



THE PROMOTION OF SUSTAINABLE SUPPLY CHAINS THROUGH GERMAN DEVELOPMENT COOPERATION BASED ON THE EXAMPLE OF THE TEXTILE SECTOR

2023

German development cooperation is pursuing the objective of reducing negative social and environmental effects in global (textile) supply chains and thus, in the long term, contributing to designing them more sustainably. This evaluation examines, in particular, the interaction between various development cooperation instruments and measures to promote sustainable global supply chains in the textile sector. The results show that German development cooperation addresses relevant social and environmental challenges in the textile supply chain with its instruments. In the partner country Bangladesh, it partially contributes to reducing human rights violations and environmentally damaging effects in the textile industry. At the same time, in Germany, development cooperation makes key contributions to allowing purchasing companies to fulfil their corporate due diligence obligations better. However, the evaluation revealed gaps in the strategic steering by the Federal Ministry for Economic Cooperation and Development (BMZ) and in the targeted combination of the relevant DC instruments. The evaluation team therefore recommends, among other things, that the BMZ develop an overarching impact- and action-oriented concept to promote sustainable global supply chains and reinforce its efforts towards (inter)national policy coherence.

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IMPRINT

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EXECUTIVE SUMMARY

Context, objectives, object and evaluation questions

Over the past decade, the significance of sustainably designed global supply chains has risen steadily in many economic sectors. The business and political communities, civil society and the general public have become increasingly aware of the social and environmental risks associated with global supply chains, particularly in the wake of disasters such as the fire in the Ali Enterprises textile factory in Pakistan in 2012 and the collapse of the Rana Plaza textile factory in Bangladesh in 2013. Since the start of the evaluation in mid-2020, international exogenous shocks with serious consequences for international supply chains have underscored the significance of this topic for development policy. The outbreak of the COVID-19 pandemic in spring 2020 and the restrictions in many areas of public life imposed in response also led to disruptions and interruptions along many global supply chains.

The Federal Ministry for Economic Cooperation and Development (BMZ) has confirmed the important role that sustainable global supply chains play in development policy. The BMZ's strategic objective is to reduce the negative social and environmental impacts along global supply chains and, in the long term, to contribute to making them more fair (BMZ, 2018, 2020a). The Federal Ministry is currently lobbying for an ambitious structural policy – i.e. a just transition – that promotes, among other things, sustainable and fair supply chains. It currently sees a “historic opportunity” for a socio-ecological transformation of global supply chains that must be seized. In this context, German development cooperation (DC) bases its understanding of sustainability on the 2030 Agenda for Sustainable Development.

Global supply chains in the textile sector face many social and environmental challenges to sustainability. Examples include disregard for labour rights or environmental pollution due to inappropriate use of chemicals. Since the disasters in 2012 and 2013, working and environmental conditions in textile supply chains have featured prominently on the BMZ's political agenda (BMZ, 2021a; Federal Government, 2014a; Lohmeyer and Schüßle, 2019). Subsequently, the BMZ initiated various initiatives and implemented measures that aim to contribute to improvements in the global textile supply chain.

In this context, this strategic evaluation pursues accountability and learning objectives. First of all, in the interests of accountability, the evaluation analyses whether and to what extent German DC has contributed to promoting social and environmental sustainability in global supply chains. Secondly, the evaluation aims to contribute to learning and to enable evidence-based policy design. To achieve this, it generates strategic and operational conclusions and recommendations for future action. The evaluation is made up of both formative and summative elements.

The object of the evaluation is the interaction of the DC instruments and measures with which the BMZ aims to promote more sustainable global supply chains in the textile sector. To this end, the BMZ uses various instruments, which this evaluation understands as thematic or conceptual DC activities that address specific target groups along the textile supply chains. These include textile factories in the partner countries, purchasing companies, consumers in Germany and political and legislative actors. The BMZ utilises a “mix of instruments” – a term that is not formally defined for German DC – to effectively address the complex social and environmental challenges in global supply chains. This evaluation understands “mix of instruments” to mean an intentional combination of (at least two) different instruments and/or measures used to address a core development policy problem.

The evaluation questions (EQs) are split into two sets. The first set of questions (EQ 1.1–1.3) investigates to what extent the instruments used in German DC or the combination of these instruments are suitable for promoting sustainable supply chains. The second set of questions (EQ 2.1 and 2.2) refers to the mix of instruments and the question of to what extent the stated objectives for promoting sustainable supply chains in Germany and Bangladesh have been achieved.

Methodological procedure

The evaluation follows a theory-based evaluation approach. As it was not possible to identify any explicit theory of change for the promotion of textile supply chains in the documents supplied by the BMZ and the implementing organisations, the team has devised two comprehensive theories of change: one for the target group of purchasing companies in Germany and another for textile factories in DC partner countries. Both theories of change bundle various instruments and, in addition to chains of action, contain different assumptions, external influences and potential unintended effects.

The process of operationalising the evaluation questions involved several stages. First, the evaluation team assigned the evaluation questions to the OECD-DAC criteria. Following this, the team developed an evaluation matrix in which they derived and defined the levels of ambition from strategy papers, programme documents, the scientific literature and discussions with the reference group. In the next step, they identified suitable methods and determined the data to be collected for this.

The evaluation design contains a portfolio analysis and two case studies. The basic population of the portfolio analysis consists of 151 German DC interventions implemented between 2014 and 2021 along the entire textile supply chain and provides a comprehensive overview of the instruments and types of measures used as well as the challenges and target groups addressed. The case studies were performed in Germany (with a focus on measures for purchasing companies) and in Bangladesh (with a focus on supported textile factories and legislative measures).

Primary and secondary data form the data basis. The former includes interviews with the BMZ, the implementing organisations, actors in the textile supply chain (such as purchasing companies, textile factories and associations), civil society organisations and academia. The latter includes strategy, programme and project documents as well as a representative survey among just under 2,000 consumers in Germany. The evaluation team analysed and triangulated all data in order to produce findings regarding the mix of instruments, how it is managed and its effects.

The evaluation utilises three main methods, namely a qualitative content analysis, a semi-systematic literature analysis and a contribution analysis. The main data analysis method was a qualitative content analysis, with a quantitative-descriptive analysis being performed for the consumer survey. Through a semi-systematic literature analysis, the team developed a precise understanding of the complex topic of textile supply chains and were able to identify leverage points to ensure fair textile supply chains. The contribution analysis was selected specifically for the case studies in order to do justice to the complex context of promoting global supply chains – which often involve factors that German DC has no influence over.

Results

German DC addresses relevant social and environmental challenges in the textile supply chain (EQ 1.1). These include topics such as “occupational safety” and “occupational health” (social challenges) as well as the sustainable disposal of sludge and how to deal with toxic chemicals (environmental challenges). For the deployed instruments, it is clear how they are intended to contribute to addressing the challenges and how they should go about this. German DC’s key target group in the partner countries is the textile factories. Here, DC primarily makes use of the instruments “business consulting and training”, “capacity development of employees”, “dialogue and cooperation” and “university education and research”. In addition, German DC plans and implements DC measures for target groups and actors in Germany with the aim of indirectly contributing to development policy objectives in partner countries. In the context of this DC@Home, the most common instruments are those that can be used to reach the target groups of private consumers and public procurement agencies (particularly “development policy education work and municipal engagement”) as well as instruments that target purchasing companies (“support services for German companies”) and political actors or policy frameworks (“political dialogue, networking and cooperation”).

There is no guiding concept at strategic and operational level to promote textile supply chains (EQ 1.2). However, BMZ would require such a concept including a theory of change for the strategic steering of the instrument mix in order to address the complex challenges and long time frames that the changes it envisages in this sector require. Equally, the evaluation team found that the interaction between DC activities in

Germany and in the partner countries does not appear to be sufficient to have substantial effects. For example, measures that support purchasing companies in Germany with fulfilling their corporate due diligence obligations are hardly linked to measures that support the textile factories in the partner countries with regard to implementing social and environmental standards. Even if the measures address the relevant target groups within the textile supply chain, there are gaps in the strategic alignment of the mix of instruments and their steering.

German DC deploys various instruments in Bangladesh to address different groups of actors and, in doing so, reduce human rights violations and environmentally damaging effects (EQ 1.3). Germany is viewed as the most important bilateral donor in Bangladesh's textile and clothing sector. Various instruments are used both throughout the portfolio and within the individual measures, the majority of which address textile factories. However, some important actors are insufficiently considered if not neglected entirely. These include purchasing companies, whose leverage could be more effectively utilised, as well as less ambitious textile factories.

The mix of instruments has partially contributed to reducing human rights violations and environmentally damaging effects in supported textile factories in Bangladesh (EQ 2.1). German DC has made a moderate contribution towards protecting employees from the risk of work accidents. However, the changes achieved to date are not yet sufficient to offer them considerable protection. German DC has also made a moderate contribution to reducing resource consumption and environmental pollution by textile factories in Bangladesh. For example, the regulatory framework regarding how sludge is handled has been improved. When it comes to promoting workers' representation and empowering workers in the workplace, German DC has made only a minor contribution.

The mix of instruments has predominantly contributed to ensuring that purchasing companies in Germany fulfil their corporate due diligence obligations (EQ 2.2). German DC has made an important contribution to certification, advisory services and networking opportunities for purchasing companies and, in doing so, created conditions to ensure that they work more actively towards meeting their corporate due diligence obligations. Moreover, German DC has made a key contribution towards increasing awareness of sustainability within the public (textile) procurement sector as well as among private textile consumers. However, it remains to be seen to what extent this greater awareness will actually result in proportionately higher consumption of more sustainable products. Finally, German DC is recognised as making a positive contribution to creating legal frameworks, as the BMZ played a key role in introducing the Act on Corporate Due Diligence Obligations in Supply Chains (LkSG). It will only be possible to assess to what extent this Act will lead to positive changes after it comes into force on 1 January 2023.

Conclusions and recommendations

Impact- and action-oriented concept

Despite the political and economic importance of global textile supply chains, German DC does not have an overarching concept to effectively and sustainably support them. Although German DC has a wide range of instruments at its disposal, this evaluation revealed that there is currently no evidence that the individual instruments are comprehensively being combined in a strategic or "smart" manner (interplay). This shows that German DC lacks an overarching concept or steering instrument at strategic level with which it can systematically tackle the objective of social and environmental transformation of global textile supply chains as well as making better use of the synergy potentials between various instruments and measures.

Recommendation 1: The BMZ should develop an overarching impact- and action-oriented concept for promoting global textile supply chains. “Impact-oriented” means that there is a theory of change that describes the intended effect mechanisms for instruments and measures in the textile sector’s supply chains in an ideal scenario. “Action-oriented” means that instruments and measures are structured based on modules or a checklist, that those involved have a shared understanding of their potential impact and that implementing organisations can use them to design and implement measures. The objective is to make it possible to strategically combine instruments and measures better and in a more impact-oriented manner to fit the specific situation than has been possible to date.

Voluntary initiatives

Through its voluntary initiatives the Textiles Partnership and the Green Button, the BMZ supports various initiatives that encourage companies to become more active in fulfilling their corporate due diligence obligations. These contributions differ depending on the company type. The evaluation found that the majority of contributions were made by companies that are new to sustainability. It also revealed that, to date, the BMZ has not differentiated enough by target group and that the thematic profiles should be honed further.

Recommendation 2: In the context of the regulatory changes associated with the LkSG and in view of the added value for various groups of companies, the BMZ should continue developing the Textiles Partnership and the Green Button in the course of the ongoing reform process to ensure that the objectives of the initiatives can be further honed and strengthened.

Policy coherence

Global (textile) supply chains are complex and therefore generally go beyond the remit of individual ministries. The BMZ must coordinate appropriately with other relevant federal ministries, such as the German Federal Ministry for Economic Affairs and Climate Action and the German Federal Ministry of Labour and Social Affairs to ensure that all relevant actors for development policy can be adequately addressed and thereby potentially increase the effectiveness of Germany’s engagement. Cross-ministry policy coherence is particularly important when it comes to regulatory and political change processes at European and multilateral levels. One example of this is the European legislation regarding supply chains.

Recommendation 3: The BMZ should make more of an effort to ensure policy coherence. This will allow greater leverage effects for achieving development policy objectives in the promotion of sustainable global textile supply chains at national, European and multilateral level. This also includes specifically lobbying for legislative and regulatory change processes and simultaneously adding a development policy perspective to the relevant legislative processes. This comprises the European law on supply chains. The BMZ should point out specific approaches for development policy and incorporate its experiences to ensure that the European law is drafted effectively from the start.

Sustainable public procurement

The institutional responsibilities for public procurement are outside the BMZ’s area of activity, both vertically (federal level – state level – municipality level) and horizontally (between the federal ministries). German DC therefore only has limited leverage here. At the same time, through the Service Agency Communities in One World (SKEW), BMZ supports numerous training measures relating to sustainable public procurement as well as exchange and dialogue formats for committed key players in the public procurement sector. It therefore contributes to awareness-raising and capacity building. BMZ is also involved in developing federal guides and guidelines on sustainable public procurement – in both leading and advisory capacities – and contributes to information products such as reference works.

Recommendation 4: The BMZ should continue to develop training and advisory services regarding sustainable public procurement at municipal and federal level with the aim of specifically strengthening sustainable public procurement. To this end, the BMZ should make use of SKEW at municipal level to expand exchange and dialogue formats for procurers as well as qualification measures for sustainable procurement and to raise awareness of these offers in the municipalities. The BMZ should provide the necessary resources for this and advocate for an interdepartmental approach. At federal level, the BMZ should commit itself to expanding training offers relating to sustainable textile procurement.

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ABBREVIATIONS AND ACRONYMS

AoW	Academy of Work
BAFA	German Federal Office for Economic Affairs and Export Control (Bundesamt für Wirtschaft und Ausfuhrkontrolle)
BEF	Bangladesh Employers Federation
BGMEA	Bangladesh Garment Manufacturers and Exporters Association
BGR	German Federal Institute for Geosciences and Natural Resources (Bundesanstalt für Geowissenschaften und Rohstoffe)
BKMEA	Bangladesh Knitwear Manufacturers and Exporters Association
BMAS	German Federal Ministry of Labour and Social Affairs (Bundesministerium für Arbeit und Soziales)
BMUV	German Federal Ministry for the Environment, Nature Conservation, Nuclear Safety and Consumer Protection (Bundesministerium für Umwelt, Naturschutz, nukleare Sicherheit und Verbraucherschutz)
BMWi/BMWK	German Federal Ministry for Economic Affairs and Energy (Bundesministerium für Wirtschaft und Energie); from 2021: German Federal Ministry for Economic Affairs and Climate Action (Bundesministerium für Wirtschaft und Klimaschutz)
BMZ	German Federal Ministry for Economic Cooperation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung)
DC	Development cooperation
DEG	Deutsche Investitions- und Entwicklungsgesellschaft mbH
DIFE	Department of Inspection for Factories and Establishment
DPP	Development partnership with the private sector
EIPS	Employment Injury Protection Scheme for Workers in the Textile and Leather Industries in Bangladesh
EQ	Evaluation question
EU	European Union
FABRIC	Promoting Sustainability in the Textile and Garment Industry in Asia (Förderung einer nachhaltigen Textil- und Bekleidungsindustrie in Asien)
FC	Financial cooperation
FES	Friedrich-Ebert-Stiftung (Friedrich Ebert Foundation)
FWF	Fair Wear Foundation
GDP	Gross domestic product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GSP+	The EU's Generalised Scheme of Preferences
G7	Informal forum of heads of state and government from the key industrial nations
G20	Informal alliance of the 19 most important industrial and emerging countries
HELD	Higher Education and Leadership Development for Sustainable Textiles in Bangladesh
HEST	German-Bangladesh Higher Education Network for Sustainable Textiles
IGS	Initiative for Global Solidarity (Initiative Globale Solidarität)
ILO	International Labour Organization

ISO	International Organization for Standardization
KEPol	Office for the coordination of municipal development policy (Koordinationsstelle für kommunale Entwicklungspolitik)
KfW	Development bank of the Kreditanstalt für Wiederaufbau (Entwicklungsbank der Kreditanstalt für Wiederaufbau)
LIMA	Labour Information Management Application
LkSG	German Act on Corporate Due Diligence Obligations in Supply Chains (Lieferkettensorgfaltspflichtengesetz)
M&E	Monitoring and evaluation
MSA	Modern Slavery Act
MSP	Multi-stakeholder partnership
NAP	National Action Plan for Business and Human Rights
NaWi	Sustainable economic development, training and employment (Nachhaltige Wirtschaftsentwicklung, Ausbildung und Beschäftigung)
NGO	Non-governmental organisation
OAR	Open Apparel Registry
OECD	Organisation for Economic Co-operation and Development
OECD DAC	Organisation for Economic Co-operation and Development Assistance Committee
PaCT	Partnership for Cleaner Textile
PSES I–III	Promotion of Social and Environmental Standards in Bangladesh
PStS	Parliamentary State Secretary
PTB	National Metrology Institute (Physikalisch-Technische Bundesanstalt)
QCA	Qualitative Comparative Analysis
REACH	Registration, Evaluation, Authorisation and Restriction of Chemicals (European chemicals ordinance)
RP	Regional project
RSC	RMG (Ready Made Garment) Sustainability Council
RTW	Return to work
SDGs	Sustainable Development Goals of the United Nations
SDIR	Promoting Social Dialogue and Harmonious Industrial Relations
SKEW	Service Agency Communities in One World (Servicestelle Kommunen in der Einen Welt)
SLSG	Social and Labour Standards in the Textile and Garment Sector in Asia
SMEs	Small and medium sized enterprises
SP	Sector project
STILE	Promoting Sustainability in the Textile and Leather Sector
TC	Technical cooperation
UN	United Nations
WPC	Worker Participation Committee
ZDHO	Zero Discharge of Hazardous Chemicals

GLOSSARY

Benchmark	Evaluatory ex-ante assessment of the conditions under which the evaluators deem the development measure to be appropriate and successful. This assessment takes into account relevant results of research and evaluations as well as the results of consultations with the stakeholders. Based on this, the team establishes a well-founded, content-based stance and endeavours to be as objective and neutral as possible.
Contribution claim	A contribution analysis instrument that refers to all concrete, verifiable results hypotheses within specified thematic areas (for example, sludge management) in which German development cooperation is expected to have contributed to the identified improvements or for which this is being examined.
Contribution story	Derivation of an overarching assessment based on the findings from individual contribution claims for the purpose of creating a results logic (for example, environmental protection and resource conservation)
DC@Home	Measures that are planned and implemented for target groups and actors in Germany with the aim of indirectly contributing to development policy objectives in partner countries; examples include the Green Button and the portal <i>siegelklarheit.de</i> . DC@Home is primarily implemented through sector projects. Regulatory approaches such as the Act on Corporate Due Diligence Obligations in Supply Chains also play a key role.
Development partnership with the private sector (DPP)	A form of cooperation between private companies and governmental implementing organisations within German development cooperation. Generally, the company initiates this cooperation.
Governance	This evaluation defines this as actions, institutions and norms that determine which actors are involved in supply chains, where and how value creation takes place and how profits are distributed.
Instrument	<p>A thematic-conceptual activity that is implemented as part of one or more measures (input level). Instruments are deployed with the aim of addressing <u>specific target groups</u>, producing achievements (outputs) and achieving development policy effects (outcomes).</p> <p>Examples of instruments that this evaluation identified are “support services for German companies” for the target group of purchasing companies and various forms of “capacity development” for textile factories as well as “policy advice” for political actors and legislators in the partner country.</p>

Measure (synonym: intervention)	Concrete, clearly distinguishable projects (for example “modules” in bilateral development cooperation) that aim to achieve specific development policy objectives. Measures are financed from different BMZ budgets and have different thematic and sectoral focuses. They can be designed as sector, global or regional projects or implemented together with other bilateral or multilateral donors or development partners.
Measure type	<p>The evaluation distinguishes between the following overarching types of measure: a) bilateral interventions (modules in technical and financial cooperation as well as development cooperation programmes), b) regional, sector and global projects, c) multilateral cooperation, d) non-governmental cooperation and e) development partnerships with the private sector.</p> <p>Accordingly, the individual measure types are very distinctive in terms of the implementing or involved actors (for example implementing organisations or international organisations) and their implementation level (global, regional, national). Within the context of the Textile Partnership as a multi-stakeholder partnership, the individual Partnership Initiatives are viewed as an additional type of measure.</p>
Mix of instruments	Deployment of at least two instruments to effectively address <u>a core development policy problem</u> within a defined context (for example a partner country, sector or topic). The mix of instruments can be deployed <u>within a single measure</u> (for example combination of the instruments “policy advice and improvement of the regulatory framework in the partner country” and “management consulting and training” in a bilateral intervention). Alternatively, <u>two or more instruments can be combined across different measures</u> , for example “capacity development of trade unions” within the context of a non-governmental, civil-society cooperation project combined with “policy advice and improvement of the regulatory framework in the partner country” within the context of a bilateral intervention.
Multi-stakeholder partnership (MSP)	Form of cooperation that is characterised by the voluntary commitment of various actors from politics, civil society, the private sector and the scientific/academic community to address specific topics. The common objective is to make a lasting contribution to the Sustainable Development Goals (SDGs). The evaluation considers the Partnership for Sustainable Textiles to be an example of this kind of partnership.
Multi-stakeholder project	Individual projects that are implemented in the framework of multi-stakeholder partnerships. The evaluation considers the Partnership Initiatives to be examples of this.

Partnership for Sustainable Textiles (Textile Partnership)	A multi-stakeholder partnership that strives to achieve impacts via three different approaches, known as pillars.
Partnership Initiatives	Initiatives launched and implemented by the members of the Partnership for Sustainable Textiles in coordination with the BMZ in order to address specific objectives and topics together.
Smart mix	The general literature refers to the combination of voluntary and binding measures as a smart mix. This evaluation uses a more narrow definition, namely the combination of at least one of each of the following categories: (i) binding governmental measure, (ii) voluntary cooperative measure and (iii) voluntary private-sector measure. Voluntary cooperative measures are a mixed form involving both public and private-sector actors.
Standards organisation	Organisation that develops and publishes social and environmental standards and norms for business (for example, Fairtrade Deutschland e.V.).
Trade union	An association of workers in which the members work together to assert and represent workers' rights and, in doing so, contribute to resolving large-scale grievances (e.g. job losses, low wages).
Worker Participation Committee (WPC)	A union of employers and workers at operational level in Bangladesh that aims to ensure the workers' co-determination and promote social dialogue.

1. INTRODUCTION

This section describes the initial situation of the evaluation, the underlying context and the purpose of the evaluation. It also narrows down the evaluation object. Finally, it presents fundamental instruments and target groups of development cooperation (DC) in the promotion of sustainable global supply chains and introduces the evaluation questions (EQs).

1.1 Background and context of the evaluation

Over the past few decades, the significance of global supply chains has increased in many business sectors. At the same time, the private sector, policy makers, civil society and the public have become more aware of the associated social and environmental risks. On the one hand, many actors benefit from the internationalisation of production. However, on the other hand, this externalises negative effects from the importing countries to the producing countries. Public awareness has grown in particular as a result of accidents in the Global South – such as the fires in the Ali Enterprises textile factory in Pakistan in 2012 and the Tazreen textile factory in Bangladesh in the same year or the collapse of the Rana Plaza textile factory in Bangladesh in 2013 (also refer to Section 6.1), resulting in increased interest in designing more sustainable supply chains. Partially in response to these accidents, German DC's commitment to promoting sustainable textile supply chains has risen significantly over the years (BMZ, 2021a; Lohmeyer and Schüßler, 2019; Federal Press and Information Office of the Federal Government, 2014a).

In particular, Germany began paying greater attention to the human rights situation in global supply chains after 2013. For example, in December 2016 the German Federal Government approved the “National Action Plan: UN Guiding Principles on Business and Human Rights” (NAP) (Federal Foreign Office, 2017), thus complying with a request from the European Commission to all its member states. The NAP applied for the period from 2016 to 2020 and aimed to improve the human rights situation along German companies' supply chains. In parallel to this, particularly during the course of Germany's European Council presidency in the second half of 2020, the Federal Government also worked towards achieving common laws at European level. On the other hand, companies were more interested in ensuring a global level playing field.

A comprehensive review in 2019/2020 revealed that previous efforts to expand sustainable procurement and fulfil corporate due diligence obligations on a voluntary basis were insufficient. For one thing, the Federal Government's objective – stated both in its sustainability measures programme of 2015 and its extension in 2021 – that half of all textiles purchased by federal ministries should be procured in a sustainable manner was not achieved (Heydenreich et al., 2021). Moreover, the NAP monitoring showed that far below 50 percent of the relevant companies fulfilled their human-rights-related due diligence obligations voluntarily (Federal Foreign Office, 2021; Federal Government, 2021a, 2021b). In response to this second finding, the Federal Government transformed the voluntary approach announced in the coalition agreement into a binding Due Diligence Act (Federal Government, 2021c). However, at present there is still no legal basis for taking sustainability into account in public procurement.

At the suggestion of the DEval Advisory Council¹, this evaluation has been added to the institute's multi-year evaluation programme (2020-2022) with the justification that global supply chains are of high relevance and strategic importance to German DC. According to the BMZ, “80 percent of worldwide trade relies on global supply chains and more than 450 million people are employed in them” (BMZ, 2020a). Academic initiatives promoted by the ministry, for example the Research Network Sustainable Global Supply Chains, underline the (development) political interest in the topic and the associated evidence-based policy-making (Research Network Sustainable Global Supply Chains, 2022). In addition, the evaluation is part of the DEval focus topic “Cooperation with the private sector”², which has been underway since 2016.

¹ The DEval Advisory Council advises DEval on drawing up the evaluation plan, among other things. DEval reports the results of completed evaluations to the Advisory Council. The Council is composed of representatives from development organisations, the scientific/academic community and German politics (DEval, undated).

² It therefore rounds off the DEval evaluations *Agricultural value chains* (Kaplan et al., 2016), *Evaluation of the developPPP.de programme* (Hartmann et al., 2017) and *Cooperation with the private sector in agriculture* (Kaplan et al., 2018).

Since the start of the evaluation in mid-2020, international exogenous shocks with (foreseeable) serious consequences for international supply chains have underscored the significance of this topic for development policy. The outbreak of the COVID-19 pandemic in spring 2020 caused a temporary interruption or even complete breakdown of supply chains in the textile sector in particular (Lund et al., 2020), which had dramatic consequences in some cases. This also had a massive impact in Bangladesh, where the textile sector accounts for many jobs (ILO, 2020). For example, at the end of March 2020, more than one million textile workers were temporarily unemployed. In September 2020, estimates put the number of dismissals as a result of the crisis at 70,000 people (The Financial Express, 2020). The pandemic is expected to have long-term consequences for companies in the sector as well as the employment situation (Sharpe et al., 2022). Since February 2022, the Russian war of aggression against Ukraine has posed further major challenges for global supply chains – particularly in energy- and resource-intensive sectors (Kolev, 2022).

The BMZ has confirmed the key development policy role of sustainable global supply chains. It specifies the “just transition” as a guiding principle, i.e. an economic transformation that “pays particular attention to the social and environmental dimension and the needs of disadvantaged or marginalised individuals and population groups” (D49)³. The BMZ specifically assigns social and environmental supply chains as well as trade and sustainable infrastructure to a separate field of action, describing them as “key to the achievement of a socio-ecological transformation” (D49).

1.2 Objectives and purpose of the evaluation

One purpose of this strategic evaluation is to ensure accountability. It analyses whether and to what extent German DC has contributed to promoting social and environmental sustainability in global supply textile supply chains. The investigations cover both the entirety of available instruments and selected interventions, individual actors and target groups. Based on the well-established evaluation criteria of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD), the evaluation assesses whether German DC has been capable of bringing about improvements in the textile sector (for example in the form of social and environmental standards that have been introduced or upheld) over the past few years from a practical and conceptual perspective.

A second purpose of the evaluation is to contribute to learning. To achieve this, it generates strategic and operational conclusions and recommendations for future action. Particularly relevant to this are findings regarding the complex interaction between the various instruments deployed, groups of actors involved and measure types implemented. The identified steering mechanisms, impact pathways and implications of voluntary and binding measures also play a potentially key role, including for the future promotion of global supply chains.

Ultimately, the overarching objective of any strategic evaluation is to enable evidence-based policy-making. The BMZ and the involved implementing organisations can therefore use the findings presented here to continue aligning their instruments and measures to the current priority areas and overarching strategies for the social and environmental transformation of supply chains and international trade.

³ In order to maintain the confidentiality of unpublished documents provided to DEval, these are quoted in the text in the form “D” plus a sequential number and do not appear in the bibliography.

1.3 Object of evaluation

The object of the evaluation is the interaction between the DC instruments and measures deployed to promote sustainable global supply chains in the textile sector.⁴ In this report, global textile supply chains is understood to mean the supply relationships between companies from different countries. These supply relationships take place along the entire production process of textiles and clothing, covering everything from the production of the starting materials to the manufacture, design and export of the clothing right up to consumption in the destination country (Gereffi et al., 2005). The evaluation team examined German DC activities in the analysis period from 2014 to 2021. This includes projects that BMZ financed from 2014 to 2020 as well as ones that were being planned in 2020 and only started in the following year.⁵

1.3.1 Objectives and target groups of the promotion of global supply chains

German DC deploys support measures and instruments with the intention of reducing negative social and environmental effects in global supply chains and making a long-term contribution to their fair and equitable design (BMZ, 2018, 2020a; D01). The major social sustainability challenges in global supply chains are (the risk of) human rights violations. Examples include working conditions that are harmful to health and wages below the minimum subsistence level (Kaltenborn et al., 2020; Ruggie, 2020; Steiner, 2019) as well as discrimination of employees⁶ or a lack of co-determination and insufficient representation of interests by trade unions⁷ or Worker Participation Committees (WPCs). The main environmental risks are high resource consumption in the textile sector and the pollution of ecosystems.

German DC's understanding of sustainability is shaped by the United Nations (UN) 2030 Agenda for Sustainable Development and legally enshrined in the UN guiding principles that preceded them. In the context of global supply chains, the relevant Sustainable Development Goals (SDGs) are 8 "Decent work and economic growth" and 12 "Responsible consumption and production". The 2030 Agenda additionally emphasises the interactions between the various dimensions of sustainable development. For example, preserving natural livelihoods is a key prerequisite for observing human rights, while promoting social sustainability and ensuring human rights in turn contribute to protecting the environment (OHCHR, undated; OHCHR and UNEP, 2012).

The DC support measures address a range of actors and participants along the entire international textile supply chain as well as the respective underlying legal and political framework conditions. As shown in Box 1, specific target groups and actors can be clearly identified at each stage from production, design and export right up to consumption in the destination country.

⁴ Initially, the team planned to perform a specific analysis of cotton production as the first link in the raw materials segment of the entire value chain in the textile sector. However, only eight out of 150 measures in the evaluation period under consideration were identified as "cotton-specific" and these measures did not take place in the regions that were relevant for the case studies (Bangladesh, Asia, Germany). As a result, it would not have been possible to adequately examine the strategic combination of instruments or measure types between the two markets. Because there was not sufficient strategic knowledge potential, the evaluation team has only considered this part of the textile supply chain in the scope of the portfolio analysis. Results from the portfolio analysis relating to cotton and aspects of the state of research that relate to cotton are listed in the online Annex (available in German).

⁵ To start with, the team limited the portfolio to be examined to up to 2020. However, during the course of the evaluation, it became necessary to include current projects in order to portray the entire scope of the currently active portfolio.

⁶ In the evaluation, the terms "employee" and "worker" are used as synonyms.

⁷ This form of interest representation can take place at different levels in Bangladesh: a) operational, b) sectoral and c) national. In this evaluation, the focus is on trade unions at factory level (operational level).

Box 1 Target groups and involved actors that DC addresses along the textile supply chain

Textile factories

- Producing and processing companies in the partner countries
- Textile factories in the partner countries that are involved in production (spinning, weaving, wet processes) or garment manufacturing (cutting, sewing, packing)

Purchasing companies

- German or international companies in the EU
- Brand and retail companies that import textiles and clothing primarily from partner countries

Consumers

- Private and public consumption in Germany
- Primarily municipalities and individual consumers

Political and legislative actors

- Legislating or advising actors in Germany/the EU and partner countries
- Governments and their downstream institutions as well as international governmental and non-governmental institutions and stakeholders in the partner countries, Germany and Europe

1.3.2 DC instruments to promote sustainable supply chains

This evaluation understands instruments to be thematic or conceptual activities that are deployed in the scope of DC measures to promote sustainable supply chains. Instruments such as “capacity building” and “multi-stakeholder dialogues” address specific target groups and actors in the textile supply chain (see Box 1). These aim to achieve medium-term development policy effects (outcomes).⁸

The use of different instruments in a “mix of instruments” is seen as necessary to effectively address complex social and environmental challenges in global supply chains. The term “mix of instruments” is not formally defined for German DC. Within the context of this evaluation, the team has taken it to mean a deliberate combination of (at least two) different instruments to address a certain core development policy problem. The general literature refers to the combination of a range of both voluntary measures and binding measures as a “smart mix” (see glossary). The BMZ also uses this term and understands it as “the systematic interaction of voluntary and binding approaches”, but does not provide more specific details (D49).

1.4 Evaluation questions

The evaluation includes both formative and summative elements. The majority of the examined measures were already completed at the time of the evaluation, which allowed the team to make retrospective observations and examine the achieved results and contributions to overarching impacts to a certain degree. Other important initiatives such as the Green Button only started shortly before or during the evaluation. In these cases, the team performed a formative evaluation of processes and structures and assessed the future potential.

⁸ For an overview of the instruments as well as additional examinations see the portfolio analysis section (Section 4).

The total of five evaluation questions⁹ can be divided into two sets. The first set of questions examines to what extent the instruments used in German DC or the combination of these instruments are suitable for promoting sustainable supply chains.

- 1.1 To what extent does the mix of instruments address the human rights and environmental challenges in the textile supply chain?
- 1.2 To what extent are the instruments strategically matched to one another and steered appropriately by BMZ?
- 1.3 To what extent does German DC use suitable instruments to reduce human rights violations and environmentally damaging effects in textile companies in Bangladesh?

The second set of questions relates to the mix of instruments. The focus here is on the extent to which German DC has achieved the stated objectives for the promotion of sustainable textile supply chains.

- 2.1 To what extent does the mix of instruments contribute to reducing human rights violations and environmentally damaging effects in the textile and clothing industry in Bangladesh?
- 2.2 To what extent does the mix of instruments contribute to ensuring that purchasing companies in Germany fulfil their corporate due diligence obligations?

⁹ Two additional evaluation questions were originally planned, but these were dropped during the course of the evaluation (see Section 3.4).

2. STATE OF RESEARCH AND CONTEXT

The following sections present the current state of research on global textile supply chains (Section 2.1) and the key political initiatives and milestones in German DC and in the EU (Section 2.2). The first sub-section places the evaluation in its academic context and explains the concepts of global value chains, production networks and governance mechanisms (Section 2.1.1). It then goes on to describe the structure and significance of the textile and clothing industry (Section 2.1.2) and the sustainability challenges (Sections 2.1.3 and 2.1.4). The second part outlines the key political initiatives of the BMZ, the Federal Government and the EU during the evaluation period (Section 2.2.1). It also presents an outlook on the initiatives launched after 2020 as well as current developments at German and European level.

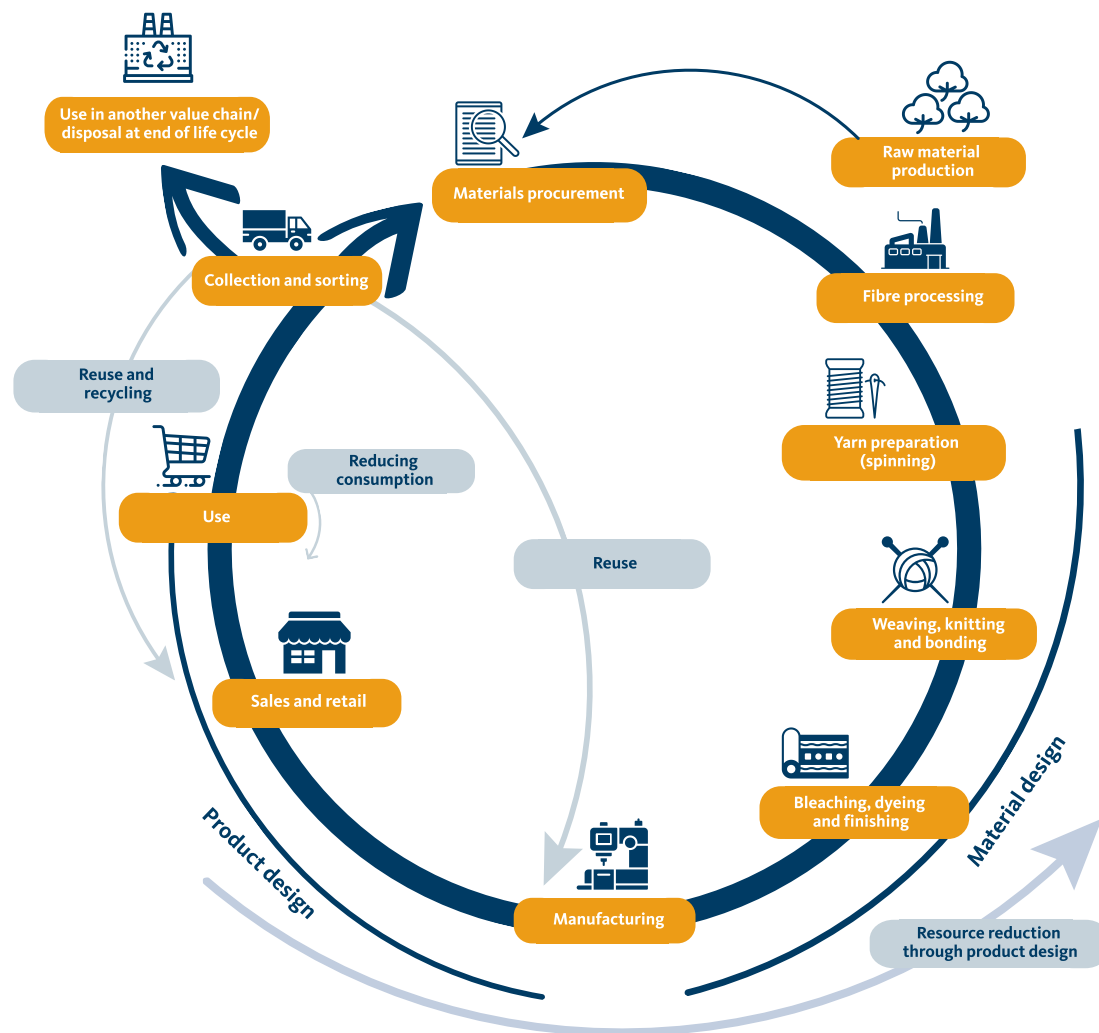
2.1 State of research

2.1.1 Global value chains and their governance mechanisms

The various target groups of German DC can be assigned to the production steps and value creation along the textile supply chain. Figure 1 depicts the textile supply chain. Upstream of the textile supply chain is raw materials production, which must be understood as a separate supply chain (for example, cotton is an agricultural supply chain). The start of the textile supply chain is material procurement. The production steps that follow this (fibre and yarn preparation; weaving, knitting and bonding; bleaching, dyeing and finishing) complete the material design phase. The product design starts with garment manufacturing (cutting and sewing) and ends with delivery and retail sales. The use of textile products by consumers and material recycling come at the end of the textile supply chain.¹⁰

This evaluation defined target groups of German DC along the supply chain (see Section 1.3.1). The production steps up to garment manufacturing in the partner countries belong to the target group of textile factories or producing companies. The location of the purchasing companies target group in the supply chain starts from the point of the use of intermediate products or the delivery of the final products. The consumers use the textiles.

¹⁰ Please note that the textile material is by no means completely reused during the recycling process. The circular economy process shown in the figure is not a closed recovery cycle.

Figure 1 Schematic presentation of the textile supply chain

Source: DEval, own illustration based on UNEP (undated)

Global value chains and production networks have proven to be useful concepts for analysing global production arrangements and their consequences for those involved. In the course of globalisation over the past few decades, there has been a huge increase in imports to industrial nations and a wide-ranging network of producing countries has emerged. Global value chains and production networks can be used to conceptually describe and examine how these production arrangements are structured and which consequences arise for the actors involved. In relation to supply chains¹¹, it is important to note that the distribution of power relationships and profits is often very asymmetrical (Dallas et al., 2019).

¹¹ The terms “supply chain”, “value chain” and “production networks” are often used as synonyms, including in DC. The underlying concepts deal with the same phenomenon from different perspectives. The German Council for Sustainable Development (RNE) described a distinction between supply chains and value chains (German Council for Sustainable Development, 2020).

According to the Council, “the supply chain is the sequence of activities or parties that provides products or services to the organisation. Depending on a company’s business area, supply chains can be of different lengths or branched. The depth of the supply chain denotes the stages of extraction of raw materials, prefabrication, refining, production, sales and logistics.” The value chain, on the other hand, “is the entire sequence of activities or parties that provide or receive value in the form of products or services. Activities may include: raw material procurement, prefabrication, finishing, sales, logistics, and the recycling and disposal of used products”.

By contrast, a production network can be defined as “an organisational arrangement comprising of interconnected economic and non-economic actors, coordinated by global lead firms, and producing goods or services across multiple markets across the globe” (Coe and Yeung, 2015). Taking as a basis the BMZ and implementing organisations’ preferred terminology, the term “supply chain” is used.

The power of lead firms in global supply chains is assessed differently depending on the concept (Dallas et al., 2019). In the concept of value chains, the lead firm plays a key role in coordinating supply chain actors (Horner and Nadvi, 2018; Mayer and Gereffi, 2010a; Ponte and Sturgeon, 2014). On the other hand, the concept of production networks places a greater emphasis on the societal and institutional integration of companies. This takes into account actors that are not directly involved in production, such as the state, trade unions or non-governmental organisations (NGOs), but equally influence the creative freedom of the lead companies (Horner and Nadvi, 2018).

Since the 1980s, the growth of global markets has gone hand in hand with a shift of power from governmental towards private sector and non-governmental actors, resulting in a new form of supply chain governance. This evaluation defines “governance” as actions, institutions and norms that determine which actors are involved in supply chains, where and how value creation takes place and how profits are distributed (Dallas et al., 2019; Gereffi und Lee, 2012; Levy, 2008). Governance therefore refers to the way state and private institutions regulate and coordinate measures. Since the 1980s, supply chains have become increasingly global, a phenomenon that can be traced back predominantly to the end of the Soviet Union, the transformation of China and the decreasing import substitutions from Latin America (Mayer und Gereffi, 2010a). For example, in 2000 half of global processing activities already took place in the Global South and 60 percent of exports from the Global South were no longer raw materials but finished products (Mayer und Gereffi, 2010a). In the course of this increasing globalisation, private-sector and non-governmental economic actors in particular grew more important (de Felice und Graf, 2015; LeBaron et al., 2017; Mayer und Gereffi, 2010a). Competition between the governments of developing countries, which hoped to attract investments from large multinational companies, supported this process (Giuliani und Macchi, 2014).

Private and non-governmental economic actors have taken on an increasing number of roles in developing regulations and enforcing standards in value chains. However, private regulation alone is not sufficient to achieve improvements in social, labour and environmental standards. Regulatory activities of private-sector actors have resulted in a new form of governance that also takes place at transnational level. The regulations apply in particular to labour and environmental standards (LeBaron et al., 2017). The new form of governance complements governmental regulation and replaces or, in some cases, is in rivalry with it (Amengual, 2010; Bartley, 2011; LeBaron and Lister, 2015; Mayer and Gereffi, 2010a; Vogel, 2008). The repertoire of governmental measures includes guidelines, laws, standards, monitoring and review procedures or financial incentives (Boström et al., 2015). A combination of public and private governance is necessary to achieve improvements in social, labour and environmental standards (Mayer and Phillips, 2017). Some academics also view the growing transnational governance as a reaction to international agreements (of the UN, between developing countries) that have so far hardly or only incompletely been implemented as well as to insufficient legislation, regulation and inspection of domestic companies in developing countries (Gulbrandsen, 2004; Hachez and Wouters, 2011; Mayer and Gereffi, 2010a; Vogel, 2008).

Economic factors, the production structure and technological capabilities at company level are the main factors that determine how global value chains are steered. Key determinants of whether countries or companies participate in global value chains at all are, above all, the availability of experts, capital and natural resources as well as the certainty of being able to enforce contracts, the amount of trading costs (for example for transport or customs fees) and the size of the relevant market (Antràs, 2020). Flexibility, speed, prices and product quality are important factors in the selection of suppliers, with the result that factories are under constant time pressure.

There are three different conceptual approaches to supply chains: (1) purchase- versus production-controlled supply chains, (2) bipolar and multipolar supply chains and (3) supply chains with polycentric governance. The differences between these approaches relate to the degree of explicit coordination and the concentration of power relationships (or the power asymmetry) (Gereffi et al., 2005).

In contrast to production-controlled supply chains, in purchase-controlled supply chains the power is concentrated in the hands of the final manufacturers, meaning producers can exercise little influence on pricing and contract design. Production-controlled supply chains are characteristic for capital-, technology- or knowledge-intensive industries such as the automotive, electronics or shipbuilding industries. In purchase-controlled chains, the retail trade and actors bringing the final products or brands to the market have the greatest leverage as they are in a position to influence mass consumption, for example through strong brand names. This is the case with clothing, shoes and food (Gereffi and Lee, 2012, 2016). In both these and production-controlled supply chains, in most cases the various producers and suppliers of raw materials, goods and component products, which are located at the start of global supply chains, have little influence on prices and contracts (Ponte and Sturgeon, 2014).

The bipolar and multipolar approach to supply chains assumes that not just one but several powerful actors influence or steer supply chains. While the distinction between production- and purchase-controlled supply chains suggests that the power lies mainly with one actor in the value chain (unipolar supply chain), the bipolar and multipolar supply chains approach assumes that there are multiple powerful actors. This approach also recognises that not just companies but also other actors (international NGOs, social movements, certification agencies and audit firms, trade unions and consumer associations as well as institutional actors including governments and multilateral institutions) can influence the design of supply chains (Dallas et al., 2019; Fransen and LeBaron, 2018; Ponte and Sturgeon, 2014). However, this does not mean that the power relationships and potential influence between the other actors are balanced out. Whether and to what extent trade unions or NGOs, for example, can actually change underlying power asymmetries or unequal income distribution is the subject of controversial debate among academics (for the case of Bangladesh, see for example Anner, 2020b; Bair et al., 2020; Mahmood et al., 2021; Reinecke and Donaghey, 2015).

The polycentric governance approach emphasises that global trade has long gone beyond north-south supply chains (Horner und Nadvi, 2018). Some producers in the Global South supply numerous end markets with very different requirements, meaning domestic, regional and global value chains with different forms of governance coexist. The standards to be maintained can be a challenge here because the majority of end markets in the Global South concentrate on product standards rather than labour laws or environmental effects (Horner und Nadvi, 2018; Knorrinda und Nadvi, 2016). Therefore, processing companies in the Global South must ask themselves which supply chain they want to supply, whether there are options to switch supply chains and whether they are willing and able to serve several end markets simultaneously (Horner und Nadvi, 2018).

2.1.2 Significance of the textile sector

In view of the strong global competition in the textile and clothing industry, large market retailers from the Global North have reduced their production costs by outsourcing production to the countries of the Global South, thus boosting industrialisation there (Alam et al., 2019; Boström und Micheletti, 2016). In the 1960s, the share of countries of the Global South in global clothing exports was just 25 percent. By 2014, it had risen to more than 70 percent. In many countries, strong growth in the clothing sector led to a surge in industrialisation – for example, in 2014 the share of clothing in overall goods exports was 44 percent in Sri Lanka, 54 percent in Cambodia and 81 percent in Bangladesh (Alam et al., 2019). This represents an opportunity for these countries to generate foreign currency, create jobs and reduce poverty (Alam et al., 2019; Gereffi und Frederick, 2010). The estimated total number of employees in the clothing industry worldwide is more than 85 million (ILO, 2020). The majority of these employees are women, although the percentages vary according to country (ILO, 2015). Often, there are gender-specific and intersectional¹² differences when it comes to work and wages, for example when women earn less than their male colleagues (Bair, 2010).

¹² Intersectionality describes how different forms of discrimination interact and result in individual experiences of discrimination. For example, women who are also members of ethnic minorities may experience structural disadvantages and discrimination as a result of both characteristics as well as their combination.

The textile industry has been an important economic factor in Bangladesh since the 1970s. The adoption of the Multi Fibre Arrangement led to rapid growth in Bangladesh's textile sector from 1974 onwards, which continued even after the arrangement ended in 2004 (Alam et al., 2019). Today, this sector plays a key role in Bangladesh. In 2019, export volumes of clothing exceeded USD 33 billion (BGMEA, 2020). Before the outbreak of the COVID-19 pandemic, just under four million workers were employed in the clothing industry, with reports placing the proportion of women at between 60 and 80 percent (FEMNET, 2018; Matsuura and Teng, 2020). Wages in the Bangladeshi textile sector are among the lowest in the world – experts estimate the average monthly wage in Bangladesh to be USD 95 (for comparison: USD 104 in Pakistan and USD 190 in Cambodia; Ganbold, 2021). At the same time, workers employed in the sector provide for many family members, meaning an estimated 20 to 40 million Bangladeshi people – in other words up to a quarter of the population – are indirectly dependent on the textile sector (FEMNET, 2018).

The only country that exports more textiles than Bangladesh is China, which makes effective use of its market power. China alone realises 31 per cent of all global clothing exports (WTO, 2019) and, with this market power, is in a position to exert power over other producing countries. For example, China can lower prices through overcapacities and apply pressure on international competitors in the same sector, such as neighbouring Asian countries and Turkey (Baiardi and Bianchi, 2019). To circumvent increasing wage costs within China, Chinese companies make use of location advantages in textile-producing countries with lower wages such as Bangladesh, Pakistan, Sri Lanka or Vietnam (Pepermans, 2019), thus further intensifying the price war.

At the other end of the value chain is Germany, which is placed second worldwide (behind the US) for textile and clothing imports (BMW, 2021). Ninety per cent of clothing purchased in Germany is imported, predominantly from China, Turkey and Bangladesh (UBA, 2019). In 2018, the German public spent an average of EUR 760 per person on clothing (EURATEX, 2020). Overall, some 1,200 mostly small and medium-sized enterprises (SMEs) are active in the German textile and clothing industry. This includes companies that process and export technical textiles¹³ (UBA, 2019). Germany therefore has an influential role in the global textile supply chain as a processor, importer and consumer.

2.1.3 Structural challenges of the textile sector

Textile supply chains are purchase-controlled, meaning purchasing companies pass the competitive pressure along their supply chains. Most of the value in textile supply chains is not created in the production of yarns and materials or in textile processing and garment manufacture, but at the other end, where major retail companies and brand owners carry out the design and branding as well as marketing of clothing (Kaplinsky, 2000). The result is an unequal distribution of value creation along the chain, which benefits the leading purchasing companies (Gereffi and Frederick, 2010). On the one hand, they are themselves under great competitive pressure. However, on the other hand, they can choose from a large number of suppliers and also distribute their orders among different suppliers. In this way, they pass on the competitive pressure and demand that producing companies produce under time pressure, with insecure payment agreements and at low prices (EEB, 2020). At the same time, almost all purchasing companies have codes of conduct for their suppliers that stipulate high labour-law and social standards. However, this does not automatically mean they are also prepared to cover a share of the costs for complying with social legislation (Jamali et al., 2017; LeBaron et al., 2022). In many cases, the producing companies, which rely on foreign investment and orders from abroad, therefore have little scope to increase their own value creation and/or implement environmental and social measures (Gereffi and Frederick, 2010).

¹³ "Technical textiles" are textiles that are used in automotive manufacturing, construction, landscaping, medicine and environmental protection (UBA, 2019).

Competitive pressure in the textile sector is enormous and consumers do not sufficiently reward efforts to attain more sustainability, meaning companies have hardly any incentive to invest in more sustainable supply chains. The fast fashion industry in particular encourages consumer demand for low quality clothing at low prices to be used for only a short time (Boström and Micheletti, 2016). Due to the social status it brings, the goal of always being fashionably dressed plays a greater role for consumer behaviour than the possibility to contribute to improvements in the supply chain through sustainable consumption. At the same time, limited choice and a lack of transparency regarding the origin and production conditions of items of clothing make the decision to choose sustainably produced textiles more difficult (Boström and Micheletti, 2016).

Consumers can barely influence the textile supply chain with their purchasing decisions, whereas public procurement does appear to have some leverage. Like other actors such as NGOs, individual consumers have little scope to influence the textile supply chain (Austgulen, 2016; Partzsch et al., 2019; Partzsch and Kemper, 2019). On the other hand, experts see public procurement as having great leverage for increasing the availability of sustainable products. With order volumes in the billions, they can specifically advance social and environmental corporate responsibility. In the EU, public procurement makes up 16 percent of the gross domestic product (GDP); in Germany, between 2010 and 2014 four central procurement agencies of the Federal Government purchased textiles worth almost EUR 100 million per year on average (BMZ and UBA, 2020).

2.1.4 Environmental and social challenges in global textile supply chains

The structures of global textile supply chains described above give rise to numerous environmental and social challenges. Workers in textile factories in particular face precarious working conditions, which often amount to human rights violations. These violations relate to the following aspects, among others (AETS, 2016; Anner, 2017; Barraud de Lagerie, 2016; BHRRC, 2018; Boström and Micheletti, 2016; Brunn and Scherf, 2017; ILO 2017a; ILO, 2019a; Labowitz and Baumann-Pauly, 2014; Peake and Kenner, 2020; Stamm et al., 2019):

- Wages below the minimum subsistence level and unpaid overtime, a lack of entitlement to breaks and annual leave, forced overtime;
- Shortcomings in buildings, lack of safety precautions, fire hazards and working conditions that are harmful to health (air, light, temperature) or the use of toxic chemicals without the necessary protective equipment;
- Refusal and obstruction of the work of works councils and trade union representatives;
- Child and forced labour;
- Interruption of wages and dismissals during pregnancy and maternity leave;
- Discrimination, for example unfavourable treatment relating to work or wages due to gender;
- Psychological, physical and sexual violence, lack of occupational health services;
- Hunger and malnutrition, unhygienic and insufficient accommodation; and
- Poverty, debt and dependency of workers on purchasers, credit granters or factory owners.

In addition, production and textile manufacture have severe negative impacts on the environment (AETS, 2016; Stamm et al., 2019; UBA, 2011). The use of chemicals, high consumption of water and energy and generation of waste materials make the textile supply chain one of the most environmentally damaging industries (Austgulen, 2016; Roy Choudhury, 2014). Moreover, much environmental damage goes hand in hand with direct human rights violations for the local population (for example, polluted drinking water as

well as acute and chronic health issues due to toxic chemicals). Relevant points include (Boström and Micheletti, 2016; Rana et al., 2015):

- The intense use of chemicals that are damaging to health and the environment (for example for dyeing textiles) as well as pesticides and fertilisers in cotton cultivation;
- The pollution of waterways and other ecosystems due to wastewater that is polluted with chemicals and incorrect waste disposal as well as microplastics;
- The use of large quantities of energy (especially for the production of synthetic fibres) and water (for textile finishing), which is also intensified due to manufacturing errors and surplus production resulting from the behaviour of purchasing companies;
- Emissions, including of greenhouse gases (especially during textile finishing); and
- Climate-damaging and environmentally harmful disposal of textiles and textile waste.

Conditions became even tougher for textile production companies as a result of the COVID-19 pandemic.

This can be traced back to cancellations, breaches of contract, non-payment of ordered and produced goods and the collapse in global demand (Anner, 2020b; Scheper, 2020). This was followed by operational liquidity problems that resulted in dismissals without severance pay and pay cuts or reductions in other benefits that were only compensated through state wage-replacement benefits temporarily or at a later date (BHRRRC, 2020; Scheper, 2020). Informally employed workers in particular have therefore been in a crisis situation since the outbreak of the pandemic. Others suffered because social distancing regulations were not complied with in the factories. Time pressure in production remained high, so workers still had to work in factories at the same time in a confined space. Purchasing companies did not allow the textile factories any extra production time, which would have allowed them to stagger the workers' hours.¹⁴ Moreover, there have been reports of cases in which purchasers took advantage of the situation of the producing companies by, for example, demanding significant price reductions or paying for goods late. A survey revealed that more than 56 percent of producing companies had to accept purchase prices that were less than the production costs (Anner, 2020b). It can therefore be assumed that the pandemic has worsened the structural and human-rights issues that already existed in the textile sector (ILO, 2020; Oldekop et al., 2020; Rabbani et al., 2020).

Companies that want to voluntarily address human rights and environmental protection in their supply chains can choose between different private regulation measures. However, these are viewed as not very effective for tackling structural shortcomings. The potential measures range from codes of conduct and audit processes to product information systems and procurement guidelines all the way to social and environmental sustainability certifications (Bartley, 2011; Boström and Micheletti, 2016; de Brito et al., 2008; Chen and Burns, 2006; Partzsch and Kemper, 2019). However, it is often difficult to comprehensively check compliance with sustainability standards and perform the corresponding audit procedures in the way they are prescribed in theory. Those affected generally don't report social or environmental problems in the first place because they fear negative consequences (such as loss of reputation). Another problem is insufficient monitoring authority and conflicts of interest in the performance of audits since the firms commissioned to do this are dependent on orders from the companies (Amengual, 2010; Anner, 2017; Boström and Micheletti, 2016; LeBaron et al., 2017; LeBaron and Lister, 2015). Although many companies voluntarily confront the human-rights impacts of their actions (Hypovereinsbank, 2021), private regulatory approaches are often seen as inadequate and ineffective (Boström et al., 2015; Boström and Micheletti, 2016; Gladstone, 2020; LeBaron et al., 2022; LeBaron and Lister, 2015).

¹⁴ Another plausible reason for this is that social distancing measures would have required changes to production lines that would have been costly to implement.

2.2 Political context

2.2.1 BMZ and Federal Government initiatives and milestones from 2014 to 2020

Improving working and environmental conditions in global supply chains has been an important topic for the BMZ since 2013. While the third Merkel cabinet's coalition agreement announced that the fundamental orientation of German DC will still be towards rural development (CDU et al., 2013), in the same year, following the collapse of the Rana Plaza textile factory in Bangladesh, the BMZ places the working and environmental conditions in textile supply chains high on its political agenda (BMZ, 2021a; Lohmeyer and Schüßler, 2019; Federal Press and Information Office of the Federal Government, 2014a). Looking back, Federal Minister Müller states that "Whether we can manage to move away from free trade to fair trade [in global supply chains] is the social issue in the 21st century" (BMZ, 2021b).

In October 2014, the BMZ founded the Partnership for Sustainable Textiles (Textile Partnership for short) as a multi-stakeholder partnership (MSP) with the intention of working together to implement improvements along global supply chains. At the start, the Textile Partnership had 43 members (Partnership for Sustainable Textiles, 2014). As of March 2022, the Partnership consists of around 120 companies, associations, NGOs, trade unions, standards organisations and the German Federal Government. The companies represented account for just under half of retail sales in Germany's textile and fashion industry (BMZ, undated a). The Textile Partnership acts as a learning and dialogue platform, launches initiatives in production countries and expects its members to complete review processes for corporate due diligence obligations.

In February 2015, the online platform *textilklarheit.de* was launched, which aims to allow consumers to make sustainable purchase decisions by comparing existing sustainability labels with one another. The BMZ runs the project with the participation of a council of ministries made up of the Federal Ministry of Labour and Social Affairs (BMAS), the Federal Ministry of Food and Agriculture (BMEL), the Federal Ministry of Justice (BMJ), the Federal Ministry for the Environment, Nature Conservation, Nuclear Safety and Consumer Protection (BMUV) and the Federal Ministry for Economic Affairs (BMWi)¹⁵. The initiative is unique because the focus is exclusively on consumers and it calls on people to take responsibility for their own actions (Lohmeyer and Schüßler, 2019). The platform has now been integrated into the overarching portal *siegelklarheit.de*, which also evaluates other products that are relevant to consumers.

In August 2017, the German Federal Government, in its role as a member of the Textile Partnership, presented a roadmap for achieving 27 objectives along with various measures, for example in the areas of "social standards" and "avoiding toxic chemicals". The implementation of the roadmap (Partnership for Sustainable Textiles, 2017a) took place in three fields of activity (BMZ, 2019a): (1) improving political framework conditions for sustainability in global textile supply chains, (2) supporting partner countries of German DC in the field and (3) gearing public procurement in Germany more towards sustainability. For example, the roadmap envisaged that by 2020 the Federal Administration should procure at least 50 percent of textiles via sustainable means (Partnership for Sustainable Textiles, 2017a).

Following the parliamentary elections in 2017, Gerd Müller was once again appointed Federal Minister for Economic Cooperation and Development in the fourth Merkel cabinet. Fair trade featured prominently in the 2018 coalition agreement's section on development policy (CDU et al., 2018). At the same time, the German Federal Government once again confirmed its intention to implement the NAP and indicated that national and EU-wide legal action would be a possibility "if an effective and comprehensive review of the NAP 2020 comes to the conclusion that corporate voluntary self-commitments are insufficient" (CDU et al., 2018).

¹⁵ From 2021: German Federal Ministry for Economic Affairs and Climate Action (BMWi).

In September 2019, the BMZ initiated the “Green Button” meta-label to designate textiles produced in a socially and environmentally conscious way. The state label combines both requirements for textile products and for the entire company to take responsibility along the textile chain, meaning individual flagship products are not sufficient to acquire the label. The 2019 version of the Green Button covered the “cutting and sewing” and “bleaching and dyeing” portions of global textile supply chains. In June 2022, the extended version “Green Button 2.0” was presented. It increases the requirements for corporate due diligence and product criteria and aims to extend the requirements to also cover the section of the supply chain relating to the materials and fibres used (BMZ, 2021c; Green Button Secretariat, 2022).

2.2.2 Developments at national and EU level from 2021 onwards

In June 2021, the Bundestag (German Parliament) approved the German Federal Government’s draft law on corporate due diligence obligations to avoid human-rights violations in supply chains (Act on Corporate Due Diligence Obligations in Supply Chains, LkSG) (BMZ, 2021b). As of 1 January 2023, this law obligates companies domiciled in Germany with more than 3,000 employees (from the beginning of 2024: more than 1,000 employees) to adequately observe human-rights and certain environmental due diligence obligations in their supply chains (see Section 6.3.3).

Following the parliamentary elections, in December 2021 Svenja Schulze (SPD) became the Federal Minister for Economic Cooperation and Development in the Scholz cabinet. The Federal Government anchored the initiative for an EU supply chain law¹⁶ in the coalition agreement (SPD et al., 2021) and also declared that it intended to retain the LkSG and support further EU proposals for regulating deforestation-free supply chains as well as import bans for products produced using forced labour (BMUV, 2022). The Federal Government also planned to promote the design of socially and environmentally conscious global supply chains.

In February 2022, the EU Commission presented a draft directive for an EU supply chain law. The draft from Brussels (European Commission, 2022a) goes beyond the German LkSG in many aspects. For example, the future law is to apply to companies with annual turnover of over EUR 150 million and more than 500 employees, take greater account of indirect suppliers and highlight environmental aspects much more clearly (Schmid, 2022). If the Commission’s draft passes through the rest of the directives procedure via the European Parliament and Council, the German Federal Government would have to adjust the German law accordingly.

In March 2022, the EU Commission adopted the “EU Strategy for Sustainable and Circular Textiles”. The EU strategy (European Commission, 2022b) intends for all textile products in the EU to be durable, recyclable, mostly recycled and environmentally and socially sound by 2030. In other words, fast fashion should go out of fashion among consumers (European Commission, 2022b). While NGOs expect the EU strategy to provide positive impetus for the environmental sustainability of textile supply chains, when it comes to social sustainability measures they find the strategy to be inadequate. For example, NGOs criticise the fact that the strategy does not sufficiently address the topic of human rights issues in textile value chains. Moreover, it does not go beyond the existing proposed directive for regulating supply chains (European Commission, 2022c) and neglects to address unfair purchasing practices that exploit asymmetries in market power (ECDPM, 2022; GLOBAL et al., 2022).

¹⁶ In this case, the European legislation will take place through an EU directive that the Member States must implement through national laws.

3. METHODOLOGICAL PROCEDURE

This section elaborates on the evaluation's methodological procedure. First it describes the evaluation approach before going into the specific evaluation questions and OECD-DAC evaluation criteria (Section 3.1). The sub-sections that follow present the methods used in the evaluation and the procedure for collecting and analysing the data (Section 3.2). The explanation of the assessment system and the references to the OECD-DAC criteria that are relevant for the evaluation is in Section 3.3. The report culminates with a critical look at the limitations of the methodological procedure (Section 3.4).

3.1 Evaluation approach and design

Evaluation approach

The evaluation takes a theory-based evaluation approach with a theory of change as its central steering element. The theory of change operationalises the effect mechanisms to be investigated and specifically shows how measures and instruments contribute to certain outcomes (Funnell and Rogers, 2011). The theory of change therefore reveals the cause-effect relationships of the underlying intervention.¹⁷

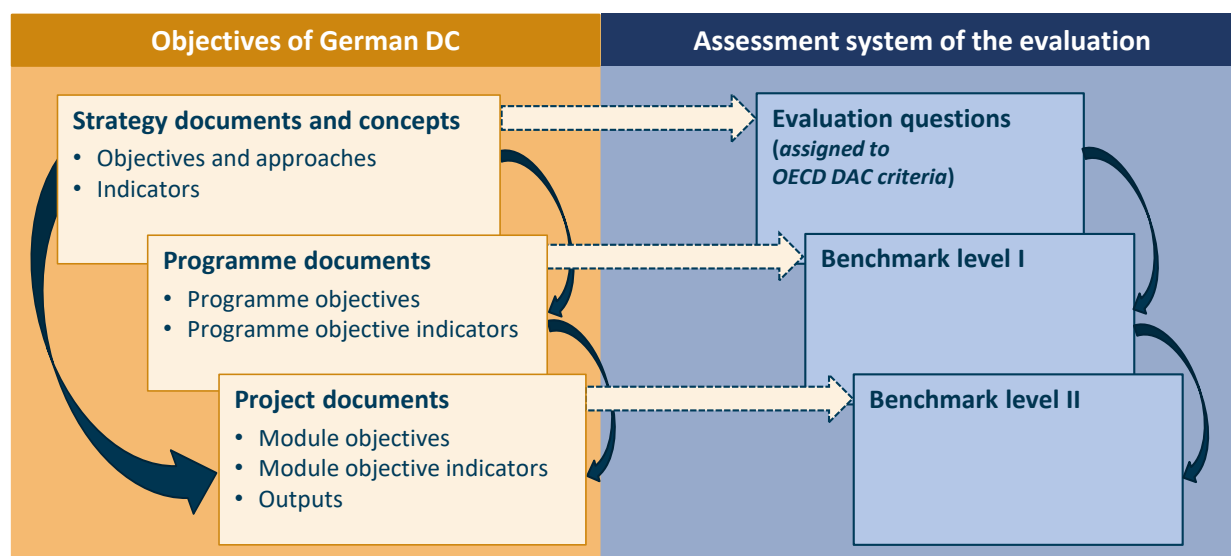
As it was not possible to identify any explicit theory of change for the promotion of textile supply chains in the documents supplied by the BMZ and the implementing organisations, the team has reconstructed one. To do this, the team took a theory knitting approach (Lemire et al., 2019) and drew on academic and “grey” literature alongside the programme and strategy documents. The theories of change (see online Annex) represent a synthesis of written information about the portfolio and the literature viewed. The evaluation team performed this synthesis. The team has assigned more specific objectives and target groups to the overarching DC objective of establishing sustainable global textile supply chains. The target groups – various actors in the textile supply chain – were addressed using various instruments. The team investigates this in more detail in the scope of the data collection for evaluation questions 1.1 and 1.2. In addition, the team developed two more specific theories of change that served as a starting point for performing the contribution analysis (Christie and Alkin, 2003; von Werthern, 2019): (1) The partner country theory of change illustrates the intended effect mechanisms in the area of social and environmental protection in DC partner countries (textile factories); (2) The DC@Home¹⁸ theory of change, on the other hand, presents these mechanisms for the measures in the area of corporate due diligence obligations in Germany (purchasing companies). These two more specific theories of change (in Section 1.2 of the online Annex) formed the basis for data collection and the creation of the overall system as well as the contribution claims¹⁹ that were used in the scope of the Bangladesh and Germany case studies (see Section 6) to answer evaluation questions 1.3 to 2.2 (OECD DAC, 2019).

The evaluation team first developed a reference framework that served as a basis for assessing the evaluation object during the evaluation process. This reference framework is made up of the objectives that German DC has set to promote sustainable textile supply chains and which are specified in the strategy documents, concepts and programme and project documentation of German DC. Taking account of these objectives, the evaluation team defined the evaluation questions and assigned them to the relevant OECD-DAC criteria. Benchmarks I and II are used to operationalise and assess the evaluation questions. These benchmarks were derived from the BMZ's programme and project documentation as well as discussions with the reference group and academic literature.

¹⁷ Comprehensive theories of change for the evaluation can be found in the online Annex.

¹⁸ The term “DC@Home” groups together activities that German DC uses to address supply chain actors and consumers in Germany with the intention of indirectly contributing to development policy objectives in the partner countries.

¹⁹ In the following, the evaluation team uses the term “contribution claim” to mean theories of change/results logics that represent specific results hypotheses within specified thematic areas and in which the team examined a contribution of German DC. Contribution claims are an instrument for performing the contribution analysis.

Figure 2 Reference framework: objectives of German DC and assessment system of the evaluation

Source: DEval, own visualisation

Taking into account the reference framework, the evaluation team identified suitable data sources and specified data collection methods. The team then assessed and triangulated the collected data using various methods (see Section 3.2). The results were assessed²⁰ based on the previously defined benchmarks.²¹ For an overview in the form of an evaluation matrix, see Annex 9.2.

Evaluation design

The evaluation design has two components: the portfolio analysis and the case studies. The portfolio analysis answers evaluation questions 1.1 and 1.2 while the case studies in Bangladesh and Germany answer evaluation questions 2.1 and 2.2.

The portfolio provides an overview of all German DC activities along the textile supply chain with regard to measure types and funding volumes (see Section 4). The data basis was formed using project and programme documents from German DC that the team verified and underpinned with the findings from interviews.²² To this end, the team initially requested documents²³ relating to projects in the textile or cotton sector from the BMZ, the state implementing organisations (the Federal Institute for Geosciences and Natural Resources [BGR], the Deutsche Gesellschaft für Internationale Zusammenarbeit [GIZ], the Entwicklungsbank der Kreditanstalt für Wiederaufbau [KfW], the Deutsche Investitions- und Entwicklungsgesellschaft [German Investment and Development Corporation, DEG] and the Physikalisch-Technische Bundesanstalt [PTB; Germany's national metrology institute] as well as other implementing organisations such as the German Academic Exchange Service (DAAD), Engagement Global, sequa and political foundations²⁴. The team then identified relevant projects for the portfolio analysis based on specific criteria. The decisive factors were: (1) the measure has a clear relationship to the textile factor (these can be both textile-specific and cross-industry projects); (2) the measures used at least one of the instruments defined for the evaluation (see Table 3).

²⁰ The assessment itself took place using a six-point assessment scale: (1) Benchmark exceeded, (2) Benchmark fulfilled, (3) Benchmark mostly fulfilled, (4) Benchmark partially fulfilled, (5) Benchmark barely fulfilled, (6) Benchmark missed.

²¹ Since 2020, defining benchmarks has been obligatory for all DEval evaluations. The use of benchmarks ensures the highest possible degree of objectivity and neutrality.

²² The funding volume could not be determined based on the OECD-DAC data, as it was frequently not possible to assign the project numbers.

²³ The organisations provided position papers and other overarching (strategic) documents relating to the promotion of supply chains as well as project and programme documents with details on, for example, the funding volumes and relevant instruments.

²⁴ The Friedrich-Ebert-Stiftung, the Friedrich Naumann Foundation for Freedom, the Konrad Adenauer Foundation and the Rosa-Luxemburg-Stiftung.

The basic population of the portfolio analysis consists of 151 German DC projects. For 135 projects, the evaluation team had access to at least one programme or project document that was included in the analysis.²⁵ These documents were used to perform a quantitative and qualitative content analysis in the scope of the portfolio analysis.²⁶ The team assessed how different target groups and challenges were addressed,²⁷ which instruments were used and how the programme and project documentation describes possible synergies. Where the content overlapped with the findings from the qualitative interviews, the results could be verified and categorised.

Effects could not be assessed based on the programme and project documents. This is because the reporting formats vary due to the different objectives of the implementing organisations (for example the reports may have been prepared at different points in time and also have different scopes). Another reason is that not enough primary data (for example actual values) was available for the majority of the measures.

Bangladesh and Germany are the case study countries for the evaluation. Bangladesh is the partner country with the largest and most varied DC portfolio for promoting sustainable textile supply chains. Among other reasons, this is due to the significance of the textile sector for the national economy as well as the social and environmental problems in the local textile factories. Germany was selected because German DC is active here with its DC@Home programme. The objective is to raise purchasing companies' awareness of their corporate due diligence obligations, promote sustainable consumption and improve the political framework conditions.

The evaluation team used the contribution analysis method in the case studies, in particular drawing on semi-structured interviews as a data source. Case studies are seen as a key instrument for researching complex topics and obtaining a good understanding of the actual context and the processes and perspectives of those involved (Boblin et al., 2013; Flyvbjerg, 2006; Yin, 2014). They are the preferred method for answering how- and why-questions in contexts in which it is not necessarily clear where the boundary between the case under investigation and the overall context lies (Yin, 2014).

3.2 Data collection methods and analysis

The data basis includes qualitative primary and secondary data that was both collected through the team's own semi-structured interviews and provided by the BMZ, implementing organisations and civil society or is publicly available. The evaluation team collected qualitative primary data through interviews with experts and key players as well as by means of a representative survey of just under 2,000 consumers in Germany regarding sustainable textile consumption. Interviews were carried out with employees from the BMZ, the implementing organisations and civil-society organisations as well as academics on the one hand and with selected actors from the textile supply chain, such as representatives of associations, purchasing textile companies and textile factories, trade unions and the partner government as well as those applying sustainability standards (e.g. Fairtrade, Fair Wear Foundation) on the other. All in all, the evaluation team conducted 163 interviews during the scope of data collection, the majority of which were part of the Bangladesh case study (see Table 1).²⁸ The secondary data includes strategy documents from the BMZ as well as project documents (e.g. module proposals and reports) from the implementing organisations. The evaluation team viewed and analysed a total of 430 documents. Other secondary data includes academic and grey literature. The analysis of the qualitative primary and secondary data was performed using the software MAXQDA, while the team used the analysis software Stata to perform the descriptive analysis of the quantitative data.

²⁵ These include, for example, offers for measures as well as reporting and final reporting.

²⁶ It was not possible to draw on data from the Common Reporting Standard (CRS), the International Aid Transparency Initiative (IATI) or the Modular extensible management finance information system (MeMFIS) because the available data from the relevant interventions could not be (seamlessly) assigned to the databases.

²⁷ Within the scope of the portfolio analysis, the evaluation team analysed which challenges in the textile supply chain are addressed by German DC. The results of this were also used to answer evaluation question 1.1 (see Section 5.1).

²⁸ Some of the interviews provided evidence for different sub-areas of the evaluation. However, the table only lists each interview once, so they are assigned to the area in which the interview was conducted.

Table 1 Overview of the interviews conducted during the evaluation

Stakeholder group	Mix of instruments (EQ 1.1 & 1.2)	Bangladesh (EQ 1.3 & 2.1)	Germany (EQ 2.2)
Textile sector companies Germany/international/Bangladesh	-	31	14 ²⁹
Textile sector association	-	1	1
Standards organisation	-	-	2
DC (including international consultants)	13	28	9
Public sector (non-DC)	-	1	3
Civil sector Germany/Bangladesh	1	7	7
Academia/external expertise Germany/international/Bangladesh	2	14	4
Political foundations	-	3	-
Service provider Bangladesh ³⁰	-	12	-
Government representatives	-	5	-
Workers (a focus group discussion)	-	5	-
TOTAL	16	107	40

Qualitative content analysis (EQ 1.1, 1.2, 2.1, 2.2)

The evaluation team performed a qualitative content analysis of the primary and secondary data to answer evaluation questions 1.1 and 1.2 and thus make statements regarding the mix of instruments and how they are managed. The qualitative content analysis according to Mayring is a procedure designed for systematic assessment of qualitative text-based data for the purpose of reducing data material (Flick, 2014). The method comprises various sub-steps that cover everything from identifying relevant text passages to categorising them (Flick, 2014; Gläser and Laudel, 2010). Here, extraction – meaning taking the relevant information from the text – is seen as decisive. The first step in this process is to develop categories. Next, the required information is assigned to these categories. All information that cannot be assigned to the categories is not taken into account in the analysis, which reduces the data volume. Following this, similar sections can be summarised to reduce the data further, although it is important to ensure that this summarising doesn't lead to the information becoming too general and abstract (Flick, 2014). The system of categories was formed using a mixture of induction and deduction and the relevant data analysed based on the categories using the software MAXQDA. The data basis for the analysis was comprised of the interview minutes, relevant literature and programme and project documents.

²⁹ Of these 14 companies, 12 were or are members of the Textile Partnership and seven are certified with the Green Button.

³⁰ This includes consultants for the implementation of training measures.

Semi-systematic literature analysis (EQ 1.3)

The team performed a semi-systematic literature analysis with the objective of further differentiating the identified actors and factors from the overall system (see Section 6.1) based on scientific evidence (Snyder, 2019). The objective was to use a scientific perspective to identify leverage points and topics that are key to fair textile supply chains. A semi-systematic literature analysis is particularly suitable for this because it is possible to develop an understanding of complex topic areas with an appropriate amount of effort. A full systematic review was not possible due to the interdisciplinarity of the research field and the wide range of the questions to be answered (Snyder, 2019; Wong et al., 2013).

Contribution analysis in the case studies (EQ 2.1, 2.2)

In order to investigate the contribution of German DC to reducing human rights violations and environmental damage in Bangladesh (EQ 2.1) and to improved awareness of corporate due diligence obligations in Germany (EQ 2.2), the evaluation team performed a contribution analysis. The contribution analysis is a theory-based evaluation method that is based on the assumption that an intervention is an important component of a “causal package” of factors that will have a specific effect (Befani and Mayne, 2014; Delahais and Toulemonde, 2012, 2017; Mayne, 2001, 2019; Stern et al., 2012). It is particularly suitable when it is unlikely that the intervention is the sole cause of this impact (D60).

In this evaluation, the contribution analysis reflects the fact that German DC acts within a complex system of global supply chains. Compared with other actors and factors, such as the market power of purchasing companies (Birchall, 2020; Mayer and Gereffi, 2010a), German DC’s actual scope to exert influence is limited (D33). The characteristic feature of a contribution analysis is that it attaches greater importance to the contextual factors than the intervention and the intervention is embedded in this framework (Delahais, 2022; D34). The starting point for the contribution analysis is to identify contextual influencing factors and changes that can be observed fully independently of German DC’s measures and instruments (Delahais and Toulemonde, 2012; D34).

In order to identify the overall system of the most important actors and changes that led to human rights and environmental improvements in the Bangladeshi textile and clothing industry during the observation period from 2014 to 2021, the evaluation team took a five-step approach (see Figure 10). Figure 3 provides an overview of the analysis steps that the team used to perform the contribution analysis based on scientific standards (Befani and Mayne, 2014; Delahais and Toulemonde, 2012, 2017; Mayne, 2012). The analysis should be understood as an iterative process during the course of which individual steps are repeated if required (Befani and Mayne, 2014; Mayne, 2012).

During the course of the evaluation, the first step was to further differentiate and consolidate the aforementioned overall system based on a semi-systematic literature analysis (refer to Section 6.2.1) (Snyder, 2019). In the second step, the team identified possible contributions of German DC to changes within the system. Here, the focus was on activities that were most likely to have contributed to changes in the overall system. Based on initial interviews and project and programme documents, the team developed ten³¹ more specific contribution claims (Befani and Mayne, 2014; Delahais and Toulemonde, 2012; Mayne, 2012) that focus on the different actors and factors of the overall system (see Figure 10) and relate to changes in the different areas (for example changes in occupational safety versus changes in environmental protection). In a third step, the validated contribution claims were verified using qualitative interviews as well as based on a more in-depth analysis of project and programme documents and academic and grey literature and then coded. The coded content was assessed in a fourth step and used to draft a total of six contribution stories that summarised contribution claims relating to similar topics. For the assessment, the team triangulated different data sources and reflected and considered the perspectives and incentives of different groups of actors (Befani and Mayne, 2014). The team also identified impact pathways that required further evidence

³¹ During the course of the evaluation, it became clear that not all of the original ten contribution claims were useful for the evaluation. Accordingly, one contribution claim that was intended to take a closer look at multi-stakeholder initiatives was not examined further during the data collection phase.

and adjusted the results logic if required. In a fifth step, the evaluation team and auditors involved in the data collection subjected the contribution stories to a critical examination and revised them if necessary.

Figure 3 Approach of the contribution analysis



Source: DEval, own visualisation

The central components of the contribution analysis are contribution claims and contribution stories that are used to systematically investigate and assess the contributions of German DC. Contribution claims are used to illustrate assumptions and causal claims of the involved actors and the evaluation team. In this way, it is possible to examine how concrete activities and interventions (for example of German DC) have contributed to improvements for the relevant target groups. Thus, in the classic sense, these contribution claims should be understood as theories of change that each deal with a specific topic (step 2 and step 3; see Figure 3). The contribution story bundles the results of one or more contribution claims (step 4, see Figure 3).

In accordance with the contribution logic, every contribution story is divided into three sections: a) description of the improvements in a specified area (e.g. occupational safety) independent of German DC and the most important factors that have led to these improvements; b) determination, description and assessment of the contributions of German DC according to the identified results hypotheses; and c) assessment of the determined contributions of German DC with regard to the improvements in the overall system. Assessing the contributions at two different levels in sections b) and c) allowed the team to transparently present the achievements of German DC while at the same time taking a critical look at the contributions with regard to improvements in the overall system (Delahais et al., 2020). The contributions are evaluated based on the evaluation matrix (see Annex 9.2), which defines the benchmarks: Benchmark I at the level of the contribution story and Benchmark II at the level of the contribution claim.

3.3 Assessment system and OECD-DAC evaluation criteria

To ensure that evaluation results are precise, transparent and comparable, DEval follows a standardised methodology and conducts quality assurance via peer review. The core of DEval's assessment system is a theory-driven benchmarking process based on the individual evaluation questions and their thematic components and according to which benchmarks are developed.

In accordance with the methodology, the five evaluation questions were divided into individual benchmarks, which were, in turn, operationalised in the form of criteria. Evaluation question 1.1, for example, makes a distinction between two benchmarks: i) the extent to which the instruments of German DC address the relevant social and environmental challenges and ii) how these instruments contribute to solutions for the challenges. Specific criteria were defined for each individual benchmark. The evaluation uses a six-point scale (from “failed” to “exceeded”; see Section 9.1). The benchmarks are explained in Sections 5 and 6 for each evaluation question; the corresponding evaluation matrix can be found in the Annex (Section 9.2).

With regard to the OECD-DAC evaluation criteria, the evaluation questions can be split into two sets. The first set of questions chiefly addresses the relevance and coherence of German DC. The three sub-questions in this set examine whether the tools or combination of tools used are suitable for addressing the social and environmental challenges.

The second set of questions relates to the evaluation criteria of “effectiveness” and “impact” of the mix of instruments and evaluates the extent to which it has achieved the envisioned objectives for promoting sustainable textile supply chains or effectively contributed to dealing with the social and environmental challenges. Importantly, it was not possible to measure the effect of individual interventions, and the evaluation did not aim to do so.

The evaluation criteria of “efficiency” and “sustainability”, on the other hand, are evaluated only to a limited extent or not at all. The examination of the “sustainability” criterion pertaining to the longevity of the results achieved by German DC promotion could only produce weak evidence due to the data situation and the pandemic. This was expected and noted in the inception report. Thanks to the findings of the Germany case study, however, it is possible to judge the likelihood that textile factories and purchasing companies can reduce human rights violations and the environmental impact of textile supply chains in the medium term.

3.4 Reflection on the methodological procedure

At the beginning of the evaluation, the team assessed whether rigorous methods could be used; however, this was not considered feasible. During the conception phase, the challenges of collecting sufficient data at the target group level (especially in textile factories) and assigning comparison groups at a later date were considered to be too great. In addition, the required time and financial resources were estimated to be substantial – also in light of the advancing COVID-19 pandemic. Because there was also no guarantee that the data would provide the expected amount of information, the evaluation team concluded that rigorous methods were not proportionate.

Methodological adjustments were necessary over the course of the evaluation, and two evaluation questions were ultimately removed. For example, a qualitative comparative analysis (QCA) was originally planned for evaluation question 1.3. A standardised survey of 30 to 40 Bangladeshi textile factory workers was to serve as the basis. A sample of factories with both high and low levels of adherence to social and environmental standards was determined based on *Accord*³² data. However, it was not possible to obtain all the contact data required for the planned data collection in due time. The evaluation team was therefore only able to interview representatives from five factories during the time available for data collection. For this reason, they chose to conduct a semi-systematic literature analysis in lieu of a QCA. This alternative

³² The *Accord on Fire and Building Safety in Bangladesh* was an international private-sector initiative that aimed to improve fire protection and building safety in Bangladeshi textile factories.

approach uses the literature to derive the relevant factors for EQ 1.3 that contribute to reducing human rights violations and environmental damage in Bangladeshi textile factories. However, it is not suitable for identifying combinations of factors that can affect behavioural changes in these two areas. It is also not possible with the alternative method to make specific statements regarding the Bangladeshi textile factories surveyed for the evaluation. However, the method is useful for drawing conclusions and thus for assessing whether the instruments used appropriately address the identified factors. In addition, two evaluation questions were removed: EQ 1.4 addressed the specific role of the Textile Partnership. Because GIZ was conducting an internal evaluation of the Textile Partnership during the same time period, the DEval team dropped this question from its own evaluation. With EQ 2.3, the team aimed to generate findings on how the purchasing companies addressed by German DC boost the resilience of textile factories in the partner countries. However, due to unfavourable conditions and the timing of the survey, this evaluation question could not be sufficiently answered.

The evaluation team used contribution analysis and plausibility testing to systematically review the contributions of German DC in the case studies of Bangladesh and Germany. This made it possible to make statements regarding whether contributions have an effect under favourable conditions in a best-case scenario (socially/environmentally responsible textile factories). To examine chains of action at the level of training participants (e.g., employees of textile factories or members of staff representation bodies), the evaluation team selected interview partners from the representative sample of the respective stakeholder group provided by GIZ.

The methodological procedure is therefore suitable overall for making overarching statements on the mix of instruments as well as the contributions of German DC relating to purchasing companies in Germany and the textile factories in Bangladesh. It was thus possible to analyse the effect of relevant German DC activities along the textile supply chain up to the outcome level. Accordingly, statements can be made across instruments for various target groups and challenges. Findings on the effect of individual instruments, on the other hand, could not be generated.

4. PORTFOLIO ANALYSIS

The portfolio analysis gives an overview of the measures deployed in German governmental and non-governmental DC as well as multilateral DC to promote sustainable textile supply chains. It covers interventions in BMZ partner countries and measures that have been and are being implemented in Germany (DC@Home). A total of 151 interventions in the period from 2014 to 2021 were analysed. This section therefore presents findings relating to evaluation questions 1.1 (mix of instruments, challenges addressed) and 1.2 (strategic combination of instruments), while the questions are subsequently answered in Section 5.

4.1 Overview

The object of the portfolio analysis comprises 151 interventions of governmental DC (bilateral DC, global projects, sector projects and regional projects), interventions incorporating the private sector (particularly development partnerships with the private sector, DPP) and non-governmental DC (civil society) as well as multilateral DC.³³ The BMZ financed 98 sector-specific measures (textile sector) from 2014 to 2020 with a total volume of EUR 155 million.³⁴ The analysis period also includes interventions that were in planning as of December 2020 and were implemented in the following year. The data sources comprised the programme and project documents of the implementing actors for a total of 135 interventions. These documents then served as the basis for a descriptive analysis of various aspects (challenges and target groups addressed, instrument use, financial volume). Technical cooperation (TC) accounts for most of the portfolio (114 of 151 projects). The only financial cooperation (FC) measures to be considered were development partnerships with the private sector (DPPs) involving the DEG (37 projects).³⁵

German DC promotes sustainable textile supply chains through a wide range of measure types with different constellations of actors. In addition to bilateral cooperation, governmental DC implements large-volume global projects, regional projects and sector projects in the textile sector. Development partnerships are also established with companies for projects in cooperation with the private sector as part of the develoPPP programme. DPPs³⁶ are initiated with companies or other business stakeholders such as chambers or associations.³⁷ Within the multi-stakeholder Textile Partnership, the associated Partnership Initiatives represent an additional type of measure. Non-governmental cooperation refers to the NGO interventions promoted by Engagement Global, sequa interventions and interventions implemented by political foundations³⁸. German DC activities at European or international level, for example with the International Labour Organization (ILO) or the UN, are classified as multilateral cooperation.

Bilateral interventions and sector projects account for most of the BMZ portfolio in terms of financing, at 38 percent and 27 percent, respectively (see Figure 4). This is due to interventions with large financing volumes such as the bilateral measure “Promotion of social and environmental standards in Bangladesh” or the sector projects “Sustainability in Textile Supply Chains” (Sekretariat Textilbündnis) and “Sustainable Textile Consumption” (Green Button). At 19 percent, regional projects also account for a substantial share of the financial volume. The figures are much lower for DPPs (10 percent) and non-governmental cooperation

³³ Follow-on projects with a new project number were evaluated as independent interventions.

³⁴ The data relates to textile-specific interventions. It was not possible to consider cross-sectoral interventions and multilateral cooperation in this data. The relevant global projects in the portfolio are exclusively cross-sectoral, and the textile-specific share could not be determined. The evaluation had no valid data on the share of BMZ financing for multilateral cooperation. The total financial support including cross-sectoral interventions amounts to EUR 333 million.

³⁵ Because the implementing organisations did not identify any additional FC measures, no FC-specific instruments were defined as part of the evaluation.

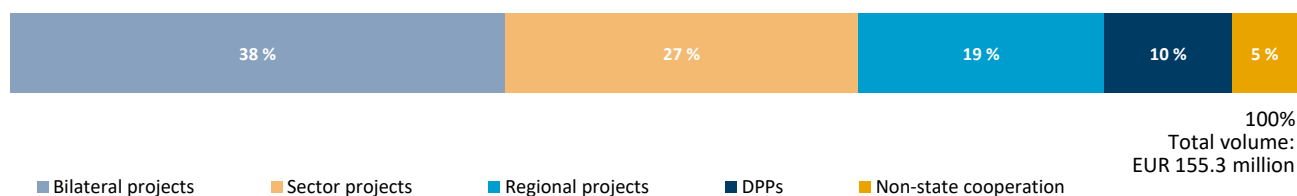
³⁶ It is important to differentiate DPPs from multi-stakeholder partnerships. Examples of multi-stakeholder partnerships include the Textile Partnership and the associated Partnership Initiatives, which are defined, in turn, as multi-stakeholder projects. With DPPs, the basic idea of the cooperation is spearheaded by companies or other business stakeholders (such as chambers or associations). By contrast, the BMZ initiates and coordinates the Partnership Initiatives. Furthermore, DPPs are generally concluded with one or just a few companies, chambers or associations, unlike multi-stakeholder partnerships.

³⁷ Incorporating SMEs into time-consuming projects such as the Green Button or the Textile Partnership is often too much of a burden on the companies' time, financial resources and human resources capacities (I02, I03, I05, I06).

³⁸ The Friedrich-Ebert-Stiftung, the Friedrich Naumann Foundation for Freedom, the Konrad Adenauer Foundation and the Rosa-Luxemburg-Stiftung.

promoted by German DC (5 percent). The share of BMZ financing, among others, is limited for each of these categories.³⁹

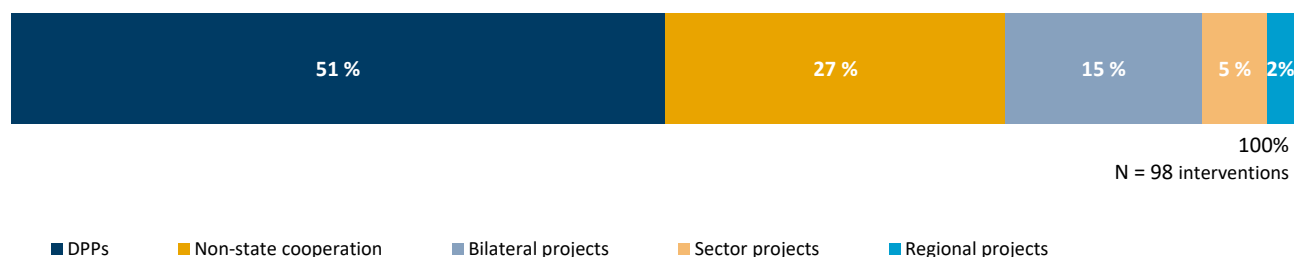
Figure 4 Shares of measure types by financing volume



Source: DEval, own visualisation⁴⁰

In terms of absolute numbers, DPPs comprise the largest share of the portfolio at 51 percent, and regional projects make up the smallest share at 2 percent (see Figure 5). More than half the measures are DPPs (50) largely implemented by the DEG (34) and less often by GIZ (seven) and sequa (nine).⁴¹ Non-governmental cooperation accounts for a total of 26 interventions, or 27 percent. There are 15 bilateral interventions (15 percent) in the portfolio, all of which are implemented by GIZ. Sector projects⁴² and regional projects are exclusively implemented by GIZ – with the exception of one project jointly implemented with the DEG. Multilateral cooperation accounts for five projects: four ILO projects with BMZ participation⁴³ as well as a UN treaty process to develop a human rights treaty on “Business and Human Rights”.

Figure 5 Shares of measure types by absolute number of interventions



Note: Multilateral cooperation, which is represented in the portfolio with five interventions, was not considered in Figure 4 and Figure 5 for comparability reasons, since there was no valid data on the funding volume for these measures. Global projects were also not included, since the only ones in the portfolio were cross-sectoral. Because the Partnership Initiatives are represented and coordinated as part of a sector project, their shares are included within “Sector projects”.

Source: DEval, own visualisation

³⁹ The BMZ financing share of bengo measures implemented by Engagement Global amounts to a maximum of EUR 50,000 for initial funding (BMZ, 2016) and to different levels for DPPs according to the type of agreement: implementation agreements receive a maximum of EUR 200,000, while cooperation agreements receive a maximum of EUR 2 million (GIZ, 2021a, undated).

⁴⁰ All figures in Section 4 are based on data from 135 programme/project documents (see also Section 3).

⁴¹ 47 of the DPPs are conventional developPPP projects. The portfolio also contains two DPPs in the form of strategic alliances (developPPPs with a large GIZ funding volume) and one strategic project (developPPP with a large DEG funding volume).

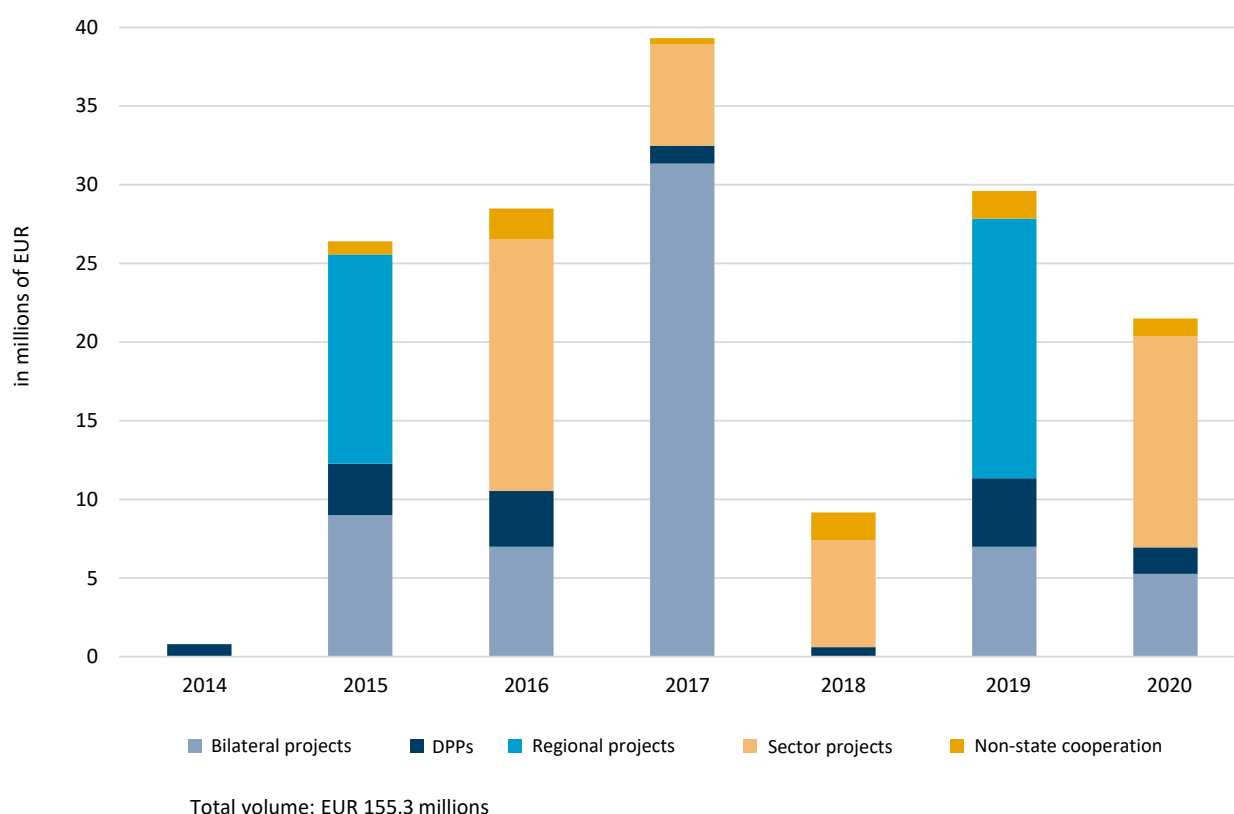
⁴² GIZ coordinates the four Partnership Initiatives via the TC project “Promotion of Multi-stakeholder Projects for Sustainable Textile Supply Chains”. They are therefore considered individual sector projects in the portfolio analysis.

⁴³ “Labour Standards in Global Supply Chains Project: A Programme of Action for Asia and the Garment Sector”, “Better Work”, “Developing a National Employment Injury Insurance Scheme for the Bangladesh RMG Sector”, “International Programme on the Elimination of Child Labour (IPEC)”.

The largest funding amounts during the analysis period were for bilateral interventions (approximately EUR 60 million), followed by sector projects (approximately EUR 42 million) and regional projects (approximately EUR 30 million). The BMZ expenditures for DPPs and non-governmental DC are substantially lower at approximately EUR 15 million and EUR 8 million, respectively.

Interventions with particularly large funding volumes were implemented starting in the period from 2015 to 2017. Figure 6 shows the funding for interventions in the year in which they started.⁴⁴ The growth in bilateral funding was especially strong in 2017. This is almost entirely due to new interventions in Bangladesh: in addition to the transition from PSES II to PSES III⁴⁵, three other new interventions began in 2017. Another increase can be observed for sector projects in 2016/2017. This included the new projects for steering the Textile Partnership, the Green Button and the *siegelklarheit.de* portal.

Figure 6 Funding volume for interventions 2014–2020



Note: The figure shows the funding for interventions in the year in which they started. Because cross-sectoral projects were not considered in the figure, it does not list the relevant – but exclusively cross-sectoral – global projects in the portfolio. It was not possible to consider multilateral cooperation projects due to the lack of sufficiently valid data.

Source: DEval, own visualisation

The Partnership Initiatives and DPPs typically have significantly shorter terms – usually 1.5 to 2.5 years – than other measure types. Non-governmental cooperation projects also have relatively short terms, at almost two years. Sector projects (two to four years) and bilateral interventions (two to six years for TC measures) have longer terms, while regional projects are generally implemented within three to six years. Global projects have the longest terms, running for three to six years.

⁴⁴ Financing did not stop in 2018. Rather, fewer projects with large funding volumes had their term begin that year.

⁴⁵ Promotion of Social and Environmental Standards in Bangladesh.

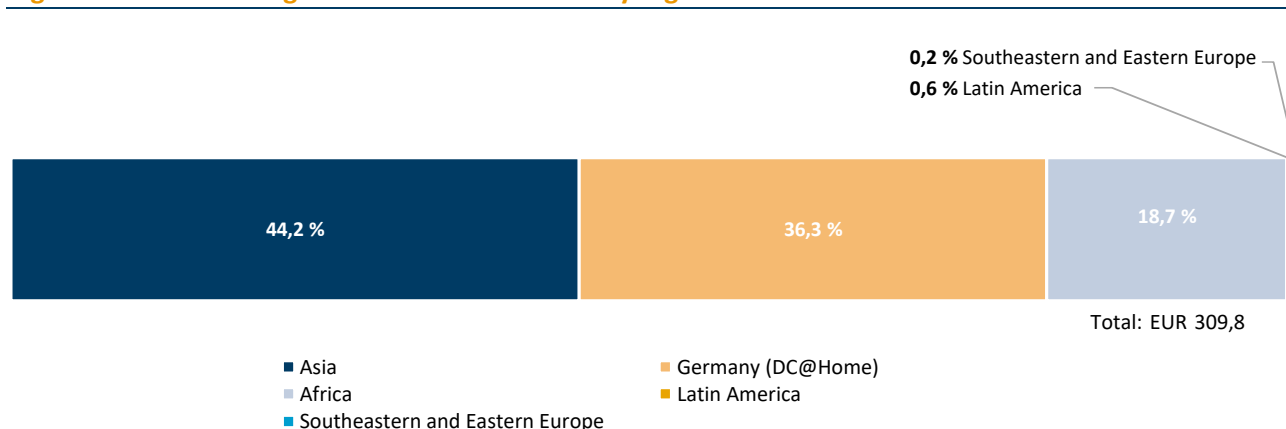
Table 2 Average term in years by measure type

Measure type	Average term in years
Global project	4.8
Regional project	4.6
Bilateral DC	3.6
Sector project	3.1
DPP	2.4
Non-governmental cooperation	1.9
Partnership Initiatives	1.8

Source: DEval, own visualisation

With the exception of Partnership Initiatives, interventions from all measure types were implemented across the entire period. Most of the interventions started between 2015 and 2017 (67 interventions). The Partnership Initiatives only started beginning in 2017, one year after the Textile Partnership was launched as a TC project. At the time of the analysis in June 2022, 26 interventions were being implemented and 118 interventions had concluded.⁴⁶

German DC promotes sustainable textile supply chains with a regional focus on Asia and Germany (DC@Home). Around half of the portfolio interventions under review (74 of 151) with a total volume of EUR 136.7 million are implemented in Asia. 42 interventions with a total volume of EUR 112.5 million are implemented as DC@Home. The high volume of DC@Home flows into well-funded interventions such as the sector projects “Sustainable Textile Consumption” (Green Button) and “Promotion of Multi-stakeholder Projects for Sustainable Textile Supply Chains (I)” as well as the TC intervention “Sustainability in Textile Supply Chains (I) (Secretariat of the Textile Partnership)”, among others.

Figure 7 Funding volume of interventions by region

Note: The total volume is different since the calculation also considered cross-sectoral projects.

Source: DEval, own visualisation

⁴⁶ No data regarding the term was available for seven interventions.

Box 2 Summary of Section 4.1

The continual rise in funding for interventions in the textile sector as well as the expansion of the portfolio from 2014 to 2020 show that the promotion of sustainable textile supply chains has steadily become more and more important in German DC. Many new interventions have been implemented particularly since 2015, including well-funded regional and sector projects. In geographical terms, German DC activities in the textile sector concentrate on Asia and DC@Home. Private-sector stakeholders have been incorporated into the promotion of sustainable textile supply chains through the large number of DPPs.

4.2 Target groups, instrument use and addressed challenges

4.2.1 Entire portfolio

German DC addresses all target groups along the textile supply chain with appropriate instruments. These instruments are defined as thematic-conceptual activities that are implemented as part of one or more measures (input level). Instruments are deployed with the aim of addressing specific target groups in Germany and the partner country, producing achievements (outputs) and achieving development policy effects (outcomes). Table 3 presents the target groups and instruments considered in the evaluation below.

Table 3 Target groups and instruments

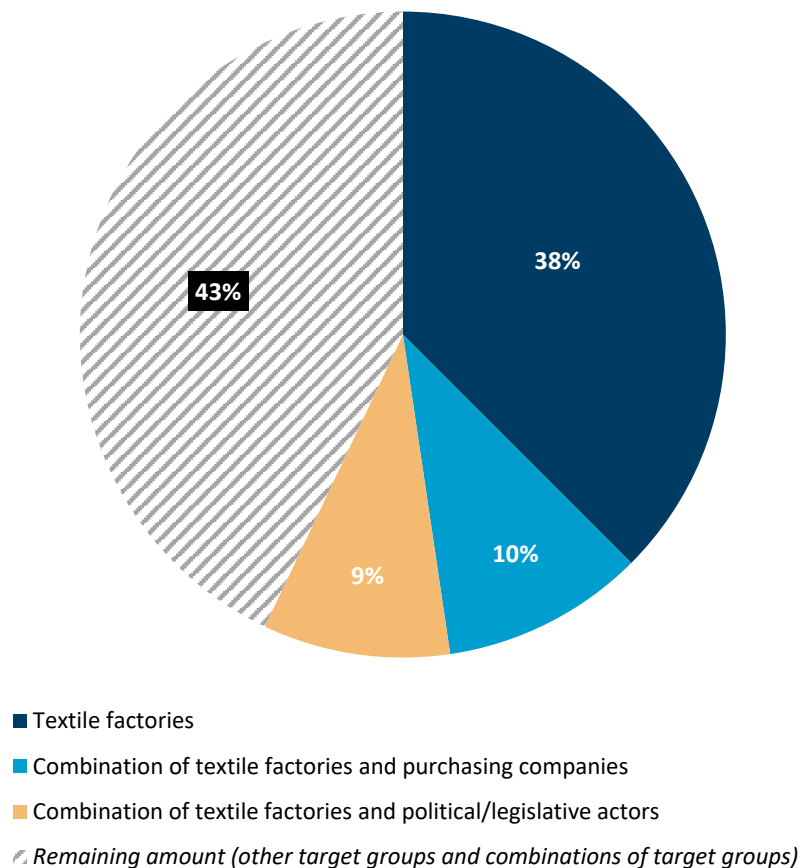
Target groups	Intended impacts	Instruments
Purchasing companies	Strengthening corporate due diligence	Establishment of industry initiatives Support services for German companies Certification and traceability
Consumers	Change in purchasing behaviour/sustainable consumption	Development policy education work and municipal engagement Shaping legislation and regulation Certification and traceability
Political and legislative actors	Improving conditions for human rights and environmental protection and for fulfilling/checking additional corporate due diligence	Shaping legislation and regulation Policy advice and improvement of the regulatory framework in the partner country Political dialogue, networking and cooperation Strategic financial support for civil society worldwide and for multilateral cooperation
Textile factories	Capacity development of employees and civil-society structures; strengthening of human rights and environmental protection	Dialogue and cooperation Higher education and academic research Capacity development for government institutions Capacity development of employees and civil-society structures Capacity development for trade unions Policy advice and improvement of the regulatory framework conditions in the partner country Management consulting and training

Note: An expanded table with definitions of the instruments can be found in Annex 9.3.

Source: DEval, own visualisation

Textile factories in the partner countries are the most frequently addressed target group. They are thus at the centre of German DC activities promoting sustainable textile supply chains. Among other things, this is thanks to the high proportion of DPPs (by absolute number of projects; see Figure 5). The general addressing of textile factories and purchasing companies (10 percent) within a measure comes in second place, and the combination of political and legislative actors with textile factories (9 percent) within an intervention comes in third (see Figure 8).

Figure 8 Most frequently addressed target groups



Source: DEval, own visualisation

Almost half the interventions (48 percent) address one target group, while 50 percent of interventions focus on multiple target groups.⁴⁷

Different instruments are used to address the identified target groups of German DC along the textile supply chain. Textile factories are most often addressed with the instrument “management consulting and training”. The frequency of individual instrument use clearly varies widely (see Table 4).

⁴⁷ Interventions that did not address any of the target groups defined in the evaluation make up around 2 percent. These were mostly non-governmental cooperation activities receiving financial support from Engagement Global. Examples include academic publications and technical discussions.

Table 4 Overview of instrument use in the portfolio

Instruments used most often ⁴⁸	Target group
Management consulting and training (18 percent)	Textile factories
Dialogue and cooperation (12 percent)	
Capacity development of employees and civil-society structures (7 percent)	
Higher education and academic research (7 percent)	
Political dialogue, networking and cooperation (6 percent)	Political and legislative actors
Support services for German companies (6 percent)	Purchasing companies
Development policy education work and municipal engagement (4 percent)	Consumers

Source: DEval, own visualisation

Each intervention typically uses one to three different instruments.⁴⁹ Combinations of instruments within one intervention are especially used for the target group of textile factories, such as “higher education and academic research” combined with “management consulting and training”. In just under half the cases (47 percent) in which one intervention uses multiple instruments, they all address the same target group; 53 percent of interventions with multiple instruments (up to four) use them to address different target groups.

German DC used different measure types to address the different target groups. All measure types are used to address textile factories with varying degrees of intensity.⁵⁰ The high rate of private-sector participation via the DPPs is particularly striking here. Besides the DPPs, German DC exclusively uses sector projects to address purchasing companies. The interventions of non-governmental actors, especially NGOs, for the target group of purchasing companies take place through their participation in Partnership Initiatives. Consumers are mainly addressed via well-funded DC@Home sector projects (e.g. the Green Button or the sector project “Sustainable Standards and Corporate Social Responsibility” with the portal *siegelklarheit.de*). In addition to governmental DC, it is mainly the interventions of non-governmental actors (political foundations, NGOs) that actively address this target group (for example with activities to raise awareness of human rights violations in the textile supply chain).

German DC activities address a number of relevant social and environmental challenges in international textile supply chains. The interventions address environmental challenges including the use of toxic chemicals and the disposal of contaminated wastewater and sludge. With regard to social challenges, the bilateral and regional activities of German DC focus on low wages, occupational safety/occupational health as well as discrimination and violence (mostly in relation to gender inequality). The structural challenges⁵¹ at micro level often relate to insufficient capacities in the textile factories, insufficient training for managers⁵² or the lack of qualified professionals in the companies.⁵³ At macro level, German DC focuses on structural

⁴⁸ The percentages refer to the proportion of all instruments used. The basic value corresponds to the sum of all instruments used within the portfolio. For example, the use of “management consulting and training” in textile factories accounts for 18 percent of all instruments used.

⁴⁹ The project documents do not explicitly state that multiple instruments are used per intervention. Rather, the instruments were first defined as part of the evaluation. The portfolio analysis then assessed how many instruments were used per intervention.

⁵⁰ 15 bilateral interventions, 48 DPPs, two global projects, seven sector projects, two regional projects, two multilateral cooperation measures, twelve non-governmental DC interventions.

⁵¹ This evaluation understands structural challenges for the sustainability of textile supply chains as potential negative influencing factors at overarching level. These factors include the lack of national regulation, corruption, the lack of social security, unfair supply relationships, unequal value creation or unsustainable consumption patterns among private consumers.

⁵² For example, basic and further training on environmental and social aspects or the sustainable use of chemicals.

⁵³ For example, due to insufficient environmental expertise.

challenges such as the lack of national regulation (such as social and labour laws or environmental regulations) or insufficient implementation thereof.

Particularly for the social challenge of “low wages”, the extent to which these activities address living wages remains unclear. The programme and project documentation does mention this aspect relatively often. However, there is no definition or other classification of “low” or “living” wages. Neither the context description nor the description of specific activities in the programme or project documentation clearly indicate how the intervention addresses living wages. The relevant results chains are also often long. Because living wages come at the end of the chain, they are only indirectly addressed.⁵⁴

Box 3 Summary of Section 4.2.1

German DC has a mix of instruments for promoting sustainable textile supply chains within measures, among other places. Half of the interventions deploy several instruments within a single intervention. One project can also address up to three challenges (see also Section 5.1). Measures aimed chiefly at textile factories in the partner countries particularly address the lack of skills (for example, technical expertise in the textile factories), social and environmental standards, the lack of national regulation or insufficient implementation (for example, enforcement of national laws or social and environmental regulations), the use of toxic chemicals, contaminated wastewater and the disposal of sludge as well as occupational health and safety.⁵⁵

4.2.2 Portfolio in Bangladesh and in Germany

The German DC interventions in Bangladesh mainly address the target group of textile factories (see Table 5). German DC measures far less frequently address political and legislative actors⁵⁶. Interventions in Bangladesh use an average of four instruments each. The instruments used by projects in Bangladesh for the target group of textile factories hardly differ from those used in the entire portfolio for all partner countries.

⁵⁴ The limited evaluability in this area can be traced to deficits in the design and implementation of interventions (Amine et al., 2021).

⁵⁵ Because half of the reviewed measures address several target groups and over one third address textile factories as the sole target group (see Figure 8), the case numbers for addressing other target groups are correspondingly low. There is thus not a solid data basis to analyse which challenges for other target groups are addressed.

⁵⁶ The political and legislative actors are addressed to (jointly) improve political framework conditions.

Table 5 Instruments used for projects in Bangladesh

Instruments used most often ⁵⁷	Target group
Management consulting and training (27 percent)	Textile factories
Dialogue and cooperation (15 percent)	
Higher education and academic research (15 percent)	
Capacity development of employees and civil-society structures (14 percent)	

The interventions in Germany most often address the target groups of consumers and purchasing companies. The instruments particularly addressing consumers are “development policy education work” and “municipal engagement”; the instrument “support services for German companies” is used most often for purchasing companies, and the instrument “political dialogue, networking and cooperation” most often for political and legislative actors. Sector projects typically address target groups like textile factories only indirectly (such as in the “Sustainable Textile Consumption” sector project, which primarily aims to raise awareness among consumers). DC@Home measures use an average of three instruments each.⁵⁸

Box 4 Summary of Section 4.2.2

To promote sustainable textile supply chains, German DC interventions each use a mix of instruments in which each measure usually addresses multiple challenges with several instruments. Appropriate actor-specific instruments are used for the various target groups, with a focus on management consulting and training for managers⁵⁹ of the textile factories in the partner countries. In terms of the target groups addressed in the textile sector, the activities in Bangladesh are largely representative for the entire portfolio in the partner countries, while DC@Home more strongly addresses consumers as well as political and legislative actors.

⁵⁷ The percentages refer to the proportion of all instruments used for each target group. The basic value corresponds to the sum of all instruments used within the portfolio.

⁵⁸ A detailed description and classification of the instruments used can be found in Section 6.2 for the Bangladesh case study and in Section 6.3 for the Germany case study.

⁵⁹ In the evaluation, the terms “employers” and “factory managers” are used as synonyms.

5. EMPIRICAL RESULTS I: RELEVANCE AND COHERENCE OF THE INSTRUMENT MIX

5.1 The mix of instruments in German development cooperation

Sections 5.1 and 5.2 answer two evaluation questions: firstly, the analysis describes the extent to which the mix of instruments in German DC addresses the structural challenges in the textile supply chain (EQ 1.1). Secondly, it evaluates the extent to which the instruments are strategically coordinated and appropriately steered by the BMZ (EQ 1.2).⁶⁰

Evaluation question 1.1: To what extent does the mix of instruments address the human rights and environmental challenges in the textile supply chain?

Benchmark I 1.1.1: The instruments address relevant social and environmental challenges in the textile supply chain.	Criteria # German DC addresses relevant social challenges with its instruments # German DC addresses relevant environmental challenges with its instruments
Benchmark I 1.1.2: It is understandable which contributions the instruments are intended to make towards solving the addressed challenges and how these contributions are to be provided.	Criteria # It is clear how the instruments are intended to contribute to addressing the challenges # Instruments precisely address the relevant target groups for the respective challenges # Consideration of relevant context factors

Challenges addressed (1.1.1)

German DC addresses both social and environmental challenges with its interventions. German DC focuses on the social challenges of low wages, occupational health and safety, and (mostly in relation to gender inequality) discrimination and violence (see Section 4). The addressed environmental challenges include the use of toxic chemicals, wastewater contamination and the sustainable disposal of sludge.

Box 5 Addressing child labour and living wages

The BMZ names child labour as one of the most urgent problems in global supply chains (BMZ, 2021d, undated b). In the textile industry, child labour is particularly widespread in the production of raw materials (cotton cultivation) and to a lesser extent in spinning and sewing facilities. One example of child labour and forced labour in the textile sector is the Sumangali system in India, in which girls work under slavery-like conditions in spinning mills (Eberlei, 2019).

Various actors in German DC work on the issue of “child labour”, and addressing this topic is relatively complex. The LkSG expressly bans the worst forms of child labour, including all forms of slavery and prostitution. It is also forbidden to employ children younger than the permitted minimum age (BMAS, undated). In the context of the Green Button initiative, these bans also function as product-specific requirements (BMAS, undated; BMZ, 2020b). Furthermore, child labour is associated with structural causes such as infringement of the rights of parents as employees (for example, insufficient wages) (Thévenon and Edmonds, 2019). Many German DC measures aim to improve these working conditions for employees in textile factories overall (see Section 4.2.1). One study from 2019 states that German DC lacks the knowledge needed to fight child labour in the most effective way possible across projects (Eberlei, 2019).

The wages paid in textile factories do not correspond to living wages. In the literature, living wages are seen as highly important (Ahmed and Nathan, 2014; Anner, 2019; Hossain, J. et al., 2018; Moazzem and Arfanuzzaman, 2018). They are defined as wage levels that enable employees to cover the basic needs of

⁶⁰ Section 1.3.2 describes the mix of instruments in more detail. A list of the instruments defined as part of the evaluation can be found in Table 3.

their own families (United Nations Global Compact, undated). However, the generally very low wages paid in the textile factories or the applicable national minimum wage typically do not meet this standard (JETIs, 2015; I172).

Directly addressing living wages is also a challenge for German DC. The LkSG forbids withholding a reasonable wage commensurate at least to the applicable minimum wage (BMAS, undated), which thus generally does not correspond to a living wage in the partner countries of German DC. Similarly, the Green Button 1.0 standard only specified payment of the legal minimum wage as a product requirement (BMZ, 2020b), although the topic of living wages was already set as a priority for the Green Button 2.0 (D62). With the revised standards of the Green Button 2.0, companies are now obliged to perform wage gap analyses and use the results to develop strategies for initial steps to implement living wages (Green Button Secretariat, 2022). Additional efforts are pursued by the Partnership Initiative on Living Wages and its Living Wage Lab, which supports partners in developing and implementing individual strategies for living wages and is intended to develop scalable solutions together with suppliers (Reimelt, 2021). However, only 12 of the 70 Partnership members participate (Dohmen, 2022a).

Due to structural causes in the economic and social systems of partner countries⁶¹, it is difficult to directly address living wages there (I146, I154, I174). German DC frequently addresses the topic of wages overall, for example, through the national minimum wage or also indirectly⁶² (Dohmen, 2022; FEMNET, 2018; I172; Section 4). However, there is currently no explicit requirement to pay living wages at regulatory level, and German DC has not implemented living wages as part of a voluntary intervention.

During the observation period from 2014 to 2021, there is a trend of German DC measures more strongly taking environmental sustainability into account. German DC has intensively addressed social challenges since the beginning of the observation period. In recent years the interventions have increasingly also considered and incorporated various environmental aspects such as the circular economy, recycling or climate impacts (I122, I155, I161, I166, I174). For example, the Textile Partnership, as an ongoing long-term initiative, has recently focused more on environmental sustainability aspects (I155).⁶³ In addition, the interventions with large funding volumes launched since 2017 also point to this trend, one example being the sector project “Partnership Initiative on Chemical and Environmental Management”, which is specifically geared towards environmental sustainability. The Green Button also puts an equal emphasis on social and environmental criteria.

Comprehensibility of instruments (1.1.2)

For most of the instruments, it is fundamentally comprehensible how they plan to help address social and environmental challenges along the textile supply chain. The individual instruments are generally geared towards the relevant target groups or stakeholders. They take context and risk factors into account.

The most important target group of German DC are the textile factories in the partner countries, which are addressed with all types of measures. For this, a mix of instruments is often used at project level (47 percent of cases), for example by combining “higher education and academic research” with “management consulting and training” (see Section 4.2.1). The measures also often incorporate additional stakeholders such as purchasing companies or political and legislative actors.

Purchasing companies are addressed as part of DC@Home. With the exception of DPPs, governmental DC exclusively deploys sector projects. Furthermore, the Agency for Business and Economic Development (AWE) acts a central point advising and supporting German companies regarding cooperation opportunities with German DC. To complement this, the LkSG specifies the necessary corporate due diligence obligations, thereby creating a level playing field for the companies. The Partnership Initiatives of the Textile Partnership represent a special form of cooperation between DC@Home and purchasing companies. Partnership

⁶¹ For example, the location advantage of textile factories due to low wages.

⁶² The portfolio analysis illustrates that German DC interventions often conduct no activities to directly help improve low wages. Many project documents also do not clearly indicate whether they address low wages or living wages in the narrower sense (see Section 4.2).

⁶³ For example, since 2020 the Textile Partnership has had an expert group to explore the topic of the circular economy. A Partnership Initiative for organic cotton is also currently planned (Partnership for Sustainable Textiles, undated a).

initiatives are projects in production countries that are jointly initiated and implemented by Textile Partnership member organisations – also with participation of non-governmental members.

As a multi-stakeholder partnership, the Textile Partnership aims to bring all relevant actors together, including companies, political bodies, trade unions, standards organisations and civil society. In particular, it strives to ensure that the companies fulfil their due diligence obligations. The objective is to make joint progress on social and environmental standards and to enable mutual exchange and learning (see Section 6.3).

The Green Button serves as the connection between purchasing companies and consumers. With a meta-label approach, it works to recognise existing product labels for sustainable textiles and thus increase transparency for consumers. At the same time, it also reviews and certifies companies as a whole for their human rights and environmental due diligence management. The *siegelklarheit.de* platform jointly operated with other federal ministries provides consumers with additional support. Like the Textile Partnership and the Green Button, the platform is implemented by a GIZ sector project.

German DC should better incorporate trade unions as well as political and legislative actors in the partner countries in order to more effectively address the structural challenges in the partner countries. Trade unions can be strong partners in improving the human rights situation in the field (I81, I122, I165, I166, I174, I175).⁶⁴ The Bangladesh case study shows that the cooperation between German DC and trade unions from the Bangladeshi textile sector represents a challenge. This is due to the trade union structures⁶⁵ (I74, I81, I84, I119), the tension between trade unions, political actors and factory managers (I81, I84, I110) and the reservations held by trade unionists towards the work of German DC (I134). It is thus difficult for German DC to initiate dialogue with trade unions in Bangladesh. Civil-society stakeholders, in particular, mentioned that more obligations should also be placed on partner governments and that German DC should more aggressively take advantage of its potential leverage in this area (I166, I174, I175). These interview results are also backed up by the portfolio analysis, which found that German DC measures address political and legislative actors far less often as a target group than textile factories (see Section 4.2.1).

⁶⁴ Within German DC, it is chiefly political foundations that work together with trade unions in the partner countries. In 2004, GIZ and the political foundations reached an agreement (“Berliner Vereinbarung”) to coordinate and work together closely on cooperation in a partner country. According to the agreement, GIZ will work to ensure particularly careful coordination for certain topics closely related to the political foundations’ fields of action. One such example is the area of trade unions (D58; I100).

⁶⁵ Issues here include the low degree of labour organisation in the Bangladeshi textile sector (10 percent), competition among trade unions, the complex trade union system (trade unions at company, sectoral and national level) and the “old” and corrupt generation of union organisers.

5.2 Interplay between the instruments and steering of the mix of instruments

Evaluation question 1.2: To what extent are the instruments strategically coordinated and appropriately steered by the BMZ?

Benchmark I 1.2.1: The instruments clearly complement each other in a targeted manner to address the challenges identified.	Criteria # There is a guiding concept at strategic and operational level to promote (textile) supply chains # There is a strategic mix of instruments along the supply chain
Benchmark I 1.2.2: The BMZ steers the instruments and mix of instruments as appropriate.	Criteria # Exchange between the relevant working units in the BMZ and with the management level # Coordination between the BMZ and implementing organisations # Coordination or cooperation with other donors and institutions to comprehensively address all relevant challenges # Coordinated monitoring and evaluation of experiences relating to processes and the effects of the mix of instruments
Benchmark I 1.2.3: The mix of instruments addresses all relevant target groups along the textile supply chain.	Criteria # Strategic addressing of all relevant target groups in the supply chain across the entire German DC portfolio # Strategic interplay between target groups

Complementarity of instruments (1.2.1)

German DC currently has no overarching guiding concept for promoting sustainable textile supply chains (I25, I26, I155, I164). On the positive side, the regional implementation concept “Initiative for a Sustainable Textile Sector in Asia” was developed in 2020. According to the interviewees, however, the concept has not taken on the strategic function as planned (I20, I25, I26, I122, I152). However, some voices from the BMZ and GIZ emphasised the necessity of an overarching long-term strategy that all initiatives can and must adhere to (I20, I23, I122). There is no evidence of coordinated monitoring or other formats to evaluate the mix of instruments in the textile supply chain (I150, I153, I160, I162). A prerequisite for that would be development of an overarching theory of change.

Box 6 The “smart mix” approach to promoting sustainable textile supply chains

The BMZ advocates for a smart mix to address social and environmental challenges in the textile supply chain in principle, but it fails to define what constitutes a smart mix in concrete terms (D49).

In the relevant literature on the smart mix in international supply chains, the term is understood to describe the bundling of interventions under the following conditions:

- 1) It contains at least one measure from each of the following three categories: a (i) binding governmental intervention, (ii) voluntary cooperative intervention or (iii) voluntary private-sector intervention that must have an effect beyond the responsibilities of the intervening government.
- 2) The measure categories in this mix interact with one another.
- 3) At least one of the interventions is more likely to achieve its objectives (without limiting the capacity of other interventions to do so) (Home et al., 2021).

The LkSG, which comes into force in 2023 (see Section 6.3.3), represents the first ever binding governmental measure (i).⁶⁶ When it comes to DC@Home, the Green Button and the Textile Partnership MSP are two voluntary cooperative measures (ii) from the BMZ. German DC has also often participated in introducing rules for the sustainable public procurement of textiles⁶⁷ (see Section 6.3.3.). Voluntary private-sector interventions (iii) are often based in the partner countries, as with the Accord (i.e. RMG Sustainability Council (RSC))⁶⁸ and Alliance⁶⁹ (see Section 6.2.2).

However, it is not apparent from the portfolio analysis and the interviews exactly how the BMZ and the participating actors strategically plan and implement the combination of measure categories in line with a smart mix approach. An overarching action- and impact-oriented concept is required in order for the BMZ to increase its capacity to steer the instrument mix and to reach the set objectives more effectively. This concept would have to define “smart mix”, explicitly state the associated requirements and be sufficiently operationalised for the participating actors (see Section 7).

Many of the changes that the BMZ envisions for international textile supply chains address key development policy challenges and thus require strategic planning over long time frames in order to take effect. The long results chains make it difficult to achieve the set long-term objectives and verify the activities’ effects (I21, I22, I25). Long time frames are thus required to implement structural changes (I21, I173, I175). For this reason, German DC must continue to realistically estimate the expected effects of its interventions at both political and operational level. Although initial improvement efforts have been made, such as Global Solidarity Initiative (IGS) activities to improve local data availability, there is still a need for additional action here. Good theoretical and practical concepts should be integrated. Examples include establishing trust-based business partnerships, changing mindsets towards sustainability aspects both at companies and in the governments of partner countries, identifying sustainable business cases and business models, and creating favourable political and economic conditions.

To realise synergies between the individual instruments, interventions must reference each other more thoroughly during the conception phase. Although terms like “synergies” and “joint impact” come up frequently in the project documents of the Germany and Bangladesh case studies, there is generally no concrete explanation of how the interventions are intended to amplify each other’s effectiveness. Instead, the documents often describe gains in efficiency (for example, the joint use of experts with other measures). Furthermore, the project documents of only five interventions in the entire portfolio (this corresponds to 3 percent of the interventions reviewed) explicitly derive theoretical effect connections at multiple levels or taking account of other German DC actors. To describe potential synergies, the authors of these project documents classify the effects of their own interventions and those of other interventions in the same field of activity to the outcome level in order to influence the objective at impact level. However, this is not the case for multilateral interventions and activities with the private sector (beyond Partnership Initiatives or the Textile Partnership) or civil society. None of the examined interventions include a critical examination of intended synergies that were never successfully established – it is only mentioned in individual cases that no negative interactions are expected.⁷⁰

⁶⁶ Only once the LkSG comes into force at the beginning of 2023 will it be possible to examine the extent to which the law, as a binding governmental element of a smart mix, has an amplifying effect and whether it could help to ensure that companies more thoroughly and more effectively fulfil their corporate due diligence obligations.

⁶⁷ In terms of sustainable consumption, however, the earlier binding goal for the Federal Administration to procure at least 50 percent of its textiles via sustainable means by 2020 (Partnership for Sustainable Textiles, 2017a), was clearly not achieved (Heydenreich et al., 2021).

⁶⁸ The previous agreement on textile industry inspections, Accord, was superseded by the new RSC in May 2020. After several months of negotiations, the purchasing companies and trade unions agreed in August 2021 to continue enforcing the Accord in Europe parallel to the RSC. The new agreement came into force on 1 September 2021 (International Accord, 2022; RMG Sustainability Council, undated).

⁶⁹ Like the Accord on Fire and Building Safety in Bangladesh, the Alliance for Bangladesh Worker Safety was also an international private-sector initiative. Both initiatives aimed to improve fire protection and building safety in Bangladeshi textile factories. Details on both initiatives can be found in Section 6.2 or in the online Annex.

⁷⁰ The results derive from the portfolio analysis and are used here to answer evaluation question 1.2. The DEval evaluation Results orientation and evaluability of development cooperation programmes arrives at the same results for DC programmes (Amine et al., 2021).

There was no evidence of DPPs being systematically integrated into the bilateral or regional portfolio in the partner countries. The DEval evaluation of the develoPPP programme points to the risk of interventions forming “project islands” incapable of achieving the system-wide capacity increases expected of them (Hartmann et al., 2017). The documentation of three interventions suggests that this phenomenon may also apply to the current evaluation of reviewed DPPs⁷¹: they aimed to identify and shape opportunities for German DC to cooperate with both purchasing companies and textile factories, but the results consistently failed to meet the defined expectations (D4, D27, D36). Two potential reasons for this are that integrating the private sector was not a priority for the intervention or that such integration proved to be too complicated.

In addition to the mix of instruments used, which relates to all measures, German DC also exhibits a mix of instruments within individual interventions (see Section 4.2.2). German DC considers and addresses a wide range of stakeholders and target groups in the textile supply chain. Multiple target groups and challenges are often addressed through different instruments within a single intervention. However, some individual target groups are addressed only indirectly. This sometimes results in very long impact chains with complex, partially unforeseeable effects, which in turn makes them difficult to measure. This means that the results logic of individual interventions is already subject to a high degree of complexity that is only amplified in overarching examinations of the instrument mix at intervention level. It is hardly possible to adequately achieve and measure effects at impact level without a previously defined theory of change (and results monitoring) of the mix of instruments for the textile supply chain.

Steering of the instrument mix by BMZ (1.2.2)

There is no evidence of sufficient interplay, particularly between activities in Germany and interventions in the partner countries of German DC. Among other reasons, this is due to challenges regarding cooperation and coordination between the sectoral and regional divisions in the BMZ. The interviews with representatives of the BMZ and GIZ clearly indicate that there is a desire for interplay between activities in Germany and in the partner countries in terms of cooperation among various interventions to take advantage of potential synergies between the different projects, but that this barely occurs in practice (I22, I24, I25, I150, I156). This was put down to the lack of interplay and above all to challenges in coordination between the sectoral and regional division in the BMZ (I75, I150, I156). These challenges were not only mentioned in the interviews conducted; internal documents sometimes explicitly named them as risk factors for delays in project implementation (D50, D56). Chief among the reasons given were resource problems that limit the capacity for closer coordination. Interviewees also pointed to different operational frameworks such as country focus or mandatory project terms.

The innovative nature of many DC@Home interventions requires active policy steering for the mix of instruments. The BMZ can only fulfil this to a limited degree, however, especially due to the challenges in coordination between the sectoral and regional divisions. Both sides almost exclusively described the cooperation between the BMZ divisions and the relevant working units or GIZ interventions as very good (I21–I23, I25, I163). Exchange between the BMZ specialist divisions and the management level was highlighted as a positive example (I75, I152–I154).⁷² Comprehensive political steering of the overall mix of instruments must aim to ensure that all instruments are intertwined and effectively complement each other and that synergies are harnessed. Due to resource problems in the BMZ, the reports from implementing organisations are not always read or even taken into account (I25, I75, I152, I153). There also is no evidence of coordinated monitoring or other formats to evaluate the mix of instruments in the textile supply chain (also refer to Section 5.2, Complementarity of instruments). This limits the BMZ’s steering capacity.

⁷¹ The procedure used by BMZ, DEG and GIZ in develoPPP was refined partly because of the findings of the DEval evaluation of the develoPPP programme (Hartmann et al., 2017). It is thus particularly important to promote interventions that have synergies with bilateral measures since September 2022; in addition, the affected regional divisions are integrated into the coordination process (D 61, D63–64). In this regard, the DPPs examined as part the evaluation do not reflect the most recent interventions due to the analysis period (2014–2021).

⁷² It was not possible to conclusively clarify whether this resulted in management taking strategic, evidence-based decisions. For this reason, the evaluation did not apply the rating scale “strategically aligned decision-making processes”.

Exchange at international level and between the federal ministries represents a particular challenge for the BMZ's capacity to appropriately steer the mix of instruments. At political level, there is intensive exchange between German DC and individual international stakeholders. Chief among them are the cooperation with ILO,⁷³ the OECD and the EU (I20, I22–I26, I155, I157, I159). The Textile Partnership in particular has a relatively large network of international partners (I20, I24, I26). However, the BMZ's sphere of influence in the German and international political landscape is limited due to the heterogeneity of actors along the supply chain and the resulting necessity of coordination with other federal ministries.

Addressing relevant target groups (1.2.3)

All relevant target groups along the textile supply chain are addressed. These groups include the textile factories in partner countries, purchasing companies, consumers in Germany and overarching political and legislative actors or frameworks (see Section 4.2). It is notable that German DC has added new activity areas in the portfolio to specifically also reach target groups in Germany (DC@Home). However, there is a need for improvement regarding the intended interplay between target groups at intervention and instrument level.

The insufficient coordination and interplay of activities between the purchasing companies and textile factories in the partner countries is particularly evident. Interplay between interventions is not planned from the beginning for newly developed measures, and there is no examination of the potential to integrate purchasing companies and textile factories, which decide independently whether to participate. There are individual cases of cooperation between purchasing companies and textile factories in German DC interventions. This indicates that German DC does not systematically follow this approach. It is thus also not possible to monitor any (potential) successes. The individual producing companies in the partner countries are also not yet sufficiently integrated into the Textile Partnership, and perspectives from the Global South are not yet sufficiently taken into account (I155).⁷⁴

The Textile Partnership brings together a wide range of companies who find it difficult to agree on broad Partnership Initiatives. This is mainly due to diverging interests among the participating companies (Averdunk, 2016; Hiltscher, 2021). For example, the Partnership Initiative on Living Wages lacks a solid base of German companies who set a good example with their own wages (Dohmen, 2022a). At the same time, there is evidence that the low levels of interest in the companies make it more difficult to implement the Partnership Initiatives (D06). The Bangladesh case study found no indication that the incorporation of purchasing companies was a relevant factor in the activities of German DC (also refer to Section 6.2.1 and the online Annex). This applies to the previously mentioned Partnership Initiatives on Chemical and Environmental Management and on Living Wages as well as to the DPPs implemented in country as part of the develoPPP programme. Regardless of the issue of insufficient interplay with the companies, the difficulty of coordination in the Partnership Initiatives is also due to the great diversity of stakeholders (BMZ, private sector, civil society), which each represent their own interest groups.

In recent years, German DC has developed new activities that aim to ensure more effective interaction between purchasing companies and textile factories. They call for purchasing companies to be more strongly integrated – in regional projects (D03), in the global project IGS (I166) and in a bilateral intervention (D05). The sector project “Promotion of Multi-stakeholder Projects for Sustainable Textile Supply Chains I” also aims to improve cooperation between the various actors. Among other things, it is responsible for implementing the Partnership Initiatives as part of the Textile Partnership (D06). In the second phase (2020–2023), the sector project is explicitly intended to improve the cooperation with bilateral and regional projects and work with them to launch multi-stakeholder projects (D02).

⁷³ The Bangladesh case study describes a positive example of cooperation between GIZ and ILO (see Section 6.2.2).

⁷⁴ Among other reasons, this is due to resource problems faced by the producing companies themselves.

5.3 Summary assessment of evaluation questions 1.1 and 1.2

German DC addresses most relevant social and environmental challenges in the textile supply chain. Benchmark I 1.1.1 is therefore **mostly fulfilled**. Environmental challenges have grown more important in recent years.

It is clear how most instruments are intended to help address the social and environmental challenges. Benchmark I 1.1.2 is therefore **mostly fulfilled**. To more effectively address structural challenges, it is necessary to start with the political frameworks in the partner countries. To do this, German DC could (in coordination with political foundations as stipulated in the Berlin agreement; see Section 5.1) integrate trade unions more and expand the dialogue with partner governments.

There is no clear guiding concept at strategic and operational level to promote textile supply chains. Benchmark I 1.2.1 is therefore **barely fulfilled**. There is not sufficient evidence of the intentional combination of instruments, meaning a strategic mix of instruments capable of addressing and alleviating key development policy problems along the textile supply chain.

There is no discernible strategic steering of instruments or the mix of instruments that creates synergies by intentionally intertwining suitable instruments for the respective development policy problem. Benchmark I 1.2.2 is therefore **barely fulfilled**. Above all, the challenges of coordination between the sectoral and regional divisions result in the BMZ having only limited capacity to actively steer the mix of instruments. The current design of cooperation with other donors/institutions or other federal ministries thus still fails to ensure a comprehensive strategic implementation of the mix of instruments in relation to relevant challenges.

German DC addresses and, for the most part, strategically incorporates all relevant target groups. Benchmark I 1.2.3 is therefore **fulfilled**. Strategic planning covers all target groups along the textile supply chain. The need for improvement in terms of interplay, which German DC is aware of, relate to the insufficient integration of purchasing companies and textile factories.

6. EMPIRICAL RESULTS II: EFFECTIVENESS OF THE INSTRUMENT MIX

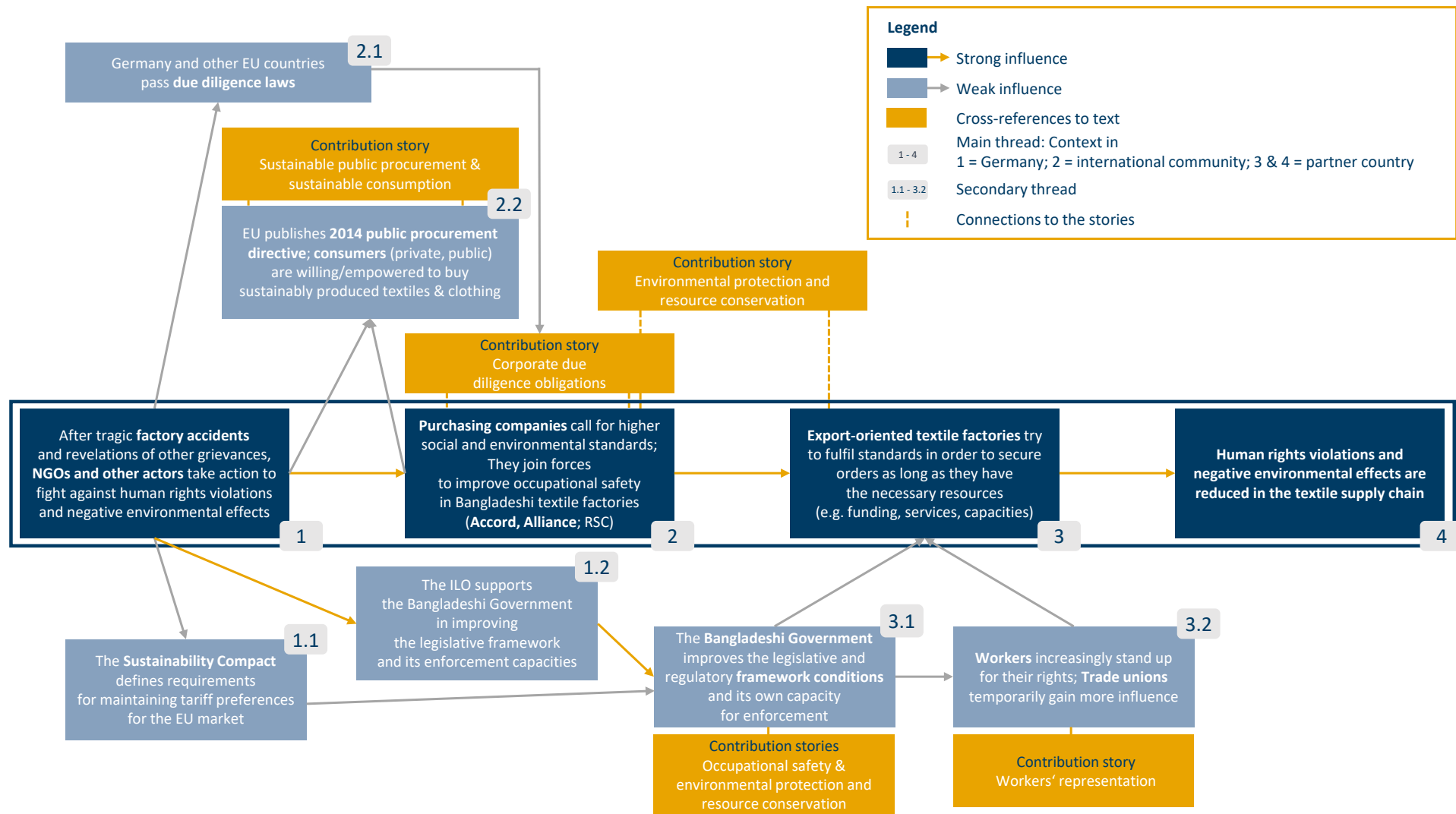
6.1 Overall system of the most important changes identified

This section describes the overall system of the most important changes, actors and trends in the textile sector. The focus is on purchasing companies in Germany and textile factories in Bangladesh (Delahais and Toulemonde, 2017). Describing the complete system serves to explain and visualise the relevant changes during the evaluation period. The contribution stories provide a detailed explanation of the German DC contributions to these overarching improvements. They also rate the contributions. Figure 9 shows an overview of both the overall system of changes and the cross-references to the contribution stories. The findings for the “main thread” of changes (numbered 1–4 in Figure 9) are then presented.⁷⁵ Section 6.2 then provides explanations for contribution stories A, B and C (Bangladesh case study) and Section 6.3 does the same for contribution stories D, E and F (Germany case study) with the respective contribution claims (see Table 6).

Table 6 Overview of contribution stories and contribution claims

Contribution story	Contribution claim(s)
A “Occupational safety”	<ul style="list-style-type: none"> • Statutory accident insurance • Labour inspection, work accidents
B “Environmental protection and resource conservation”	<ul style="list-style-type: none"> • Environmentally friendly production techniques • Sludge management
C “Promotion of workers’ representation”	<ul style="list-style-type: none"> • Workers’ rights
D “Promotion of corporate due diligence at purchasing companies”	<ul style="list-style-type: none"> • Certification, advisory services, networking
E “Sustainable public procurement and sustainable consumption”	<ul style="list-style-type: none"> • Public procurement, information, development policy education work • Raising consumer awareness
F “Legal framework”	<ul style="list-style-type: none"> • LkSG

⁷⁵ The online Annex delves deeper into the changes at international level (1.1, 1.2), in Bangladesh as the partner country (2.1, 2.2) and in Germany (3.1, 3.2).

Figure 9 Overall system of the most important changes identified

Source: DEval, own visualisation

Following tragic accidents in textile factories, human rights organisations and other actors campaigned to improve production standards; voluntary private-sector initiatives for this cause were also founded in the US and Europe. Devastating accidents led to international outrage over the working conditions in textile factories. Successful campaigns by NGOs and trade union groups (main thread 1; see Figure 9) put pressure on purchasing companies and brands (Brunn and Scherf, 2017; Huq et al., 2016; Lohmeyer and Schüßler, 2019). After the accidents, international brands and retailers risked damaging their reputations and were forced to increase their requirements for and enforcement of social and environmental standards in production (2) (Bain, 2018; Lohmeyer and Schüßler, 2019; Schüßler and Lohmeyer, 2017; Vogt, 2017). The Accord (now RSC) was a legally binding five-year programme for fire protection and building safety that was developed primarily by the brands, retailers and trade unions and signed in May 2013⁷⁶. The Alliance (Alliance for Bangladesh Worker Safety, 2013) was founded in December 2013 primarily by US and Canadian companies; like the Accord, it was a five-year programme that aimed to improve fire protection and building safety in textile factories in Bangladesh. Environmental topics and empowerment were initially secondary priorities (Hossain, 2019; Tighe, 2016). Despite the similarity between the Accord and the Alliance, there are significant differences in their objectives and interventions (Donaghey and Reinecke, 2017). In contrast to the Accord, the Alliance was not legally binding for purchasing companies, but rather a self-commitment for the companies signing it. Furthermore, the Alliance does not incorporate trade unions, workers and their representatives as strongly.

The engagement of the initiatives and the increasing standards also raised pressure on the Bangladeshi textile factories and led to improved production practices. After the factory accidents, purchasing companies (main thread 2, see Figure 9) were forced to tighten their requirements for production standards in textile factories in order to avoid damaging their reputations. For their part, export-oriented factories (main thread 3, see Figure 9) were forced to react in order to avoid losing business (Gereffi and Lee, 2012, 2016; Mayer and Gereffi, 2010). However, only a small number of particularly committed textile factories were able to keep pace with the purchasing companies' higher standards. Nevertheless, the implementation of more stringent production standards within the scope of the Accord and the Alliance (main thread, see Figure 9) greatly helped to improve working conditions in the textile factories of Bangladesh (Donaghey and Reinecke, 2017; Huq et al., 2014; Saage-Maaß and Korn, 2021). Another challenge was that the efforts to improve production standards in Bangladesh since 2013 chiefly focused on occupational safety, building safety and workers' rights, but achieved hardly any progress on environmental topics (Haque, 2017, 2018). In addition, while the Accord and the Alliance achieved significant improvements in occupational safety during their terms running from 2013 to 2018, the number of accidents rose again after the two initiatives concluded (Home et al., 2021; Moazzem and Mostofa, 2021).

6.2 Bangladesh case study

This section describes the findings of the Bangladesh case study. It first presents and explains the German DC portfolio in the Bangladeshi textile sector and how relevant the utilised instruments are for addressing the described context factors (EQ 1.3). To answer evaluation question 2.1, the findings are then presented within the scope of three contribution stories: (A) "Occupational safety" (contribution claims 1 and 2), (B) "Environmental protection and resource conservation" (contribution claims 3 and 4) and (C) "Promotion of workers' representation" (contribution claim 5). Each contribution story proceeds in three steps: first, they describe improvements in the respective field; second, they analyse how German DC contributed to these improvements; and third, they rate the described contributions of German DC. The contributions are evaluated based on the evaluation matrix (see Annex 9.2). This defines the benchmarks: Benchmark I at the level of the contribution story and Benchmark II at the level of the contribution claim. The online Annex contains more detailed information on the individual contribution stories.

⁷⁶ The Accord was binding for all companies from the Global North who signed it as purchasing companies. It was also legally binding for all suppliers maintaining business relationships with those purchasing companies (Saage-Maaß and Korn, 2021).

6.2.1 Relevance of the development cooperation portfolio

Evaluation question 1.3: To what extent does German DC use suitable instruments for reducing human rights violations and negative environmental impacts in textile companies in Bangladesh?

Benchmark I 1.3.1:

The German DC instrument mix in Bangladesh addresses the important actors and factors to reduce human rights violations and negative environmental impacts.

Criterion

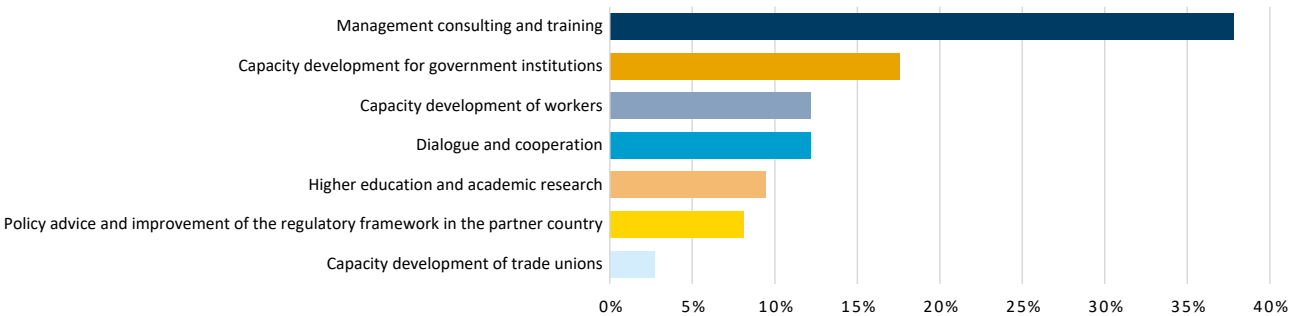
- # Suitability of German DC instrument mix in Bangladesh
- # The German DC instrument mix addresses the relevant actors to reduce human rights violations
- # The German DC instrument mix addresses the relevant actors to reduce negative environmental impacts

Germany is an important bilateral donor in the Bangladeshi textile and garment sector with a portfolio that combines various types of measures (see Figure 10) (Saage-Maaß and Korn, 2021; I43, I117, I121). The main focus has been on promoting working and social standards since 2013, with environmental topics initially playing a secondary role (D23, D24; I117, I118, I120, I122). This is also reflected in the design of newly launched and planned interventions, which more strongly integrate environmental topics. One example is the GIZ project “Promoting Sustainability in the Textile and Leather Sector” (STILE), which runs from 2020 to 2023 (GIZ, 2021b). With the expansion of the Bangladesh portfolio in 2017, German DC added activities aiming to achieve structural changes at the meso and macro level⁷⁷. The focus was previously on capacity development for individuals (BMZ, 2020a; D24–D26; I118, I122).

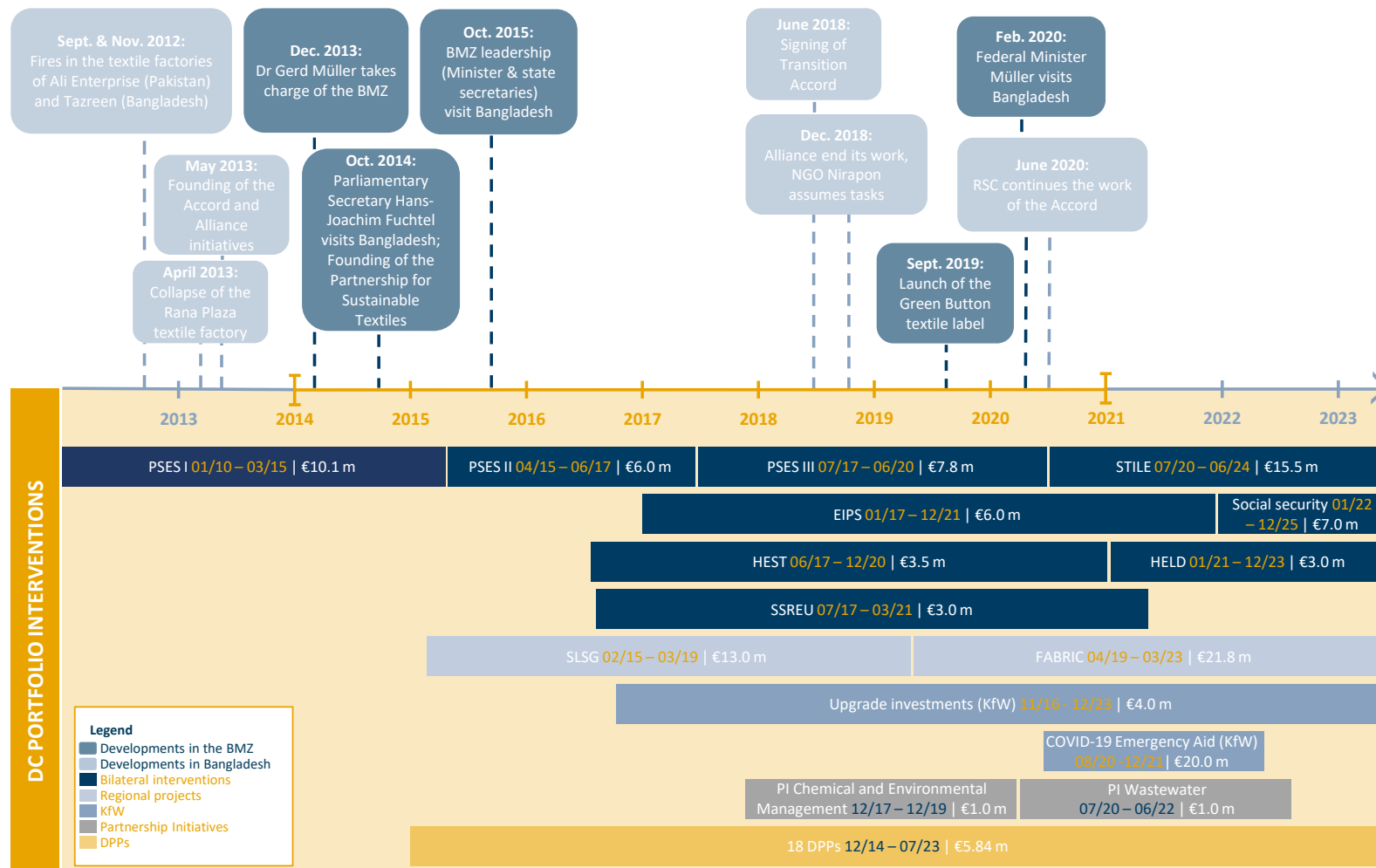
Different instruments are used both throughout the portfolio and within individual interventions; there is a particular focus on “management consulting and training” and on “capacity development for government institutions” (see Figure 10).

⁷⁷ This evaluation differentiates between changes at micro level (for example in individual textile factories and for workers), at meso level (for example in state authorities, textile associations, trade unions or workers’ representation within companies) and at macro level (for example in relation to legislative and regulatory frameworks).

Figure 10 Instruments used in bilateral and regional projects according to output indicators



Source: DEval, own visualisation

Figure 11 Development of the DC portfolio in the Bangladeshi textile and garment sector

Note: PI = Partnership Initiative; EIPS = Employment Injury Protection Scheme for Workers in the Textile and Leather Industries; FABRIC = Promoting Sustainability in the Textile and Garment Industry in Asia; HEST = German-Bangladesh Higher Education Network for Sustainable Textiles; HELD = Higher Education and Leadership Development for Sustainable Textiles in Bangladesh; SLSG = Social and Labour Standards in the Textile and Garment Sector in Asia in Bangladesh, China, Cambodia, Myanmar, Pakistan; social security = Social Security for Workers in the Textile and Leather Industries; SSREU = Support of Safety Retrofits and Environmental Upgrades in the Bangladeshi Ready-Made Garment (RMG) Sector; STILE = Sustainability in the Textile and Leather Sector; PSES = Promotion of Social and Environmental Standards in the Industry

Source: DEval, own visualisation

Despite the focus on the meso and macro level, German DC activities most often addressed textile factories in Bangladesh (D27, D31, D43, D48; I117, I118, I122). According to interviewees, the focus of German DC work with textile factories was on export-oriented companies that did not yet fulfil all sustainability standards and also showed potential for improvement (I118, I119). Despite their problems relating to “labour standards”, “social standards” and “environmental standards”, German DC did not work with textile factories in the informal sector due to insufficient access. Informally organised textile factories are thus not a specific target group of interventions in the Bangladesh portfolio⁷⁸. The global project IGS aims to increase transparency across the entire supply chain.

Although purchasing companies are important levers for improving environmental and social practices in Bangladeshi textile factories (see Section 6.1), **they have only played a small role in the bilateral DC portfolio up to now** (see Section 4; I117, I122, I179). The data and documents do not clearly indicate how brands and retailers are specifically integrated in bilateral DC. German DC has now recognised this and given greater consideration to the involvement of purchasing companies in new bilateral interventions. Accordingly, German DC has mainly incorporated purchasing companies via the DPPs and Partnership Initiatives (see Section 4). This is chiefly due to the corresponding demand among partners and the difficult market dynamics, such as the fact that purchasing companies primarily operate according to their economic interests (I117, I122, I179). German DC also has only a limited scope to exert influence in the Bangladeshi textile sector (I118, I122, I146). The implementing organisations’ efforts to advise the partner government represent an additional challenge (I78, I79, I121). This is put down to the national government’s limited willingness to carry out reforms.

To address workers and trade unions, German DC has worked closely with civil society. In its promotion of trade unions, German DC has concentrated on medium- and long-term support for trade unionists⁷⁹ (D52).

6.2.2 Contribution story A: Occupational safety

Evaluation question 2.1: To what extent does the mix of instruments contribute towards reducing human rights violations and negative environmental impacts in the textile and clothing industry in Bangladesh?

Benchmark I 2.1.1: German DC helps to ensure that textile company employees are better protected from the risk of work accidents.	Criteria # German DC contributes to the transitional solution for statutory accident insurance in the textile and garment sector # German DC contributes to institutional improvements in the area of labour inspections as well as the prevention and documentation of work accidents
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⁷⁸ The evaluation thus only describes the findings on such factories but does not include them when assessing the evaluation question.

⁷⁹ A generation shift can currently be observed among those active in Bangladeshi trade unions (D44, D47; I81, I114, I119). This new generation of trade unionists is more strongly committed to standing up for workers and communicating their interests to employers.

Step 1: Which improvements occurred in Bangladesh from 2014 to 2021 to better protect workers from the risk⁸⁰ of work accidents?

There is a consensus in the literature that occupational safety improved from 2014 to 2021 in many export-oriented textile factories in Bangladesh (Barrett et al., 2018; Rahman and Rahman, 2020; Schüßler et al., 2019).⁸¹ The legally binding international Accord and Alliance initiatives that ran from 2013 to 2018 are seen as the most important factor for improvements relating to building safety, fire protection and electrical safety in the export-oriented textile factories (Anner, 2018a; Barrett et al., 2018; Donaghey and Reinecke, 2017; Saage-Maaß and Korn, 2021; Schüßler et al., 2019; see Section 6.1).

In light of the heightened public awareness and associated international pressure, the Bangladeshi Government was forced to take action (Bair et al., 2020; Rahman and Rahman, 2020). The Bangladeshi Government initiated a comprehensive reform process in the area of governmental inspections (DIFE, 2021a; European Commission, 2016). It also founded a unit for occupational safety and health in 2015 with the goal of strengthening the capacity of employees of the labour inspection authority in the area of prevention (European Commission, 2016). With the legislative changes in 2013 and 2018 and the Bangladesh Labour Rules introduced in 2015, improvements were also made to existing compensation mechanisms in the event of accidents (BMZ et al., 2015; Huda, 2020; ILO, 2019b; Ministry of Labour and Employment and Government of the People's Republic of Bangladesh, 2013).⁸²

Step 2: How has German development cooperation contributed to these improvements?

In the area of occupational safety, German DC has exclusively implemented governmental DC measures via regional projects⁸³ and bilateral interventions⁸⁴. The objective was to contribute to institutional improvements by the Bangladeshi Government. At macro level, this included promoting legislative and regulatory improvements for occupational safety via the instrument “policy advice and improvement of the regulatory framework in the partner country”. At meso level, the commitment focused on sustainably strengthening the capacities of the labour inspection authority via the instrument “capacity development for government institutions”. At the factory level (micro level), German DC used the instrument “management consulting and training”.

At the political framework level (macro level), German DC helped ensure that important occupational safety improvements remained on the partner government's agenda⁸⁵ (D36, D40; I57, I76, I83, I85). With regard to the accident insurance, interviewees from different stakeholder groups emphasised the persistence and the lobbying work of ILO and GIZ (D30, D31; I114, I175, I180, I183). The most important reason why the Bangladeshi Government and the employers agreed to the transitional solution for accident insurance was the temporary financing by brand companies (D13; I57, I77, I78). At the same time, the results show that various stakeholder groups held reservations regarding the transitional solution (I43, I75, I83). The interviews indicate that the government and employers in particular were less enthusiastic and decided to wait things out. The persons responsible for the accident insurance seem to lack relevant information due to the high rate of personnel turnover in the partner institutions. They often have insufficient knowledge of the objective

⁸⁰ This evaluation assumes that work accidents carry not only health risks, but also economic and social risks. In light of this, the following section includes both developments that reduce the likelihood of accidents and improvements that mitigate the health, economic and social consequences in the event of an accident.

⁸¹ The contribution analysis focuses on the observed improvements (refer to the contribution analysis discussions in the methodology section). Bair et al. (2020), Huda (2020) and ILO (2020b) give a good overview of the existing shortcomings and challenges in the area of labour inspections as well as the prevention and documentation of work accidents.

⁸² The ILO feasibility study on the introduction of statutory accident insurance includes a detailed presentation of the existing compensation mechanisms (ILO, 2019b).

⁸³ FABRIC = Promoting Sustainability in the Textile and Garment Industry in Asia; SLSG = Social and Labour Standards in the Textile and Garment Sector in Asia in Bangladesh, China, Cambodia, Myanmar, Pakistan.

⁸⁴ EIPS = Employment Injury Protection Scheme for Workers in the Textile and Leather Industries; PSES I–II = Promotion of Social and Environmental Standards in the Industry; STILE = Promotion of Social and Environmental Standards in the Industry.

⁸⁵ The available data does not clearly indicate which stakeholder set the agenda for the accident insurance scheme. It does, however, indicate that German DC participated in the process. German DC made a decisive contribution towards ensuring that accident insurance remained on the agenda despite substantial resistance.

and purpose of the activities as well as the processes necessary to introduce a transitional solution and transform it into permanent accident insurance. Furthermore, employers, purchasing companies and even employees have reservations regarding financing for the full accident insurance. This is partly due to the lack of trust between purchasing companies and the textile factories (I75, I80, I83). Difficult conditions have also hindered preparations for the accident insurance (D39). German DC developed a rehabilitation strategy with recommendations for adjusting the labour law (D27, D40, D41).

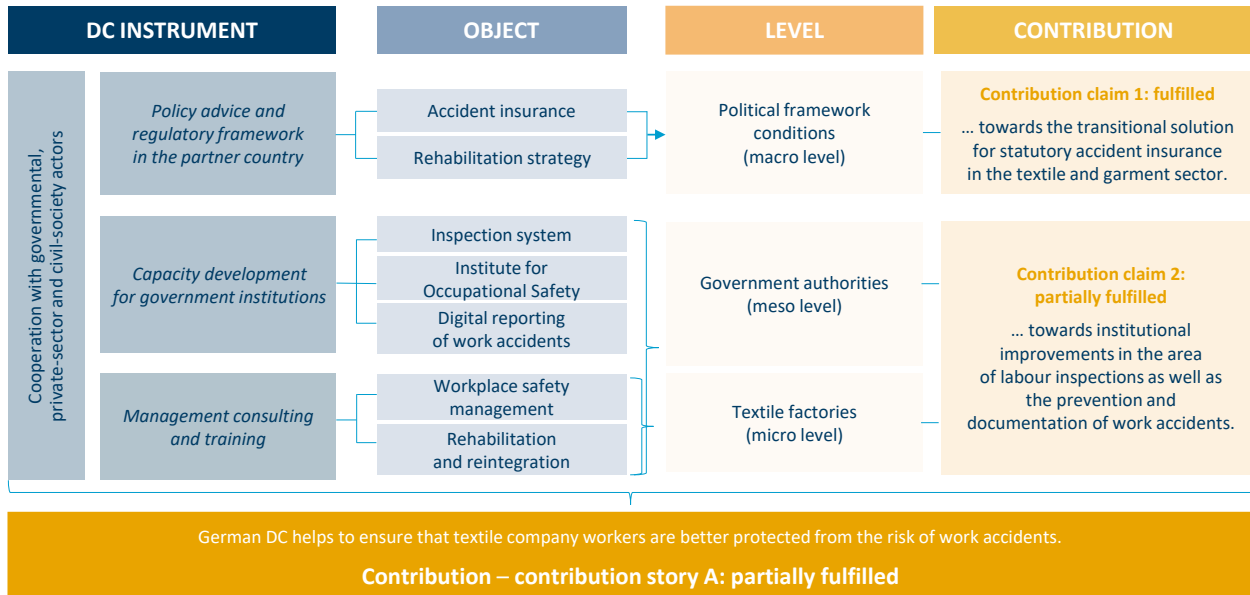
At the level of government authorities (meso level), German DC supported selected institutions in charge of inspections and the prevention and documentation of work accidents, thereby contributing to institutional improvements (D36; I77, I83, I180). The immediate target group of the activities was the labour inspection authority, which received support from German DC for training new labour inspectors, developing its digital database and establishing the Institute for Occupational Safety (D36).

At the level of textile factories (micro level), German DC conducted training measures relating to prevention and rehabilitation in the event of work accidents (D23, D48; I147). There is no indication that the reach of the conducted training sessions and their potential to affect change are sufficient to serve as key preparations for successfully introducing the accident insurance (I90, I94, I98, I100, I130, I179). One reason for this is that the Bangladeshi service providers only used the training materials commissioned by GIZ in the specified factories. For other customers, however, they continued to use their existing training programme.

There is hardly any evidence that the activities at different levels were strategically linked. When following an integrated multi-level approach, German DC activities should reinforce each other at multiple levels or be strategically connected. In practice, however, the evaluation team found only weak evidence that the training was already strategically linked to activities at meso and macro level (I89, I91, I95, I96, I98, I103, I116, I130, I180).

Step 3: How successfully do the described contributions of German development cooperation help better protect textile workers from the risk of work accidents?

Figure 12 Instrument use, evaluation object and assessment in the area of “occupational safety”⁸⁶



Source: DEval, own visualisation

In the scope of its cooperation with the Bangladeshi Government⁸⁷, German DC made a moderate contribution to the described improvements that occurred between 2014 and 2021 in relation to protecting workers against the risk of work accidents. One reason for the moderate contribution up to now is that the improvement processes at the promoted institutional and legislative levels have not yet concluded, with the exception of capacity development for labour inspectors⁸⁸ (I94, I103, I179). A second reason lies in the significant role played by other stakeholders in the improved protection of workers against the risk of work accidents achieved so far (Anner, 2018a; Barrett et al., 2018; Donaghey and Reinecke, 2017; Schüssler et al., 2019). Overall, German DC made a plausible contribution to ensuring that the introduction of statutory accident insurance remained on the agenda in the partner country.

⁸⁶ The German contributions are assessed on a topic-specific basis at the level of contribution claims, so the conclusions do not apply equally for the overarching assessment at benchmark level.

⁸⁷ The evaluation team cannot rule out that German DC helped improve occupational safety via activities with other stakeholders, since such activities were not the object of the evaluation.

⁸⁸ The support in developing the LIMA (Labour Information Management Application) software, establishing the Institute for Occupational Health and Safety and integrated interventions for medical rehabilitation and vocation reintegration were only integrated into the EIPS project in March 2019 as part of a modification offer.

6.2.3 Contribution story B: Environmental protection and resource conservation

Evaluation question 2.1: To what extent does the mix of instruments contribute towards reducing human rights violations and negative environmental impacts in the textile and clothing industry in Bangladesh?

Benchmark I 2.1.2:

German DC helps textile companies reduce their resource consumption and environmental pollution.

Criteria

German DC contributes to the application of environmentally friendly production techniques in textile companies

German DC contributes to improving the regulatory framework for handling sludge

Step 1: Which improvements occurred in Bangladesh from 2014 to 2021 to reduce resource consumption and environmental pollution by textile companies?

Measures requiring textile-producing companies to use environmentally friendly production techniques already took force in Bangladesh in the mid-1990s, but enforcement remains spotty. Clean production techniques⁸⁹ are growing more important at regulatory level in Bangladesh, as evidenced by the Ministry of Environment's newly published sludge management directive and by the adjusted threshold values for chemical management (Anwar et al., 2018; BGMEA, 2021; Haque et al., 2020). Textile factories in Bangladesh are increasingly paying attention to environmental regulations. This is reflected, for example, in the increasing number of sewage treatment facilities in the textile factories. Another indication is that textile factories are increasingly using sludge recycling processes (Amey, 2021; DoE, 2015; Sakamoto et al., 2019).

Increasing requirements arising from overarching frameworks⁹⁰ are significantly influencing the behaviour of international purchasing companies with regard to the environment. Because rising standards exert pressure on purchasing companies, these standards represent a favourable factor for clean production techniques. An additional factor is the realisation that textile companies experience cost advantages when they use their resources more efficiently (Islam et al., 2020; Schmidt et al., 2018).

Step 2: How has German development cooperation contributed to these improvements?

In the area of clean production techniques, German DC combines different measure types and enjoys a reputation as a trustworthy partner. Both governmental interventions and measures promoting private-sector activities have been conducted. At the level of textile factories (micro level), German DC primarily used the instrument "management consulting and training". The primary instruments at meso level were "policy advice and improvement of the regulatory framework in the partner country" and "capacity development for government institutions" (BMZ, 2020c; DoE, 2015). Purchasing companies and stakeholders from the partner country (such as service providers and factory managers) have come to see GIZ as a competent, trustworthy partner for implementing environmentally friendly production techniques. Interviewees especially emphasised the practice-oriented training content and good network as strengths of GIZ (D36; I66, I104, I108, I109, I123, I124, I129, I132).

German DC initiated the first changes in particularly committed textile factories⁹¹; however, the broad-based application of environmentally friendly production techniques has yet to be achieved in the Bangladeshi textile sector (D42; I68, I108, I109, I126, I132). At factory level, it is not (yet) possible to clearly trace the contributions of German DC towards more complex improvements in the areas of "improving

⁸⁹ This evaluation considers clean production techniques to be the continual application of simple to highly complex technical solutions for steering resource efficiency and reducing risks for humans and the environment (Guha, 2018; Hossain, L. et al., 2018; UBA, 2011).

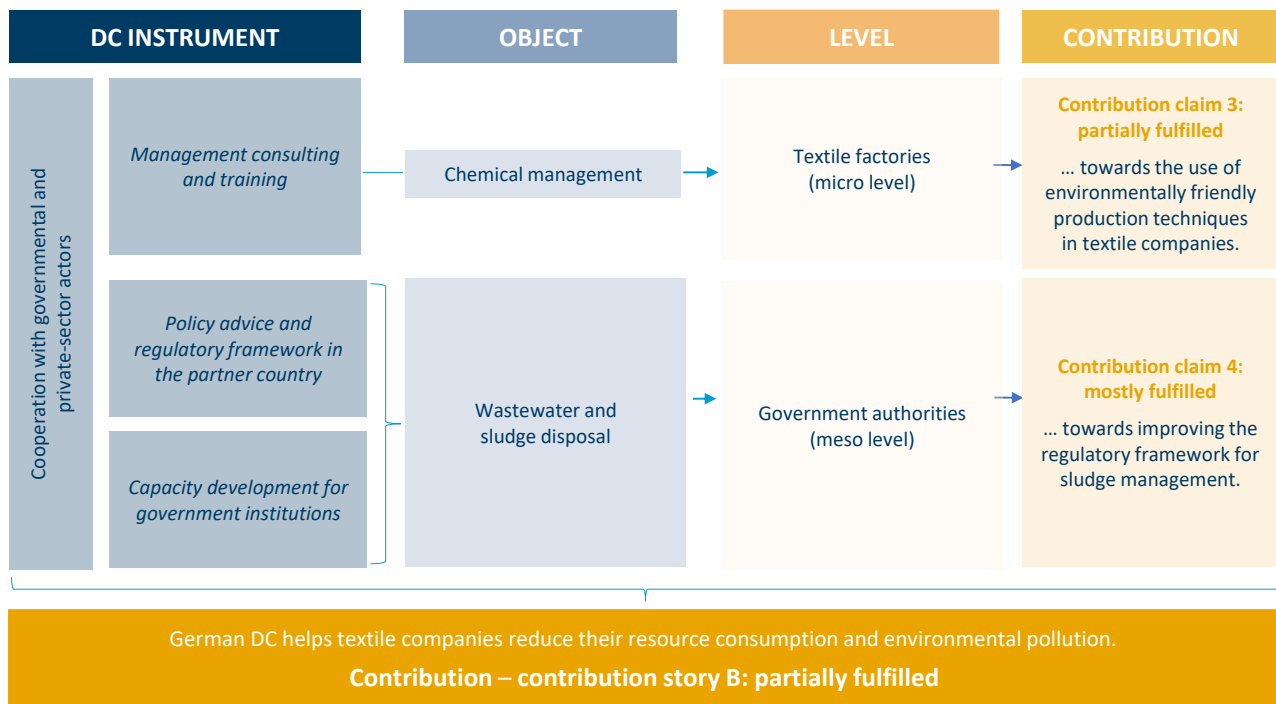
⁹⁰ This arises, for example, from the REACH regulation (Registration, Evaluation, Authorisation and Restriction of Chemicals, European chemical regulation, see online Annex; contribution story B).

⁹¹ In the area of "clean production", this group comprises six textile factories in Bangladesh that took part in GIZ training and provided information on how extensively they can achieve the desired changes under favourable conditions.

electrical safety” and “improving energy efficiency” as well as minor improvements in chemical management (I82). At regulatory level, GIZ interventions clearly led to publication of the sludge management guideline (Haque, 2017; Sakamoto et al., 2019; SANDEE, 2016; I82, I124).

Step 3: How successfully do the described contributions of German development cooperation help reduce resource consumption and environmental pollution in Bangladeshi textile factories?

Figure 13 Instrument use, evaluation object and assessment in the area of “environmental protection and resource conservation”



Source: DEval, own visualisation

There is currently no clear evidence that the examined German DC measures have contributed to reducing resource consumption and negative environmental impacts in the textile factories of Bangladesh (I104, I107, I108, I132, I133). In the area of chemical and sludge management, particularly committed factories have achieved minor improvements by properly storing chemicals and introducing some substitutes for hazardous substances (I132), but this has not been shown to reduce contamination levels in wastewater. At meso level, German DC contributed to publication of the guideline. This is a precursor for improving the regulatory framework for handling sludge. With the introduction of the guideline, German DC thus helped to improve environmental practices (I104, I107, I108, I133). However, there is currently no evidence that this regulatory change has already led to broad improvements in sludge management at the factories.

6.2.4 Contribution story C: Promotion of workers' representation

Evaluation question 2.1: To what extent does the mix of instruments contribute towards reducing human rights violations and negative environmental impacts in the textile and clothing industry in Bangladesh?

Benchmark I 2.1.3:
German DC helps to ensure that workers take advantage of workers' representation and that the complaints they submit are taken up with management.

Criterion

German DC contributes to empowering workers to stand up for their rights in the workplace

Table 7 Overview of the two key workers' representation structures in the Bangladeshi textile industry

	Trade unions	Worker participation committees
Enshrined in law since	1983	2006
Members	Employees	Employers (factory managers) and employees
Anchored at	National level Sectoral level Company level (within factory)	Company level (within factory)
Objective	Representation of workers' interests	Participation in decision-making processes with factory management and representation of workers' interests
Purpose/function	Standing up for workers' rights and engagement for solving extensive problems (for example, job losses and wages)	Raising awareness of workers' interests among factory managers, creating transparency
Leverage power	Relatively strong	Relatively weak/none

Source: DEval, own visualisation based on Engin (2018), Hossain and Akter (2021), Khan et al. (2020) and interviews (I81, I84, I112, I113, I116, I119, I123, I135, I136, I138, I139, I141, I145)

Step 1: Which improvements occurred in Bangladesh from 2014 to 2021 to support workers in taking advantage of workers' representation and thereby ensuring their interests are properly considered?

The accidents at Rana Plaza and Tazreen Fashion led to a temporary improvement in the representation of workers' interests (European Commission, 2016; Hossain and Akter, 2021; ILO, 2017b; Labowitz and Baumann-Pauly, 2015; I111; I119). In light of the heightened public awareness and in order to avoid trade sanctions, the Bangladeshi Government initiated various legislative changes over the last 10 to 15 years that led to the improvements described. These improvements include the increased importance of dialogue and negotiations, the brief rise in newly founded trade unions and the temporary rise in the government's acceptance of trade unions (Anner, 2020a; European Commission, 2016; Hossain and Akter, 2021; Rahim and Islam, 2020; I84, I111–I113).

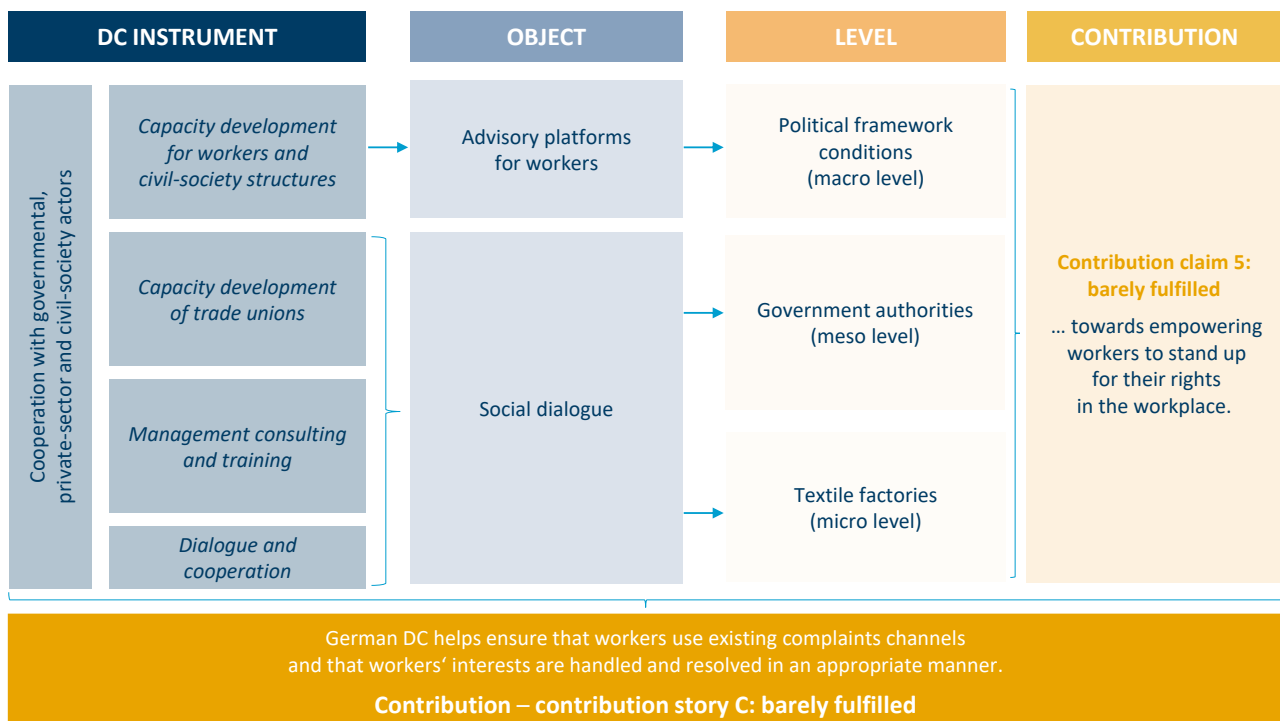
Step 2: How has German development cooperation contributed to these improvements?

German DC combined various measure types in the area of workers' representation. These interventions include governmental interventions and measures promoting private-sector and civil-society activities. With the objective of improving the representation of workers' interests in the Bangladeshi textile sector, German DC made use of the instruments "capacity development of employees and civil-society structures", "capacity development for trade unions", "management consulting and training" and "dialogue and cooperation" (D43, D44).

The advisory platforms⁹² gave workers the opportunity to get informed about their rights and enabled them to assert those rights. German DC activities helped raise workers' awareness of their rights (D45; I84, I142, I144). According to interviewees, though, this alone did not cause workers to exercise their rights more strongly. Nor did it lead to more effective representation of workers' interests by co-determination councils. This was due to the fact that the co-determination councils failed to adequately work through the workers' issues (I81, I111, I145).

Workers are increasingly willing to address the co-determination councils with their issues (D44; I139, I142, I144). However, there are still hurdles to participation in trade unions or WPCs (D24; I111, I136, I140). The internal balance of interests between factory management and the WPCs in the textile factories does not occur so much out of self-interest on the part of factory managers, but more so due to pressure exerted by trade unions. Factory managers for the most part refuse to recognise the added value of co-determination councils (Hossain and Akter, 2021; D46; I110, I111, I135–I137, I142, I145). The promotion of trade unions focuses primarily on soft factors such as conflict resolution, mediation and compromise. Raising awareness of labour rights was a secondary priority (D44, D47, D52; I119).

Figure 14 Instrument use, evaluation object and assessment in the area of "workers' representation"



Source: DEval, own visualisation

⁹² The project documents describe these platforms as "women's cafés" even though men were also allowed to participate. For this reason, the evaluation report uses the more neutral term "advisory platform".

Step 3: How successfully do the described contributions of German development cooperation help ensure better representation of workers' interests?

WPCs and trade unions are not yet in an adequate position to effectively represent the interests of workers (Hossain and Akter, 2021). At the level of individual workers, there have been initial, important improvements regarding their knowledge of their rights. Workers clearly address the WPCs to help solve problems more often and have used them to voice complaints more strongly than trade unions (I110, I135, I142–I144). The number of trade unions has clearly risen since 2013, but the data is not sufficient to derive any statements about qualitative changes in trade union work. The assumption that these first important steps (being aware of rights, voicing complaints) are automatically followed by the handling of submitted complaints and ultimately representation of workers' interests by the relevant committees cannot be verified based on the current evidence. The evaluation does not give rise to any findings on the extent to which WPCs actually do a better job of representing workers' interests (Antara, 2020; ITC and ILO, undated; Khan et al., 2020).

6.2.5 Summary assessment of evaluation questions 1.3 and 2.1

German DC deploys various instruments in Bangladesh to locally address different groups of actors and, in doing so, reduce human rights violations and environmentally damaging effects. Because the Bangladesh portfolio has grown organically, there was no systematic consideration of the intended combination of instruments during the planning phase. Overall, it is clear that the number of instruments deployed increased as the portfolio developed over time. Not all relevant actors are taken into account sufficiently. One example is purchasing companies, whose leverage could be more effectively utilised, as well as less ambitious textile factories. The criterion “Suitability of German DC instrument mix in Bangladesh” (Benchmark I 1.3.1) is thus found to be **partially fulfilled**.

The criterion “German DC contributes to better protecting workers from the risk of work accidents” (Benchmark I 2.1.1) is **partially fulfilled**. German DC thus made a moderate contribution to protecting workers from the risk of work accidents. The contribution is comprehensible, but there is little indication that it led to positive changes. These changes are not sufficient to make a substantial contribution towards protecting workers from the risk of work accidents.

The criterion “German DC contributes to reducing resource consumption and environmental pollution by textile factories” (Benchmark I 2.1.2) is **partially fulfilled**. German DC made a moderate contribution towards reducing resource consumption and environmental pollution. The contribution is comprehensible, but there is little indication that it led to positive changes. These changes are not sufficient to make a substantial contribution towards reducing resource consumption and environmental pollution.

The criterion “German DC contributes to improving representation of workers' interests” (Benchmark I 2.1.3) is **barely fulfilled**. German DC made a very limited contribution to increasing the use of workers' representation and barely contributed at all to appropriate handling of complaints submitted by employees. The contribution is only partly comprehensible, and there is hardly any evidence that it led to positive changes. These changes are not sufficient to make a substantial contribution towards improving workers' representation.

Summary and outlook

German DC fundamentally has the potential to make an important contribution towards future improvements. The commitment of German DC in relation to statutory accident insurance is evidence of this. Improvements are expected in the protection of workers against the risk of work accidents (D51). A wide range of interviewees consider future support from ILO and GIZ to be decisive for developing the transitional solution into comprehensive, permanent accident insurance in the textile and garment industry (I67, I75–I77, I80, I85, I88, I102, I113, I116, I119).

The effectiveness of German DC regarding more efficient environmental protection and resource consumption depends on various factors. Areas considered worthy of support are a) increasing the supply chain transparency of purchasing companies, b) providing services for the textile factories according to their

needs and c) addressing factory managers in a targeted manner⁹³ (I12, I13, I104, I124, I168). It seems possible to achieve extensive improvements relating to cleaner production practices. The interventions of German DC at macro and meso level are a basic prerequisite for this (BMZ, 2020b; Haque, 2017; Sakamoto et al., 2019; SANDEE, 2016; I124).

Promoting trade unions is seen as reasonable to ensure effective representation of workers' interests, and interviewees fundamentally see a large added value in the complementarity of the two bodies – both trade unions and WPCs (I84, I110–I112). To ensure that the situation regarding workers' representation improves, many interviewees call for a focus on two leverage points. One possibility is to improve the legislative framework for developing a more union-friendly atmosphere (I84, I110–I112). One interviewee noted that changing the currently restrictive labour laws would be useful for promoting the formation of trade unions (I112). There is also potential in promoting WPCs in cooperation with ILO and GIZ (as in the HELD project, which ended in 2021) (I81, I110–I113).

The evaluation team anticipates that Germany's Act on Corporate Due Diligence Obligations in Supply Chains (LkSG) and the upcoming EU regulation will initiate further changes in Bangladesh. It is possible, for example, that more obligations will be placed on less ambitious textile factories in Bangladesh if they cooperate with German or European purchasing companies who are subject to the law. It is thus conceivable that the self-motivation of these factories will change, and there is an opportunity to reach even more textile factories.

6.3 Germany case study

This section answers the question of how the instrument mix of German DC helps to ensure textile purchasing companies in Germany fulfil their corporate due diligence obligations (EQ 2.2). The findings are presented within the scope of three contribution stories: (D) Promotion of corporate due diligence at purchasing companies (contribution claim 6), (E) Sustainable public procurement and sustainable consumption (contribution claims 7 and 8) and (F) Legal framework (contribution claim 9). Each contribution story proceeds in three steps: first, they describe improvements in the respective field; second, they analyse how German DC contributed to these improvements; and third, they rate the described contributions of German DC. The evaluation matrix forms the basis for the assessment (see Annex 9.2). It defines Benchmark I at the level of the contribution story and Benchmark II at the level of the contribution claim. The online Annex contains more detailed information on the individual contribution stories.

⁹³ This encompasses, for example, financing services tailored to the target group and access to services in the area of sludge handling and disposal.

6.3.1 Contribution story D: Promotion of corporate due diligence at purchasing companies

Evaluation question 2.2: To what extent does the mix of instruments help ensure that purchasing companies in Germany fulfil their corporate due diligence obligations?

Benchmark I 2.2.1:

German DC helps ensure that purchasing companies take more action to fulfil their due diligence obligations through voluntary initiatives.

Criterion

German DC contributes to better certification, advisory services and networking opportunities for purchasing companies who want to act sustainably

Step 1: What improvements have there been in relation to the due diligence obligations of textile purchasing companies in Germany?

In recent years, textile companies have more effectively integrated due diligence obligations into their management processes and started to take the issue of human rights more seriously (Emons et al., 2021; Pieper, 2018; Scheper, 2015). Especially since the tragedy at the Rana Plaza textile factory, companies have founded sector-specific associations focusing on the topic of corporate due diligence (Emons et al., 2021). A number of public and private standards organisations have since developed criteria for the sustainable production of textiles. These criteria are checked in audits and certified via labels (Pieper, 2018).

Step 2: How has German development cooperation contributed to the described improvements?

German DC mainly conducted sector projects⁹⁴ to promote the corporate due diligence obligations of German textile purchasing companies. The evaluation closely examined two instruments used by the BMZ to promote the due diligence obligations of textile purchasing companies: “Establishment of industry initiatives” and “Certification and traceability”.⁹⁵

The BMZ successfully implemented the instrument “Establishment of industry initiatives” with the founding of the Partnership for Sustainable Textiles (Partnership for Sustainable Textiles, 2017b, 2022a). The Textile Partnership aims to support its (corporate) members in creating or refining their own processes to identify and minimise risks relating to human rights and the environment (Organisation for Economic Cooperation and Development, 2020). It has a diverse array of member companies with different motivations for joining the Partnership. The Textile Partnership’s contribution to promoting corporate due diligence at these purchasing companies depends on their respective motivation, among other factors (see Table 8). The engagement is thematically structured into three pillars: 1st pillar: “individual responsibility”, 2nd pillar: “joint action”, 3rd pillar: “mutual support” (D07; I20).

⁹⁴ Sector projects are implemented by GIZ and institutionally mainstreamed in the “Global and Sector Programmes (GloBe)”. Sector projects serve to help the BMZ implement interventions relating to selected topics or sectors.

⁹⁵ In addition to the instruments mentioned here, German DC also offers specific support services for German companies, including the SME Compass, the Helpdesk on Business and Human Rights and Business Scouts for Development. Since these are cross-sector services, the evaluation mentions them for the sake of completeness. However, they are not included in the analysis and assessment, as the assessment focuses on sector-specific initiatives.

Table 8 Theoretical added value of the Textile Partnership's three pillars for the various types of companies

	Sustainability leaders	Sustainability newcomers	Sustainability stragglers
Definition⁹⁶	With multiple certifications and a sustainability concept integrated into their business model, these companies show a high level of ambition in relating to their own due diligence obligations.	These companies have little or no experience in implementing corporate due diligence obligations. This group mostly comprises small and medium-sized companies that do not have their own sustainability departments.	These companies have a) a large market share, b) experience with international standards and c) little ambition to improve their own handling of due diligence obligations.
Pillar 1: "Individual responsibility" (review process)⁹⁷	Relatively low: Additional third-party verification of internal sustainability processes possible	High: Creation of (entirely new) transparency beyond the supplier level, enabling review of previously neglected risks in own supply chain	Relatively low: More a purely formalistic development that might help the affected companies with the reporting obligations arising from the LkSG
Pillar 2: "Joint action" (Partnership Initiatives)	Relatively high: Internal topics can be incorporated/submitted in the Partnership Initiatives for collective work; increased visibility for the company's own business model	Relatively low: The learning opportunities are sometimes too cost-intensive, and participation is too resource-intensive	Relatively high: Internal topics can be incorporated/submitted; increased visibility for the company's own business model
Pillar 3: "Mutual support" (dialogue and members' meetings)	Relatively high: Potential synergy and learning represent the key added value. The heterogeneity of member companies partly limits the effectiveness of these factors.	High: Orientation using best-practice examples from sustainability leaders or strategic partners on dealing with risks; use of information and learning formats to compensate for limited internal capacity	Relatively low: Little interest in mutual learning since there is no strong focus on voluntary adjustments to internal processes ⁹⁸

Source: DEval, own visualisation based on Tachizawa and Wong (2015)

The different types of companies have different motivations for joining the Textile Partnership (I01, I02, I04, I07, I10, I12, I13, I20, I30, I33, I36, I39). Sustainability newcomers get the most added value from the review process anchored in the pillar of "individual responsibility", since it supports them in planning and implementing corporate due diligence measures (D08, D09, D59; I01–03, I05, I10–I13, I15, I24). The review process holds less added value for sustainability leaders and sustainability stragglers. For these groups, the

⁹⁶ The categorisation of Textile Partnership member companies and the corresponding definitions are based on corporate strategies and corporate due diligence track records. The categorisation does not aim to unambiguously classify the various companies into different types. Companies may exhibit qualities from multiple categories.

⁹⁷ The assessment of Pillar 1 relates to the review process prior to its revision in 2021.

⁹⁸ With the LkSG coming into force in 2023, companies in this category will likely have to adjust their own processes, so interest in the pillar of "mutual support" may increase.

added value lies in obtaining another free third-party certification for their activities (I01, I02, I07, I08, I10, I30).⁹⁹ The review process was revised in 2021. The revision served to increase the will to refine processes among member companies (I07, I10, I24, I33) and to internationalise the Partnership's work (Hiltscher, 2021b; D15; I01, I20, I30, I33). The new process increased the pressure to implement corporate due diligence obligations, which led to sustainability stragglers, in particular, being forced to take measures (I04, I07, I30).

The added value of the second pillar, “joint action”, is that Partnership members can contribute topics they would like to address in exchange with experts and other Partnership members in joint projects in the partner countries (I01, I03, I05, I07, I11, I20). Many members of the Textile Partnership report seeing the most notable added value from exchanging knowledge and experiences within the scope of the third pillar, “mutual support” (I01, I03, I09–I11, I15, I20, I24, I30, I33). Sustainability newcomers, in particular, benefit from dialogue with companies who are further along in their corporate due diligence efforts. For sustainability leaders, the third pillar, “mutual support” is most interesting for the potential to harness synergies that arise from cooperation with similar companies¹⁰⁰ (I01, I07, I08, I13, I33, I36). For example, interviewees mentioned the opportunity to work on specific topics (I01, I09).

At the same time, the Textile Partnership's contribution towards creating potential synergies for sustainability leaders is limited. Because there is such a wide array of textile purchasing companies in the Textile Partnership, there are not always enough companies who are similar enough and willing to cooperate on certain topics. In general, the large diversity of companies in the Textile Partnership leads to complex, drawn-out processes for finding compromises when, for example, deciding on internal standards (I05, I07, I08, I10, I12, I13, I15, I20, I24, I30, I33, I36). The difficulty of finding compromises between the various stakeholder groups is also reflected in the work of the Steering Committee (Partnership for Sustainable Textiles, 2022b; Dohmen, 2022b; I08, I12, I19, I30, I33).

The Green Button is a textile label introduced by the BMZ in 2019 to ensure certification and traceability. It also includes social and environmental criteria for assessing companies and products (FEMNET and Public Eye, 2021; D19; I06, I21, I35). With the meta-label approach of the Green Button, the entry threshold is especially low for sustainability leaders and sustainability stragglers who already bear recognised product labels (Green Button, undated). Sustainability newcomers with little capacity to fulfil corporate due diligence obligations often decide against a Green Button certification due to the great effort involved (I02, I08, I09, I11, I12, I32).¹⁰¹

Other changes initiated by the Textile Partnership for the purchasing companies depend on various factors. Because the review process is recognised as a reporting obligation in accordance with the specifications of the LkSG, purchasing companies see it as a beneficial factor for implementing corporate due diligence (D59; I01, I10, I11, I14, I36).¹⁰² Furthermore, members of the Textile Partnership have welcomed the revision of the review process, since a “stricter” review process could help align the different levels of ambition among member companies. As a result, the member companies see potential for increased capacity for compromise within the Textile Partnership (I02, I14, I15). The purchasing companies find the exchange formats for companies with similar levels of ambition and similar market segments to be helpful for identifying opportunities to cooperate (D59; I02, I14, I15). This could therefore also lead to more changes among sustainability leaders.

⁹⁹ For the review process, the evaluation team also examined secondary data from an internal member survey showing similar results on the usefulness of the review process for identifying risks or relating to the effort involved. However, because the data was not available in a sufficiently disaggregated form, it could not be completely integrated into the evaluation analysis.

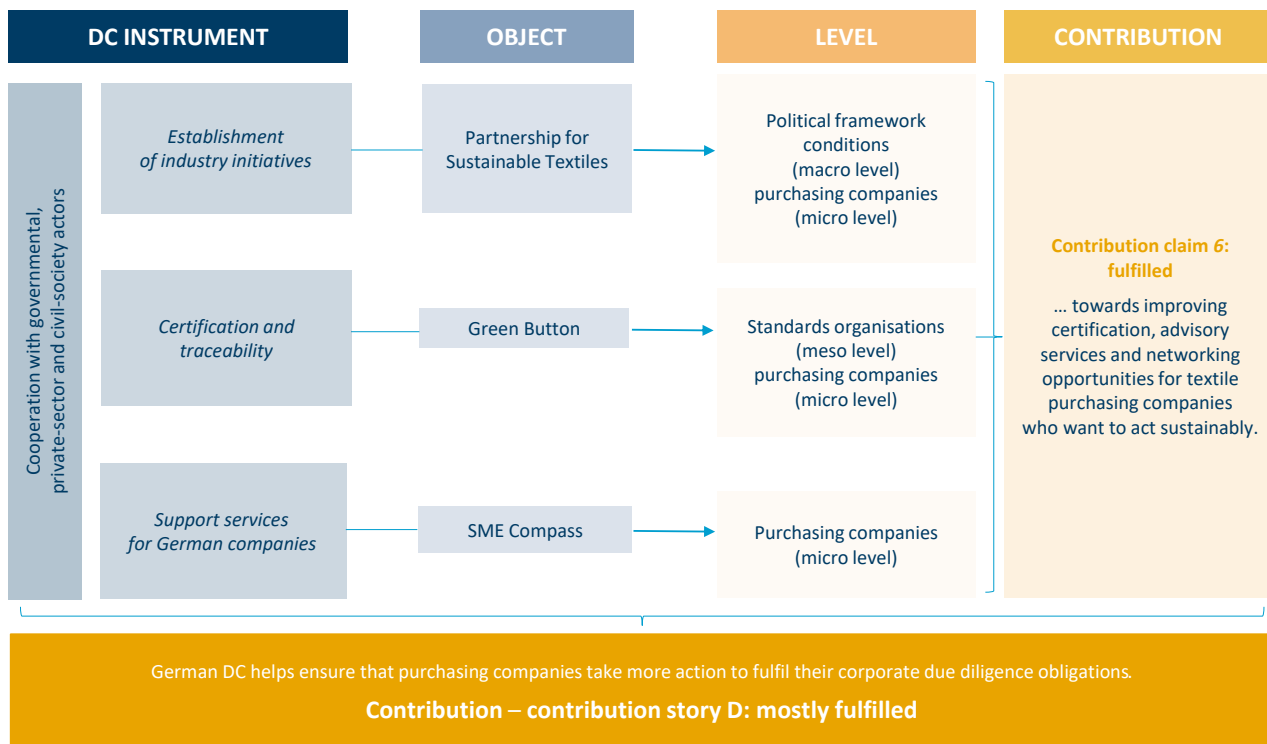
¹⁰⁰ The evaluation considers “similar companies” to be companies active in the same market segment and with a similar level of ambition regarding social and environmental sustainability.

¹⁰¹ This is especially the case for sustainability newcomers who have already gone through the Textile Partnership review process.

¹⁰² There is currently also an exchange between the Textile Partnership Steering Committee and the BAFA, which was not yet the case when the data was collected (I15).

Step 3: How should the described contributions of German development cooperation be assessed in light of the fact that purchasing companies are taking more action to fulfil their corporate due diligence obligations?

Figure 15 Instrument use, evaluation object and assessment in the area of “promotion of corporate due diligence at purchasing companies”



Source: DEval, own visualisation

The BMZ made a fundamental contribution towards ensuring that companies take more action to fulfil their due diligence obligations by providing government certification, advisory services and networking opportunities. Regarding the question of the extent to which these activities influenced corresponding changes in behaviour, there is a distinction between the company categories. Especially for sustainability newcomers, the BMZ made a fundamental contribution through the establishment of industry initiatives, the Textile Partnership review process and the Green Button. These companies received support in working more actively to fulfil their corporate due diligence obligations.

6.3.2 Contribution story E: Sustainable public procurement and sustainable consumption

Evaluation question 2.2: To what extent does the mix of instruments help ensure that purchasing companies in Germany fulfil their due diligence obligations?

<p>Benchmark I 2.2.2:</p> <p>German DC helps raise awareness to promote more sustainable public (textile) procurement and more sustainable textile consumption among consumers.</p>	<p>Criteria</p> <p># German DC contributes to education and raises awareness towards more sustainable public (textile) procurement in Germany</p> <p># German DC contributes to education and raises awareness among consumers to promote more sustainable consumption behaviour</p>
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Step 1: Which improvements have occurred regarding awareness of the need for more sustainable public procurement and more sustainable textile consumption in Germany?

The German Government set itself the goal of procuring 50 percent of its textiles according to environmental and social criteria (BMZ and UBA, 2020; Federal Government, 2021b; State Secretaries' Committee for Sustainable Development, 2015; D16, D17). The Federal Government anchored this effort in the coalition agreement in 2021, stating that public procurement and awarding of funds should be cost-effective, socially minded, environmentally friendly and innovative (Federal Government, 2021d).¹⁰³ In the area of public procurement, Germany has enshrined its obligation to protect human rights arising from international treaties in German law and taken corresponding measures at federal, state and communal level (Federal Foreign Office, 2017). Statistics show that sustainable consumption in the textile sector has increased in absolute numbers over the last 10 years¹⁰⁴ (Statista, 2021). These numbers correspond to the increasing awareness of sustainability among German consumers as recorded in surveys (FEMNET and Public Eye, 2021; Pieper, 2018; Statista, 2021).

Step 2: Which contribution has German development cooperation made towards increasing awareness of the need for more sustainable public and private (textile) procurement or more sustainable (textile) consumption in Germany?

German DC conducted several sector projects with different instruments in the areas of "sustainable public procurement" and "sustainable consumption". The BMZ develops guides and guidelines as part of the instrument "shaping legislation and regulation" (D16, D18–D20).¹⁰⁵ Procurers and sustainability officers fundamentally see the activities of German DC for shaping legislation and regulation as helpful for promoting sustainable procurement (I27–I29, I34, I37). Interviewees mentioned the Federal Government's guide for sustainable textile procurement in the Federal Administration (hereafter "textile guide"), which the BMZ supported in an advisory role, as a good reference work for general information (I27, I28, I34, I37). Some complained that the guide was too complex for procurers, though (I27, I28, I34). Procurers also found the Sustainability Compass to be helpful and relevant (I27–I29). The consumer portal *siegelklarheit.de* plays a significantly smaller role than the two initiatives mentioned above when it comes to promoting both sustainable municipal procurement and sustainable consumption (Schneider et al., 2021; D06).¹⁰⁶

¹⁰³ The goal was initially to be achieved by 2020. This was clearly not fulfilled, however (Heydenreich et al., 2021).

¹⁰⁴ It would be important to note how the relative share of sustainable products in overall textile consumption has developed. However, the evaluation team could not find any data on this.

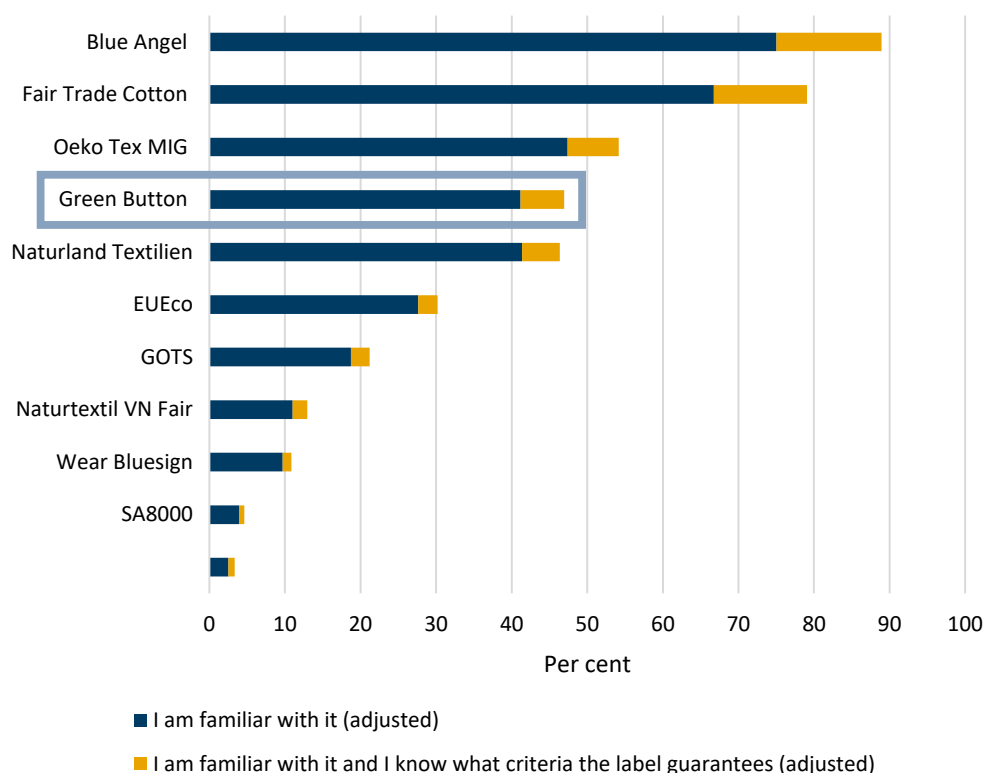
¹⁰⁵ The BMZ has played a leading role in the development of guidelines and regulations such as the Federal Government's guide for sustainable textile procurement in the Federal Administration (2020) and the multi-phase plan to increase sustainable textile procurement by the Federal Government (currently in planning).

¹⁰⁶ In addition to these activities in the area of "shaping legislation and regulation", the BMZ also funds management consulting services via SKEW, the Business Scouts and the Green Button. The consultants work with companies like Deutsche Bahn and institutions like Caritas to help them on their path to sustainable consumption and procurement.

The key actor in implementing the instrument “development policy education work and municipal engagement” is the Service Agency Communities in One World (SKEW)¹⁰⁷ (I19). The field of sustainable procurement still has many regulatory inconsistencies for procurers that have negatively impacted procurement thus far (I27–I29, I34, I37). The structure within procurement agencies that provide additional resources for more sustainable procurement is decisive (I19, I27–I29, I34, I35, I37, I38). Advisory services and networking opportunities allow procurers to raise their awareness of this and develop skills (I19, I27, I28, I29, I31, I33–I35, I37).

The instrument “certification and traceability” is implemented via the Green Button, which aims to promote sustainable consumption by simplifying the product label landscape (I17, I20, I23). Although the Green Button was only introduced in 2019, it is quite well known thanks to extensive, targeted marketing campaigns (Schneider et al., 2021; I17, I23, I32).

Figure 16 Degree to which textile labels are known¹⁰⁸



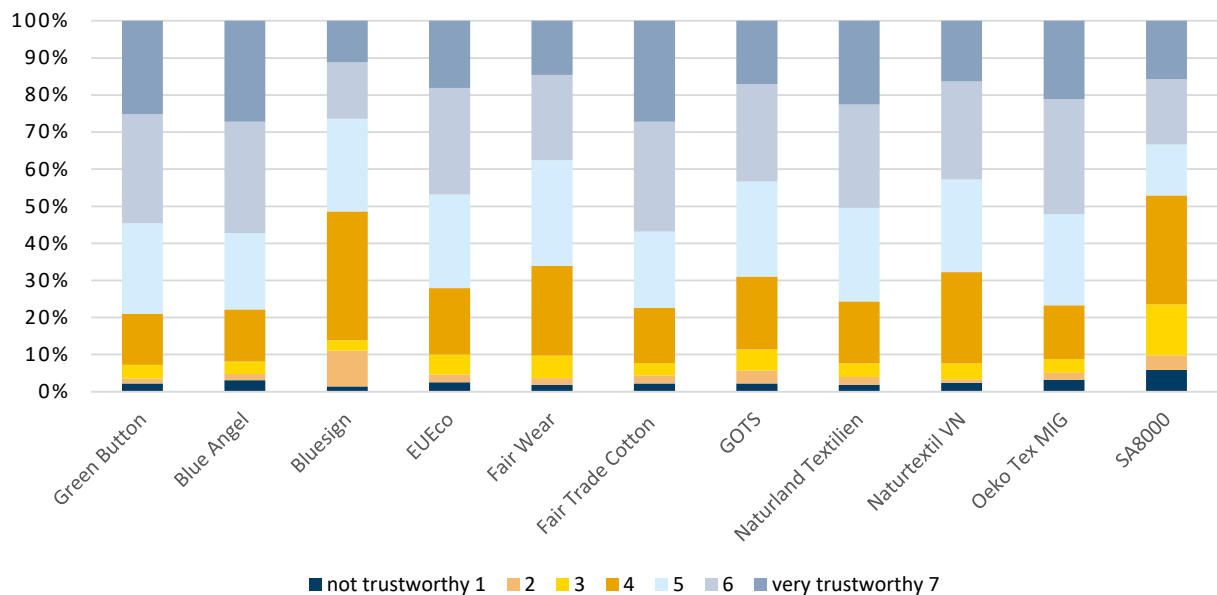
Note: N = 2,000, representative selection by age, gender, education level and federal state

Source: DEval, own visualisation, data collected in the scope of the Opinion Monitor for Development Policy 2021 (Schneider et al., 2021)

Less sustainability-minded consumers are also aware of the Green Button (I23, I32). In addition to being well known, the Green Button also enjoys a high degree of trust among the public, even – unlike other textile labels – among less sustainability-minded consumers (I05, I23, I39).

¹⁰⁷ The DEval evaluation *Municipal Development Policy: Evaluating the Service Agency Communities in One World (SKEW)* examines how the BMZ promotes municipal development policy, though it focuses on the overall SKEW programme (Schmitt et al., 2022).

¹⁰⁸ Three fictitious labels were included in order to ensure the reliability of the dataset. Cases in which respondents claimed knowledge of all three fictitious labels were excluded from the analysis.

Figure 17 Trustworthiness of textile labels

Note: N = 2,000, representative selection by age, gender, education level and federal state

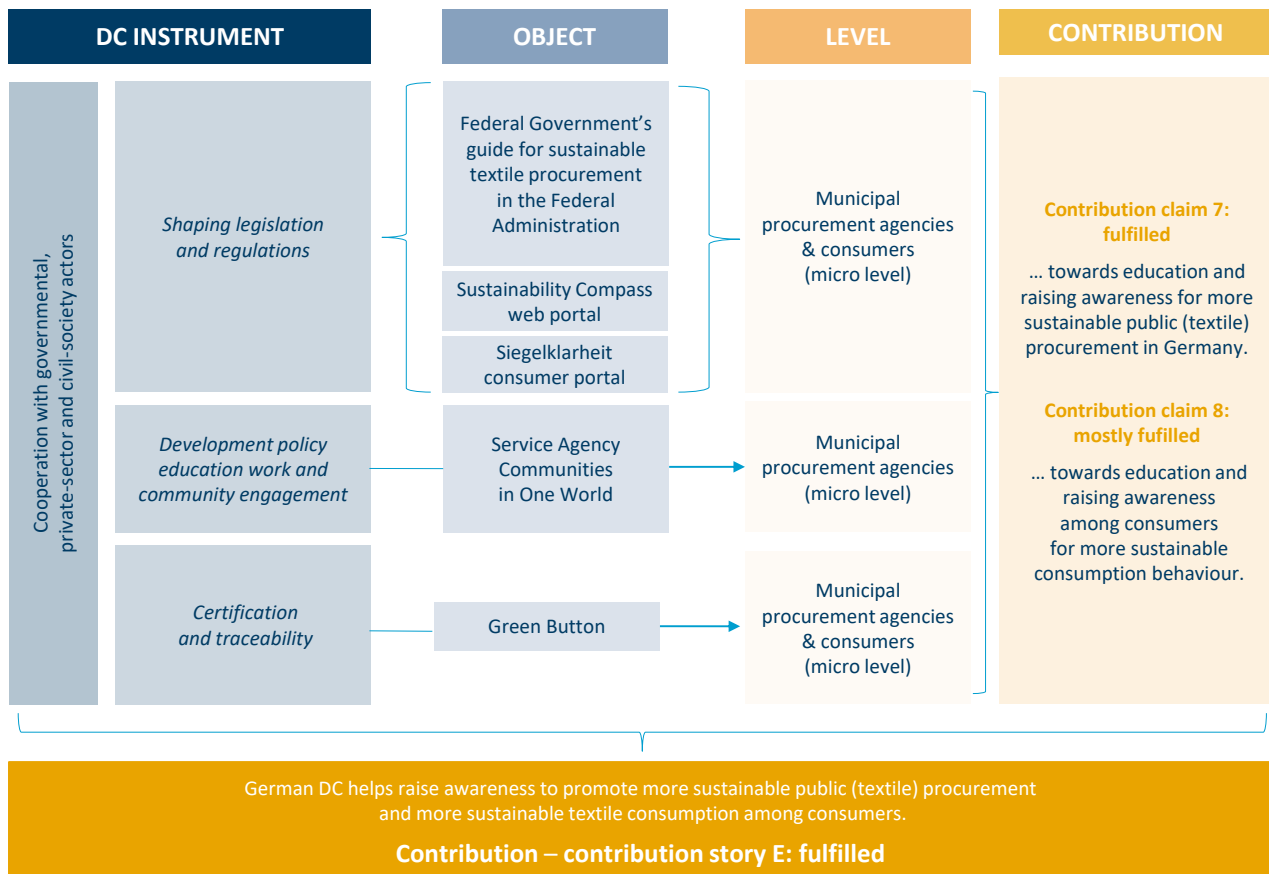
Source: DEval, own visualisation, data collected in the scope of the Opinion Monitor for Development Policy (Schneider et al., 2021)

With its meta-label approach, the Green Button managed to simplify the dizzying array of textile seals for consumers and procurers. However, this correlated with lower ambition levels and less transparency (I05, I11, I16, I17, I19, I23, I38). On the one hand, interviewees confirmed that the Green Button makes it easier to interpret all the different textile labels (I04, I05, I11, I23, I38), for example by covering both environmental and social aspects of sustainability and additionally assessing companies' management processes (I23, I38). On the other hand, some standards organisations, DC stakeholders and experts criticised what they saw as an excessively low level of ambition partly arising from the reduced complexity (I16, I17, I23, I37). For example, one interviewee noted that the Green Button mostly ignores the issue of living wages in its social considerations, so the level of ambition on this topic is not comparable with the Fairtrade label (I23).¹⁰⁹ In terms of transparency, it was noted that the Green Button contains exceptions for labels despite its meta-label approach. Other points of criticism were that some supply chains need specialised labels according to the type of product and risk and that the environmental criteria only refer to wet processing and the social criteria only refer to further processing (sewing) (I16, I17). Another substantial critique from interviewees was that the Green Button does not clearly indicate which product labels are behind the Green Button certification (I06, I05, I09, I11, I32, I38).

¹⁰⁹ The updated version of the Green Button was presented to the public in June 2022. This version is more ambitious (<https://www.gruener-knopf.de/en/development>, accessed on 16.09.2022). This evaluation could not include the updated version for assessment due to the observation period.

Step 3: How successfully do the described contributions of German development cooperation help raise awareness of the need for more sustainable public procurement and more sustainable textile consumption in Germany?

Figure 18 Instrument use, evaluation object and assessment in the area of “raising awareness of the need for more sustainable procurement and consumption”



Source: DEval, own visualisation

German DC put sustainable textile procurement and sustainable textile consumption closer to the top of the agenda and succeeded in raising awareness among procurers and consumers and in improving their capacities (to a certain degree) (I28, I34, I35). Various aspects influence the trend toward sustainable procurement. Political will is decisive, for one thing. For another, bidder dialogues show that there is strong demand for bidders who fulfil the sustainability criteria. In general, it is easier for all actors to practise sustainable procurement when products are already certified (I17, I29, I37). However, this awareness and capacity-building work has, especially in municipal procurement, hardly led to tenders taking account of sustainability aspects so far. The Green Button has thus hardly been relevant in municipal tenders up to now (I27, I28, I34, I35, I37).

6.3.3 Contribution story F: Legal framework

Evaluation question 2.2: To what extent does the mix of instruments help ensure that purchasing companies in Germany fulfil their corporate due diligence obligations?

Benchmark I 2.2.3: German DC contributes to the creation of a legal framework to ensure that purchasing companies fulfil their corporate due diligence obligations.	Criterion # German DC contributes to introducing a German supply chain due diligence law
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Step 1: Which improvements have occurred in Germany in the creation of a legal framework to force textile purchasing companies to fulfil their corporate due diligence obligations?

With the LkSG, the Federal Government created a legal framework to force textile purchasing companies to fulfil their corporate due diligence obligations after a majority of companies failed to voluntarily assume this responsibility (Federal Foreign Office, 2021; BMZ, 2022a; Schmid, 2021). The LkSG came into force on 1 January 2023 and applies to companies who have a main administration, headquarters, administrative seat, statutory seat or branch office in Germany as well as all companies with over 3,000 employees in the country. From 2024 it will also apply to companies with over 1,000 employees in Germany. It gives the companies specific due diligence obligations defined as obligations to make an effort to avoid human rights violations and environmental damage along their supply chains (BMZ, 2021e; Grabosch, 2021).

In February 2022, the EU Commission presented a draft for an EU supply chain law. In contrast to the LkSG, which stipulates that the due diligence obligations only apply to indirect suppliers on an ad hoc basis, the EU Commission draft fully extends the due diligence obligations to indirect suppliers if there is an established business relationship. The EU Commission draft also goes further than the LkSG by establishing the possibility of civil liability (BMZ, 2021b; European Commission, 2016, 2022c; Research Network Sustainable Global Supply Chains, 2022).

Box 7**The LkSG compared to similar European laws**

The United Kingdom already passed a corporate due diligence law in 2015: the Modern Slavery Act (MSA). It obliges companies whose revenue exceeds GBP 26 million to make a public declaration of the measures they take to mitigate modern slavery in their operations and supply chains (GOV.UK, 2021). This law does not provide for sanctions in the event of non-fulfilment. Following a public consultation in 2019, the government recommended establishing a central enforcement authority to monitor compliance with the MSA. It did not, however, recommend sanctions (de Marans, 2021).

France passed the *loi de vigilance* in 2019 (French Government, 2017). The law applies to companies and corporate groups with over 5,000 employees in France or over 10,000 employees worldwide. Furthermore, it obliges parent companies to determine and avoid negative impacts on human rights and the environment arising from their own activities as well as those of companies they control, their subcontractors and suppliers. The law thus addresses both the environmental and social components of due diligence obligations and extends the responsibility of companies across their entire supply chain. As an enforcement mechanism, the *loi de vigilance* enables victims to file civil suits to obtain legal remedy for violations (de Marans, 2021).

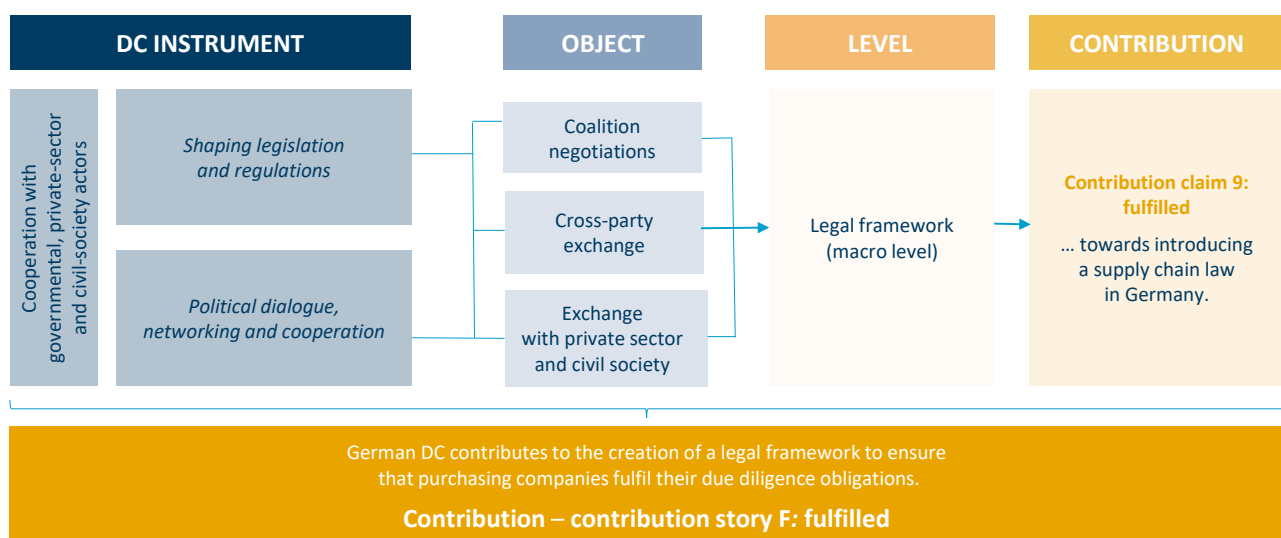
On 23 February 2022, the EU Commission (2022) presented its recommendation for a law on corporate sustainability obligations, referred to as the EU supply chain law. The draft law obliges the affected companies to fulfil their due diligence obligations relating to human rights and the environment across the entire value chain. It also includes civil liability for companies, allowing those affected by violations to sue for damages in European Courts (see Section 2.2.2).

Step 2: How has German development cooperation contributed to the introduction of a national supply chain due diligence law in Germany?

The two most important instruments used by German DC to establish a legal framework for fulfilment of corporate due diligence obligations are 1) “shaping legislation and regulation” and 2) “political dialogue, networking and cooperation”. Across stakeholder groups, people credited the BMZ with making a major contribution towards the LkSG. Above all, this was linked to the personal commitment of Federal Minister Müller (Initiative Lieferkettengesetz, 2020; Paasch and Seitz, 2021; textil+mode, 2020; I10, I18, I22, I33, I35). Negotiations within the governing coalition and the BMZ’s cooperation with the responsible federal ministries (BMAS and the Federal Ministry for Economic Affairs [BMWi, since renamed BMWK]) paved the way for the LkSG. The BMZ also made a substantial contribution to the cross-ministry legislative work through its established expertise in monitoring corporate due diligence (D19; I15, I18, I20–I22, I24, I25, I33, I39). The BMZ maintained a constructive dialogue on the LkSG with other stakeholder groups such as companies (I10), trade unions (I33) and civil society (I35). Interviewees reported that civil society, in particular, contributed to getting the law passed (I19, I20, I26, I33, I35).

Step 3: How successfully do the described contributions of German development cooperation help create a better legal framework for ensuring that textile companies fulfil their corporate due diligence obligations?

Figure 19 Instrument use, evaluation object and assessment in the area of “creating a legal framework”



Source: DEval, own visualisation

The LkSG is one of the strictest laws of its kind in Europe thus far, though it has also been the target of criticism (Wehrmann, 2021; Sarkis, 2022; VENRO, 2021; I113). For example, non-governmental organisations decried weaknesses – especially regarding environmental protection (Wehrmann, 2021). At the same time, though, they also see the law as a milestone in the tenure of Federal Minister Müller (VENRO, 2021). In terms of its level of ambition, the LkSG falls somewhere between the British MSA and the French *loi de vigilance*. In contrast to the United Kingdom, for example, France and Germany address both social and environmental components of corporate due diligence, and both countries included an enforcement mechanism. By enabling civil liability, though, the *loi de vigilance* goes even further here than the corresponding measures in the LkSG. The draft EU supply chain law presented in February 2022 goes significantly further than Germany’s law, which came into force in January 2023. It applies to European companies as well as companies from non-EU countries that are active in the EU if they have over 500 employees and over EUR 150 million in revenue. Accordingly, the LkSG appears relatively weak in comparison to the potential EU legislation.

6.3.4 Summary assessment of evaluation question 2.2

The criterion “German DC contributes to the promotion of corporate due diligence at purchasing companies through voluntary initiatives” (Benchmark I 2.2.1) is **mostly fulfilled**. German DC made an important contribution towards ensuring that purchasing companies take more action to fulfil their corporate due diligence obligations. The contribution is clear and has led to positive changes.

The criterion “German DC contributes to promoting sustainable public procurement and sustainable (textile) consumption” (Benchmark I 2.2.2) is **fulfilled**. German DC made a fundamental contribution towards raising awareness to promote more sustainable public (textile) procurement and more sustainable textile consumption among consumers. The contribution is clear and has led to positive changes, with increased demand for sustainably produced textile products.

The criterion “German DC contributes to creating a legal framework” (Benchmark I 2.2.3) is **fulfilled**. German DC made a fundamental contribution to the creation of a legal framework for ensuring that purchasing companies fulfil their corporate due diligence obligations. The contribution is clear and has led to positive changes that are crucial for ensuring a more level playing field in terms of corporate due diligence obligations.

7. CONCLUSIONS AND RECOMMENDATIONS

This evaluation focuses on two key questions: “How suitable are the instruments used in German DC or the combination of those instruments for promoting sustainable supply chains?”; and: “To what extent has German DC achieved its envisioned objectives for promoting sustainable textile supply chains?” The sections containing the portfolio analysis and empirical results answer and rate both these questions. This section uses the previous findings to derive conclusions and recommendations for promoting global textile supply chains in future. Where appropriate, it notes the implications of the recommendations for other global supply chains beyond the textile sector. The recommendations pertain to four areas: an impact- and action-oriented concept, voluntary initiatives, policy coherence and support for sustainable public procurement.

Impact- and action-oriented concept

Conclusion 1: Despite the political and economic importance of global textile supply chains, German DC does not have an overarching, action-oriented concept or inclusive theory of change to effectively and sustainably support them. Although German DC has a wide range of instruments at its disposal, this evaluation revealed that there is currently no evidence that the individual instruments are comprehensively being combined in a strategic or “smart” manner (interplay). This shows that German DC lacks an important steering instrument with which it can systematically tackle the objective of socio-environmental transformation of global textile supply chains as well as making better use of the synergy potentials between various instruments and interventions.

The BMZ designates the social and environmental design of global supply and value chains as an important issue for German DC and stresses how crucial it is to take advantage of the current “historic opportunity” (D49). Promoting global textile supply chains is thus an overarching strategic objective. An important subsequent step is to develop this strategic objective into an action-oriented concept including a theory of change. An overarching impact- and action-oriented concept of this kind does not currently exist.

The term “strategic instrument mix” is used often in the context of promoting global supply chains and corporate due diligence obligations, but the BMZ has not explicitly defined it (BMZ, undated c). The frequently heard term “smart mix” (D49), which combines voluntary and binding interventions, is also not explained in more detail. It is thus not clear how to implement the claim of a strategic instrument mix at the overarching portfolio level or at country level (see Section 5.2). The portfolio analysis and interviews indicate that the portfolio has rather grown naturally over time and is not subject to long-term steering at an overarching level. There are plausible reasons for this, such as changing conditions or partner needs. At the same time, the portfolio analysis delivers little indication that potential interactions between different interventions and instruments were systematically explored and harnessed in the observation period. Similarly, the findings of the Bangladesh case study indicate that there was no strategic planning to combine different instruments, particularly across the macro, meso and micro levels. The absence of a coherent, impact-oriented target system is noticeable here. Importantly: although the project objectives can be achieved at outcome level within the project term in most cases, the projects make only a moderate contribution to the BMZ’s defined objectives at impact level (see Sections 6.2 and 6.3).

Results-oriented planning and steering using a “strategic instrument mix” would help to combine short-, middle- and long-term interventions. Also, the activities at various levels (micro, meso and macro level) and their respective results could be designed so that the intended effects amplify each other. This would promote long-term contributions at the overarching development policy level (impact). When combining various instruments, interplay between DC@Home interventions and interventions in the partner country appears to be particularly effective (see Sections 4 and 6.2). This also presents opportunities to leverage the LkSG in partner countries by supporting private-sector partners of German DC in implementing the requirements arising from the law. Finally, the strategic instrument mix also includes political dialogue at bilateral or multilateral level. Beyond the steering of interventions, targeted BMZ engagement at high political levels in partner countries is important for effectively supporting implementing organisations and complex change processes.

Recommendation 1: The BMZ should develop an overarching impact- and action-oriented concept for promoting global textile supply chains. “Impact-oriented” means that there is a theory of change that describes the intended effect mechanism for instruments and interventions in the textile sector’s supply chains in an ideal scenario. “Action-oriented” means that instruments and interventions are structured based on a modular principle or a checklist, that those involved have a shared understanding of their potential effect and that implementing organisations can use them to design and implement interventions. The objective is to make it possible to strategically combine instruments and interventions better and in a more impact-oriented manner to fit the specific situation than has been possible to date.

- Implementation guidance 1.1: The BMZ can examine whether it makes sense for all global supply chains, regardless of the sector, to have an overarching impact- and action-oriented concept that covers sector-specific aspects of individual supply chains.
- Implementation guidance 1.2: As part of the overarching concept, the BMZ can develop a theory of change specifically for the textile sector using the theory of change developed in the evaluation¹¹⁰ as a starting point. In a theory of change like this, the BMZ could also conceptualise the operating logic and objectives of different actors (for example, development policy- and profit-oriented objectives). This would make it possible to address the challenges of cooperating with public and private-sector actors and to take advantage of more opportunities for cooperation.
- Implementation guidance 1.3: The BMZ can use this overarching impact- and action-oriented concept to interlink instruments and interventions¹¹¹ in a targeted manner and more effectively harness the leverage of purchasing companies in particular.
- Implementation guidance 1.4: The BMZ can review whether coordinating and cooperating with other federal ministries (especially BMWK and BMU) to develop the overarching concept for promoting global textile supply chains is expedient and, if appropriate, initiate this cooperation.

Voluntary initiatives

Conclusion 2: Through its voluntary initiatives the Textiles Partnership and the Green Button, the BMZ supports various activities that encourage companies to become more active in fulfilling their corporate due diligence obligations. These contributions differ depending on the company type. The evaluation found that the majority of contributions involved companies that are new to sustainability. It also revealed that, to date, the BMZ has not differentiated enough by target group and that the thematic profiles should be honed further.

Since the LkSG came into force in January 2023, it is now possible for German DC to implement a smart mix to promote global supply chains. The law contains mandatory specifications for how companies must implement their due diligence obligations, and compliance is checked by the Federal Office for Economic Affairs and Export Control (BAFA). The legal provisions define minimum standards, but they do not apply to all companies. The extent to which companies that do not fall under the LkSG will still use it for guidance is an open question. In this context, voluntary initiatives are a way to support companies in fulfilling their due diligence obligations in the face of changing regulations. In the future, voluntary initiatives could increasingly address companies affected both directly and indirectly by the LkSG.

¹¹⁰ For more information, see the online Annex.

¹¹¹ For this purpose, the BMZ can use the instruments and measures identified in the evaluation as a conceptual reference. For more information, see the online Annex.

There are various opportunities to develop the voluntary initiatives further in light of the binding LkSG. For one thing, the Textile Partnership can tailor its offering for companies who fall under the LkSG and are obliged to comply with its regulations. For another, the Partnership can explicitly address companies that are not bound to the LkSG due to their size but who would like to voluntarily uphold the standards defined in the law or who are required to do so by business partners. Tried and tested peer learning processes could be used here so that new members can learn from existing ones and benefit from proven processes.¹¹²

The Federal Government's action plan, which was developed based on the 2021 review process in the Partnership for Sustainable Textiles, is a key reference document here (Federal Government, 2021d). This plan defines objectives and interventions for five fields of activity (setting agendas and frameworks, political dialogue, capacity building, sustainable public textile procurement, raising awareness). It aims to achieve these objectives by 1 April 2023.

Recommendation 2: In the context of the regulatory changes associated with the LkSG and in view of the added value for various groups of companies, the BMZ should continue developing the Textiles Partnership and the Green Button in the course of the ongoing reform process to ensure that the objectives of the initiatives can be further honed and strengthened.

- Implementation guidance 2.1: In light of the wide-ranging needs in this area, the BMZ and GIZ can design the voluntary initiatives so that they address each corporate group or type of company in a target group-specific manner. For example, they could offer services in which “sustainability newcomers” receive tangible, structured support from their peers.
- Implementation guidance 2.2: The BMZ and GIZ can commission a study to examine the added value of membership in business terms (for example, the effect of certification or the ability to access new markets). The results of the study can deliver insights that could then motivate new members to join voluntary initiatives.
- Implementation guidance 2.3: The LkSG stipulations and the forthcoming European law bring reporting obligations for many companies. The BMZ and GIZ can adjust the services of the voluntary initiatives to ensure that the effort associated with new reporting obligations does not cause companies to withdraw from the voluntary initiatives.
- Implementation guidance 2.4: The BMZ and GIZ can expand the voluntary initiatives based on the LkSG to incorporate particularly relevant topics such as “child labour” and “living wages” more extensively than has been the case up to now.

¹¹² There have long been plans to update the Green Button into a Green Button 2.0 encompassing the “expansion to additional production steps in the lower supply chain” and “improving product transparency in the supply chain” (D62).

Policy coherence

Conclusion 3: Global (textile) supply chains are complex and therefore generally go beyond the remit of individual ministries. Appropriate coordination with other relevant federal ministries such as the BMWK and BMAS is necessary to ensure that all relevant actors for development policy can be adequately addressed and thereby potentially increase the effectiveness of Germany's engagement. Cross-ministry policy coherence is particularly important when it comes to regulatory and political change processes at European and multilateral levels. One example of this is the European legislation regarding supply chains.

To achieve structural changes in global textile supply chains, many different relevant stakeholders must be integrated and convinced that the effort is worthwhile. Furthermore, the sustainability of global supply chains has direct points of reference to and interactions with national economic policy, (international) trade policy, environmental legislation, supplies of energy and raw materials, and international treaties on "business and human rights".

The BMZ's sphere of influence only covers a small part of these issues. For the sake of policy coherence, coordination with other federal ministries such as BMWK and BMAS is therefore essential for effective engagement. Dealing with complex global challenges requires coordinated collaboration that incorporates the knowledge, expertise and skills of different ministries and is capable of overcoming potential "ministry egoism" (D57). This is especially important in relation to regulatory discussions and further initiatives at European and multilateral level where the BMZ has a particular responsibility to contribute development policy perspectives. One example is the G7 conference on sustainable global supply chains in May 2022. The BMZ participated in one meeting organised by BMAS which covered the potential of binding international standards to create leverage for ensuring that human rights are upheld in partner countries (BMZ, 2022b). It is crucial to apply this kind of procedure in relation to global textile supply chains more than in the past.

Recommendation 3: The BMZ should make more of an effort to ensure policy coherence. This will allow greater leverage effects for achieving development policy objectives in the promotion of sustainable global textile supply chains at national, European and multilateral level. This also includes specifically lobbying for legislative and regulatory change processes and simultaneously adding a development policy perspective to the relevant legislative processes. This comprises the European law on supply chains. The BMZ should point out specific approaches for development policy and incorporate its experiences to ensure that the European law is drafted effectively from the start.

- Implementation guidance 3.1: A holistic view of the textile supply chain gives rise to other important topics for achieving development policy objectives, such as cotton in primary production or the circular economy concept. The BMZ can examine whether it makes sense to coordinate with other federal ministries (particularly BMWK and BMU) on this topic.
- Implementation guidance 3.2: If the findings are positive, the BMZ can initiate cross-ministry coordination to achieve more effects in the promotion of sustainable global textile supply chains at national, European and multilateral level.

Sustainable public procurement

Conclusion 4: The institutional responsibilities for public procurement are outside the BMZ's area of activity, both vertically (federal level – state level – municipality level) and horizontally (between the federal ministries). German DC therefore only has limited leverage here. At the same time, through SKEW, the BMZ supports numerous training measures relating to sustainable public procurement as well as exchange and dialogue formats for committed key players in the public procurement sector. It therefore contributes to awareness-raising and capacity building. The BMZ is also involved in developing federal guides and guidelines on sustainable public procurement – in both leading and advisory capacities – and contributes to information products such as reference works.

Public procurement plays a crucial role in the textile sector. In the EU, public procurement makes up 16 per cent of the GDP; in Germany, between 2010 and 2014 four central procurement agencies of the Federal Government purchased textiles worth almost EUR 100 million per year on average (BMZ and UBA, 2020). The BMZ's successful engagement in drafting the LkSG shows that the Ministry can also play an important role in areas with an indirect connection to DC, where it is already actively promoting sustainable public procurement.

A number of factors stand in the way of sustainable public procurement, however. Chief among them is the complexity of the (frequently changing) procurement regulations at state, national and EU level, which make it difficult to consistently mainstream sustainability aspects. Training, exchange and dialogue formats like the ones supported by the BMZ via SKEW are therefore a crucial instrument.¹¹³ They make it possible for key players in public procurement agencies to maintain an overview of sustainable products and stay up to date on new developments. The BMZ has thus made and is currently making important contributions towards awareness raising and capacity building for public procurement staff. In order to develop their skills and practise sustainable public procurement, however, staff at municipal and national level require the necessary, often increased, resources.

Recommendation 4: The BMZ should continue to develop training and advisory services regarding sustainable public procurement at municipal and federal level with the aim of specifically strengthening sustainable public procurement. To this end, the BMZ should make use of SKEW at municipal level to expand exchange and dialogue formats for procurers as well as qualification measures for sustainable procurement and to raise awareness of these offers in the municipalities. The BMZ should provide the necessary resources for this and advocate for an interdepartmental approach. At federal level, the BMZ should commit itself to expanding training offers relating to sustainable textile procurement.

- Implementation guidance 4.1: The BMZ can collect information from other domestic and international actors on tried and tested approaches, previous implementation experiences and examples of good practices in sustainable public procurement. This information can be used to develop expertise and generate viable ideas for promoting sustainable public procurement.
- Implementation guidance 4.2: To make effective use of this knowledge, the BMZ can examine the innovative potential and usefulness of these tried and tested approaches, previous implementation experiences and examples of good practices and, if promising, apply them in DC@Home.

¹¹³ The DEval Evaluation Municipal Development Policy: Evaluating the Service Agency Communities in One World (SKEW) fundamentally recommends that the BMZ continue supporting municipal development policy through SKEW (Schmitt et al., 2022).

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9. ANNEX

9.1 Assessment scale for DEval evaluations

Categories	Explanation
Exceeded	The intervention clearly exceeds the benchmark for the applied evaluation criterion. Findings demonstrate a result well above the benchmark.
Fulfilled	The intervention meets the benchmark for the applied evaluation criterion. Findings demonstrate that the benchmark is met.
Mostly fulfilled	The intervention largely meets the benchmark for the applied evaluation criterion. Findings which demonstrate that the benchmark is met predominate.
Partially fulfilled	The intervention partially meets the benchmark for the applied evaluation criterion. The numbers of findings demonstrating that the benchmark is met, and those demonstrating it is not, are (more or less) equal.
Barely fulfilled	The intervention barely meets the benchmark for the applied evaluation criterion. Findings which demonstrate that the benchmark is not met predominate.
Missed	The intervention does not meet the benchmark for the applied evaluation criterion. Findings demonstrate that the benchmark is not met.

Source: DEval, own visualisation

9.2 Evaluation matrix

Section 9.2.1 shows the overarching evaluation matrix and benchmarks for all evaluation questions. Evaluation questions 2.1 and 2.2 are assessed differently. The overarching evaluation matrix shows the rating at Benchmark I level. This rating is an aggregation of specific ratings of individual claims at the subordinate Benchmark II level. The specific evaluation matrix in Section 9.2.2 shows the rating scales for the individual claims.

An example: for evaluation question 2.1, the overarching evaluation matrix defines the Benchmark I 2.1.1 (“German DC helps to ensure that textile company employees are better protected from the risk of work accidents”) and presents the corresponding rating scale. This benchmark encompasses the rating of two claims: 2.1.1a) “German DC contributes to the transitional solution for statutory accident insurance in the textile and garment sector” and 2.1.1b) “German DC contributes towards institutional improvements in the area of labour inspections as well as the prevention and documentation of work accidents”. The specific evaluation matrix shows how these two claims are assessed.

9.2.1 Overarching evaluation matrix

Evaluation question 1.1: To what extent does the mix of instruments address the human rights and environmental challenges in the textile supply chain?

Benchmark I 1.1.1: The instruments address relevant social and environmental challenges in the textile supply chain.	Criteria # German DC addresses relevant social challenges with its instruments # German DC addresses relevant environmental challenges with its instruments	Benchmark I exceeded: German DC addresses all the relevant social and environmental challenges in the textile supply chain with its instruments. Benchmark I fulfilled: German DC addresses the relevant social and environmental challenges in the textile supply chain. Benchmark I mostly fulfilled: German DC addresses most relevant social and environmental challenges in the textile supply chain. Benchmark I mostly fulfilled: German DC addresses roughly half of the relevant social and environmental challenges in the textile supply chain. Benchmark I barely fulfilled: German DC addresses only a small number of the relevant social and environmental challenges in the textile supply chain. Benchmark I missed: German DC addresses none of the relevant social and environmental challenges in the textile supply chain.	Relevance
Benchmark I 1.1.2: It is understandable which contributions the instruments are intended to make towards solving the addressed challenges and how these contributions are to be provided.	Criteria # It is clear how the instruments are intended to contribute to addressing the challenges # Instruments precisely address the relevant target groups for the respective challenges # Consideration of relevant context factors	Benchmark I exceeded: It is clear which contributions all instruments make to help address all the social and environmental challenges and how. Benchmark I fulfilled: It is clear which contributions all instruments make to help address the social and environmental challenges and how. Benchmark I mostly fulfilled: It is clear which contributions most of the instruments make to help address the social and environmental challenges and how. Benchmark I partially fulfilled: For around half the instruments, it is clear what contributions they make to help address the social and environmental challenges and how. Benchmark I barely fulfilled: It is clear for only a few instruments which contributions they make to help address the social and environmental challenges and how. Benchmark I missed: It is not clear how any of the instruments contribute to addressing the social and environmental challenges.	

Evaluation question 1.2: To what extent are the instruments strategically coordinated and appropriately steered by the BMZ?

Benchmark I 1.2.1: The instruments clearly complement each other in a target manner to address the challenges identified.	Criteria # There is a guiding concept at strategic and operational level to promote (textile) supply chains # There is a strategic mix of instruments along the supply chain	Benchmark I exceeded: There is an overarching strategy for promoting sustainable (textile) supply chains (including a theory of change), and the combination of instruments is precisely tailored for implementing this strategy. Benchmark I fulfilled: There is a guiding concept and the combination of instruments is geared towards strategically implementing this concept. Benchmark I mostly fulfilled: There is a guiding concept, and the combination of instruments is for the most part geared towards strategically implementing this concept. Benchmark I fulfilled: There is a guiding concept, but the combination of instruments is only partly geared towards strategically implementing this concept. Benchmark I barely fulfilled: There is only partially a guiding concept, and the combination of instruments is hardly geared towards strategically implementing this concept. Benchmark I missed: There is no guiding concept, and the combination of instruments is not geared towards strategically implementing the concept.	Coherence, relevance, efficiency
Benchmark I 1.2.2: The BMZ steers the instruments and mix of instruments as appropriate.	Criteria # Exchange between the relevant working units in the BMZ and with the management level # Coordination between the BMZ and implementing organisations # Coordination or cooperation with other donors and institutions to comprehensively address all relevant challenges # Coordinated monitoring and evaluation of experiences relating to processes and the effects of the mix of instruments	Benchmark I exceeded: The BMZ strategically steers the instrument mix; the decision-making processes are strategically aligned, and extensive organisational learning processes take place based on monitoring and evaluation (M&E). Benchmark I fulfilled: The BMZ strategically steers the instrument mix. Benchmark I mostly fulfilled: The BMZ strategically steers the instrument mix for the most part. Benchmark I partially fulfilled: The BMZ partially strategically steers the instrument mix. Benchmark I barely fulfilled: The BMZ steers individual instruments, but there is no strategic steering of the instrument mix. Benchmark I missed: The BMZ does not steer the instruments and mix of instruments.	
Benchmark I 1.2.3: The mix of instruments addresses all relevant target groups along the textile supply chain.	Criteria # Strategic addressing of all relevant target groups in the supply chain across the entire German DC portfolio # Strategic interplay between target groups	Benchmark I exceeded: All target groups are addressed and strategically integrated in a comprehensive manner. Benchmark I fulfilled: All relevant target groups are addressed and strategically integrated. Benchmark I mostly fulfilled: Most of the relevant target groups are addressed and strategically integrated for the most part. Benchmark I partially fulfilled: Several relevant target groups are addressed and partially strategically integrated. Benchmark I barely fulfilled: Few relevant target groups are addressed, and they are hardly strategically integrated. Benchmark I missed: The relevant target groups are neither addressed nor strategically integrated.	

Evaluation question 1.3: To what extent does German DC use suitable instruments for reducing human rights violations and negative environmental impacts in textile companies in Bangladesh?

Benchmark I 1.3.1: The German DC instrument mix in Bangladesh addresses the important actors to reduce human rights violations and negative environmental impacts.	Criteria # Suitability of German DC instrument mix in Bangladesh # The German DC instrument mix addresses the relevant actors to reduce human rights violations # The German DC instrument mix addresses the relevant actors to reduce negative environmental impacts	Benchmark I exceeded: German DC uses an appropriate mix of instruments in Bangladesh that addresses all important actors in order to reduce both human rights violations and negative environmental impacts. Benchmark I fulfilled: German DC uses an appropriate mix of instruments in Bangladesh, but it fails to address some relevant actors. Benchmark I mostly fulfilled: German DC uses a largely appropriate mix of instruments in Bangladesh, but it fails to address some relevant actors. Benchmark I partially fulfilled: German DC uses a mix of instruments that is partly appropriate. Important actors are not addressed. Benchmark I barely fulfilled: German DC uses a mix of instruments that is hardly appropriate. It does not address most of the important actors. Benchmark I missed: German DC uses a mix of instruments that is not appropriate.	Relevance
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Evaluation question 2.1: To what extent does the mix of instruments contribute towards reducing human rights violations and negative environmental impacts in the textile and clothing industry in Bangladesh?

Benchmark I 2.1.1: German DC helps to ensure that textile company employees are better protected from the risk of work accidents.	Criterion # Classification of contribution claims 1 and 2 in relation to the benchmark; see the individual assessments of contributions 2.1.1a) and 2.1.1b) in Section 9.2.2	Benchmark I exceeded: German DC made the key contribution towards protecting workers against the risk of work accidents. The contribution is clear and has led to positive changes that are decisive for the protection of workers against the risk of work accidents. Benchmark I fulfilled: German DC made a fundamental contribution towards protecting workers against the risk of work accidents. The contribution is clear and has led or is very likely to lead to positive changes that will be decisive for the protection of workers against the risk of work accidents. Benchmark I mostly fulfilled: German DC made an important contribution towards protecting workers against the risk of work accidents. The contribution is clear, and there are indications that it has led or will lead to positive changes. Benchmark I partially fulfilled: German DC made a moderate contribution towards protecting workers against the risk of work accidents. The contribution is clear, but there is little indication that it substantially helped or will help protect workers against the risk of work accidents. Benchmark I barely fulfilled: German DC made a very small contribution towards protecting workers against the risk of work accidents. The contribution is only partially clear, and there is hardly any indication that it substantially helped or will help protect workers against the risk of work accidents. Benchmark I missed: German DC made no contribution towards protecting workers against the risk of work accidents. The contribution is not clear, and there is no indication that it has led or will lead to positive changes.	Effectiveness, impact
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<p>Benchmark I 2.1.2: German DC contributes helps textile companies reduce their resource consumption and environmental pollution.</p>	<p>Criterion # Classification of contribution claims 3 and 4 in relation to the benchmark; see the individual assessments of contributions 2.1.2a) and 2.1.2b) in Section 9.2.2</p>	<p>Benchmark I exceeded: German DC made the key contribution towards reducing resource consumption and environmental pollution. The contribution is clear and has led to positive changes that are decisive for the reduction of resource consumption and environmental pollution.</p> <p>Benchmark I fulfilled: German DC made a fundamental contribution towards reducing resource consumption and environmental pollution. The contribution is clear and has led or is very likely to lead to positive changes that will be decisive for the reduction of resource consumption and environmental pollution.</p> <p>Benchmark I mostly fulfilled: German DC made an important contribution towards reducing resource consumption and environmental pollution. The contribution is clear, and there are indications that it has led or will lead to positive changes.</p> <p>Benchmark I partially fulfilled: German DC made a moderate contribution towards reducing resource consumption and environmental pollution. The contribution is clear, but there is little indication that it substantially helped or will help reduce resource consumption and environmental pollution.</p> <p>Benchmark I barely fulfilled: German DC made a very small contribution towards reducing resource consumption and environmental pollution. The contribution is only partially clear, and there is hardly any indication that it substantially helped or will help reduce resource consumption and environmental pollution.</p> <p>Benchmark I missed: German DC made no contribution towards reducing resource consumption and environmental pollution. The contribution is not clear, and there is no indication that it has led or will lead to positive changes.</p>	<p>Effectiveness, impact</p>
<p>Benchmark I 2.1.3: German DC helps to ensure that workers take advantage of workers' representation and that the complaints they submit are taken up with management in an appropriate manner.</p>	<p>Criterion # Classification of contribution claim 5 in relation to the benchmark; see the individual assessments of contribution 2.1.3a) in Section 9.2.2</p>	<p>Benchmark I exceeded: German DC made a key contribution to increasing the use of workers' representation and contributed to appropriate handling of complaints submitted by employees. The contribution is clear and has led to positive changes that are decisive for workers' representation.</p> <p>Benchmark I fulfilled: German DC made a fundamental contribution to increasing the use of workers' representation and contributed to appropriate handling of complaints submitted by employees. The contribution is clear and has led to positive changes that are decisive for workers' representation.</p> <p>Benchmark I mostly fulfilled: German DC made an important contribution to increasing the use of workers' representation and largely contributed to appropriate handling of complaints submitted by employees. The contribution is clear and there are indications that it has led to positive changes that are decisive for workers' representation.</p> <p>Benchmark I partially fulfilled: German DC made a moderate contribution to increasing the use of workers' representation and only partly contributed to appropriate handling of complaints submitted by employees. The contribution is clear, but there is little indication that it has led to positive changes that are decisive for workers' representation.</p> <p>Benchmark I barely fulfilled: German DC made a very small contribution to increasing the use of workers' representation and hardly contributed to appropriate handling of complaints submitted by employees. The contribution is only partially clear, and there is hardly any indication that it has led to positive changes that are decisive for workers' representation.</p>	

		<p>Benchmark I missed: German DC made no contribution to increasing the use of workers' representation and also did not contribute to appropriate handling of complaints submitted by employees. The contribution is not clear and there is no indication that it has substantially helped improve workers' representation.</p>	
Evaluation question 2.2: To what extent does the mix of instruments help ensure that purchasing companies in Germany fulfil their corporate due diligence obligations?			
<p>Benchmark I 2.2.1: German DC helps ensure that purchasing companies take more action to fulfil their corporate due diligence obligations through voluntary initiatives.</p>	<p>Criterion # Classification of contribution claim 6 in relation to the benchmark; see the individual assessments of contribution 2.2.1a) in Section 9.2.2</p>	<p>Benchmark I exceeded: German DC made the key contribution towards ensuring that purchasing companies take more action to fulfil their corporate due diligence obligations. The contribution is clear and has led to positive changes.</p> <p>Benchmark I fulfilled: German DC made a fundamental contribution towards ensuring that purchasing companies take more action to fulfil their corporate due diligence obligations. The contribution is clear and has led to positive changes or is expected to do so.</p> <p>Benchmark I fulfilled: German DC made an important contribution towards ensuring that purchasing companies take more action to fulfil their corporate due diligence obligations. The contribution is clear and has led to positive changes.</p> <p>Benchmark I partially fulfilled: German DC made a moderate contribution towards ensuring that purchasing companies take more action to fulfil their corporate due diligence obligations. The contribution is clear, but there is little indication that it has led to positive changes.</p> <p>Benchmark I barely fulfilled: German DC made a very small contribution towards ensuring that purchasing companies take more action to fulfil their corporate due diligence obligations. The contribution is only partially clear, and there is hardly any indication that it has led to positive changes.</p> <p>Benchmark I missed: German DC made no contribution towards ensuring that purchasing companies take more action to fulfil their corporate due diligence obligations. The contribution is not clear, and there is no indication that it has led to positive changes.</p>	<p>Effectiveness, impact</p>
<p>Benchmark I 2.2.2: German DC helps raise awareness to promote more sustainable public (textile) procurement and more sustainable textile consumption among consumers.</p>	<p>Criterion # Classification of contribution claims 7 and 8 in relation to the benchmark; see the individual assessments of contributions 2.2.2a) and 2.2.2b) in Section 9.2.2</p>	<p>Benchmark I fulfilled: German DC made the key contribution towards raising awareness to promote more sustainable public (textile) procurement and more sustainable textile consumption among consumers. The contribution is clear and has led to increased demand for sustainably produced textile products.</p> <p>Benchmark I fulfilled: German DC made a fundamental contribution towards raising awareness to promote more sustainable public (textile) procurement and more sustainable textile consumption among consumers. The contribution is clear and has led to increased demand for sustainably produced textile products.</p> <p>Benchmark I mostly fulfilled: German DC made an important contribution towards raising awareness to promote more sustainable public (textile) procurement and more sustainable textile consumption among consumers. The contribution is clear, and there are indications that it has led to positive changes.</p> <p>Benchmark I partially fulfilled: German DC made a moderate contribution towards raising awareness to promote more sustainable public (textile) procurement and more sustainable textile consumption among consumers. The contribution is clear, but there is little indication that it has led to positive changes.</p> <p>Benchmark I barely fulfilled: German DC made a very small contribution towards raising awareness to promote more sustainable public (textile) procurement and more sustainable textile consumption among consumers. The contribution is only partially clear, and there is hardly any indication that it has led to positive changes.</p>	<p>Effectiveness, impact</p>

		<p>Benchmark I missed: German DC made no contribution towards raising awareness to promote more sustainable public (textile) procurement and more sustainable textile consumption among consumers. The contribution is not clear, and there is no indication that it has led to positive changes.</p>	
<p>Benchmark I 2.2.3: German DC contributes to the creation of a legal framework to ensure that purchasing companies fulfil their corporate due diligence obligations.</p>	<p>Criterion # Classification of contribution claim 9 in relation to the benchmark; see the individual assessments of contribution 2.2.3a) in Section 9.2.2</p>	<p>Benchmark I exceeded: German DC made the key contribution towards creating a legal framework for ensuring that purchasing companies fulfil their corporate due diligence obligations. The contribution is clear and has led to positive changes that are important for fair competition in terms of corporate due diligence obligations.</p> <p>Benchmark I fulfilled: German DC made a fundamental contribution towards creating a legal framework for ensuring that purchasing companies fulfil their corporate due diligence obligations. The contribution is clear and has led to positive changes that are important for fair competition in terms of corporate due diligence obligations.</p> <p>Benchmark I mostly fulfilled: German DC made an important contribution towards creating a legal framework for ensuring that purchasing companies fulfil their corporate due diligence obligations. The contribution is clear, and there are indications that it has led to positive changes.</p> <p>Benchmark I partially fulfilled: German DC made an important contribution towards creating a legal framework for ensuring that purchasing companies fulfil their corporate due diligence obligations. The contribution is clear, but there is little indication that it has led to positive changes.</p> <p>Benchmark I barely fulfilled: German DC made a very small contribution towards creating a legal framework for ensuring that purchasing companies fulfil their corporate due diligence obligations. The contribution is only partially clear, and there is hardly any indication that it has led to positive changes.</p> <p>Benchmark I missed: German DC made no contribution towards creating a legal framework for ensuring that purchasing companies fulfil their corporate due diligence obligations. The contribution is not clear, and there is no indication that it has led to positive changes.</p>	<p>Effectiveness, impact</p>

9.2.2 Specific evaluation matrix

Benchmark 2.1.1: German DC helps to ensure that textile company employees are better protected from the risk of work accidents.

2.1.1a) (contribution claim 1)	Criterion # German DC contributes to the transitional solution for statutory accident insurance in the textile and garment sector	<p>Benchmark II exceeded: German DC made the key contribution towards the transitional solution for statutory accident insurance. The contribution is clear and has already led to positive changes.</p> <p>Benchmark II fulfilled: German DC made a fundamental contribution towards the transitional solution for statutory accident insurance. The contribution is clear and has led to positive changes that are decisive for the transitional solution for statutory accident insurance.</p> <p>Benchmark II mostly fulfilled: German DC made an important contribution towards the transitional solution for statutory accident insurance. The contribution is clear, and there are indications that it has led to positive changes.</p> <p>Benchmark II partially fulfilled: German DC made a moderate contribution towards the transitional solution for statutory accident insurance. The contribution is clear, but there is little indication that it played a key role in the transitional solution for statutory accident insurance.</p> <p>Benchmark II barely fulfilled: German DC made a very small contribution towards the transitional solution for statutory accident insurance. The contribution is only partially clear, and there is hardly any indication that it played a key role in the transitional solution for statutory accident insurance.</p> <p>Benchmark II missed: German DC made no contribution towards the transitional solution for statutory accident insurance. The contribution is not clear, and there is no indication that it has led to positive changes.</p>	Effectiveness, impact
2.1.1b) (contribution claim 2)	Criterion # German DC contributes to institutional improvements in the area of labour inspections as well as the prevention and documentation of work accidents	<p>Benchmark II exceeded: German DC made the key contribution towards institutional improvements in the area of labour inspections as well as the prevention and documentation of work accidents. The contribution is clear and has led to positive changes that are decisive for the institutional improvements.</p> <p>Benchmark II fulfilled: German DC made a fundamental contribution towards institutional improvements in the area of labour inspections as well as the prevention and documentation of work accidents. The contribution is clear and has led to positive changes that are decisive for the institutional improvements.</p> <p>Benchmark II mostly fulfilled: German DC made an important contribution towards institutional improvements in the area of labour inspections as well as the prevention and documentation of work accidents. The contribution is clear, and there are indications that it has led to positive institutional changes.</p> <p>Benchmark II partially fulfilled: German DC made a moderate contribution towards institutional improvements in the area of labour inspections as well as the prevention and documentation of work accidents. The contribution is clear, but there is little indication that it played a key role in institutional improvements.</p> <p>Benchmark II barely fulfilled: German DC made a very small contribution towards institutional improvements in the area of labour inspections as well as the prevention and documentation of work accidents. The contribution is only partially clear, and there is hardly any indication that it played a key role in institutional improvements.</p> <p>Benchmark II missed: German DC made no contribution towards institutional improvements in the area of labour inspections as well as the prevention and documentation of work accidents. The contribution is not clear, and there is no indication that it has led to positive changes.</p>	Effectiveness, impact

Benchmark 2.1.2: German DC helps textile companies reduce their resource consumption and environmental pollution.

2.1.2a) (contribution claim 3)	Criterion # German DC contributes to the application of environmentally friendly production techniques in textile companies	Benchmark II exceeded: German DC made the key contribution towards the use of environmentally friendly production techniques. The contribution is clear and has led to positive changes that are decisive for the use of environmentally friendly production techniques. Benchmark II fulfilled: German DC made a fundamental contribution towards the use of environmentally friendly production techniques. The contribution is clear and has led to positive changes that are decisive for the use of environmentally friendly production techniques. Benchmark II mostly fulfilled: German DC made an important contribution towards the use of environmentally friendly production techniques. The contribution is clear, and there are indications that it has led to positive changes. Benchmark II partially fulfilled: German DC made a moderate contribution towards the use of environmentally friendly production techniques. The contribution is clear, but there is little indication that it substantially contributed to the promotion of environmentally friendly production techniques. Benchmark II barely fulfilled: German DC made a very small contribution towards the use of environmentally friendly production techniques. The contribution is only partially clear, and there is hardly any indication that it substantially contributed to the promotion of environmentally friendly production techniques. Benchmark II missed: German DC made no contribution towards the use of environmentally friendly production techniques. The contribution is not clear, and there is no indication that it has led to positive changes.	Effectiveness, impact
2.1.2b) (contribution claim 4)	Criterion # German DC contributes to improving the regulatory framework for handling sludge	Benchmark I exceeded: German DC made the key contribution towards improving the regulatory framework for sludge management. The contribution is clear and has led to positive changes that are decisive for improving the regulatory framework for sludge management. Benchmark II fulfilled: German DC made a fundamental contribution towards improving the regulatory framework for sludge management. The contribution is clear and has led to positive changes that are decisive for improving the regulatory framework for sludge management. Benchmark I mostly fulfilled: German DC made an important contribution towards improving the regulatory framework for sludge management. The contribution is clear, and there are indications that it has led to positive changes that are decisive for improving the regulatory framework for sludge management. Benchmark II partially fulfilled: German DC made a moderate contribution towards improving the regulatory framework for sludge management. The contribution is clear, but there is little indication that it substantially helped improve the regulatory framework for sludge management. Benchmark II barely fulfilled: German DC made a very small contribution towards improving the regulatory framework for sludge management. The contribution is only partially clear, and there is hardly any indication that it substantially helped improve the regulatory framework for sludge management. Benchmark II missed: German DC made no contribution towards improving the regulatory framework for sludge management. The contribution is not clear, and there is no indication that it has led to positive changes.	

Benchmark 2.1.3: German DC helps to ensure that workers take advantage of workers' representation and that the complaints they submit are taken up with management in an appropriate manner.

2.1.3a) (contribution claim 5)	Criterion # German DC contributes to empowering workers to stand up for their rights in the workplace	<p>Benchmark II exceeded: German DC made the key contribution towards empowering workers to stand up for their rights in the workplace. The contribution is clear and has led to positive changes that are decisive for empowering workers to stand up for their rights in the workplace.</p> <p>Benchmark II fulfilled: German DC made a fundamental contribution towards empowering workers to stand up for their rights in the workplace. The contribution is clear and has led to positive changes that are decisive for empowering workers to stand up for their rights in the workplace.</p> <p>Benchmark II mostly fulfilled: German DC made an important contribution towards empowering workers to stand up for their rights in the workplace. The contribution is clear, and there are indications that it has led to positive changes.</p> <p>Benchmark II partially fulfilled: German DC made a moderate contribution towards empowering workers to stand up for their rights in the workplace. The contribution is clear, but there is little indication that it substantially contributed to empowering workers to stand up for their rights in the workplace.</p> <p>Benchmark II barely fulfilled: German DC made a very small contribution towards empowering workers to stand up for their rights in the workplace. The contribution is only partially clear, and there is hardly any indication that it substantially contributed to empowering workers to stand up for their rights in the workplace.</p> <p>Benchmark II missed: German DC made no contribution towards empowering workers to stand up for their rights in the workplace. The contribution is not clear, and there is no indication that it has led to positive changes.</p>	Effectiveness, impact
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Benchmark 2.2.1: German DC helps ensure that purchasing companies take more action to fulfil their corporate due diligence obligations through voluntary initiatives.

2.2.1a) (contribution claim 6)	Criterion # German DC contributes to better certification, advisory services and networking opportunities for purchasing companies that act sustainably	<p>Benchmark II mostly fulfilled: German DC made the key contribution towards improving certification, advisory services and networking opportunities for textile purchasing companies. The contribution is clear and has led to positive changes towards improving certification, advisory services and networking opportunities for textile purchasing companies or is projected to do so.</p> <p>Benchmark II fulfilled: German DC made a fundamental contribution towards improving certification, advisory services and networking opportunities for textile purchasing companies. The contribution is clear and has led to positive changes towards improving certification, advisory services and networking opportunities for textile purchasing companies.</p> <p>Benchmark II mostly fulfilled: German DC made an important contribution towards improving certification, advisory services and networking opportunities for textile purchasing companies. The contribution is clear, and there are indications that it has led to positive changes.</p> <p>Benchmark I partially fulfilled: German DC made a moderate contribution towards improving certification, advisory services and networking opportunities for textile purchasing companies. The contribution is clear, but there is little indication that it has led to positive changes.</p>	Effectiveness, impact
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		<p>Benchmark I barely fulfilled: German DC made a very small contribution towards improving certification, advisory services and networking opportunities for textile purchasing companies. The contribution is only partially clear, and there is hardly any indication that it has led to positive changes.</p> <p>Benchmark II missed: German DC made no contribution towards improving certification, advisory services and networking opportunities for textile purchasing companies. The contribution is not clear, and there is no indication that it has led to positive changes.</p>	
Benchmark 2.2.2: German DC helps raise awareness to promote more sustainable public (textile) procurement and more sustainable private textile consumption.			
2.2.2a) (contribution claim 7)	<p>Criterion</p> <p># German DC contributes to education and raises awareness towards more sustainable public (textile) procurement in Germany</p>	<p>Benchmark II exceeded: German DC made the key contribution towards more sustainable (textile) procurement in Germany. The contribution is clear and has already led to positive changes regarding more sustainable (textile) procurement in Germany.</p> <p>Benchmark II fulfilled: German DC made a fundamental contribution towards more sustainable (textile) procurement in Germany. The contribution is clear and has led to positive changes regarding more sustainable (textile) procurement in Germany.</p> <p>Benchmark II mostly fulfilled: German DC made an important contribution towards more sustainable (textile) procurement in Germany. The contribution is clear, and there are indications that it has led to positive changes.</p> <p>Benchmark II partially fulfilled: German DC made a moderate contribution towards more sustainable (textile) procurement in Germany. The contribution is clear, but there is little indication that it has led to positive changes.</p> <p>Benchmark II barely fulfilled: German DC made a very small contribution towards more sustainable (textile) procurement in Germany. The contribution is only partially clear, and there is hardly any indication that it has led to positive changes.</p> <p>Benchmark II missed: German DC made no contribution towards more sustainable (textile) procurement in Germany. The contribution is not clear, and there is no indication that it has led to positive changes.</p>	Effectiveness, impact
2.2.2b) (contribution claim 8)	<p>Criterion</p> <p># German DC contributes to education and raises awareness among consumers to promote more sustainable consumption behaviour</p>	<p>Benchmark II exceeded: German DC made the key contribution towards education and raising awareness among consumers to promote more sustainable consumption behaviour. The contribution is clear and has led to positive changes regarding education and consumer awareness to promote more sustainable consumption behaviour.</p> <p>Benchmark II fulfilled: German DC made a fundamental contribution towards education and raising awareness among consumers to promote more sustainable consumption behaviour. The contribution is clear and has led to positive changes regarding education and consumer awareness to promote more sustainable consumption behaviour.</p> <p>Benchmark II mostly fulfilled: German DC made an important contribution towards education and raising awareness among consumers to promote more sustainable consumption behaviour. The contribution is clear, and there are indications that it has led to positive changes.</p> <p>Benchmark II partially fulfilled: German DC made a moderate contribution towards education and raising awareness among consumers to promote more sustainable consumption behaviour. The contribution is clear, but there is little indication that it has led to positive changes.</p>	Effectiveness, impact

		<p>Benchmark II barely fulfilled: German DC made a very small contribution towards education and raising awareness among consumers to promote more sustainable consumption behaviour. The contribution is only partially clear, and there is hardly any indication that it has led to positive changes.</p> <p>Benchmark II missed: German DC made no contribution towards education and raising awareness among consumers to promote more sustainable consumption behaviour. The contribution is not clear, and there is no indication that it has led to positive changes.</p>	
Benchmark 2.2.3: German DC contributes to the creation of a legal framework to ensure that purchasing companies fulfil their corporate due diligence obligations.			
2.2.3a) (contribution claim 9)	<p>Criterion</p> <p># German DC contributes to introducing a German supply chain due diligence law</p>	<p>Benchmark II exceeded: German DC made the key contribution towards introducing a supply chain law in Germany. The contribution is clear and has led to positive changes that are decisive for introduction of a supply chain due diligence law at German and European level.</p> <p>Benchmark II fulfilled: German DC made a fundamental contribution towards introducing a supply chain law in Germany. The contribution is clear and has led to positive changes that are decisive for introduction of a supply chain due diligence law at German and European level.</p> <p>Benchmark II mostly fulfilled: German DC made an important contribution towards introducing a supply chain law in Germany. The contribution is clear, and there are indications that it has led to positive changes.</p> <p>Benchmark II partially fulfilled: German DC made a moderate contribution towards introducing a supply chain law in Germany. The contribution is clear, but there is little indication that it has led to positive changes.</p> <p>Benchmark II hardly fulfilled: German DC made a very small contribution towards introducing a supply chain law in Germany. The contribution is only partially clear, and there is hardly any indication that it has led to positive changes.</p> <p>Benchmark II not fulfilled: German DC made no contribution towards introducing a supply chain law in Germany. The contribution is not clear, and there is no indication that it has led to positive changes.</p>	Effectiveness, impact

Source: DEval, own visualisation

9.3 Target groups and definition of instruments

Target groups and intended impacts	Instrument	Definition of the instrument
Purchasing companies <i>Strengthening corporate due diligence</i>	Establishment of industry initiatives	The instrument aims to make purchasing companies aware of their responsibilities pertaining to human rights and the environment and to support them in fulfilling their obligations via networking, the exchange of information and mutual learning. This instrument is implemented in the textile sector via the Partnership for Sustainable Textiles.
	Support services for German companies	This instrument aims to support German companies that would like to do sustainability work in developing and emerging countries or to make their existing engagement more sustainable. It includes advisory services relating to specific engagement opportunities (for example via the Agency for Business and Economic Development) and financial support.
	Certification and traceability	The instrument aims to simplify sustainable purchasing and sustainable economic activity and to make them more transparent. To this end, the instrument endeavours to implement sustainability criteria and certifications along the entire supply chain while raising public awareness of these efforts, such as by introducing the Green Button. It also aims to increase traceability in the textile supply chain.
Consumers <i>Change in purchasing behaviour/ sustainable consumption</i>	Development policy education work and municipal engagement	This instrument addresses the purchasing behaviour of consumers and public procurement authorities with the goal of raising their awareness of problems in the supply chain, demonstrating sustainable purchasing options and supporting them in taking action.
	Shaping legislation and regulation	This instrument targets legal and voluntary regulations and structures both in Germany and internationally so that companies assume responsibility and implement human rights due diligence, thereby strengthening fair competition. This includes advisory services on implementing the National Action Plan for Business and Human Rights and preparations for a supply chain law as well as procurement regulations for the public and private sectors.
	Certification and traceability	See “Certification and traceability” under target group “Purchasing companies”.
Political and legislative actors <i>Improving conditions for human rights and environmental protection and for fulfilling/checking additional corporate due diligence.</i>	Shaping legislation and regulation	This instrument shapes legal and voluntary regulations and structures both in Germany and internationally so that companies assume responsibility and implement human rights due diligence, thereby strengthening fair competition. This includes advisory services on implementing the National Action Plan for Business and Human Rights and preparations for a supply chain law as well as procurement regulations for the public and private sectors.
	Policy advice and improvement of the regulatory framework in the partner country	This instrument refers to activities intended to advise the ministries and downstream authorities in the partner country on improving the institutional conditions for compliance with human rights and environmental standards, for example through statutory accident insurance or the creation of action plans and guidelines.

	Political dialogue, networking and cooperation	This instrument aims to promote political discourse at national and international level with the top priority of systematically addressing human rights violations and negative environmental impacts in global supply chains. The instrument helps create the necessary policy framework at national and international level.
	Strategic financial support for civil society worldwide and for multilateral cooperation	This instrument forms a strategic addition to the DC portfolio by providing targeted support to civil-society and multilateral organisations in the global textile sector. The objective is to create synergies, implement activities as efficiently as possible and compensate for the political limitations of governmental interventions.
Textile factories <i>Capacity development of employees; strengthening of human rights and environmental protection</i>	Dialogue and cooperation	The instrument comprises dialogue and cooperation formats conducted together with governmental, private-sector and civil-society actors to develop solutions for challenges relating to human rights and the environment. For example, a format can promote dialogue between workers, employers and the government.
	Higher education and academic research	This instrument contains activities that aim to adjust learning activities at higher education institutions so that future professionals and managers are better qualified for the introduction and implementation of social and environmental standards. This instrument includes the creation and revision of curricula within the scope of higher education partnerships.
	Capacity development of employees and civil-society structures	The instrument comprises activities that aim to a) inform workers of their rights, b) support them in standing up for their rights, c) advise them on how to protect themselves from the risk of accidents and health hazards in the workplace or d) how to find appropriate employment in the event of an accident or disability. Capacity building can take place via financing agreements for local NGOs that set up women's cafés for workers, for example. This instrument also includes technical training measures designed specifically for workers.
	Capacity development for trade unions	The instrument comprises activities that aim to support trade unions in standing up for workers' rights. This may include training for trade union activists provided by political foundations.
	Capacity development for government institutions	The instrument comprises activities that aim to build the organisational and HR capacity of relevant ministries and authorities in order to reduce human rights violations and negative environmental impacts. Such measures include training for labour and environmental inspectors or support relating to digitalisation processes.
	Policy advice and improvement of the regulatory framework in the partner country	This instrument refers to activities that advise the ministries and downstream authorities in the partner country on improving the institutional conditions for compliance with human rights and environmental standards, for example through statutory accident insurance or the creation of action plans and guidelines.
	Management consulting and training	The instrument comprises activities that aim to make textile factories aware of their responsibilities pertaining to human rights and the environment and/or to lend them practical support in fulfilling their obligations. This applies, for example, to the implementation of specific environmental standards or education regarding the financing services available for adaptation interventions. It can take place via capacity building for industry associations and national advisory bodies or financial service providers, via development partnerships with purchasing companies or via regional and national exchange formats with other companies.

Source: DEval, own visualisation

9.4 Schedule of the evaluation

Time frame	Tasks
July 2020	Evaluation memo sent
November 2020	Reference group meeting to discuss concept paper
November 2020 – March 2021	Creation of inception report
March 2021	Reference group meeting to discuss inception report
February 2021 – September 2021	Data collection
October 2021 – February 2022	Analysis and synthesis of results
February 2022	Reference group meeting to discuss results
March 2022 – August 2022	Creation of draft report
August 2022	Reference group meeting to discuss final report draft
September 2022 – November 2022	Revision of evaluation report and creation of feedback grid
November 2022 – January 2023	Editing, proofreading and layout
February 2023	Completion of report after layout and printing

9.5 Evaluation team and contributors

Evaluation team	Function
Dr Angela Heucher	Senior evaluator and team leader (from July 2022)
Judith Ihl	Evaluator (from March 2022)
Michèle Kiefer	Evaluator (from October 2021)
Dr Marcus Kaplan	Senior evaluator and team leader (until March 2022)
Dr Tina Beuchelt	Evaluator (until March 2021)
Steffen Schimko	Evaluator (until March 2022)
Dr Kathrin Wolf	Evaluator (until April 2022)
Rebecca Maicher	Project administrator (until September 2022)
Responsible	Function
Amélie zu Eulenburg	Head of department
Contributors	Role
Sohel Bahadur	External appraiser
Thomas Delahais	External appraiser
Malte Drewes	External appraiser
Simon Freund	External appraiser
Dr Felix Gaisbauer	External appraiser
Neele Harms-Kleemann	Intern
Simon Kaack	Student employee
Aurelia Neu	Student employee
Prof. Kerstin Nolte	External appraiser
Magdalena Orth-Rempel	Internal peer reviewer (senior evaluator and team leader)
Felix Paul	External appraiser
Prof. Lena Partzsch	External peer reviewer
Mamunur Rahman	External appraiser
Dr Hanne Roggemann	External appraiser
Dr Christian Scheper	External peer reviewer
Nasir Uddin	External appraiser