

ILO EVALUATION OFFICE

TERMS OF REFERENCE

***An independent review of ILO Global
Supply Chains interventions undertaken
between 2010-2019 with a focus on
lessons learned, what works and why***

An EVAL input to the Office's mid-term report to the Governing Body
on the progress of the Programme of Action

March 2019

BACKGROUND

1. The 2016 105th session of the International Labour Conference (ILC) adopted the conclusions on decent work in global supply chains, recognizing their contribution to economic growth, job creation, poverty reduction and entrepreneurship. The ILC also acknowledged that supply chains are a contributing factor for the transition from the informal to the formal economy and an engine of development by promoting technology transfer, adopting new production practices and moving into higher value-added activities.
2. Global supply chains (GSC) are conceived as “*a cross-border organization of the activities required to produce goods and services and bring them to consumers through inputs and various phases of development, production and delivery*”¹. The ILC has noted that failures at all levels within the global supply chains contribute to decent work deficits for working conditions, such as in wages, working time and occupational health and safety. Limited government capacity and resources for law-enforcement and monitoring can be exacerbated by the expansion of the global supply chains.
3. The ILO has developed a comprehensive programme of action for decent work in GSCs. Structured around a theory of change (see Annex 1) and five key areas of action, the ILO aims to assist member States in reducing decent work deficits in the GSCs and in strengthening their role for inclusive and sustainable growth. The ILO aims also to become a knowledge and resource facility for constituents as well as other institutions. This work is directly linked to the Future of Work Initiative² and the Sustainable Development Goals (SDG), particularly SDG 8.
4. The ILO programme of action 2017-21 capitalizes on the unique strengths of the ILO, and pays special attention to sectors most involved in GSCs, export processing zones (EPZs), as well as to the role of women and to vulnerable populations. The key areas of action are:
 1. **Knowledge generation and dissemination:** *Timely and effective generation of evidence-based knowledge and the establishment of a knowledge and research capacity to support and promote strategies to achieve decent work.*
 2. **Capacity building:** *Improved capacity of tripartite constituents to engage in successful sustained efforts at the national, sectoral, regional and international levels to advance decent work in global supply chains.*
 3. **Effective advocacy for decent work in global supply chains:** *Effective dialogue and action by the ILO and its constituents to advance decent work in global supply chains.*

¹ ILO, Decent Work in global supply chains, Report IV, International Labour Conference, 105th session, Geneva, 2016, p.1

² The Programme pays particular attention to the ILO Declaration of Philadelphia (1944), the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up (1998), the ILO Declaration on Social Justice for a Fair Globalization (2008), the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration), and all relevant international labour standards, as well as the Conclusions concerning the promotion of sustainable enterprises adopted by the International Labour Conference at its 96th Session (2007)

4. **Policy advice and technical assistance:** *Recognition of the ILO leading a global centre of excellence in developing and implementing coherent policies, strategies and programmes to promote decent work in global supply chains.*
 5. **Partnerships and policy coherence:** *Coherent strategies for advancing decent work in global supply chains by global and regional partners incorporated in their overall agenda, policies and programmes.*
5. Measuring the impact and results of the programme is an integral component of the work plan. A strategic review of existing ILO development cooperation programmes in GSCs and related work is a specific deliverable under the programme of action approved by the GB and is envisaged to be discussed during the 2019 November GB session.

PURPOSE AND SCOPE OF THE INDEPENDENT REVIEW COORDINATED BY THE ILO EVALUATION OFFICE (EVAL)

6. The purpose of the independent review is to contribute to organizational learning and to provide effective guidance to the constituents of the Office on the work carried out on GSCs. The review commissioned by EVAL will serve as an input into the Office's mid-term report to the Governing Body on the progress of the programme of action, due November 2019. The report under this assignment will also be published on the [ILO Evaluation Office website](#) as a separate document.
7. The review aims to enhance the understanding of the Office on:
 - i. the different methods and points of intervention of existing projects addressing GSCs and the different impacts on decent work deficits;
 - ii. the ways to extend the reach and the scope of the impacts through up-scaling, adaptations or complementary interventions; and
 - iii. the ways to implement interventions based on geography or by sector.
8. In this regard, the findings should be analysed and documented in a structured and systematic manner, clearly identifying what works, for whom, and why. While the focus of the study is on ILO development cooperation programmes in GSCs and projects and studies directly related to the topic, it will also have to look at the integrated and interrelated nature of action and results. This will require the inclusion of projects and activities in which GSC was not targeted but had a strong global-value chain component, as well as the ILO's several global business networks.
9. The review is expected to cover the period from 2010 to 2019. The following are some of the key questions the independent review will assess:
 - How can ILO GSC portfolio be described in terms of its approach, methods and points of intervention? What strategy or theory of change, if any, do ILO GSC programmes take based on geography or by sector?
 - Are there specific targets of intervention which are more recurrent?
 - What role do government, social partners and any other supply chain actors play in addressing decent work deficits in GCSs?

- What are the positive synergies between GSC interventions and other ILO areas of work? Is there evidence of obstacles and challenges in relation to synergies?
 - How effective is ILO's knowledge building work on GSC in shaping GSC related interventions?
 - What kinds of governance systems, including standards, in global supply chains can best address decent work deficits in GCSs?
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- What are the different impacts that projects addressing GSCs can have on decent work deficits?
 - How are ILO development cooperation projects related to GSCs relevant to the ILO's programme and policy frameworks to the P&B and DWCP, the UNDAF, the relevant SDGs and National Development Strategies, including any relevant sectoral policies and programmes?
 - Under which conditions do GSC related interventions contribute most to tackle decent work deficits?
 - Are there certain groups that benefit from the intervention more than others?
 - How can the reach and increase of scope of observed impacts be done through up scaling, adaptations or complementary interventions?
 - Which interventions can be considered good practice and what are the interventions replicable in different contexts/countries?
 - Which key success factors, mechanisms and circumstances can be identified? Which key inhibiting factors can be identified?

10. Additional questions could be identified by the consultants in light of the document review.

METHODOLOGY AND PROCESS

11. The work under this assignment will mainly consist of a desk-based review of evaluations reports (both published and unpublished) related to GSCs from 2010-19 in order to consolidate and synthesise key results and lessons learned, and to make these findings accessible and useful to ILO officials and constituents. The review will follow a mixed-methodology and apply the following techniques:

- i. Desk review and content analysis in the form of a synthesis review following EVAL's methodological guidance; and
- ii. Interviews with key ILO stakeholders to complement information in response to the research questions.

12. EVAL will provide a list of relevant documents collected internally, including but not limited to: independent and internal (mid-term and final) decentralized project evaluations, joint and external evaluation reports. ILO Evaluation reports will be collected based on key words covering both the GSC category and other related topics. To the extent possible, non-evaluative reports, including high-level policy or strategy documents³ could be included to inform the work the ILO has done related to GSCs.

³ High-level policy or strategy evaluation reports will be used to inform the synthesis of information.

13. Discussions with key ILO officials will be organized after the conduct of the synthesis review to fill in information gaps in response to the research questions.
14. As indicated in paragraph 12, EVAL will conduct a preliminary shortlisting of reports, covering geographic regions, ranges in timeframe and type of evaluation (mid-term or final, internal or independent), as well as country and global projects.
15. The consultant is expected to provide a list of inclusion and exclusion criteria in the inception report. Tentative criteria for sampling follow:
 - Time frame: evaluations to be in line with the time frame of the review;
 - Language: evaluations in either English, French or Spanish – the three main official languages of the ILO. The sampling strategy should take into account proportionate representation of reports from all the three languages;
 - Area of focus: documents related to interventions related to GSCs, directly or as embedded in other key thematic areas; ideally this should reflect some form of distribution by Policy Outcomes in ILO Results Framework covering the range of work in ILO;
 - Balance between mid-term and final evaluations (final evaluations may contain more lessons learned on what worked and why and therefore should be given precedence over mid-term);
 - Balance between geographic coverage;
 - Quality of the evaluation report: in order to achieve robust and reliable results, the quality of evaluations should be assessed on the grounds of the reports being comprehensive, evidence based and providing information relevant to the synthesis review questions. The final shortlisting should indicate whether the selected evaluation reports had undergone EVAL's ex-post Quality Appraisal (QA) results, and if so, how was it rated. To exclude any potential risk of losing rich-content reports, the consultant will apply the exclusion and inclusion criteria to a sample of 10 reports categorized with a low key term occurrence.
16. The consultant will apply the inclusion and exclusion criteria to obtain a stratified sample that guarantees an equal representation of GSC interventions. The review is expected to be based on a final expected sample of 40 evaluations. Details on the selection of this sample will be part of the inception report and approved by EVAL as per the TORs.
17. The final methodology should ensure that the findings are accurate, methodologically sound, comprehensive, and unbiased. It is required to have:
 - Clear criteria for eligible research, including the possible inclusion/exclusion criteria for source selection,
 - Explicit and comprehensive search strategy,
 - Systematic and replicable coding and data extraction strategies and procedures,
 - Means to address risk of bias and quality control, and
 - Analytical approach to be taken (e.g. quantitative meta-analysis, qualitative thematic synthesis, realist synthesis, a mixed approach, etc.).

KEY DATES AND DELIVERABLES

18. It is expected that the consulting work will be carried out over a period of maximum three-four months. The expected level of effort is 30 days approximately.

19. The consultant(s) will be expected to deliver the following:

- An inception report including a draft report outline; a detailed work plan, a list of possible additional data/information sources to be consulted; and a detailed methodology and work plan. This should include, among others, a description of the key questions to be addressed; the analytical approach to be taken (with details regarding the aspects and topics that will be addressed through desk review and interviews); the search strategy and a protocol for the review; possible inclusion/exclusion criteria for the selection of documents; the coding strategy; the means to address risk of bias and quality control. The approach should take into account the specificities of synthesis reviews of international development interventions. EVAL, in coordination with focal points in DDG/P and SECTOR, will review and comment on the inception report, and the consultant will respond in writing to all received comments. The inception report must be approved by EVAL before work can proceed.
- A draft report based on the approved inception report. The draft report will present the analysis of the selected documents and key findings, and will include an executive summary. It will be written in English and be no longer than 50 pages, including the executive summary, but excluding the annexes. The draft report will be presented to EVAL and key stakeholders for comments, and the consultant will respond in writing to all comments received. EVAL will conduct quality assurance/peer review of the draft version of the report.
- A final report which will present the completed analysis and must respond appropriately to comments and feedback from key ILO officials. The final report must have a high-quality executive summary no longer than 10 pages.

Time frame

20. The following is the proposed schedule

<i>Tentative Schedule: Review on GSCs</i>			
<i>Dates</i>	<i>Tasks</i>	<i>Responsible</i>	<i>Outputs/ Deliverable</i>
<i>ToR preparation and Contracting process (February - March)</i>			
1 st half of March	ToR finalization	ILO	ToRs
2 nd half of March	Call for EoI	EVAL	
1 st half of April	Contracting process	ILO	Consultant hired
<i>Inception Phase (April)</i>			

1 st half of April	Initial briefing visit to ILO. Fine-tuning of methodology, documents and format of inception report	Team of consultants and EVAL	Briefing visit and agreed format for inception report
2 nd half of April	Drafting of inception report	Team	Final Inception Report
<i>Review Phase (May-June)</i>			
1 st half of May	Comments to inception report by EVAL and re-defining the research questions, search strategy and protocol through dialogue with EVAL	Team and EVAL	Updated Inception report if required
2 nd half of May	Data screening and Synthesis	Team	
1 st half of June	Consultation process	Team and ILO	
<i>Reporting Phase (June-July)</i>			
1 st half of June	Draft report	Team	Draft report
2 nd half of June	Comments on report by EVAL and technical departments	ILO	Consolidated comments
1 st half of July	Final report (including de-brief visit)	Team	Final Report with a concise executive summary
<i>Final Report Processing</i>			
End of July	Minimum editing and posting on the net	EVAL	Report posted on web
August	Input findings into final draft of GB report	ILO /DDG/P	

21. The inception report should be submitted to EVAL within two weeks after signing of the contract.

MANAGEMENT, COORDINATION, AND RESPONSIBILITIES

22. The review will be performed by an external collaborator and will be managed by the ILO Evaluation Office in consultation with DDG/P and SECTOR.

23. The lead consultant will report to EVAL on all aspects of consultancy deliverables and day-to-day work schedules. EVAL will provide support in accessing key internal documents and reviewing protocols and will facilitate meetings with key stakeholders, if necessary. Monitoring of progress will be ensured through weekly exchanges between EVAL and the consulting team.

Quality assurance

24. 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.

PROFILE AND QUALIFICATIONS OF THE REVIEW CONSULTANT(S).

25. The review will be carried out by a team of consultants/consultant with the following qualifications and profile combined:

- Knowledge and understanding of UN, ILO and related labour issues; including relevant contextual knowledge
- Demonstrated knowledge and experienced in conducting reviews through the methodology relevant for this topic, with demonstrated understanding of issues of validity, reliability and feasibility of methodology
- Strong evaluation and related applied research background
- Appropriate balance of contextual knowledge, technical specialist, relevant prior experience and all three working languages (English, French and Spanish) with fluency in English (spoken and written) as the report will be in English;
- Prior knowledge of the ILO's roles and activities and understanding of GSC issues;
- Demonstrated analytical skills are essential;
- Prior experience on systematic reviews, and/or on the synthesis of large volumes of quantitative and qualitative information is preferable.

26. The organisation of the work will be specified and explained clearly in a detailed timeline as part of the inception report.

Selection of the review team

27. A call for expression of interest will be advertised to request for a short technical and financial proposal. A shortlist will be established using rating criteria as per above requirements. EVAL will allocate greater importance to technical factors including the design and methods proposed. Proposals will be assessed in terms of best value to the ILO, with price and other factors considered.

28. The selection process will be competitive, taking into consideration availability and price.

Annex I. Theory of change underpinning the Programme of Action for Decent Work in the Global Supply Chains

The current situation

Global supply chains (GSCs) are complex, diverse and fragmented. They have contributed to economic growth, job creation, poverty reduction and entrepreneurship and can contribute to a transition from the informal to the formal economy. They can be an engine of development by promoting technology transfer, adopting new production practices and moving into higher value-added activities, which would enhance skills development, productivity and competitiveness. The positive impact of GSCs on job creation is important in view of demographic changes in terms of ageing, population growth and the increase of women's participation in the labour market.

At the same time, failures at all levels within GSCs have contributed to decent work deficits for working conditions such as in the areas of occupational safety and health, wages, working time, and which impact on the employment relationship and the protections it can offer. Such failures have also contributed to the undermining of labour rights, particularly freedom of association and collective bargaining. Informality, non-standard forms of employment and the use of intermediaries are common. The presence of child labour and forced labour in some GSCs is acute in the lower segments of the chain. Migrant workers and homeworkers are found in many GSCs and may face various forms of discrimination and limited or no legal protection. In many sectors, women represent a large share of the workforce in GSCs. They are disproportionately represented in low-wage jobs in the lower tiers of the supply chain and are too often subject to discrimination, sexual harassment and other forms of workplace violence. In addition, they lack access to social protection measures in general, and maternity protection in particular, and their career opportunities are limited. Export processing zones (EPZs) are not uniform and have very different characteristics. Decent work deficits are pronounced in a significant number of EPZs linked to GSCs. Governments may have limited capacity and resources to effectively monitor and enforce compliance with laws and regulations. The expansion of GSCs across borders has exacerbated these governance gaps.

The intervention: *The ILO programme of action on global supply chains*: To significantly reduce the decent work deficits in global supply chains through an integrated intervention model pilot-tested in selected industrial global value-chains organized around five areas of action: (1) Knowledge generation and dissemination; (2) Capacity building; (3) Effective advocacy in decent work in global supply chains; (4) Policy advice and technical assistance; and (5) Partnerships and policy coherence.

Critical assumptions (expected institutional capacity and behaviour after ILO interventions):

- Governments take action to deal with national challenges holding back ratification of international labour standards and their application.
- National labour administration and inspection systems provide effective services and enforce national laws.
- Effective national and cross-border social dialogue takes place.
- ILO development cooperation programmes and sectorial approaches to decent work in GSCs are scaling up and practical knowledge from enterprise levels is influencing national policy processes.
- Policy coherence on GSCs is developed among multilateral initiatives and strong international partnerships in support of ILO leadership on decent work in GSCs exists.
- Enterprises have access to comprehensive ILO country-level information for guidance on international labour standards and human rights due diligence.
- Dispute settlement mechanisms established and operational within the review process of the MNE Declaration.
- Sustainable development models applied in EPZs with a focus on FPRW.
- Strong research and knowledge base on key decent work data in GSCs established and used for policy advice and technical assistance.
- National capacity to generate key datasets on GSCs and ILO coordinates statistical data on GSCs in cooperation with authoritative forums.

Changes arising as a result of the ILO interventions:

- Ratifications and implementation of the ILO standards relevant to decent work in GSCs will increase (globally).
- Workers will have access to legal remedies, including in EPZs.
- Enterprises will increasingly comply with national laws.
- Governments will improve the rule of law and facilitate the transition from the informal to the formal economy.
- Independent and effective judicial systems will ensure that the implementation and enforcement of national labour laws will be stronger.
- Cross-border social dialogue will be effective and the ILO will support and facilitate, upon joint request from workers and employers.
- ILO flagship and development cooperation programmes relevant for the GSCs are reaching more enterprises and workers and will increasingly use their experience for policy advice at national levels.
- Global policy coherence will provide a clearer direction of the rule of the game on decent work in GSCs.
- Increased number of industrial cross-border labour disputes will be settled through the new mechanism under the MNE Declaration.
- OECD's National Contact Points will increasingly apply social and international labour standards.
- Enterprises will have access to a comprehensive set of information about country situations within their GSCs, laws and regulations and will increasingly apply labour rights due diligence in coherence with already existing international frameworks.
- Workers in EPZs will enjoy their fundamental labour rights and EPZs will increasingly apply sustainable development models.

The future situation

Decent work deficits are reduced in GSCs and opportunities for productive and decent jobs for women and men are created along the chains.