³⁹ <https://betterwork.org/the-better-work-academy/>.

Figure 4: Better Work Academy courses

| Workplace cooperation | Training of Trainers | E-learning |
|---|--|---|
| <ul style="list-style-type: none"> ◆ The business case for improving worker-management dialogue and joint problem solving ◆ Facilitation and participatory training techniques ◆ Freedom of association investigation ◆ Responsible sourcing ◆ Integrating advisory approaches with assessments/audits | <ul style="list-style-type: none"> ◆ Industrial Relations ◆ Worker/management committees ◆ Grievance mechanisms ◆ Workplace communication ◆ Negotiation skills ◆ Management Systems approach to risk assessment and problem solving ◆ Supervisory Skills Training ◆ Tackling sexual harassment | <ul style="list-style-type: none"> ◆ Industrial Relations ◆ Forced Labour ◆ Child Labour ◆ Discrimination |

Source: Better Work Academy Brochure.

There are currently nine companies participating in the Better Work Academy. The target for the reporting period (2017-2022) is ten companies.⁴⁰ Therefore, it looks likely, that the target will be met during phase IV of BW Global.

Stakeholder views

Overall, the Better Work Academy is viewed very positively by stakeholders, in particular with regard to results achieved. The main argument for the Academy is the outreach which goes beyond the BW countries. Through the Academy, factories in China or India can be reached. It was reported in interviews that until now about 300 factories have been reached through the Academy in non-BW participating countries. The Academy is seen as advancing behavioural change at the factory level. Through the Academy, global and local manufacturers can be reached. In terms of scaling up BW services and expanding the impact, the Academy is seen as making a significant contribution going beyond BW participating countries. As such, the Academy is seen as very much in line with the current BW strategy Amplifying Impact (2018-2022). The potential of the Academy is seen as particularly important also from a resource point of view, as the establishment of new BW country programmes is labour-intensive, slow and costly. What is also praised is the fact that the Academy is fully financed by the private sector. Last but not the least, the Academy stresses the advisory nature of Better Work, as against a BW perception of an audit organisation only.

There are also some critical views. First, several stakeholders highlighted the limited access to the Academy. Mainly participating (and paying) companies can benefit. Other stakeholders - i.e., governments, labour inspectors or unions - have no or limited access to the Academy and cannot benefit to the same extent. The question was put forward if Better Work - being a multilateral programme - was not supposed to provide a public good available to a much larger audience rather than to a selected group of private companies. This concern was acknowledged by BW Global. In principle the Academy is open to all stakeholders. However, in practice, the Academy serves the participating companies mainly because of limited capacities.

Second, the Academy's strategy to scale up is not clear to stakeholders and if it wants to scale up at all. The target of 10 participating companies by 2022 is seen as rather modest. It is seen as relying too much on a few brands and that more brands should join the Academy. It was suggested that the Academy also needs a clear business plan.

Third, the view expressed that insufficient resources are allocated to the Academy by BW Global and that it requires more. Of the USD35m, nothing is directly allocated to the Academy as it is mainly

⁴⁰ Better Work Stage IV Logframe and Performance Plan (2017-2022), 2017, p.6.

financed by private sector contributions. However, there are some indirect contributions from the BW Global budget through administrative services, management and operational overhead. It was stressed that of the overall BW staff (241), only just over one full time person is dedicated to the Academy (composed of work months of different Global staff members). In addition, staff from country programmes also contribute to the Academy. However, the cost-benefit ratio seems to be positive, in particular in comparison with BW country-level operations, although it was stressed that the Academy is also labour intensive.

8. Coherence within ILO and the experience in Ethiopia

Summary Finding 8: BW Global has enhanced the coherence with ILO over the past three years, in particular also because of the joint approach tested in Ethiopia. For global business, the coherence and closeness of Better Work with ILO is seen as a main comparative advantage vis-à-vis other initiatives, as it allows BW Global to play a crucial convening role of different stakeholders. Still, both at country and global levels, efforts to further enhance coherence between Better Work and ILO were called for.

BW Global is very much in line with the strategic objectives on ILO's Decent Work agenda (see Chapter 1). Better Work is seen as contributing to harmonious industrial relations; empowering unions and other stakeholders; facilitating social dialogue at enterprise and policy level; contributing to reforms of labour inspection and enforcement systems and overall improving the rule of law and compliance; facilitating policy discussions and capacity building related to labour-market policy issues such as wage policy, social protection; and contributing to more inclusive workplaces. The fact that Better Work is one of ILO's five Flagship Programmes⁴¹, also indicates a strong coherence with ILO's priorities.

From a global business perspective, the fact that Better Work is part of ILO, is one of the main reasons for Better Work's strong appeal. Being part of ILO and the synergies with other ILO units, for example ILO's work at policy level, is very much seen as a comparative advantage of Better Work. Flying under the ILO banner also allows Better Work to benefit from ILO's tripartite constituents and trust in ILO. The trust by all stakeholder groups in ILO and Better Work is a key ingredient to the success of Better Work. This allows Better Work to play the strong convening role, which is seen by global business as a major comparative advantage compared to other initiatives.

Better Work started as a factory-level service to the private sector. Over the years, Better Work realized the importance of policy work and structural change. This is traditionally the domain of ILO and close collaboration with other parts of ILO is eminent.

While it is still early stages and the impact needs to be seen, there is a shared view among stakeholders that the ONE ILO approach tested in Ethiopia is very promising and the approach to follow in future in order to further enhance the coherence of Better Work and ILO.⁴² ILO staff members in particular are evidently very proud of the achievements in Ethiopia in terms of working together. There is buy-in from all ILO departments contacted for this evaluation. Similarly, donors and global business are also very encouraged by the joint ILO approach. The approach adhered to in Ethiopia allows Better Work and ILO to work right from the beginning at all three levels: factory level,

⁴¹ <https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/flagships/lang--en/index.htm>

⁴² It is a new way of delivering support in a holistic and coordinated manner. It operates at national, regional and factory levels, involving different ILO departments and key global institutions such as Better Work, SCORE and Vision Zero Fund (Third Annual Donor Report 2019, p.51).

The Ethiopia experience has apparently helped spearheading integration of BW and ILO beyond Ethiopia.

sector level (garment industry) and policy level (national labour regulations). It was stressed that from the beginning, the governments, unions and international manufacturers sit at the same table in order to establish standards for garment factories such as those established for the Hawassa Industrial Park in Ethiopia.

Particularly strong is the collaboration with the ILO Vision Zero Fund⁴³ in order to establish a workplace injury prevention, protection and compensation system; and with SCORE⁴⁴ to develop a more productive and competitive garment and textile sector which is better able to compete in global supply chains.

While viewed very positively, it must be noted that the process of establishing the “ONE ILO” is time-consuming and “heavy lifting” (quote). Moreover, ILO staff are of the view that it is far more difficult to establish a joint approach ex-post and may not be replicated easily in ongoing BW country programmes.

Also, “ONE ILO” is not to be confused with the Decent Work Country Programme (DWCP) Ethiopia. While the “ONE ILO” programme is, with a budget of USD 6.5m, the largest ILO programme in Ethiopia, there are nine other ILO country projects and three global programmes covering Ethiopia.⁴⁵ As such, the name “ONE ILO” is slightly misleading as it suggests that all ILO activities in Ethiopia are included. In fact, the official name of the programme is “Advancing Decent Work and Inclusive Industrialization in Ethiopia”, also called Siraye (“my work”).

While Ethiopia is a good example that demonstrates close collaboration, coherence and synergies among various ILO departments, it was mentioned by stakeholders that this is not the case in all countries. In fact, it was stated that in some countries, Better Work operates outside the ILO and behaves rather like an NGO. While it goes beyond the scope of this mid-term evaluation to verify this statement, it is an indication that collaboration between ILO and Better Work can be further strengthened in some countries.

There is also a consensus that Better Work cannot do everything alone and that it depends on other parts of ILO to come in, in particular related to structural changes. At the same time the view was expressed, that BW Global could do more to share lessons learned with ILO, which could be used in other sectors or countries with no BW presence.

Similarly, data generated at the factory level could be used more for evidence-based policy dialogue by other ILO departments. In this regard, it was suggested that the reports generated at the factory level (and paid by companies) could be made available to workers’ unions, at least partially, or even made public.

Finally, a recent synthesis review demonstrates the important position of Better Work in the ILO approach to Global Supply Chains (GSCs).⁴⁶ The synthesis suggests that more coherence among the very broad range of GSC-related activities that the ILO undertakes is desirable (see recommendation 1).

⁴³ The Vision Zero Fund is related to occupational safety and health.

⁴⁴ Sustaining Competitive and Responsible Enterprises (SCORE). Better Work and the SCORE programme are being implemented jointly also in Vietnam and Indonesia.

⁴⁵ ILO Development Cooperation Dashboard (www.ilo.org/DevelopmentCooperationDashboard/#bistkbbk)

⁴⁶ ILO Decent Work interventions in the global supply chains: A synthesis review on lessons learned; what works and why 2010–2019, ILO Evaluation Office, August 2019.

9. Support for BW country programmes (efficiency)

Summary Finding 9: The support provided by BW Global to BW country programmes covers many areas and varies significantly among country programmes. The support is largely appreciated by the country programmes. Especially useful in recent years were the support for implementing the gender strategy and the ongoing support to handle the COVID-19 pandemic. The COVID-19 crisis has strengthened collaboration between BW Global and the country teams. It is seen as a highly innovative period. Still, there is a sense that overall mechanisms to connect the work at global level and the countries could be further strengthened and that support provided could be better based on country realities.

The support provided by BW Global to country programmes covers many areas and varies significantly among country programmes. Younger country programmes require different support compared to more mature country programmes. Overall, quality assurance and consistency are seen as a key function of BW Global. During the past two years, the mainstreaming of the new gender strategy is also seen as particularly important. BW Global conducted trainings, developed tools and protocols (e.g. in case of sexual harassment cases). During the past six months, the support in dealing with the COVID-19 pandemic has also been very important. A COVID-19-task force was established that meets virtually and regularly. BW Global also rolled out virtual services and guidelines on protection measures.

The BW Global team also responds to specific country ad-hoc requests and needs related to, for example, social dialogue - e.g., if there is labour unrest or a strike, occupational safety and health, productivity or ICT. Specific support can also include support for political engagement with the government (e.g., in Vietnam on sector policy).

At the global level, BW Global manages global partnerships with buyers and other partner organisations (e.g., with UNICEF) on which country programmes can rely and build. Other BW Global functions that directly support the BW country programmes are resource mobilisation at the global level, managing research, human resource development (e.g., staff training) and financial management. Another BW Global support function is the interaction and coordination with other ILO teams at the global and regional level.

Country perspective

The support provided by BW Global is largely appreciated by the country teams. Especially useful in recent years were the support for implementing the gender strategy and more recently the support to handle the COVID-19 pandemic.

The COVID-19 crisis has strengthened collaboration between BW Global and the country teams. It is seen as a highly innovative period (e.g., virtual compliance check developed in two months). What is particularly appreciated by most is that there is far more consultation now between BW Global and the country teams and that the interaction between BW Global and the country teams is less top down. The crisis has helped to find joint solutions. An example mentioned is the “knowledge sharing once a week” during the “task force call”. BW Global is seen as reaching out much more. There is a real sense of working together and no longer BW Global is instructing the country programmes on “what to do”.

Through various meeting formats in past years (e.g., leadership development programmes, team leader meetings), country programme staff have met physically which has helped to build working relationships.

Still, there is a sense that the overall mechanisms to connect the work at global level and the countries could be further strengthened. What could also be strengthened is the coordination among

countries in order to better share good practices. And country teams stress that the response to ad-hoc needs is not always quick enough. The alignment of country programmes and BW Global work plans is another area for improvement. BW Global has recently started to use a software (wrike⁴⁷) to manage the global work plan. BW Jordan has also started to use wrike. It was suggested that all country programmes might use the same software to enhance coordination and alignment of work plans.

The BW Global support in coordinating with ILO departments is viewed positively, although it was suggested by one country team that the country teams are best equipped to interact directly as the country teams understand the issues and can speak about country specificities.

In general (not limited to the support related to COVID-19), some support services (e.g., training, gender, OSH, IR), are sometimes perceived as being too generic and not grounded enough on country realities in particular realities of countries with a low level of performance and ownership in the industry.

10. Resources (efficiency)

Summary Finding 10: BW Global is a labour-intensive programme and staff costs constitute the main cost of BW Global. While the budget structure follows ILO rules to present staff costs in a single budget line, it does not provide meaningful information on how resources are allocated to the four development outcomes. Still, most stakeholders are of the view that BW Global is worth investing. The strategic/optimal allocation of human resources is not uncontested. The difference between ILO Programme Support Costs and costs related to the “enabling outcome” is not very clear.

The total budget of BW Global phase IV is USD 35m for the five-year period 2017-2022 (Table 5).⁴⁸ Staff costs absorb with 56% (USD 19.7m), which is the lion share of the budget. 15% (USD 5.3m) go to the ILO support cost. 7% (USD 2.3m) are allocated to “enabling outcomes”, which in ILO terminology captures costs related to internal management objectives such as staff development, knowledge management, donor relations and evaluations. 22% (USD 7.7m) of the budget are allocated to the four development outcomes.

The budget suggests that only 22% of the budget are used for the four development outcomes. This is obviously not the case. Most of the staff costs directly contribute to the four development outcomes. In fact, the professional work done by the BW Global team is the main input to achieve the objectives. As such, most of the staff costs are direct programme costs.⁴⁹ While the budget structure follows ILO rules to present staff costs in a single budget line, it does not provide meaningful information on how resources are allocated to the four development outcomes and as such it does not allow for a strategic discussion of the resources allocation to outcomes.

The ILO Programme Support Costs of 13% are comparable with other international organisations. Programme Support Costs are indirect costs.⁵⁰ What is less clear is the difference between ILO

⁴⁷ <https://www.wrike.com/>.

⁴⁸ See chapter 1 “Description of Better Work” for an overview of Better Work overall resources.

⁴⁹ Direct costs are the expenses required to execute a programme that are directly attributable and can be reasonably allocated to the programme. Programme staff salaries, travel expenses, materials, and consultants required to execute the programme are examples.

⁵⁰ Indirect costs are general overhead and administration expenses that support the entire operations of an organisation and that may be shared across projects and programmes. Examples include facilities expenses, e.g. rent, utilities, equipment for the grantee’s headquarters, and associated information systems and support and administrative staff such as HR, general finance, accounting, IT, and legal.

Programme Support Costs and costs related to the “enabling outcome”, which are presented as direct programme costs. As mentioned above, costs related to the “enabling outcome” include budget lines for things such as equipment (e.g., new computers) or human resource development. One would expect that these costs are included in the ILO’s Programme Support Costs of 13%. If some of the costs for “enabling outcomes” are indeed indirect costs, the total Programme Support Costs are higher than 13%.

Similarly, staff costs do not distinguish between programme staff salaries and administrative staff salaries. Distinguishing between the two is relevant, as some of the administrative staff costs are already included in the ILO Programme Support Costs.

In short, it appears that some of the indirect costs of the BW programme are actually presented as direct costs. Or in other words, the “overheads” (indirect costs) are probably higher than 13%.

Table 5: BW Global phase IV budget (2017-2022, indicative)

| Outcome | Budget 2017-2022, USD | % | Annual breakdown |
|--|-----------------------|--------|------------------|
| 1. Outcome: By 2022, Better Work will have accelerated improvements in working conditions and business competitiveness through in-factory services. | 2'470'050 | 7.1% | 494'010 |
| 2. Outcome: By 2022, Better Work will have influenced global retailers, brands and manufacturers in the establishment of business practices that promote decent work outcomes in supply chains. | 1'856'600 | 5.3% | 371'320 |
| 3. Outcome: At the national level, ILO, IFC and WBG will have strengthened institutions and influenced policies that create an enabling environment for decent work and improved business competitiveness. | 1'034'000 | 3.0% | 206'800 |
| 4. Outcome: Better Work will have influenced the regional and global policy dialogue on decent work and the SDGs with its unique evidence base and proven examples of success. | 2'364'850 | 6.8% | 472'970 |
| 5. Enabling outcome | 2'257'517 | 6.5% | 451'503 |
| Staff costs | 19'678'000 | 56.2% | 3'935'600 |
| ILO Support costs* | 5'338'983 | 15.3% | 1'067'797 |
| Total | 35'000'000 | 100.0% | 7'000'000 |
| * This includes PSC (Programme Support Cost) and the PCI (Provision for Cost Increase). ILO's Programme Support Cost is 13%. | | | |

Table: Prepared by evaluator, based on “Better Work Phase IV Outcomes, Outputs, Tasks and Associated Budget (2017-2022)”

Stakeholder views

Views among stakeholders diverge significantly about the right allocation of BW human resources. While one stakeholder group would welcome more staff at the country level (and less at the global level in Geneva and Bangkok), another group considers a global team of 30 staff as adequate for a global programme of this size. Having 30 staff members at headquarters is compared to some other ILO priorities a significant number.⁵¹ There is a third group that is of the opinion that with a total of 241 staff the programme is overall too labour intensive, in particular at the country level. In

⁵¹ E.g the ILO gender team in Geneva has three staff members.

Cambodia for instance, the entire ILO team consists of 60 staff members of which 48 are Better Factory Cambodia staff members.⁵²

One group is of the view that global functions could be performed by staff based at country level. This would not only save costs - everybody agrees that staff based in Geneva generate high costs - but also reduce the distinction between the “global team” and the “country teams”, as some are of the view that there is only one BW team.

Stakeholders mentioned several areas where the country teams should be strengthened. Capacities of BW country teams should be strengthened to engage in policy dialogue and to support strong industrial relations. There is a common view that the BW country teams do not have enough staff resources to address the structural changes needed. Apparently, 85-90% of staff time is dedicated to factory-level services. To address structural issues, new skills are needed (e.g. related to policy dialogue), also in the BW Global team.

Another area mentioned is monitoring and evaluation (M&E). The view was expressed that BW Global should ensure strong and consistent monitoring and evaluation resources at the country level. Such resources include dedicated M&E staff who have the knowledge and technical resources to develop coherent and logical results frameworks, develop outcome-level indicators that measure progress beyond immediate results of programme activities and maintain robust data collection and reporting systems.

Stakeholders by and large agree that BW Global is well funded, but also that Better Work is a costly programme. It is acknowledged that the BW “model” is resource intense. However, most stakeholders support the current funding level. One stakeholder put it this way “for a programme that visits 1,700 factories, it is not too expensive” (quote). Still the view expressed that the BW Global annual work plan has quite generous budgets. A minority is of the view that the programme is too costly as “it covers only a tiny fraction of the workers in the garment industry.” (quote)

It is agreed, that setting up a new BW country programme is slow, costly and labour intensive. Apparently in Ethiopia, it took more than six months to get all the enterprise advisors trained and factories enrolled. The investments to develop new country programmes in Ethiopia and Egypt are not uncontested. Some wonder if the small garment industry in Ethiopia justifies the investment. In Egypt with a significant garment export industry, the reservations relate to the difficult political environment and whether the environment is conducive for a BW country programme. It seems to be a rather risky choice and it was suggested that other countries would offer a less risky opportunity.

BW Global is seen as making good use of its resources by establishing effective partnerships with other UN agencies, universities, NGOs and brands to leverage their expertise and influence for specific projects where Better Work doesn't have existing capabilities.

No stakeholder called for more resources to be allocated to BW Global, with the exception of the Better Work Academy. The Academy is fully funded by the private sector. While this is seen favourably, it is also seen as a limitation. With more resources (beyond private sector resources), the Academy could further expand its outreach.

There is overall very limited knowledge among stakeholders regarding the specific allocation of resources to BW Global priorities - i.e., the four development outcomes (Table 5) and there seems to

⁵² It must be noted, that Cambodia is the largest BW country programme in terms of participating factories and workers in the programme. It also has the largest number of BW enterprise advisors (43) of all BW country programmes, according to the Third Annual Donor Report, 2019, p. 117, 121). Also, since there is no ILO country office in Cambodia there is no normal country office staff team.

be a lot of trust that the resources are used wisely. In general, donors are satisfied with the use of resources.

11. Contribution to impact

Summary Finding 11: Stakeholders acknowledge BW Global’s contribution to enhancing impact. Key contributions are, for example, the expansion to new countries, the work of the BW Academy, the dialogue at the global-industry level, and the use of digital technology. At the same time, stakeholders are aware of the overall limited impact of Better Work compared to the size of the global garment industry. The key challenge is seen in terms of scalability: How to go beyond BW participating countries and BW participating factories? Initiatives such as the Social and Labour Convergence Programme (SLCP) and “Building Bridges” are seen as promising approaches to expand impact within the garment industry.

Stakeholders acknowledge BW Global’s contribution to enhance impact. Since 2017, BW Global contributed to enhanced impact through different means. Examples are:⁵³

- Expansion to two new countries (Ethiopia and Egypt).
- Expansion of the outreach of the BW Academy.
- New partnerships with global manufacturers.
- Convenor and influencer of debates about global supply chains, addressing donors, buyers, international social partners and other organisations (“BW lifts the whole industry” (quote)).
- Support to the COVID-19 Call to Action for the Garment Industry.
- Unification of a single strategy, mandate and methodology applied throughout all countries.
- Innovative solutions are piloted and developed (e.g., virtual advisory services).
- Use of technology and systems (e.g., piloted mobile survey methods).
- Enhanced collaboration between Better Work and ILO departments (e.g., joint programme development in Ethiopia with SCORE and the ILO Vision Zero Fund; VZF).
- Enhanced collaboration between ILO and WBG (e.g., development of IFC’s Manufacturing Roadmap for Textiles and Apparel).
- Conduct research and impact assessments.

Conducting research and impact assessments is a key function of BW Global and a research strategy was developed.⁵⁴ The latest annual report provides an overview of research achievements (Box 5).

Box 5: Research collaborations and impact assessments

The implementation of the research strategy continued in 2019 in collaboration with a wide range of academic partners, and resulted in the publication of six discussion papers and four research briefs (see Better Work website). These research outputs demonstrated the impact of Better Work’s transparency reporting in Cambodia and Vietnam, the business impact of Better Factories Cambodia, and a compilation of all Better Work research findings on workplace sexual harassment and its drivers and dynamics.

The programme is finalizing impact evaluations in Bangladesh, Cambodia and Ethiopia. A baseline data collection was completed for the impact evaluation of the Better Work Academy looking at participant brands’ suppliers in China. Impact indicator data collection resumed in Jordan with two waves covering more than 1,700 garment workers each; and pilots on implementing data collection with mobile phones in connection with Better Work advisory services were launched in Indonesia and Vietnam, with the objective of scaling them in 2020.

Source: Third Annual Donor Report, 2019. p. 14.

⁵³ Based on interviews, questionnaires and the Third Annual Donor Report, 2019.

⁵⁴ Better Work Global Research Strategy, Stage IV 2017-2022, May 2020.

Stakeholder views

In general, stakeholders acknowledge the impact that Better Work is having on working conditions and productivity in BW participating factories. In this regard, the Tufts University Impact Assessment of Better Work was repeatedly praised.⁵⁵

However, scalability of Better Work is a big issue for several stakeholders. As mentioned earlier, they stress the following:

- Relatively limited number of BW countries (9);
- Relatively small garment industry in some BW countries (e.g., Ethiopia, Haiti, Nicaragua);
- Relatively small number of (mainly) western brands as partners (42);
- Relatively small number of BW factories (BW total 1,700; Bangladesh alone has over 4,000 garment factories⁵⁶).

The view expressed, that Better Work “suffers due to its heaviness in terms of the countries it works in” (quote). It is acknowledged that the BW approach is cost and labour-intensive and therefore the maximum possible outreach is limited by resource constraints.

Also, the fact that important garment producing countries such as China, India or Turkey are not participating in Better Work is seen as a major limitation for scalability and impact.⁵⁷ In this regard, the view was expressed that ILO’s strategy to leverage BW experience in non-BW countries is not clear.

Several stakeholders see a shift from a factory-level approach to a garment industry-level approach as a key component to enhance the impact of Better Work. In this regard, the “Building Bridges” programme was praised as contributing to impact beyond the BW factories (Box 6).

More broadly, it is suggested that Better Work should seek more synergies with other initiatives, for example with the Global Textiles and Clothing Programme (GTEX)⁵⁸ or the IFC GEAR programme (Gender Equality and Returns). The collaboration with the Social and Labour Convergence Programme (SLCP) with the objective of avoiding duplication around social audits is also seen as key for scaling up impact at the industry level.

Lastly, using digital technology for assessing working conditions is also seen as offering opportunities to expand impact beyond BW participating factories and countries.

Box 6: “Building Bridges”

With financial support from the Walt Disney Company, Better Work is presently implementing the “building bridges” programme - a platform to empower its national partners (government entities and related bodies at the national, regional and local levels, manufacturers and other enterprises as well as their representatives in business membership organizations, trade unions, and international buyers) to reflect on and shape the future of the garment and footwear sectors in their country. Leveraging Better Work’s expertise, data and skills, the project aims to create an environment for participating organizations to convene in a joint learning process that contributes towards enhanced understanding and trust, and to jointly create new approaches to enhance labour market governance. In 2018, the project launched in Cambodia, Haiti, and Vietnam with the active participation of the public sector, unions and employers including selected manufacturers with demonstrated high performance levels.

Source: Second Annual Progress Report, BW, 2019.

⁵⁵ The study was published in 2016, before the review period of this mid-term evaluation.

⁵⁶ <https://www.statista.com/statistics/987697/bangladesh-number-garment-factories/>.

⁵⁷ As mentioned previously, BW can only establish a programme when it is invited by governments.

⁵⁸ <https://www.intracen.org/projects/Global-Textiles-and-Clothing-Programme-GTEX/>

12. Sustainability

Summary Finding 12: BW Global has made an extra effort during the period under review to support country programmes in their sustainability efforts. However, the sustainability of results achieved still depends on the in-country presence of Better Work. It is the dominant view that over time the factory assessments and inspections should be handed over to national governments or non-government institutions. The shift of Better Work towards a more holistic approach with policy interventions in order to address structural challenges is encouraged and seen as key for sustainable improvement of working conditions. Stakeholders also welcome BW Global engagement at the global-industry level as this is also seen as contributing to sustainability at the country level.

The sustainability of achievements in terms of compliance with labour laws and international labour standards is a key concern of Better Work and BW Global. The term “sustainability” figures 67 times in the last annual progress report (2019). It is fair to say that BW Global has made an extra effort during the period under review to support country programmes in their sustainability efforts. The documentation related to sustainability provided by the BW Global team for this evaluation is a clear indication for the many actions taken.⁵⁹

Efforts to support the sustainability of BW interventions and achievements at country level are well documented (Box 7). Lessons learned are summarized in a review of efforts to strengthen national institutions which was prepared for the Management Group.⁶⁰ Services at the country level are increasingly self-financed. In factory services, cost recovery from the private sector has reached 92% in Vietnam, 79% in Cambodia, 71% in Indonesia and 41% in Bangladesh.⁶¹

BW Global itself depends financially on donor contributions. However, financial sustainability of the BW programme and sustainability of results achieved are two different things. While sustainability of the BW programme and its activities is an interim objective, the ultimate objective for Better Work is to achieve the sustainability of its results - i.e., the permanent improvement of labour conditions in the global garment industry and to make the sector more competitive.

Box 7: Examples of sustainability achievements at country level

In **Jordan**, employers and unions came together to negotiate two landmark Collective Bargaining Agreements, promoting workplace cooperation and securing good working conditions for 55,000 national, migrant and refugee workers. This agreement raises the floor for ensuring decent work for all workers in the apparel sector in the country.

In **Vietnam**, Better Work’s model of factory worker-management dialogue become enshrined in the national labour code, promoting communication and collaborative problem-solving across businesses in all sectors, with a reach of 10 million workers.

In **Cambodia**, partners worked collaboratively to define sector-level challenges and opportunities, agree on a vision for manufacturing in the country, and develop a coherent, practical industry strategy that involves specific roles for each party.

In **Indonesia**, BWI noticed that the tri-partite constituents used Better Work fora as a platform to discuss labour and industrial relations challenges in the sector. After raising this issue, constituents decided to establish a separate permanent tripartite body, informally called the “garment dialogue forum”. The first meeting in September 2019 focused on the implications of new digitalization and Industry 4.0 for the Indonesian garment sector and how to leverage the services of BWI and other initiatives to improve labour

⁵⁹ 26 documents related to sustainability were shared with the evaluator.

⁶⁰ Strengthening the enabling environment for decent work – review of efforts to strengthen national institutions and policies and discussion of lessons learned for future work. Management Group 25-26 November 2019.

⁶¹ Third Annual Donor Report, 2019, p. 118.

conditions further. BWI supports the logistics of this process but has made the decision to take a back seat role on the substance and let the constituents manage it independently.

Source: BW documentation on sustainability.

Stakeholder views

Stakeholders recognize the increased focus on and support provided by BW Global to sustainability efforts at the country level. Moreover, stakeholders see several indicators that point to a growing likelihood of the sustainability of results achieved in terms of improved working conditions in the labour market. The strong buy-in of companies (global brands as well as manufacturers) and the growing trend in responsible sourcing are seen as key factors to make results achieved sustainable. Also, the shift of Better Work towards more policy interventions in order to improve the structural environment is viewed positively.

BW factory services

Stakeholders stress that as of now the sustainability of results achieved still depends on the in-country presence of Better Work. Better Work has not closed any of its programmes yet or handed over its factory services to national institutions. It is, however, the dominant view that over time the factory assessments and labour inspections should be handed over to governments or non-government institutions. The question is how realistic this is at this point. In order to be in a position to hand over, such institutions and the quality of their services must be trusted by all stakeholders, in particular the global buyers. It is therefore a shared view that exiting from countries would be too early in most countries. Jordan is seen as the country which is perhaps closest to being in a position to conduct labour inspections in the garment industry without Better Work. The experience of BW Indonesia may also offer some lessons learned.⁶²

There is also a consensus that there is no one-size-fits-all approach. What may work in country A may not work in country B. It is acknowledged, that in some countries, Better Work may remain a quasi-permanent institution, as neither government nor non-government institutions are in a position or willing to take over. In fact, it was stressed that Better Work's neutral (UN) and trusted role is a unique comparative advantage.

The view was expressed, that BW Global should review its functions and prioritize what country programmes still need or if support is at all required. One stakeholder suggested that Better Work could introduce different service packages depending on the maturity of the country programme.⁶³

Holistic approach

More broadly, several stakeholders stress the need for a holistic approach at the national, sectoral and factory level. Support at the national level is seen as particularly important and structural changes with laws and the possibility to claim labour rights are seen as the key for sustainability. This view is generally shared. Such a shift is already happening which is recognized by stakeholders. Recently, BW is seen as increasingly playing such a strategic role in influencing a garment sector that fosters decent growth and employment, a fair industry for workers and an equitable partnership between buyers and suppliers. It is suggested that BW Global (and in-country) structure may need to adjust to serve that strategic role properly.

⁶² In Indonesia, BW has established an independent foundation. However, the foundation continues being part of the ILO/BW and operates like any other BW country programme. (from: Yayasan Kemitraan Kerja/ Foundation Partnership at Work, Strategic Paper, March 2019, p.3). It goes beyond the scope of this mid-term evaluation of BW Global Programme to further assess BWI's efforts toward sustainability.

⁶³ E.g. 1) full package, 2) reduced package, 3) minimal package.

Support to structural changes in Vietnam and Egypt were mentioned as positive examples. Ethiopia was also mentioned several times as an example of a young programme that has benefitted from the experience of other programmes. Better Work Ethiopia has done national capacity building from the beginning – e.g., strengthening the labour inspector system.

In order to advance policy dialogue and the structural changes, stakeholders are of the view that Better Work must rely on other actors, in particular other ILO departments.

Global level

Stakeholders welcome BW Global engagement at the global industry level. Its trusted convening role by all parties is seen as a major asset.

The Social and Labour Convergence Programme (SLCP) with the objective of avoiding duplication around social audits is seen as a key initiative for achieving sustainable change at an industry level (Box 8). The conversion with SLCP is seen as absolutely key as otherwise there is a risk of a split in the garment industry and brands may be forced to choose between different social audits. The BW Global collaboration with the SLCP initiative is therefore welcomed.

More than one stakeholder put Better Work's sustainability role in perspective. The view was expressed that country-level sustainability of working conditions and productivity are driven in large part by global supply chains, competition for cheapest production, sourcing trends and shifting trade and macroeconomic realities.

Box 8: The Social and Labour Convergence Program (SLCP)

The Social and Labour Convergence Program (SLCP) aims to create an efficient, scalable and sustainable solution for social audits through the establishment of an industrywide framework to assess social and labour conditions. This framework includes a tool and verification methodology, which collects objective social and labour data that stakeholders can use to identify opportunities for improvement and track progress. ... Better Work Indonesia and Better Work Global have supported the industry in avoiding duplication around social audits and promoting further alignment of efforts by piloting the SLCP approach in Better Work Indonesia factories.

Source: Third Annual Donor Report, 2019. p.8, 79.

COVID-19 crisis

The COVID-19 crisis is also seen as a major force - and perhaps an opportunity - to make changes in the garment industry towards more resilience, productivity and ultimately sustainability not only in terms of compliance with labour standards, but also with regard to economic and environmental dimensions. In the short-term, however, it is expected that the COVID-19 crisis and the economic consequences thereof will negatively affect the financial sustainability of Better Work.

Sustainability indicators

Finally, it was suggested that to ensure that Better Work is well-positioned to respond to emerging trends and advance sustainability with a global perspective, sustainability indicators are required that would be tracked and reported by all country programmes to assess the prospects for sustainability overall (at the country and global levels).⁶⁴

⁶⁴ Sustainability outcome indicators could capture intermediate results such as sustained motivation of partners and stakeholders, sustained resources (toward compliance), sustained compliance capacity, and sustained bi/tri-partite linkages. At the immediate outcome level, indicators could capture sustained service delivery (assessment/advisory/training services), sustained access and sustained demand for key target groups, clients and users.

5. Conclusions and recommendations

1. Relevance

(based on summary findings 1, 2, 5, 8)

Conclusions

Better Work is in phase IV undoubtedly a success story. Based on the findings of this mid-term evaluation it is fair to say that Better Work is still highly relevant. A next phase (phase V) is likely to be justifiable, not least because of the drastic consequences of the COVID-19-pandemic on the global garment industry.

However, what has been successful to date may not necessarily be successful in future. The global garment industry is undergoing a profound change not only because of the COVID-19 pandemic but also because of other fundamental and long-term factors such as the digitalisation of the industry, shifting supply routes, near-shoring, changing consumer behaviour and shifting priorities (e.g., climate change). These changes can potentially have a significant impact on the garment industry and on the work force in this industry. Accelerated by the COVID-19 pandemic, jobs are at risk. The fundamental assumption of Better Work - the garment industry is a growth industry that can create or sustain decent jobs - may be challenged. These broader trends may have drastic consequences also for Better Work. BW Global’s response to the COVID-19 pandemic has demonstrated that it can react fast and in an innovative way. BW Global can play an important role in the garment industry at the global level. BW Global can be ambitious as it has the necessary credibility and standing to engage with the garment industry. BW Global can drive change and influence the whole garment industry and global supply chain.

Recommendation 1: Strengthen the role of BW Global as thought-leader in the global garment industry, by

- a) deepening the analysis of the garment industry and the consequences of the COVID-19 pandemic and fundamental long-term factors on the workers in the garment industry;
- b) considering how to give social protection of workers more weight in Better Work;
- c) considering how to better integrate the challenges of climate change in Better Work; consider in particular the direct and indirect consequences of climate change on workers in the garment industry;
- d) keeping a strong gender perspective in all of this.

| Responsible unit(s) | Priority | Time implication |
|--------------------------------------|----------|--|
| BW Global (BW country programmes) | High | 2020-2022; and for new BW strategy phase V (2023-27) |

2. New BW country programmes

(based on summary findings 1, 2, 4, 8, 11)

Conclusions

Only a limited number of important garment-producing countries meet all “Better Work Country Selection Criteria”. Important garment-producing countries such as China, India or Turkey are not part of the BW programme. Moreover, the establishment of new BW country programmes - the responsibility of BW Global - is a labour and cost-intensive undertaking that requires considerable donor funding, which is - also as a consequence of the COVID-19 pandemic - uncertain. This makes it

difficult to further scale up Better Work and to enhance the impact of Better Work by expanding the programme to new countries. Better Work needs to consider a different strategy if it wants to scale up and expand its outreach and impact. A different strategy - maybe called “BW second generation” - must be less resource intensive. Elements to make the expansion strategy less resource intensive may imply less BW staff conducting factory level services and the use of ICT. It may also include partnering with national partners and close collaboration with other ILO programmes and/or ILO units in order to benefit from existing structures and to achieve greatest possible synergies (see also conclusions/recommendations 4 and 6 on Better Work Academy and compliance assessments).

Recommendation 2: Consider an alternative country expansion strategy (“BW second generation”) which is nimbler and less resource intensive and less criteria for countries and factories to participate. Such a second-generation country expansion strategy may be largely virtual and/or in partnership with national partners. And it should be pursued in close collaboration with other ILO departments and country/regional offices.

| Responsible unit(s) | Priority | Time implication |
|---------------------|----------|---------------------------------------|
| BW Global | High | For new BW strategy phase V (2023-27) |

3. Global business

(based on summary findings 1, 6, 11)

Conclusions

BW Global has established strong partnerships with global businesses. This is one of Better Work’s strengths. At the same time, there is potential to further enhance engagement with global business, in particular with European and Asian brands, large retailers and e-retailers as well as with global manufacturers. Also, there is more room to engage with current partners, in particular at the country level, in order to benefit from their leverage. However, enhancing the engagement with global business should not lead to more influence of global business on Better Work. It is important that the different constituents have equal say.

Recommendation 3: Enhance engagement with global business, in particular with European and Asian brands, large retailers and e-retailers as well as with global manufacturers, and enhance engagement with current partners, in particular at the country level.

| Responsible unit(s) | Priority | Time implication |
|--------------------------------------|----------|------------------|
| BW Global (BW country programmes) | Medium | 2020-2022 |

4. Better Work Academy

(based on summary findings 7, 10, 11)

Conclusions

The Better Work Academy is a successful BW global service. With only a few staff, it has a significant outreach. It has the potential to play an even more important role in Better Work. BW Global should explore whether or not the Academy could be further developed and become part of the above-mentioned country expansion strategy “light”. If so, more resources should be allocated to the Academy.

Recommendation 4: Consider expanding the Better Work Academy and making it accessible for many more factories. For this, BW Global should prepare a strategy for the Academy.

| Responsible unit(s) | Priority | Time implication |
|------------------------------------|----------|---------------------------------------|
| BW Global BW country programmes | High | For new BW strategy phase V (2023-27) |

5. BW Global support for BW country programmes

(based on summary findings 1, 5, 8, 9, 11, 12)

Conclusions

The fact that BW country programmes are in very different stages - Cambodia has been operating for 19 years while Egypt is just starting - and that some BW country programmes have accumulated significant knowledge and expertise on their own, requires that the logic of BW Global support for country teams is adjusted. In fact, BW country teams can also support each other and at the same time contribute to BW global objectives.

What BW country programmes increasingly require is support in engaging with the government on policy dialogue and structural issues. This is traditionally the responsibility of other ILO departments and the collaboration between Better Work and ILO must be further enhanced.

Moreover, going beyond labour laws and regulations, the BW country teams would benefit from more support - from BW Global or other country teams - when it comes to engaging with governments on development strategies for the garment industry, including the industry’s productivity.

Recommendation 5: Adjust the support provided to BW country programmes, by

- a) changing the concept of “BW Global supports BW country programmes” to “BW Global and BW country programmes support each other”
- b) strengthening support to BW country programmes to engage with governments on policy dialogue and structural issues related to labour laws and regulations; enhance support between BW country programmes;
- c) strengthening support for BW country programmes to engage with governments on development strategies for the garment industry (including productivity); enhance support between BW country programmes.

| Responsible unit(s) | Priority | Time implication |
|------------------------------------|----------|---|
| BW Global BW country programmes | Medium | 2020-22 and for new BW strategy phase V (2023-27) |

6. Compliance assessments

(based on summary findings 1, 9, 10, 11, 12)

Conclusions

Social compliance assessments/audits are at the heart of Better Work. Better Work is a strong brand and governments as well as brands rely - and to some extent depend - on Better Work. This makes it difficult for Better Work to exit its audit function. However, compliance assessments are a labour-intensive activity and a significant share of the BW labour force is engaged in factory visits. BW

Global should further explore ways to reduce the efforts required for the assessments by, for example, further enhancing use of technology.

Since it is the dominant view of stakeholders, that over time the factory assessments should be handed over to governments or non-government institutions, BW Global should continue supporting BW country programmes with their sustainability strategies, in particular regarding building and strengthening national capacities. Better Work should also explore alternative certification mechanisms which would allow handing over the factory assessments to third parties. This would not be without risks. First, quality control is paramount in order to maintain trust in the assessment process. Second, buyers might focus on audit only and no longer want to benefit from BW advisory services which appear to have become more important.

Recommendation 6: Accelerate a transition away from BW factory assessments, by

- a) investing in innovative tools to make factory assessments less labour intensive (lighter approach);
- b) continuing supporting country programmes with their sustainability strategies, in particular capacity building;
- c) exploring alternative certification mechanisms which would allow handing over to other institutions, including a risk analysis of such mechanisms;
- d) emphasising vis-à-vis governments and global business that it is not the purpose of a UN programme to be a permanent service provider to a specific industry.

| Responsible unit(s) | Priority | Time implication |
|------------------------------------|----------|---|
| BW Global BW country programmes | High | 2020-22 and for new BW strategy phase V (2023-27) |

7. The Social and Labour Convergence Programme (SLCP)

(based on summary findings 8, 11, 12)

Conclusion

The standards established by Better Work have a very strong reputation. Still, several other standards are competing with Better Work and duplication of assessments is an issue. The Social and Labour Convergence Programme (SLCP) with the objective to establish a common standard for the garment industry is a key initiative for achieving sustainable change at the garment industry level. The conversion of BW standards with SLCP is probably the way forward and a key responsibility of BW Global.

Recommendation 7: BW Global should prioritize the Social and Labour Convergence Programme (SLCP) with the objective to establish a common standard for the garment industry.

| Responsible unit(s) | Priority | Time implication |
|------------------------------------|----------|------------------|
| BW Global BW country programmes | High | 2020-2022 |

8. Collaboration within ILO

(based on summary findings 2, 4, 8, 11, 12)

Conclusion

The BW programmes in Ethiopia and Egypt demonstrate well how different parts of ILO can work together and create synergies and leverage. As the outlook for new BW country programmes is limited or uncertain, the focus for Better Work should be on how to enhance the collaboration within ILO in the ongoing BW country programmes. This requires the willingness of various parts of ILO.

Similarly, BW Global should explore how Better Work could expand in countries with no BW country programme by building on the ILO presence (see recommendation 2 country expansion strategy).

Recommendation 8: Enhance the collaboration between Better Work and ILO programmes/units in countries with ongoing BW programmes and in countries with no BW programmes.

| Responsible unit(s) | Priority | Time implication |
|--|----------|--|
| BW Global BW country programmes ILO programmes/units | Medium | 2020-2022, and for new BW strategy phase V (2023-27) |

9. Results reporting and resources

(based on summary findings 3, 5, 10)

Conclusion

Results reporting is satisfactory. However, a more systematic reporting on *outcome* indicators in the annual progress report comparing systematically baselines, targets and achievements should be encouraged, including outcome indicators on gender equality.

It is not clear how the human resources of BW Global are allocated to the four BW development outcomes. A budget indicating real (direct) costs per outcome (including staff costs) would provide more meaningful information on how resources are actually allocated to the BW development outcomes.

Recommendation 9: Strengthen outcome-oriented budgeting and reporting by reporting more systematically at the outcome-indicator level and by allocating staff costs to the four outcome budgets (indicative staff costs per outcome would be sufficient).

| Responsible unit(s) | Priority | Time implication |
|------------------------------------|----------|--|
| BW Global BW country programmes | Medium | 2020-2022, and for new BW strategy phase V (2023-27) |

6. Lessons learned and emerging good practices

This evaluation finds that the Ethiopia experience offers lessons for ILO and is an emerging good practice which might be relevant for ILO beyond Better Work.

When launching the BW activities in Ethiopia, BW Global reached out to other parts of ILO in order to develop a joint programme. Particularly strong is the collaboration with the ILO Vision Zero Fund⁶⁵ in order to establish a workplace injury prevention, protection and compensation system; and with SCORE⁶⁶ to develop a more productive and competitive garment and textile sector which is better able to compete in global supply chains. Together, a programme called “Advancing Decent Work and Inclusive Industrialization in Ethiopia”, also called Siraye (“my work”), was developed.

The coordinated approach adhered to in Ethiopia with different parts of ILO allowed to work right from the beginning at all three levels: factory level, sector level (garment industry) and policy level (national labour regulations). Also, from the beginning, the government, unions and international manufacturers sat at the same table in order to establish the standards for garment factories.

While still early stages and the impact needs to be seen, it appears that this “ONE ILO” approach tested in Ethiopia is very promising and an approach that could be followed in other countries in future in order to further enhance the coherence of various ILO programmes.

While the approach in Ethiopia seems to be an emerging good practice, it must be noted that the process of establishing a joint programme is time-consuming. Moreover, “ONE ILO” in Ethiopia is not to be confused with the Decent Work Country Programme (DWCP). While the “ONE ILO” programme is with a budget of USD 6.5m the largest ILO programme in Ethiopia, there are nine other ILO country projects and three global programmes covering Ethiopia. As such, the name “ONE ILO” is slightly misleading as it suggests that all ILO activities in Ethiopia are included.

It is probably more difficult to establish a joint approach ex-post and may not be replicated easily in other countries. However, at the time of the development of new Decent Work Country Programmes (DWCPs), the lesson learned from Ethiopia could be remembered. Ethiopia is a good example that demonstrates close collaboration, coherence and synergies among various ILO departments.

See also Annex 1: ILO Emerging Good Practice Template

⁶⁵ The Vision Zero Fund is related to occupational safety and health.

⁶⁶ Sustaining Competitive and Responsible Enterprises (SCORE). Better Work and the SCORE programme are being implemented jointly also in Vietnam and Indonesia.

Annex 1: ILO Emerging Good Practice Template

ILO Emerging Good Practice Template

Project Title: Better Work Global Phase IV

Project TC/SYMBOL: GLO/17/55/MUL

Name of Evaluator: Urs Zollinger

Date: 14 Oct. 2020

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 |
|--|--|
| <p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p> | <p>When launching the Better Work (BW) activities in Ethiopia, BW Global reached out to other parts of ILO in order to develop a joint programme. BW Ethiopia is designed as "ONE ILO" and is offering several ILO services in one programme. Particularly strong is the collaboration with the ILO Vision Zero Fund⁶⁷ in order to establish a workplace injury prevention, protection and compensation system; and with SCORE⁶⁸ to develop a more productive and competitive garment and textile sector which is better able to compete in global supply chains. Together, a programme called "Advancing Decent Work and Inclusive Industrialization in Ethiopia", also called Siraye ("my work"), was developed.</p> |
| <p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p> | <p>While the approach in Ethiopia seems to be an emerging good practice, it must be noted that the process of establishing a joint programme is time-consuming. Moreover, "ONE ILO" in Ethiopia is not to be confused with the Decent Work Country Programme (DWCP). While the "ONE ILO" programme is the largest ILO programme in Ethiopia, there are nine other ILO country projects and three global programmes covering Ethiopia. As such, the name "ONE ILO" is slightly misleading as it suggests that all ILO activities in Ethiopia are included. The main name "Advancing Decent Work and Inclusive Industrialization in Ethiopia - Siraye ("my work") is more appropriate.</p> |

⁶⁷ The Vision Zero Fund is related to occupational safety and health.

⁶⁸ Sustaining Competitive and Responsible Enterprises (SCORE). Better Work and the SCORE programme are being implemented jointly also in Vietnam and Indonesia.

| | |
|---|--|
| <p>Establish a clear cause-effect relationship</p> | <p>The coordinated approach adhered to in Ethiopia with different parts of ILO allowed to work right from the beginning at all three levels: factory level, sector level (garment industry) and policy level (national labour regulations). Also, from the beginning, the government, unions and international manufacturers sat at the same table in order to establish the standards for garment factories. The approach has attracted significant interest. Some large brands partner with Better Work (Phillips-Van Heusen (PVH), Hennes & Mauritz (H&M), The Children's Place) and several development partners provide funding (EU, Denmark, Germany, The Netherlands, Switzerland, UK).</p> |
| <p>Indicate measurable impact and targeted beneficiaries</p> | <p>Results until now: 29 factories have enrolled with BW Ethiopia; 35,509 workers are employed by participating factories of which 87% are women; standards established for the young but fast growing garment industry in Ethiopia; national labour law revision to establish a Wage Board to set and revise minimum wages.</p> |
| <p>Potential for replication and by whom</p> | <p>The "ONE ILO" approach tested in Ethiopia is very promising and an approach that could be followed in other countries in future in order to further enhance the coherence of various ILO programmes.</p> |
| <p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p> | <p>BW is very much in line with the four strategic objectives on ILO's Decent Work agenda, in particular objectives 1, 2 and 4.</p> |
| <p>Other documents or relevant comments</p> | <p>It is probably more difficult to establish a joint approach ex-post and may not be replicated easily in other countries with ongoing DWCPs. However, at the time of the development of new DWCPs, the good practice from Ethiopia could be remembered.</p> |

Annex 2: List of people interviewed

Q= Through questionnaire

FGD= Focus Group Discussion

Workers and employers' organisations

- Ms Alison Tate, Director of Economic and Social Policy, ITUC International Trade Union Confederation, Brussels, Belgium
- Mr Matthias Thorns, Deputy Secretary-General, International Organization of Employers and Affiliates, IOE, Geneva
- Ms Christina Hajagos-Clausen, Director, Textile and Garment Industry, IndustriALL Global Union, Geneva, Switzerland
- Mr Ken Loo, Secretary-General of Garment Manufacturers Association in Cambodia (GMAC), Phnom Penh, Cambodia

Private sector (global level)

- Mr Rick Relinger, Vice President, Corporate Responsibility, PVH Corp., New York, Member of the Better Work Advisory Committee
- Ms Jain Payal, Social Sustainability for Supply Chain Manager, H&M, Hong Kong, Member of the Better Work Advisory Committee, and Ms Sarah Negro, Stakeholder Engagement Manager, H&M, Hong Kong
- Mr Farooq Ahmed, Secretary-General, Bangladesh Employers Federations, Dhaka, Bangladesh, Member of the Better Work Advisory Committee, sent questionnaire, zoom meeting established
- Mr William Lee, Senior Director, Supplier Sustainability Global, Gap Inc., Hong Kong, Mr Sean Jung, Director, Supplier Sustainability, Gap Inc., Hong Kong, Mr Kapil Mathur, Supplier Sustainability, Gap Inc. New Delhi, India,
- Ms Laura Rainier, General Manager, Sustainability, GM Fung Group, New York; Ms Laura Wittman, Social & Environmental Affairs, SVP GBG, Philadelphia; Ms Lynn Luc, Compliance & Sustainability, GM Li & Fung, Vietnam;
- Ms Catherine Chiu, Corporate Quality & Sustainability, Crystal International Group Ltd, Hong Kong, China^Q
- Ms Leslie Koh, Sustainability Director, Ramatex Group, Singapore^Q

Factories

- Mr Kevin Xia, Director, Corporate Social Responsibility, J. D. United Manufacturing Co., Ltd., Shanghai, China, representing one of the main manufacturing groups in Cambodia
- Mr Mohammad Masudur Rahman, General Manager Compliance, Hameem Group, Dhaka, Bangladesh^Q
- Mr Farhan Ifram, Chairman of the Board, JGATE (Jordan Garments, Accessories and Textile Exporters Association), Amman – Jordan (MAS KREEDA)^Q
- Ms Mildred Castillo, Compliance Manager, Hansae International S.A., Nicaragua^Q

Experts

- Mr Aaron Cramer, President and CEO, BSR, San Francisco, USA

Donors

- Ms Monica Rubiolo, Division Head, Federal Department of Economic Affairs, Education and Research EAER, State Secretariat for Economic Affairs SECO, Trade Promotion, Bern, Switzerland
- Mr Jos Huber, Senior Policy Advisor, Ministry of Foreign Affairs, The Netherlands, and Member of the Better Work Advisory Committee
- Ms Natalie Rast, Deputy Head, Federal Department of Economic Affairs, Education and Research EAER, State Secretariat for Economic Affairs SECO, International Labour Affairs DAIN, outlook invite
- Trade and Development Section, Multilateral Trade Policy Branch, Office of Trade Negotiations, Australian Department of Foreign Affairs and Trade (DFAT), Canberra, Australia^Q

- Ms Laura Van Voorhees (and colleagues), Global Coordinator for USDOL support to Better Work, Bureau of International Labor Affairs, United States Department of Labour, United States (with input from USDOL colleagues) ^Q

Better Work team

- Mr Dan Rees, Better Work Chief, ILO, Geneva, Switzerland date and time fixed
- Mr Conor Boyle, Head of Programme Development, Learning and Country Programmes, Better Work, ILO, Geneva, Switzerland
- Ms Tara Rangarajan, Head of Communications, Buyer Engagement, and Americas, Better Work, ILO, Geneva, Switzerland (currently based in the US)
- Ms Roopa Nair, Head of Operations, Quality, and Innovation, Better Work, ILO, Geneva, Switzerland
- Ms Ha Hong Ngyuen, Head of Better Work in Asia, Bangkok, Thailand
- Ms Juliet Edington, Buyer Programme, Better Work, ILO, Geneva, Switzerland (currently based in UK)
- Ms Kidist Chala, Head, Advancing Decent Work and Inclusive Industrialization Programme, ILO Country Office, Addis Ababa, Ethiopia
- Ms Sara PARK, Programme Manager, Better Factories Cambodia, Phnom Penh, Cambodia
- Ms Maria Joao Vasquez, CTA, BWI, Jakarta, Indonesia ^Q
- Ms Anne-Laure Henry-Gréard, Country Programme Manager, Dhaka, Bangladesh ^Q
- Ms Janika Simon, Better Work Programme and Operations Specialist, BW Egypt, Geneva, Switzerland ^{Q, FGD}
- Mr Ivo Spauwen, Technical Specialist, Country Operation & Policy ^{FGD}
- Ms Anne Ziebarth, Technical Officer (Legal) ^{FGD}
- Ms Arianna Rossi, Senior Research and Policy Specialist ^{FGD}
- Ms Minna Maaskola, Sr. Technical Specialist Training and Capacity Building ^{FGD}
- Ms Deborah Schmidiger, Sr Programme and Partnership Officer ^{FGD}
- Ms Alexa Hough, Finance Manager ^{FGD}
- Ms Janika Simon, Programme and Operations Specialist (country expansion) ^{FGD}

IFC

- Ms Sabine Hertveldt, IFC Better Work Program Lead, IFC, Washington D.C., USA
- Ms Diane Davoine, Associate Operations Officer, Advisory, Manufacturing, Agribusiness & Services Division, IFC, Washington D.C., USA
- Ms Tania Lozansky, Head of Advisory Services for Manufacturing, Agribusiness and Services, International Finance Corporation, Washington, USA

ILO

- Mr Alexio Musindo, Director, ILO Country Office for Djibouti, Ethiopia, Somalia, South Sudan and Sudan, Addis Ababa, Ethiopia
- Mr Teku Kidane, National Project Coordinator/ Sustaining Competitive and Responsible Enterprises (SCORE), SIRAYE/Advancing Decent Work and Inclusive Industrialization, ILO Country Office, Addis Ababa, Ethiopia
- Mr Sophorn Tun, National Coordinator for Cambodia, ILO, Phnom Penh, Cambodia
- Mr Ockert Dupper, VZF Programme Manager, The Vision Zero Fund (VZF), ILO, Geneva
- Ms Emanuela Pozzan, Senior Specialist on Gender Equality and Non-Discrimination, Gender, Equality and Diversity & HIV/AIDS BRANCH, ILO, Geneva
- Mr Adam Greene, Senior Advisor, Bureau for Employers' Activities (ACT/EMP), ILO, Geneva
- Ms Pranati Metha, Mr Stephan Ulrich, Mr Michael Elkin, SCORE Programme staff, ILO, Geneva ^Q

Annex 3: List of documents, websites and recordings reviewed

BW Global:

- Programme and budget for the biennium 2020–21, ILO, 2020.
- Amplifying Impact - Better Work Strategy 2018–2022, International Labour Organization (ILO) and International Finance Corporation (IFC), 2017.
- International Labour Organization Project Document - Better Work Flagship Programme (2017-2022), ILO and IFC, 2017.
- Better Work Stage IV Logframe and Performance Plan (2017-2022), 2017.
- BWG Consolidated Indicators, 2019.
- Better Work Global Work Plan 2020, Updated based on COVID-19 Pandemic, June 2020.
- Better Work, Global Gender Strategy (2018-2022), ILO and IFC, 2018.
- Better Work Global Research Strategy, Stage IV 2017-2022, May 2020.
- First Annual Progress Report, BW Stage IV Strategy, ILO and IFC, 2018.
- Second Annual Progress Report, Better Work, Stage IV Strategy, ILO and IFC, 2019.
- Third Annual Donor Report 2019, Better Work Stage IV Strategy, ILO and IFC, 2020.
- Better Work Global Stage IV, Monitoring and Evaluation Framework, January 2020.
- COVID-19: Action in the Global Garment Industry (“Call to Action”), ILO, 22 April 2020.
- ILO/ Better Work strategy consultations – interview guidelines, 2020.
- Process for developing a new Better Work Strategy & One-ILO Framework to support the garment industry to build back better. 2022 – 2027. Background Paper. 2020.
- Strengthening the enabling environment for decent work – review of efforts to strengthen national institutions and policies and discussion of lessons learned for future work. Management Group 25-26 November 2019.
- What is IFC’s Role in Better Work?
- Better Work - Pricing – Working together in 2020.
- Better Work Country Selection Criteria.
- Better Work Academy, Brochure.
- ILO Decent Work interventions in the global supply chains: A synthesis review on lessons learned; what works and why 2010–2019, ILO Evaluation Office, August 2019.
- UN/DESA Policy Brief #81: Impact of COVID-19 on SDG progress: a statistical perspective, UN/DESA, August 2020.
- <https://betterwork.org>
- <https://betterwork.org/1-better-work-response-to-COVID19/>
- https://www.ilo.org/global/topics/coronavirus/sectoral/WCMS_742343/lang--en/index.htm

Recorded interviews conducted as part of the ILO internal consultation for the new BW strategy

- Interview with SECTOR, Sectoral Activities Department, 25 June 2020.
- Interview with NORMES, International Labour Standards Department, 30 June 2020.
- Interview with ENTERPRISES, Enterprises Department, 1 July 2020.
- Interview with LABADMIN/OSH, Labour Administration, Labour Inspection and Occupational Safety and Health Branch, 16 July 2020.
- Interview with GED, Gender, Equality and Diversity Branch, 30 July 2020.

ILO evaluation guidelines:

- ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd Edition, ILO, 2017.
- Midterm Evaluations, Guidance Note 2, ILO Evaluation Unit, January 2013.
- Integrating Gender Equality in Monitoring and Evaluation, Guidance 1.1., ILO EVAL, June 2019.
- Implications of COVID-19 on evaluations in the ILO, Practical tips on adapting to the situation, Evaluation Office, ILO, 24 April 2020 (v.3).

Annex 4: Evaluation work plan

(adjusted)

| Tasks | Schedule | Allocation of work days | | |
|---|---------------------------|-------------------------|------------|-------------|
| | | Days | Total days | % |
| Inception phase | | | | |
| Briefing with the evaluation manager & project team | 20 July – 7 Aug | 1 | 5 | 17% |
| Initial desk review of programme related documents and websites | 20 July – 7 Aug | 2 | | |
| Drafting inception report | 20 July – 7 Aug | 2 | | |
| Data collection phase | | | | |
| Systematic analysis of documents | 10-25 Aug 2020 | 4 | 14 | 47% |
| Interviews (skype, facetime, zoom) Written questionnaires | 10-Aug – 4 September 2020 | 9 | | |
| Focus group discussion (zoom meeting, including preparatory work) | 21 Aug 2020 | 1 | | |
| Data analysis and reporting phase | | | | |
| Data analysis | 1 – 11 Sept 2020 | 3 | 11 | 36% |
| Briefing of stakeholders of findings (zoom meeting, including preparatory work) | 16 Sept 2020 | 1 | | |
| First draft report | 7-18 Sept 2020 | 4 | | |
| Finalization of evaluation report, including explanations why comments were not included (if any) | 15 Oct 2020 | 3 | | |
| Total number of work days | | | 30 | 100% |
| <i>Table: Evaluator</i> | | | | |

Annex 5: Inception report

Mid-term Evaluation of Better Work Global – Phase IV

Inception Report

10 August 2020 (2nd version)

Urs Zollinger, Evaluator

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Table of contents

- [1. Introduction](#)..... 54
- [2. Work completed during the inception phase](#) 55
- [3. Evaluation purpose and objectives](#) 10
- [4. Subject and scope of the evaluation](#) 57
- [5. Evaluation criteria and questions](#)..... 10
- [6. Stakeholder mapping](#) 59
- [7. Evaluation methodology](#) 11
- [Annex 1: Data collection worksheet](#) 11
- [Annex 2: Evaluation work plan](#)..... 51
- [Annex 3: Guiding questions for interviews and written questionnaires](#)..... 68
- [Annex 4: Guiding questions for focus group discussion](#)..... 70
- [Annex 5: Proposed evaluation report structure](#) 71

1. Introduction

This mid-term evaluation is in compliance with the ILO Policy Guidelines for Evaluation which demands that projects with a budget above USD 5 million are evaluated independently at mid-term and at the end.⁶⁹ The Better Work Global programme Phase IV (July 2017-June 2022) has a budget of USD 35 million.

This mid-term evaluation was initially planned for January/February 2020, i.e. at mid-point of the five year programme duration. However, due to the COVID-19 pandemic the mid-term evaluation was postponed.

For the past five month (March to July 2020) the main focus of the Better Work programme was on responding to COVID-19. The pandemic has a major impact on the Better Work Global programme as it affects the garment industry dramatically. Demand for garments has collapsed as a consequence of the measures taken by governments to slow the infection of COVID-19. Measures have resulted in widespread retail closures resulting in the cancellation of orders throughout the global garment value chain which in return led to layoffs, factory closures and failure to pay workers' wages.⁷⁰

In this crisis, the Better Work programme responded immediately in supporting workers, employers and government partners in the garment sector during this period of disruption due to the pandemic. Better Works teams in programme countries have been redeployed to offer support to factories and workers on health and safety and industrial relations issues, coordinate information campaigns and training for national partners, provide policy advice, and help bring governments, employers, workers, and international buyers together to develop joint responses at the national and international levels.⁷¹

The achievement of several of the BW Global programme objectives as envisaged in 2017 are delayed or uncertain. For example, due to the travel restrictions in the light of the COVID-19 crisis, the establishment of new country programmes or the feasibility work in potential new country programmes (e.g. Pakistan, Myanmar) will be postponed.

As a consequence and in order to reflect unforeseen measures taken in response to the pandemic the Better Work Global Work plan for 2020 was revised.⁷² The Better Work Global team also supported the development of the COVID-19 Call to Action for the Garment Industry which was developed after consultation with global brands and manufacturers and relevant employers' and workers' organizations.⁷³

The consequences of the pandemic on the garment industry and consequently on Better Work also affect this evaluation significantly. When assessing the work of the Better Work Global programme, the response to the pandemic will be a key area to look at. This will be particularly important because the global outlook regarding impact of the pandemic on health, consumption and production is highly uncertain if not to say daunting. At this point it looks likely that the pandemic will affect a significant part of the remaining Better Work Global programme until June 2022. In order for this evaluation to be most useful, it will have to make recommendations also regarding Better Works Global response to COVID-19. This is timely, as the Better Work Global team has already

⁶⁹ ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3RD edition, ILO, 2017, p. 20.

⁷⁰ COVID-19: Action in the Global Garment Industry ("Call for Action"), ILO, 22 April 2020, p. 2.

⁷¹ <https://betterwork.org/1-better-work-response-to-COVID19/>

⁷² Better Work Global Work plan 2020, Updated based on COVID-19 Pandemic, June 2020.

⁷³ https://www.ilo.org/global/topics/coronavirus/sectoral/WCMS_742343/lang--en/index.htm

started with the consultations for the next strategy which will supersede the current strategy.⁷⁴ The consultation shows that the COVID-19 crisis will have a significant impact on the new strategy. The crisis has *“highlighted the vulnerability of the apparel supply chain both in terms of business fragility, and in terms of weaknesses in worker protection, but also the need to ‘build back better’ and bring about a more inclusive, resilient and sustainable sector.”*⁷⁵

So while the COVID-19 pandemic has a strong impact on this evaluation, the period under review is the three year period from July 2017 until July 2020. As such, this mid-term evaluation will also assess the pre-COVID-19 phase of the Better Work Global programme since 2017. This is further elaborated below (chapter 3-5).

2. Work completed during the inception phase

The product of the inception phase is the present inception report. The inception report builds on a) the terms of reference for the mid-term evaluation of Better Work Global – Phase IV, b) the exchange with staff from the Better Work Global programme and the evaluation manager, and c) the review of documents and websites.

During the inception phase, the evaluator discussed the evaluation, in particular the priorities and key questions with the following persons:

- Mr Dan Rees, Better Work Chief, ILO, Geneva, Switzerland.
- Ms Deborah Schmidiger, Senior Programme and Partnerships Officer, Better Work, ILO, Geneva, Switzerland. She is the Better Work focal point for this mid-term evaluation.
- Mr Tahmid Arif, Programme Officer (Monitoring and Evaluation), ILO, Dhaka, Bangladesh. He is the evaluation manager of this mid-term evaluation.

The following documents and websites have been reviewed during the inception phase:

Better Work Global programme:

- Amplifying Impact - Better Work Strategy 2018–2022, International Labour Organization (ILO) and International Finance Corporation (IFC), 2017.
- International Labour Organization Project Document - Better Work Flagship Programme (2017-2022), ILO and IFC, 2017.
- Better Work Stage IV Logframe and Performance Plan (2017-2022), 2017.
- Better Work Global Work Plan 2020, Updated based on COVID-19 Pandemic, June 2020.
- First Annual Progress Report, BW Stage IV Strategy, ILO and IFC, 2018.
- Second Annual Progress Report, Better Work, Stage IV Strategy, ILO and IFC, 2019.
- Third Annual Donor Report 2019, Better Work Stage IV Strategy, ILO and IFC, 2020.
- Better Work Global Stage IV, Monitoring and Evaluation Framework, January 2020.

⁷⁴ Amplifying Impact - Better Work Strategy 2018–2022, International Labour Organization (ILO) and International Finance Corporation (IFC), 2017.

⁷⁵ ILO/ Better Work strategy consultations – interview guidelines, 2020.

- COVID-19: Action in the Global Garment Industry (“Call for Action”), ILO, 22 April 2020.
- ILO/ Better Work strategy consultations – interview guidelines, 2020.
- <https://betterwork.org>
- <https://betterwork.org/1-better-work-response-to-COVID19/>
- https://www.ilo.org/global/topics/coronavirus/sectoral/WCMS_742343/lang--en/index.htm

Recorded interviews conducted as part of the ILO internal consultation for the new BW strategy

- Interview with SECTOR, Sectoral Policies Department, 25 June 2020.

ILO evaluation guidelines:

- ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd Edition, ILO, 2017.
- Midterm Evaluations, Guidance Note 2, ILO Evaluation Unit, January 2013.
- Writing the Inception Report, Checklist 3, ILO Evaluation Unit, Revised March 2014.
- Integrating Gender Equality in Monitoring and Evaluation, Guidance 1.1., ILO EVAL, June 2019.
- Implications of COVID-19 on evaluations in the ILO, Practical tips on adapting to the situation, Evaluation Office, ILO, 24 April 2020 (v.3).

3. Evaluation purpose and objectives

The evaluator had an exchange with the evaluation manager, the Chief of Better Work and the focal point in the Better Work Global programme for this evaluation in order to fully understand the main purpose, objectives and priorities of this evaluation. Based on this, the evaluator has rephrased the purpose and objectives in order to reflect his understanding of the priorities highlighted by the TOR and the Better Work Global team.

Since this is a mid-term evaluation and formative in nature, the main purpose of this evaluation is to *learn* from what the Better Work Global programme did since July 2017, including the response to the COVID-19 pandemic. The evaluation should make recommendations to adjust – if necessary – the programme in order to increase the likelihood that the programme achieve its objectives set out in 2017, adjusted to the COVID-19 crisis. The evaluation should also feed into the ongoing consultations for the next Better Work strategy with good practices and lessons learned.

The main objectives of the mid-term evaluation are:

7. To assess the relevance of the BW Global programme, also in light of the new COVID-19 reality;
8. To assess the coherence and strategic fit of the BW Global programme with ILO’s strategic objectives;

9. To assess progress in achieving planned results of the BW Global programme since 2017 (outputs and outcomes) and the effects of COVID-19 on achieving planned results since the outbreak of the pandemic; particular attentions should be given to gender equality;
10. To assess strength and possible weaknesses of the BW Global programme, in particular also in responding and adjusting to the COVID-19 crisis;
11. To assess the performance of the BW Global team in supporting the country programmes, in particular also since the outbreak of the COVID-19 crisis;
12. To analyse underlying factors that hindered or facilitated the achievements of the programme outputs and outcomes, including factors beyond ILO's control;

4. Subject and scope of the evaluation

The subject of the evaluation is the Better Work Global programme and the work of the Better Work Global team i.e. the Better Work secretariat. The BW country programmes will be evaluated separately.

The period under review is the three year period from July 2017 until July 2020. The evaluation will in many ways have two different phases to look at. The first phase is the *pre-COVID-19 phase* starting in July 2017 ending on 11 March 2020 the day the WHO declared COVID-19 to be a pandemic. The second phase, the *COVID-19 phase* started on 11 March 2020 and is ongoing at the time of the writing of this inception report (August 2020).

5. Evaluation criteria and questions

The TOR for this mid-term evaluation include 43 evaluation questions (over 60 if sub-question are counted). This is a rather high number and quite complex to assess. The ILO checklist for inception reports (checklist 3) states that there should be two to three specific evaluation questions for each evaluation criteria, i.e. a total of about 10-20 evaluation questions depending on the number of evaluation criteria. The TOR envisage a possible adaptation of evaluation criteria and questions and to prioritize some questions in order to optimise the use of time and to enhance the usefulness of the evaluation results. This follows good evaluation practice.⁷⁶ The evaluator had an exchange with the evaluation manager, the Chief of Better Work and the focal point in the Better Work Global programme for this evaluation in order to identify the most important and timely evaluation questions. The evaluator revised the evaluation questions in order to reflect the priorities highlighted by the Better Work Global team, in particular the impact of the COVID-19 crisis on the work of Better Work.

- Relevance
 1. Is the BW Global programme doing the right thing, in particular also in response to the COVID-19 pandemic?
 2. To what extent does the BW Global programme meet the needs of the various stakeholders?

⁷⁶ Dealing with Complexity in Development Evaluation – A Practical Approach, Bamberger et al., 2016 (*Chapter 3.1.1. Clarifying the Key Question to Be Addressed in the Evaluation*)

3. To what extent does the BW Global programme address gender equality, also during the COVID-19 crisis?
 4. What are strengths and weaknesses of the BW Global programme?
- Coherence and strategic fit
 17. How well does the BW Global programme fit with other global initiatives in the garment sector with similar objectives, in particular also since the outbreak of COVID-19?
 18. To what extent is the BW Global programme coherent with and in support of ILO strategic objectives, including gender equality?
 19. To what extent does BW fit into the new One ILO approach being used in Ethiopia?
 - Effectiveness
 20. To what extent is the BW Global programme on track to achieve planned results (outputs and outcomes) as outlined in the programme document of the BW Global programme Phase IV? particular attentions should be given to gender equality;
 21. What are the main challenges for the BW Global programme in achieving planned results?
 22. What are the effects of COVID-19 on achieving planned results?
 23. How effective is the BW Global team in interacting with the different stakeholders?⁷⁷
 - Efficiency
 24. Were resources (technical and financial) allocated and used strategically, in particular also since the outbreak of COVID-19?
 25. How efficient is the BW Global team in supporting the country programmes? (in terms of timeliness and quality of support)
 - Impact
 26. What is the BW Global programme's main contribution to impact achieved through county programmes?
 - Sustainability
 27. What are indications for the sustainability of results achieved at the global level by the BW Global programme?
 28. How useful was the support from BW Global programme to country programmes to develop sustainability strategies at the country level?

⁷⁷ See stakeholder mapping chapter 6.

6. Stakeholder mapping

There is a relatively high number of stakeholders in the Better Work Global programme. In order to have an overview and a better understanding they have been mapped along two dimensions, i.e. by distinguishing between stakeholders at global and national level on the one hand and between stakeholders in the private and public sector on the other hand. The two dimensions are derived from the BW areas of interventions (Figure 1). The intervention area “Business Practices in Global Garment Supply Chain” is focussing on the private sector, both at national and global level. The intervention area “Policy and Practice at National, Regional and Global Level” is addressing the public domain at the national and global level.

Figure 1: Better Work areas of intervention



Source: Amplifying Impact - Better Work Strategy 2018–2022, ILO and IFC, 2017, p. 13.

The stakeholder mapping (Table 1) provides an overview of potential informants for this evaluation.

Table 1: Better Work stakeholder mapping

| Stakeholders | | Global Level | National Level (including regional level) |
|----------------|---|--|--|
| Private sector | Trade unions Employers organisations | International Organisation of Employers (IOE) ¹ International Trade Union Confederation (ITUC) ¹ IndustriALL Global Union ¹ | National trade unions National employers' organisations |
| | Business partners | 140 international business partners (brands, buyers, retailers) ² | 1,588 factories enrolled with Better Work |
| | Workers | -- | 2,394,726 workers in Better Work enlisted factories (ultimate beneficiaries) |
| Public sector | Governments/ development partners | Australia ¹ , Denmark, Germany, The Netherlands ¹ , Switzerland ¹ , US ¹ , European Commission | BW programme country governments: Bangladesh, Cambodia, Egypt, Ethiopia, Haiti, Indonesia, Jordan, Nicaragua, Vietnam Local donors: Canada, Gvt. Of Cambodia, Cambodian Employers' Association, Jordan Ministry of Labour |
| | ILO/IFC senior management | <u>Better Work's Management Group</u> 2 senior officials from the ILO 2 senior official from IFC | -- |
| | BW team | <u>BW Global team</u> Chief Better Work IFC Better Work Programme Lead (IFC Washington DC) Head of Better Work in Asia (ILO Bangkok) Head of Buyer Engagement, Communication and BW Americas (ILO Geneva) Head of Programme Development, Learning and Country Programs (ILO Geneva) Head of Operations, Quality and Innovation (ILO Geneva) Finance and HR Project Manager (ILO Geneva) Research and Policy Officer (ILO Geneva) | <u>BW national teams</u> Chief Technical Advisors in each BW programme country Approx. 200 staff in total |
| | Collaborating units in ILO | ACTRAV ACTEMP SOC/PRO | RO-Arab States RO-Latin America and the Caribbean |

| | | | |
|--|--|---|--|
| | | ENTERPRISE LABADMIN/OSH INWORK NORMES SOCPRO DCOMM EVAL FUNDAMENTALS PARDEV SECTOR RESEARCH GENDER | RO-Asia and the Pacific CO-Bangkok CO-Hanoi CO-Jakarta ILO-Yangon DWT/CO-San José CO-Addis Ababa |
| ¹ Member of the Advisory Committee ² One Europe & Asia Brand representative and one U.S. Brand representative are members of the Advisory Committee | | | |

Table: Evaluator

7. Evaluation methodology

Evaluation approach and main source of evidence

This evaluation takes place during the COVID-19 pandemic. The pandemic severely restricts the mobility of ILO staff and consultants. The ILO has introduced teleworking arrangements and strict travel restrictions for ILO staff depending on the criticality of missions and risks associated with it.⁷⁸ Consequently, the TOR for this evaluation determine that this evaluation will be carried out 100% remotely.

As shown in the stakeholder mapping above (Table 1), the Better Work Global programme has many stakeholders. While this can be a challenge for the evaluation, it is also an asset. The close involvement of many stakeholders in the Better Work Global programme makes them a valuable source of information. Therefore the main approach for this evaluation will be qualitative with a focus on stakeholders as key informants. This is in line with the participative nature of this mid-term evaluation with an emphasis on learning.

Data collection methods

The main data collection methods will be semi-structured interviews relying on online tools (skype, facetime, zoom). Interviews are a well-established and recognised methodology to collect primary qualitative data. The main disadvantage of interview is that they are time consuming. Therefore and in order to expand the outreach to stakeholders, written questionnaires will also be used. While structured questionnaires also generate primary data, they are less dynamic compared to semi-structured interviews which allow for adapting questions during interviews. In any case, the approach remains qualitative with no quantitative intentions.

⁷⁸ Implications of COVID-19 on evaluations in the ILO, Practical tips on adapting to the situation, Evaluation Office, ILO, 24 April 2020 (v.3), p. 2.

In order to further strengthen the participatory nature of this evaluation, a focus group discussion will take place with members of the BW Global team relying on the zoom video-meeting tool.

Primary data collection from stakeholders will be supplemented by reviewing and analysing secondary data, i.e. BW documents and websites.

Finally, the evaluator has access to recorded interviews conducted as part of the ILO internal consultation for the new BW strategy. This is a useful data source for some evaluation questions (e.g. BW strengths and weaknesses).

Analytical framework

The evaluation criteria and questions provide the analytical framework of this evaluation. Data will be collected, analysed and processed along the evaluation criteria and questions.

Geographical Focus

As mentioned above the subject of the evaluation is the Better Work Global programme. The BW country programmes are not part of the evaluation. However, for some evaluation questions the views of national level will be important (e.g. how efficient is the BW Global team in supporting the country programmes?). As suggested in the TOR, two BW country programmes will be selected to conduct interviews. The BW country programme in **Ethiopia** is suggested as one by the evaluator. The Ethiopia country programme began operations as part of the larger ONE ILO which is a premier and lessons learned are of interest to the BW Global team. In addition and since BW is strong in Asia, a country from this region should also be selected. While the evaluator proposed Bangladesh or Vietnam, the BW Global team suggested Cambodia for the following reasons. As the COVID-19 situation in Bangladesh is still difficult, the BW project manager is very preoccupied with the crisis. In Vietnam, BW has currently an interim programme manager who started in February only and who may not be fully aware of the global support before February. In **Cambodia**, however, the programme manager has been working for the programme for a number of years and BW Global had some interesting joint global-Cambodia initiatives that could be worth highlighted in the evaluation e.g. the conference on sexual harassment prevention in 2019.

Stakeholder sampling and geographical orientation

It will be important to carefully select from each stakeholder group a reasonable sample to interact with. Since this is an evaluation of the BW Global programme (not the country programmes) the emphasis will be on global level stakeholders supplemented with some national level views.

A *purposive sampling*⁷⁹ within each stakeholder group for interviews and questionnaires is suggested based on the criteria of stakeholders' potential as informants which depends on extent and duration of the engagement with the Better Work Global programme. For the sampling, the evaluator relies on the recommendations made by the Better Work Global team. The following sampling numbers for interviews and written questionnaires are suggested:

⁷⁹ or meaningful selection

Table 2: Stakeholder sampling for interviews and written questionnaires

| | | Number of interviews | Number of written questionnaires | Total number of stakeholders |
|---|--|----------------------|----------------------------------|------------------------------|
| | Global level | | | |
| Private sector | International Organisation of Employers (IOE) | 1 | - | 15 |
| | International Trade Union Confederation (ITUC) | 1 | - | |
| | IndustriALL Global Union | 1 | - | |
| | International business partners (buyers, brands) including the two member of the BW Advisory Committee | 4 | 4 | |
| | Individual expert advisors (also member of the BW Advisory Committee) | 2 | 2 | |
| Public sector | Donors which are also member of the BW Advisory Committee | 2 | 2 | 18 |
| | Better Work's Management Group | 2 | 2 | |
| | BW Global team | 4 ¹ | - | |
| | Collaborating units in ILO | 3 ⁴ | 3 | |
| | National level | | | |
| Private sector | National trade unions National employers' organisations | 2 ² | - | 11 |
| | Factories enrolled with Better Work | 2 ² | 7 ³ | |
| Public sector | BW programme country governments | 2 ² | - | 13 |
| | Chief Technical Advisors in each BW programme country | 2 ² | 7 ³ | |
| | Collaborating units in ILO (COs) | 2 ² | - | |
| | Total | 30 | 27 | 57 |
| ¹ There will also be a focus group discussion with members of the BW Global team ² Ethiopia being one ("ONE ILO"); and Cambodia ³ All nine country programmes to be covered either by interview or questionnaire ⁴ Including the ILO gender unit | | | | |

Limitations

Due to the COVID-19 crisis, this evaluation has to be conducted office-based without any travel possibilities. Interviews and discussions have to be conducted virtually (phone, skype, zoom) which may affect the richness of the interaction between the evaluator and the informants. Experience suggests that network technology only provides a partial answer to the dilemma of distance and that the human element in data collection techniques cannot be underestimated.⁸⁰

The data collection phase takes place during the month of August 2020 which may limit the availability of stakeholders for interviews as for some, this is the period of summer holidays.

⁸⁰ Implications of COVID-19 on evaluations in the ILO, Practical tips on adapting to the situation, Evaluation Office, ILO, 24 April 2020 (v.3), p. 2.

Annex 1: Data collection worksheet

| Evaluation criteria | Evaluation questions | Data sources and data collection methods |
|-----------------------------|--|---|
| Relevance | 1. Is the BW Global programme doing the right thing, in particular also in response to the COVID-19 pandemic? | Interviews with stakeholders Written questionnaires with stakeholders Focus group discussion with BW Global team Document and website analysis Analysis of recorded interviews ¹ |
| | 2. To what extent does the BW Global programme meet the needs of the various stakeholders? | Interviews with stakeholders Written questionnaires with stakeholders |
| | 3. To what extent does the BW Global programme address gender equality, also during the COVID-19 crisis? | Interviews with stakeholders Written questionnaires with stakeholders Focus group discussion with BW Global team Document and website analysis |
| | 4. What are strengths and weaknesses of the BW Global programme? | Interviews with stakeholders Written questionnaires with stakeholders Focus group discussion with BW Global team Analysis of recorded interviews ¹ |
| Coherence and strategic fit | 5. How well does the BW Global programme fit to other global initiatives in the garment sector with similar objectives, in particular also since the outbreak of COVID-19? | Interviews with stakeholders Written questionnaires with stakeholders Focus group discussion with BW Global team |
| | 6. To what extent is the BW Global programme coherent with and in support of ILO strategic objectives, including gender equality? | Interviews with stakeholders Written questionnaires with stakeholders Focus group discussion with BW Global team Document and website analysis |

| | | |
|---------------|--|---|
| | 7. To what extent does BW fit into the new One ILO approach being used in Ethiopia? | Interviews with stakeholders Written questionnaires with stakeholders Focus group discussion with BW Global team Analysis of recorded interviews ¹ |
| Effectiveness | 8. To what extent is the BW Global programme on track to achieve planned results (outputs and outcomes) as outlined in the programme document of the BW Global programme Phase IV? particular attentions should be given to gender equality; | Document and website analysis |
| | 9. What are the main challenges for the BW Global programme in achieving planned results? | Interviews with stakeholders Written questionnaires with stakeholders Focus group discussion with BW Global team Document and website analysis Analysis of recorded interviews ¹ |
| | 10. What are the effects of COVID-19 on achieving planned results? | Interviews with stakeholders Written questionnaires with stakeholders Focus group discussion with BW Global team Document and website analysis Analysis of recorded interviews ¹ |
| | 11. How effective is the BW Global team in interacting with the different stakeholders? | Interviews with stakeholders Written questionnaires with stakeholders Analysis of recorded interviews ¹ |
| Efficiency | 12. Were resources (technical and financial) allocated and used strategically, in particular also since the outbreak of COVID-19? | Interviews with stakeholders Written questionnaires with stakeholders Focus group discussion with BW Global team |
| | 13. How efficient is the BW Global team in supporting the country programmes? (in terms of timeliness and quality of support) | Interviews with stakeholders Written questionnaires with stakeholders |
| Impact | 14. What is the BW Global programme's main contribution to impact achieved through county programmes? | Interviews with stakeholders Written questionnaires with stakeholders |

| | | |
|---|--|---|
| | | Document and website analysis |
| Sustainability | 15. What are indications for the sustainability of results achieved at the global level by the BW Global programme? | Interviews with stakeholders Written questionnaires with stakeholders Focus group discussion with BW Global team Document and website analysis |
| | 16. How useful was the support from BW Global programme to country programmes to develop sustainability strategies at the country level? | Interviews with stakeholders Written questionnaires with stakeholders |
| ¹ recorded interviews conducted as part of the ILO internal consultation for the new BW strategy | | |
| <i>Table: Evaluator</i> | | |

Annex 2: Evaluation work plan

| Tasks | Schedule | Allocation of work days | | |
|---|----------------------|-------------------------|------------|-------------|
| | | Days | Total days | % |
| Inception phase | | | | |
| Briefing with the evaluation manager & project team | 20 July – 7 Aug | 1 | 5 | 17% |
| Initial desk review of programme related documents and websites | 20 July – 7 Aug | 2 | | |
| Drafting inception report | 20 July – 7 Aug | 2 | | |
| Data collection phase | | | | |
| Systematic analysis of documents | 10-25 Aug 2020 | 4 | 14 | 47% |
| Interviews (skype, facetime, zoom) Written questionnaires | 10-25 Aug 2020 | 9 | | |
| Focus group discussion (zoom meeting, including preparatory work) | 10-25 Aug 2020 | 1 | | |
| | | | | |
| Data analysis and reporting phase | | | | |
| Data analysis | 26 Aug – 4 Sept 2020 | 3 | 11 | 36% |
| Briefing of stakeholders of findings (zoom meeting, including preparatory work) | 4-8 Sept 2020 | 1 | | |
| First draft report | 7-11 Sept 2020 | 4 | | |
| Finalization of evaluation report, including explanations why comments were not included (if any) | 3 Oct 2020 | 3 | | |
| Total number of work days | | | 30 | 100% |

Table: Evaluator

Annex 3: Guiding questions for interviews and written questionnaires

These are the guiding questions for interviews and the written questionnaires. This is a long-list and questions will be used selectively depending on interviewees' background, roles and responsibilities.

- 1) From your perspective, does the BW Global programme do the right thing since 2017? Please distinguish before and during the COVID-19 pandemic.
- 2) To what extent does the BW Global programme meet your needs? Please distinguish before and during the COVID-19 pandemic.
- 3) How do you assess the quality of the BW Global programme response to the COVID-19 pandemic?
- 4) From your perspective, what are strengths and weaknesses of the BW Global programme?
- 5) From your perspective, what are the main challenges for the BW Global programme in general and with regard to the COVID-19 pandemic in particular?
- 6) How well does the BW Global programme fit other global initiatives in the garment sector with similar objectives, also since the outbreak of COVID-19?
- 7) To what extent is the BW Global programme coherent with and in support of ILO strategic objectives? To what extent does it fit into ILO?¹
- 8) To what extent does BW fit into the new One ILO approach being pursued in Ethiopia?²
- 9) From your perspective, how do you assess the BW Global programme's approach and efforts to address gender equality, also during the COVID-19 crisis?
- 10) From your perspective, were BW Global resources (technical and financial) allocated and used strategically, in particular also since the outbreak of COVID-19?
- 11) How efficient is the BW Global team in supporting the country programmes? (in terms of timeliness and quality of support); please distinguish between main types of support³
- 12) From your perspective, what is the BW Global programme's main contribution to impact achieved through county programmes? (not impact itself, but contributions to country programmes)³
- 13) How useful was the support from BW Global programme to your team to develop sustainability strategies at the country level?³
- 14) From your perspective, how do you assess the interaction of the BW Global team with you? (in terms of results-orientation and quality of interaction)
- 15) How do you view the future of the BW Global programme? Where do you see threats and opportunities?
- 16) Which indications do you see for the sustainability of BW results achieved at the global level?

¹ Question for ILO staff only

² Question only for stakeholders in Ethiopia and collaborating units in ILO dealing with Ethiopia.

³ Question only to stakeholders at national level.

Annex 4: Guiding questions for focus group discussion

These are the guiding questions for the focus group discussion with members of the BW Global team. They may be adjusted during the further preparatory work. Some of these questions might be already answered through interviews and the group discussion can focus on a few selected key questions.

The focus group discussion is planned for about two hours.

- 1) From your perspective, does the BW Global programme do the right thing since 2017? Please distinguish before and during the COVID-19 pandemic.
- 2) How do you assess the quality of the BW Global programme response to the COVID-19 pandemic?
- 3) From your perspective, what are strengths and weaknesses of the BW Global programme?
- 4) From your perspective, what are the main challenges for the BW Global programme for achieving planned results in general and with regard to the COVID-19 pandemic in particular?
- 5) How well does the BW Global programme fit other global initiatives in the garment sector with similar objectives, also since the outbreak of COVID-19?
- 6) To what extent is the BW Global programme coherent with and in support of ILO strategic objectives? To what extent does it fit into ILO?
- 7) To what extent does BW fit into the new One ILO approach being pursued in Ethiopia?
- 8) From your perspective, how do you assess the BW Global programme's approach and efforts to address gender equality, also during the COVID-19 crisis?
- 9) From your perspective, were BW Global resources (technical and financial) allocated and used strategically, in particular also since the outbreak of COVID-19?
- 10) How do you view the future of the BW Global programme? Where do you see threats and opportunities?
- 11) Which indications do you see for the sustainability of BW results achieved at the global level?
- 12) In case resources should shrink considerably in future, what should the BW Global programme focus on/limit itself?

Annex 5: Proposed evaluation report structure

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology and limitations
- Findings
- Conclusions
- Recommendations
- Lessons learned and good practices
- Annexes:
 - TOR
 - Inception report
 - List of people interviewed
 - Schedule of work
 - Documents reviewed

Annex 6: TOR

Terms of Reference for International Consultant Mid-Term Evaluation of Better Work Global – Phase IV

| | |
|--------------------------------------|---|
| ILO Programme Code | GLO/17/55/MUL |
| Country | Global |
| P&B Outcome and Indicator | Outcome 7: Promoting workplace compliance through labour inspection Indicator: 7.1, 7.2, 7.3. |
| SDG linkage | 1, 5 and 8 |
| Technical field | Better Work |
| Administrative unit | Better Work |
| ILO responsible official | Dan Rees |
| Collaborating units | RO-Arab States; RO-Latin America and the Caribbean, RO-Asia and the Pacific, CO-Bangkok, CO-Hanoi, CO-Jakarta, ILO-Yangon, DWT/CO-San José, CO-Addis Abeba, ACTRAV, ACTEMP, SOC/PRO, ENTERPRISE, LABADMIN/OSH, IN-WORK, NORMES, SOCPRO, DCOMM, EVAL, FUNDAMENTALS, PARDEV, SECTOR, RESEARCH, GENDER |
| Time frame | July 2017 – June 2022 |
| Budget | USD 35 million for the Global programme |
| Funding Agencies | The Netherlands, Switzerland, Denmark, Germany, European Commission |
| Type of Evaluation | Independent |
| Timing of Evaluation | Mid-term, cluster |
| Duration of the Assignment | 30 Days |
| Duty Station of the Evaluator | Home based, (with face-to-face interaction only when feasible according to the COVID 19 pandemic situation at the time of starting the evaluation.) |
| Evaluation Manager | Tahmid Arif, from ILO CO Dhaka, Bangladesh |

Introduction and rationale for the evaluation

This Terms of Reference for the Mid-Term Evaluation (MTE) of Better Work Global programme is in compliance with the ILO Policy Guidelines for Evaluation published in 2017. The ILO evaluation policy (October 2017) and results-based strategy (March 2018) commits to promote “use of strategic cluster evaluations to gather evaluative information more effectively” under the overall outcome of enhancing the value of evaluations. A significant advantage of clustering is that by clustering - covering an envelope of evaluations of projects into a single evaluation on the basis of results or strategic, thematic area (e.g. P&B global policy outcomes or) or geographical area or scope (e.g. DWCP countries) - will focus the interconnectedness and help joining the dots between projects and organisational achievements and impact. Better Work being a global programme has already been following a clustered approach to evaluations. The proposed evaluation will therefore follow a clustered approach, whereby the focus will be on aggregating findings to provide strategic learning for the programme. Also this evaluation will be conducted as an independent evaluation i.e. the evaluation is managed by an ILO official and conducted by an international independent evaluator selected through a competitive bidding process in consultation with the ILO Evaluation office (EVAL).

Key stakeholders, ILO constituents, partners and the donors will be consulted throughout the evaluation process. This MTE is planned for the period June – August 2020⁸¹, with the final report expected to be completed by the end of September 2020. This evaluation is being conducted to review the programme performance and enhance learning within Better Work, the ILO and among key stakeholders of the programme. It will be conducted following ILO Evaluation Policy and guidelines which is based on/in line with the context of criteria and approaches for international development assistance as established by: the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System. The evaluation findings and recommendations will help guide the programme team in the planning and implementation of remaining duration of the programme. It would also provide valuable inputs and adjustments to potential changes in strategy, reflecting the changes which have occurred in the operational and administrative environment since the beginning of the current phase, when the programme commenced. The Better Work Senior Programming and Partnerships Officer in Geneva will provide technical backstopping for the MTE.

Background and description of the programme

Better Work, a partnership between the International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group (WBG), has proven that it is possible to simultaneously improve working conditions and boost competitiveness in the global apparel industry. Building on its extensive experience and understanding of what drives change in supply chains, the programme now seeks to significantly scale its impact.

Better Work’s vision is of a global garment industry that lifts millions of people out of poverty by providing decent work, empowering women, driving business competitiveness and promoting inclusive economic growth. During this phase (2017-2022), Better Work will leverage existing and new partnerships to expand its impact from 3 to 8 million workers and to 21 million family members. In addition, ILO and WBG will support garment producing countries to strengthen the policy and enabling environment for decent work and competitiveness to drive positive outcomes on a much larger scale. This will be achieved through two areas of intervention.

⁸¹ Given the current Covid-19 crisis, it is possible that these dates may have to be reviewed if required in discussion with the Evaluation manager

Intervention 1 focuses on influencing business practices in the global garment supply chain to:

- build on what works best in garment factories by focusing on services with the greatest value addition, tackling the root causes of non-compliance, redoubling efforts to build worker-management dialogue, improving business competitiveness and strengthening the role of women.
- to Influence global brands and manufacturers to adopt the business practices that drive transformational change in labour conditions and competitiveness across their supply chains. Influencing global brands and manufacturers can impact supply chains beyond the garment sector and beyond those countries where Better Work has established programmes.

Intervention 2 focuses on strengthening the enabling environment for decent work by:

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

Activities under intervention 2 can impact public institutions and policies beyond the garment sector and beyond those countries where Better Work has established programmes.

Better Work consists of a Global Secretariat (the Better Work Global Programme or Better Work Global) and 8 Country Programmes in Bangladesh, Cambodia, Indonesia, Vietnam, Jordan, Ethiopia, Haiti and Nicaragua. The Better Work Global team acts as a secretariat to its country programmes and is responsible for: strategy development, financial and budget management oversight, fundraising, global stakeholder engagement including businesses, programming and country expansion, research and impact and global policy dialogue, communications, quality assurance and technical support to delivery of factory services, and development of key strategic partnerships.

This mid-term evaluation will focus on the Better Work Global function and how it supports the country programmes.

Stakeholders and partners of the BWG programme

Direct stakeholders

- (i) International Organisation of Employers (IOE)
- (ii) INDUSTRIALL, ITUC
- (iii) International business partners (including brands, retailers, manufacturers and their supply chain partners)
- (iv) Development partners

Other collaborating agencies and organizations

- (v) CSR initiatives and labour rights NGOs
- (vi) Academics

Ultimate beneficiaries

Workers in global supply chains, in particular young women, are the ultimate beneficiaries of the programme. Employment in the garment sector is composed predominantly of unskilled workers, young women, a large number of internal migrants, and workers on short-term contracts. The sector is also characterized by low levels of trade union representation. In many countries, garment manufacturing may be the only opportunity to move into the formal sector. Additionally, the sector remains among the most labour-intensive industries, despite advances in technology and workplace practices.

Better Work seeks to ensure that workers, in particular women, benefit from increased respect for their rights and better working conditions, as well as improved productivity and the opportunity for better pay and greater job security. The programme creates opportunities for workers to participate in addressing problems identified at the workplace. Better Work also promotes ensuring a place for unions in sectoral- and national-level discussions of topics such as labour law reform and competitiveness strategies.

Programme objectives

Better Work's overall desired developmental impact, as articulated for Phase IV, is a competitive and inclusive global industry that lifts millions out of poverty by providing decent work and empowering women. This overall desired impact is based on an analysis of the garment sector as providing a significant number of jobs in those countries in which BW works, and whereby there is a need for improved decent work opportunities and gender equality within the sector as a means to achieve effective business competitiveness and growth. Achieving industry competitiveness and growth with improved decent work and gender equality, and sustaining that achieved outcome indefinitely is implicit in the wording of the overall desired developmental impact for Phase IV.

The four outcome areas contributing to the overall developmental impact statement relate to BW's work in garment factories across the eight BW country programmes; influencing partners to promote decent work outcomes in global supply chains; influencing policy and promoting an enabling environment for decent work at the national level; and promoting regional and global policy dialogue on decent work and the Sustainable Development Goals (SDGs). The desired programme outcomes are wide-ranging, covering the garment industry itself at the country, regional and global levels, as well as the contribution of those achievements made in the industry to the realization of decent work at the national level through influencing policy and supporting the strengthening of institutions. Ultimately, BW aims to use the achievements gained within the garment industry to impact decent work at the regional and global levels.

Outcome 1: By 2022, Better Work will have accelerated improvements in working conditions and business competitiveness through in-factory services.

Outcome 2: By 2022, Better Work will have influenced global retailers, brands and manufacturers in the establishment of business practices that promote decent work outcomes in supply chains.

Outcome 3: At the national level, ILO, IFC and WBG will have strengthened institutions and influenced policies that create an enabling environment for decent work and improved business competitiveness.

Outcome 4: Better Work will have influenced the regional and global policy dialogue on decent work and the SDGs with its unique evidence base and proven examples of success.

The wording of each outcome is explicit in their indication of BW's inputs and activities as impacting these outcomes. Further, the outcomes may be seen as hierarchical. Achievement of the first outcome associated with improvements in the industry becomes a catalyst and contributes toward realization of the second outcome. The demonstration of improved working conditions and increased business competitiveness becomes a "case" for advocating for Outcome 2. Similarly, demonstration of both the first and second outcomes may contribute toward realizing the third and fourth outcomes. The demonstration and communication of concrete achievements in the garment industry are used to advocate for improved policy and the fostering of an enabling environment for realizing decent work across industries at the national, regional and global levels.

Critically, the four outcome areas may be seen as outcomes achieved within a complex and dynamic system. A successful industry relies not only on factories that exhibit a culture of compliance within its sector, but also with the participation of buyers that uphold sound business practices and an enabling environment at the national level that supports and incentivizes compliance and growth of the industry.

The formation of partnerships is key to achieving these desired outcomes, in particular partnerships forged out of a commitment to build capacity, engage and take ownership over sustaining gains in the industry under both outcomes 2 and 3. Related to this is the aim to capitalize on the ILO and IFC partnership that governs BW.

Given the complex environment in which the BWG operates and the broad and significant change it seeks to support, the desired outcomes and their associated outputs reflect a causal link that may be characterized as one of contribution, not attribution.

Management arrangements

The BW global programme team leads are as follows since July 2017. It includes eight functions supported by multi-disciplinary teams working across three duty stations in Washington DC (IFC), Geneva (ILO) and Bangkok (ILO).

- Chief Better Work
- IFC Better Work Programme Lead (IFC Washington DC)
- Head of Better Work in Asia (ILO Bangkok)
- Head of Buyer Engagement, Communications and BW Americas (ILO Geneva)
- Head of Programme Development, Learning and Country Programs (ILO Geneva)
- Head of Operations, Quality and Innovation (ILO Geneva)
- Finance and HR Project Manager (ILO Geneva)
- Research and Policy Officer (ILO Geneva)

Description of core function of each team is shown in the organizational chart in Annex 2.

Strategic fit

Links to SDGs

Better Work contributes to advancing the global dialogue for better working conditions, focusing the attention of ILO, IFC, and World Bank Group on the contribution to the SDGs, particularly combatting poverty (SDG1), supporting women's empowerment (SDG5), and inclusive growth (SDG8).

SDG 1 looks to combat poverty. Within the targeted goals, Better Work works towards eradicating extreme poverty (target 1.1) and reducing by half the proportion of men, women, and children living in poverty (target 1.2) by promoting the expansion of decent work opportunities in the garment industry. Related activities are mainstreamed through work at the factory level to improve working conditions and productivity, and through policy work. Furthermore, Better Work contributes towards

creating sound policy frameworks that include pro-poor and gender sensitive development strategies (1.b) through work on national and international policy.

SDG 5 focuses on gender, relating directly with the vast majority of Better Work's activities and beneficiaries. Better Work has contributed, and will continue to contribute, towards ending forms of discrimination towards women (target 5.1) and ensuring equal opportunities for leadership (target 5.5) by reducing the gender pay gap, promoting fair wage structures and incentives at work, and increasing women's opportunities for promotion on the factory floor and beyond. By providing training and advisory services targeted at curbing verbal abuse and sexual harassment, BW has reduced violence against women (target 5.2). It has also improved access to maternal health care (target 5.6) in factories, and plan to continue to focus on access to maternal health services and compliance with maternity leave requirements. BW's policy work promotes a gender lens to reduce gender discrimination and promote the empowerment of women via decent work.

In terms of **SDG 8**, Better Work will contribute directly to almost all of the targets under SDG 8. Better Work helps sustain per capita economic growth (target 8.1), promote development oriented activities and decent job creation (target 8.3) and to achieve full and productive employment (target 8.5) by:

- working with the ILO and World Bank Group to improve the enabling environment for businesses working in the garment industry;
- promoting productivity at the factory level by improving supervisor relations, social dialogue and technical skills in productivity (e.g. line management);
- improving access to finance by connecting Better Work Buyer Partners and factories with IFC's innovative financial services. Furthermore, the work with gender outlined above and the planned work with youth outlined below ensure inclusivity in these tasks.

Through the factory facing services, Better Work promotes labour rights, pushes for safe and secure working environments (target 8.8) and tackles the eradication of forced labour and child labour (target 8.7). As shown in the section "Results from Phase III" above, Better Work assessments, advisory, and training have lowered non-compliance in all Better Work countries. Better Work will continue to provide and/or oversee these factory-facing services in this next phase, with an increased emphasis on tackling the root causes of these challenges.

BW's factory facing services also promote technological upgrading and value-add (target 8.2) to ensure that technology is harnessed in a way that allows factory jobs to be safer, more efficient, and more productive as outlined in the paragraph on "Industry trends" in section 1.

Purpose and scope of the evaluation

Purpose of the evaluation

The main purpose of the independent MTE is four folds.

- (1) Independently assess the progress of the Better Work Global programme against the planned objectives and long term goals as mentioned in the log frame;
- (2) Inform the stakeholders on whether the current programme strategy is working, and providing recommendations on what could be changed to increase the likelihood that the programme reaches its objectives (Including gender equality, disability inclusion and COVID19 impact);
- (3) Inform the stakeholders on the progress with regard to the sustainability strategies of the programme; and

- (4) Identify good practices and lessons learned that would contribute to learning and knowledge development of the programme and its stakeholders.

Specific objectives of the MTE are:

- (1) To assess whether the programme strategy is still coherent with the ILO's strategic objective, current economic, political and development circumstances in the global garment sector;
- (2) To assess performance of the Global programme in terms of relevance and strategic fit, effectiveness, efficiency, and timeliness of producing the expected output (including intended and unintended, positive and negative results), the challenges affecting the achievement of the objectives, factors that hindered or facilitated achievement so far; and monitoring and reporting mechanism.
- (3) To identify the contributions of the project to the SDGs, the ILO objectives and its synergy with other projects and programmes;
- (4) To assess the quality and timeliness of inputs of the BWG team;
- (5) To assess the relevance of the BWG's management arrangements; identify advantages, bottlenecks and lessons learned with regard to the management arrangements;
- (6) To identify constraints, failures, achievements and good practices and provide strategic recommendations to make adjustments to ensure the achievement of the programme within its remaining lifetime;
- (7) To analyse underlying factors beyond ILO's control that affected the achievement of the programme output and outcome.

Gender mainstreaming and inclusion of Persons with Disability (PWD)

The gender dimension and PWD inclusion should be considered as crosscutting issues throughout the methodology, deliverables and final report of the MTE. In terms of this evaluation, this implies involving both men-women and PWDs in the consultation and evaluation analysis as well as an assessment of the implementation of the programme's Gender Equality Mainstreaming (GEM) and Disability Inclusion strategy. Moreover, the evaluator should review data and information that is disaggregated by sex, disability and assess the relevance and effectiveness of gender and disability-related strategies and outcomes to improve lives of women-men and persons with disability. All the information should be accurately included in both the "inception" and "evaluation" reports.

Client

The primary end users of the evaluation findings are the Better Work Global programme management team, the donors and the ILO's constituents.

Evaluation criteria and questions

In line with United Nations good practices for evaluations as defined in the ILO Policy Guidelines for results-based evaluation 2017⁸², the ILO expects that the evaluation will assess the following the most updated version of OECD/DAC criteria⁸³, viz. relevance and strategic fit, coherence, validity of design, effectiveness, efficiency, sustainability and impact. ...

⁸² https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

⁸³ [http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=DCD/DAC\(2019\)58/FINAL&docLanguage=En](http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=DCD/DAC(2019)58/FINAL&docLanguage=En)

The core ILO crosscutting priorities, such as gender equality, disability inclusion and non-discrimination, promotion of international labour standards, environment, tripartite processes, social dialogue and constituent capacity development should be considered in this evaluation. In particular, gender dimension and disability inclusion will be considered as cross-cutting issues throughout the methodology, deliverables and final report of the evaluation as mentioned above. To the extent possible, data collection and analysis should be disaggregated by sex as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes (Annex).

It is expected that the evaluation addresses all of the questions detailed below to the extent possible. The evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed upon between the ILO evaluation manager and the evaluator.

Suggested evaluation criteria and evaluation questions are summarised below:

Relevance and strategic fit of the interventions

- To what extent is the programme consistent and relevant to the needs of the global garment sector and other stakeholder requirements? What have been the most effective approaches to increase relevance for stakeholders?
- Have the current areas of interest of key stakeholders (govt., employers, trade unions, buyers) changed since the beginning of the current phase? To what extent the programme has adapted to those changes?
- To what extent does the Global programme reflect and implement the recommendations that were provided by previous evaluations?
- To what extent do the stakeholders take ownership of the programme's approaches, its vision of creating sustained compliance in the sector?
- Is the programme strategy appropriate for achieving the stated purpose?
- How does the current and adapted strategy remain relevant and within the strategic fit

Coherence

- To what extent is the interventions of BW programme coherent with ILO gender equality priorities, disability inclusion strategy, interventions of other ILO programmes (internally), UN Programmes, other programmes with similar objectives and the donor's policy?
- How the programme objectives are coherent with current or new national/international actions or obligation?
- Are the intervention and implementation strategy coherent with other repurposed, adapted response to the Covid19?
- Is the Better Work strategy and operation consistent with and in line with the ILO P&B 2018/2019?

Validity of intervention design

- Does the intervention design including any agreed adjustments in the design through the current life of the project, remain valid in the context of Covid19
- Are the project activities, strategies, outcomes (indicators) and assumptions sufficient and realistic to achieve the results or overly ambitious?
- Are risks properly assessed, analysed and managed?
- Does the programme adequately consider the gender and disability inclusion dimension of the interventions in design, and M&E framework? How?
- How consistent has the M&E system been across countries? Do they provide aggregated information across countries?

Intervention progress and effectiveness

- To what extent have planned programme outputs been achieved, in relation to the original programme document and logical framework? Have the quantity and quality of the outputs produced so far been satisfactory?
- What obstacles (at the country as well as global level) were encountered in programme implementation and how are they hindering progress towards results?
- How have the Global stakeholders supported the programme's outcomes over the life of the programme?
- Have there been new intervening factors/actors (e.g. other ILO or donor programmes) that have emerged since the inception of the programme which may have impaired or enhanced programme performance? What have maximized synergies and improved collaboration with these new actors, if there any?
- To what degree is the programme adapting ILO's approach based on what is being learnt? E.g. is it agile enough to respond to the country programmes' needs, is it developing needs-based services?
- How effective has the programme been in establishing new country programmes as ONE ILO programmes and does it have the potential to become the model for the future?
- Has the programme achieved the desired scale by establishing partnerships? How effectively has the programme been working with brands and global manufacturers? What have been successful partnership models and approaches?
- To what extent has the BWG programme supported greater understanding and buy-in of international labour standards, social dialogue, gender equality and disability inclusion among its key partners/collaborators?

Efficiency of resource usage

- Were resources (technical and financial) allocated/used strategically to achieve the programme outputs and outcomes? Has the programme received adequate administrative, technical and political support from the collaborating ILO technical unit at headquarters?
- Were activities completed on-time/according to work plans, with desired quantity and quality? If not, what were the factors that hindered timely delivery and what were the counter measures taken to address this issue?
- To what extent were the programme activities cost-effective? What level of the programme activities (individual, institutional, systemic) has provided the most cost-effective benefits?
- How effectively have the M&E and communication activities been performed in advancing objectives? Any lessons learned?

Effectiveness of management arrangements

- Were the management and governance arrangement of the BWG programme adequate and worked strategically with all key stakeholders, donors? What other opportunities would exist for a stronger engagement with donors and stakeholders?
- How has the partnership with the IFC evolved and how does it impact the achievement of Better Work's overall goals?
- Does the programme team have adequate resource allocation, gender, disability expertise, and was technical backstopping sought and received from specialists when needed?
- Is the BW advisory committee working effectively and are the right people represented in the committee?
- Is the institutional arrangement with the partners, the role of tripartite constituents appropriate and effective?

- How effective is the support provided to the programme team by the ILO, donors, and tripartite constituents in delivering results? What could have been done differently?
- How well has the programme been in training our own staff to effectively support Country Programmes? How have Better Work Global and Country Programmes been working with each other to be mutually beneficial?
- How the programme is managing implementation activities during the COVID19 pandemic in terms of its impact on deliverables, budgets and managing partnerships? Is there any alternative work modality or mitigation measure planned? How was the support exchange between BWG and country programmes in this regards?

Orientation to Impact

- How is Better Work Global integrated into ILO's global supply chain work? Is the collaboration making any change?
- From the differences of impacts across countries, what are the most significant element and country conditions that can influence impact?
- To what extent the BWG programme results are leading towards competitive and inclusive global industry; improved decent work and women empowerment?

Sustainability

- Is the project strategy and management steering towards sustainability (financial, technical and institutional)?
- Is there any effect of COVID19 on sustainability strategy as well as exit strategy of the project?
- How the key partnerships of BWG (between ILO and IFC, other stakeholders, etc.) contribute to the sustainability of its initiatives?
- To what extent has the programme strengthened the capacities of direct stakeholders to ensure improved governance and management?
- To what extent the programme has promoted the relevant ILS or ratification and application of the ILS, social dialogue and tripartism?

Proposed methodology

- The evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures. The ILO adheres to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The evaluation is an independent evaluation and the final methodology and evaluation questions will be determined by the consultant in consultation with the Evaluation Manager.
- The evaluation will apply a mix methods approach, including triangulation to increase the validity and rigor of the evaluation findings, engaging with key stakeholders of the project, as much as feasible, at all levels during the design, data collection and reporting stages.
- Due to the onset of the COVID-19 pandemic and its impact on the world of work, this evaluation will be conducted in the context of criteria and approaches outlined in the ILO internal guide: Implications of COVID-19 on evaluations in the ILO: An internal Guide on adapting to the situation⁸⁴. The evaluation will be carried out remotely.

⁸⁴ http://www.ilo.ch/eval/WCMS_744068/lang--en/index.htm

- Desk review, including the following information sources:
 - Project documents (logframe, budget, implementation plan, etc.)
 - Progress reports and outputs
 - Research and studies conducted by the Project
 - Project finance documents and records
 - Mission reports

- The desk review may suggest a number of preliminary findings that could be useful in reviewing or fine-tuning the evaluation questions. The desk review will include briefing interviews with the project team and the donor. Emphasis may vary and weight may be placed on questions in order to optimise the use of time. This should be explained in the inception report.

- Online/email questionnaires and telephone and video interviews: due to travel restrictions and no possibility of face-to-face engagements with project staff and stakeholders, the evaluation will employ email/online questionnaires and especially virtual interviews as the main sources for information gathering – to replace field visits and face-to-face interviews. An indicative list of persons to be interviewed will be prepared by the Project in consultation with the Evaluation Manager.

- The evaluator should pick two Country Programmes to be interviewed virtually with regard to the questions on collaboration between Global and Country Programmes and results achieved at country level. He/she will be referred to ongoing evaluations in the selected countries if timeline permits. This might include referring to draft reports or having a debriefing sessions (online) with the evaluation teams. This will be coordinated by the project team and the evaluation manager.

- The evaluator is furthermore suggested to interview selected Advisory Committee and Management Group members, as well as representatives of partner organisations, donors, brands and ILO. These interviews will be organized virtually using online platforms as per convenience.

- The quantitative evidences will be acquired mostly from the programme documents including donor reports, the monitoring and evaluation plan, workshop and meeting reports and other knowledge products produced by the programme.

- A virtual stakeholders’ workshop (if feasible) will be organized to validate findings and complete data gaps with key stakeholders, ILO staff and partners. The objective of this workshop will be (i) to present initial MTE findings and (ii) receive feedback and comments. The workshop will be designed to achieve dual objectives of validating and adjusting the initial findings whilst also serving as a final data collection step. In addition to various stakeholders the workshop will also be attended by the programme donors. A complete list of interviews and visits must be annexed in the final MTE report.

- At the end of the data collection process the evaluator will develop the draft report (see below main deliverables for details). The draft will be subject of a methodological review by the evaluation manager and upon the necessary adjustments will be circulated among the key stakeholders. Then, the evaluation manager will consolidate the comments and will be provided to the evaluator for develop the final version addressing the comments or explain the reason for not address any, if that would be the case.

Main deliverables

1. Inception report (with detailed work plan and data collection instruments) following ILO EVAL Checklist 3, the report should include:
 - Description of the evaluation methodology and instruments to be used in sampling, data collection and analysis and the data collection plan mentioned above.
 - Guide questions for questionnaires and focus group discussions;
 - Detailed fieldwork plan should be developed in consultation with the Evaluation Manager and project manager
 - The proposed report outline structure.

2. A draft and a final versions of evaluation report in English (maximum 30 pages plus annexes) as per the following proposed structure:
 - Cover page with key project and evaluation data
 - Executive Summary
 - Acronyms
 - Description of the project
 - Purpose, scope and clients of the evaluation
 - Methodology and limitations
 - Clearly identified findings for each criterion or per objective
 - Conclusions
 - Recommendations (i.e. for the different key stakeholders)
 - Lessons learned and good practices
 - Annexes:
 - TOR
 - Inception report
 - List of people interviewed
 - Schedule of the fieldwork
 - Documents reviewed
 - Project outputs and unexpected results achieved versus planned as per the Project logical framework targets

3. ILO templates for the Executive summary, Lessons learned and Good practices completed.

All reports, including drafts, will be written in English.

All the formats and templates mentioned in this section will be made available by evaluation manager.

Management arrangements and work plan

- The evaluation consultant will report to the evaluation manager Mr. Tahmid Arif (arift@ilo.org) should discuss any technical and methodological matters with the evaluation manager should issues arise.
- The evaluation will be carried out with full logistical support and services of Better work global team at the ILO HQ, Geneva.

Indicative time frame and responsibilities

| No. | Task | Responsible person | Time frame (may be revised assessing COVID19 situation) |
|-----|--|--|--|
| 1 | Issuance of Call for Interests, advertisement of consultant, and selection of consultant | Evaluation Manager/ DEFP and EVAL | 4 June 2020 |
| 2 | Issuance of contracts | | By 6 July 2020 |
| 3 | Brief evaluator on ILO evaluation policy and the programme and share documents for review | Evaluation Manager and CTA/BWG programme staff (focal for MTE) | By 8 July 2020 |
| 4 | Inception report submitted to Evaluation Manager | Evaluator | 13 July 2020 |
| 5 | Inception report approved | Evaluation Manager | 15 July 2020 |
| 6 | Preparation of list of key stakeholders to be interviewed | Evaluation Manager and CTA/BWG programme staff (focal for MTE) | 16 July 2020 |
| 7 | Virtual meetings - interviews and workshops with BWG team members, stakeholders (donor, ILO RO and HQ, etc.) | Evaluator | 16 to 31 July 2020 |
| 8 | Stakeholder Workshop (Virtual) and Debriefing with BWG programme team at Geneva. | Evaluator | 3 August, 2020 |
| 9 | Draft report submitted to Evaluation Manager | Evaluator | 10 August, 2020 |
| 10 | Sharing the draft report with all concerned stakeholders for comments for two weeks after primary review | Evaluation Manager | 12 August, 2020 |
| 11 | Consolidated comments on the draft report and send to the evaluator | Evaluation Manager | 27 August, 2020 |
| 12 | Finalization of the report and submission to Evaluation Manager | Evaluator | 3 September, 2020 |
| 13 | Review and approval of the final report | Evaluation Manager and Evaluation Office | TBD |

Legal and Ethical Matters

- 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 programme management or any other conflict of interest that would interfere with the independence of evaluation.

All reports, including drafts, will be written in English and following ILO templates for (each section). Ownership of data from the evaluation rests jointly with the ILO and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of evaluation report in line with original purpose & with appropriate acknowledgement.

Quality assurance and Oversight of Independence of Process: Senior M&E officer ILO EVAL will provide quality control throughout the evaluation process. The final evaluation report will only be considered final when it gets approved by the ILO Evaluation Office.

Administrative and logistic support: The Better Work Global Senior Programme and Partnership Officer will provide relevant documentations, administrative and logistic support to the evaluation team. She will also assist in organizing a detailed evaluation mission agenda and ensure that all relevant documentations are up to date and easily accessible by the evaluator.

Roles of other key stakeholders: All stakeholders particularly the relevant ILO staff programme staff at the Regional office and HQ, the donor, tripartite constituents, relevant government agencies, and key project partners – will be consulted throughout the process and will be engaged at different stages during the MTE. They will have the opportunities to provide inputs to TOR and draft final evaluation report.

Proposed work days for the evaluation

| Phase | Responsibilities | Tasks | No of days |
|--------------|--|--|------------|
| I | Evaluator | <ul style="list-style-type: none"> ○ Briefing with the evaluation manager & project team ○ Desk Review of programme related documents ○ Inception report | 6 |
| II | Evaluator with organizational support from ILO | <ul style="list-style-type: none"> ○ Consultations and Interviews with programme staff in Bangkok and Geneva ○ Interviews with partners beneficiaries ○ Stakeholders workshop for sharing findings ○ Debriefing with the BWG Geneva team | 14 |
| III | Evaluator | <ul style="list-style-type: none"> ○ Draft report based on consultations, interviews, desk review and the stakeholders' workshop | 7 |
| IV | Evaluation Manager | <ul style="list-style-type: none"> ○ Quality check and initial review ○ Circulate draft report to stakeholders ○ Consolidate comments of stakeholders and send to evaluator | 0 |
| V | Evaluator | <ul style="list-style-type: none"> ○ Finalize the report including explanations on why comments were not included | 3 |
| TOTAL | | | 30 |

Annex 1: List of links

- All relevant ILO evaluation guidelines and standard templates
 - ILO Policy Guidelines for results-based evaluation, 2012
http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm
 - Code of conduct form (To be signed by the evaluators)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
 - Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
- Checklist 5 preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
- Checklist 6 rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
- Template for lessons learnt and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
- http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
- Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
- Guidance note 4 Integrating gender equality in M&E of programmes
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
- Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
- Template for evaluation summary <http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>
- <http://www.unevaluation.org/document/detail/1914>

Annex 2: Description of core function of each team shown in the organizational chart

| Team Lead | Core Function |
|--|--|
| Chief Better Work | Ultimate accountability to the IFC/ILO Better Work Management Group for the programme's global strategy and for ensuring that the programme has the resources and partnerships needed in order to implement agreed plans. Also responsible for the implementation of Better Work's governance arrangements. Ensures strategic and technical oversight of all of the BW programmes, the development of global partnerships such as buyers, global constituents, donors and other ILO/IFC programs. |
| IFC Better Work Programme Lead (IFC Washington DC) | Coordinates across IFC and WB Group to ensure coherent input to Better Work and deliver specific technical inputs at country programme level. Supports governance, partnerships, communications and resource mobilisation objectives. |
| Head of Better Work in Asia (ILO Bangkok) | Leadership of the BWG team in Bangkok Regional lead for relationships with ILO ROAP and Asia region and development of BW's donor business and other partnerships in Asia (including global manufacturers) Technical reviewing Chief for Cambodia, Indonesia and Vietnam. |
| Head of Buyer Engagement, Communications and BW Americas (ILO Geneva) | Strategic and team lead for all aspects of buyer engagement in all regions. Leads influencing work with buyers, including purchasing practices and strategies to increase buyer engagement in policy influencing and with constituents. Strategic and team lead for Global Communications. Lead BWs engagement with IFC/World Bank Group. Technical Review Chief for Better Work programs in the Americas – BWN & BWH. Develops profile and partnerships in the Americas including donors and manufacturers (in coordination with other Management Team members). |
| Head of Programme Development, Learning and Country Programs (ILO Geneva) | Leads new country programme development, development and implementation of the Better Work Academy and HQ focal point for ensuring coordinated DC interventions with other ILO programmes at the country level. Leads the technical team responsible for the programme's influencing work. Technical oversight of the Jordan, Bangladesh and Ethiopia and emerging programmes. |
| Head of Operations, Quality and Innovation (ILO Geneva) | Strategic and team lead for BWG on operations and support to CPs, including the operations teams support to factory service delivery, constituent engagement, capacity building and influencing. MT lead on Building Bridges (in coordination with other MT members leading on engagement with global brands and manufacturers). Strategic and team lead on systems and technology innovation. Lead on ensuring quality assurance processes are in place for Better Work operations. MT lead on global gender and IR strategies and their implementation. Develops external partnerships (excluding business/buyer partnerships). |
| Finance and HR Project Manager (ILO Geneva) | Manages the Finance, HR and Administration team members based in Geneva. Manages the Global Programme budget, including allocation, reporting, forecasting and monitoring. Liaises with ILO Finance in order to support Country Programme finance functions to meet ILO's quality standards. " Develops and supports CTAs and Country Programme staff in the management of their budgets and implementation of financial sustainability strategies including pricing, revenue management and cost recovery. Maintains oversight of funding situation globally and liaises with Programming Team on donor proposals and funding gaps. |

| | |
|--|--|
| | <p>Manages and guides Better Work’s administration of HR including implementation of recruitment programmes and provision of support to HR staff in Better Work Country Programmes.</p> <p>Develops and administers the career development plan for BWG and Better Work Country Programmes.</p> <p>Supports management of governance meetings including preparation of budgetary information.</p> <p>Provides support to large scale procurement and contracting.</p> |
| <p>Research and Policy Officer (ILO Geneva)</p> | <p>Oversees Better Work impact assessment activities across all programmes. Manages the implementation of Better Work research activities by external partners to ensure quality. Supervises M&E officer responsible for compliance and M&E data and evaluations and the Technical Officer responsible for implementation of impact assessment and research work. Ensures that Better Work’s impact and research findings are widely shared and feed into Better Work and relevant policy debates (including ILO, IFC and WB). Gender and sexual harassment focal point.</p> |