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Evaluation

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

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Acronyms

BMZ	<i>Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung</i> Federal Ministry of Economic Cooperation and Development
BWP	Better Work Program
CO	Country Office
EA	Evaluability Assessment
DWCP	Decent Work Country Programme
EDI	Evaluability Diagnostic Instrument
EVAL	Evaluation Unit (ILO)
GSC	Global Supply Chains
ILO	International Labour Organisation
M&E	Monitoring and Evaluation
MCI	Morrissey Consulting International
MOLE	Ministry of Labour and Employment (Bangladesh)
MOLSA	Ministry of Labor and Social Affairs (Ethiopia)
M&E	Monitoring and Evaluation
MTE	Mid-Term Evaluation
NSPP	National Social Protection Policy (Ethiopia)
NSPS	National Social Protection Strategy (Laos)
NSPS-PV	National Social protection Strategy for the Poor and Vulnerable (Cambodia)
OSH	Occupational, Safety and Health
PPE	Personal Protection Equipment
PSNP	Productive Safety Net Programme (Ethiopia)
SDGs	Sustainable Development Goals
SJSN	Sistem Jaminan Sosial Nasional – National Social Security System (Indonesia)
SOCPRO	Social Protection Department (ILO)
SPF	Social Protection Floor
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
VZF	Vision Zero Fund

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Executive Summary

This report details the results and findings of an Evaluability Assessment (EA) and a Mid-Term Evaluation (MTE) of the *Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic (the Project)*. The project is currently at its mid-point of implementation. The report assesses the evaluability of the project as well as providing an assessment of progress to date as well as guidance and recommendations to support implementation and management in the remaining months of implementation.

Background

The project is supported by the *Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung* - Federal Ministry for Economic Cooperation and Development (BMZ). In the early stages of the pandemic, BMZ approached Vision Zero Fund (VZF) to take up this project. The approach, concept and proposal was discussed with the Steering Committee of VZF in March 2020. VZF had no particular experience in cash transfers, so a joint arrangement was established between VZF and other departments under the auspices of PARDEV

The Project is implemented jointly by SOCPRO and VZF (LABADMIN/OSH) in collaboration with Better Work. SOCPRO is the lead administrative unit. The Project is structured around two components: (i) Occupational, Safety and Health (OSH); and (ii) emergency cash transfers/income and wage support. The project operates income and wage support and OSH in Bangladesh, Cambodia, Ethiopia, Indonesia, and Lao PDR. The countries of Madagascar and Vietnam focus on OSH only.

The project contributes to Sustainable Development Goals (SDGs)¹ 1, 3, 8, 10, 16 and 17. At the country level, all activities are aligned with United Nations (UN) support, including the UN support to national COVID-19 response plans. The emergency cash transfer component provides short-term early recovery support linking humanitarian assistance to long term development programming. The project is also closely linked with the *COVID-19: Action in the Global Garment Industry*. The Call to Action aims to catalyse action from across the global garment industry to support manufacturers to survive the economic disruption caused by the COVID-19 pandemic and to protect garment workers' income, health and employment.

Scope of assignment

The assignment had two objectives:

Evaluability Assessment (EA)

- To examine and review the extent to which the project can be evaluated in a reliable and credible manner.

Mid-Term Evaluation (MTE)

- To assess progress achieved and whether the project is on track for implementing and achieving its intended objectives.

¹ SDG 1: End poverty in all its forms everywhere. SDG 3: Ensure healthy lives and promote well-being for all at all ages. SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. SDG 10: Reduce inequality within and among countries. SDG 16 Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. SDG 17: Strengthen the means of implementation and revitalise the Global Partnership for Sustainable Development

- To assess at the project design and management set-up at mid-term of project implementation and provide recommendations for necessary improvements to the management arrangements of the project or other remedial action on the project approach and implementation.

Evaluability Assessment

The EA serves two purposes: (i) to review the quality of the project’s M&E plan and systems in the light of implementation realities; and (ii) to recommend changes in the Theory of Change (ToC) and results frameworks to make the project evaluable.

The EA applied the ILO’s Guidance Note 1.3 Section III – *Evaluability Review During Project Strat-Up Phase* to the Project to assess the relevance, applicability and functioning of the current system and to provide commentary and guidance on possible areas for improvement and strengthening.

Given that the project operates as emergency and humanitarian intervention, some flexibility is maintained as Guidance Note 1.3 is focused more on longer-term development interventions. Key strengths identified from the EA include:

- The project can be “evaluated” but this is limited to specific outputs by country.
- While the current project is categorised as an “emergency response” there are strong linkages to and opportunities for long-term development planning and implementation.
- The project undertook rapid assessments (for OSH only) and mobilised support and consultation through its existing relationships with ILO country offices and existing work units and programmes (e.g. VZF and Better Work).
- The level of engagement through the project with stakeholders through existing tripartite mechanisms is strong.
- The project has sought to work to comparative strengths of the ILO whilst accommodating areas of work that are less familiar.
- The decentralised decision-making process is important as it allows for flexibility and context specific decision-making, but this needs to be carefully coordinated and communicated.
- Recognition that there are some shortfalls with regards to M&E within the project and the need to strengthen overall M&E approaches.
- The implementation of a communication and learning plan is positive and demonstrates a commitment to the utilisation of information and to reflection and learning.

Key challenges included:

- The project requires a more detailed M&E plan and strategy. Logframes are one component of an overall plan. Data collection methods and processes should be elaborated in greater detail.
- Difficult to do higher-level evaluations and “impact studies” given time durations and a lack of defined methodology and data collection process.
- Given the short-time frame to prepare, the ProDoc is not fully elaborated and as a result does not provide a clear outline of expected longer-term results and the overall process of transition to longer-term support.
- The allocation of roles and responsibilities for M&E is important and should be clearly detailed in the overall M&E approach

Proposed actions:

- The first proposed action for consideration is to reinvest effort to develop an overarching ToC that seeks to summarise in broad terms the linkages between priorities and the causal pathways to change within (and between) each priority area.

- The second is, to commence mapping out a long-term intervention that builds upon the emergency response project. The focus should be on interventions that support the enhancement of social protection systems and OSH/strengthening OSH systems within target populations/groups.
- Thirdly, SOCPRO to review the logframe and associated targets and ensure these are updated in consultation with CO partners.
- Finally, the project should undertake a learning event with all participating CO's.

Key recommendations for the EA include:

Recommendation 1: The project should develop a simple ToC or logic structure that summarises key expected outcomes and the causal linkages from each country that contribute to anticipated outcomes. Another option would be to highlight key outputs and outcomes and link specific countries to respective interventions.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	Medium	Short	Low

Recommendation 2: Develop a short risk management matrix and plan to highlight key risks and identify appropriate strategies to mitigate and manage such risk.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	High	Short	Low

- Recommendation 3: Develop a short transition plan that formalises approaches in respective countries. The plan can be discussed and agreed upon and attached to the final report.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	Medium	Short	Low

Recommendation 4: Project team to consider developing an overarching “summary” logframe that consolidates information into broad indicators and targets.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	Medium	Short	Low

Recommendation 5: Project team to undertake a “stocktake” of the current logframe and seek to update baselines and associated targets to present a clearer representation of what the project is seeking to achieve.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	High	Short	Low

Recommendation 6: SOCPRO to ensure that all future projects have some form of M&E Plan that is specifically devoted to operationalising relevant ToC’s and logframes. M&E Plans should be standardised documents and tools for all ILO interventions.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	Low	Short	Medium

MTE

The MTE was completed in parallel with the EA. A total of 63 people (16 ILO HQ staff, 20 ILO field staff, 15 government representatives, 10 worker and employer representatives, and 2 workers) were interviewed and consulted as part of the evaluation process. The purpose of the MTE was to review progress to date and to provide practical guidance and recommendations for the remaining implementation period. The evaluation also sought to promote an active learning approach to critically review and appraise the overall approach to the project and identify key learnings to support future engagements and planning.

Relevance

At first glance, emergency assistance and emergency cash transfers are not the “core business” of the ILO. This would lead to an initial assumption that the project is not relevant. However when considering the context of the COVID-19 and the global reach of its impacts, particularly for vulnerable and marginalised workers, the relevance of such a project becomes more apparent. Relevance is enhanced by three key areas of focus. The first is the focus on formal sector workplaces and workers that the ILO is heavily engaged with in through Better Work and other programme. The second is that the Call to Action precedes the design of this programme, and Worker and Employer groups called upon the ILO to step up its work and support the affected countries. Finally, the project is very much a ‘Nexus’ project where the ILO is seeking to bridge an immediate response to a problem with sustainable responses. In viewing the project through these areas of focus, it can be concluded that the project has a high degree of relevance.

The project aligns to the UNDAF and relevant DWCP’s which place a focus on social protection for works and the importance of social dialogue to achieve this end. The project also aligns to the ILO’s normative instruments, notably C102, C168, R176, R202, R204 and R205².

Agreements such as the *COVID-19: Action in the Global Garment Industry (“Call to Action”)* aim to generate and mobilise support and engagement across the global garment industry to support manufacturers to survive economic disruption and economic shutdowns and lockdowns. From an OSH perspective, the project is closely aligned to the objectives and mission of the VZF. The outcomes and outputs related to OSH are highly relevant and appropriate for the context.

The ILO need to determine if they wish to be in the business of emergency cash transfer and income support. It is a complicated area that often competes with other UN agencies (e.g. UNHCR and UNDP) who are better positioned and have appropriate systems and policies to support humanitarian and emergency efforts. A possible option for consideration is to develop position or strategy to clearly outline a “joint approach” across all function units to have a united front when it comes to emergency and humanitarian responses and the use of emergency cash transfers.

² C102: Social Security (Minimum Standards) 1952. C168: [Employment Promotion and Protection against Unemployment Convention](#) 1988. R176 Employment Promotion and Protection against Unemployment (1988) R202: Social Protection Floors Recommendation (2012) R204: Transition from the Informal to the Formal Economy Recommendation(2017) R205: Employment and Decent Work for Peace and Resilience Recommendation (2017)

Effectiveness

The project operates under a decentralised model which is appropriate given the range of countries and stakeholders involved as well as individual country COVID-19 response plans which vary in approach and scope. Decentralised models require a high degree of consultation, communication, and partnership at the global level.

The project has engaged well with all constituent partners in each country of implementation. Tripartite structures provide a solid base for engagement and support. These existing structures underpin social dialogue.

The mainstreaming of ILO principles is a core feature of the overall approach to the project and does differentiate it from traditional emergency and humanitarian approaches. A key rationale for the mainstreaming of principles was to ensure social protection remains front and centre of implementation. According to R202 social protection systems have to be built on these principles to be strong and robust. The application of principles was applied for three main reasons:

- COVID-19 has revealed that all individuals are vulnerable, and not only poor population groups, and that universal social protection plays an important role in responding to emergency situations.
- Countries that have social protection (or developing) systems have more opportunities to respond (e.g. Laos)
- Principles provide opportunities to apply social dialogue to promote the strengthening of social protection/OSH systems.

In responding to these points, the application of ILO principles is critical. The ILO has made good progress in applying standards, social dialogue, gender equality and non-discrimination. A key point of evidence is evidence of progress towards Recommendation 202.

Management Effectiveness

Overall, there has been a coordinated approach to implementation and management based on good social dialogue. However, there have been some delays in implementation and management which are based on the original context and time pressures. Compounding the situation was that CO's were quite ambitious initially about the time and resources required to achieve respective government approvals. Despite the challenges, CO's have implemented a series of innovative approaches as part of their work.

The lack of resources has severely hampered management and implementation for both emergency cash transfers and OSH. The MTE understands the desire to ensure more funds were to be provided to workers, however good development programming requires the allocation of resources to support and underpin implementation and management arrangements. This is a key lesson for the future.

Efficiency

The project has maintained a relatively tight budget and has ensured maximum benefit is transferred to implementation (emergency cash transfer and OSH). As raised in the effectiveness, section, the undercutting of resources for ILO implementation and management is an oversight and a lesson learned.

Expenditure to date is quite low (Diagram 1). However, this does not present a complete picture. For emergency cash transfers, Laos is nearly complete, Indonesia has commenced planning for a second disbursement and Cambodia and Ethiopia have completed application of standards, selection and verification. Disbursements are likely to occur in the next month or so. Additional support is required for Bangladesh. OSH work is being implemented according to schedule and disbursements are occurring

according to schedule. On-going lockdowns in countries hampers the ability to visit factories, undertake assessments and complete training.

Results, Sustainability and Impact

The project including most country components are in a position to achieve key results and outputs. As indicated, emergency cash transfers have been slow but can be explained by the application of principles and standards and also individual country contexts with regards to lockdowns and the need to align with changing COVID-19 response policies. OSH work is progressing according to plan and schedule and has a high chance of success and sustainability.

Key risks to sustainability centre on the linkage between emergency response and longer-term development. The results achieved to date need to be aligned to a broader social protection agenda as indicated in the effectiveness section around Recommendation 202.

The project has demonstrated strong tripartite engagement and social dialogue with partners. Levels of ownership remain high. In most countries, special technical tripartite working groups have been established to complement existing structures

The use of emergency cash transfers needs to be considered and carefully reflected upon. Obviously, cash transfers are an important component of social protection systems, but the ILO need to consider the time required, systems required and overall link to longer-term social protection measures.

The application and mainstreaming of principles and guidelines are a good result and has underpinned the development of systems. This is a key differentiate and a positive result of the ILO.

Good Practices and Lessons

The project has implemented a series of good practices and has also identified key lessons learned. A more detailed assessment is included in Annex 5 in accordance with ILO standards.

MTE Recommendations

Key recommendations for the MTE include:

Recommendation 1: SOCPRO/VZF to liaise with BMZ and seek a three-month no cost extension to: (i) allow time for the finalisation of cash transfer lists and to allow for payments to be completed; and (ii) complete outstanding OSH activities and address any immediate or emerging technical assistance needs because of current lockdowns and second waves of infection.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	High	Short	Low

Recommendation 2: ILO HQ departments to liaise internally and with COs to determine a shared ILO position on cash transfers going forward. The paper prepared by PARDEV, and DDG/P (2020) is a useful guide to commence discussions. Paper and position should ideally be based upon the learnings and reflections of this project.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/PARDEV	High	Short	Low

Recommendation 3: SOCPRO/VZF to commence planning for a longer-term development intervention that builds upon the lessons learned from this phase of implementation. The focus should be on the ILO’s comparative advantage of social dialogue, tripartite arrangements, and government engagement to promote key norms and standards related to social protection. This helps define social protection and address differences in definition and approach by key stakeholders. SOCPRO/VZF to use the lessons learned through the emergency cash transfer component (and in line with the Call to Action) to leverage new opportunities and discussions on social protection systems (with a focus on the textile and garment industry) with respective partner governments and BMZ.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO /VZF	High	Short	Low

Recommendation 4: Continue to support OSH interventions through VZF maintaining a strong focus on supporting factories and businesses with COVID-19 response plans and strategies to maintain safe workspaces.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
COs/VZF	High	Short	Low

Recommendation 5: OSH work needs to consider more the “health” implications of work. Occupational safety is well covered but public health risks remain and have significant implications for the future of work, particularly in a COVID-19 environment. OSH in this context needs to focus more on providing safe workspaces and in supporting businesses to comply with relevant national legislation and regulations regarding health.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
VZF	Medium	Short	Medium

Recommendation 6: SOCPRO’s future social protection work needs to consider immediate support to establish national worker register and information systems. Social protection systems cannot operate without accurate and up to date information and data. These systems are foundational activities for any sustainable social protection system.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/COs	Medium	Long	High

Recommendation 7: SOCPRO and VZF to consider adequate financial and technical resourcing as part of future projects, particularly for projects in emergency situations. Positive results and outcomes are undermined by a lack of financing to implement and manage work. Limited management budgets make projects less efficient and leads to reduced effectiveness and sustainability.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF/PARDEV	Medium	Short	Medium

Introduction

This report details the results and findings of an Evaluability Assessment (EA) and a Mid-Term Evaluation (MTE) of the *Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic (the Project)*. The project is currently at its mid-point of implementation. The report assesses the evaluability of the project as well as providing an assessment of progress to date as well as guidance and recommendations to support implementation and management in the remaining months of implementation. A copy of the Terms of Reference is included as Annex 1.

Background to the Project

Global Supply Chains (GSC) across the world have been affected by significant disruptions due to the COVID-19 pandemic. National and regional lockdowns, the cancellation of orders and shutdown of productive elements of economies has caused significant hardship for employers and workers alike. The impact has been particularly acute in the garment sector with many factories in producing countries reducing or temporarily suspending activities. Some factories have closed, leading to partial unemployment of workers or layoffs.

Most affected workers have not received any severance payment or (partial or full) unemployment benefits. In addition many countries have under-resourced and limited social protection systems and many lack proper unemployment benefits and other insurance. This has left a large number of poor workers, primarily women, without any source of income. At the time of project conceptualisation, urgent action was needed to support suppliers and secure their business continuity when it is still possible, by helping companies paying wages of their workers.

At the time of the MTE early recovery measures are in place and the priority is on supporting recovery of the sector and prevent poor workers from further resorting to negative coping mechanisms. In addition to providing direct income support to these workers, it is imperative to simultaneously address the issue of occupational safety and health (OSH). It is clear that if appropriate OSH actions are not taken when countries start easing lockdowns or other exceptional measures, there is a heightened risk of new infections in workplaces, which in turn will result in increased absenteeism and possibly (re)suspension of operations.

The project is supported by the *Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung* - Federal Ministry for Economic Cooperation and Development (BMZ). In the early stages of the pandemic, BMZ approached Vision Zero Fund (VZF) to take up this project. The approach, concept and proposal was discussed with the Steering Committee of VZF in March 2020. VZF had no particular experience in cash transfers, so a joint arrangement was established between VZF and other departments under the auspices of PARDEV

The Project is implemented jointly by SOCPRO and VZF (LABADMIN/OSH) in collaboration with Better Work. SOCPRO is the lead administrative unit. The Project is structured around two components: (i) Occupational, Safety and Health (OSH); and (ii) emergency cash transfers/income and wage support. The project operates income and wage support and OSH in Bangladesh, Cambodia, Ethiopia, Indonesia, and Lao PDR. The countries of Madagascar and Vietnam focus on OSH only.

The project has two Intermediate Outcomes:

- To strengthen occupational safety and health (OSH) protection measures to ensure that employers, workers and their families are protected from the direct and indirect health risks of COVID-19 and that workplaces are not negatively impacted by further outbreaks due a poor management of OSH hazards; and

- To cushion enterprises against immediate employment and income losses and compensate workers for the loss of income due to COVID 19 by providing wage subsidies and other cash transfers; and to facilitate “back to normality” by maintaining an employment relationship.

The achievement of these objectives is expected to lead to three key results:

- Cash transfers protect vulnerable worker in the garment sector from the impact of the COVID-19 pandemic.
- Policy options and e-payment solutions support governments and tripartite partners in the development and strengthening of national social protection systems in line with international social security standards including social dialogue.
- Strengthened OSH measures in factories in the garment sector reduce the exposure of workers to health hazards including COVID-19.

The focus of Component I is on OSH measures that are implemented under the auspices of the Vision Zero Fund (VZF) working and in close collaboration with the Better Work Programme (BWP).

Under Component I, the project supports the implementation of OSH-oriented actions to support national efforts to mitigate the possible OSH impacts of the COVID-19 pandemic in GSC’s and prepare for future epidemics/ pandemics. The component pays particular attention to vulnerable workers in the garment GSC, including women and migrant workers. The OSH component is divided into three components and seven outputs:

Component 1: Prevention of exposure to COVID-19 and associated transmission in the workplace

- *Output 1: Constituents’ efforts in the design and implementation of practical workplace prevention and mitigation measures are supported.*
- *Output 2: Public health measures with an impact in workplaces are in place.*
- *Output 3: Enhanced capacity of employers and workers on risk management and assistance in the development of preparedness and response plans for COVID-19 prevention at workplace*
- *Output 4: Enhanced awareness by all relevant stakeholders on the risks of COVID-19 in the workplace and effective responses.*

Component 2: Ensuring that policies are in place for future epidemics

- *Output 5: OSH issues are integrated into policy responses.*
- *Output 6: Emergency preparedness integrated into OSH management systems and policies at the enterprise level.*

Component 3: Providing support to workers and their families through the employment injury insurance system

- *Output 7: Provide support to modify the legal framework related to employment injury to include a flexible list of covered contingencies*

Component II focuses on providing income support for garments factory workers, facilitate employment retention and ultimately contribute to building strengthened and sustainable social protection systems. Firstly, the project extends existing social security benefits or implements an early recovery compensation mechanism for workers who have lost partially or fully their income, while promoting employment retention. Secondly, the project supports early recovery interventions that are aligned with the principles enshrined in International Social Security Standards and can serve as a basis for the development of more complete and sustainable social protection systems. These principles include:

- Pursuing the objective of universal and rights-based social protection.
- Consolidating the responsibility of the State as the primary guarantor of the right to social security.
- The principle of social dialogue and active engagement of the social partners.
- Making Official Development Assistance (ODA) part and parcel of the principle of solidarity in financing.

Strategy and implementation arrangements have been designed and adjusted to the context in each country to build on existing social protection mechanisms and to develop and/or further strengthen existing initiatives that aim at providing unemployment insurance. The MTE acknowledges that some of the component and output statements were set in a context where expectations were high, and some terminology has changed (i.e. employment injury).

Project Alignment and Contribution

The project contributes to Sustainable Development Goals (SDGs) 1, 3, 8, 10, 16 and 17. At the country level, all activities are aligned with United Nations (UN) support, including the UN support to national COVID-19 response plans. Social protection is identified as a priority under *Outcome 7: Adequate and effective protection at work for all and Output 7.2. Increased capacity of member States to ensure safe and healthy working conditions.*

The project contributes to three Flagship Programmes of the ILO: (i) Social Protection Floors for All (Social Protection Flagship); (ii) Safety + Health for All (OSH Flagship); and (iii) Better Work.

The emergency cash transfer component provides short-term early recovery support linking humanitarian assistance to long term development programming. The design of the transfers, including the development of selection criteria and transfer modalities, is based on ILO principles for strengthening social protection systems. The application of these principles is expected to facilitate the consolidation of the short-term measures into sustainable schemes at least their contribution to the development of policy options to be discussed towards long-term national social protection schemes. To this effect, the emergency cash transfer component is accompanied by a technical assistance component that allows supporting the development or further strengthening of national unemployment insurance schemes.

It is important to note that national unemployment schemes do take a long-time to develop and sustain. It is not expected that fully resourced and functioning systems will be in place by the end of the project duration, but there is an expectation that each CO make progress towards the institutionalisation of some key outputs that link to support of such schemes.

The project is also closely linked with the *COVID-19: Action in the Global Garment Industry*. The Call to Action aims to catalyse action from across the global garment industry to support manufacturers to survive the economic disruption caused by the COVID-19 pandemic and to protect garment workers' income, health and employment. This global action also calls for work on sustainable systems of social protection for a more just and resilient garment industry. The Call to Action sets out urgent priorities and specific commitments for organizations across the industry to endorse as the first step to collective action to achieve these goals.

The project also aligns with the ILO's Social Protection Floors Recommendation 2012 (No.202). Recommendation 202 provides guidance to member States in building comprehensive social security systems and extending social security coverage by prioritising the establishment of national floors of social protection accessible to all in need. Key objectives of Recommendation 202 include:

- in establishing and maintaining national social protection floors as a fundamental element of national social security systems;
- in implementing their floors within strategies for the extension of social security that progressively ensure higher levels of social security to as many people as possible, guided by ILO social security standards.

An analysis of alignment of individual country responses to Recommendation 202 is contained in a later section of the report.

Social Protection and OSH in Target Countries

The following section provides a quick snapshot of existing Social Protection systems in countries where the project is operating. The analysis is not exhaustive but seeks to present key strategies and policies to which the project aligns.

Bangladesh

Social protection in Bangladesh is embedded in Article 15(d) of the National Constitution (1972). It is also a strategic priority under the National Social Security Strategy (2015)³ and its accompanying action plan (2018). Both these documents propose options to establish a National Social Insurance Scheme (NSIS) covering sickness, maternity pay and protection, old age pensions, workplace accidents and unemployment benefits for workers in the formal economy.

The NSIS has not been established to date. However, Bangladesh does operate a total of 114 disparate social protection programmes centred primarily on food distribution and cash transfers. The programmes are quite uncoordinated and are not aligned to a single social protection framework.

During COVID-19, the Government of Bangladesh sought to maintain support through existing social protection programmes. A key focus was to continue payments under various cash transfers including: (i) the old age allowance; (ii) allowances for widows; (iii) deserted and destitute women; and (iv) financial involvement for the disabled. Complementing these cash transfer programmes, the government also implemented a Food Friendly Programme (FFP) aimed at establishing food distribution over a two-month period.

This support complements the provision of cash transfers to laid-off workers in export orientated industries managed by the Ministry of Labour and Employment (MoLE).

For OSH, Bangladesh has only ratified category or sector specific conventions on OSH. The country has not ratified *key international labour standards on OSH policy*, namely the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) and the Occupational Safety and Health Convention, 1981 (No.155) The Labour (Amendment) Act 2013 makes a large number of amendments to the Labour Act 2006 and, particularly, introduces several provisions aimed at improving workplace safety.⁴

Cambodia

Cambodia has a developing social protection system which was initially reflected in the National Social Protection Strategy for the Poor and Vulnerable (NSPS-PV) from 2011-2015. The strategies raised expectations for increased spending and coverage but at the completion of the strategy, little progress has been realised.⁵

³ Please refer to: <https://www.social-protection.org/gimi/gess/ShowResource.action?id=55817>

⁴ Ibid

⁵ Please refer to: https://www.oecd.org/countries/cambodia/SPSR_Cambodia_ebook.pdf

A revised approach was adopted in 2016 with the instruction of the Social Protection Policy Framework 2016-2025. The policy framework aims at harmonising, integrating and strengthening existing schemes and expanding the social protection floor to respond to all contingencies throughout the life-cycle. The system envisioned rests on two main pillars: social assistance and social insurance⁶. The framework foresees major legal, institutional and financial reforms to support a gradual expansion of coverage, in line with the country's expanding economy and fiscal space.

In responding to the COVID-19 situation, the government reserved USD300million of the national budget for social protection support for a period of six-months (June-December 2020). The *Covid-19 Cash Transfer Programme for ID Poor Households* was Cambodia's first nationwide programme providing direct financial support to a full range of vulnerable citizens.

OSH in Cambodia is guided by the Labour Law (1997) with a specific chapter devoted to OSH (general provisions, inspections and labour health services). In 2008, a law of Social Security Scheme (work related accidents and compensation) was enacted, and 11 ILO conventions have been ratified to date.⁷

Ethiopia

Social protection is a key component of Ethiopia's overall development policy and associated frameworks. The government has developed a series of policy frameworks for social protection that envisage the expansion of social protection to cover a greater proportion of the population against associated risks. Importantly, the government has committed itself to finance social protection schemes from domestic resources rather than donors.

The National Social Protection Policy of 2014, together with the accompanying strategy (NSPS) and action plan, outline a long-term vision for social protection based on two critical objectives. First, that social protection be scaled up to cover a larger proportion of the population against a broader range of risks. Second, that domestic sources finance a greater proportion of spending.⁸

In response to COVID-19, the government initiated a *COVID-19 Economic Impact Responses Assessment and Policy* which sought to identify potential threats to the economy and outlined relevant strategies to address these through existing programmes and social protection frameworks. The government also issued guidance on measures that would ensure the safe and reliable continuation of flagship social protection programme – the Productive Safety Net Programme (PSNP)⁹ For both, the public works requirement was temporarily suspended, and payments were delivered in advance and in a lump sum. With financial support from development partners, the government also provided additional cash and in-kind support to 42% of existing RPSNP and about 18% of existing UPSNP clients.

Ethiopia has had a regulation on OSH since the 1940's. The Ministry of Labor and Social Affairs (MOLSA) is the state organ that regulates workers' safety and health in workplaces, both private and state owned. MOLSA and its regional networks have an organizational structure lined to the periphery. Ethiopia is one among the many countries from around the world that have adopted ILO Convention No 155 of 1981 in 1991 which resulted in two major regulations: Labor Proclamation No. 377/ 2003 and Labor Proclamation No. 515/2007 on public civil servants. The national level policy on Occupational Safety and Health (OSH) has recently been developed and approved (July 2014) by the Central government. Including the 8 core conventions (i) Elimination of forced labour 29/1930 & 105/1957; (ii) Freedom of Association and Right

⁶<https://www.usp2030.org/gimi/RessourcePDF.action;jsessionid=Srb4Ufg8FfgV5EL6G0SoHK6bzE3M2KpEla8LaiZ9lh6f3sr7OkpZl-692971084?id=54243#:~:text=The%20Royal%20Government's%20long%2Dterm,development%20and%20national%20economic%20growth.>

⁷ <https://www.jisha.or.jp/international/training/pdf/cambodia2019.pdf>

⁸ <https://www.oecd-ilibrary.org/docserver/9ce809d8-en.pdf?expires=1620708467&id=id&accname=guest&checksum=19C807E0525EA35BDF5AD05AFAF99CC0>

⁹ The PSNP consists of two projects - Rural Productive Safety Net Project (RPSNP) and Urban Productive Safety Net Project (UPSNP)

to Collective Bargaining 87/1948 & 98/1949; (iii) Abolition of Child Labour 138/1973 & 182/1999; and (iv) Elimination of Discrimination in employment 100/1951 & 111/1958.

Indonesia

Indonesia has built a solid foundation of social protection, which includes social assistance programs in the form of a conditional cash transfer (*Program Keluarga Harapan*), education cash transfer (*Program Indonesia Pintar*), food assistance (*Sembako*) and more; labour market programs and worker protection schemes (*Kartu Pra Kerja*), and social insurance programs (*Jaminan Kesehatan Nasional*, *Jaminan Kecelakaan Kerja*, *Jaminan Kematian*).

Indonesia's social protection system consists of contributory schemes (health insurance and employment insurance programs) and non-contributory schemes (social assistance programs financed by the government through general tax revenue).

Based on Law No 40 of 2004 on the national social security system (Sistem Jaminan Sosial Nasional – SJSN), four health and employment insurance schemes are currently being implemented: (i) national health insurance (Jaminan Kesehatan Nasional – JKN); (ii) casualty or work injury compensation (Jaminan Kecelakaan Kerja – JKK); (iii) survivors' benefit (Jaminan Kematian – JKM); (iv) old age savings with disability benefit (Jaminan Hari Tua – JHT) and: 9v) elderly pension (Jaminan Pensiun – JP).

Under Law No 24 of 2011 the government established the Social Security Agency for Employment (BPJS Ketenagakerjaan) and the Social Security Agency for Health (BPJS Kesehatan) to manage these schemes.¹⁰

The government of Indonesia announced a national response package to the pandemic with additional state budget allocation of USD 20.3 billion.¹¹ Social protection made up USD 5.5 billion of this amount. The focus of support was on:

- Expansion of conditional cash transfer programme and staple food programme. Cash allowance for the programmes is increased.
- Budget allocation for Pre-employment card (Kartu Pra Kerja) is doubled to IDR 20 trillion. The cardholders are entitled to receive training and allowances. The scheme intends to help 5.6 million laid-off workers and informal workers among others.
- Electricity bill discount for 3-months.

Indonesia has a long history in OSH. OSH regulation in Indonesia has long been in place; the Act No. 1 Year 1970 on Safety. The Manpower Act (Law No. 13, 2003) stipulates in Article 87 that “*every workplace shall implement an occupational safety and health management system*”. The GoI has ratified the ILO Convention on OHS, 187 (2006) concerning Promotional Framework on Occupational Safety and Health through 10 National Profile on OSH in Indonesia Presidential Regulation No. 34 Year 2014 on the ratification of ILO Convention No. 187, and Maritime Labour Convention 2006 through Law no. 15 Year 2016 on Ratification of the Maritime Labour Convention 2006.

Lao PDR

The Government of Lao PDR has developed a national social protection strategy and a strategic framework towards the progressive implementation of a social protection floor (SPF) for the people of Lao PDR.

In September 2020, the Government inaugurated the *National Social Protection Strategy (NSPS) 2025* and a Joint Programme to “*Leave No One Behind: Establish the basis for social protection floors in Lao*

¹⁰ <http://www.tnp2k.go.id/download/33117200829-TNP2K%20The%20Future%20of%20Social%20Protection-Full%20Report-EN.pdf>

¹¹ https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-jakarta/documents/publication/wcms_755786.pdf

PDR” The Government of Lao PDR recognizes the role of social protection in reducing poverty and inequality and in promoting socioeconomic development and social cohesion. Working to improve the conditions of the poor is as essential for this strategy, as is ensuring that those who have already achieved adequate income security will not fall back into poverty. The NSPS targets to promote, expand and improve the implementation of social protection policies and to contribute to human capital development in Lao PDR, while also contributing to the goals and objectives of other relevant sectoral and socioeconomic development plans. To achieve these, the NSPS states its vision until 2030, and defines its goals, strategic objectives and activities for developing the social protection system until 2025. Vision 2030 and Goal 2025 seek to strengthen and further develop the three pillars of social protection in Lao PDR, namely: health insurance, social security and social welfare.

The Government also issued the Decree on Endorsement and Promulgation of the NSPS, No. 224/PM on 1 April 2020. The NSPS includes a Vision for 2030 that will allow all Lao people to access a basic social protection floor, especially health insurance, social security and social welfare, equitably, effectively and sustainably. The NSPS also defines a goal for 2025, for the improvement and effectiveness of the national social protection system through expansion of coverage and provision of better-quality services to all people. The three main objectives of the NSPS are: (i) health insurance, (ii) social security; and (iii) social welfare.

Coverage of the National Health Insurance (NHI) scheme has expanded significantly. Still, when the income protection component of social protection is considered, a large number of people, especially workers in informal employment and households dependent on agriculture, are not protected.

The Government has recently launched a national cash transfer programme to cover expectant mothers and children under the age of 3 in poor districts. The programme aims to ensure necessary nutrition during the first 1000 days of a child’s life. This can help the poorest from the negative effects COVID-19.

Madagascar

The National Social Protection Policy was adopted in 2015. Since 2015, the government has established the basic elements of a targeted social safety net system. The SSNP has launched three cash transfer programs for poor and vulnerable households: the Productive Safety Net Program cash-for-work, the Human Development Cash Transfer for families with young children, and the FIAVOTA response for drought affected households in the South and crisis response. To date, these programs have reached around 2.5 million people.¹²

The government has recently accepted a loan from the World Bank to support the Social Safety Net Project. The project will ensure continuity of the cash transfers to most of the current households and beneficiaries. The project builds on the initial COVID-19 emergency cash transfer program, to build longer-term resilience of poor and vulnerable households in urban areas. The project will further strengthen the accompanying measures for the beneficiary households to develop human capital and provide them with opportunities to seek a sustained improvement in their living conditions.

Various documents regulate OSH, the main Act being the Labour Code, which includes all the provisions of the Code of Hygiene, security and work environment. Various regulations lay down a number of other provisions concerning HIV-AIDS, specific hazards, medical service. Within the Ministry of Public Service, Labour and Social Laws, a National Labour Council has been established, which is a tripartite body for

¹² <https://www.worldbank.org/en/news/press-release/2021/03/10/madagascar-150-million-additional-financing-to-strengthen-the-national-social-protection-programs-and-accelerate-the-cov>

consultation, dialogue and monitoring, that can establish technical committees such as the Committee on Health and Safety.¹³

Vietnam

The Social Insurance Law passed in June 2006, and amended in 2014, covers public and private employees in the event of disability, sickness, maternity, work injury, unemployment insurance, and old-age on a compulsory basis. Since 2008, informal sector workers are eligible, on a voluntary basis, for the retirement and survivor pension scheme. The Party Central Committee's Resolution No. 15- NQ/TW of 2012 set a target of 50 per cent of the workforce covered by social insurance by 2020. The Government is pushing further the reform with an intention to ensure the right to adequate social protection of all residents by 2030. In April 2017, the Government adopted a Master Plan for Social Assistance Reform to 2030 (MPSAR).

Vietnam has ratified two of the key OSH conventions, the Occupational Safety and Health Convention, 1981 (No. 155) and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187).

With the passage on 25 June 2015 of a new OSH Law, Vietnam has for the first time extended legislative OSH protections to all workers, including workers in the informal economy. In particular, the new OSH Law includes the establishment of an injury compensation system for workers in the informal economy, which constitute over 60% of the country's workforce. The legislation includes the establishment of a voluntary occupational accident and disease insurance scheme for informal workers and the provision of information and education on OSH.

Objective and Scope of the EA and MTE

The assignment had two objectives:

Evaluability Assessment (EA)

- To examine and review the extent to which the project can be evaluated in a reliable and credible manner.

Mid-Term Evaluation (MTE)

- To assess progress achieved and whether the project is on track for implementing and achieving its intended objectives.
- To assess at the project design and management set-up at mid-term of project implementation and provide recommendations for necessary improvements to the management arrangements of the project or other remedial action on the project approach and implementation.

Approach, Methodology for EA and MTE and Overall Limitation

The evaluation applied a qualitative approach and methodology to complete both the EA and MTE. The EA and MTE was completed by a sole evaluator during the period of April-May 2021. SOCPRO provided overall oversight and guidance to the EA and MTE.

EA

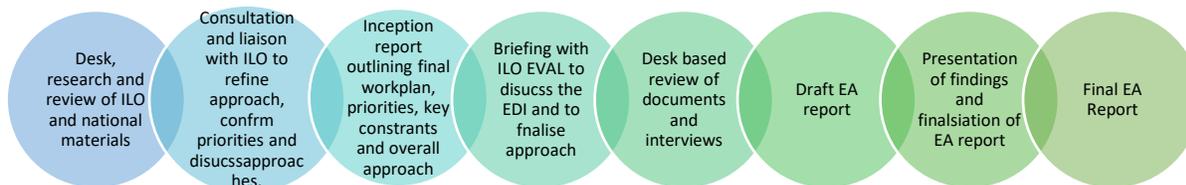
Data and information were primarily collected through a document review of available project documents. The evaluator addressed the EA questions contained in Annex 2 based on the evidence provided and on professional judgements.

To complement the document review, individual interviews were also conducted with key staff within the ILO, both at the HQ (SOCPRO and LABADMIN/OSH and VZF) and within ILO CO's. The interviews sought to

¹³ https://www.ilo.org/dyn/legosh/en/f?p=14100:1100:0::NO::P1100_ISO_CODE3,P1100_YEAR:MDG,2015

probe further into the questions and to generate information and data that can be applied to address the questions. The approach and methodology applied is outlined in Diagram 1 below

Diagram1: Approach to EA



The methodology was participatory and primarily qualitative in nature. Following the document review, a series of semi-structured interviews were held with relevant ILO stakeholders. These stakeholders were identified based on their involvement in the design and implementation of the M&E system and also their on-going implementation and management of the system.

The EDI uses definitions of “readiness and within each of the assessment criteria a series of “readiness” questions are applied to determine a final rating. This results in an assessment of the current situation across project components against each of the factors considered to be “good practice” in identifying areas of alignment or capacity gaps.

MTE

The MTE was conducted in parallel with the EA. The MTE relied on both primary and secondary data sources.

Primary Sources: Relevant key persons enlisted in Annex 3 of this report were the primary sources of information for the MTE.

Secondary Sources: Desk review of relevant documents enlisted in Annex 4 and further suggested by ILO provided the basis for this MTE.

The MTE relied on a document review, key informant interviews (KII) and group discussions. Data was collected from key stakeholders and partners in relevant areas of support and technical assistance. All interviews were held via online platforms (i.e. Zoom and Microsoft Teams).

Limitations

All EA’s, evaluations and reviews have limitations. Some limitations pertaining to this EA and MTE included:

Time and Resources: the rigour of the data gathering analysis was constrained to some degree by the time available. The evaluator was not able to meet with all key stakeholders, particularly for follow-up meetings and discussions. However, the evaluator worked closely with the ILO to identify and select key stakeholders to meet with during the interview process.

Remote Working: Due to the COVID-19 situation it is difficult to conduct face to face meetings and interviews. The evaluator was unable to travel to partner countries. However, the evaluator has conducted five recent evaluations for the ILO and has established solid working practices for the completion of respective evaluations.

Language related challenges: Not all stakeholders were able to speak English. Given the broad nature and scope of the program, it was not possible to have every language covered or to involve ILO CO staff. The evaluation sought external support with translation and also prepared questions to allow for written responses in languages most comfortable for participants.

Evaluability Assessment Guidelines: The EDI guidelines are comprehensive; however, the focus of the EA is just on one section. It didn't cover all aspects and requirements of a sound M&E system.

Judgements: the time limitations mean that professional judgements will need to be employed to interpret stakeholder perspectives.

Attribution: The Project operates in a fluid and dynamic environment and many factors influence performance and operational efficiency. Defining and identifying specific areas of attribution remain challenging.

Evaluability Assessment

The introduction of Agenda 2030 and the United Nations (UN) Sustainable Development Goals (SDGs) is an important approach to promote effective and sustainable development. It also requires UN agencies to maintain a renewed focus on effective M&E. The establishment of core indicators and targets for SDGs has placed strong emphasis on the need for effective M&E systems and associated capability and capacity to effectively track progress in implementation and management. In addition, heightened attention to accountability and transparency means that M&E information and data needs to be both accurate and robust.

Since 2017, as per GB decision, projects with budgets over US\$5 million must undergo two mandatory evaluability assessments: (i) a M&E appraisal conducted by EVAL of the project proposal prior to approval; and (ii) an EA within one year of start-up.

The EA builds upon EVAL's monitoring and evaluation (M&E) appraisal results. The EA serves two purposes: (i) to review the quality of the project's M&E plan and systems in the light of implementation realities; and (ii) to recommend changes in the Theory of Change (ToC) and results frameworks to make the project evaluable. The specific outputs of an EA are:

- A revised set of M&E plans, including baseline and milestone data, or a clear indication of how the project is collecting these.
- Short findings report for each of the project outcomes including specific suggestions for improvements; and
- A summary overview of issues, with recommendation of systemic improvements for the project and office to make.

The questions contained in the EDI focus on relevance, managing for results and accountability and transparency.

Assessment of Evaluability

The purpose of this section of the report applied the ILO's Guidance Note 1.3 Section III – *Evaluability Review During Project Strat-Up Phase* to the Project to assess the relevance, applicability and functioning of the current system and to provide commentary and guidance on possible areas for improvement and strengthening.

Given that the project operates as emergency and humanitarian intervention, some flexibility is maintained as Guidance Note 1.3 is focused more on longer-term development interventions. The EA considers these factors but also takes a view that the emergency element of the project will eventually

lead into a longer-term development project. The assessment was completed from 10-30 April 2020. The EA covers: (i) intervention logic, risks and assumptions; (ii) Quality of indicators, baselines, targets and milestones; (iii) Means of verification/measurement and methodologies; (iv) Infrastructure, human and financial resources; (v) Partner participation and use of information

Findings are shown in “dashboard” format for each of the criteria contained within the EA. The colour coding for the four point readiness assessment is as shown below:

Table 1: EDI readiness assessment of Project

Rating Level	Code
Not relevant to the project	1
Unsatisfactory Quality	2
Satisfactory Quality	3
High Quality	4

It is important to note from the outset that the project does not have an individual M&E plan or framework. A logframe does exist. For the assessment below, the evaluation used the ProDoc, logframe and the simple M&E Plan to inform the overall assessment.

Intervention logic, risks, and assumptions

Question	Quality Assessment Criteria and Findings	Follow-up Plan and Actions	Ranking
<p>1.1 Has the situation been properly analysed?</p>	<p><u>A problem statement has been formulated through a situation analysis, baseline study or other evidence.</u> The ProDoc provides a problem analysis and an assessment of the context of COVID-19 impacts on respective countries, economies and sectors. It provides a basis for engagement and details the challenges experienced by participating countries as a result of COVID-19. An advantage of the approach was that each participating country provided relevant information related specifically to individual countries. OSH components applied a uniform and comprehensive RARP tool that was used by all project countries to assess the situation at the design phase. A standardised version of the tool is available: (wcms_781022.pdf (ilo.org)). This provided a sound and accurate base upon which to structure the project.</p> <p><u>Stakeholders have been identified.</u> Stakeholders have been identified in each participating country. The key contact points are respective ILO CO's. The project relies primarily on existing tripartite relationships as an initial step. However, some key stakeholders were not fully engaged, particular respective health authorities (Ministries and Departments). These stakeholders are now critically important and play a significant role in the formulation of policies and strategies related to COVID-19.</p> <p><u>The target population has been differentiated.</u> The ProDoc provides details on the target population and has disaggregated this information by country and gender. The population data comes from national sources and has also been verified through individual assessments of factories and work locations. However it is noted that this data could have been verified further. There are some instances of over and under-stating numbers which has led to some changes in approach.</p>	<p>No further action required at this stage. However in future it would be prudent to allow sufficient time to collect and verify data and information, particularly if the information is used to formulate budgets. There is also opportunity to implement an inception/preparedness phase that will allow for the checking and verification of information and also to review workplans and deliverables.</p>	
<p>1.2 Are the programmes/project's overall objective clearly defined?</p>	<p><u>The intervention specifies its contribution to the long-term ILO priorities and outcomes.</u> The project is closely aligned to ILO policies and outcomes. The project contributes to SDGs 1, 3, 8, 10, 16 and 17. At the country level, all activities are aligned with UN support, including the UN support to national COVID-19 response plans. Social protection is identified as a priority under <i>Outcome 7: Adequate and effective protection at work for all and Output 7.2. Increased capacity of member States to ensure safe and healthy working conditions</i>. The project contributes to three Flagship Programmes of the ILO: (i) Social Protection Floors for All (Social Protection Flagship); (ii) Safety + Health for All (OSH Flagship); and (iii) Better Work.</p> <p>The project also aligns to the ILO's normative instruments, notably C102, C168, R176, R202, R204 and R205.¹⁴ The latter affirms <i>"the need to develop and strengthen measures of social protection, as a means of preventing crises, enabling recovery and building resilience"</i>, and recommends <i>"stabilizing livelihoods and income through immediate social protection and employment measures"</i>, while promoting active labour market policies and programmes as well as sustainable social protection. The project links specifically to Recommendation 202.</p> <p><u>The intervention specifies its linkage with DWCP objectives, CPOs, national strategies, and the international development frameworks, including SDG targets.</u> The ProDoc makes specific reference t to key international standards, policy outcomes and ILO norms and standards but doesn't fully align them to defined outcomes in the document. . However the review does indicate that the project links with Decent Work Country Programs (DWCPs) and relevant</p>	<p>The project has two clear objectives related to OSH and emergency cash transfers. No further action required.</p>	

¹⁴ Annex II provides a brief description of these standards.

	<p>national strategies, both for social protection and OSH. However it is noted that the project should also align to humanitarian response guidelines and frameworks also -principals of “do no harm” (e.g. SPHERE standards¹⁵) could be referenced in future proposals</p> <p><u>The intervention is linked to specific topics of the ILO’s mandate (e.g., cross-cutting policy drivers) as well as pro-poor focus and inclusion of people with disabilities.</u> The ProDoc makes specific reference to cross-cutting policy drivers and seeks to promote opportunities for women, marginalised groups and people with a disability. Monitoring systems should ideally pick this information up as well and represent the data in a disaggregated manner. The latest progress report is not clear on this and is an area for improvement.</p> <p><u>The proposal sets out a clear and holistic approach to capacity development based on a capacity assessment of key partners in the results strategy.</u> The project doesn’t have a specific capacity development focus and no specific capacity development approach and strategy has been included in the ProDoc. It is noted that the OSH component has a strong focus on training. Ideally this would be formalised as part of a broader capacity strategy and aligned to the broader work of VZF and Better Work. In doing so, this would enable broader monitoring and reporting tools to be applied to support project implementation.</p>		
<p>1.3 Does the document contain a strategy or Theory of Change for dealing with the problem?</p>	<p><u>The project has a Theory of Change/intervention model that reflects the logical connection between the project’s situation analysis and its objectives and outcomes.</u> The project does not have a Theory of Change (ToC). It is likely that this was not included due the humanitarian/emergency nature of the project and also the timeframe to mobilise and develop a proposal. However, it would be good practice if the project was to develop a ToC, particularly as a means to link in with broader development outcomes. ToC thinking and mapping are important strategic processes. In the context of the project it would have assisted in mapping out to process and transition from emergency to longer-term development interventions</p> <p><u>The intervention explains what, how and why of the intended change process, specifying causal links, mechanisms for change and assumptions.</u> The project does not clearly outline to the linkages between proposed interventions and expected results and outcomes. It is contained implicitly in the narrative but isn’t directly linked to expected results and outcomes. Ideally assumptions would be contained at a minimum within a logframe (or even a ToC if it was in place). The application of a ToC would provide a basis to improve the narrative.</p> <p><u>The intervention concentrates on dealing with root causes (causal logic established).</u> The project does highlight the root causes of the issue in respective sections of the ProDoc. The project is responding to immediate issues related to CoVID-19 and the impact is has had on the garment sector.</p> <p><u>The intervention is relevant to the needs of the target group(s).</u> The project is directly relevant to the needs of target groups. However it makes several assumptions about the willingness of factories and workers to participate. Broad numbers of workers are provided but there is little detail regarding individual country and sector needs. Obviously, this is to streamline administrative purposes and the emergency situation does not allow for detailed assessments. It would be prudent to follow-up as part of the final months of the project to assess broader needs and align these to a possible new intervention that builds on the results of this project.</p>	<p>Consider developing a ToC in the lead up to a final evaluation and as part of the possible development of a follow-up “flagship” program. The application of ToC would support a stronger design process and help attract other donors and sponsors as part of a longer-term development intervention.</p>	

¹⁵ Please refer to <https://spherestandards.org/>

<p>1.4 Does the document contain satisfactory immediate objectives / project outcomes?</p>	<p>Immediate objectives (IOs) clearly state the final situation to be achieved and the target groups that will benefit. The ProDoc is somewhat confused with its language. It identifies two “intermediate” outcomes but doesn’t contain any longer-term goals or objectives (or an expected end of project outcome). In addition, the project highlights broad components and expected results but then identifies individual country level outputs and results. While the intent of the approach is clear, it does lead to some confusion and mixed understanding. Ideally, a ToC or logic diagram would provide a simple outline of the inter-connectiveness and inter-relation between various levels of the results hierarchy. Ideally it would be useful to apply consistent language. It appears global results are considered as outputs, but country level results are outcomes. From a M&E perspective this should be reversed with outputs at country level (and possible intermediate outcomes) leading to broader global changes/outcomes.</p> <p>IOs describe the conditions under which the performance is to be observed IOs describe the standard which must be met in order for the performance to be considered acceptable (criteria). As indicated previously, IO’s are not clearly stated. That said, the ProDoc does provide useful context for each country as to how the results will impact on specific conditions. Further narrative would be useful as to “what expected change” is anticipated and how the project will transition from an emergency response through to a longer-term development initiative.</p>	<p>Consider developing a diagrammatic ToC of logic structure which highlights the linkages between expected results across the entire project and anticipated results at the country level.</p> <p>Look to apply standardised and consistent language, particularly in relation to the use of outputs and outcomes.</p> <p>Provide further clarity as to how the project will transition from a humanitarian/emergency response to longer-term development program.</p>	
<p>1.5 Are assumptions, risks and mitigations adequately identified?</p>	<p>The principal restrictions to achieving outcomes have been identified. The ProDoc and project documentation is light on the assessment of risk and associated assumptions. The MTE provides some guidance on this issue. The project operates in a complex and fluid period of time, particularly across seven different countries. A detailed risk assessment and development of an associated risk management plan would be useful.</p> <p>The risks associated with each strategy for achieving project outcomes have been identified. No risk management plan has been prepared. However it is noted that a project risk register has been included in the progress report.</p> <p>The risk mitigation measures are clearly defined, and are supported by theory, logic, empirical evidence and/or past ILO experience. Not in existence and ideally would be good to have one in place.</p> <p>Assumptions have explicitly been presented for the project logic to hold true. As above.</p>	<p>Consider developing a short risk management plan that highlights potential risks as well as associated assumptions. It is noted a project risk register is included in the latest progress report. Suggest that this is attached to the ProDoc as a key annex.</p>	
<p>1.6 Partnerships for sustainability of results</p>	<p>The project articulated an exit or transition strategy for its support. The project does not have a formal exit strategy in place. Appreciate that the proposal was prepared in a short-timeframe. It is recommended that a transition plan is developed in the remaining time, particularly for activities that will continue to be picked up by other interventions (e.g. OSH and Better Work). Another option is to commence work on a possible extension or transition phase project that links the emergency intent of the project to a longer-term development initiative.</p> <p>Plans exist to hand over the project gradually and effectively to national partners (as appropriate). The project does not have a formal handover plan. It is evident some discussions have occurred at individual country levels to transition certain elements, but these should be captured in a formal document that is included as part of the final report.</p> <p>The project established a knowledge management strategy with national partners and civil society, as appropriate. The project has developed a formal knowledge management strategy. The focus is primarily on reporting and a mid-term and a final evaluation. However the project has developed a list of knowledge management materials for OSH to be developed and handed over (disaggregated by country). No reference is made to tools and formats related to cash transfer.</p>	<p>Consider developing a short transition plan that draws upon individual strategies currently being discussed at the country level. The plan could be attached to the final report and discussed with BMZ as part of the final wrap-up of implementation.</p> <p>If a transition plan is not appropriate, then consider developing a project extension proposal or a new project design to transition to a longer-term development project.</p>	
<p>Recommendation to CTA/project team:</p>			
<p>Recommendation 1: The project should develop a simple ToC or logic structure that summarises key expected outcomes and the causal linkages from each country that contribute to anticipated outcomes. Another option would be to highlight key outputs and outcomes and link specific countries to respective interventions.</p>			

Recommendation 2: Develop a short risk management matrix and plan to highlight key risks and identify appropriate strategies to mitigate and manage such risk.
Recommendation 3: Develop a short transition plan that formalises approaches in respective countries. The plan can be attached to the final report.

Quality of indicators, baselines, targets, and milestones

Question	Quality Assessment Criteria	Follow-up Plan and Actions	Ranking
2.1 Are indicators appropriate proxies for the IOs?	<p>There is a logical fit between indicators and outcomes, meaning the indicators measure the intended result. The project has a detailed logframe which contains a breakdown of expected results by country. The logframe covers both OSH and wage subsidy/income support elements. As indicated in the previous section, an overall ToC or logic structure would assist visually in seeing the linkages between respective country programs and anticipated overall outcomes, results and the causal linkages between them. Another consideration is to try and identify standardised outputs that cover all countries. The current disaggregation leads to some duplication and overlap of expected results.</p> <p>IOs enable reporting on progress under specific SDG targets and indicators. As indicated earlier, IO's have not been identified. There are sufficient information/targets in the logframe to draw conclusions and to report against higher level results (e.g. DWCP and SDGs). The development of a comprehensive ToC and associated IO's and linkages to key outputs would be an ideal approach to allow better reporting (and evaluation). It will also assist in aligning interventions to broader DWCP's and SDG indicators and targets.</p>	Consider the option to develop an overarching logframe that streamlines the number of outputs and indicators. For example income support could have one expected result and indicator (# of persons who receive benefits). This would be one line item that could be reported upon. The country level breakdown can remain for internal reporting and management.	
2.2 Are indicators of quality?	<p>Indicators include a clear definition of what is being measured. Identified indicators are clear and appropriate for the work being implemented. To strengthen the process further, ideally it would be helpful to have specific definitions as to what is being realised (e.g. what does wage support mean in the context, same with capacity development training). Having distinctions between these will enable clear identification as to what is being implemented.</p> <p>Indicators measured intended results. Indicators are linked to specific results. However, targets against most indicators are not entirely clear. It would be hoped by the mid-point of implementation some targets have been defined and included. It is strongly recommended that where gaps remain, that targets are populated (where possible) to provide stakeholders with a degree of progress. Also an important accountability and transparency tool as well.</p> <p>Indicators are SMART. Indicators are generally SMART and meet requirements. It is assumed that all indicators are for a maximum of one year (given the duration of the project is 12-months).</p> <p>Indicators allow to capture gender equality, non-discrimination, and people with disabilities concerns. Indicators do allow for the collection and presentation of disaggregated data. The logframe is a little unclear in places as "female workers" are represented but these appear to be country tools. Best to try and represent the breakdown of both men and women who are receiving benefits.</p>	Suggest updating the logframe to ensure targets (where appropriate) are stated. Also look to provide better disaggregation of results.	
2.3 Is Baseline information collected for each indicator?	<p>A baseline exists for each indicator. Baselines have not been identified for each indicator. The EA does not necessarily believe that baselines are required for each indicator but there should be information included where appropriate. An update of the logframe and associated targets is proposed and has been raised in the previous section.</p> <p>Baselines are specific to the programme/project. Where they have been identified, baselines are relevant and appropriate.</p>	A review of the logframe is proposed to review all indicators and to update targets where information is included. Also suggested to review all baselines as well.	

	<p>Baseline clearly describe the situation prior to the intervention. There is no baseline section in the ProDoc. This would be a useful addition to explain how data was collected and where it was sourced from to inform the targets.</p> <p>Data is available to track the baseline. The logframe contains information that allows for the tracking of progress against baseline information (where it has been included).</p> <p>Baselines permit comparison of results. There is scope for comparison for these indicators that have baselines and targets. Please refer to commentary earlier in this section.</p>		
2.4 Are targets established for each indicator?	<p>Targets are specified for all indicators. Not all indicators have targets. This may have been due to information not being available at the time or that data collection approaches had not been fully elaborated. As indicated in the previous section, the logframe should be reviewed and updated with additional information that is now available.</p> <p>Targets were computed by adding amount of change desired to baselines. In some cases this has occurred, but it is difficult to ascertain for those indicators and result areas that do not have defined baselines and/or targets available.</p>	Seek to update the logframe in line with the suggestion above.	
2.5 Are milestones identified for each indicator?	<p>Milestones provide a clear sense of the time frame for achieving results. This is not entirely applicable for this project given the 12-month duration of project implementation. It is expected that all interventions will be for the full time frame of 12-months. If an extension or new design is considered, then it would be possible to consider establishing some milestones for longer-term interventions.</p> <p>Milestones are identified for all indicators. As above.</p> <p>Milestones provide a clear sense of progress made for achieving goals. This is linked to the statements above. However in the design of the project, good practice would try to dictate a “mid-point” of implementation to help guide the MTE and to provide detailed recommendations on areas of over- and under-performance.</p>	Consider for future programming and project design, the importance of establishing milestones (where appropriate) to help with the tracking of progress. This will avoid situations where targets remain unachieved until the final completion of activities.	
2.6 Can data be disaggregated to support performance reporting on areas of special interest for the ILO?	<p>Indicators, baselines, targets, and milestones will permit gender disaggregation and disaggregated data on other relevant concerns for the project. Where baselines and targets have been established, there is scope to include gender disaggregated data. This is of particular importance to the income support component which ideally should be seeking to have, at a minimum, equal representation of women and marginalised groups. In terms of OSH, training and exposure events would ideally be targeting 50-50 representation where appropriate and relevant.</p>		
Recommendation to CTA/project team:			
	<p>Recommendation 4: Project team to consider developing an overarching “summary” logframe that consolidates information into broad indicators and targets.</p> <p>Recommendation 5: Project team to undertake a “stocktake” of the current logframe and seek to update baselines and associated targets to present a clearer representation of what the project is seeking to achieve.</p>		

Means of verification/measurement and methodologies

Question	Quality Assessment Criteria	Follow-up Plan and Actions	Ranking
3.1 Does the document propose the	The proposal conforms with ILO evaluation policy guidelines by including the appropriate number of annual reviews, mid-term, and final evaluations. The ProDoc and associated M&E Plan outline a mid-term evaluation and a final evaluation. The	No further action required.	

appropriate combination of annual reviews, mid-term, and final evaluations?	Terms of Reference (ToR) for the MTE contains reference to the ILO’s policy guidelines and associated norms and standards for the completion of evaluation.		
3.2 Does an M&E plan exist to conduct monitoring and evaluation in a systematic manner?	<p><u>A monitoring and evaluation plan has been developed.</u> A monitoring and evaluation (M&E) plan “exists” but it is not to a standard expected for the ILO or a development assistance project. It is noted that this is an emergency project, but a M&E is still a useful tool, particularly as the project transfers to a longer-term intervention. The current M&E Plan contains a simple outline of approach and provides a link to specific social protection tools. Ideally a M&E Plan would contain more detailed information on users of information, key evaluation and monitoring questions and relevant data collection processes. The purpose of the M&E Plan is to operationalise the logframe and overall approach. It is a key strategic and management tool that is often overlooked. It is late in the implementation process now to develop one but should be considered a key lesson learned.</p> <p><u>The results framework includes actions to achieve appropriate M&E results (for example responsibilities and periodicity for data collection).</u> Without a detailed M&E plan, it is difficult to assess this question. However, the logframe does indicate data sources and reporting responsibility. One concern is that the reporting responsibilities are assigned to specific “country offices”. Ideally for indicators level work, responsible individuals would be identified to assume responsibilities for data collection and reporting.</p> <p><u>If applicable, comparison groups are included for impact evaluation purposes.</u> This is not applicable for this type of project.</p> <p><u>Information needs for performance reporting is well identified.</u> Information needs are not clearly identified or documented. It is assumed that information needs on the scope and reach of income support and the quality and reach of OSH training is support are key information needs. However these have not been clearly articulated. In addition, different constituents within individual countries may have specific information needs that are not reflected or captured. This is an area for improvement and could be discussed through respective tripartite meetings in each country.</p> <p><u>Roles and responsibilities for data collection, evaluation and reporting are specified.</u> As indicated above, country offices are identified as the main entities responsible for data collection and management. Whilst this appears obvious, good practice would identify specific individuals (or work units) within country offices to assume responsibility for information and data. This is a key lesson learned and is recommended for attention in future M&E Plans.</p> <p><u>Risks for the monitoring and evaluation system have been defined with identified mitigation strategies.</u> Risk and overall risk management remains quite weak for the project as a whole. This is somewhat surprising, given the significant risk profile of a project of this kind, particularly in working in emergency cash transfer and income support (areas not normally implemented through ILO systems). The ProDoc refers to risk in terms of risks to workers, factories, COVID-19 spread and working in COVID-19 environments. In light of these observations, a risk management plan and management strategy would have been a useful addition to a M&E Plan.</p>	<p>Ensure that a M&E Plan is developed for all ILO interventions, particularly for those over US\$5million.</p> <p>Proposed also to consider external assistance to develop a ToC and M&E Plan if there is insufficient capacity or time to prepare.</p>	
3.3 Are the data collection and analyses methods in the	<u>The methods proposed will lead to valid and reliable propositions.</u> Proposed methods are quite light on. Compounding the situation is that the donor appears to not request in-depth information. The only method proposed is a six-monthly progress report and a completion report along with a mid-term and final evaluation. Evaluations should be able to rely on quality		

M&E plan technically adequate?	<p>monitoring data that is routinely collected. There does not appear to be country level or central level data collection processes or strategy. Each country is to come up with individual approaches.</p> <p>A data gathering system to generate information on all indicators has been defined. There is no centralised or defined system for data collection and storage. Information is held in a decentralised environment within CO's. Whilst this may be in line with project implementation arrangements, M&E should remain a somewhat centralised function that supports and works with CO's.</p> <p>Methods are technically and operationally feasible with appropriate levels of efforts and cost for value added by the information. Proposed methods are limited. If the donor simply requested a progress report and a completion report then it could be assessed as being operationally feasible. However there is opportunity to leverage more information and data to justify future engagement, particularly in the cash transfer system as part of a broader focus on social protection.</p> <p>Sources of information are specified for all indicators. Sources of information are identified but many of these are "project monitoring reports¹⁶". It is unclear what these are and what information they collect. A detailed M&E plan would assist in outlining the sources of information. Ideally some important indicators would rely on more than one source of information.</p>		
Recommendation to CTA/ project team:			
	Recommendation 6: SOCPRO to ensure that all future projects have some form of M&E Plan that is specifically devoted to operationalising relevant ToC's and logframes. M&E Plans should be standardised documents and tools for all ILO interventions.		

Infrastructure, human and financial resources

Question	Quality Assessment Criteria	Follow-up Plan and Actions	Ranking
4.1 Is the budget for the evaluation properly expressed in the project budget?	The evaluation budget is on a separate line of the project budget. A separate budget line item is included for M&E.	One suggested action is to have a more detailed breakdown of the budget for evaluation purposes; however it is noted that budgets and costs have been agreed with EVAL for evaluation activities.	
4.2 Are there adequate financial resources in the evaluation budget?	The monitoring and evaluation budget is adequate for the size and duration of the project. Based on what is being proposed and the duration of the project, it appears the budget is relevant and appropriate. However further details on the content of the budget would be required to fully assess relevance and appropriateness. Resources have been identified and committed to ensure that predefined data will be collected and analysed. As indicated above, it is unclear how the M&E budget is to be broken down to make a full assessment of all proposed data collection and reporting requirements	Provide a detailed breakdown of the M&E budget for future reporting.	
4.3 Are there adequate human resources?	A member of project management has been designated to be responsible for M&E issues. Based on consultations to date, it appears that individuals are responsible for components (income support and OSH). There does not appear to be one designated individual. ILO EVAL provide oversight of evaluation functions. Social partners and beneficiaries expected to participate in monitoring and evaluation. There is an expectation that social partners are to participate. The extent to which they do is somewhat mixed. During interviews most social partners are	Ensure clear lines of responsibility are established	

¹⁶ This typically includes monitoring reports generated by implementation partners (where applicable), monitoring data collected by Better Work enterprise advisors (as mentioned in the logframe against relevant indicators), monitoring data collected by project teams such as training records/ reports, procurements and distribution records such as for PPE kits, inspection visit reports, direct observations during missions by CTAs where possible etc.

	<p>primarily external observers and are not included to verify and review information and data. This is appropriate given the time duration of the project and that it is not a capacity development exercise.</p> <p>Reporting mechanisms and products identified with clear responsibilities. As indicated earlier, roles and responsibilities at the CO level are not clear. SOCPRO may have clear lines of responsibilities, but a M&E structure is warranted (and should be included as part of a proposed M&E Plan).</p>		
4.4 Are organizational arrangements for M&E efficient?	<p>An M&E system is used for work planning, implementation, and reporting practices. It is hard to define the current structure as a system. The logframe is used to guide implementation and reporting. However a detailed system is not in place. It's likely that this is inappropriate given the structure and decentralised nature of the project.</p> <p>Tripartite partners engage in M&E and use information. Tripartite partners are involved in implementation and management. Following participation in project tripartite meetings, it is evident that partners are collecting data and using data and information to inform decision-making.</p>	To be assessed once a M&E Plan and system is operational.	
Recommendation to CTA/ project team:			
Recommendation 7: SOCPRO to provide further clarity in the M&E budget and to identify key roles and responsibilities for M&E functions going forward.			

Partners' participation and use of information

Question	Quality Assessment Criteria	Follow-up Plan and Actions	Ranking
5.1 Was the proposal designed in a participatory manner?	<p>Constituents and other stakeholders were involved in establishing project priorities and outcomes. It is evident from the rapid assessment tools that constituents and stakeholders have been involved in the design process. This has been a key strength of the approach to date and the high-level of engagement and involvement with existing and new partners has been a strength of the project.</p> <p>The areas of agreement and disagreement among constituents' priorities and outcomes are identified. Time was limited to develop the project proposal. However, all participating CO's have established tripartite committees either a stand-alone group for this project or utilise existing governance and management structure.</p>	No further action required at this stage.	
5.2 Was information from previous evaluations used to design the proposal?	<p>Lessons learned from past evaluations have been used to design the project. Given that cash transfer and income support is a relatively new function for the ILO, it is difficult to apply lessons from earlier projects. However with regards to OSH, the ILO has continued to apply approaches to work that are based on previous experience and available evidence.</p>	Lessons learned have been proposed as a key feature for the remainder of this project.	
5.3 Is there a plan for evaluation reporting and dissemination?	<p>The project has a communication strategy for evaluation results. The ProDoc doesn't explicitly outline a communications strategy for the project. However it does have an approach to collect and disseminate a range of knowledge management products. A separate learning and communication strategy has been developed and is applied.</p> <p>Evaluation results will be communicated to constituents and stakeholders in a timely fashion. The current MTE is an example of the dissemination of results.</p>	Apply the learning and communication strategy.	
Recommendation to CTA/ project team:			
Recommendation 8: Ensure the communication and learning strategy is applied and ensure partners are fully briefed on progress and have input into the achievement of results and associated learning and adaptive management processes.			

Overall Findings of the EA

EA's are often completed prior to the development of M&E frameworks and plans for a project, programme, or strategy. The EA presents information for consideration and looks at the context of what can be evaluated and what should be informed. It is a formative approach that highlights priority areas for assessment and the systems and structures that can be applied to support quality M&E.

For the project, the key challenge with the EA is that the project is an emergency response mechanism. The EA tool does not cover emergency contexts. Compounding the situation is that the assessment is occurring at the mid-point of implementation. Whilst project teams can accommodate EA findings and recommendations on multi-year projects, the current project is only 12-months in duration. This leaves little time to implement necessary adjustment and reforms to support improved M&E. However, it does present an opportunity to review, refine and enhance the overall approach, particularly as the project transfers to a longer-term intervention.

The commentary provided below is to build upon the findings outlined in the tables above and provide some insights around key strengths, challenges and priority areas for action going forward.

Strengths

The project can be “evaluated” but this is limited to specific outputs by country. The overall assessment is that the project can be evaluated but it would be difficult to assess and measure outcomes due to the short timeframe for implementation and the delays in implementation to date. In addition it is difficult to assess achievement across the entire portfolio of work given the different contexts and operating environments that exist within each target country. Therefore the focus should be on the achievement of key outputs and deliverables within each country. If a longer-term social protection/OSH project is to be developed, a broader outcome focused structure could be designed and implemented.

While the current project is categorised as an “emergency response” there are strong linkages to and opportunities for long-term development planning and implementation. The intention here is to highlight that while the project duration is short, and the focus is on emergency assistance, the project establishes a base to establish a more detailed project that seeks to promote social protection in a more targeted and holistic manner. The current project does seek to “influence” social protection measures in each country, but this is quite unrealistic when the project is only 12-months in duration and the focus is on cash transfers and OSH. Any contributions to broader social protection systems are output focused on best and will have limited time for implementation. However some positive steps have been taken in some countries (i.e. on-line registration system in Ethiopia and labour inspection guidelines in Indonesia).

The project undertook rapid assessments¹⁷ and mobilised support and consultation through its existing relationships with ILO country offices and existing work units (e.g. VZF and Better Work). The EA acknowledges that the project responded in a short-time frame to a donor request. There was limited time to implement an effective M&E framework and plan (including a ToC). However, the use of rapid appraisal documents at least provided a basis to establish strategies and to identify and target beneficiaries.

The level and engagement of the project through existing tripartite mechanisms is strong. It is unlikely that the project would or could have prepared a project proposal in a short time without good relationships and engagement with ILO CO's and through them, respective tripartite partners. Almost all partners in the CO's acknowledged that time was short and there was significant pressure to deliver. All

¹⁷ SOCPRO collected data on beneficiary data and OSH used a standardised tool. Important key difference.

COs commented on the quality of technical support and guidance provided through SOCPRO to prepare the ProDoc. One possible area for improvement is to ensure that government representatives are consulted in greater detail. In some cases, the proposed cash transfer placed government in a difficult situation to prioritise the garment sectors over others while the amount of funding available for cash transfer is dwarfed by the size of national government responses.

The project has sought to work to comparative strengths of the ILO whilst accommodating areas of work that are less familiar. Emergency cash transfers and income support are not normally the core mandate of the ILO. There have been a variety of opinions as to what and how the ILO should engage and promote the concept. A key strength is the willingness to learn from the experience and to ensure a renewed focus on long-term social protection outcomes. The project should also be viewed as an opportunity to continue working with partner governments to introduce new concepts of unemployment insurance and overall reforms to social protection more generally.

The decentralised decision-making process is important as it allows for flexibility and context specific decision-making, but this needs to be carefully coordinated and communicated. A positive strategic outcome was to ensure that COs took the lead in designing, implementing, and managing both cash transfer and OSH components. This allowed respective COs to respond to changing contexts and priorities and to build upon existing tripartite relationships. However with decentralisation comes a need to ensure clear lines of communication and overall roles and responsibilities. For instance, the monitoring and reporting of information and data can become ad hoc and quite fragmented if not coordinated.

Recognition that there are some shortfalls with regards to M&E within the project and the need strengthen overall approaches. This is taken as a positive there is recognition from the team that there are opportunities to strengthen M&E overall. Examples include, the development of the ToC, strengthening of the results framework, and a M&E Plan to guide implementation overall including roles and responsibilities and overall management.

The implementation of a communication and learning plan is positive and demonstrates a commitment to the utilisation of information and reflection and learning. The application of communication and learning is a core component of the overall M&E approach. The project's plan is appropriate and fit-for purpose. A focus of the final evaluation will be to assess how the plan was used and applied.

Challenges

The project requires a more detailed M&E plan and strategy. Logframes are one component of an overall plan. Data collection methods and processes should be elaborated in greater detail. The EA acknowledges that the project was designed in a short-time frame with a humanitarian focus. However good M&E should always form part of any intervention and ideally it should be “fir-for-purpose”. The project does have component of logframes, but they are somewhat incomplete and do require an update, particularly with regards to indicators and targets. The EA supports initial efforts to remain flexible but there is scope to review and update the logframe in the remaining months of implementation.

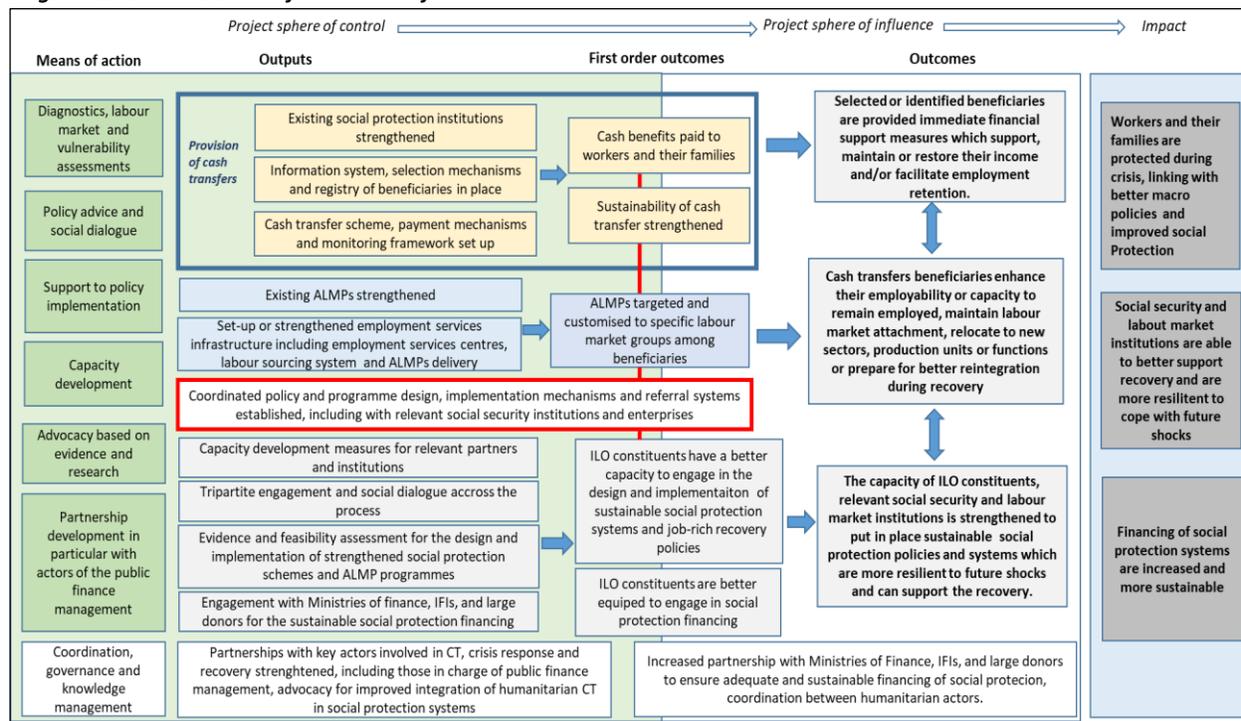
The ProDoc indicated that “detailed monitoring and evaluation plans per country with relevant M&E indicators will be developed, including based on rapid needs assessments, that also allow for the collection of sex disaggregated data and data on disability inclusion.” Unfortunately, this has not eventuated and reporting is limited. A progress report has been prepared but is quite “narrative heavy” with limited quantitative data to provide an overall assessment of progress and quality of results.

The ProDoc also refers to the “ILO's results measurement tool” to keep track of activities, record the institutional changes and results achieved in the countries (cash transfer delivery mechanism established) and the number of recipients of the cash transfers. The results recorded in this tool will allow to show the

contribution of the programme to the achievement of the SDG on social protection (notably SDG 1.3). This tool will also allow to disseminate knowledge on the programme to national and international stakeholders as well as a broader community on social protection outcomes. Unfortunately, it does not appear that this results measurement tool has been utilised or applied.

In supporting the development of a ToC, Diagram 2 highlights a possible ToC below that has been prepared by the PARDEV team. It provides an opportunity to develop a joint and shared approach to emergency cash transfers (and the project as a whole).

Diagram 2: ILO PARDEV ToC for cash transfers



Difficult to do higher-level evaluations and “impact studies” given time durations and a lack of defined methodology and data collection process. The EA does not support impact studies or overall outcome assessments. Care also needs to be taken to avoid country comparisons given the variety of contexts and operating conditions in response to COVID-19. The EA supports a focus on the assessment of quality outputs. That said, intermediate outcomes have been set and each country is expected to contribute to broader institutional/social protection influence. Even within individual country contexts, it is unlikely that this will be achieved or realised. A detailed M&E plan that outlined the approach to M&E would have provided clear clarity as to what was to be assessed and what would not be assessed. At present it is quite broad and open to interpretation.

Given the short-time frame to prepare, the ProDoc is not fully elaborated and as a result does not provide a clear outline of expected longer-term results and the overall process of transition to longer-term support. Whilst the focus of the project is on the short-term, the SOCPRO/VZF team to view this project as part of a longer-term package of support. As a result, M&E should also be positioned for the long-term. This would involve developing a detailed ToC that considers the initial emergency stage and the transition into a longer-term program. The PARDEV team have developed a draft ToC for cash transfers. This is a very useful start and OSH components could be added as a separate stream that links to shared impacts and “end of program outcomes”.

The allocation of roles and responsibilities for M&E is important and should be clearly detailed in the overall M&E approach. M&E is a critical component of any development intervention. Since M&E is an important support function to projects, it is imperative that clear lines of responsibility are detailed as to who is responsible for data collection, analysis and reporting of information. From the EA, it is evident that responsibility has not been taken by identified personnel but rather an ad hoc approach to data collection and provision of information is evident. This becomes more important a decentralised operating environment.

Proposed Actions

The EA acknowledges that there is only 6-months remaining on the project. Given that implementation is at the mid-way point, proposed actions are more focused on the future rather than making significant changes for the existing project. It also provides an opportunity for further planning and discussion as part of a new project design. Key proposed actions are detailed below.

The first proposed action for consideration is to **reinvest effort to develop an overarching ToC that seeks to summarise in broad terms the linkages between priorities and the causal pathways to change within (and between) each priority area.** The broad overall ToC should ideally sit within a revised M&E Plan as a means of summarising the linkages between components and also the alignment to higher order outcomes (DWCP, SDGs,). In addition to SDG's and DWCP's there are the overarching frameworks of the three programmes: Social protection, VZF and Better Work. The current logframe already links project's key outputs and outcomes to VZF's global results framework.

The second is, **to commence mapping out a long-term intervention that builds upon the emergency response project. The focus should be on interventions that support the enhancement of social protection systems within target communities.** Indications during the EA process reveal that the ILO is considering a longer-term intervention to build upon the lessons learned through this project. The mid-term evaluation is a useful base upon which to start structuring a new project/programme going forward.

Thirdly, **SOCPRO to review the logframe and associated targets and ensure these are updated in consultation with CO partners.** In the lead up to the final evaluation and project close out, it is important to have a complete results framework/logframe with updated targets and information. This will be useful for learning and assessment purposes and also provides a high degree of accountability and transparency to the donor and other ILO HQ departments. Importantly it is also useful for respective CO's to use as part of their on-going dialogue with partners in country.

Finally, the project should undertake a **learning event with all participating CO's.** The purpose of this intervention would be to review the intervention to date and identify what has worked well, what hasn't worked and what needs to be considered in the future. The learning event also promotes opportunities to share best practices and to build a support network across the application of emergency cash transfers, the linkages to longer term social protection and how OSH can be mobilised to provide long-term support as a result of COVID-9 impacts. Importantly, there is also scope to undertake a "deep-dive" into social protection systems globally that do work and identify possible strategies to work with respective national governments to strengthen relevant systems. This could form part of the next phase of project implementation.

Stakeholder Guidance

The following section prioritises some action points for consideration by different stakeholder. It helps coordinate a discussion about possible proposed actions going forward.

For SOCPRO/VZF

- Consider the role of M&E and the steps and actions required to review the existing documentation and identify a strategy to strengthen M&E.
- Review and refine the results framework to ensure targets are realistic, relevant and appropriate to the current interventions being implemented.
- Seek to engage internal and external M&E expertise to support improvements in developing a ToC and associated M&E Plan.
- Initiate a lesson learned session in the remaining implementation period (with CO's and other ILO HQ departments) to critically review, appraise and document key lessons learned with regards to M&E (and program implementation) as a whole

For Country Offices

- Support SOCPRO/VZF with the review of the project logframe.
- Clarify data collection tools and approaches to ensure a level of consistency across reporting for both emergency cash transfers and OSH activities.
- Undertake a review of priority areas for action to assist strengthening respective national social protection systems.

For other ILO HQ Departments

- Work with SOCPRO/VZF to develop and agree on a shared understanding and vision for the ILOs position on emergency cash transfers and how these are to be utilised and applied in the future.
- Provide comment and feedback on any possible revisions to the M&E approach for this project (and input into a future project design).

Key Conclusions of EA

The project responded well to the development of a ProDoc and associated approach to M&E in a relatively short-time frame. Considerable latitude needs to be provided given the project operates in a completely new context and cannot be treated as a traditional development project. That said, the project is short-term in nature and is likely to evolve into a longer-term intervention. The EA provides a very useful basis upon which to commence more detailed planning around M&E efforts. Considerable lessons have been learned and the EA analysis provided above provides guidance on how best to structure M&E going forward. Key points to note:

- Development of a TOC or logic structure to map out proposed interventions and the alignment of how emergency (and longer term) cash transfers feed into social protection systems and how OSH can complement the implementation of such systems.
- Careful structuring of results frameworks/logframes to provide clear and concise guidance on defined indicators and associated targets.
- Articulation of standardised approaches to data collection and “context specific methodologies” that align to established approaches already applied within partner country contexts.
- Use of available and secondary data within partner countries. Also to ensure alignment to existing policies, strategies and frameworks related to social protection and OSH requirements.
- The inclusion of learning and reflection as a critical component of M&E approaches.

The project has done an admirable job in establishing the system. There are some gaps, but a foundation has been set to better strengthen M&E to underpin implementation and management arrangements. It is important to note that strong and robust monitoring systems require resources, both human and financial. In a decentralised project this investment should also be made at the country levels, in future projects

Key recommendations for the EA are included in the recommendation section at the end of the report.

Mid-Term Evaluation

The approach for the MTE followed those established by the Organisation for Economic Cooperation and Development/Development Assistance Committee (OCED/DAC). The MTE also adhered to the guidelines for conduct of evaluation established by the United Nations Evaluation Group (UNEG) and the ILO's own evaluation guidelines as well.¹⁸

The MTE was completed in parallel with the EA. A total of 63 people (16 ILO HQ staff, 20 ILO field staff, 15 government representatives, 10 worker and employer representatives, and 2 workers) were interviewed and consulted as part of the evaluation process. The purpose of the MTE was to review progress to date and to provide practical guidance and recommendations for the remaining implementation period. The evaluation also sought to promote an active learning approach to critically review and appraise the overall approach to the project and identify key learnings to support future engagements and planning.

Key MTE Findings

The following sections provide key findings and analysis against the OECD/DAC criteria. The findings also lead to key learnings and a series of practical recommendations and guidance for consideration by stakeholders.

Relevance

At first glance, emergency assistance and humanitarian responses are not the “core business” of the ILO. This would lead to an initial assumption that the project is not relevant. However when considering the context of the COVID-19 and the global reach of its impacts, particularly for vulnerable and marginalised workers, the relevance of such a project becomes more apparent.

In viewing the project through this lens, it can be concluded that the project has a high degree of relevance. COVID-19 has exposed the importance and need for adequate, appropriate and context specific social protection systems. External shocks, such as pandemics, have exposed the fragility of weak and in some cases non-existent social protection systems. Countries across the world, were generally unprepared to deal with the human and economic shocks derived from COVID-19. As the world grapples with secondary spreads and infections, the emergency remains, and therefore the need for projects that provide emergency assistance.

When viewed from the perspective of the SDG's, the project aligns to SDG 1,3,8,10, 16 and 17.¹⁹ The project is also aligned to relevant country level COVID-19 response plans which place priorities on workers, employment and maintaining economic activity while respecting health protection measures. Many of the national plans and strategies of partner countries contained emergency cash transfer and income support measures. As of May 2020, a total of 168 countries world-wide had planned, introduced or adapted social protection programmes in response to COVID-19, primarily using emergency cash transfers²⁰.

In response to these emergency measures, there was a growing consensus and global commitment amongst UN agencies to increase the use of humanitarian and emergency cash assistance²¹ and to better

¹⁸ The ILO policy guidelines for results-based evaluation and technical and ethical standards are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation. Ref: ILO EVAL Policy Guidelines Checklists 5 and 6: “Preparing the evaluation report” and “Rating the quality of evaluation reports”.

¹⁹ SDG 1: No Poverty; SDG 3: Good Health and Well-being; SDG 8: Decent Work and Economic Growth; SDG 10: Reduced Inequality; SDG 16: Peace and Justice and Strong Institutions; and SDG 17: Partnerships to achieve the Goal.

²⁰ ILO social protection monitor on COVID-19 : <https://www.social-protection.org/gimi/ShowWiki.action?id=3417>

²¹ Among others, the Grand Bargain, work stream 3 on Cash: <https://interagencystandingcommittee.org/increase-the-use-and-coordination-of-cash-based-programming>

link it with social protection systems.²² In the context of the crisis, both *the UN framework for the immediate socio-economic response to COVID-19* and *the Global Humanitarian Response Plan to COVID-19*²³ advocate the use of emergency cash transfers. These complementary frameworks stress the need for coordination between cash transfer programmes delivered through humanitarian channels and the socioeconomic response to support social protection systems.²⁴

The project aligns to the UNDAF and relevant DWCP's which place a focus on social protection for works and the importance of social dialogue to achieve this end. The project also aligns to the ILO's normative instruments, notably C102, C168, R176, R202, R204 and R205.²⁵ The latter affirms "*the need to develop and strengthen measures of social protection, as a means of preventing crises, enabling recovery and building resilience*", and recommends "*stabilizing livelihoods and income through immediate social protection and employment measures*", while promoting active labour market policies and programmes as well as sustainable social protection.

International agreements such as the *COVID-19: Action in the Global Garment Industry* and the "*Call to Action*" aim to generate and mobilise support and engagement across the global garment industry to support manufacturers to survive economic disruption and economic shutdowns and lockdowns. The "*Call to Action*" also seeks to promote a longer-term agenda that seeks to support the development and promotion of sustainable social protection systems to underpin not only the garment sector but broader working populations as well. The project responds positively and proactively to these agreements.

From an OSH perspective, the project is closely aligned to the objectives and mission of the Vision Zero Fund (VZF)²⁶ which *aims to eliminate severe or fatal work-related accidents, injuries, and diseases in global supply chains (GSCs)*. As outlined in [VZF Strategy 2019-2023](#) VZF pursues an approach that mobilizes all relevant stakeholders to act collectively to address the underlying root-causes of workplace accidents, injuries, and diseases.

- **Component 1:** Ensuring commitment to and participation of constituents, global companies, and other relevant stakeholders in VZF actions that promote collective action at global and country levels.
- **Component 2:** Creating and sharing a transparent knowledge base on OSH in close collaboration with constituents, global companies, and other stakeholders.
- **Component 3:** Based on the transparent knowledge base, facilitating social dialogue for collective action on OSH amongst constituents, global companies, and other stakeholders, resulting in the development of action plans, or other
- agreements to which constituents, global companies and other relevant stakeholders express commitment.
- **Component 4:** Supporting the implementation of such action plans or agreements through the development and expansion of the knowledge base on OSH in GSCs, the provision of technical support, the facilitation of social dialogue, and promotion of sectoral or local leadership.

²² Grand Bargain subgroup on linking cash and social protection, "[Linking humanitarian cash and social protection for an effective cash response to the Covid-19 Pandemic](#)", May 2020. The ILO is a member of the subgroup and has signed-up to the Grand Bargain.

²³ Several UN agencies already manage large-scale cash transfers with or on behalf of governments, amounting to some \$2 billion in cash-based transfers delivered in 2019 alone. United Nations, "A UN framework for the immediate socio-economic response to COVID-19", May 2020.

²⁴ "the response should explore the use of established humanitarian delivery channels to expand support (e.g. cash transfers/social protection systems)" ([UN framework for the immediate socio-economic response to COVID-19](#)); "connections should be sought with socioeconomic impact assessments supported by UNDP, and with Cash Working Groups to inform programming decisions including multipurpose cash transfers" ([Global Humanitarian Response Plan to COVID-19](#)).

²⁵ Annex II provides a brief description of these standards.

²⁶ The ILO administers the Fund, and implements its projects. VZF is a central component of the ILO's Safety and Health for All Flagship Programme.

Evidence suggests that emergency cash transfers are an important component of short-term emergency and humanitarian responses. This has led the ILO and its constituents, along with key line ministries and development partners to consider and reflect on possible approaches and responses on how to establish rapid and temporary cash transfers as well as to build upon and expand existing cash transfer programmes with a longer term development perspective that includes strengthening social protection systems. However for the ILO to remain relevant in this space, it requires further internal coordination and communication to clarify exactly the role it is to play

The ILO need to determine if they wish to be in the business of emergency cash transfer and income support. It is a complicated area that often competes with other UN agencies (e.g. UNHCR and UNDP) who are better structured and have appropriate systems and policies to support. Emergency cash transfers are primarily a short-term option that have little to do with the longer-term system and policy changes required to establish and implement functioning social protection system. However it is noted that emergency cash transfers could be an entry point to the development of long-term contributory (e.g. unemployment insurance, sickness benefits) or non-contributory social protection systems as well as to extend social security coverage to workers in the informal economy.

Whatever is decided, the ILO needs to establish a position paper or strategy to clearly outline a “joint approach” across all function units to have a united front when it comes to emergency and humanitarian responses and the use of emergency cash transfers. A draft position paper has been prepared by the PARDEV unit which proposes and ILO strategy to its engagement in cash transfer work. It proposes: (i) Integrated and sequenced approach for larger and sustainable impacts; (ii) Extending and harnessing partnerships; (iii) Pursuing the objective of universal and rights-based social protection (iv) Social dialogue and active engagement of the social partners; (v) Good governance, sustainability, adequate and defined benefits, prescribed by national laws, and the State as primary guarantor of the right to social security ; and (vi) Solidarity in financing and financial sustainability of social protection.

Whatever the outcome, the ILO continues to maintain strong relevance in the support of social protection system and has demonstrated an ability to apply emergency cash transfer and OSH components to an emergency context and has delivered solid results aligned to country priorities and plans.

Effectiveness

The project operates a decentralised model which is appropriate given the range of countries and stakeholders involved as well as individual country COVID-19 response plans which vary in approach and scope. Decentralised models require a high degree of consultation, communication, and partnership. The ILO is well positioned for projects of this nature. The ILO’s experience and expertise make it uniquely positioned to link emergency cash transfers with social security institutions, employment policies, labour market institutions, support to enterprises, transition to the formal economy, thereby operationalizing the humanitarian-development nexus and helping to accelerate the post COVID-19 recovery.

ILO’s tripartite structure brings together those directly involved in and affected by policy development and implementation, relevant Ministries and workers and employers through their most representative organizations. Social dialogue leads to strong and consensus-based solutions, particularly in times of crisis.

The project has engaged well with all constituent partners in each country of implementation. Tripartite structures provide a solid base for engagement and support. These existing structures underpin social dialogue. In some instances, COVID-19 specific tripartite structures have been established under the umbrella of broader formalised structures. This allows for the introduction of agencies and organisations who may normally sit outside formal tripartite arrangements to be actively involved.

The decentralised management structure enabled COs to coordinate and address context specific issues to address immediate challenges. A centralised model would have been less efficient and led to further delays in implementation.

Interviews and consultation recognise strong partnership arrangements between tripartite partners, ILO CO's and SOCPRO. COVID-19 travel restrictions make it difficult for face-to-face engagement and support. However SOCPRO has pivoted support and CO's are responsive and welcoming of the input and support that has been provided to date.

One area for future consideration is to consider broadening the level of engagement. In most cases, the Ministry or Department of Labour tends to be the main focal point in the tripartite relationship, however with the onset of COVID-19 it is ministries and departments related to health and finance that wield significant power and influence over the economy, often determining lockdowns and shut-downs and mobilising significant resources for social protection support. A key lesson from the project to date is for broader engagement with these authorities to ensure alignment to individual country COVID-19 strategies and to raise profile and influence, particularly with the alignment of social protection measures. This is not to suggest Ministries of Labour are replaced, but rather the ILO needs to expand coverage and network, particularly considering pandemic or emergency response initiatives.

The mainstreaming of ILO principles is a core feature of the overall approach to the project and does differentiate it from traditional emergency and humanitarian approaches. A key rationale for the mainstreaming of principles was to ensure social protection remains front and centre of implementation. The application of principles was applied for three main reasons:

- CoVID-19 has revealed that all individuals are vulnerable, and that social protection plays an important role in responding to emergency situations.
- Countries that have social protection (or developing) systems have more opportunities to respond (e.g. Laos)
- Principals provide opportunities to link to apply social dialogue to promote the strengthening of social protection/OSH systems.

In responding to these points, the application of ILO mainstreaming principles is critical. The ILO have made good progress in applying standards, social dialogue gender quality and non-discrimination. A key point of evidence is evidence of progress towards Recommendation 202. Recommendation 202 provides guidance to:

- establish and maintain, as applicable, social protection floors as a fundamental element of their national social security systems; and
- implement social protection floors within strategies for the extension of social security that progressively ensure higher levels of social security to as many people as possible, guided by ILO social security standards.

An assessment of compliance across the Project to alignment of Recommendation 202 is provided in the table below. Table 2 is provisional and further consultation is required. Information has been sourced from existing documents and feedback from partners.

Table 2: Alignment of Emergency Cash Transfers to Recommendation 202

Recommendation 202	Alignment				
	Bangladesh	Cambodia	Ethiopia	Lao PDR	Indonesia
Universality of protection, based on social solidarity;	✓	✓	✓	✓	✓
Entitlement to benefits prescribed by national law;		✓	✓	✓	✓
Adequacy and predictability of benefits;					
Non-discrimination, gender equality and responsiveness to special needs;		✓	✓	✓	✓
Social inclusion, including of persons in the informal economy;	✓	✓	✓	✓	✓
Respect for the rights and dignity of people covered by the social security guarantees;		✓	✓	✓	✓
Progressive realization, including by setting targets and time frames;		✓	✓	✓	✓
Solidarity in financing while seeking to achieve an optimal balance between the responsibilities and interests among those who finance and benefit from social security schemes;		✓	✓	✓	
Consideration of diversity of methods and approaches, including of financing mechanisms and delivery systems;			✓		✓
Transparent, accountable and sound financial management and administration;		✓	✓	✓	✓
Financial, fiscal and economic sustainability with due regard to social justice and equity;					
Coherence with social, economic and employment policies;		✓	✓	✓	✓
Coherence across institutions responsible for delivery of social protection;		✓	✓	✓	✓
High-quality public services that enhance the delivery of social security systems;		✓	✓	✓	
Efficiency and accessibility of complaint and appeal procedures;					
Regular monitoring of implementation, and periodic evaluation;					
Full respect for collective bargaining and freedom of association for all workers; and		✓	✓	✓	✓
Tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned.	✓	✓	✓	✓	✓

In progressing social protection measures, future projects should support partner countries in the development of systems and strategies that align to Recommendation 202. Consultations to date indicate a desire to continue supporting respective countries strengthen social protection measures.

The application and mainstreaming of guiding principals have led to some delays in the establishment of emergency cash transfer mechanisms. One of the selling points to obtain the BMZ funds was an ability to “quickly mobilise” resources and cash through existing ILO mechanisms. On the face of it, the application of standards; social dialogue and tripartism; gender equality and non-discrimination; and environmental sustainability, notably in beneficiary selection, policy dialogues, policy partnerships, partnership frameworks is complex and not entirely appropriate for an emergency response. However upon reflection, it is important to attempt to apply these from the outset as it sets the foundation for future engagement and programming.

The application of ILO systems and approaches related to standards, social dialogue and tripartism and non-discrimination has been the key reason for the “delays”. A considerable amount of time has been invested to verify workers and ensure workers that receive support meet relevant selection criteria.

Despite the delays, the application of principles is a key result and sets the ILO approach apart from other emergency responses. The initial delays have led to a more effective system as there is greater confidence in the system and targeted workers have been identified, verified and checked. Each country has taken its time to ensure the process is followed. Feedback from tripartite partners indicate the importance of following the system and it has established a foundation and model for future programs and approaches. This is a strength of the approach, and the ILO has done well to ensure systems are followed as the potential risk the ILO related to mis-appropriation of funds far outweighs criticisms of delays related to perceived “slowness” in the process.

It is important also to reflect on the “delays” through a COVID-19 lens. As indicated in the relevance section, the COVID-19 situation does remain fluid and dynamic. Even as of May 2021, two participating emergency cash transfer countries are in lockdown (Cambodia and Laos) and for OSH, Madagascar is closed also.

OSH approaches have proven effective across all countries. This is not surprising, given the strategic advantage and expertise of the ILO in this area. OSH has pivoted well to focus on the “health” aspect of OSH and has deployed strategies such as personal protection equipment (PPE), hand sanitiser and washing facilities and training on COVID-19 responses. The emergency response has laid the foundation for OSH activities to progress forward. There is strong demand across all participating countries to continue with OSH interventions as revised working standards and approaches will remain for the longer-term. This provides a basis for OSH to focus on both safety and health elements into the long-term and to deploy strategies that continue to raise the profile of OSH in all aspects of employment and social protection measures.

The project also demonstrates good coordination with other ILO and government initiatives. The ILO has operational capacity through its CO’s, the Better Work Programme, and the VZF. However ILO need a shared vision, particularly at HQ on how to position and implement emergency cash transfers while following and meeting ILO standards and expectations.

Effectiveness of Management

Overall there has been a coordinated approach to implementation and management based on good social dialogue. However, as indicated in earlier sections there have been some delays in implementation and management which are based on the original context and time pressures.

Compounding the situation was that CO’s were quite ambitious initially about the time and resources required to achieve respective government approvals. As a result, work schedules and implementation plans were somewhat inaccurate and did not reflect the challenges national government faced in responding to the pandemic, particularly those with limited and inefficient social protection systems.

Despite the challenges, CO’s have implemented a series of innovative approaches as part of their work. In Vietnam, the CO has demonstrated strong approaches to working with new partners (WHO and Ministry of Health). In Ethiopia, the CO has established a website/portal registration system which allows for factories to make direct applications and also to register workers. In Cambodia and Laos, CO’s in consultation and agreement with tripartite partners, have sought to review definitions of workers to ensure complete coverage and also to ensure efficient distribution of funds. In Indonesia, Laos and Bangladesh a strategy of engagement with third-party service providers is a unique approach to promote

effective and efficient distribution. It is important that this approach is evaluated as a possible approach going forward for future emergency responses.).

The decentralized nature of the project allows for administrative modalities to maintain a degree of flexibility to address short-term requirements. However the linkage between emergency assistance and long-term development requires more support and capacity. The application of emergency cash transfers (and emergency work generally) is not normal business for ILO. Therefore there is scope to consider option around future support, particularly in the transition to longer-term development.

The lack of resources has severely hampered management and implementation for both emergency cash transfers and OSH. The MTE understands the desire to ensure more funds were to be provided to workers, however good development programming requires the allocation of resources to support and underpin implementation and management arrangements. This is a key lesson for the future. The commitment of CO staff involved in both emergency cash transfer and OSH are to be commended for their work and commitment despite resourcing constraints.

CO's have received appropriate support from political and technical actors. SOCPRO/VZF/LABADMIN have provided appropriate support for emergency cash transfers and OSH. Better Work has also supported the implementation of OSH and have also supported implementation of elements of the project in core components. Generally there has been internal agreement based on good social dialogue internally and also with external partners and stakeholders. Political engagement has been sound but significant challenges and reputational risk to COs were evident initially in dealing with national governments on prioritising garment sector workers over other productive sectors of the economy. CO's, through social dialogues, have generally navigated this situation well but it did place significant pressure on CO's operations and relationships with respective governments.

Efficiency

The project has maintained a relatively tight budget and has ensured maximum benefit is transferred to implementation (emergency cash transfer and OSH). As raised in the effectiveness, section, the undercutting of resources for ILO implementation and management is an oversight and a lesson learned. Whilst the intent of minimising administrative costs for an emergency response is admirable, it has ended up costing the project more in terms of loss of time, lack of dedicated resources and general confusion and frustration by COs over time and budget allocations and the allocation of work responsibilities.

Despite humanitarian and emergency responses, it is still important for organisation to ensure there is adequate resources across the project to ensure it can be implemented and managed appropriately. As a guide, humanitarian agencies tend to allocate approximately 7% of total budgets to management and administration purposes.²⁷

The project would have realised greater efficiency if it had allocated resources and had designated people identified. This is not to suggest staff are recruited but clear consultation with COs and VZF teams could have identified spare capacity which could be assigned. Rather it appears that assumption have been made and CO's have been left to pick up the "slack" and maintain work programs and timeframes.

The result of cost saving has meant that some outputs and deliverables have not been delivered in a timely manner. As indicated from interviews, some CO's staff view this project as a *"evening job"* or *"as part-time role when I have time"*.

²⁷ Please refer to OECD guidance on humanitarian budget allocations. www.oecd.org

Expenditure to date is quite low (Diagram 1). However this does not present a complete picture. For emergency cash transfers, Laos is nearly complete, Indonesia has commenced planning for a second disbursement and Cambodia and Ethiopia have completed application of standards, selection and verification. Disbursements are likely to occur in the next month or so. Additional support is required for Bangladesh.

OSH work is being implemented according to schedule and disbursements are occurring according to schedule. On-going lockdowns in countries hampers the ability to visit factories, undertake assessments and complete training. Once lockdowns are removed, it is likely that OSH activities across countries will ramp up quickly.

Diagram 3 and Table 3 below summarises project budget and expenditure, as of May 2021.

Diagram 3: Project Budget and Expenditure (as of May 2021)

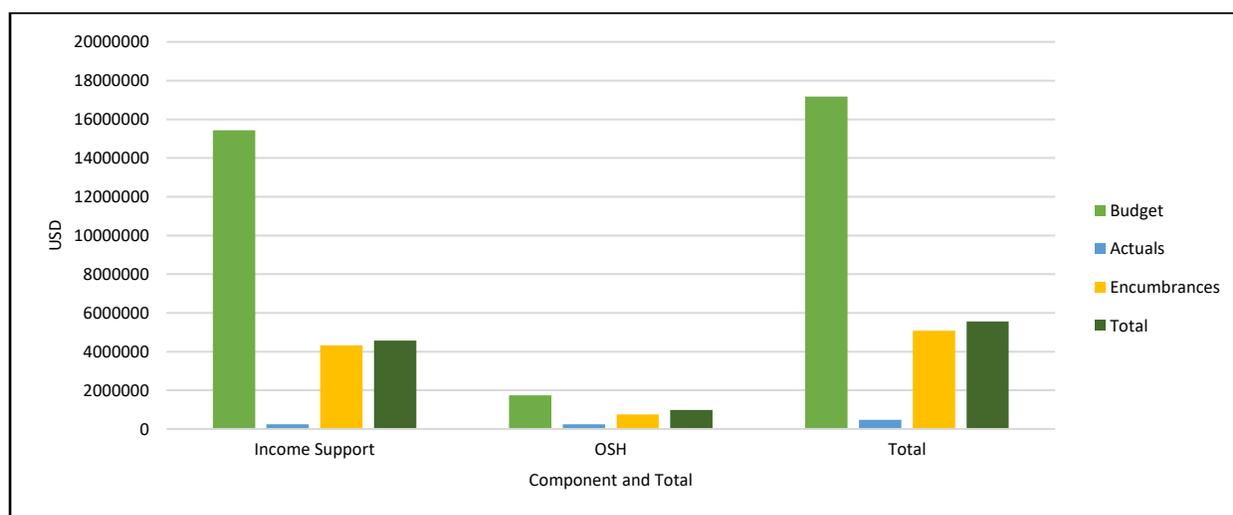


Table 3: Raw data of project budget and expenditure (as of May 2021)

Component	Budget	Actuals	Encumbrances	Total	Delivery Rate
Income Support	15,439,351	240,595	4,322,944	4,573,539	30%
OSH	1,740,743	240,180	748,281	988,461	57%
Total	17,180,094	480,775	5,081,225	5,562,000	32%

The MTE has confidence that all funds will be disbursed, and all outputs delivered (albeit slower than expected). However when placed in contact and as described in earlier section (e.g. application of standards), it is clear that expenditure will accelerate once the cash disbursements occur. Further details on the achievement of results are provided in the following section.

Results Sustainability and Impact

Despite the challenges and delays with emergency cash transfers, the project has made some positive progress across key outputs. Table 4 below summarises the key results achieved to date.

Table 4: Summary of key results by country and component

Key Output	Target	Achievement
Bangladesh		
Output 1.1 RMG sector's workers received wage subsidy and retained employment relation in response to the impact of the COVID-19 pandemic.	45,000	0

Output 1.2 Policy options and e-payment mechanism available for the government and global supply chain partners to develop an Unemployment Insurance for the formal sector	1	0
Output 1.3 Reinforced OSH measures in the enterprises of the garment sector	1,000 infirm staff	TNA underway.
Cambodia		
Output 2.1 Maternity allowance to every garment female workers (with children between 3 months and 27 months) in factories that have suspended operations, through NSSF	22,500	0
Output 2.2 Employers and workers in the garment sector benefit from better employment protection measures through RGC measures.	1 (target not clear)	Social dialogue
Output 2.3 OSH measures in the garment factories are reinforced	No target	26 labour officials from national and 2 regional levels.
Ethiopia		
Output 3.1 Workers incomes temporarily protected from the impact of COVID-19	40,000	0
Output 3.2 Selected factories are supported to repurpose their production to COVID-19 prevention products	Not relevant	Funding from elsewhere
Output 3.3 Health and Safety of workers protected	100 factories 15 OSH committees 4 regions 32 factories disinfected	35 factories 15 OSH Committees 2 regions 14 factories
Indonesia		
Output 4.1 Workers are protected through temporary and partial income replacement and employment retention in the garment sector in Indonesia.	109,000	
Output 4.2 Strengthened OSH measures in the garment industry	198 factories 350,000 workers 2 guidelines	198 factories supported 300,000 workers covered. 1 guideline developed
Laos		
Output 5.1 All garment factory workers registered in LSSO (approx. 18'500) receive a wage subsidy	18,500	
Output 5.2 Employers in the garment sector are supported to maintain their operations during the crisis	0	Later in ears
Output 5.3 Strengthened OSH measures in the garment industry:	50 factories 54 dormitory members	15 factories 56 dormitory members
Madagascar		
Output 6.1 OSH Support	200 workers and employer representatives 400 LI's receive PPE 76 factories 10 sessions	93 35 LI 76 factories visited 2 sessions
Vietnam		
Output 7.1 OSH Support	200 participants 1000 workers	120 service providers (40 enterprises) 549 workers

The results above indicate the most countries are in a position to achieve key results and outputs. As indicated, emergency cash transfers have been slow but can be explained by the application of principals and standards and also individual country contexts with regards to lockdowns. OSH work is progressing according to plan and schedule and has a high chance of success and sustainability.

Key risks to sustainability centre on the linkage between emergency response and longer-term development. The results achieved to date need to be aligned to a broader social protection agenda as indicated in the effectiveness section around Recommendation 202. The project to date has provided a foundation (and associated lessons learned) as to what is possible and where entry points exist to continue working with respective national/partner governments to develop and strengthen existing systems. Key risks to sustainability include:

- Viewing emergency cash transfers as a “one-off” intervention.
- OSH activities return to traditional approaches with a focus on occupational safety aspects. The project has promoted the “health” element as a priority and evidence suggests both safety and health requirements are equal priority to promote sustainability.²⁸
- Lack of engagement around learning and reflection on approaches. The project has revealed a number of key lessons that need to be discussed, shared and documented and reported on.
- A long-term intervention focused on long-term team outcomes that seek to influence social protection and OSH will provide an opportunity for many of the interventions and lessons learned to date to be sustained into the longer term and demonstrate an important linkage in the transfer of emergency assistance to long-term development.

The project has demonstrated strong tripartite engagement and social dialogue with partners. Levels of ownership remain high. In most countries, special technical tripartite working groups have been established to complement existing structures. These groups are well represented, and interviews indicate that they are useful in terms of making relevant selections, overseeing implementation and making decisions. Discussions with all tripartite partners indicate strong existing relationships and that COs consulted in a proactive and positive manner to inform of project intentions, overall approaches and to seek feedback and guidance on proposed interventions.

OSH remains a key focus from a sustainability perspective given the experience to date. The project and ILO are in a position to build upon good practices and seek to continue work with VZF and support application of OSH in other programs where appropriate (e.g. Better Work).

The use of emergency cash transfers needs to be considered and carefully reflected upon. Obviously, cash transfers are an important component of social protection systems, but the ILO need to consider the time required, systems required and overall link to longer-term social protection measures. There is a strong opportunity to learn from the experiences to date and formally document key lessons and map out strategies to replicate good practices.

The application and mainstreaming of principals and guidelines are a good result and has underpinned the development of systems. This is a key differentiate and a positive result of the ILO. It also grounds the emergency response into a focused package of support. This is important as it avoids a common challenge

²⁸ LABADMIN/OSH and VZF do have a strong focus on ‘health’ in all their work. The difference in the case of COVID 19 is that although it is not technically an ‘occupational health’ issue, workplaces are one of the key triggers of spreading the disease, meaning that workplaces ‘elevate’ the risk of this disease and hence dealing with this requires a shift from traditional understanding of occupational health and warrants new approaches that cater to contagious disease related risks assessment and preparedness and preventive measures. In summary integrating these measures in workplace related OSH policies, capacities and practices should be a key long-term focus.

with humanitarian and emergency responses that can be viewed as “dumping” or inefficient and un-targeted and uncoordinated response mechanisms to expedite expenditure and meet requirements.

At this stage the MTE would not recommend any scale up or use of other donors funds until the current project is complete. The MTE is aware that the project has been designed in a manner to attract additional donor funds. Whilst this is an admirable objective, given the constraints and time duration it is suggested that the focus be on finishing the current scope work. There is opportunity as part of a longer-term project to consider further engagement and partnering with other donors and service providers.

The ToR also requested a brief comparison with other humanitarian responses. The MTE is of the view that this would be of little value given the context of COVID-19 and also the scope of work being implemented. Instead, the MTE reviewed OECD best practices across all humanitarian interventions. A report prepared by the OECD²⁹ provides 12 key lessons. The lessons were reviewed and applied to the scope of work under the project. Table 5 below summaries the progress of work against the criteria.

The project meets requirements in a majority of cases (shaded green). For the project, it does provide clear strategic direction and promote resilience. It also seeks to minimise disaster risk and prioritises participation (tripartite relationships). The project has also done a sound job in promoting partnership and developing rapid response mechanisms.

Some areas for improvement include matching vision with resources to support implementation and management and in making decisions with regards to who can and cannot participate (i.e. emergency cash transfers). There is also scope to strengthen engagement with government, particularly in evolving contexts. The project could easily transfer to a “green” here as it seeks to maintain flexibility in approach. Staffing and associated resources is a key area for improvement. Learning is also important, and this is recommended as a course of action going forward. Table 5 below summarises the quick assessment completed against OECD guidelines for humanitarian responses.

Table 5: Comparing of project responses to key learnings in other humanitarian responses.

Key Lessons	
Provide clear strategic direction	Green
Promote recovery and resilience	Green
Reduce disaster risk	Green
Prioritise participation	Green
Match Vision with money	Yellow
Decision-making	Yellow
Building Strong partnerships	Green
Develop rapid response mechanisms	Green
Coordinate across government	Yellow
Invests in staff	Yellow
Demonstrate value for money and promote learning	Yellow

Suggested Guidance for Future Programming

Based on the evidence above, a series of strategies are proposed to guide the project in the final stages. The intention here is to support and underpin the current work programme and to inform the design of a possible extension phase.

The priority is to focus on finalising the emergency cash transfers and distributions. To support this process, there is a scope to potentially modify definitions of possible beneficiaries and possibly to increase

²⁹ OECD 2012 Towards Better Humanitarian Donorship - 12 Lessons from DAC Peer Reviews

the size of cash transfers to expedite disbursement rates. This is the case in Indonesia and Laos is also expanding definitions to finish off the current disbursement rate.

While this work is on-going, it is strongly encouraged to develop a formal position on future emergency cash transfers as part of a broader social protection approach. The PARDEV paper on cash transfers is a solid basis upon which to commence consultation and engagement.

The OSH program is being delivered according to schedule. There is no suggested change at this stage except to maintain existing qualities and standards with regards to the delivery of PPE, training and technical support and guidance.

The COVID-19 situation remains fluid. Second and third waves of infections are spreading, and various countries have taken drastic action enforcing sector and national lockdowns. Emergency situations tend to be relatively short-term in nature, however COVID-19 continues to evolve. In response to the pandemic, the project needs to maintain its flexibility to respond to current priorities and context within individual countries.

As part of the findings from the EA and MTE, SOCPRO/VZF in consultation with COs should update results framework leading into the proposed final evaluation. This would include updating targets and adjusting indicators as required. To complement the update, a risk framework should also be developed. The risk matrix in the progress report could be utilised and built upon. This is an important management function and will support implementation going forward.

The project should initiate a series of learning events – one for emergency cash transfers and one for OSH. The appetite is strong from stakeholders to review and reflect on processes to date and to share experiences and seek insights into good practices. The EA and MTE has revealed some innovative approaches being applied and there would be great value in documenting these experiences and lessons to help shape and guide future programming. The sessions can be held online and facilitated by and external stakeholder.

The final suggestion is for SOCPRO/VZF to consult and liaise with BMZ to seek a no cost extension of up to three months to allow time for cash transfers to occur and to finalise any outstanding OSH activities. This will also allow more time for consolidating the lessons and careful review of emerging areas of support to constituents and stakeholders for strengthening OSH systems in general and expanding the scope of their OSH related work to deal with future emergencies of this nature. Together these could inform the transit to a more longer-term development programme.

Key Conclusions MTE

The project has achieved considerable progress despite initial delays and challenges. Social protection is a complex area of work, and this is exacerbated even more so in complex emergency environments where jobs are reducing, and workers are facing uncertain futures. Countries with weak or non-existent social protection systems face even more uncertainty.

Expectations were high from all key stakeholders with regards to the ability and time required to expedite the project to support both emergency cash transfers and OSH. Despite initial criticisms, the approaches applied, particularly to maintain and mainstream social dialogue and the application of principals and standards has proven a correct one. Obviously, mistakes have been made, but the project has established a strong foundation and derives significant lessons learned that will help shape future planning and programming.

SOCPRO/VAZF have demonstrated that the ILO can support humanitarian responses. The MTE does not suggest the ILO become an emergency response organisation, but it does demonstrate the ILO can

support humanitarian efforts while not undermining its tripartite, social dialogue and principals and standards focus. Having a clear position on emergency transfers and application of lessons learned will help shape and guide possible interventions going forward. The following section highlights some good practices and lessons that can be utilised and built upon.

Good Practices and Lessons Learned

The project has implemented a series of good practices and has also identified key lessons learned. A summary of good practices and lessons are provided in this section. A more detailed assessment is included in Annex 5 in accordance with ILO standards. Good practices include:

- The project has applied a structured, professional, and considered approach, including the application of principals and standards to emergency cash transfers. Whilst this has raised some concern and criticism for perceived delays, it has promoted a more transparent, accountable, and robust system.
- Social dialogue amongst tripartite partners is strong. This has supported the rapid assessment and progression of elements of work. It is suggested going forward that there is more in-depth engagement with government (particularly around emergency cash transfers and changing contexts – i.e. lockdowns etc.).
- The use of existing tripartite systems and relationships support implementation and management of the project. The tripartite model is a comparative advantage of the ILO. The relationships provide a solid foundation upon which work can be implemented and managed.
- For OSH, relationship with VZF and LABADMIN, building on existing work (e.g. guidelines), and existing relationships with factories and key stakeholders.

Key lessons learned include:

- **Lesson 1:** ILO needs to carefully consider the type of projects it is engaged in with regards to social protection. If part of a broader strategy, cash transfers may be useful and appropriate but without a clear strategy or position the risk is that such interventions are based on donor needs rather than beneficiary needs.
- **Lesson 2:** Despite time pressures, important to consider an inception (or preparedness) phase to allow for the verification and confirmation of data and information and to adjust relevant workplans and schedules as required.
- **Lesson 3:** The decentralised model is appropriate and supports good management, however without adequate resourcing, project initiatives are often placed in a lower priority than those that have appropriate budget.
- **Lesson 4:** Emergency cash transfers do not substitute social protection gaps in partner countries. Domestic resource mobilisation and national systems strengthening should be the priority. Emergency cash transfers should only supplement existing resources and approaches
- **Lesson 5:** Cash transfer (and to a degree OSH interventions) require up to date and accurate data. The focus of long-term social protection interventions should centre on supporting better registration of workers and the application of information and registration systems.

Recommendations for EA and MTE

This section details key recommendations for both the EA and the MTE. Key recommendations for the EA include:

Recommendation 1: The project should develop a simple ToC or logic structure that summarises key expected outcomes and the causal linkages from each country that contribute to anticipated outcomes. Another option would be to highlight key outputs and outcomes and link specific countries to respective interventions.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	Medium	Short	Low

Recommendation 2: Develop a short risk management matrix and plan to highlight key risks and identify appropriate strategies to mitigate and manage such risk.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	High	Short	Low

- Recommendation 3: Develop a short transition plan that formalises approaches in respective countries. The plan can be discussed and agreed upon and attached to the final report.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	Medium	Short	Low

Recommendation 4: Project team to consider developing an overarching “summary” logframe that consolidates information into broad indicators and targets.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	Medium	Short	Low

Recommendation 5: Project team to undertake a “stocktake” of the current logframe and seek to update baselines and associated targets to present a clearer representation of what the project is seeking to achieve.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	High	Short	Low

Recommendation 6: SOCPRO to ensure that all future projects have some form of M&E Plan that is specifically devoted to operationalising relevant ToC’s and logframes. M&E Plans should be standardised documents and tools for all ILO interventions.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	Low	Short	Medium

Key recommendations for the MTE include:

Recommendation 1: SOCPRO/VZF to liaise with BMZ and seek a three-month no cost extension to: (i) allow time for the finalisation of cash transfer lists and to allow for payments to be completed; and (ii) complete outstanding OSH activities and address any immediate or emerging technical assistance needs because of current lockdowns and second waves of infection.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF	High	Short	Low

Recommendation 2: ILO HQ departments to liaise internally and with COs to determine a shared ILO position on cash transfers going forward. The paper prepared by PARDEV, and DDG/P (2020) is a useful guide to commence discussions. Paper and position should ideally be based upon the learnings and reflections of this project.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/PARDEV	High	Short	Low

Recommendation 3: SOCPRO/VZF to commence planning for a longer-term development intervention that builds upon the lessons learned from this phase of implementation. The focus should be on the ILO’s comparative advantage of social dialogue, tripartite arrangements, and government engagement to promote key norms and standards related to social protection. This helps define social protection and address differences in definition and approach by key stakeholders. SOCPRO/VZF to use the lessons learned through the emergency cash transfer component (and in line with the Call to Action) to leverage new opportunities and discussions on social protection systems (with a focus on the textile and garment industry) with respective partner governments and BMZ.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO /VZF	High	Short	Low

Recommendation 4: Continue to support OSH interventions through VZF maintaining a strong focus on supporting factories and businesses with COVID-19 response plans and strategies to maintain safe workspaces.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
COs/VZF	High	Short	Low

Recommendation 5: OSH work needs to consider more the “health” implications of work. Occupational safety is well covered but public health risks remain and have significant implications for the future of work, particularly in a COVID-19 environment. OSH in this context needs to focus more on providing safe workspaces and in supporting businesses to comply with relevant national legislation and regulations regarding health.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
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VZF	Medium	Short	Medium
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Recommendation 6: SOCPRO’s future social protection work needs to consider immediate support to establish national worker register and information systems. Social protection systems cannot operate without accurate and up to date information and data. These systems are foundational activities for any sustainable social protection system.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/COs	Medium	Long	High

Recommendation 7: SOCPRO and VZF to consider adequate financial and technical resourcing as part of future projects, particularly for projects in emergency situations. Positive results and outcomes are undermined by a lack of financing to implement and manage work. Limited management budgets make projects less efficient and leads to reduced effectiveness and sustainability.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
SOCPRO/VZF/PARDEV	Medium	Short	Medium

Annex 1: Terms of Reference

Evaluability assessment and elements of a midterm evaluation of the project

Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic

Beneficiary countries	Bangladesh, Cambodia, Ethiopia, Indonesia, Lao PDR, Madagascar, Viet Nam
Project codes	GLO/20/20/MUL
Development Partner	BMZ (Federal Ministry of Economic Cooperation and Development, Germany)
Duration of project implementation	September 2020 – October 2021
Sustainable Development Goals	1, 3, 8, 10, 16, 17
Total project funds	Planned investment of €14.5 million
Administrative offices	CO-Dhaka DWT/CO-Bangkok CO-Addis Ababa CO-Jakarta CO-Antananarivo CO-Hanoi SOCPRO LABADMIN/OSH
Technical units	Social Protection Department (SOCPRO) and the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH)
Type of evaluation	Internal midterm evaluation and evaluability assessment
Evaluation dates	March – April 2021

Introduction

The German Federal Ministry for Economic Cooperation and Development approved the project GLO/20/20/MUL *Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic* in August 2020. Given the short duration of the project but large budget, EVAL has agreed that the project will undertake an evaluability assessment as per the ILO Evaluation Policy which will fold in elements of a mid-term evaluation. The usual requirement for a full-fledged MTE process will be exempt for this particular project.

Background

Global and regional supply chains (GSC) across the world have been affected by significant disruptions due to the COVID-19 pandemic, linked to the barriers of lockdown and the cancellation of orders. In the garment GSC many factories in producing countries have reduced, temporarily suspended their activities and some have closed, leading to partial unemployment of workers or layoffs. Most of the affected workers do not receive any severance payment or (partial or full) unemployment benefits. This has left a large number of poor workers, primarily women, without any source of income. Urgent action is needed to support suppliers during this period and secure their business continuity when it is still possible, by helping companies paying wages of their workers. In addition to providing direct income support to these workers, it is imperative to simultaneously address the issue of occupational safety and health. It is clear that if appropriate OSH actions are not taken when countries start easing lockdowns or other exceptional measures, there is a heightened risk of new infections in workplaces, which in turn will result in increased absenteeism and possibly (re)suspension of operations.

Bangladesh's RMG sector is the foremost and largest formal employer with over 4 million workers earning their keep (i.e. US\$95/month) in the sector of which 55% are female (mainly in-migrants). It is estimated that another 20 million people are directly or indirectly dependent on the livelihood of RMG workers. However, the outbreak of COVID-19 increased the potential risk of decline in demand resulting in the cancellation and deferral of existing orders. Over 982 million pieces of garments worth USD 3.18 billion were cancelled or were held up affecting 2.28 million workers as of 30 July 2020 according to BGMEA data. In the absence of unemployment insurance or wage subsidy scheme, designing and implementing a sound and rapid benefit delivery mechanism for the workers of RMG sector, with the condition of retaining employment relations, is of crucial importance and requires specialised technical experience drawing from experiences such as the payment disbursement mechanism for the victims of Rana Plaza building collapse. According to Better Work Bangladesh (BWB) compliance data on factories and other research carried out in the field, medical facilities and health staff in factories are under capacitated in numbers and often do not have the correct knowledge to provide health support to workers. These issues have been exacerbated in the current context. There is a glaring need to build the capacity of health staff and support them to disseminate information to workers on COVID-19 protection and awareness as well as other related issues that have spiked because of the pandemic.

The garment sector is the backbone of the **Cambodia** export-driven economy. It accounts for 40% of Cambodia's GDP and employs more than 800,000 people or 86% of all factory workers in Cambodia. Due to the COVID-19 crisis, almost 130 garment factories of the more than 650 garment factories in Cambodia have temporarily shuttered operations due to cancelled or no new orders. The contributory social insurance system managed by NSSF currently covers the following branches: employment injury, social health insurance, maternity and sickness benefits. The recently passed Social Security Law includes provision for pension and unemployment benefits that are yet to be rolled out. NSSF has around 2 million members including 338,508 civil servants. As part of its National Plan for COVID-19 the government also prioritizes the prevention of transmission and increasing the availability and readiness of essential health services particularly during epidemic peak periods.

While **Ethiopia's** first industrial textile factory was established in 1939 catering to the domestic market, Ethiopia's textile and apparel sector has only recently experienced a boom in export-led growth. Textile and garment products represent 17% of total manufacturing value, and 0.6% of total GDP. The ILO Advancing Decent Work and Inclusive Industrialization Programme in the garment and textile industry is currently working with 42 garment and textile factories as of January 2019 in Ethiopia. The Programme conducted a survey in 22 target factories located in Hawassa, Bole Lemi, selected exporting local factories and private industrial parks in Tigray and Oromia region. The result indicated that factories are experiencing a production downturn in the first quarter of 2020 due to COVID-19 disruptions. The average capacity utilization rate for first quarter 2020 was 52.5%, as compared to a utilization rate of 75% in the same quarter in 2019. Half of factories reported cancelled or reduced orders from their customers due to COVID-19-related disruptions. Negative impacts have already surfaced, and include the reduction of working hours in 20 percent of the factories, employee layoffs that are likely to happen in half of the factories in quarter two of 2020, and have already happened in two factories; and lower factory revenues in 70 per cent of the cases (compared to 2020). The main concerns of manufacturers are employee retention, workers safety and financial viability. The Ministry of Labour and Social Affairs issued a COVID-19 Workplace Response Protocol outlining and encouraging employers and workers to take preventive measures to reduce the risk of COVID-19 exposure.

Indonesia's export-oriented garment sector, together with textiles and footwear, is a significant contributor to the economy and an important source of employment for women in Indonesia. Women make up an estimated 81 per cent of the workforce. The industry covers around 600,000 workers employed in the country's largest export-oriented garment factories. Indonesia's economic growth is expected to be negative in 2020 and the existing fiscal stimulus package to address the impact of COVID-19 focusses mainly on providing basic safety net to informal workers and micro-enterprises. It is also deemed to be largely insufficient to address the current and future needs of workers and companies. In terms of OSH COVID-19 related measures a series of guidelines on transmission, prevention and handling of COVID-19 have been issued by the Ministry of Health, the Ministry of Manpower and other relevant Ministries. These concern prevention and preparedness, reporting obligations, business continuity, the strengthening of company-based OSH committees (P2K3) and the development of specific COVID-19-related SOPs at the workplace. In the factories that are still in operation, strict protocols have been established to contain the virus. The Ministry of Manpower is working with the ILO country office and the ILO/ IFC Better Work Indonesia programme in clarifying, disseminating and implementing OSH COVID-19 measures and policy in the garment sector.

In Lao PDR, it is estimated that the garment industry in Lao PDR employs about 26,000 workers of which 70-80% are women (with a high percentage of vulnerable groups such as young workers, internal migrants, ethnic minorities). The main activity in the industry is the production of garments mainly for the export market (99%). Members of the National Social Security Fund who pay regular contributions are entitled to unemployment insurance benefits if they lose their jobs, including lay-off related to the COVID-19 crisis. The benefit equals 60 per cent of the average insurable wage over the past six months. The duration of the benefit varies between 3 and 12 months depending on the length of the insured period. The benefit is paid after a 30-day waiting period subject to the payment of contributions for at least 12 months in the last 24-month period. Currently, 184,747 public sector employees and 117,509 private sector employees are eligible for the benefits. For around 50 per cent of registered private sector enterprises, contributions are currently not being paid on behalf of workers. Therefore, whilst some members may meet these criteria, the majority would not be eligible for benefits. The Lao PDR Government has formed a National COVID Task Force Committee (NCTFC) which is coordinating COVID19 response measures at national and provincial levels. VZF Lao PDR's tripartite partners are represented in the NCTFC. The NCTFC has issued a guidance document "Conditions and measures for businesses

permitted to operate during the COVID crisis”, which outlines what actions workplaces need to take to protect a COVID outbreak in their production facilities and dormitories. Compliance with these guidelines is monitored by the NCTFC.

In **Madagascar**, there are 106 Free Trade Enterprises, of which 56 operate in the textile sector, employing 110,000 workers per year. Operator posts account for 60 per cent of the workforce. The majority of the workforce in export-oriented factories is female – over 80 per cent. As a result of Government’s COVID-19 containment measures, companies whose services are non-essential are allowed to open their doors only if they provide transportation for their workers and take appropriate measures in terms of occupational safety and health, particularly against covid-19. Labour inspectors continue to respond to requests from enterprises and employers. The ILO Country Office has been supporting the Malagasy Labour Inspectorate since the beginning of July so that it can better deal with the pandemic.

Viet Nam has implemented one of the most successful COVID-19 responses worldwide using effective communication and strict social distancing and containment measures. Nevertheless, the country still faces a lot of challenges such as business closures and job and income loss as resulted from the pandemic which is still ongoing fiercely around the work. Specifically, many manufacturing industries such as garment and footwear processing have lost their orders from international brands due to COVID 19, and thus, led to lower production volume, business closures, and job and income losses for the workers. Garment workers, who contribute to the 2nd-lagest export industry of the country, are one of the most vulnerable groups impacted by COVID-19. To protect workers’ health, the MoH of Vietnam, in coordination and consultation with the Safe Work Department of the MoLISA and ILO in Vietnam; is going to promulgate “Guidelines for assessing the risks of infection of COVID-19 virus at the workplace and business establishments”. The Guidance will help enterprises and workers to assess the risks of COVID-19 disease infection at their workplace and production establishments; thus finding ways to improve their safety conditions to ensure the health of workers and the viability of their business.

Project’s theory of change

This Project focuses on two immediate goals:

- (i) Strengthening safety and health protection measures, to ensure that employers, workers, and their families are protected from the direct and indirect health risks of COVID-19 and that workplaces are not negatively impacted by further outbreaks due a poor management of OSH hazards; and
- (ii) Cushioning enterprises against immediate and income losses; and compensating workers for the loss of income due to COVID 19 by providing wage subsidies and other cash transfers; this helps to prevent a chain of supply shocks (e.g. losses in workers’ productivity capacities) and demand shocks (e.g. suppressing consumption among workers and their families) that could lead to a prolonged economic recession; it helps maintaining an employment relationship between factories and workers and will facilitate the return to work once brands are again in a position to place orders; it also serves as the basis for the longer term development of higher levels of social protection for workers in the garment sector, and contributes to a “new normal”.

Subsequently, the Project is structured around two components: (A) OSH and (B) Income support that will operate jointly in Bangladesh, Cambodia, Ethiopia, Indonesia, Lao PDR, whereas in Madagascar and Vietnam the focus is on OSH only. Component (A) focuses on the OSH measures that will be implemented under the auspices of the Vision Zero Fund (VZF) and in close collaboration with the Better Work Programme. Component B focuses on providing income support for garments factory workers, facilitate employment retention and ultimately contribute to building strengthened and sustainable social protection systems.

Under component (A), the programme will support the implementation of quick OSH- oriented actions to support national efforts to mitigate the possible OSH impacts of the COVID-19 pandemic in global supply chains and prepare for future epidemics/ pandemics. Proposed actions will pay particular attention to vulnerable workers in the garment GSC, including women and migrant workers. In order facilitate fast and efficient interventions, the ILO will put in place a fast track procedure to give small grants to key selected partners to implement activities whenever feasible. The OSH component is divided into three components and seven outputs:

Prevention of exposure to SARS-CoV-2 and transmission of COVID-19 in the workplace

- *Constituents' efforts in the design and implementation of practical workplace prevention and mitigation measures are supported.*
- *Public health measures with an impact in workplaces are in place.*
- *Enhanced capacity of employers and workers on risk management and assistance in the development of preparedness and response plans for COVID-19 prevention at workplace*
- *Enhanced awareness by all relevant stakeholders on the risks of COVID-19 in the workplace and effective responses*

Ensuring that policies are in place for future epidemics

- *OSH issues are integrated into policy responses.*
- *Emergency preparedness integrated into OSH management systems and policies at the enterprise level.*

Providing support to workers and their families through the employment injury insurance system

- *Provide support to modify the legal framework related to employment injury to include a flexible list of covered contingencies*

The programme pursues a two-pronged strategy for social protection. Firstly, the programme will extend existing social security benefits or implement a rapid compensation mechanisms for workers who have lost partially or fully their income, while promoting employment retention. Secondly, the programme will ensure that the rapid intervention is aligned with the principles enshrined in International Social Security Standards, and can serve as a basis for the development of more complete and sustainable social protection systems. These principles include:

- Pursuing the objective of universal and rights-based social protection
- Consolidating the responsibility of the State as the primary guarantor of the right to social security
- The principle of social dialogue and active engagement of the social partners.
- Making ODA part and parcel of the principle of solidarity in financing
- This strategy will be adjusted to the context in each country in order to build on existing social protection mechanisms and to develop or further strengthen existing initiatives that aim at providing unemployment insurance.

Management set-up

Project implementation is supported at global level by SOCPRO (component B) and LABADMIN/OSH, through Vision Zero Fund (component A). Country level activities are decentralised to the respective country teams. The specific implementation modalities, such as the agency in charge of the cash transfers/ income subsidies for example, depend on the country context. A schematic overview of the implementing partners for the SOCPRO and OSH components, related initiatives/ projects and relevant policies is provided in **Error! Reference source not found..**

Table 1 Summary of implementation partners and related projects for the 7 countries.

Country	Implementing partner/partner institutions OSH component	Implementing partner cash transfer	Other projects/partnerships
Bangladesh	DIFE, BGMEA, BKMEA, BEF	Wage subsidy External mechanism	EC-DEVCO on SP and PFM
Cambodia	MoH, GMAC	Cash transfer Ministry of Labour	
Ethiopia	Industrial Park Development Corporation (IPDC); Hawassa Industrial Park Investors Association (HIPIA); Bureau of Labour and Social Affairs (SNNPR)	Wage subsidy Ministry of Labour and Social Affairs	EC-DEVCO on SP and PFM
Indonesia	Ministry of Manpower, EOs and WOs.	Wage subsidy Partnership at Work Foundation (“Better Work Foundation”)	Fast retailing project on UI
Lao PDR	Association of Lao Garment Industries (ALGI)	Cash transfer Lao Social Security Organization	
Madagascar	General Directorate of Labour and Social Laws (DGTLs) of the Ministry in charge of Labour; Department of Workers' Social Security (DSST); Labour Inspectorate in the Analamanga, Vakinankaratra and Southwest Regions and various OHS institutions (a Tripartite Project Technical Committee is in place)		
Viet Nam	Vietnam Health Environment Management Agency, Ministry of Health, VGCL		

Alignment with the SDGs, the ILO’s priorities and the COVID-19 Call to Action in the Global Garment Industry

The project contributes to the SDGs 1, 3, 8, 10, 16 and 17. At country level, activities are aligned with UN support, including the UN support to national COVID-19 response plans. Social protection is identified as a priority under Outcome 8 of the ILO’s global Programme & Budget 2020/21. It is also recognised as a priority in the respective country programmes.

The cash transfer component provides short-term humanitarian assistance. However, the design of the transfers, including the development of selection criteria and transfer modalities, is based on ILO principles for strengthening social protection systems. These principles are listed in the ILO recommendation on social protection floors for all and include among others, the overall and primary responsibility of the State, social dialogue and tripartite participation, transparency, non-discrimination and solidarity in financing. The application of these principles is expected to facilitate the consolidation of the short-term measures into sustainable schemes or at least their contribution to the development of long-term national social protection schemes. To this effect, the cash transfer component is accompanied by a technical assistance component that allows supporting the development or further strengthening of national unemployment insurance schemes.

The project is also closely linked with the *COVID-19: Action in the Global Garment Industry*. The Call to Action aims to catalyse action from across the global garment industry to support manufacturers to survive the economic disruption caused by the COVID-19 pandemic and to protect garment workers’ income, health and employment. This global action also calls for work on sustainable systems of social

protection for a more just and resilient garment industry. The Call to Action sets out urgent priorities and specific commitments for organizations across the industry to endorse as the first step to collective action to achieve these goals.

Current status of the intervention

At the time of the evaluation, it is expected that in all countries implementation agreements with partners are finalised and that OSH as well as social protection activities are under way.

In **Bangladesh**, the cash transfer component will be channelled through the employers in the form of a wage subsidy. A tripartite RMG Technical Consultative Council (TCC) has created a sub-group, which provides overall guidance and oversight of the process. The TCC also started discussions on the development of an unemployment insurance. The ILO technical assistance for this initiative is jointly funded by the BMZ and the EC-DEVCO projects.

Under OSH component, Bangladesh plans to equip factory level medical care services through training and provision of PPE in order to make workplaces safer. Vulnerable workers will also be provided PPE and sanitisers and awareness generation activities will be undertaken. TOT will be provided to DIFE, BGMEA, BKMEA, BEF Master trainers on OSH and infectious disease preparedness and response. Suitable training agency has been identified to undertake needs assessment and implement trainings. The specifications and list of suppliers for PPE procurement is finalized and procurement will be initiated in early February.

In **Cambodia**, the initial project design has been changed to better align the intervention with national policies. The government launched a new support programme, managed by the Ministry of Labour, to support workers who lost their employment as a result of the COVID-19 crisis. The cash transfers under the BMZ project, will link to this government initiative. Tripartite consultations took place and confirmed support for the intervention.

In Cambodia, the OSH component focuses on capacity building of infirmary staff, employers (GMAC and participant factories and workers) and labour inspectors; awareness generation for adopting safe measures at workplace; and working closely with the government to make collective transport safer for workers. Currently, service providers have been identified to undertake the capacity building of factory-level medical staff and awareness generation among staff and workers. The workplan for carrying out the training and awareness campaign has been developed. BFC, in collaboration with the Working Group as well as WHO and Ministry of Health has finalised risk communications material/best practice messaging for collective transportation drivers and passengers (posters and banners and guidance) for mitigating COVID 19 risk the ILO-Better Work. Building on this, with the provincial labour department, further efforts will be made on making collective transport safer for workers from a COVID-19 perspective.

In **Ethiopia**, the Council of Ministers designated the Ministry of Labour and Social Affairs (MoLSA) as the implementing agency for the cash transfers. MoLSA will be supported by the Ethiopia Private Organization Employees' and Social Security Agency (POESSA). According to the initial design of the project, POESSA would be in charge of the cash transfers. However, the government considered that POESSA does not yet have sufficient capacities to implement the programme. The technical assistance component, in collaboration with the EC-DEVCO project, will support POESSA to strengthen its capacities, notably in the area of actuarial assessments.

Ethiopia will strengthen the capacity of employers and workers for risk-management and for development of preparedness and response plans for COVID-19 prevention at the workplace. It will support the Labour Inspectors by way of training and development of guidance materials. At the workplace level, disinfection measures will be implemented and awareness generation initiatives in line with national guidelines. It will undertake consultations for a flexible list of contingencies to be included in the legal framework related

to employment injury. The team has held consultations with key stakeholders to better align the project activities with the ground situation. ToRs and Implementation Agreement with identified partners have been finalized.

In **Indonesia**, the Partnership at Work Foundation (so-called, 'Better Work Foundation' or 'YKK') will implement the cash transfer component. The wages subsidies will be transferred to the workers through their employers. Only factories that have a collective agreement with workers in place are eligible to receive the subsidy. This requirement reflects the ILO principles, which put a strong emphasis on tripartite consultations and social dialogue.

Under OSH components, Indonesia has planned to provide direct support to workers through provision of PPE kits and awareness campaigns; develop guidance for labour inspectors to inspect workplaces; and organizing a series of meetings/workshops to raise awareness on the COVID-19. Webinar and Instagram Live were held in November 2021 for BWI factories who are participating in the project. The project was also presented to tripartite consultants in December 2020. [Motion graphics](#) and [Poster and PPT](#) and adopted from WHO materials are now available.

In **Lao PDR**, the Lao Social Security Organization is already providing an unemployment insurance to its members. The LSSO, in collaboration with workers and employers organisations, will be in charge of transferring the subsidies to the eligible workers as well as to implement a communication campaign on the project. The project is expected to show the benefits of unemployment insurance and therefore contribute to increased compliance with the social security legislation in Lao PDR. **Lao PDR**, under the OSH component, will strengthen the capacity of factory level OSH Committees to develop and implement COVID-19 emergency preparedness plans and procedures. It will also support the members of AGLI to comply with national guidelines regarding mandatory quarantine of workers. All the activities are to be implementing through AGLI, the implementation agreement for which is in place.

In **Madagascar**, the OSH components cover capacity building of companies to prepare prevention plans through training and compliance monitoring and support follow up actions. Training activities started in October 2020 and will continue throughout the project period. PPE kits/hygiene products for workers and service providers are being procured and their distribution and awareness session for their use are planned between Jan-March 21. The project further plans to support institutions like CNaPS, SMAE/SMIE in designing training strategy and co-ordination tools for the prevention of exposure to SARS-CoV-2 and transmission of COVID-19 in the workplace. Designing a training module for occupational health services, focused on biological hazards and development and implementing a business continuity plan for companies is planned between March and June 2021.

In **Vietnam**, collaboration with MoH, MOLISA and VGCL is planned to compile selected materials relating to workplace level prevention of COVID 19. Trainings are planned for Enterprise Advisors on developing epidemic and OSH management plans, including emergency response plans who will further replicate the training and advisory services through management, trade unions and workers. Through Better Work Vietnam, outreach programmes for workers will be implemented through VGCL. The project has collaborated with an ongoing MoH -WHO project for implementing safety at workplace related trainings. The project in Vietnam completed all the required contracting processes and major training activities will be conducted in the first quarter of 2021.

All country teams are provided need based technical backstopping support by designated experts from LABADMIN/OSH. Initially, the technical experts reviewed the needs assessment and subsequent response plans submitted by countries. Currently, they support the country teams by reviewing knowledge materials, including training modules and provide guidance for adaptation of existing standard materials as per the country context based on their requests.

Purpose and objectives of the evaluability assessment

The evaluability assessment has two objectives:

- 1) examine and review the extent to which this programme can be evaluated in a reliable and credible manner
- 2) mid term evaluation exercise to assess progress achieved and whether the project is on track for implementing and achieving its intended objectives. Assess at the project design and management set-up at mid-term of project implementation and provide recommendations for necessary improvements to the management arrangements of the project or other remedial action on the project approach and implementation.

The **evaluability assessment** exercise should review the current M&E arrangements, including the soundness of the results framework and provide feedback on the design, monitoring and evaluation aspects. The evaluability assessment exercise should follow EVAL guidelines for 'evaluability assessment of DC projects over USD 5 million'.

The evaluability assessment and evaluation reports should provide separate and clear feedback on both the key components, wherever applicable and necessary. The evaluation will support the project team at global and country level to do the necessary adjustments in design and management arrangements in order to achieve the project objectives.

Scope of the evaluability assessment/ midterm evaluation

The evaluability assessment will cover all seven countries of the project and all components and is planned to take place between March and April 2021.

The assessment will integrate ILO's cross-cutting issues, including norms and social dialogue, gender equality, disability inclusion, other non-discrimination concerns, and medium and long-term effects of capacity development initiatives throughout the evaluation methodology and all deliverables, including the final report.

The mid-term evaluation component will give specific attention to how the intervention is relevant to the ILO's programme and policy frameworks at the national and global levels, to the COVID-19 Global Call to Action in the Garment Sector, to the UNDAF/UNSDCF and national sustainable development strategy (or its equivalent) or other relevant national development frameworks, including any relevant sectoral policies and programme, and national COVID-19 response efforts.

The combination of short-term measures with technical assistance to contribute to long term strengthening of national social protection scheme is a new approach for the ILO. The ILO's principles as defined in its conventions and recommendations constitute the unique identity of the organization and define its approach that differs from that of most humanitarian actors. In addition, the ILO's decent work agenda facilitates the linkages between social protection measures and broader employment and protection of workers policies including occupational safety and health. Monitoring arrangements should be in place in order to be able to evaluate the relevance and effectiveness of this approach at the end of the project.

The COVID-19 crisis has sparked increased interest in social protection schemes including unemployment insurance. If research has been conducted on the multiplier effects of social protection investments for the economic development of a country, evidence on the effect of social protection, including unemployment insurance on businesses and factories is scarce. The evaluation is expected to assess if the current project could contribute to this research agenda (through specific research and/ or its final evaluation).

For the OSH component, the evaluation should probe the usefulness and effectiveness of measures being implemented for workers as well as for workplaces with the national response frameworks. It should also provide feedback on how well the OSH measures under the project complement the efforts of the constituents and engage with them to leverage existing capacities while also making useful value-addition to build their capacity to respond to pandemic/health emergency situations in future.

Evaluability assessment criteria and evaluation guiding questions

The evaluability review will determine the extent to which the Project is ready for a useful evaluation and identifies any changes required to improve the M&E components for enhanced effective performance. Results from evaluability assessments aim to improve:

- The theory of change (ToC),
- The Logical framework,
- The design of monitoring systems,
- The use of evaluation information.

The evaluability review³⁰ intends to confirm or, if necessary, review the results frameworks of the various components of the Project. This includes in particular the validation of the indicators included in the results framework against which progress towards Strategic Objectives and Results will be assessed.

The evaluability review includes assessing/confirming :

- the coherence and realism of programme objectives and design.
- the availability and quality of baseline data to track results and changes;
- the progress made so far and the feasibility of/ challenges encountered in collecting the necessary information to track progress on indicators during the implementation phase;
- monitoring tools used to collect the necessary data and track progress;
- the timing and scope of the planned evaluations within the intervention cycle;
- the willingness and capacity of stakeholders to use evaluation information;
- the risk analysis; and
- the adequacy of resources.

The mid-term evaluation component will be conducted according to the criteria and approaches for international development assistance, as established by the Organisation for Economic Cooperation and Development / Development Assistance Committee (OECD/DAC). It will also abide by the code of conduct for evaluation in the UN system³¹, in addition to those set out by the United Nations Evaluation Group (UNEG) Norms and Standards. The ILO's Evaluation Guidelines³² provide the basic framework.

The evaluation will address the following criteria (but is not limited to) relevance, project effectiveness, efficiency, results/impact orientation and sustainability. The focus of the midterm evaluation is to provide lessons learned from the project's implementation that can be applied to the project during its remaining duration, in addition to good practices that can potentially be replicated in other implementing countries. The following questions, organized by criteria, provide some general guidance.

Guiding questions for the midterm evaluation component

³⁰ [ILO Guide note 1.3: Procedures and tools for evaluability](#)

³¹ The ILO policy guidelines for results-based evaluation and technical and ethical standards are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation. Ref: ILO EVAL Policy Guidelines Checklists 5 and 6: "Preparing the evaluation report" and "Rating the quality of evaluation reports".

³² List of all Guidance notes, templates, checklists and tools: http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_176814.pdf

Relevance (of the design and approach):

- Does the project design effectively address the national development priorities, UNDAF, DWCP, and donor's specific priorities and concerns in the 7 countries?
- How does the Project fit within the ILO's Global Policy Outcomes, the SDGs and relevant targets, especially those identified as priority in the national development strategies (or their equivalent)? How has it advanced the ILO's flagship programme Social Protection Floors for All and Safety+Health for all/VZF? How does it fit with the COVID-19 Call to Action in the Garment Sector?
- How does the project design fit with ongoing national (or other) policies/ priorities in social protection? Does anything need to be changed to align better?

Effectiveness

- How effective are the project management arrangements? How effectively do the COs, ROs, DWTs and HQ departments co-ordinate and complement each other in timely delivery of project outcomes?
- Has the project fostered ILO constituents' active involvement through social dialogue in articulating, implementing and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work? To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results?
- Has the mainstreaming of ILO principles in all social protection activities the potential to contribute to a more efficient implementation of the project?
- To what extent has the ILO made progress as part of its COVID-19 response in achieving results on crosscutting issues of standards; social dialogue and tripartism; gender equality and non-discrimination; and environmental sustainability, notably in beneficiary selection, policy dialogues, policy partnerships, partnership frameworks etc.?
- Is the Project implementation coordinated with other ILO, UN and governments initiatives in social protection and OSH, as required?

Effectiveness of management arrangements

- To what extent has the ILO been effective and timely in providing an adapted COVID-19 response and guidance to constituents through the intervention?
- To what extent has the ILO intervention applied innovative approaches for an effective and timely ILO action to mitigate the immediate effects of the pandemic on the world of work? Are administrative modalities sufficiently flexible to support this novel approach of linking short term assistance with long term development objectives?
- Does this project receive adequate political, technical and administrative support from its national partners, the ILO, and the donor?

Efficiency

- How cost-efficient is the project implementation compared to other modalities and mechanisms? What potential is there for efficiency savings?
- Have project's funds and outputs been used and delivered in a timely manner? Why or why not?

Results, and sustainability and impact orientation

- What are results achieved so far?

- What are the main risks for sustainability of the project and the immediate actions/interventions required by the ILO and the donor to ensure that the achievements of the project can be met and sustained?
- To what extent has it been possible to achieve tripartite involvement in and thus ownership of the project?
- What particular components/aspects of the project have a greater sustainability potential, beyond immediate relief? How could these be further strengthened?
- Are there indications that the mainstreaming of ILO principles in all social protection activities can contribute to increased sustainability of the short term crisis response compared to other humanitarian interventions? Is the Project on track to create the link between short term measures and long term development of social protection systems?
- The Project has been designed as a multi-donor project that can receive contributions from additional donors. Is the structure and current status of the project appropriate to scale up? What would be specific recommendations for a resource mobilization strategy?

EVALUATION METHODOLOGY AND TIMELINE

Methodology

The evaluability assessment and the mid-term evaluation will be primarily qualitative in nature, but can incorporate some quantitative data. Qualitative analysis will be grounded primarily on interviews with key project personnel, partners, and stakeholders, and include the review of project documents and reports. Due to travel restrictions, interviews with stakeholders in the seven countries will be conducted virtually. The findings of the assessment will be presented to all stakeholders during a restitution workshop. The assessment and evaluation must coherently and logically triangulate all data collection methods. All recommendations put forth in the assessment must stem from the assessment's findings and conclusions.

Document review

The evaluator will review all necessary documents to inform the evaluation. Documents may include, but are not limited to:

- Funding Agreement (2020)
- Project Documents;
- Project results frameworks, log frame/logic models and theory of change;
- Regular project updates;
- Work plans;
- Project monitoring plans and monitoring data
- Management procedures and guidelines;
- Implementation agreements at country level
- Documentation related to the COVID Call to Action in the Garment Sector
- Documentation on ILO principles for strengthening of social protection systems (C102, R202, papers on invest better)
- Other reports and publications undertaken by the project.

Interviews with stakeholders

Interviews with stakeholders should be undertaken to successfully inform the evaluation. The evaluator will prepare an interview guide that includes a list of interview questions for each type of stakeholder. The interview guides should be submitted to the evaluation coordinator/ project management team for

review. Interviews with stakeholders will be scheduled by designated project staff. The interviews should be conducted through the use of IT tools (Skype, e-mails, online tools such as SurveyMonkey, etc.). Depending on the circumstances, these interviews will be one-to-one or group interviews. It is important to note that some interviews might need assistance of interpreters.

Restitution meeting

Following the desk review and the interviews, the evaluator will conduct a web-based restitution meeting with project staff in headquarters, project teams in the field, donor representatives, and with other stakeholders as relevant. The purpose of the restitution meeting is to present the main preliminary findings, solicit recommendations, relay any issues and request for clarification or further information from stakeholders. The list of participants will be confirmed in consultation with the evaluation focal point. The meeting’s agenda will be prepared by the evaluator in consultation with the evaluation focal point.

Ethical considerations and confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure maximum freedom of expression of the implementing partners and stakeholders, the project staff will generally not be present during interviews. However, project staff may need to make introductions whenever necessary, to facilitate the midterm evaluation process, and make respondents feel comfortable. The evaluator will follow the standard Code of Conduct which should be carefully read and signed and take into consideration relevant guidance as listed under Annex 1.

Quality

The consultant will be required to ensure the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all observations, conclusions, recommendations, etc. are supported by evidence and analysis. The links to relevant ILO guidance for conducting evaluations are included in Annex 1.

Timetable and deliverables

The evaluation is scheduled to take place from March to April 2021. The tentative schedule for the evaluation, subject to modification following discussions with the ILO evaluation focal point, is the following:

OUTPUT	DESCRIPTION	# WORK DAYS	TENTATIVE DUE DATES (2021)	RESPONSIBLE PERSON
TOR	Prepare and finalize the ToR in consultation with project teams and other stakeholders		26 February	Project manager
Selection of internal evaluator	Identification of an evaluability consultant		22 – 26 February	Project manager
Desk review	Read and review the core set of project documents. Request any additional documentation as required	10		Evaluability consultant
Deliverable 1: Inception Report	An operational work plan which indicates the phases of the assessment, finalizes the set of assessment criteria, evaluation questions, the approach, the timing, key deliverables and milestones, aligned with this TOR	3	2 April	Evaluability consultant

Interviews with the project team and key stakeholders	Online meetings with the project teams, ILO-Geneva and other stakeholders (donor representative and other partners, etc.) at global and country level.	14		Evaluability consultant Project team to support the organisation of interviews
Deliverable 2: Draft report, and workshop agenda and presentation	A short (no more than 30 pages) report (templates and annexes not counted in the page numbers) addressing the findings from the evaluability assessment and the midterm evaluation questions and A draft agenda and draft presentation for the stakeholder workshop.	7	7 May	Evaluability consultant
Deliverable 3: Restitution meeting	Conduct a web-based restitution meeting with stakeholders, collect feedback.	2	12 May (tbc)	Evaluability consultant
Deliverable 4: Final report	All feedback from stakeholders are communicated by the ILO Evaluation Manager in a consolidated manner. The draft is revised by the evaluator, based on the feedback received in writing and during the consultation workshop, edited and formatted as per ILO template.	3	21 May	Project team + Evaluability consultant
Deliverable 5: Summary report and PPT	Executive summary report produced in a separate document, the template for which will be provided by the ILO Evaluation Manager. A PPT for sharing of evaluation findings.	1	28 May	Project team + Evaluability consultant
	Total	40 days		

Expected structure of the evaluability assessment with a few pages for the internal MTE.

The report should include the following sections. The evaluator is encouraged to critically review the proposed structure and can propose modifications in consultation and with approval from the ILO's evaluation focal point. The final report should not exceed 30 pages (without annexes).

Table of Contents

List of figures and tables

List of acronyms

Acknowledgements

Executive summary

Introduction and scope of the assessment and the evaluation

Methodology and assessment/evaluation criteria

Findings and lessons learned

Key findings from the evaluability assessment exercise *Relevance, coherence of project design, effectiveness, efficiency, results and impact and sustainability orientation*

Recommendations for the Project, separated by components if required. *Project document and intervention logic, administrative management, monitoring and evaluation.*

Annexes

Consultant eligibility criteria

The evaluability/evaluation consultant will demonstrate the following set of competencies and experience:

Master's degree in a relevant field (social sciences, development studies, economics, management,...), a minimum of eight years of relevant experience conducting evaluability assessments/ evaluations
Knowledge of the ILO's role and mandate, tripartite structure, gender and inclusion policies;
Strong experience in international development evaluation of social protection programmes, including humanitarian cash transfers. Understanding of garment supply chains, especially in terms of working conditions and OSH is desirable.
Experience in evaluating programmes focusing on the humanitarian development nexus is an asset;
Demonstrated experience, especially within the UN system, in project cycle management and logical framework approaches as well as on results-based management;
Experience in the evaluation function of national and international organizations and a full understanding of the UN evaluation norms and standards;
Technical background in social protection, cash transfers and OSH related matters;
Knowledge and experience of at least one of the countries and regions involved (Bangladesh, Cambodia, Ethiopia, Indonesia, Lao PDR, Madagascar, Viet Nam);
Capacity to produce user-friendly, pragmatic and prospective recommendations in both operational and managerial terms;
Full working knowledge of English. All reports, including drafts will be written in English;
No involvement in the ILO-BMZ Project, including its design and implementation; and
No conflict of interest that would interfere with the independence of the evaluation

Annex 2: MTE Questions

Mid-Term Review Criteria	Questions
Relevance (of the design and approach)	<ul style="list-style-type: none"> • Does the project design effectively address the national development priorities, UNDAF, DWCP, and donor’s specific priorities and concerns in the 7 countries? • How does the Project fit within the ILO’s Global Policy Outcomes, the SDGs, and relevant targets, especially those identified as priority in the national development strategies (or their equivalent)? How has it advanced the ILO’s flagship programme Social Protection Floors for All and Safety Health for all/VZF? How does it fit with the COVID-19 Call to Action in the Garment Sector? • How does the project design fit with ongoing national (or other) policies/ priorities in social protection and humanitarian cash transfers? Does anything need to be changed to align better?
Effectiveness	<ul style="list-style-type: none"> • How effective are the project management arrangements? How effectively do the COs, ROs, DWTs and HQ departments co-ordinate and complement each other in timely delivery of project outcomes? • Has the project fostered ILO constituents’ active involvement through social dialogue in articulating, implementing, and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work? To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results? • Has the mainstreaming of ILO principles in all social protection/transfer activities the potential to contribute to a more effectiveness? • To what extent has the ILO made progress as part of its COVID-19 response in achieving results on crosscutting issues of standards; social dialogue and tripartism; gender equality and non-discrimination; and environmental sustainability, notably in beneficiary selection, policy dialogues, policy partnerships, partnership frameworks etc.? • Is the Project implementation coordinated with other ILO, UN and governments initiatives in social protection and OSH, as required?
Effectiveness (Management)	<ul style="list-style-type: none"> • To what extent has the ILO been effective and timely in providing an adapted COVID-19 response and guidance to constituents through the intervention? • To what extent has the ILO intervention applied innovative approaches for an effective and timely ILO action to mitigate the immediate effects of the pandemic on the world of work (related to garment workers)? Are administrative modalities sufficiently flexible to support this novel approach of linking short term assistance with long term development objectives? • Does this project receive adequate political, technical, and administrative support from its national partners, the ILO, and the donor?
Efficiency	<ul style="list-style-type: none"> • How cost-efficient is the project implementation compared to other modalities and mechanisms? What potential is there for efficiency savings? • Have project’s funds and outputs been used and delivered in a timely manner? Why or why not? • Consider the merit (centralised vs decentralised) implementation and management in terms of efficacy/response time on admin and finance matters.
Results, Sustainability, and Impact	<ul style="list-style-type: none"> • What are results achieved so far? • What are the main risks for sustainability of the project and the immediate actions/interventions required by the ILO and the donor to ensure that the achievements of the project can be met and sustained? • To what extent has it been possible to achieve tripartite involvement in and thus ownership of the project?

- | | |
|--|---|
| | <ul style="list-style-type: none">• What components/aspects of the project have a greater sustainability potential, beyond immediate relief? How could these be further strengthened?• Are there indications that the mainstreaming of ILO principles in all social protection activities can contribute to increased sustainability of the short-term crisis response compared to other humanitarian interventions? Is the Project on track to create the link between short term measures and long-term development of social protection systems?• The Project has been designed as a multi-donor project that can receive contributions from additional donors. Is the structure and status of the project appropriate to scale up? What would be specific recommendations for a resource mobilization strategy? |
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Annex 3: List of People Consulted

	Name	Designation and organization	Relevant for Evaluability Assessment	Relevant for Evaluation elements
Cash-transfer/Social Protection components				
1	André Picard	CTA, SOCPRO	X	X
2	Rim Nour	Technical Expert in Social transfers, SOCPRO	X	X
3	Valérie Schmitt schmitt@ilo.org	Deputy director, SOCPRO		X
Occupation Safety and Health (OSH) components				
4	Ockert Dupper dupper@ilo.org	Programme Manager (VZF), LABADMIN/OSH	X	X
5	Joaquim Pintado Nunes nunesjp@ilo.org	Branch Chief, LABADMIN/OSH	X	X
6	Laetitia Dumas dumasl@ilo.org	Sr Administrator (Operations Specialist), LABADMIN/OSH	X	
7	Mini Thakur thakur@ilo.org	Project Manager, LABADMIN/OSH	X	X
8	Munaretto Maria munaretto@ilo.org	Technical Officer, LABADMIN/OSH	X	
9	Kesava Murali Kanapathy murali@ilo.org	Technical Officer, Advisory Services, Better Work, RO-Asia and the Pacific	X	X
Other ILO HQ Positions				
10	Peter Rademaker rademaker@ilo.org	PARDEV		X
11	Erlie Wubs wubs@ilo.org	PARDEV	X	X
12	Carlien Van Empel vanempel@ilo.org	PARDEV		
13	Dan Rees rees@ilo.org	Better Work/ Call to Action		X
14	Ursula Kulke kulke@ilo.org	ACTRAV		X
15	Adam Greene greeneg@ilo.org	Senior Adviser, ACT/EMP		X
16	Magdalena Bober	Adviser ACT/EMP		X
International Stakeholders				
17	Matthias Thorns	Director of Stakeholder Engagement, IOE		X
18	Christina Hajagos-Clausen	IndustriALL, Director		X
ILO CO – Madagascar				

19	Bernard Foe Andegue	Project Manager/ ILO - VZF	X	X
20	Mr. Lauréat Rasolofoniainarison	National Project Coordinator / ILO VZF	X	X
21	Madame. Raboanaly Emma	Sr Communication and Information Management Assistant / CO-Antananarivo	X	X
22	Ms. Hanitra Fitiavana Razakaboana,	Regional Director of Labour, Employment, Public Service and Social Laws Hanalamanga / Directorate General of Labour and Social Laws (Ministry of Labour)		X
23	Mr. Botoudi Emi Henri	National Coordinator / Madagascar Labour Conference (CTM)		
ILO CO - Laos				
24	Khemphone Phaokhamkeo khemphone@ilo.org	ILO Coordinator in Lao PDR	X	X
25	Bounthanvy Bounmy bounmy@ilo.org	OSH Coordinator	X	X
26	Xaybandith Rasphone xaybandith@gmail.com	President, Association of Lao Garment Industries (ALGI)	X	X
27	Mr. Bountham Chanthavong bountham06@gmail.com	ALGI coordinator for implementation of BMZ funds	X	X
ILO CO Indonesia				
28	Ms. Lusiani Julia	Senior Programme Officer, ILO Jakarta	X	X
29	Pipit Savitri	Communication and Partnership Officer and National Programme Officer	x	X
30	Abdul Hakim	National Project Officer ILO Jakarta		X
31	Mohamed Ania Agung Nugroho			x
32	Christian Panjaitan	National Project Officer ILO Jakarta		X
33	Maria Vasquez	CTA Better Work Indonesia	X	X
34	Ippei Tsuruga	Technical Officer, Unemployment Protection in Indonesia Quality Assistance for Workers Affected by Labour Adjustments		X
35	Pak Arif	Factory Manager Human Resource and Compliance Manager, PT Unng aSaridarman		
36	Mr. Danang Girindrawardana danang@apindo.or.id	Executive director, APINDO		
37	Mr. Ghazmahadi	Director of OSH		
38	Mr. Edi Kustandi	TSK-KSPSI Official		
39	Ms. Agatha	Head of International Cooperation Bureau, Directorate General of Industrial Relations and Social Security		

ILO Cambodia				
40	Sara Park	Program Manager, Better Factories Cambodia	X	x
41	Ms Jenny Hickey	Deputy Program Manager, Better Factories Cambodia		X
42	Mr Finn Koh	Programme Manager SOCPRO		X
43	Ken Loo	Secretary- General, Garment Manufacturers Association Cambodia (GMAC)		X
44	Athit Kong	C.CAWDU union President		X
45	Mr Leng Tong	Director, Department of OSH, MOLVT		X
46	Dr Kannitha	Deputy Director of Department of Occupational, Safety and Health (OSH), Ministry of Labour		
ILO Bangladesh				
47	Mr. Tuomo Poutiainen	ILO Bangladesh Country Director		
48	Mr. Yousuf Abu	National Operations Manager ILO- Better Work Programme	X	X
49	Ms. Noushin Safinaz	National Programme Coordinator		X
50	Mr. Shamim Ehasan	Vice President BKME		
51	Ms. Farzana Sharmin	Programme Coordinators, BKME		
52	Mr Humayun Kabir	Ministry of Labour and Employment – Under Secretary		
53	Mr Naimul Ahsan Jewel	Adviser NCCWE National Coordination Committee Workers Education		
54	Mr. Faisal	M-World		
ILO Vietnam				
55	Ms. Pham Thi Hoang Lien	Operations Manager Better Work Hanoi Office		X
56	Ms. Huyen Thu Thi Nguyen	Ministry of Health		X
57	Ms. Van Dinh,	Factory Worker and Training Participant (BAC Giang LNG		X
58	Ms. Linh	Corporate Social Responsibility, Crystal Martin Vietnam, Bac Giang Province		X
59	Ms. Nho	Employee Relations Crystal Martin Vietnam, Bac Giang Province		X
ILO Ethiopia				
60	Kidist Chala	Decent Work Ethiopia	X	X
61	Fantahun Melles	Decent Work Ethiopia	X	X
62	Dr. Zerihun	Senior Adviser for Ministry of Labour and Social Affairs and Technical Committee Chairperson – Wage Subsidy.		X
63	Evans Lwanga	OSH Component	X	X

Annex 3: List of Documents Reviewed

No.	Source	Document Name
General Documents		
1	ILO	GLO2020MUL Agreement (Project)
2	ILO	GLO2020MUL Final ProDoc
3	ILO	GLO2020MUL Logframe with Indicators
4	ILO	GLO2020MUL Final Budget
5	ILO	Programme Budget for the Biennium 2020-2021
6	ILO	M&E Plan SOCPRO and OSH
7	ILO	Meeting Notes (5 October 2020)
8	ILO	Meeting Notes (9 November 2020)
9	ILO	Meeting Notes (26 October 2020)
10	ILO	Meeting Notes (30 November 2020)
11	ILO	Status Update 2020
12	ILO	BMZ Workplan and Knowledge Products (Compiled)
13	ILO	Reapit Presentation
14	ILO	Rapid Assessment Response Plan – Madagascar
15	ILO	RARP Review Checklist
16	ILO	Synthesis of Proposed Project Activities
17	ILO	Invest Better – A Common Roadmap
18	ILO	Guidance Note 1.3: procedure and Tool for Evaluability
19	ILO	Vision Zero Fnds Strategy 2019 -2023: Collective Action for Dafet and Hea;th y Supply Chains
20	ILO	CoViD19 Action in the Global Garment Industry
21	IndustrALL	IndustriALL Global Union Action Plan.
Bangladesh		
22	ILO CO	BANGLADESH_RARP_MT reviews (002)_0510AY 2
23	ILO CO	BANGLADESH_RARP_MT reviews (002)_0510AY
24	ILO CO	Copy of Workplan_Knowledge products_Template_BMZ_BWB project
25	ILO CO	Draft GLO2020MUL logframe with indicators_OSH Components_BD_AY_Revised_MT
26	ILO CO	Final TOR support to enterprise clinics on COVID-19 response
27	ILO CO	Inception report_01_April_Clean
Cambodia		
28	ILO CO	Request for Proposal – Worker Outreach Campaign (BFC 2021/002)

29	ILO CO	Request for Proposal – Behavioural Change Design Campaign (BFC 2021/001)
Ethiopia		
30	ILO CO	BMZ VZF OSH Component Ethiopia Revised 21102020
31	ILO CO	Rapid_Needs_Assessment_VZF Ethiopia 19102020 Review (004) clean
32	ILO CO	Addis Ababa BOLSA COVID-19 Supervision Report
33	ILO CO	ILO Community Outreach Project completion update 11.2.2020
34	ILO CO	Oromia Region Covid Supervision Report done by Group One
35	ILO CO	SNNPR BoLSA ILO Covid Inspection Report
36	ILO CO	AA Implementation Agreement Docs
37	ILO CO	Amhara BoLSA_ Implimentation Agreement
38	ILO CO	Hawassa Investors Association (OSH Plans and Proposal)
39	ILO CO	Oromia BoLSA (Proposal and financial proposal)
40	ILO CO	Income support – Wage Subsidy (Proposal and Payment Processes)
41	ILO CO	SNNPR BoLSA (ToR)
Indonesia		
42	ILO CO	BMZ_IA 40328039_Partnership at Work Foundation
43	ILO CO	FINAL Guidelines for the ILO-BMZ wage subsidy programme in the garment sector in Indonesia ENG
44	ILO CO	ILO-BMZ Wage Subsidy Information Session-IA
45	ILO CO	wage subsidy brochure ENG and Bahasa Indonesia
46	ILO CO	Guidelines for the ILO wage subsidy programme in the garment sector in Indoensia
Laos		
47	ILO CO	1. ToR IA with ALGI (BMZ Covid Funds) Oct. 2020_ version 02
48	ILO CO	ALGI - progress report
49	ILO CO	Annex A TOR BMZ - Cash Transfer
50	ILO CO	Keeping livelihoods in time of COVID preparatory ME note_ 21_12_2020
51	ILO CO	VZF_COVID19_Rapid needs assessment_ENG - Aug 2020
52	ILO CO	Poster and Leaflet Examples
Madagascar		
53	ILO CO	3 rapport CTM ANTSIRABE
54	ILO CO	15022021- Mutualisation SST-COMMUNIQUE
55	ILO CO	COMMUNIQUE ACTIVITE CTM.
56	ILO CO	MISSION REPORT SUMMARY RDP16_19022021_LR (1)
57	ILO CO	PSISIT_Rapport descente1_fab

58	ILO CO	VZF CTM Toamassina
59	ILO CO	VZF_IA_LIVRABLE 1_Final
60	ILO CO	VZF_PSIIT_Rapport-activité_phase_2_vf[1]
61	ILO CO	VZF-CTM_Rapport Antananarivo
Vietnam		
	No documents provided.	

Annex 4: Results Framework Summary (as of 31 March 2021)

OUTPUT DELIVERY ³³		
Output	Output status	Output summary
Outcome 1: Bangladesh: the garment sector workers in Bangladesh are protected in response to the COVID-19 pandemic.		
<p>1.1 RMG sector's workers received wage subsidy and retained employment relation in response to the impact of the COVID-19 pandemic.</p> <p>Sub-output 1.1.1: Database of potential underemployed and unemployed RMG workers developed</p> <p>Sub-output 1.1.2: A mechanism to facilitate cash transfers in the form of wage subsidy from third parties to RMG workers is developed and made operational</p>	Delay: behind schedule	<p>In Bangladesh the income support will be channelled through employers in the form of wage subsidies. A social dialogue is initiated and ILO principles on social protection explained. Design and guidelines for wage subsidy were presented to the social partners and the MoLE is waiting for comments and suggestions from workers and employers. ILO is conducting bilateral meetings to move toward a collectively agreeable design and delivery mechanism in accordance with ILO principles.</p> <p>Draft implementation agreement, TORs, and delivery mechanisms are ready for discussions and endorsement.</p>
<p>1.2 Policy options and e-payment mechanism available for the government and global supply chain partners to develop an Unemployment Insurance for the formal sector.</p> <p>Sub-output 1.2.1: Policy advice on Employment and Social Protection Measures based on the experience from the wage subsidy disbursement to 45,000 workers and international best practices.</p> <p>Sub-output 1.2.2: Support the constituents and the endorsees to the Call to Action in their advocacy with International Brands & Buyers</p>	On schedule	<p>Digital payment options have been discussed and a commercial bank will be contracted (TORs ready) to deliver transfers to factories.</p> <p>The tripartite committee agreed to study the feasibility of establishing an unemployment insurance scheme for the garment sector workers. ILO is coordinating with the MoLE for a sharing session on a study report "Protection and prevention measures against unemployment in Bangladesh" conducted under an ILO-UNIQLQO project. Building on this report a preliminary feasibility assessment of an unemployment insurance scheme will be conducted.</p>
<p>1.3 Reinforced OSH measures in the enterprises of the garment sector</p> <p>Sub-output 1.3.1. Practical workplace prevention and mitigation measures</p> <p>Sub-output 1.3.2: PPE and Disinfection</p> <p>Sub-output 1.3.3 Awareness Raising and Communication</p>	Delay: behind schedule	<p>Needs assessment to design and deliver trainings for factory infirmary staff started. Trainings will be completed by August 2021 (End Target: Train 1000 infirmary staff); Procurement of PPE and disinfection materials underway (End Target: 200 factories). Work on behaviour change communication is scheduled to start in April.</p>
Outcome 2: Cambodia: Workers, in particular female workers, in the garment factories are better equipped to deal with the impact of the crisis		
<p>2.1 Maternity allowance to every garment female workers (with children between 3 months and 27 months) in</p>	Delay: behind schedule	<p>In Cambodia the income support will be channelled directly to workers. After tripartite consultations, it was recently agreed to modify the initial the design to provide income support to all workers that have been suspended for 3 months or more between March and December</p>

³³ Based on the Implementation Plan

<p>factories that have suspended operations, through NSSF</p> <p>Sub-output 2.1.1 – A one-off benefit of US\$70 (25% of the monthly minimum wage) to approximately 26,000 female garment factory workers are provided by September 2020</p> <p>Sub-output 2.1.2 – A mechanism to allow transfers from third parties to garment sector workers are in place</p> <p>Sub-output 2.1.3– Operational capabilities of NSSF in managing e-payments to beneficiaries are enhanced</p>		<p>2020. Upon official endorsement by the tripartite committee, an implementation agreement will be signed with the NSSF that will disburse the income support.</p>
<p>2.2 Employers and workers in the garment sector benefit from better employment protection measures through RGC measures.</p> <p>Sub-output 2.2.1 – Closer relationship between garment factory workers, garment factory employers and the social security provider are fostered</p> <p>Sub-output 2.2.2 – Policy Options to improve Employment and Social Protection Policy Options (including wage subsidies) for workers, including those in the garment sector and informal sector, are developed and shared with the Royal Government of Cambodia.</p>	<p>On schedule</p>	<p>The social dialogue on the income support program fostered a consensus between garment factory workers, garment factory employers and the NSSF on the importance of social protection. This consensus will be further developed through the training received through the NSSF developed mobile application.</p> <p>Discussions with government and social partners have been initiated on policy options to improve Employment and Social Protection Policy Options for workers, including those in the garment sector and informal sector.</p>
<p>2.3 OSH measures in the garment factories are reinforced</p> <p>Sub-output 2.3.1. Prevention of exposure to SARS-CoV-2 and transmission of COVID-19 in the workplace</p>	<p>On schedule</p>	<p>Leadership training for managing crisis situations held for 26 labour officials from national and 2 regional levels.</p> <p>BFC and DOSH officials developed training and orientation materials on Covid-19 Preventive Measures and Covid-19 Emergency Preparedness and delivered trainings to workers (the data on number of workers covered was not available by the time of reporting).</p> <p>MoLVT agreed to dedicate its training team for designing and delivering trainings to infirmity staff and OSH committee members.</p>

Outcome 3: Ethiopia: Targeted garment and textile enterprises are able to sustain business continuity through retaining their workers		
<p>3.1 Workers incomes temporarily protected from the impact of COVID-19.</p> <p>Sub-output 3.1.1: Parameters and institutional set-up of the benefit package and communication on the benefit</p> <p>Sub-output 3.1.2: Selection of factories, implementation agreements signed and cash payments to workers</p> <p>Sub-output 3.1.3: Monitoring and evaluation reports and recommendations for scaling up.</p>	<p>Delay: behind schedule</p>	<p>In Ethiopia the income support will be channelled through employers in the form of wage subsidies. Parameters and institutional set-up of the benefit package and communication on the benefit is completed. Programme was launched on 4 February.</p> <p>Web Portal (saving-jobs.org) was released on 27 March allowing factories to register for a pre-screening and submit application with documentation from 10 April onwards.</p> <p>Communication and outreach on the eligibility criteria and benefit will take place by beginning of April including through business Association and labor unions.</p>

			An implementation agreement is being signed and a service agreement with the Commercial Bank of Ethiopia will soon be signed to process payments to workers, to the tax authority and to POESSA for the workers' social contributions.
3.2	Selected factories are supported to repurpose their production to COVID-19 prevention products Sub-output 3.2.1: National and international standards of PPEs are applied Sub-output 3.2.2: Established demand for use of PPEs by workers in target factories and workers.	Completed	By the time BMZ funds came in, this demand was already met through ongoing SIRAYE/VZF projects. The resources can be used for strengthening awareness and behaviour change related messaging.
3.3	Health and Safety of workers protected Sub-output 3.3.1 PPE to prevent COVID-19 procured and distributed Sub-output 3.3.2 Practical workplace prevention and mitigation measures Sub-output 3.3.3 Awareness Raising and Communication	On schedule	35 factories advised on COVID-19 prevention mechanisms (End target 100) 15 OSH committees capacity built in Industrial Parks (End target 15) 97 workplaces inspected on Covid-19 prevention COVID -19 prevention taskforces capacity built in 2 regions (End target 4 regions) 14 factories disinfected (End target 32) 86 workers trained on workplace disinfection (End target 121) Preventive measures in market places: all targets completed 150 banners with five different COVID 19 themes distributed to all factories in the industry parks 4 educational material in the form of videos and audios produced 3 awareness billboards erected in the city and communities workers reside
Outcome 4: Indonesia: Workers in the garment and footwear sectors are better protected through wage subsidies			
4.1	Workers are protected through temporary and partial income replacement and employment retention in the garment sector in Indonesia. Sub-output 4.1.1: Design details of the scheme including criteria, operation flows and delivery mechanisms, and organize consultations with constituents Sub-output 4.1.2: Communicate and identify beneficiaries through assessments of applications against requirements Sub-output 4.1.3: Approve claims and deliver subsidies to employers that paid leave compensation and maintained employment based on collective agreements.	On schedule	In Indonesia the income support will be channelled through employers in the form of wage subsidies. Programme was launched on 29 January. Employers had until 28 February to apply. Wage subsidies were distributed in pay cycles of March and April. Programme duration will be extended and the design modified in order to increase the number of workers supported as well as the income support.
4.2	Strengthened OSH measures in the garment industry Sub-output 4.2.1: Prevention of exposure and transmission in 220 factories Sub-output 4.2.2: Policy development and guidance for future epidemics	On schedule	198 factories supported with PPE and preventive products like soaps and sanitizers (End target 198 factories) Awareness generation activities for workers and stakeholders for workplace safety: 5 activities; 300,000 workers and stakeholders informed (End target 8 activities, 350,000 workers) One practical guide for labour inspection developed (End target:2)

Outcome 5: Lao PDR: Workers in the garment sector are better equipped to deal with the impact of the crisis		
5.1	<p>All garment factory workers registered in LSSO (approx. 18'500) receive a wage subsidy</p> <p>Sub-output 5.1.1: Two months wage subsidy to all working in the garment sector registered in NSSF</p> <p>Sub-output 5.1.2: A mechanism to allow transfers from third parties to garment sector workers are in place</p> <p>Sub-output 5.1.3: Operational capabilities of LSSO in managing payments to beneficiaries are enhanced.</p>	<p>On schedule</p> <p>In Lao PDR the income support will be channelled directly to workers. Consultations with constituents have been organized and the design details of the scheme have been endorsed and the program launched on 23 February.</p> <p>LSSO is further establishing a service agreement with two mobile network operators to process payments to workers who do not have a bank account. This payment modality will be piloted for the project but is expected to serve for the payment of benefits of all schemes delivered by LSSO.</p>
5.2	<p>Employers in the garment sector are supported to maintain their operations during the crisis.</p> <p>Sub-output 5.2.1 – Closer relationship between garment factory workers, garment factory employers and the social security provider are fostered</p> <p>Sub-output 5.2.2 – Policy Options to improve Employment Policy Options (including wage subsidies) for workers, including those in the garment sector and informal sector, are developed and shared with the Government</p>	<p>On schedule</p> <p>This output is mostly planned for the second half of the project</p> <p>The social dialogue around the programme has fostered closer relationship between garment factory workers, garment factory employers and the LSSO. The programme is implemented by LSSO in close cooperation with the Association of Lao Garment Industry (ALGI) of Lao National Chamber of Commerce and Industry (LNCCI) and the Lao Federation of Trade Union (LFTU).</p>
5.3	<p>Strengthened OSH measures in the garment industry:</p> <p>Sub-output 5.3.1: Prevention of exposure and transmission in 50 factories</p> <p>Sub-output 5.3.2: Policy development and guidance for future epidemics</p>	<p>On schedule</p> <p>15 ALGI member factories are supported with COVID 19 prevention material and equipment (End target 50)</p> <p>56 dormitory managers of ALGI member factories have received training on COVID 19 prevention and infection control (End target 54)</p>
Outcome 6 – Madagascar: COVID-19 Response - Protection for Garment Factory Workers		
	<p>6.1: OSH Support</p> <p>Sub-output 6.1.1 Prevention of exposure to SARS-CoV-2 and transmission of COVID-19 in the workplace</p> <p>Sub-output 6.1.2 Ensuring that policies are in place for future epidemics</p>	<p>On Schedule</p> <p>93 representative of Madagascar Labour Conference (CTM) trained (End target 200 workers and employers representatives)</p> <p>35 LIs have received PPE support (End target 400 beneficiaries from 5 stakeholder groups)</p> <p>76 garment factories visited by LI in 3 regions : 651 workers and 131 employers sensitized (End target 76 factories)</p> <p>2 awareness sessions on prevention and mitigation of Covid-19 organized covering 27 LIs, 35 labour controllers, 10 Occupational physicians. (t End target: 10 sessions)</p>
Outcome 7 – Vietnam: COVID-19 Response - Protection for Garment Factory Workers		
	<p>7.1 : OSH Support</p>	<p>On schedule</p> <p>Preparations for trainings underway to train 120 service providers and constituents from 40 enterprises in April. (End target 200 participants)</p>

Sub-output 7.1.1 Prevention of exposure to SARS-CoV-2 and transmission of COVID-19 in the workplace		549 workers and stakeholder representatives using GOPY Platform on Covid 19 contents (End target 1000) Enterprise Advisors are supporting factories to review their existing policies for adapting to COVID 19 situation (ongoing process)
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Outcome 3: Ethiopia: Targeted garment and textile enterprises are able to sustain business continuity through retaining their workers

3.1 Workers incomes temporarily protected from the impact of COVID-19. Sub-output 3.1.1: Parameters and institutional set-up of the benefit package and communication on the benefit Sub-output 3.1.2: Selection of factories, implementation agreements signed and cash payments to workers Sub-output 3.1.3: Monitoring and evaluation reports and recommendations for scaling up.	Delay: behind schedule	In Ethiopia the income support will be channeled through employers in the form of wage subsidies. Parameters and institutional set-up of the benefit package and communication on the benefit is completed. Programme was launched on 4 February. Web Portal (saving-jobs.org) was released on 27 March allowing factories to register for a pre-screening and submit application with documentation from 10 April onwards. Communication and outreach on the eligibility criteria and benefit will take place by beginning of April including through business Association and labor unions. An implementation agreement is being signed and a service agreement with the Commercial Bank of Ethiopia will soon be signed to process payments to workers, to the tax authority and to POESSA for the workers' social contributions.
3.2 Selected factories are supported to repurpose their production to COVID-19 prevention products Sub-output 3.2.1: National and international standards of PPEs are applies Sub-output 3.2.2: Established demand for use of PPEs by workers in target factories and workers.	Completed	By the time BMZ funds came in, this demand was already met through ongoing SIRAYE/VZF projects. The resources can be used for strengthening awareness and behaviour change related messaging.
3.3 Health and Safety of workers protected Sub-output 3.3.1 PPE to prevent COVID-19 procured and distributed Sub-output 3.3.2 Practical workplace prevention and mitigation measures Sub-output 3.3.3 Awareness Raising and Communication	On schedule	35 factories advised on COVID-19 prevention mechanisms (End target 100) 15 OSH committees capacity built in Industrial Parks (End target 15) 97 workplaces inspected on Covid-19 prevention COVID -19 prevention taskforces capacity built in 2 regions (End target 4 regions) 14 factories disinfected (End target 32) 86 workers trained on workplace disinfection (End target 121) Preventive measures in market places: all targets completed 150 banners with five different COVID 19 themes distributed to all factories in the industry parks 4 educational material in the form of videos and audios produced 3 awareness billboards erected in the city and communities workers reside

Outcome 4: Indonesia: Workers in the garment and footwear sectors are better protected through wage subsidies

4.1 Workers are protected through temporary and partial income replacement and employment retention in the garment sector in Indonesia. Sub-output 4.1.1: Design details of the scheme including criteria, operation flows and delivery mechanisms, and organize consultations with constituents	On schedule	In Indonesia the income support will be channeled through employers in the form of wage subsidies. Programme was launched on 29 January. Employers had until 28 February to apply. Wage subsidies were distributed in pay cycles of March and April. Programme duration will be extended and the design modified in order to increase the number of workers supported as well as the income support.
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	<p>Sub-output 4.1.2: Communicate and identify beneficiaries through assessments of applications against requirements</p> <p>Sub-output 4.1.3: Approve claims and deliver subsidies to employers that paid leave compensation and maintained employment based on collective agreements.</p>		
4.2	<p>Strengthened OSH measures in the garment industry</p> <p>Sub-output 4.2.1: Prevention of exposure and transmission in 220 factories</p> <p>Sub-output 4.2.2: Policy development and guidance for future epidemics</p>	On schedule	<p>198 factories supported with PPE and preventive products like soaps and sanitizers (End target 198 factories)</p> <p>Awareness generation activities for workers and stakeholders for workplace safety: 5 activities; 300,000 workers and stakeholders informed (End target 8 activities, 350,000 workers)</p> <p>One practical guide for labour inspection developed (End target:2)</p>
Outcome 5: Lao PDR: Workers in the garment sector are better equipped to deal with the impact of the crisis			
5.1	<p>All garment factory workers registered in LSSO (approx. 18'500) receive a wage subsidy</p> <p>Sub-output 5.1.1: Two months wage subsidy to all working in the garment sector registered in NSSF</p> <p>Sub-output 5.1.2: A mechanism to allow transfers from third parties to garment sector workers are in place</p> <p>Sub-output 5.1.3: Operational capabilities of LSSO in managing payments to beneficiaries are enhanced.</p>	On schedule	<p>In Lao PDR the income support will be channeled directly to workers. Consultations with constituents have been organized and the design details of the scheme have been endorsed and the program launched on 23 February.</p> <p>LSSO is further establishing a service agreement with two mobile network operators to process payments to workers who do not have a bank account. This payment modality will be piloted for the project but is expected to serve for the payment of benefits of all schemes delivered by LSSO.</p>
5.2	<p>Employers in the garment sector are supported to maintain their operations during the crisis.</p> <p>Sub-output 5.2.1 – Closer relationship between garment factory workers, garment factory employers and the social security provider are fostered</p> <p>Sub-output 5.2.2 – Policy Options to improve Employment Policy Options (including wage subsidies) for workers, including those in the garment sector and informal sector, are developed and shared with the Government</p>	On schedule	<p>This output is mostly planned for the second half of the project</p> <p>The social dialogue around the programme has fostered closer relationship between garment factory workers, garment factory employers and the LSSO. The programme is implemented by LSSO in close cooperation with the Association of Lao Garment Industry (ALGI) of Lao National Chamber of Commerce and Industry (LNCCI) and the Lao Federation of Trade Union (LFTU).</p>
5.3	<p>Strengthened OSH measures in the garment industry:</p> <p>Sub-output 5.3.1: Prevention of exposure and transmission in 50 factories</p>	On schedule	<p>15 ALGI member factories are supported with COVID 19 prevention material and equipment (End target 50)</p> <p>56 dormitory managers of ALGI member factories have received training on COVID 19 prevention and infection control (End target 54)</p>

Sub-output 5.3.2: Policy development and guidance for future epidemics		
Outcome 6 – Madagascar: COVID-19 Response - Protection for Garment Factory Workers		
6.1: OSH Support Sub-output 6.1.1 Prevention of exposure to SARS-CoV-2 and transmission of COVID-19 in the workplace Sub-output 6.1.2 Ensuring that policies are in place for future epidemics	On Schedule	93 representative of Madagascar Labour Conference (CTM) trained (End target 200 workers and employers representatives) 35 LIs have received PPE support (End target 400 beneficiaries from 5 stakeholder groups) 76 garment factories visited by LI in 3 regions : 651 workers and 131 employers sensitized (End target 76 factories) 2 awareness sessions on prevention and mitigation of Covid-19 organized covering 27 LIs, 35 labour controllers, 10 Occupational physicians. (t End target: 10 sessions)
Outcome 7 – Vietnam: COVID-19 Response - Protection for Garment Factory Workers		
7.1 : OSH Support Sub-output 7.1.1 Prevention of exposure to SARS-CoV-2 and transmission of COVID-19 in the workplace	On schedule	Preparations for trainings underway to train 120 service providers and constituents from 40 enterprises in April. (End target 200 participants) 549 workers and stakeholder representatives using GOPY Platform on Covid 19 contents (End target 1000) Enterprise Advisors are supporting factories to review their existing policies for adapting to COVID 19 situation (ongoing process)

Annex 5: Good Practices and Lessons Learned

Good Practices

<p>ILO Emerging Good Practice Template Project Title: Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic Project TC/SYMBOL: GLO/20/20/MUL Name of Evaluator: Ty Morrissey Date: 24 May 2021</p>	
<p>GP Element: The project has applied a structured, professional, and considered approach, including the application of principals and standards to emergency cash transfers. Whilst this has raised some concern and criticism for perceived delays, it has promoted a more transparent, accountable, and robust system.</p>	
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>The project has applied ILO standards and guidelines to the selection of beneficiaries and workers who are eligible for emergency cash transfer payments. The approach provides a greater level of confidence, transparency and accountability to the system and provides a useful basis for engagement with partner governments who are seeking to strengthen and improve formal social protection systems.</p>
<p>Relevant conditions and context: limitations or advice in terms of applicability and replicability</p>	<p>The application of standards and guidelines is critical and should be applied as part of all future emergency and humanitarian responses and used as a key differentiator in the approach of the ILO.</p>
<p>Establish a clear cause-effect relationship</p>	<p>The application has opportunity to set the foundation for a strong cause and effect relationship for social protection and cash transfers generally.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>Focus on the amount of cash distributed and the number of workers and beneficiaries reached.</p>
<p>Potential for replication and by whom</p>	<p>Replication by the ILO and other projects (internal and external).</p>
<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p>	<p>Replication to project intermediate outcomes and also conditions of recommendation 202.</p>
<p>Other documents or relevant comments</p>	<p>N/A</p>

<p>ILO Emerging Good Practice Template Project Title: Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic Project TC/SYMBOL: GLO/20/20/MUL Name of Evaluator: Ty Morrissey Date: 24 May 2021</p>	
<p>GP Element: Social dialogue amongst tripartite partners is strong. This has supported the rapid assessment and progression of elements of work. It is suggested going forward that there is more in-depth engagement with government (particularly around emergency cash transfers and changing contexts – i.e. lockdowns etc.).</p>	
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>The application of social dialogue is a core feature of all ILO interventions. The project was able to respond to a quick turnaround for information and data to develop the project design document. Whilst the timeframes were short, the core relationships in country provided an opportunity to mobilise quickly and to complete rapid assessment reviews.</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>Use of existing tripartite measures is an on-going strength of the ILO approach. There is also opportunity for broader social dialogue with other stakeholders, particularly in an emergency or pandemic context (i.e. Ministry of Health and Ministry of Finance).</p>
<p>Establish a clear cause-effect relationship</p>	<p>Direct and important contribution to the implementation and management.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>No direct outputs or results but rather a context and enabling environment approach that creates a positive environment for implementation and management.</p>

Potential for replication and by whom	Replication by the ILO and other projects (internal and external).
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Replication to project intermediate outcomes and also conditions of recommendation 202.
Other documents or relevant comments	N/A

ILO Emerging Good Practice Template	
Project Title: Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic	
Project TC/SYMBOL: GLO/20/20/MUL	
Name of Evaluator: Ty Morrissey	
Date: 24 May 2021	
GP Element: The use of existing tripartite systems and relationships support implementation and management of the project. The tripartite model is a comparative advantage of the ILO. The relationships provide a solid foundation upon which work can be implemented and managed.	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The tripartite system is core to all ILO interventions. The tripartite system is also vital in emergency situations as evidenced by the project. The ability to respond and collect information and data for the project design is of good standard. Some COs have established technical tripartite mechanisms to support specific interventions
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Ability to modify the tripartite model to respond to immediate needs and priorities. Emergency responses that affect both workers and employers require the input of key constituent partners.
Establish a clear cause-effect relationship	The tripartite relationship is critical to all interventions. Would be a challenge to achieve results without the engagement and involvement of tripartite partners.
Indicate measurable impact and targeted beneficiaries	Like social dialogue isn't clear but rather it creates the enabling environment for thigs to occur.
Potential for replication and by whom	Replication by the ILO and other projects (internal and external).
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Replication to project intermediate outcomes and also conditions of recommendation 202.
Other documents or relevant comments	N/A

ILO Emerging Good Practice Template Project Title: Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic Project TC/SYMBOL: GLO/20/20/MUL Name of Evaluator: Ty Morrissey Date: 24 May 2021	
GP Element: For OSH, relationship with VZF and LABADMIN, building on existing work (e.g. guidelines), and existing relationships with factories and key stakeholders.	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>Like emergency cash transfers, OSH work, normally takes a specific focus and approach. The ILO has a long history with OSH work. The good practice for this project was that the ILO was able to pivot its support to respond to COVID-19 friendly reposes (including PPE equipment). The project was also an opportunity to focus on “health” aspects of OSH as opposed to safety issues which is normally the focus in normal OSH programs. The promotion of health is an opportunity for learning and a balanced approach to strengthening workplaces and their response to emergencies (and general work practices).</p> <p>The use of Rapid Assessment and Response Plan (RARP) was also a good practice that allowed a standardised way of analysing the pandemic context, existing response measures, gaps and opportunities of extending support on OSH aspects. It formed a valuable and credible input into the project concept and design while also ensuring that participating countries own the project and are able to use the resources in a manner most suitable to their constituents and stakeholder groups.</p> <p>The template was used by other colleagues, beyond VZF that has also led to the development of a more generic template that can be customised for any other sector (beyond garment/textile). It is now being used to inform a response work in agriculture sector in Mexico under a newly initiated USDOL funded project.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>The context has opened an opportunity for a refresh of OSH approaches (through VZF and Better Work). Some key learnings have emerged during the course of implementation.</p>
Establish a clear cause-effect relationship	<p>Opportunity to develop clear cause and effects between safe and healthy workplaces and the impact on worker productivity and overall effectiveness and efficiency.</p>
Indicate measurable impact and targeted beneficiaries	<p>This could be looked at from a health, safety and financial perspective. Prefer to have all three metrics applied</p>
Potential for replication and by whom	<p>ILO and factories.</p>
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	<p>Links to DWCP and OSH objectives. Also feeds into country COVID-19 response mechanisms.</p>
Other documents or relevant comments	<p>N/A</p>

Lessons Learned

Lesson No.1

Project Title: Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic

Project TC/SYMBOL: GLO/20/20/MUL

Name of Evaluator: Ty Morrissey

Date: 24 May 2021

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

LL Element: ILO needs to carefully consider the type of projects it is engaged in with regards to social protection. If part of a broader strategy, emergency cash transfers may be useful and appropriate but without a clear strategy or position the risk is that such interventions are based on donor needs rather than beneficiary needs.

Brief description of lesson learned (link to specific action or task)	Cash transfers are an integral component of any social protection system. Unfortunately, emergency cash transfers are prone to misappropriation and inefficiency in terms of identifying suitable workers. While the ILO has done well with the project, there is a need to have a clear position on the use and application of emergency cash transfers as part of emergency responses.
Context and any related preconditions	Capacity constraints are an issue and also an ability of CO's to work with tripartite partners to quickly identify and verify targeted workers etc. There ideally should be a national registration system for workers. This could possibly be an area of focus as part of a longer-term intervention.
Targeted users / Beneficiaries	Target beneficiaries apply to all workers
Challenges /negative lessons - Causal factors	Produces ineffective and inefficient results and outcomes. Potentially leads to a loss of reputation and challenges for tripartite relationships to be maintained.
Success / Positive Issues - Causal factors	Opportunity to have a very clear position on emergency cash transfer that is shared by the ILO and can be applied to future interventions.
ILO Administrative Issues (staff, resources, design, implementation)	SOCPRO/PARDEV/CO

Lesson No.2

Project Title: Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic

Project TC/SYMBOL: GLO/20/20/MUL

Name of Evaluator: Ty Morrissey

Date: 24 May 2021

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

LL Element: Despite time pressures, important to consider an inception (or preparedness) phase to allow for the verification and confirmation of data and information and to adjust relevant workplans and schedules as required.

Brief description of lesson learned (link to specific action or task)	Whilst the MTE recognises that there was time pressure to develop and submit a proposal, there is scope in future to consider the implementation of an inception/preparedness phase that allows for data and information to be verified and for workplan deliverables to be reviewed and assessed. Time taken at the inception phase will lead to less challenges during the course of implementation, particularly in attempting to meet with expectations.
Context and any related preconditions	The lessons are not entirely affected by context but will certainly influence the context of implementation once applied. It is good develop and management practice and is an opportunity to resolve issues and challenges with the donor upfront.
Targeted users / Beneficiaries	More focused at the institutional and management level.
Challenges /negative lessons - Causal factors	The potential negative is that projects are not implemented, and poor management decisions are enacted. The inception phase provides opportunity to adjust scope and/or timeframes.
Success / Positive Issues - Causal factors	Leads to better implementation, management and development outcomes.
ILO Administrative Issues (staff, resources, design, implementation)	SOCPRO/VZF/COs

Lesson No.3 Project Title: Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic Project TC/SYMBOL: GLO/20/20/MUL Name of Evaluator: Ty Morrissey Date: 24 May 2021 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element: The decentralised model is appropriate and supports good management, however without adequate resourcing, project initiatives are often placed in a lower priority than those that have appropriate budget.	
Brief description of lesson learned (link to specific action or task)	All projects, wherever an emergency or long-term development initiative, require resources for management and implementation. The MTE understand the rationale to minimise expenses to provide more support to workers, however this places considerable pressure upon country offices that are unable to devote significant resources, particularly for emergency cash transfers which do require a significant amount of time to establish and also set up in partnership with tripartite partners.
Context and any related preconditions	The lack of resources has been a significant challenge for CO's. Many staff are already involved with other projects.
Targeted users / Beneficiaries	All CO staff and SOCPRO/VZF with regards to budgeting and planning.
Challenges /negative lessons - Causal factors	The impacts are that time cannot be spent on the project and staff view their engagement as "part-time". Not to suggest that new staff need to be engaged but CO's should be supported with resources to "share the load"
Success / Positive Issues - Causal factors	The positive is that more funds have been made available for workers. This is positive but the project would have more efficiencies if management budget were provided
ILO Administrative Issues (staff, resources, design, implementation)	SOCPRO/VZF/BMZ

Lesson No.4 Project Title: Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic Project TC/SYMBOL: GLO/20/20/MUL Name of Evaluator: Ty Morrissey Date: 24 May 2021 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element: Emergency cash transfers do not substitute social protection gaps in partner countries. Domestic resource mobilisation and national systems strengthening should be the priority. Emergency cash transfers should only supplement existing resources and approaches	
Brief description of lesson learned (link to specific action or task)	This is well recognised. The lesson is provided as a reminder to remain focused on the long-term and the requirements needed to support social protection systems. External cash transfers are ultimately short-term but should provide a "demonstrative" effect to highlight to partner governments as to what is required. National and domestic resources are most suited to supporting national social protection systems.
Context and any related preconditions	Each country will have its own context with regards to social protection. This needs to be assessed and confirmed on a case by case basis.
Targeted users / Beneficiaries	All workers in respective countries
Challenges /negative lessons - Causal factors	On-going reliance on external funding support does not promote sustainable national systems.
Success / Positive Issues - Causal factors	Opportunity to make a strong contribution to the establishment and strengthening of national social protection systems.

ILO Administrative Issues (staff, resources, design, implementation)	SOCPRO/COs
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Lesson No.5
Project Title: Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic
Project TC/SYMBOL: GLO/20/20/MUL
Name of Evaluator: Ty Morrissey
Date: 24 May 2021
The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element: Cash transfer (and to a degree OSH interventions) require up to date and accurate data. The focus of long-term social protection interventions should centre on supporting better registration of workers and the application of information and registration systems.

Brief description of lesson learned (link to specific action or task)	Effective social protection systems and OSH work requires accurate and up to date information and data. Such systems struggle since workers, are not registered, factories do not keep updated records and workers often don't have formal national ID/registration.
Context and any related preconditions	Recognition by national governments that worker data and registration is important. Will provide a number of benefits not only for social protection but for national statistics and other economic opportunities (i.e. taxation).
Targeted users / Beneficiaries	All workers.
Challenges /negative lessons - Causal factors	Challenges will be to have the political will to capture all workers. Also the cost of such a system and who is ultimately responsible for the information and data.
Success / Positive Issues - Causal factors	A worker registration system would be the first steps in establishing a very strong and context specific social protection system.
ILO Administrative Issues (staff, resources, design, implementation)	SOCPRO/VZF