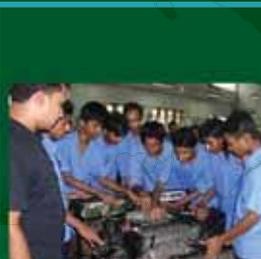


# Report on the review of The Decent Work Country Programme: Bangladesh 2006-2009

Bangladesh



Report on the review of

# **The Decent Work Country Programme: Bangladesh 2006–2009**

**Karen Dunn and Abdul Hye Mondal**

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# PREFACE

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The Country Programme Reviews (CPR) are management tools managed and coordinated by the Regional Office for Asia and the Pacific (RO-Asia and the Pacific) in consultation with Country Offices who are in charge of designing and delivering Decent Work Country Programme. As such, they are a participatory self evaluation tool used to review the design of a country programme, examine recent performance against stated outcomes, determine what has been achieved, whether outputs are being converted into expected outcomes, and whether the strategies being used are effective and efficient.

The CPR constitutes an additional level of effort above what is required for annual progress reports, because it is to be carried out with the participation of ILO constituents and other UN and national partners, as appropriate. It enables constituents and other agencies to review the ILO's performance in delivering planned outputs and supporting the achievement of outcomes. It also provides a means for gathering feedback from our partners regarding collaboration and coherence within a larger multi-agency context.

The CPR focuses on the outcomes and guiding strategies of the Decent Work Country Programme (DWCP) to identify where and how improvements can be made. It enables constituents and partners to consider future strategies and actions. The CPRs also expose constituents and ILO staff to the concepts and practice of results-based management in country programmes, and enhance national ownership of the review process.

The review of Bangladesh DWCP was requested by the then Director of the ILO Country Office for Bangladesh, Ms Panudda Boonpala. It took place between April and October 2009. It was managed by the Regional Monitoring and Evaluation Officer of the RO-Asia and the Pacific and conducted by an external team of consultants. Extensive and participatory consultations were held throughout the process, including the organization of the scoping mission by the Regional Monitoring and Evaluation Officer to meet with ILO staff and tripartite constituents in Bangladesh, the preparation of terms of references, and the consultations with partners and key stakeholders, the tripartite stakeholders' workshop, and the solicitation from key stakeholders and constituents of inputs to the draft report. Substantive inputs were also provided by ILO experts from the CO-Dhaka, the Evaluation Unit, the Bureau of Programme and Management, and the Decent Work Technical Team in India.

I wish to express my appreciation to our Bangladesh tripartite constituents in their active participation in the process, to the authors, Dr Karen Dunn and Dr Abdul Hye Mondal, for conducting the review and preparing the report, and to all concerned who contributed to the review process and the report. I believe that the conclusions, recommendations and lessons learnt will be useful for ILO units concerned both at Headquarters and field levels and in particular ILO Country Office for Bangladesh, ILO tripartite constituents and partners, policy makers, researchers, other UN agencies in our joint efforts to make better progress towards achieving decent work goals in Bangladesh.

Considering DWCP as the main instrument for ILO cooperation with member States throughout the world, I hope that this review report will contribute to the generation of knowledge on how to strategically design, implement the DWCP, and to make progress towards the realization of the Asian Decent Work Decade, 2006-2015.

Sachiko Yamamoto  
Regional Director  
Regional Office for Asia and the Pacific

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# ACRONYMS

ADB	Asian Development Bank
AIDS	Acquired Immune Deficiency Syndrome
BBS	Bangladesh Bureau of Statistics (Ministry of Finance and Planning)
BEF	Bangladesh Employers Federation
BGMEA	Bangladesh Garment Manufacturers and Exporters Association
BILS	Bangladesh Institute of Labour Studies
BKMEA	Bangladesh Knitwear Manufacturers Association
BMET	Bureau of Manpower Employment and Training (MEWOE)
BSBA	Bangladesh Ship Breakers Association
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CEDAW	Convention on the Elimination of Discrimination Against Women
CLEAN	Child Labour Elimination Action Network
CO-Dhaka	ILO Country Office for Bangladesh
CPD	Centre for Policy Dialogue
CRC	Convention on the Rights of the Child
DCC	Dhaka City Corporation
DFID	Department for International Development (UK)
DIFE	Department of Inspection for Factories and Establishments (MOLE)
DTE	Directorate of Technical Education (Ministry of Education)
DWCP	Decent Work Country Programme
DWTs	Decent Work Technical Support Teams
FAO	Food and Agriculture Organization of the United Nations
FIDH	International Federation for Human Rights
HIV	Human Immunodeficiency Virus
ILO	International Labour Organization
ILO-IPEC	ILO's International Programme on the Elimination of Child Labour
IOE	International Organization of Employers
IOM	International Organization for Migration
MDGs	Millennium Development Goals
MEWOE	Ministry of Expatriate Welfare and Overseas Employment
MOE	Ministry of Education
MOLE	Ministry of Labour and Employment
MOLGRDC	Ministry of Local Government, Rural Development, and Cooperatives
NCCWE	National Coordination Committee for Workers Education
NGO	Non-government Organization
NSAPR	National Strategy for Accelerated Poverty Reduction
NSDC	National Skills Development Council
NVQ	National Vocational Qualifications
OSH	Occupational Safety and Health
RMG	Ready-Made Garments
RO-Asia and the Pacific	ILO Regional Office for Asia and the Pacific
SAFEREC	Safe and Environment Friendly Ship Recycling Project
SDC	Swiss Agency for Development and Cooperation
SME	Small and Medium-Sized Enterprise
TBP	Time-Bound Programme
TCC	Tripartite Consultative Council
TPP	Technical Project Proforma
TREE	Training for Rural Economic Empowerment
TVET	Technical And Vocational Education and Training
UIE	Urban Informal Economy (Project on Elimination of the Worst Forms of Child Labour)
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UP	Union Parishad
WFCL	Worst forms of Child Labour
WHO	World Health Organization
YPSA	Young Power in Social Action (NGO)

# I. INTRODUCTION AND METHODOLOGY

The 2006–2009 Decent Work Country Programme (DWCP) was the International Labour Organization's first comprehensive, results-based programme for Bangladesh. The ILO Country Office for Bangladesh (CO-Dhaka) prepared the DWCP in 2005 in consultation with its tripartite partners and with the support of a national consultant. Initially the DWCP encompassed seven expected outcomes. However, a region-wide review in 2007 of all the DWCPs led to the consolidation of outcomes for several Asian countries, including Bangladesh, in order to strengthen the focus on the results to be achieved. In Bangladesh, the structure of the DWCP was consolidated into four outcomes, each with a set of outputs and corresponding activities and milestones, which the CO-Dhaka Office monitored. The four final outcomes were as follows:

- Outcome 1:** Improved skills training and entrepreneurship for enhanced employability and livelihoods.
- Outcome 2:** Improved coverage of social protection and rights of workers in selected sectors, including for migrants.
- Outcome 3:** National time-bound programme on the elimination of the worst forms of child labour implemented.
- Outcome 4:** Enhanced capacities of tripartite partners and mainstreaming of decent work principles into programmes and plans of partners, including United Nations agencies.

At the time the DWCP was prepared, the Government was developing its first National Strategy for Accelerated Poverty Reduction (NSAPR) and, in collaboration with various UN agencies, was setting up the first United Nations Development Assistance Framework (UNDAF). ILO's participation in the drafting of the NSAPR and the UNDAF while developing the DWCP enabled consistency in the approaches to employment and decent work among those frameworks.

The ILO and its tripartite constituents—the Government and workers' and employers' organizations—expect to produce a second DWCP. In 2009, the ILO Regional Office for Asia and the Pacific (RO-Asia and the Pacific) and the CO-Dhaka organized a review of the DWCP to take stock of the progress achieved, the constraints encountered and lessons learned. Two consultants (one national, one international) supported the process. The consultants conducted a document review and a series of interviews and meetings with representatives of the ILO constituents, international donors, ILO staff members and beneficiaries of ILO-supported projects, and representatives of other partners, including UN agencies and relevant NGOs. The meetings and interviews took place in Dhaka and during field visits to project sites and partner organizations in Tangail, Thakurgaon and Chittagong. The DWCP review also included a tracer study to shed light on the results of ILO-supported overseas study tours and fellowships. The consultants presented the preliminary findings of the DWCP review during a stakeholder meeting (14 July 2009) and obtained comments and further input, which were incorporated into this report. Annexes I and II provide lists of the persons and organizations interviewed for the review and the participants in the stakeholder meeting.

## About the International Labour Organization

“The International Labour Organization (ILO) is devoted to advancing opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. Its main aims are to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen dialogue in handling work-related issues.

“In promoting social justice and internationally recognized human and labour rights, the organization continues to pursue its founding mission that labour peace is essential to prosperity. Today, the ILO helps advance the creation of decent jobs and the kinds of economic and working conditions that give working people and business people a stake in lasting peace, prosperity and progress.”

—*www.ilo.org*, accessed on 6 July 2009

This report on the review of the 2006–2009 DWCP includes a brief summary of the country context (section II), progress towards each of the four outcomes, including results and lessons learned where relevant (sections III to VI and annexes IV and V), a discussion of how gender issues factored into the implementation of the DWCP (section VII), progress relative to ILO’s performance criteria for DWCP evaluation (section VIII), opportunities and constraints encountered (section IX), lessons learned for the DWCP as a whole (section X) and recommendations for developing the next DWCP (section XI).

## II. COUNTRY CONTEXT

### 2.1 Overview

Bangladesh is a densely populated country of about 148 million people. According to the United Nations Development Programme's Human Development Index, which compares achievements in life expectancy, educational attainment and adjusted real income, Bangladesh ranks 140th among 177 countries. The most recent national Household Income and Expenditure Survey (2005) found that about 40 per cent of the population was poor, and more than one-quarter was extremely poor. Poverty may have worsened since then as a result of natural disasters (two major floods and a cyclone in 2007) and a spike in food prices during 2007–2008.

Economic growth has averaged just over 6 per cent annually since 2005. The impact of the global financial crisis on Bangladesh is not yet clear. It has created risks for the country's garment industry and for Bangladeshi expatriate labour, both of which are important for the economy and for employment. As a result of climate change, natural disasters may increase in frequency and intensity in future decades, creating additional challenges of physical and economic resettlement. The nature and management of external shocks—such as natural disasters and global economic volatility—have potential implications for employment and working conditions.

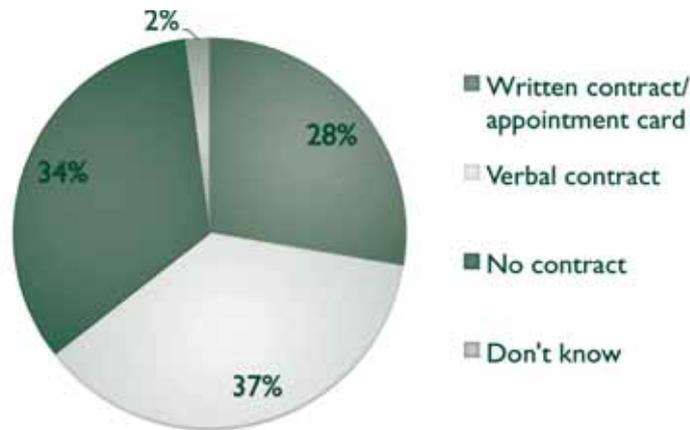
### 2.2 Labour force

The 2005–2006 Labour Force Survey estimates indicate the labour force (aged 15 and older) consists of 49.5 million people. With about 2 million new job seekers entering the labour force every year, the labour force is expected to reach 57 million in 2009–2010. Youth (aged 15–29) account for 41 per cent of the working-age population. The labour force is growing more rapidly than employment. The official unemployment rate is low, at just 4.2 per cent in 2005–2006, but this figure captures only those without any work at all. The unemployment rates are higher among females (7 per cent) and youth (8.1 per cent). Underemployment provides a more relevant indicator of the employment situation. Including all people who work less than 35 hours per week in its measure of underemployment, the Labour Force Survey found that one-quarter of the labour force was underemployed as well as a strong gender bias: The rate of underemployment is 11 per cent among males and 68 per cent among females.

By sector, agriculture accounts for 48.1 per cent of employment, services account for 37.4 per cent and manufacturing and other industries account for 14.5 per cent. Productivity is low throughout the economy as a result of the low technology used in the rural and informal economies, the low capacity utilization in the large-scale sectors, low level of skills among workers and weaknesses in management. Productivity is especially low in agriculture, where nearly half of all employment is concentrated but generating only 16 per cent of the gross domestic product.

Low-paying jobs leave half of all employed people in poverty. Most employment is in the informal economy (78 per cent overall and 86 per cent among women), where workers generally have low pay, low skills, poor working conditions and a lack of job security, social security benefits and social protection.

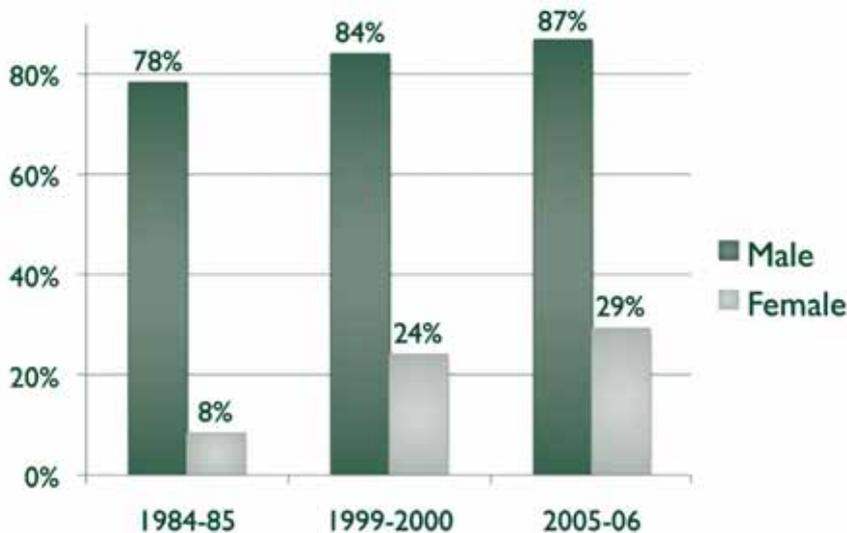
A government survey conducted in 2005 found that only 28 per cent of workers had a written contract or appointment card; most were working with either a verbal contract or no contract at all, as shown in figure 1. Workers without contracts have little or no legal recourse against violations of their rights.

**Figure 1: Proportion of workers, by contract type**

Source: GOB/BBS, *Decent Work Indicators Pilot Survey 2005*

### 2.3 Gender and employment

Women and girls in Bangladesh endure an overall low social and economic status, which is reflected in their employment profile. Women account for only about one-quarter of the labour force and, as noted previously, are overrepresented in both the unemployment and underemployment numbers. The female labour participation rate increased more rapidly than the rate for men over the past 20 years, as shown in figure 2. But female participation in the formal sector has been lower compared with the proportion of men, and 60 per cent of employed females were unpaid family workers.

**Figure 2: Labour force participation rates**

Source: GOB/BBS, *Report on labour force survey 2005–2006*

The informal economy—where workers generally have low pay, low skills, poor working conditions and a lack of job security, social security benefits and social protection—accounts for the vast majority of female employment. Female participation in social dialogue is extremely small, though the representation of women in workers' and employers' organizations has increased over the past decade. Women's involvement in running small and medium enterprises has increased in recent years, especially in home-based micro enterprises. However, they experience obstacles to scaling up their businesses because of restrictions on their access to formal credit markets. The majority of formal labour migrants are male, at least partly because of the legal and institutional restrictions on female labour migration. Moreover, results of the Bangladesh Demographic and Health Survey show that violence

against women is widespread in households. Alongside the gender discrimination that persists in the country, this finding suggests that violence against women and girls in the workplace is also likely to be common.

An occupational wage survey of non-agriculture workers in 2007, which the ILO Regional Office for Asia and the Pacific conducted, found that women earned an average of 21 per cent less per hour than men. Gender gaps were observed in every industry, across all levels of education and in establishments of all sizes, with the largest gaps occurring among illiterate workers and those with less than a primary school education. According to a World Bank report (with AusAid, 2008), which used data from the Labour Force Survey of 2002–2003, women in rural and urban areas earned 60 per cent and 56 per cent of men's wages, respectively. A traditional culture of job segregation accounts for part of the gender wage gap.

In its 2009 report, the Committee of Experts on the Application of Conventions and Recommendations (CEACR) found that the information provided by the Government "would not appear to indicate that appropriate steps are being taken to address the serious situation of women in employment and occupation."<sup>1</sup>

## 2.4 Labour law and policy

The main law governing labour issues in Bangladesh is the Labour Act of 2006, which is a consolidation of dozens of previous laws related to labour and represents about 12 years of drafting under three governments. Nonetheless, it was passed without full consultation among the tripartite partners and is inconsistent with ILO Conventions in many ways. It does not apply to many categories of workers, such as domestic workers, managerial and administrative employees, agricultural establishments with less than ten workers and businesses without hired labour. In reference to the Freedom of Association and Protection of the Right to Organize Convention, the CEACR noted in its 2009 report "that the new Act does not contain any improvements in relation to the previous legislation and in certain regards contains even further restrictions which run against the provisions of the Convention." A tripartite seminar organized in January 2009 resulted in a consensus that the Labour Act should be revised in line with ILO Conventions; the new Government has formed a high-level committee to review it.<sup>2</sup>

The Government has not revised its overall labour policy for nearly 30 years. With support from the ILO and other international organizations over a period of about eight years, the Government developed a Child Labour Elimination Policy, which awaits approval. If approved, the proposed policy is a step forward, but continuing support for policy development in this area will be needed. New policies on occupational safety and health (OSH) and technical and vocational education and training (TVET) are under development, and the Government has announced plans to launch an employment guarantee scheme, providing 100 days of employment to one person per family. Minimum wages are specified at different levels for different sectors. They are very low, and they are revised very infrequently (most recently in 1985, 1994 and 2006).<sup>3</sup> No mechanism is in place to adjust them in line with changes in the cost of living, and the process of adjusting them is politically charged. The recently elected Government pledged to revise minimum wages and to establish a permanent wage board.

The Government has insufficient institutional capacity to enforce labour laws and policies, and the country's eight Labour Courts have insufficient capacity to process their caseloads in an effective and timely manner.

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1 Committee of Experts on the Application of Conventions and Recommendations (CEACR), 2008/ 79<sup>th</sup> Session. *Observations on the application of ILO convention 100 (Equal Remuneration Convention) and on the application of ILO Convention 111 (Discrimination –employment and occupation)*

2 With regard to labour relations, the following are some of the inconsistencies between the Labour Act 2006 and the ILO Conventions reported in the 2009 CEACR Report and a recent ILO-BILS study: the Labour Act imposes undue restrictions on the right to strike; Government authorities may appeal against court verdicts in labour-related cases; employers are not prohibited from terminating employees without cause; only currently employed workers in an establishment are permitted to engage in trade union activities in the establishment; and the location of trade union offices and industrial actions are prohibited within 200 meters of the relevant establishment's premises. With regard to gender equality and discrimination, the CEACR Report notes that the Labour Act 2006 does not apply the principle of equal wages for male and female workers for work of equal nature or value to the non-wage aspects of remuneration, and it does not prohibit discrimination in employment and occupation as broadly as provided in the Discrimination (Employment and Occupation) Convention (such as in vocational training and terms and conditions of employment).

3 The minimum wage varies from 1,250 taka (about US\$18) per month in jute manufacturing to 2,250 taka (about \$32.5) in shipbuilding.

## 2.5 Skills and the labour market

Bangladesh suffers from a mismatch between employment opportunities and the skills of job seekers. The educational system produces entrants to the labour force with qualifications that do not match the requirements of the productive sectors of the economy. Over the past few decades, the ratio of unskilled to skilled workers has

increased in Bangladesh, while most other countries have experienced the reverse trend—and while the global demand for skilled workers has risen. Bangladesh lacks mechanisms to identify which skills are in demand where and to train potential labour migrants accordingly.

Technical and vocational education and training is an important tool to improve the employability of individuals, increase productivity in industry and reduce poverty. In Bangladesh, however, the TVET system is hampered by inadequate links with industry, outdated curricula and delivery strategies, and little flexibility to respond to training needs at the local level. Bangladesh has an obsolete national skills standard that lacks international compatibility.<sup>4</sup> No system is in place to provide employers with reliable signals of the skill levels of job applicants. TVET is highly centralized but poorly coordinated, with multiple ministries and private enterprises offering training courses without common curricula or standards. Private training institutions are not regulated. Instructors generally lack practical experience and classroom equipment, so they teach mainly theory. TVET managers and teachers often fail to recognize their roles in promoting employment and employability. Enrolment in regular TVET courses requires the completion of grade 8 or higher, which effectively excludes a large proportion of the working-age population. Formal apprenticeships are almost non-existent; instead, many young people engage in non-formal apprenticeships, for which there is no quality control or system for recognizing their learning. Training is supply driven because there is a lack of data on the demand for Bangladeshi workers and the skills needed, both domestically and abroad.

The Government established a high-level National Skills Development Council (NSDC), which the prime minister chairs, signalling national commitment to addressing the shortcomings in the current TVET system. With support from the ILO and the European Commission, the Government is undertaking TVET reform. The NSDC has not yet met under the current Government but is expected to play an important role in the development and implementation of a new TVET framework.

## 2.6 Private sector and SME development

In recent years, there has been substantial private sector development, especially in and around Dhaka. Small and medium enterprises (SMEs) constitute more than 99 per cent of Bangladesh's private sector establishments and provide employment to 70–80 per cent of the non-agriculture labour force. They are concentrated in the Dhaka division, but more than half of them are located in rural areas, creating favourable prospects for industrial dispersion. Growing links among enterprises of various sizes throughout supply chains have expanded SMEs' opportunities for subcontracting and outsourcing. As noted, women's involvement in SMEs has increased in recent years, especially in home-based micro enterprises. For several years, the Government strove to increase its role as a facilitator to SMEs (and the private sector generally). However, SMEs—especially the smallest enterprises among them—continue to experience a number of obstacles to their growth and their contributions to the economy, employment and poverty reduction. These include the skills shortage, poor access to finance, weak infrastructure (especially access to electricity), weak technological competence, difficulty in gaining market access and limited international market experience. They also face governance issues related to corruption, weak law and order, political turmoil and weak mechanisms for contract enforcement and dispute resolution. Legal, regulatory and administrative procedures tend to be excessively cumbersome. Bangladesh's business associations have little representation from SMEs, which leaves them without a significant voice in policy development processes.

Over the past 30 years, Bangladesh has developed a vibrant microcredit sector and become a world leader in this area. The majority of poor households have access to microcredit. Many studies have shown that microcredit has enabled increased levels of income and consumption and positive social impacts, including the empowerment of women. Nonetheless, a lively debate is ongoing in Bangladesh regarding the contribution of microfinance to

<sup>4</sup> About 70 countries have national vocational qualification systems that enable learners to obtain internationally recognized certificates that indicate their competency levels.

poverty reduction in the country. Challenges in the microcredit system include high interest rates, weak coordination among NGOs and microfinance institutions, weak regulation of the microcredit sector and overall weaknesses in the financial system. Vicious cycles of borrowing, dependency on microcredit and pressure on potential clients to borrow are growing concerns.

## 2.7 Social compliance, occupational safety and health, and the environment

In Bangladesh, most efforts towards social compliance have concentrated in the garment sector, where international buyers have demanded that their suppliers demonstrate corporate social responsibility throughout their supply chains. A number of development partners, including the ILO, have supported progress in this area for more than ten years, partly through the promotion of social dialogue. In 2006, the Government constituted a high-powered body known as the Social Compliance Forum for the ready-made garment (RMG) Industry, chaired by the minister of commerce and co-chaired by the minister of labour and employment. The Forum meets every three months and includes representation from multiple ministries, industry associations, civil society, workers' organizations and international development partners.

Many international buyers have codes of conduct linked with the laws of Bangladesh. Buyers implement their codes of conduct through audits that involve open meetings with factory management, factory tours, document reviews, interviews with workers, correction plans and unannounced follow-up visits through regular audits, correction plans and monitoring. In general, the codes of conduct address issues of child labour, forced labour, health and safety, compensation, working hours, discrimination, discipline, free association and collective bargaining, and management systems. Industry associations (particularly the Bangladesh Garment Manufacturers and Exporters Association (BGMEA) and the Bangladesh Knitwear Manufacturers Association (BKMEA)) also apply social compliance criteria to their members and monitor compliance accordingly. An RMG buyers' forum also meets quarterly to discuss good practices and common concerns.

During the DWCP cycle, RMG buyers shifted more and more business to Bangladesh, indicating an overall comfort with social compliance in the country. However, unrest in the RMG sector continues to erupt periodically, showing the need for continuing vigilance and concerted efforts to address social compliance issues, including harmonious industrial relations.

Work-related deaths and injuries are common in Bangladesh. The Government collects data on deaths and injuries in factories and establishments, some NGOs collect data reported in the media, and the ILO provides some estimates. But comprehensive, reliable data are not available.<sup>5</sup> Employers and policy makers have generally not recognized occupational safety and health as a priority. National discussion about OSH issues tends to arise only in response to major industrial accidents. Bangladesh has not ratified the core Occupational Safety and Health Convention (No. 155). The Labour Act provides the opportunity for workers, their families and trade unions to file court cases for compensation in the event of work-related accidents and diseases. Knowledge about occupational diseases and the capacity to pursue legal recourse is very limited, however, and the labour court system is weak.

The Department of Inspection for Factories and Establishments (DIFE) in the Ministry of Labour and Employment (MOLE) is the main government body responsible for enforcing the OSH provisions of the Labour Act. The DIFE is severely understaffed and poorly funded and equipped. It has approximately one inspector for every 16,000 establishments and factories, and they rely on public transportation to get around. The DWCP review team visited the DIFE's Chittagong office, which is expected to cover 15-16 of the country's 64 districts (including districts in the far north and far south of the country) with 21 sanctioned posts, only 8 of which were filled at the time of the visit. The inspectors are not reimbursed for trips within five miles of their office and are minimally reimbursed for trips beyond five miles. The MOLE officials consulted by the review team acknowledged the weaknesses of the DIFE and the need for filling vacancies and strengthening its capacity to enforce OSH laws and policies.

Little is currently known about the links between employment and the environment in Bangladesh. The Government does not have a policy on recycling or incentives for firms to invest in emissions reduction. The private sector generally lacks the capacity to analyse the long-term returns on investment in environmentally friendly technology. The concept of "green jobs" is new in Bangladesh and has not been defined in the national context. Baseline data are not yet available from which to measure the impact of environmental protection—or the potential establishment of green jobs—on employment.

5 The ILO estimates that every year in Bangladesh 11,700 workers die from work-related accidents, 24,500 die from work-related diseases and 8 million suffer work-related injuries, many of which result in permanent disability. Based on newspaper reports, the Bangladesh Occupational Safety, Health and Environment Foundation estimates that at least five workers are killed and 20 are critically injured in their workplaces every day. About 8,000 industrial accidents, including 20-40 fatal accidents, are annually reported to the Department of Inspection for Factories and Establishments.

## 2.8 Decent work and the ship recycling industry

When ships come to the end of their profitable life, they are sold to ship breakers for recycling. Bangladesh has become the leading ship-recycling country in the world. Although all ship recycling takes place in a small area—within an 8–10 kilometre stretch of beach north of Chittagong, it is an important economic sector. It provides most of the steel used for construction and infrastructure development and also provides furniture, generators, electrical equipment, fittings and other materials that are recycled or re-used and is a significant source of government revenue. Representatives of the Bangladesh Ship Breakers Association (BSBA) informed the DWCP review team that the volume of ship recycling is increasing rapidly. All the workers in the industry are male. Their employment follows a seasonal pattern, with most activity during the dry season (October to March). Estimates of the number of people employed during the high season range from 30,000 to 150,000, and estimates of the number involved in forward links range from 100,000 to 2.5 million.

The process of recycling ships creates tremendous challenges to workers' health and safety and to the environment. Ships sold for scrapping contain hazardous substances, and the procedures used for dismantling the ships are rudimentary. The owners of the yards tightly control access to them, so reliable data on the numbers of workers, their working conditions, the frequency of accidents and the question of whether or to what extent child labour is employed in the yards are unavailable. Observers widely agree, however, that working and living conditions for ship-recycling workers are abysmal. Workers face health risks from handling hazardous chemicals, and fatal and disabling accidents are common. Safety procedures and protective equipment are generally unavailable or disregarded. Most workers in the ship-recycling yards are internal migrants from poverty-stricken districts in the northwest of the country. They work without a contract for labour contractors, and they move from yard to yard, depending on where the ships are that are ready for dismantling. Workers in ship recycling are not organized, though trade unions in other sectors have taken initial steps to motivate a forum for ship-breaking workers. A group of NGOs that monitors ship recycling concluded in 2008 that about 25 per cent of workers in the shipyards were children (FIDH et al., 2008). Unannounced labour and environmental inspections take place rarely, if ever.

Participants in a diplomatic conference adopted an International Convention for the Safe and Environmentally Sound Recycling of Ships in Hong Kong in May 2009. This Convention provides a potentially important tool for motivating progress. Its regulations cover the operation of ship-recycling facilities and the establishment of an enforcement mechanism for ship-recycling regulations.

## 2.9 Social protection

Existing social protection and social security schemes have limited coverage and poor efficiency and effectiveness. A 2009 ILO-supported study by the Centre for Policy Dialogue (2009) found that Bangladesh's labour laws and regulations are almost at par with those of its competing countries (such as India and China), but workers in Bangladesh are disadvantaged in their lack of social security. Public sector employees, who constitute about 4 per cent of employed persons, have access to pension funds, contributory provident funds, benevolent funds, group insurance, maternity benefits and support for health care. Employees in the formal private sector, who constitute about 17 per cent of employed persons, often have access to such resources, but their coverage and quality vary greatly by sector and institution. For workers in the informal economy, who constitute the vast majority of the labour force, social protection and social security benefits are virtually non-existent.

## 2.10 Labour migration

Overseas employment is a major livelihood strategy in Bangladesh, providing substantial employment while generating foreign exchange. The number of temporary expatriate workers is about 6.5 million and has increased rapidly in recent years. According to data of the Ministry of Expatriate Welfare and Overseas Employment (MEWOE), nearly 880,000 Bangladeshis obtained official clearance to work abroad in 2008. The number of clearances more than tripled between 2005 and 2007. Reflecting the global financial crisis, this number continued to grow in 2008 but at a slower rate, and it appears to be falling in 2009.<sup>6</sup> The MEWOE figures capture only those workers who

<sup>6</sup> According to media reports, 327,359 workers found employment abroad in January to August 2009, down from 530,604 in the same period in 2008 (see AZM Anas, "Bangladesh faces new job burden", *Financial Express*, 4 September 2009.)

migrate through formal and legal channels—the actual number of labour migrants is likely to be substantially higher. Almost half of all recent labour migrants were destined for the United Arab Emirates; other significant destination countries are Saudi Arabia, Malaysia, Singapore and Oman.

Bangladesh has little data on returnees, but an increase in the flow of returnees has been evident since the start of the global financial crisis.<sup>7</sup> The slowdown in the outflow and the increasing number of returnees has the potential to create additional pressure on the domestic job market. Remittances have nonetheless continued growing strongly; they increased by 22 per cent in fiscal year 2008/2009, reaching US\$9.7 billion, representing 11 per cent of GDP.

The contribution of remittances to the national economy is widely recognized, but the rights and welfare of the migrant workers who earn those remittances receive far less attention. Bangladeshi expatriate workers face numerous disadvantages. More than half of them are unskilled, leaving them vulnerable to low wages, poor benefits and a lack of mobility in the destination country. Media reports suggest that migrants are often exploited in their countries of destination, enduring poor working conditions, breaches of contract by their employers and other forms of abuse. The sponsorship system often prevents workers from working for employers in the destination country other than the one that recruited them initially, making them especially vulnerable in the event of retrenchment. Most expatriate workers are not organized.

Middle Eastern countries, which are the destinations for most Bangladeshi migrant workers, prohibit trade unions and collective bargaining. Trade unions in Bangladesh do not have mechanisms to support workers in foreign countries.<sup>8</sup> The Bangladeshi diplomatic missions in destination countries are seldom adequately responsive to the needs of the migrant workers. With support from civil society and various international organizations, including the ILO, the Government established some programmes for training and providing information to prospective migrants. But many migrants still leave the country poorly prepared for what lies ahead.

The average costs of labour migration for individual migrants have risen rapidly in recent years and are now substantially higher than the costs that migrants from neighbouring countries encounter. The high costs result from high recruitment fees, the unscrupulous practices of some recruitment agencies, weak government enforcement capacity regarding recruitment and the prevalence of intermediaries both at home and in the destination countries. Given the high costs of migration, migrant workers who lose their jobs soon after migrating often face serious financial loss and heavy debt upon their return to Bangladesh. Programmes are not in place to provide returnees with the information, social security benefits, employment services and financial services they need to successfully reintegrate into society.

The majority of formal labour migrants are male. National legislation prohibits women who are younger than 25 from migrating overseas for work. Very few recruitment agencies are authorized to arrange overseas employment for women, and the caps on recruitment fees are lower for women migrants. Some research indicates that the limited support for female labour migrants and the restrictions on female labour migration push the process underground and contribute to flows of undocumented migration.<sup>9</sup>

The Government has signed agreements with the governments of some major destination countries on the rights of migrants and is engaged in bilateral negotiations with others. Tripartite mechanisms are not yet in place, however, to monitor the implementation of these agreements. Moreover, Bangladesh has not ratified the ILO Migration for Employment Convention (Revised), 1949 (No. 97) or the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.

<sup>7</sup> With regard to its figures on the number of workers who obtained clearance to work abroad, the MEWOE notes that “inflow of returnees is not included in this figure, which may be 50 per cent of total figure.”

<sup>8</sup> One exception, which could serve as a valuable example, is that International Trade Union Confederation Bangladesh has signed a bilateral agreement with the Malaysian Trade Union Congress.

<sup>9</sup> See, for example, Blanchet, Therese for USAID/Winrock International, 2009.

## 2.11 Child labour

Child labour is widespread in Bangladesh. National surveys indicate that 13 per cent of children between the ages of 5 and 14 years work.<sup>10</sup> The rates of child labour are higher among boys than girls (17.5 per cent compared with 8.1 per cent) and slightly higher among children living in rural areas relative to those in urban areas. The overall child labour rate in urban areas, however, masks the high prevalence of child labour in the urban slums, which, at 19 per cent, is the highest rate in all the areas of residence studied. Child labour is also exceptionally high in the tribal areas, at nearly 18 per cent. Around 45 per cent of child labourers do not attend school. The agriculture sector accounts for most child labour (62 per cent), while the service and industrial sectors account for 23 per cent and 15 per cent, respectively.<sup>11</sup> Many children younger than 5 are passive workers—they accompany their parents to work because of the absence of childcare options.

Child labour has received considerable attention in the ready-made garment sector because of the pressures Western consumers have placed on garment buyers to prevent child labour in their supply chains. A ten-year project of ILO constituents, UNICEF and the United States Department of Labour culminated in a comprehensive inspection that confirmed the elimination of child labour from the garment sector in 2006. Major Western buyers of garments conduct their own inspections for child labour, but no comprehensive follow-up surveys have been carried out on the sector as a whole.

A large proportion of children's work is hidden and unlikely to be captured in the official figures. This includes child domestic work and the commercial sexual exploitation of children. Child domestic workers are extremely vulnerable to physical, sexual and verbal abuse, and they typically lack opportunities for education. The ILO considers child domestic workers as a high-risk group. Sex workers, former sex workers and the children of sex workers experience strong social stigmas that make integrating into mainstream society virtually impossible. Child sexual exploitation occurs on the streets, in large registered brothels and in some hotels. Bonded child sexual exploitation is common in the brothels, and the absence of alternative livelihood opportunities for former sex workers encourages them to perpetuate the system by investing in the exploitation of children. Social acceptance of those who procure child sex workers, the lack of birth registration for most children and the weakness of the police force contribute to the placement of children in brothels. Interventions to change attitudes and improve law enforcement in this area are direly needed.

A number of factors underlie the prevalence of child labour in Bangladesh. Poverty, high rates of adult underemployment and unemployment, and low adult wages lead many families to arrange work for their children. Employers seek child workers because they accept lower wages than adults, they are relatively agile and easy to control, and they are unlikely to defend their rights, including the right to organize. Deficiencies in the quality of basic education and TVET make work a more viable option for many children. The legal and policy framework governing child labour is inadequate, and enforcement of existing laws and policies is weak. Child labour is widely accepted in society, and the harms of child labour are not well recognized.

Bangladesh has ratified the ILO Worst Forms of Child Labour Convention, 1999 (No. 182) but has not ratified the Minimum Age Convention, 1973 (No. 138), though the Government has indicated a commitment to ratifying it in the near future. The Labour Act defines minimum ages for light, regular and hazardous work (ages 12, 14 and 18, respectively), but these types of work are not clearly defined. The Government has weak institutional capacity to enforce the law, and corruption has been a problem in the monitoring process. The monitoring system addresses only the formal sectors, whereas the vast majority of child labour is in the informal economy. Domestic labour currently has no legal status or recognition.

The Government has not yet taken action to reduce the demand for commercial sex with children and rarely (if ever) prosecutes those who procure sexually exploited children. The Suppression of Violence Against Women and Children Act of 2000 (amended in 2003) provides for the prosecution of the perpetrators of trafficking, but it does not prohibit the sale and trafficking of boys between 16 and 18 years of age. Bangladeshi law does not recognize male-to-male rape, leaving little opportunity for sexually exploited boys to seek justice.

<sup>10</sup> The Multiple Indicators Cluster Survey (MICS) 2006 and the National Child Labour Survey 2002–2003 found the proportion of children working to be 12.8 and 13.4, respectively. The MICS 2006 defines child labour as “children aged 5–14 years who are working in unacceptable forms of employment.” This definition includes children aged 5–11 who are engaged in at least one hour of economic work or 28 hours of domestic work and children aged 12–14 who are engaged in at least 14 hours of economic work or 28 hours of domestic work.

<sup>11</sup> Data comes from the MICS 2006 only, pg 102.

ILO Convention No. 182 requires the Government to take “effective and time-bound measures to: a) prevent the engagement of children in the worst forms of child labour; b) provide the necessary and appropriate direct assistance for the removal of children from the worst forms of child labour and for their rehabilitation and social integration; c) ensure access to free basic education and, wherever possible and appropriate, vocational training, for all children removed from the worst forms of child labour; d) identify and reach out to children at special risk; and e) take account of the special situation of girls.”

After ratifying the Convention in 2001, the Government initiated its own project to combat the worst forms of child labour in major urban areas. At the same time, the ILO and the Royal Netherlands Embassy began supporting a pilot project to develop a time-bound programme (TBP) for eliminating the worst forms of child labour. The TBP was prepared and agreed among stakeholders in 2006, though the Government has not yet formally recognized it. The TBP contains nine components, which it envisions will be supported by numerous national and international agencies:

- national capacity building
- awareness-raising and advocacy
- policy and legal reform
- urban informal economy
- rural informal economy
- basic education
- technical education
- poverty reduction
- unconditional worst forms of child labour.

Child labour appears not to have been a high priority of the Government during the DWCP period. For example, the report of the mid-term review (April 2009) of the project to eliminate the worst forms of child labour from the urban informal economy included the following observation: “It was assumed that child labour would remain as a development priority of the Government. Despite positive policy statements there are a number of indicators that suggest that this has not been the case, in particular the ongoing delays in approving the Child Labour Policy, the lack of any official endorsement for the TBP and the lack of significant financial commitments to child labour elimination initiatives.”

Some positive steps are underway at the local level in some areas. An important example is the role played by the Child Labour Elimination Action Network (CLEAN). CLEAN is a network of 40 NGOs working in 21 districts, mostly in the northwest of the country. CLEAN has brought together local governments, employers, trade unions, parents and community leaders in an effort to reduce child labour and eliminate hazardous child labour. Local governments use their influence with communities and their control over business licensing to combat hazardous child labour. NGO members of CLEAN provide training programmes for older children withdrawn from hazardous labour and microcredit for the parents of former child workers. In some districts, CLEAN has helped children withdrawn from hazardous work to form Child Brigades, which raise awareness about child labour using child-to-child approaches, such as child-friendly dramas. Child Rights Protection Forums, established by CLEAN, conduct monthly monitoring visits to workplaces where children have been employed in hazardous work.

The DWCP review team visited some of the communities where CLEAN is active and found substantial awareness and commitment on the part of a wide range of stakeholders. Having learned about Convention No. 182, some employers said they had identified hazardous processes in their enterprises, removed child workers from them, adjusted children’s work schedules to accommodate schooling and provided financial support for the education of child workers. One Union Parishad (UP) chairman said his UP had adopted a policy of requiring recipients of social transfer programmes not to have children engaged in hazardous work and claimed that the union was now free of hazardous child labour.

CLEAN has established a strong model for raising awareness, changing social norms about child labour, reversing the social acceptance of child labour, motivating the withdrawal of children from hazardous work and building local-level cooperation among children, parents, employers, trade unions and local governments. Mainstreaming older children withdrawn from hazardous labour into vocational training programmes and arranging sustainable livelihood alternatives for them were the most significant challenges mentioned by CLEAN members and partners.

## 2.12 Social dialogue

The ILO's definition of "social dialogue" includes all types of negotiation, consultation and exchange of information among representatives of governments, employers and workers on issues of common interest. How social dialogue actually operates varies from country to country and from region to region. Effective social dialogue depends on the following:

- respect for the fundamental rights of freedom of association and collective bargaining
- strong, independent workers' and employers' organizations with the technical capacity and knowledge required to participate in social dialogue
- political will and commitment to engage in social dialogue on the part of all parties
- appropriate institutional support.

Social dialogue can be tripartite, with the government as an official participant, or bipartite, directly between representatives of employers and workers. At times, the tripartite partners may open the dialogue to other relevant actors in society to gain wider consensus. Social dialogue can be informal or institutional, it can take place at the national, regional or enterprise level, and it can be inter-professional or by sector.

For nearly two years during the DWCP cycle, opportunities for social dialogue were curtailed. During most of its tenure, the military-backed caretaker Government in office from January 2007 to January 2009 maintained a state of emergency that suspended many civil and political freedoms provided in the Constitution, including the freedom of association and collective bargaining. Trade union activities were banned during this time. A democratically elected Government came to office in January 2009 with an election manifesto stating that trade union rights would be granted in accordance with ILO Conventions. The prime minister has subsequently confirmed the political commitment to these rights. This new political environment holds the promise of resumed social dialogue and harmonious industrial relations. However, the lingering difficulties in tripartite relations resulted in several incidents of unrest in the garment industry during 2009. The DWCP review team found that all stakeholders perceive both a great opportunity and a great need for improved social dialogue at present.

Bangladesh has ratified the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), which commits the country to using social dialogue to establish labour standards. In accordance with this Convention, Bangladesh has a Tripartite Consultative Council (TCC) as its highest tripartite body. The TCC has the potential to monitor Bangladesh's compliance with related ILO Conventions and to resolve many labour issues if fully activated and constituted with representatives from the political spectrum. Bangladesh has also ratified the Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87) and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98).

The Government has not replied, however, to the regular comments it receives from the Committee of Experts on the Application of Conventions and Recommendations. As noted, the Labour Act was passed without full consultation among the tripartite partners.

The trade union movement is perceived to be weak and getting weaker. It is confined mainly to state-owned enterprises, with very little presence in the private sector. According to MOLE data, trade unions had only a total of 2.2 million workers in June 2009. This amounts to about 4 per cent of the country's labour force. Over the past five years, MOLE data show that the number of registered trade union members increased by only 1.8 per cent, far less than the increase in the size of the labour force. The number of registered trade unions increased by a larger amount (5.3 per cent), indicating an increasing fragmentation in the trade union movement.

Trade unions must register with the Department of Labour, which reportedly consults with employers before registering any new trade unions. The procedures and conditions required for registering a trade union are complex. To register, a trade union must have the membership of at least 30 per cent of the workers in any establishment or group of establishments. Unions in the same industry are eligible to form industrial federations, and groups of at least 20 industrial federations are eligible to form national trade union federations (representing workers in multiple industries), of which Bangladesh has about 32.

In addition to legal and procedural hurdles, trade unions experience a variety of obstacles to their formation and operation. Despite the advantages of social dialogue to productivity, employers often have a negative view of trade unions. According to trade union representatives interviewed during the DWCP review, employers sometimes influence registration decisions of the Department of Labour and sometimes dismiss employees who attempt to organize unions. The capacity of trade union leaders to organize and to influence the media and policy makers is generally far below that of the leaders of employers' organizations. The restructuring and privatization of state-owned enterprises has reduced the strength of trade unions. The general public views trade unions as politicized and therefore lacking in credibility. Politicization is a result of the interference of successive governments in industrial relations, the limited legitimate opportunities for trade unions to influence policy and the trade unions' low level of independent institutional capacity. Some industries, such as shrimp farming and rice processing, are scattered or situated in isolated areas, making the organization of workers difficult. The casual nature of much of the employment in Bangladesh also makes organization difficult. Female participation in social dialogue is extremely low, though the representation of women in workers' and employers' organizations has increased over the past decade.

The labour courts lack the capacity to address the volume of complaints that arise with regard to labour relations. While access to justice has received considerable attention from the Government and its development partners in recent years, labour-related rights are rarely considered an access-to-justice issue, despite the poor functioning of the labour courts.

The Labour Act includes a provision requiring the employer in an establishment of 50 or more workers to constitute a "participation committee" with representatives of the employer and workers. These committees are expected to promote trust, understanding and cooperation, ensure application of labour laws, foster discipline and occupational safety and health, encourage worker training, improve welfare services for workers and their families, and improve productivity. In the absence of trade unions, the participation committee could play a crucial role in facilitating dialogue between workers and employers. Implementation is not yet underway, but the Government and the leading industry associations in the RMG sector (BGMEA and BKMEA) have committed to forming participation committees in all of their member factories.

## **2.13 Rights of indigenous and tribal people**

Bangladesh has a substantial indigenous and tribal population, which has suffered a long history of violence and discrimination. The country ratified the Indigenous and Tribal Populations Convention, 1957 (No. 107) but has not ratified the Indigenous and Tribal Peoples Convention, 1989 (No. 169). The Discrimination (Employment and Occupation) Convention, 1958 (No. 111), which Bangladesh has ratified, is also relevant. The election manifesto of the current Government makes a number of commitments to promoting and protecting the rights of indigenous and tribal people. These include ending discriminatory treatment and human rights violations against them, ensuring equal opportunity in all spheres of state and social life, securing original ownership of property, repealing discriminatory laws, providing special educational and employment privilege, and preserving language, literature, culture and unique lifestyles.

## III. PROGRESS TOWARDS DWCP OUTCOME 1<sup>12</sup>

### **Outcome 1: *Improved skills training for enhanced employability and livelihoods***

#### **3.1 Community-based training pilot (2003–2006)**

Between 2003 and 2006, the ILO supported the introduction of an innovative model for empowering poor rural women with funding from UNDP. This piloted project provided community-based, employment-oriented training to 1,200 poor women in four rural areas in collaboration with existing technical training centres of the Bureau of Manpower Employment and Training (BMET), NGOs and private enterprises.<sup>13</sup> While many projects have focused on training or microcredit, this project was unique in following a holistic approach involving local economic analysis, the development and delivery of training and post-training services. Beneficiaries, communities and businesses participated in all phases of the project. Because the training was based on demand analysis rather than preconceived notions of what women can or should do, the courses provided skills for non-conventional occupations, such as welding and electrical work, thereby widening participants' occupational choices. The training curriculum incorporated confidence building and gender awareness in addition to technical and business skills. To expand the participants' access to markets, credit and workplace opportunities, the project helped them to establish links with business associations, potential buyers/suppliers, prospective employers, NGOs and microfinance institutions.

The DWCP review team's discussions with stakeholders indicate that the piloted project was successful in raising awareness on the importance of decentralized, flexible, demand-responsive skills development involving multiple partners. In particular, it encouraged BMET managers and trainers to seek greater flexibility and public–private partnerships. Many beneficiaries appear to have continued working in the vocations for which they received training and to have great appreciation for the changes the project brought to their lives. One NGO visited during the review, however, provided training under the project that appears not to have led to sustainable work for the beneficiaries. Upon further enquiry, the review team learned that this training was provided late in the project cycle and that the beneficiaries did not receive follow-on support. The new ILO-supported TVET Reform Project, which is drawing upon the experiences and lessons learned from the piloted project, is currently conducting a study that will provide a concrete assessment of the results of the pilot. One clear shortcoming is that mechanisms were not in place to sustain momentum after the project closed. As a result, the new TVET Reform Project cannot benefit from the local relationships built under the community-based pilot.

ILO and its partners learned a number of valuable lessons from their experience with the community-based training pilot. A holistic approach integrating economic analysis, confidence building, technical and business skills training, market access and post-training services is more promising than a piecemeal approach. Existing technical training centres have the potential to reach the informal economy, provide flexible services based on local demand, engage local businesses and communities in a participatory approach and to address the training needs of a largely unreached target group—poor rural women. With adequate support, women can succeed in non-conventional occupations. The limitations of local markets make links with wider markets important. Sustaining and expanding the model will require policy, administrative and budgetary support to the training providers and the delegation of greater decision-making authority to individual training centres. Cooperation and networking between the public and private sectors on issues of training and employment need to be institutionalized.

#### **3.2 TVET Reform Project (2008–2012)**

The TVET Reform Project aims to transform Bangladesh's TVET system. The project envisions a TVET system that responds to the needs of the private sector and delivers graduates with market-oriented skills and enhanced employability, ultimately leading to poverty reduction, improved productivity in industry and services, expanded national human capital and enhanced labour market participation, social inclusion and the empowerment of disadvantaged groups. The ILO is implementing the project in cooperation with the Government and with funding

<sup>12</sup> Please see also annexes IV and V for summaries of progress and performance by outcome and output, respectively.

<sup>13</sup> BMET is within the Ministry of Expatriate Welfare and Overseas Employment (MEWOWE).

from the European Commission. The project's three main partners are the Ministry of Education's Department of Technical Education (DTE), the BMET and the Bangladesh Technical Education Board. The project has been fully staffed since October 2008.

The TVET Reform Project has five interrelated components linked to its five expected outcomes, as follows:

- 1. TVET policies, systems and legislation strengthened.** This component aims to improve TVET policy and ensure its effective implementation, improve the legal and regulatory environment, improve the structure and coordination of TVET system and improve monitoring and accountability in TVET (including the development of a national database and national capacity to analyse supply and demand for skills).
- 2. Flexibility, quality and relevance enhanced.** This component aims to develop a competency-based national vocational qualifications framework, establish skills standards for high-demand occupations in selected growth and export-oriented sectors, develop courses and curricula based on skills standards, enhance quality assurance mechanisms (including guidelines for accreditation) and build national capacity to carry out these processes continuously in the future.
- 3. TVET institutions strengthened.** This component aims to improve the capacity of the managers and teachers in TVET institutions, to ensure that national TVET policy recognizes the role of private and NGO training providers and that they participate in the institutional reforms, and to promote decentralized, entrepreneurial TVET management.
- 4. Improved skills and enhanced productivity and competitiveness in growth and export-oriented industries.** This component aims to raise employers' demand for higher skills, improve the links between TVET and employers and workers at the enterprise level, introduce modern work practices and support workplace learning and recognition of skills acquired on the job.
- 5. Access of underprivileged groups to TVET increased.** This component aims to mainstream community-based training into TVET, increase working children's access to TVET, improve and support informal apprenticeships, develop a system for recognition of prior learning, extend TVET to people with low education levels and people with disabilities, and increase women's access to TVET.

TVET reform is recognized as critical for all aspects of the country's development; stakeholders seem unanimous in the view that the ILO has a comparative advantage in supporting TVET reform and should play a leading role in that support. Partners and stakeholders—including the donor—expressed a high level of satisfaction with the TVET Reform Project's performance so far. Although it is still in an early stage, the project has an ambitious, detailed set of expected results and targets and is on track to achieve them.

In its Phase I (2008–2009), the project is largely focused on supporting studies, workshops and international fellowships, which has led to an agreed policy process for revamping TVET in the country. The studies included the country's first analysis of skills requirements in growth-oriented industrial subsectors, leading to the selection of four sectors in which the project is focusing much of its work: information technology, leather goods, agro-food processing and shipbuilding. The fellowships appear to have generated knowledge, enthusiasm and ownership among national partners. A Consultative Working Group, set up by the project with representation from the private sector, government and civil society, is developing a national skills policy. Agreement has been reached among stakeholders on the framework for a national technical and vocational qualification system that will be consistent with the national vocational qualifications (NVQ) systems used in many other countries.

The project established Industry Skills Committees for each of the four focus sectors. Each committee has identified a set of critical jobs in its sector and related competencies for incorporation into the National Technical and Vocational Qualification system. Courses leading to NVQ certification are ready for piloting next year. The process of filling the gaps in knowledge about skills demand is underway with the initiation of an international labour demand survey and the development of a TVET database.

Within the component on increasing the access of underprivileged groups to TVET, an initiative called Training for Rural Economic Empowerment (TREE) is incorporating the lessons learned from the community-based training pilot. Recognizing competencies and linking them with the formal TVET system was beyond the scope of the piloted

project, but the new TVET Reform Project will enable this. A study is now underway to determine the trade areas and target communities for TREE. An informal apprenticeship pilot has been developed to enable children from other UN-supported projects to earn apprenticeship certificates. The Government has signalled that the requirement of completing grade 8 before enrolling in TVET, which excludes many underprivileged people, will be removed.

The TVET Reform Project is providing the groundwork for larger, complementary projects that will further expand the reach of the TVET system. The Asian Development Bank (ADB) is starting a Skills Development Project, focusing on the construction, light engineering and garment sectors, and the World Bank is developing a project that is likely to focus on private technical training providers. The TVET Reform Project is also coordinating its activities with UNICEF, which supports basic education for hard-to-reach urban working children, the United Nations Industrial Development Organization (UNIDO), which supports technical training in the textile sector, and the ILO project on eliminating the worst forms of child labour.

The main constraints the project has encountered stem from difficulties in coordination among the many organizations involved. The project's main government counterpart is the DTE, and the project director is the DTE director general. Although skills development is clearly connected with education, its scope of relevance extends beyond. The success of the project hinges largely on the active engagement and cooperation of all relevant government partners, especially those associated with the ministry of education (MOE), the MEWOE and the MOLE. The ministries, however, are not accustomed to working closely together or coordinating their activities. The stakeholders consulted by the DWCP review team raised a variety of concerns, including the views that the MOE dominates the project but places too little priority on TVET reform, that BMET has not played a sufficiently active role in the project and that communication and consultation between the project and DTE is insufficient.

The project recently conducted a self-evaluation exercise and a stakeholder workshop that identified the need for more project engagement and communication with its counterparts. Moreover, the NSDC has not yet become active in providing high-level, multisector, public–private oversight to the TVET reform process, which is a concern to some stakeholders. Coordination issues have also arisen between the project and its government counterparts.

### 3.3 Disaster recovery and livelihoods

The ILO supported several initiatives to promote livelihoods following the natural disasters that occurred in Bangladesh during the DWCP cycle. After the floods of 2004, ILO co-funded NGO microcredit and training programmes for 800 small handloom weavers whose livelihoods were severely affected in two upazilas (subdistricts). Handloom weaving provides employment to millions of people in Bangladesh. The microcredit enabled the weavers to repair damaged equipment, buy raw materials from the market (rather than from traders, with whom they were in a disadvantageous relationship that resulted in them selling their products at lower-than-market prices) and/or raise the plinth of their facilities to enable production to resume and protect equipment from future flooding. The training covered entrepreneurship development and business management, disaster preparedness, management, coping and design development. Most of the direct beneficiaries were women.

The results of the support to the handloom weavers cannot be stated with confidence because the project was monitored only by the implementing NGOs. They reported that the weavers were quickly able to restart their looms and resume their livelihoods and that the initiative demonstrated a model that could be replicated in future disasters affecting occupational groups and/or for supporting poor weavers under normal circumstances. During a visit to one of the communities of beneficiaries, the DWCP review team found that successful weavers were creating employment in their villages (mainly for men), and some of their employees had developed skills that enabled them to open their own enterprises. The value of the saris that one beneficiary was producing had increased more than three-fold since the floods, which she attributed to the introduction of new designs meeting demand, in accordance with the training she received. One shortcoming was the lack of mechanisms in place to ensure that decent work principles are followed in the weaving enterprises.

Following Cyclone Sidr in 2007, an ILO team of national and international staff and consultants conducted an assessment of the loss of non-agricultural livelihoods in four severely affected districts. The Food and Agriculture Organization of the United Nations simultaneously assessed the loss of agricultural livelihoods. Using ILO's global methodology for disaster-damage assessment for the first time in Bangladesh, the ILO team used district-level government data (on wages, establishments, population, etc.) for the baseline and interviewed informants (business

people, financial institutions, local government officials, etc.) over a period of about six weeks. The assessment contributed to the UN Resident Coordinator's Early Recovery Framework and to the World Bank's Damage and Needs Assessment.

Feedback from the UN Resident Coordinator's Office to the DWCP review team indicated that the damage assessment was slower and more difficult than expected. This may reflect limitations in government leadership of the process and deficits in the culture of cooperation among UN agencies. It was also ILO's first damage assessment in Bangladesh. The experience gained is expected to make assessments following future disasters easier to start up and manage using local ILO staff and consultants.

After the livelihoods assessment, the ILO supported a cash-for-work project implemented by NGOs in the four affected districts. For the purposes of both livelihoods recovery and the injection of cash into devastated local economies, the project engaged daily wage labour (about 3,800 people, mostly male) in the rebuilding of community infrastructure. The results have not been evaluated.

### 3.4 Refugee livelihoods

As a result of ethnic cleansing and discrimination in neighbouring Myanmar, Bangladesh has a population of Muslim refugees from the northern Rakhine State. Bangladesh does not have a legal framework for refugees. About 30,000 of the ethnic Rohingyas live in official refugee camps. Bangladesh has about 200,000 unregistered Rohingya refugees, mostly living in the Teknaf and Ukhiya upazilas of Cox's Bazar district, which borders Myanmar. The Office of the United Nations High Commissioner for Human Rights (UNHCR) is shifting its strategy in Bangladesh increasingly towards helping the registered refugees to overcome the dependency syndrome that stems from their 20-year experience in the camps and to prepare for resettlement or repatriation. UNHCR is also aiming to reach unregistered refugees and the host population in Teknaf and Ukhiya. Enhancing livelihood opportunities is important for both of these policy directions.

With a small amount of funding from UNHCR in 2008–2009, the ILO provided technical support for an assessment of livelihood opportunities for the residents of the refugee camps. The assessment underscored the importance of job creation—based on demand analysis—within the entire refugee-affected area. According to UNHCR officials consulted during the DWCP review, the ILO's contribution was important and timely. It provided the foundation for the development of UNHCR's strategy for 2010, which will centre on self-reliance and community mobilization. In addition, it led to a framework for local economic development that was adopted by all UN agencies and NGOs operating in Teknaf and Ukhiya. Together with a study by Concern International on community mobilization and a UN mapping of services, the ILO assessment will contribute to the design of a UN joint programme in these upazilas. This experience demonstrates the ILO's ability to make a difference with a small amount of funding applied effectively.

### 3.5 Contributions to policy dialogue

The DWCP envisions that the ILO will support the formulation of policies and programmes that reflect decent work principles and enhance employability, entrepreneurship and livelihoods. During the DWCP cycle, the ILO has stimulated policy discussion with analytical studies and seminars that address pressing employment-related issues in Bangladesh.

With world trade and global economic activity contracting, the impacts of the global financial crisis on employment in Bangladesh are among the most important of those issues. During the 2009 International Labour Conference (June), representatives of governments and workers' and employers' organizations agreed to a Global Jobs Pact to tackle the jobs crisis. The Global Jobs Pact calls for governments to place employment and social protection at the heart of their recovery policies. It sets forth principles within which each country can formulate a policy package suitable to its specific situation and priorities. These principles include enhancing support to vulnerable women and men hit hard by the crisis, such as youth at risk, migrant workers and workers in the informal economy; increasing skills development opportunities and promoting equal access to them; and ensuring coherence with economic, social and environmental sustainability. Strengthening respect for international labour standards and social dialogue are also emphasized. At the regional level, the ILO organized a high-level forum on responding to the economic crisis in Asia and the Pacific in early 2009. The regional forum called for practical measures such

as enterprise support, including access to credit for SMEs and entrepreneurs. It also called for targeted support to specific sectors, such as agriculture, and to vulnerable groups of workers, such as migrants, informal economy workers, women and young people.

In response to the global economic crisis, CO-Dhaka has reinforced the principles set forth in the ILO's global and regional forums in several ways. Tripartite workshops have focused on the subject. The TVET Reform Project has initiated an assessment of the skills needed for international jobs, and the ILO has developed a project to support a strategy on decent work for Bangladeshi overseas workers and returnees. In 2009, the ILO supported a rapid assessment by the Centre for Policy Dialogue (CPD) on the impacts of the global economic crisis on the economy of Bangladesh, with particular attention to employment. The assessment found that export growth has slowed, remittances are still increasing, the number of people obtaining overseas jobs is declining and net foreign aid disbursement is declining. It pointed to the importance of training unskilled workers and ensuring that training programmes provide the skills that are in the highest demand domestically and internationally. The ILO and CPD are sharing these findings widely.

As previously mentioned, a series of studies supported by the TVET Reform Project led to an agreed policy process for revamping TVET in the country. These included the country's first mapping and analysis of growth-oriented industrial subsectors and their skills requirements. The findings informed the implementation of the TVET Reform Project and provided the foundation for subsequent studies by various development partners on skill requirements. They set in motion the process of matching TVET with labour market demand.

The ILO supports the Bangladesh Bureau of Statistics (BBS) in surveys related to decent work. The Government, civil society and the international community use BBS surveys extensively for policy and programme development. The ILO-supported surveys during the DWCP cycle include the Decent Work Pilot Indicators Survey of 2005–2006, a national occupational wage survey and a pilot survey of commercial sexual exploitation of children. The Baseline Survey for Determining Hazardous Child Labour Sectors in 2005 continues to serve as the basis for discussion on the list of these sectors, which the Government has not yet finalized.

### 3.6 Green Jobs

At the global level, the ILO, the United Nations Environment Programme, the International Organization of Employers (IOE) and the International Trade Union Confederation jointly launched a Green Jobs Initiative to assess, analyse and promote the creation of decent jobs in connection with environmental policies. This initiative aims to bring governments, employers and trade unions together to promote environmentally sustainable jobs and development. As part of a regional programme with China and India, the Government and the ILO recently launched the Green Jobs Initiative in Bangladesh in partnership with organizations of employers and workers. One of the project's NGO partners, Waste Concern, is experienced in creating decent work while reducing emissions in the waste management sector and in enabling industries to increase their energy efficiency while improving their working conditions. On the basis of a quick inventory by Waste Concern of sectors with potential for green jobs, the Government has selected three sectors of focus: waste management, renewable energy and construction. An assessment of green job options in these sectors is underway. The project envisions that another partner NGO, Grameen Shakti, will promote women's entrepreneurship in areas such as solar home systems, biogas and organic fertilizer production.

Knowledge management, policy support and capacity building—rather than the implementation of pilot projects—are likely to be the most important areas where the ILO can have a sustainable impact on the creation of green jobs in Bangladesh. ILO could support the development of a national definition of green jobs with related baselines and indicators, assess the net impact of emissions-reduction initiatives on jobs and build national capacity to conduct such assessments. The ILO could advocate for policies that address the long-term risks of climate change, with a view towards creating jobs that are decent and environmentally friendly. Policy changes could include incentives for firms to invest in environmentally friendly technology and the removal of regulatory obstacles to innovative approaches in the creation of green jobs. The ILO could also work with industry associations and financial institutions to strengthen capacity to analyse returns on investment in environmentally friendly technology and to raise awareness about opportunities to reduce costs through green jobs.

## IV. PROGRESS TOWARDS DWCP OUTCOME 2<sup>14</sup>

### **Outcome 2: *Improved coverage of social protection and rights for workers in selected sectors, including for migrants***

#### **4.1 Occupational safety and health**

The DWCP identified strengthening the capacity of ILO constituents and other partners regarding occupational safety and health as a priority area of action. During the DWCP period, the ILO addressed OSH from several angles: The ILO and the World Health Organization (WHO) provided technical and financial support for the formulation of a national OSH policy. Following an ILO subregional tripartite workshop on OSH in 2007, the Government constituted a National Council for Industrial Health and Safety, which is responsible for developing and implementing the national OSH policy. A Government Technical Committee on National OSH Policy, headed by the MOLE, prepared a draft of the policy in 2008 and is currently seeking input through workshops in each of Bangladesh's six divisions and at the national level. The revised draft will be submitted to the OSH Council. The ILO is advocating for workers and employers to play a significant role in this process, although the Government Technical Committee does not have tripartite membership. To inform the ongoing process to revise the Labour Act, the ILO and the WHO are supporting a study that will compare the Labour Act with the ILO's OSH Conventions. Within 2010, the ILO will conduct activities to promote Bangladesh's ratification of the ILO Occupational Safety and Health Convention, 1981 (No. 155) and other OSH-related Conventions.

The construction sector is a logical entry point for influencing OSH policy and practices because of its magnitude and visibility. In the construction sector, the ILO is supporting the development of an OSH profile and training of trainers on OSH issues. ILO envisions supporting activities that will raise worker awareness of OSH-related legal rights and increase the capacity of trade unions to secure legal compensation in the construction and ready-made garment sectors.

#### **4.2 The ship recycling industry: Occupational safety and health and environment**

With technical support from the ILO and funding from UNDP, the DIFE implemented the Safe and Environment-Friendly Ship Recycling Project (SAFEREC) between 2005 and 2007. SAFEREC aimed to improve OSH and working conditions in the industry, to reduce the environmental pollution it generates and to formulate national guidelines for ship recycling. The project provided training and awareness-raising activities for about 6,500 workers (about 80 per cent of the target), developed a worker health and safety training manual, established training cells at some of the yards, provided 125 sets of personal protective equipment to workers, supported tripartite study tours to China and contributed to the drafting of national guidelines for ship recycling. The ILO had envisioned contributing to improvements in the ship-recycling sector after the project's closure, but no activities have been undertaken yet.

The results of SAFEREC were not evaluated. The project may have raised awareness among workers and other stakeholders and broadened the dialogue on ship recycling policy to some extent, but overall, stakeholders seem to agree that the project was unsuccessful in achieving its objectives. This is attributed to administrative difficulties in starting up the project, inconsistent support for the project from the funding agency, a lack of attention to enforcement in the project design, inadequate involvement of the yard owners and external events such as hartals (strikes), political unrest and flood damage to the project office. A group of NGOs recently concluded that working conditions in the ship-recycling yards have not improved since they started monitoring the situation in 2000 (FIDH et al., 2008). National policy and guidelines on ship recycling have not been adopted.

A number of lessons learned from the SAFEREC experience could inform any future ILO involvement in the ship-recycling sector. A study of the social and economic costs and benefits of the ship-recycling industry to Bangladesh—conducted in consultation with all stakeholders—could ensure a common platform of understanding

14 Please see also annexes IV and V for summaries of progress and performance by outcome and output, respectively.

among them and help to focus policy attention on the most pressing issues confronting the industry and its workers. A sustainable impact would be possible only with a holistic approach that includes capacity building for the Government's enforcement mechanisms and worker-training activities that can be institutionalized.

The partnership strategy would need to ensure the active involvement and commitment of all stakeholders—the leading government agencies involved, the BSBA and workers.

The commitment of all stakeholders should be secured before the start of any project, and maintaining effective partnerships should be a continuous part of the project's activities. Consideration would need to be given to the needs and interests of each stakeholder. For example, the DIFE would need substantially expanded human, physical and financial resources to fulfil its responsibilities effectively. The BSBA representatives who met with the DWCP review team expressed an interest in running a permanent training institute for ship-recycling workers and highlighted the need for handling equipment for hazardous materials and a reception facility for hazardous waste.

### **4.3 HIV and AIDS in the workplace**

With funding from UNAIDS, the ILO supported HIV and AIDS sensitization workshops with tripartite partners in Dhaka and Chittagong in 2006 and 2007. The MOLE formed a tripartite committee to oversee the development of a policy and guidelines on HIV and AIDS in the workplace, but the committee appears to have become inactive. The ILO also supported small awareness-raising programmes on HIV and AIDS for female migrants during the DWCP cycle. Overall, the ILO's investment and impact in this area are both very small.

### **4.4 Migrant workers' rights**

The DWCP planned that ILO would "promote regular and safe labour migration". Through regional and national workshops, ILO raised stakeholders' awareness of the rights of labour migrants and the issues they confronting them. During the DWCP cycle, the ILO also supported a small awareness-raising project to reduce the health risks that female migrant workers encounter. The impacts of these initiatives on the realization of migrant workers' rights have not been evaluated.

The ILO incorporated the findings and recommendations from the workshops on labour migration into the design of a new project to support a comprehensive national strategy to promote decent work for male and female migrant workers from Bangladesh. Expected to start in 2010, the project looks to help the Government reform the legal and policy framework for labour migration on the basis of tripartite consultations, to strengthen its institutional and human resource capacity to respond to the demands of foreign employers and the needs and rights of migrant workers, and to design and provide support services for returnees. Regulation of recruitment agencies, migration costs and labour market information systems will receive particular attention. The project will benefit from links with the TVET Reform Project, which is expected to facilitate skills training of potential migrants and returnees in accordance with the labour demand in Bangladesh and abroad.

## V. PROGRESS TOWARDS DWCP OUTCOME 3<sup>15</sup>

### **Outcome 3: *National time-bound programme on the worst forms of child labour implemented***

The ILO's support for eliminating the worst forms of child labour in Bangladesh during the DWCP cycle centred on a project to eliminate selected types of labour in the urban informal economy of Dhaka (the UIE Project). This work is largely based on the experiences of the ILO's International Programme on the Elimination of Child Labour (ILO–IPEC) with two projects that were completed in 2006: i) the time-bound programme preparatory phase; and ii) a pilot UIE Project in Dhaka.

#### **5.1 Time bound-programme framework**

The Worst Forms of Child Labour Convention, 1999 (No. 182) which Bangladesh ratified in 2001, requires the Government to undertake time-bound measures to combat the problem. Accordingly, between 2004 and 2006, the ILO, UNICEF and several donors supported the preparation of a National TBP Framework for 2006–2015 by the ILO's tripartite constituents. The framework is intended to serve as the main implementing mechanism for eliminating the worst forms of child labour. The project also sought to establish the necessary coordinating structures, expand the knowledge base and increase political commitment and public concern regarding the worst forms of child labour. It was successful in preparing an agreed TBP framework, which stakeholders adopted in 2006 and submitted to the Government. It was also successful in expanding the knowledge base on the worst forms of child labour through the preparation and dissemination of a series of research studies, a baseline survey for determining hazardous child labour sectors and a baseline survey on child domestic labour.

The project was not able to generate the political commitment needed to ensure a reasonable pace of progress towards achieving the TBP's objectives. The DWCP expected that the TBP would be implemented, but the Government has not formally recognized it. New projects of support to the TBP have not been initiated, though several ongoing projects of the Government and development partners contribute to its goals. These include the Government's project on the worst forms of child labour in the urban informal economy, UNICEF's project on basic education for urban working children, UNICEF's project on protecting children at risk, the TVET Reform Project and many projects related to poverty reduction.

#### **5.2 Elimination of the worst forms of child labour in the urban informal economy of Dhaka: Pilot project (2000–2006)**

Funded by the Netherlands Government between 2000 and 2006, the UIE pilot project aimed to develop and implement a comprehensive package of strategies, models and programmes. An independent evaluation found that the pilot project achieved its development objective of contributing to the elimination of child labour in Bangladesh. According to the evaluation, the pilot project “developed and tested mechanisms that can generate significant reductions in the worst forms of child labour in the informal economy of Dhaka”. The pilot project's immediate objectives—regarding the provision of viable alternatives to children and guardians, the effectiveness of the project's monitoring system and the extent of awareness raising and capacity building—were achieved “to a large extent”. The components of the pilot project and their results are as follows:

- **Non-formal education and skills development training:** For children aged 8–15 who were withdrawn from a child labour situation, the pilot project provided a) non-formal education, followed by mainstreaming into the primary education system or b) skills development training, followed by decent employment arrangements. Some 20,000 children graduated from the non-formal education programme (70 per cent of those who enrolled), and 500 children obtained “valuable and practical training”. The experience of this component showed the importance of involving employers and linking classroom training with apprenticeships.

15 Please see also annexes IV and V for summaries of progress and performance by outcome and output, respectively.

- **Social and economic empowerment:** The pilot project provided microcredit for income-generating activities to 9,600 guardians whose children were withdrawn from a child labour situation, which increased the guardians' income and contributed to improvements in several dimensions of their children's lives, including schooling, food intake, health and recreation.
- **Strategic partnerships:** Eighty-four multipurpose community centres fostered dialogue on the worst forms of child labour and served as focal points for social, health and cultural services, reaching more than 50,000 beneficiaries and improving coordination among services. In cases where withdrawing children from work was not feasible, the pilot project attempted to reduce the hazards they encountered; accordingly, more than 200 employers participated in a workplace improvement programme, leading to innovative approaches that could be instructive for addressing the worst forms of child labour.
- **Capacity building:** The pilot project expanded the knowledge base "tremendously", strengthened the capacity of its implementing partners and built alliances. Its design, however, unnecessarily restricted the range of partners whose capacity could be built up to a relatively small group of NGOs. The evaluation noted that the ILO's tripartite partners, including the Government, were "hardly ... involved in the project, yet it is hoped that they will be more responsive once the TBP is in place".
- **Advocacy and awareness raising:** The pilot project contributed to social mobilization at the community and national levels but on a small scale because the component had little funding.
- **Monitoring, verification, and tracking.** The pilot project's monitoring, verification and tracking system "provided valuable information that is documented, analysed and disseminated and [did] so in a structured and comprehensive manner".

According to project personnel the DWCP review team interviewed, the UIE Project favourably influenced the Government's own project to eliminate the worst forms of child labour in urban areas, which was implemented simultaneously. For example, following the model tested in the ILO-IPEC pilot, the Government project provided microcredit support to guardians and vocational skills training to older children and brought NGOs together in multipurpose community centres to avoid duplication and gaps in service delivery.

A number of lessons emerged from the UIE Project experience. Mainstreaming service provision into permanent government institutions is important for sustainability. Service delivery alone is not sufficient for addressing the worst forms of child labour; social mobilization, awareness raising and a regulatory mechanism are needed. Multistakeholder involvement—including the Government, local governments, communities, parents and employers—is also essential.

### 5.3 Elimination of selected worst forms of child labour in the urban informal economy of Dhaka (2007–2011)

In January 2007, ILO-IPEC launched a five-year project for eliminating selected types of labour involving children in Dhaka's informal economy, again with funding from the Government of the Netherlands. The project represents one of the components of the National TBP Framework. Building upon the experience with the UIE Project and its lessons, the five-year project was designed to pursue similar interventions: protecting children from the worst forms of child labour, improving workplaces, mainstreaming younger children into primary education, preparing older children for and placing them in decent employment, enhancing the social and economic security of guardians and employers, enhancing knowledge on child labour in the urban informal economy and building the capacity of stakeholders.

The five-year project collaborated with the Dhaka City Corporation (DCC) as its primary partner, giving it the responsibility for contracting service providers—and thereby widening the project's implementation partnerships beyond the central Government and NGOs. City corporations in Bangladesh have powerful elected members and offices in all wards, enabling direct contact with communities. They also issue licenses to all businesses operating in their jurisdiction, including those in the informal economy, and thus have some enforcement authority.

The project experienced serious delays in the start of its field operations. Consultations with national partners during the project formulation period did not reach a clear understanding of the implementation mechanisms. Ambiguity about the technical and financial management of the project led to protracted discussions about the roles of the ILO vis-à-vis the MOLE. The involvement of both the MOLE and the DCC (which operates under the Ministry of Local Government, Rural Development and Cooperatives (MOLGRDC)) in project decisions has been cumbersome and time consuming. The project document's narrow definition of Dhaka as the geographical location for service delivery and the DCC as the primary implementing partner limited the project's scope to respond to the constraints it faced.

The project document did not clearly specify that the ILO could directly contract service providers (as the pilot project had) until the DCC had the capacity to assume this responsibility, and it did not provide sufficient time and resources for DCC capacity building. This resulted in a loss of continuity between the pilot project and the current project. The importance of maintaining continuity was foreseen in the independent evaluation of the pilot project: "All efforts must be made *now* to ensure a smooth graduation of this project from the first to the second phase. Practical time and funding constraints must be overcome soonest in order to maintain the learning capability of this project, not lose the momentum at local implementation level, and not to destruct what has been set up so far."

The DWCP review team's consultations with the management of the new project and representatives of the NGOs that implemented the pilot project confirmed that most of the multipurpose community centres of the pilot project had closed, and the social capital, enthusiasm and employer-community relationships established during the pilot project had been lost.

In addition to problems stemming from the project design, implementation suffered from frequent transfers of key government officials and the lack of mechanisms for institutional memory when these transfers take place. The heavy workloads of those officials detracted their attention from the project and contributed to the delays. Some of the stakeholders whom the DWCP review team interviewed expressed concern that the administrative delays reflected a low level of commitment to the project on the part of the Government.

An independent mid-term evaluation of the five-year project in early 2009 found good progress on one (and only one) of its immediate objectives: developing the knowledge base on child labour in the urban informal economy. Studies were prepared on OSH responses to hazardous child labour, the physical and mental effects of hazardous child labour, partnership models of relevance to the ILO–DCC partnership, child labour in Dhaka satellite towns, existing monitoring systems relevant to the development of a child labour monitoring system, gaps in the knowledge base regarding child labour and selected sectors of the urban informal economy, and the costs and benefits of eliminating child labour. The project cooperated with UNICEF, UNESCO and the ILO's International Training Centre in a training programme, followed by a seminar on child labour and education. The project also provided technical support to the BBS for a piloted survey of commercial sexual exploitation of children (one of the unconditional worst forms of child labour). The survey provides a preliminary baseline for the number of sexually exploited children, their workplaces and characteristics such as age, residence, income, education and health.<sup>16</sup>

The evaluation provided a number of recommendations and set forth clear milestones for the five-year project to achieve during the remainder of the year. The recommendations included increasing the Government's financial contributions to the project and developing closer links with the MOLGRDC for purposes of sustainability and replication. The MOLGRDC has responsibility for all city corporations and pourashavas (municipalities). Hence, it could facilitate awareness raising and advocacy in all city corporations and manage the sharing of the DCC's experiences. The MOLE, the Government of the Netherlands and the ILO agreed to review progress against the milestones in December 2009 and to determine whether to revise or contract the project at that time. If the milestones for 2009 are met, the evaluation recommended that the MOLE, the Government of the Netherlands and the ILO consider expanding the range of the project's direct implementation partnerships and coverage within Dhaka and/or to other urban areas.

The DWCP review team's consultations indicated that the issues surrounding the management of the five-year project have been resolved. The project's main action programmes—one with the DCC for its subcontracts to NGOs and one with the MOLE on the establishment and capacity building of the Child Labour Unit—have been approved. The Child Labour Unit will be a national, interministerial coordinating body located in the MOLE. Its tasks

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16 ILO's Statistical Information and Monitoring Programme on Child Labour supported the BBS survey of commercial sexual exploitation of children.

will include finalizing the Child Labour Eradication Policy, finalizing the list of hazardous sectors, occupations and activities, and developing a child labour-monitoring system.

The UIE Project during the DWCP cycle produced several useful lessons: The close involvement of national counterparts is essential in the project design stage. Projects should incorporate measures to encourage the Government to maintain a committed and proactive approach to the project, for example, through regular dialogue with the relevant ministries and/or the prime minister's office. Increasing financial contributions from the Government could enhance sustainability. Projects should dedicate ample time and resources to building the capacity of implementing partners when their roles in the project will be new to them. Flexibility in the choice of implementing partners, the modalities for the partnerships and the geographic areas to be covered can improve a project's effectiveness in responding to constraints and opportunities as they arise. When NGOs are selected for a project, measures to improve the chances of sustainability could be taken, such as considering only applications from NGOs that have child rights in their regular programmes, requiring selected NGOs to commit to continuing the project activities for a specified time period after the project closes and creating a system for monitoring sustainability. The unique characteristics of urban areas should be taken into account during the formulation of urban-based projects, including the mobility of targeted groups and the difficulty of arranging sustainable facilities (such as multipurpose community centres) in urban areas where land and housing prices are high.

#### **5.4 Other ILO-supported interventions on child labour**

Ten years of support from the ILO, UNICEF and the United States Department of Labour culminated in a comprehensive inspection of the RMG sector in 2006 that confirmed it was free of child labour. This intervention contributed to ongoing vigilance regarding child labour in the RMG sector. Another example of a lasting positive influence from an ILO intervention is the Child Labour Elimination Action Network (CLEAN) previously described. CLEAN was established at the end of an ILO-supported project in 2004.

In addition to its support for projects related to child labour during the DWCP cycle, the ILO has provided policy support toward the elimination of the worst forms of child labour. It supported the development of the Child Labour Eradication Policy, which now awaits Government approval, and advocated for ratification of the Minimum Age Convention, 1973 (No. 138), which is expected in the near future.

## VI. PROGRESS TOWARDS DWCP OUTCOME 4<sup>17</sup>

**Outcome 4:** *Enhanced capacities of tripartite partners and mainstreaming of decent work principles into programmes and plans of partners, including UN agencies*

### 6.1 Enhancing the capacities of tripartite partners

The tripartite partners with whom the ILO works most closely are the Ministry of Labour and Employment, the National Coordination Committee for Workers Education (NCCWE) and the Bangladesh Employers Federation (BEF). The NCCWE is a platform of 14 national trade union federations, representing most of the organized workers in the country.<sup>18</sup> The BEF represents all associations of the major industries and some individual enterprises. These organizations represent workers and employers in the formal, non-agriculture sectors only. The ILO also works closely with the Bangladesh Institute of Labour Studies (BILS), which provides research and capacity building support related to the trade union movement. With these organizations, the ILO has supported a variety of workshops, training programmes and research initiatives. These have addressed topics such as labour law reform, freedom of association, gender in social dialogue, safe migration, occupational safety and health, ILO standards, globalization, child labour, the informal economy, HIV and AIDS in the workplace and the rights of indigenous and tribal people.

The current political environment presents a critical opportunity to promote social dialogue and tripartite contributions to policy development. ILO and its tripartite constituents acted quickly to begin building momentum for social dialogue following the lifting of the state of emergency. For example, in January 2009, the same month the new democratically elected Government came to office, the ILO organized a Tripartite Seminar on the 60th Anniversary of the ILO Conventions on Freedom of Association and Collective Bargaining that was covered by the national media. The seminar created a consensus that the Labour Act should be revised in line with these Conventions; a declaration adopted during the seminar is expected to form the basis for the revision process.

A priority area of action in the DWCP was assistance to workers in the informal economy “through the formation of self-help groups and development of cooperatives for ensuring decent work”. The ILO and the NCCWE formed two successive projects with very small funding (US\$25,500) starting in mid 2005. The projects aimed to enable the establishment of ten cooperatives of workers in the informal economy. They were successful in organizing 336 informal workers in four workers’ organizations—two cooperatives of construction workers in Dhaka, one in Chittagong, and one association of street vendors in Dhaka. The projects may have enhanced the competence of some trade union representatives in organizing workers in the informal economy, and they may have enabled a small number of workers in the informal economy to act collectively towards the realization of decent work. They may also have provided a replicable model for organizing workers in the informal economy. The projects have not been evaluated, however, and their overall impact is likely to be small given the small number of workers involved.

With ILO support and in collaboration with the NCCWE, the Bangladesh Institute of Labour Studies is currently conducting an analysis of women’s participation in trade unions, the barriers they encounter and potential remedies. The findings are expected to inform the development of an NCCWE action plan for promoting gender equality in the trade union movement and in the workplace.

Study tours and international fellowships comprised a large part of ILO’s capacity-building support. Under various projects and funding arrangements, the ILO supported the participation of 110 tripartite partners and representatives of civil society (other than trade unions) in study tours and fellowships in 14 different countries, mostly in Asia, during the DWCP cycle. The duration of the programmes ranged from 2 to 31 days. Government officials and employers accounted for 35 per cent of the participants, while trade union members and other civil society representatives accounted for 23 per cent and 7 per cent, respectively. In some cases, the same person participated in multiple programmes.

The DWCP review included a tracer study to assess the participants’ perceptions of whether and how these

<sup>17</sup> Please see also annexes IV and V for summaries of progress and performance by outcome and output, respectively.

<sup>18</sup> Bangladesh has 32 national trade union federations in total.

programmes have affected their professional lives. The tracer study involved a survey and interviews with 38 of the participants: 13 government officials, 15 employers and 10 workers' representatives. Most of the respondents to the tracer study reported that the training they received was useful. Six of the government officials who responded, however, are no longer using the skills they acquired because they have been transferred to other ministries. This was especially common for secretaries in the MOLE. Nine of the respondents (24 per cent) indicated that the programmes had enabled them to perform their jobs much better. The trade union participants found that the common meeting place with employers established greater collaboration among social partners. They found the training on business finance especially important for improving their capacity to engage in collective bargaining. They have handed over their training materials to the national trade centre and the BILS library, enabling other trade union leaders to access them. Some of them reported working on skills development more closely with employers as a result of the training they received. Four of the ten trade union respondents, however, indicated that the programmes did not result in any notable outcome for them because of the suspension of trade union activity during 2007 and 2008 under the state of emergency.

The programmes related to social dialogue—particularly the introduction of the concept that workers and employers are “social partners”—brought strong responses: highly positive views from some trade union representatives, scepticism from others (who considered the concept a tool for employers to manipulate workers) and concern from some employers that the concept could rupture the chain of command, leading to labour indiscipline. Given the traditional hierarchy in the workplace, it is not surprising that some resistance was encountered, and this could even represent the beginning of a process of change. These programmes introduced important perspectives and information and could contribute to improved social dialogue if continued and expanded in a political environment favourable to tripartite interaction.

Just over half of the respondents reported that the training materials and resource persons were excellent. The shortcomings reported by respondents included the short duration and limited coverage of the programmes, their ad hoc nature, the use of English when some participants were not fluent in English and insufficient follow up. The participants' suggestions for future study tours and fellowships included expanding the duration and coverage (especially in bringing about common understanding among workers and employers on the ILO core labour standards), providing materials in the local language, providing more training for trade union representatives on information technology and creating a position of capacity building expert in the CO-Dhaka.

The tracer study led the DWCP review team to conclude that the study tours and fellowships contributed moderately to the capacity building of the ILO constituents who participated and responded to the study. Workers' representatives—who need capacity building the most—were unfortunately the least represented of the constituents. Moreover, the participants who attended more than one of the programmes tended to be among those who already have the most capacity.

Mechanisms for measuring the impact of the interventions to enhance the capacities of tripartite partners under the DWCP are not in place. The DWCP review team's discussions with ILO staff and partners indicate that ILO's role is valued and has been critical to maintaining awareness of decent work principles and keeping them on the policy agenda, but a number of constraints prevented them from leading to significant capacity building or social dialogue. The resources available for local capacity building were very limited, and all of the capacity-building interventions were of short duration and provided on an ad hoc basis. The state of emergency in 2007–2008, which suspended trade union activity, placed an enormous constraint on tripartite initiatives—a constraint that could not have been anticipated during the formulation of the DWCP.

## **6.2 Mainstreaming decent work principles into programmes and plans of partners**

During the DWCP cycle, the ILO cooperated in a number of ways with the Office of the UN Resident Coordinator, the agencies of the UN Country Team and other development partners. As a result of its partnerships with UN agencies and its contributions to policy dialogue, the UN Country Team has recently invited ILO to lead a new UN Theme Group on Employment.

The ILO led a UN steering committee that prepared a study of the normative work of the United Nations in Bangladesh. The UN Resident Coordinator informed the DWCP review team that ILO's role in this process was highly appreciated. Her office has used the report extensively to raise the awareness of national and international partners about the

importance of normative instruments and the United Nations' normative role. The report also helped UN officials better understand normative work. The Government often prioritizes development work, with its immediate need and visible impact, over normative work, which is more abstract and requires time-consuming, inter-ministerial collaboration. Resources allocated for normative work are therefore often inadequate. The report has helped to address this issue. The main constraint to preparing this joint UN product was the agencies' tendency to change focal points during the process; hence, the main lesson learned is that consistency in agencies' appointment of focal points would enhance the efficiency of joint initiatives in the future.

The ILO and UNICEF have a long history of collaboration on child labour issues and this continued through the DWCP cycle. UNICEF provided technical assistance for the education aspects of the TBP preparatory phase, and its projects relating to education and protection of working children fit well into the TBP framework. The ILO and UNICEF have conducted joint research and training on child labour issues and have jointly observed the World Day Against Child Labour, Child Rights Week and other regular advocacy events. The ILO's UIE Project and the TVET Reform Project are collaborating with UNICEF on various aspects of TVET, including life skills training. ILO and UNICEF are currently developing a joint Child Protection and Child Labour Framework. Within this framework, the agencies envision structured cooperation on a) policy, advocacy and legal reform, b) targeted and direct interventions and c) information management. The establishment of the Child Labour Unit within the MOLE could provide a new platform for ILO-UNICEF collaboration. The ILO has collaborated with the ADB (under the TBP preparatory phase) and collaborated with the joint World Bank/UNICEF cost-benefit survey of child labour.

The ILO also collaborated with UNHCR, UNAIDS, UNESCO, the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Fund for Women (UNIFEM) and the World Health Organization (WHO) during the current DWCP cycle. At the request of UNHCR, the ILO provided technical support for an assessment of livelihood opportunities for residents of the refugee camps in Cox's Bazar. As previously noted, this assessment contributed importantly to the programming approaches of UNHCR and other agencies working with the refugee-affected communities. The ILO and FAO coordinated their post-cyclone livelihoods assessments, with the ILO focusing on non-agricultural livelihoods and FAO focusing on agricultural livelihoods. These assessments contributed to the UN Resident Coordinator's Early Recovery Framework. The ILO collaborated with UNAIDS in sensitizing tripartite partners on HIV and AIDS and supporting the formation of a tripartite committee to develop a workplace policy. The ILO also collaborated with UNESCO in advocacy, research, training and policy dialogue with the Government on issues of education and child labour, with UNIFEM and the International Organization for Migration (IOM) on labour migration issues, and with the WHO on an occupational safety and health policy and other related work.

The DWCP planned for the ILO to support a component on women's rights and sexual harassment in the workplace within a UN joint programme on violence against women. However, that joint programme did not materialize, and the ILO has not yet pursued an alternative avenue for addressing violence against women in the workplace. The UN agencies involved with the proposed joint programme learned some valuable lessons during the preparation process. The lack of harmonization of the UN agencies' budgeting mechanisms makes the formation of a joint budget virtually impossible. Government procedures are not conducive to joint programming with multiple ministries; the individual ministries still require separate technical project proposals (TPPs) for their involvement. The ILO is currently considering alternative options for supporting Bangladesh's efforts to combat violence against women in the workplace.

The ILO-supported TVET Reform Project is providing the groundwork for larger, complementing projects of partners, such as the ADB and the World Bank. These projects will further expand the reach of Bangladesh's TVET system.

At the global level, the ILO, UNICEF and the World Bank are jointly conducting a research project entitled Understanding Children's Work. The project seeks to improve statistical information on the nature and extent of child labour, its causes and consequences, and the most effective policy approaches for addressing it. It also aims to strengthen research capacity, monitoring systems and cooperation and information sharing among agencies involved in combating child labour. The project began activities in Bangladesh in 2009 and is expected to provide a solid base for future child labour monitoring and policy development.

As previously explained, the ILO supported the BBS in conducting several labour-related surveys during the DWCP cycle. Because the BBS surveys are widely used by the Government, civil society and the international community, this support contributes knowledge about decent work to the development of programmes and plans of partners.

### 6.3 Support for the rights of indigenous and tribal people

The DWCP included provision for sensitizing tripartite constituents on the concerns of indigenous and tribal people. The ILO has addressed related issues at tripartite meetings, but its support for the rights of indigenous and tribal people goes beyond the scope of the DWCP. Because of its custodianship of the international conventions regarding indigenous and tribal people, the ILO has a special role to play in promoting their rights. The ILO recently recruited a national coordinator for Bangladesh's participation in an eight-country ILO programme to promote the rights of indigenous and tribal people. The national coordinator developed, and mobilized funding for, a project that aims to further raise tripartite partners' awareness of indigenous people's rights, including an advocacy strategy that entails promoting ratification of the Indigenous and Tribal Peoples Convention, 1989 (No. 169) and building the capacity of selected government officials and representatives of indigenous and tribal people for implementing and reporting on international conventions.

## VII. GENDER AND THE DWCP

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The ILO included gender issues throughout the DWCP cycle. Some ILO-supported interventions, such as the community-based training pilot, the post-flood livelihoods rehabilitation project and an initiative to address workplace harassment, specifically targeted women. Others, such as the TVET Reform Project and the new Green Jobs Project, have components that target women. An initiative to combat workplace violence against women is delayed because the UN joint programme on violence against women has not materialized as expected. But the ILO expects to pursue this issue through another avenue. The ILO is supporting studies on TVET-related gender issues and on gender participation in workers' and employers' organizations. Some ILO interventions have focused primarily on males by their very nature, such as the SAFEREC and the UIE Project. Workers in the ship-recycling industry are all male, and most hazardous child labour (other than child domestic work) involves boys. The UIE Project, however, targets mothers in its socioeconomic support to the families of children in the worst forms of child labour.

Despite the substantial focus on women in the ILO's interventions, a recent gender audit found that the CO-Dhaka does not yet address gender concerns in a systematic manner. According to the report, "gender-specific action depends more on individual rather than institutional commitment because many staff lack gender awareness, know-how and tools to effectively address the many gender and decent work deficits in the country". The DWCP review team found that project formulation processes have generally not engaged the expertise of gender specialists. The formulation of the DWCP itself was conducted primarily by men, in large part because of the lack of women's participation among ILO's tripartite constituents.

## VIII. PERFORMANCE CRITERIA

The ILO established performance criteria for evaluating the DWCP. While the DWCP review is not an *evaluation*, a number of issues related to the performance criteria arose and are noted below.

### 8.1 Role and relevance of ILO in Bangladesh, its niche and comparative advantage and UN partnership approach

The DWCP had clear relevance to labour-related issues in Bangladesh (as described in section II), particularly the country's skills development needs, the prevalence of child labour as well as the worst forms of it, the importance of labour migration to employment and the economy, and the challenges of social dialogue. However, the DWCP proved more relevant to urban areas than rural areas, where most of the labour force resides. The ILO responded to emerging opportunities in skills development, labour migration and—to the extent possible with its limited resources—to the opportunity to promote social dialogue since the end of emergency rule. The ILO used its comparative advantages in providing technical assistance, convening the social partners and policy advocacy. Some small pilot projects were weakly linked to subsequent programmes or national systems, and in these cases, the ILO's capacities and comparative advantages were not used most effectively. The ILO is now changing its strategy accordingly.

The DWCP was well linked to Bangladesh's national and international commitments to human rights, poverty reduction and decent work, as the following examples illustrate:

- **Constitution of Bangladesh.** The Constitution provides for “the right to work, that is the right to guaranteed employment at a reasonable wage having regard to the quantity and quality of work; the right to reasonable rest, recreation and leisure; and the right to social security”. The Constitution also prohibits forced labour and provides the right to every citizen to form associations or unions.
- **National poverty-reduction strategies.** Two successive poverty-reduction strategies were in place during the DWCP cycle: the National Strategy for Accelerated Poverty Reduction (NSAPR), covering fiscal year 2005–2008, and the NSAPR II, covering fiscal year 2009–2011. Both have prioritized employment, and the NSAPR II explicitly incorporates the concept of decent employment as one of its seven “critical areas of focus for pro-poor economic growth”. The NSAPR II addresses a number of specific points with relevance to the DWCP, including gender equality in employment, expatriate labour and the welfare of migrant workers and returnees, skills training, social protection, dialogue between workers and employers, occupational safety and health, and the elimination of the worst forms of child labour.
- **Election manifesto.** The election manifesto of the recently elected Government places a priority on employment. It promises the formulation of an employment policy with specific targets and an employment guideline that aims to reduce poverty and unemployment and make citizens' lives meaningful. It calls for the gradual abolition of child labour, the removal of gender-based wage discrepancies and the increased export of skilled labour. Moreover, it explicitly states that “as per ILO Convention, the right to organize trade unions will be granted”.
- **United Nations Development Assistance Framework (UNDAF).** The DWCP is relevant to the national development priorities set forth in the UNDAF for 2006–2011. The ILO plays a particularly important role in monitoring progress towards the UNDAF outcomes on education and pro-poor growth and gender equity and advancement for women.
- **Millennium Development Goals (MDGs).** The DWCP's attention to employability, livelihoods, social protection, workers' rights and the capacity of tripartite partners relates directly to the MDGs on poverty and hunger, gender equality and environmental sustainability.<sup>19</sup> Globally, the targets for MDG 1 were recently

19 The ILO and its partners placed emphasis on “green jobs” within Outcome 1 of the DWCP, as discussed later in this report.

expanded to include the achievement of “full and productive employment and decent work for all, including women and young people”, which solidifies the link between the DWCP and MDG 1. The DWCP’s attention to the worst forms of child labour is relevant to the health- and education-related MDGs.

- **Convention on the Rights of the Child (CRC).** Outcome 3 of the DWCP, on eliminating the worst forms of child labour, is relevant to the CRC, which recognizes “the right of the child to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child’s education, or to be harmful to the child’s health or physical, mental, spiritual, moral or social development” (Article 32). The 2009 Concluding Observations of the Committee on the Rights of the Child recommend that the Government “seek technical assistance from the ILO, UNICEF and relevant partners for the development of gender-sensitive and child-friendly rehabilitation and reintegration programmes for child labourers”.
- **Convention on the Elimination of Discrimination Against Women (CEDAW).** The DWCP priorities included promoting women’s participation in social dialogue, facilitating and strengthening skills training and upgrading for women and developing entrepreneurship among women. These priorities are relevant to CEDAW, which obligates States Parties to “take all appropriate measures to eliminate discrimination against women in the field of employment in order to ensure, on a basis of equality of men and women, the same rights” (Article 11).

## 8.2 Tripartite participation and partnership

The challenges to tripartite participation and partnership are discussed in section 2.10 (on social dialogue in the Bangladesh context) and section 6.1 (on the DWCP’s progress towards enhancing the capacities of tripartite partners). The partnerships with constituents are strong, but they have experienced several constraints, most notably the suspension of trade union activity in 2007–2008 and their weak links with the informal economy.

## 8.3 Focus and coherence of the programme

The DWCP clearly fits with ILO’s global strategic objectives: to promote and realize standards and fundamental principles and rights at work, to create greater opportunities for women and men to secure decent employment and income, to enhance the coverage and effectiveness of social protection for all, and to strengthen tripartism and social dialogue. It also fits well with the ILO Declaration on Fundamental Principles and Rights at Work, which the UN member states, including Bangladesh, adopted in 1998. The Declaration covers freedom of association and the effective recognition of the right to collective bargaining, elimination of all forms of forced or compulsory labour, effective abolition of child labour, and elimination of discrimination in respect of employment and occupation. The DWCP is supportive of the ILO conventions, 33 of which Bangladesh has ratified, including seven of the eight fundamental conventions.<sup>20</sup> Following advocacy from ILO during the DWCP cycle, the Government has indicated that the remaining fundamental convention, the Minimum Age Convention (No. 138), will be ratified in the near future.

The ILO interventions during the DWCP cycle have been coherent, with clear linkages to the DWCP, and ILO has taken advantage of the synergies among its interventions. The TVET Reform Project incorporates lessons learned from the Community Based Training Pilot, and the UIE project is a logical extension of the TBP Preparatory Phase and the UIE pilot project. The TVET reform and UIE projects support ILO’s contributions to policy dialogue. The interventions to strengthen the capacity of the tripartite constituents ensure that ILO has regular dialogue with the constituents and is able to incorporate their interests and concerns into all other interventions. The TVET Reform Project and the upcoming labour migration project both respond to priorities of the constituents. The TVET Reform Project is providing expertise on apprenticeships to the UIE project and helping the UIE project to make its training packages consistent with the forthcoming National Vocational Qualifications Framework. The TVET Reform Project and the new migration project will be linked to one another as they both generate and/or use greater knowledge about labour demand and they will both inform skills development strategies for potential migrants and returnees.

<sup>20</sup> ILO’s Governing Body has identified eight ILO Conventions as fundamental to the rights of people at work, irrespective of the levels of development of individual member States. They relate to freedom of association, abolition of forced labour, equality and elimination of child labour.

Resource mobilization has been integral to ILO's work on TVET reform and the elimination of the worst forms of child labour, but considerably more resources are needed for social dialogue and building the capacities of the constituents.

#### 8.4 Evidence of the results of ILO's contributions and support at national level

The results of ILO's contributions and support at the national level are most evident in the incorporation of decent work into the NSAPR II, the ongoing progress toward reforming the national TVET system, the development of a Child Labour Eradication Policy, the establishment of the Child Labour Unit in the MOLE, the Government's commitment to ratify the Minimum Age Convention 1973 (No. 138), the establishment of high-level tripartite bodies, and the engagement of all tripartite parties in efforts to revise the Labour Act 2006 in accordance with ILO conventions. As described in Sections III-VI above, some ILO-supported interventions have been more sustainable by partner institutions than others, and some have led to expansion and replication (for example, the UIE pilot project and the community-based training pilot). The definition of clear, documented, and verifiable outcome-level results will be needed in the next DWCP.

#### 8.5 Organizational arrangements to deliver the DWCP

A number of issues related to management and administration of the CO-Dhaka office arose during the DWCP. Many partners observed that the office's current leadership has strengthened ILO's policy relevance, effectiveness, and image in Bangladesh. Representatives of UN agencies and donors, in particular, mentioned that ILO is engaging in the high-level dialogue needed to facilitate progress under the DWCP and that the office is managed with solid grounding, dynamism, responsiveness, enthusiasm, and commitment. The report on the gender audit refers to the "clear leadership" and "participatory management styles" of the Country Director and most of the work unit managers. The gender audit found that "improvements are needed in some work units characterized by vertical rather than horizontal management styles and limited communication and knowledge sharing" but that "the office's working conditions and environment were rated highly by staff: overall no excessive overtime; attention for work-family balance; and an attractive office."

Nonetheless, some concerns about human resource management have emerged. The gender audit report observes that "the office faces constraints with timely personnel actions due to delays in HRD Bangkok." The lengthy recruitment of a Chief Technical Adviser for the UIE project, in particular, came to the attention of the DWCP Review Team because it has been an obstacle to the project's interaction with donors and to resource mobilization for other components of the TBP. The administrative procedures and requirements of both ILO and its donors underlie some of the human resource management difficulties. For example, ILO's requirement that donor funds for salaries are deposited into ILO's accounts in full before staff contracts are signed and that the funds are blocked for salary payments for the duration of each contract—combined with donors' rules on disbursement of funds to projects—may result in recruitment delays and under-funding of project activities.

Some discrepancies arose during the DWCP Review in regard to the salaries and benefits of project staff members who work directly for ILO relative to those of project staff members who work for government implementing bodies. For example, in contrast to decent work principles, the DWCP Review Team was informed that the UIE staff members working for the Dhaka City Corporation (DCC) enjoy none of the benefits and protections provided to regular staff of either ILO or DCC, though both ILO and DCC have authority over these staff members. ILO and its partners could make coordinated efforts to ensure that the rights of all workers involved in ILO-supported projects are respected.

The gender balance in staffing has been improving but requires continuing attention. About one-quarter of the staff members of the CO-Dhaka are women, and a female Country Director leads the office. In the projects, staffing at the field level is sometimes gender-balanced, but project management and the management of implementing NGOs tend to be male-dominated.

ILO staff, management, constituents, and donors all expressed concerns that ILO has limited capacity to respond quickly to the emerging needs in Bangladesh because of lengthy approval processes (for proposals, project reports, etc.) at ILO headquarters. Particularly given its strong normative mandate, partners expressed the view that ILO should stay attuned to political opportunities and respond to them quickly so that opportunities are not missed.

The CO-Dhaka receives considerable backstopping from the ILO DWT for South Asia and ILO Country Office for India (DWT/CO-New Delhi) and ILO headquarters in Geneva. In general, the assistance provided for larger ILO-supported projects seems to have been highly valuable for achieving project (and DWCP) results. The more regular activities of the CO-Dhaka—especially those related to DWCP outcomes 2 and 4 on social protection, workers' rights, capacities of tripartite partners and mainstreaming of decent work principles into partners' programmes and plans—appear to have had less backstopping. This problem may stem in part from the heavy workload of the programme officers responsible for those outcomes.

## 8.6 Knowledge management and sharing

ILO-supported studies and other contributions to policy dialogue (see section 3.5) are reflected in improvements in national programmes and policies, such as the incorporation of decent work into the NSAPR II, the establishment of the Child Labour Unit in the MOLE and the Government's commitment to ratify the Minimum Age Convention, 1973 (No. 138). The ILO is contributing to processes of change that are likely to lead to improvements in the near future, 1973 in the TVET system and labour legislation.

Monitoring and evaluation have been strong in ILO's larger projects. The next DWCP will need to ensure effective monitoring and evaluation of the programme as a whole—using clear, verifiable indicators with baselines and targets and ensuring that the findings are incorporated into the CO-Dhaka's knowledge base.

Knowledge management has been enhanced by the recent launch of an expanded CO-Dhaka web site. The web site ensures the availability of information to partners and the public and facilitates knowledge sharing among those directly involved with the ILO's interventions in Bangladesh.

## IX. OPPORTUNITIES AND CONSTRAINTS ENCOUNTERED

**Opportunities for enhancing progress towards decent work.** The newly elected democratic Government of Bangladesh—with a policy orientation focused on employment, social protection, freedom of association and women's rights and advancement—presents enormous opportunities for promoting decent work, social dialogue and tripartite contributions to policy development. Within a month of the new Government's inauguration, as previously noted, the ILO responded to this opportunity with a tripartite seminar that created a consensus on revising the Labour Act of 2006. The Government's ongoing development of a Five-Year Plan presents opportunities for the ILO and its partners to advocate for the incorporation of decent work priorities. The Government's commitment to decent work is evident in its ongoing review of the Labour Act, reactivation of the Tripartite Consultative Council, progress towards TVET reform, consideration of a draft Child Labour Elimination Policy, development of an OSH policy, commitment to ratify the Minimum Age Convention, commitment to establish a Child Labour Unit in the MOLE and creation of a Tripartite Committee on HIV/AIDS in the Workplace. Signals of progress in each of these areas have presented opportunities for further tripartite engagement.

The investments that the CO-Dhaka have made in building partnerships and strengthening its own expertise have created opportunities for expanding its impact in Bangladesh. The ILO has strong relationships of mutual trust and respect with its tripartite constituents. Its recently invoked leadership of a UN Theme Group on Employment and its lead role in preparing a joint UN document on the normative work of the United Nations have created opportunities for promoting decent work with its UN partners. The ILO thus is likely to have opportunities to provide its TVET, livelihoods and migration expertise to its UN partners. The ILO's experience conducting livelihoods assessments during the DWCP cycle and its recruitment of an experienced national coordinator on the rights of indigenous and tribal people have given the Office additional capacity in these areas.

Recent unrest in the garment industry and concerns about the impact of the global economic crisis brought wide attention to the need for improved dialogue between workers and employers. In discussions with the DWCP review team, representatives of all the tripartite partners identified strengthening social dialogue as a top priority and indicated that the current environment is ripe for progress in this direction.

Various international instruments—including and beyond the ILO Conventions that Bangladesh has ratified or is considering ratifying soon—provided opportunities that the ILO and its partners used during the DWCP cycle and can apply under the next DWCP. The Global Jobs Pact, which governments and workers' and employers' organizations agreed upon at the International Labour Conference in June 2009, provides clear principles and policy options for country-level responses to the global economic crisis. While Bangladesh faces risks associated with the crisis, the Global Jobs Pact provides an opportunity to reconfirm commitments to decent work principles. CO-Dhaka has used this opportunity in its contributions to policy dialogue. The ILO Multilateral Framework on Migration, which the CO-Dhaka used as an advocacy tool, similarly created opportunities to focus on decent work principles in the development of migration policy. If the ILO and its partners pursue interventions in the ship-recycling industry, the new International Convention for the Safe and Environmentally Sound Recycling of Ships will provide opportunities to design policies in line with international standards.

**Constraints to achieving DWCP results.** The constraints to achieving expected results during the DWCP cycle relate to the political, social and economic context of Bangladesh and to various characteristics of the ILO and its partners. During the state of emergency in 2007–2008, the caretaker Government suspended trade union activity, placing an enormous constraint on all tripartite initiatives. The floods and the cyclone that took place during the DWCP cycle made all aspects of programme implementation challenging. The high levels of underemployment, large number of workers living in poverty, dominance of the informal economy in employment, prevalence of child labour in hard-to-reach rural areas and the country's low productivity, wage rates and skills base made promoting decent work difficult. The low social and economic status of women and the social acceptance of child labour present the challenge of changing deep-rooted social norms. The negative social perception of the trade union movement and low level of confidence among the tripartite partners are obstacles to overcome in the promotion of social dialogue. Obstacles to progress in TVET reform include the traditional separation of education and training programmes from labour market analysis, limited understanding of the multisector nature of skills development, the

culture of government bodies operating independently of one another and the delayed activation of the National Skills Development Council. Very limited data are available for establishing baselines, indicators and targets for decent work programmes. High property prices in urban areas make it difficult for projects to create sustainable facilities.

A number of partners commented that the ILO's administrative procedures and headquarters' approval processes limit its capacity to respond in a timely manner to emerging political opportunities and constituents' requests. The ILO is also largely dependent on locally mobilized donor funding and is thus constrained to some extent by donor priorities and fluctuations in the availability of donor funds. Resources are a major constraint for the ILO's activities outside of its core existing or forthcoming projects on TVET reform, the worst forms of child labour in the urban informal economy, and labour migration—such as for tripartite capacity building and social protection.

Many factors limit the effectiveness of the Government's contributions to the decent work agenda. The Government has weak capacity to enforce labour laws and policies, and it has lengthy processes of policy adoption and project approval. Key government officials for the DWCP were transferred, and mechanisms for institutional memory when those transfers took place were not in place, causing delays and the loss of capacity—especially when officials were transferred soon after receiving training (or, as reportedly sometimes happens, in the midst of an ILO-supported study tour). Senior government officials typically have heavy workloads, which distract their attention from decent work issues and lead to delays in implementing projects.

The instrument the Government uses for implementing projects and assessing the performance of government project directors (the TPP) differs from the project documents agreed jointly among the Government, ILO and donors, which creates conflicting priorities in some cases. The lack of a culture and mechanisms for interministerial cooperation constrains progress towards the many decent work objectives that require multisector engagement. Project offices are often located outside of government premises because of the Government's shortage of office space, which limits the ability to mainstream project activities into its systems. Policy makers often lack awareness of the importance of tripartite consultation in policy formulation, which compromises national ownership of decent work-related policies. Some stakeholders have concluded that the Government lacks commitment to realizing the goals of the DWCP, especially in regard to the worst forms of child labour.

The constraints associated with other partners include UN agencies' separate budgeting procedures, which are not conducive to UN joint programming. Donor regulations regarding the transfer of funds across budget lines constrain project flexibility. Trade union leaders have low implementation capacity and have very limited resources to contribute to DWCP pursuits.

## X. LESSONS LEARNED FROM THE DWCP IMPLEMENTATION

The lessons learned from the implementation of Bangladesh's first DWCP relate to the engagement of national partners, strategic focus and sustainability, monitoring and evaluation, the complications of multisector interventions, synergies across interventions, using the ILO's comparative advantages and country office leadership.

***Effective implementation of programmes and projects requires full participation of national partners at all stages.*** Programme and project designs with insufficient clarity and agreement among partners on the institutional arrangements, management roles and accountability lead to implementation delays. Implementing partners may require substantial capacity-building support. Regular formal and informal dialogue with national partners is necessary from the design phase to the closure phase. Substantial and continuous dialogue may appear to slow down short-term progress, but it leads to more sustainable long-term results.

***Effective interventions have a clear link to long-term strategies.*** Small interventions that are not part of larger strategies—with mechanisms to ensure their sustainable contributions to those strategies—have limited results while still requiring substantial staff time. Mechanisms are needed to maintain a project's momentum and the relationships and capacities it develops after the project closes. This is important for the sustainability of impact, whether a project is expected to lead to another, larger donor-supported initiative or to the mainstreaming of services into national systems and institutions. Similarly, studies are most effective in contributing to policy dialogue when their topics are limited to those of maximum relevance where high-quality researchers can be recruited to conduct them.

***External monitoring and evaluation are necessary to determine the results of interventions and ensure their alignment with programme strategies.*** Effective external monitoring and evaluation will require the establishment of clearly defined baselines, indicators and targets. Relying on implementing partners to monitor and report on results—or upon ILO staff visits to beneficiaries and project sites selected by implementing partners—is not sufficient. Where funding for external monitoring and evaluation of an intervention is not available, the value of the intervention to the DWCP as a whole should be carefully considered. Some ILO-supported interventions, especially those aiming to foster social dialogue, are difficult to measure. Establishing meaningful indicators in these cases will require substantial thought and consultation among the tripartite partners during the formation of the next DWCP.

***The ILO's main areas of strength in Bangladesh are technical expertise and policy advocacy.*** In areas lacking large external funding sources, the ILO's resource base and capacity for project implementation, monitoring and evaluation are very limited. Often, the ILO can most usefully focus its limited resources on bringing together tripartite partners to reach concrete agreements (and bringing them together with civil society and the media, where relevant), supporting research and policy development and mainstreaming decent work principles into partners' programmes and projects.

***The complications of implementing multisector interventions are relevant to the design of DWCP interventions.*** Effective and sustainable strategies often—if not always—involve multisector interventions and the participation of multiple agencies and/or ministries. Efforts to form UN joint programmes in Bangladesh have shown that the lack of harmonization of the UN agencies' budgeting mechanisms makes the formation of a joint budget virtually impossible. Government procedures requiring separate TPPs for each ministry are also not conducive to joint programming with multiple ministries. The ministries are not accustomed to working together on interventions of common interest. As a result, one ministry usually dominates, and the engagement of high-level officials in other ministries is difficult to achieve. When these complications are not anticipated, progress is slower than expected. Addressing them should become part of the interventions.

***Synergies across interventions are important.*** For example, the ILO's experience shows that a successful strategy of community-based training requires the integration of economic analysis, confidence building, technical and business skills training, market access and post-training services. A successful strategy of addressing the worst forms of child labour requires social mobilization, awareness raising and a regulatory mechanism in addition to service delivery. A successful strategy of improving occupational safety and health requires attention to enforcement mechanisms, worker training activities that can be institutionalized and the priorities of employers. On a larger

scale, all interventions related to decent work are more effective when they draw upon one another's expertise and institutional connections.

***The ILO country office leadership is critical to success of the DWCP.*** The ILO is widely recognized and appreciated among stakeholders for its technical expertise. Realizing the full potential of this expertise requires strong leadership. The engagement of the Office's senior management with senior officials and leaders of the tripartite constituents—and the ability to serve as a catalyst and mediator among partners with different perspectives—is essential for effective policy advocacy and the smooth implementation of complex projects and programmes.

## XI. RECOMMENDATIONS

1. **Make the next DWCP genuinely results based.** A results-based orientation is necessary to measure and motivate progress and to ensure that all ILO-supported initiatives are aligned with the overall vision of the DWCP. Expected by donors, it is also necessary for resource mobilization. The DWCP should contain a hierarchy of country programme priorities, outcomes and outputs.<sup>21</sup> Each outcome should have a strategy indicating how work will proceed and with which partners, beneficiaries and/or target group. The DWCP should contain clearly defined baselines, indicators and targets. Using global ILO methodology linked with national data systems, the ILO could develop decent work indicators for Bangladesh and incorporate them into the DWCP. The process of formulating the DWCP should allow ample consultation among ILO and its tripartite partners on ways to monitor and evaluate progress toward DWCP results, especially those related to social dialogue, which may be difficult to measure. The DWCP should incorporate monitoring and evaluation into its design and budget, including an external evaluation for each outcome.

National systems for data collection and analysis are important for monitoring and evaluation of the DWCP. The ILO could consider providing technical and financial support to the BBS for an update of the national child labour survey and surveys on the worst forms of child labour, decent work and the informal economy. Depending on the availability of resources, the ILO could develop partnerships beyond the BBS for the collection and dissemination of labour-related statistics. For example, local government institutions would be logical sources of data about workers in the informal economy. The CLEAN network has a database on working children and their families that could provide a model for civil society data collection. UNESCO has piloted a management information system on non-formal education in two districts, which could be modified to include a child labour indicator and replicated more broadly.

2. **Establish a minimal number of DWCP priorities.** Many stakeholders expressed the view that the next DWCP should focus more strategically on fewer priorities. According to the *ILO Decent Work Country Programmes Guidebook*, one to three country programme priorities is best, and more than four is not advised; they should be limited to “those few areas in which the ILO can over the next medium-term make a genuine contribution”. The DWCP priority areas and interventions should be interrelated, and the DWCP should be designed to encourage the development and use of synergies across programme areas to ensure overall effectiveness.

The DWCP review found that the programme areas where the ILO has a clear comparative advantage and where constituents and partners place the highest priority on ILO contributions to Bangladesh are **a) TVET reform, b) the rights of labour migrants and returnees and c) social dialogue**. These three topics arose time and again in the DWCP review team’s consultations. Adequate external funding is available for the ILO’s TVET Reform Project and is likely to be available for the new migration project, but the contributions of the ILO and its constituents to improved social dialogue face severe funding constraints. The ILO also has a comparative advantage in supporting the elimination of the worst forms of child labour, though the issue arose less frequently in consultations with constituents. The advisability of retaining elimination of the worst forms of child labour as a DWCP priority will depend on government commitment and donor funding following the upcoming review of the UIE Project. The new Green Jobs Initiative provides an opportunity for increased attention to the nexus between employment and the environment in Bangladesh. Given the other demands on resources and staff time, however, particular care will be needed to ensure the alignment of this initiative with the DWCP’s vision and priorities.

3. **Focus resource mobilization efforts on strengthening the capacity of tripartite constituents for improved social dialogue.** The ILO and its constituents could begin with the development of a strategy that prioritizes what they hope to achieve in social dialogue during the DWCP cycle, the actions needed and a corresponding budget. If funding is not secured for the strategy as a whole, individual initiatives should be undertaken only

<sup>21</sup> An outcome is defined as “a policy change in support of decent work, or any measurable or describable change in regulatory frameworks, institutions and resource allocation”. An intended outcome defines the expected result (change) or effect of one or a set of ILO outputs. Outputs are products, capital goods, and/or services. Outcomes imply an active response on the part of the immediate beneficiary group that should flow logically from delivery of the outputs. Medium-term outcomes (four or more years) are distinguished from short-term outcomes (usually two years; see the ILO Decent Work Country Programmes Guidebook).

when they can be linked to sustainable national systems and/or the programmes of other partners. Some factors that the ILO and its constituents could take into account when forming such a strategy are the following:

- **Tripartite participation in legislative and policy development.** The ILO could help workers' and employers' representatives to develop recommendations for the ongoing review of the Labour Act. This could include a tripartite study tour to learn about labour legislation in other countries and technical expertise for analysing the Act. The ILO should also promote tripartite participation in the development of labour-related policies, such as TVET policy and OSH policy.
- **Capacity building of tripartite bodies.** The ILO could offer capacity-building support to the tripartite bodies, such as the Tripartite Consultative Council (TCC), the labour courts and the Minimum Wage Board. The TCC could be encouraged to coordinate with the National Skills Development Council in responding to the needs of retrenched workers and to address issues of social security. ILO and its constituents should consistently raise policy issues through the TCC.
- **Prioritizing capacity building of workers' organizations.** Workers' organizations are generally disadvantaged relative to employers' organizations in terms of education, wealth and government connections. And they enjoy less public support. The ILO could help to strengthen the development of trade union leaders' negotiation skills, awareness of workers' rights and responsibilities, knowledge of how employers operate and their priorities, and ability to reach retrenched workers and those in sectors where organizing is particularly difficult. To develop more pro-worker attitudes among employers, policy makers and the media, workers' organizations could launch a social campaign on the concept of decent work, the contributions of workers to economic growth, and the importance of trade union activity for social dialogue. For this purpose, the ILO could provide trade union leaders with capacity-building support on information and communication technology and help to establish dialogue between trade unions and the media. To dispel the image of trade unions as politicized, the ILO could help trade unions to dissociate their mandates from political party platforms and to focus on the interests of workers.
- **OSH monitoring and enforcement capacity.** Given the weakness of the Department of Inspection for Factories and Establishments, the ILO could support a capacity-needs assessment and related capacity-building initiatives. The ILO should be prepared, upon request of the Government, to support the reorganization of the MOLE's organigram to enable more effectiveness. An in-country assessment of workplace injuries and deaths (for example, in one upazila) could usefully complement and verify the estimates provided by ILO-Geneva. Mechanisms could be developed to recognize employers with good OSH records, as some Bangladeshi companies have exemplary OSH monitoring systems that could serve as models for replication.
- **Expanding partnerships.** The possibility of expanding partnerships with workers' and employers' organizations beyond the NCCWE and BEF should be considered. Many dynamic workers' and employers'

### Recommendations for the next DWCP

1. Make the DWCP genuinely results based.
2. Establish a minimal number of DWCP priorities.
3. Focus resource mobilization efforts on strengthening the capacity of tripartite constituents for improved social dialogue.
4. Devote ample attention to labour migration.
5. Incorporate gender equity and the empowerment of women as a cross-cutting priority.
6. In all programme areas, seek ways to reach workers and employers in the informal economy and in rural areas.
7. Ensure that the DWCP is aligned with government priorities and commitments, supportive of the international agenda for harmonization and well linked with national systems and complementing projects and programmes.
8. Ensure the strategic focus of all contributions to policy dialogue.
9. Establish an agenda for mainstreaming decent work principles into the programmes of partners.
10. Ensure the meaningful participation of national partners in all stages of programme and project development and implementation.
11. Establish a system to ensure the quality and sustainability of DWCP investments in study tours and fellowships.
12. Strengthen organizational arrangements for implementing the DWCP.

groups operate at local levels, such as those involved with the CLEAN network. The ILO could support improved tripartite dialogue in one or two districts as models for replication. Local government institutions, existing or new cooperatives and NGOs with links to rural communities could provide vehicles to raise awareness of workers' rights and responsibilities.

- **Addressing gender disparities.** The next DWCP should provide continuing support for understanding gender disparities in workers' and employers' organizations and developing strategies to address them so that the voices of women workers contribute to social dialogue.
- 4. Devote ample attention to labour migration.** As the *only* organization that can bring tripartite parties together internationally to address labour migration, the ILO could facilitate advocacy campaigns, funding mechanisms and meetings of tripartite constituents and UN agencies in countries that send and receive migrant workers at the global or regional level. Within Bangladesh, the following are areas where ILO could have an important impact on migration policy and practices:
- promoting the ratification of the Migration for Employment Convention (Revised), 1949 (No. 97) and the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families
  - promoting gender equity in labour migration policy
  - promoting bilateral agreements with destination countries and creating a tripartite mechanism to monitor their implementation
  - strengthening the services provided to labour migrants and returnees, including the services provided by Bangladesh's diplomatic missions in destination countries
  - fostering cooperation between trade unions in Bangladesh and those in destination countries (where they exist)
  - exploring the potential role of associations of migrant workers and returnees
  - raising public awareness of migrant workers' contribution to the economy.
- 5. Incorporate gender equity and the empowerment of women as a cross-cutting priority.** Given the disadvantages women face in the labour market and their low participation in social dialogue, attention to gender issues will be important in the next DWCP. The ILO could support the Government in responding to the CEACR recommendations related to the Discrimination (Employment and Occupation) Convention, 1958 (No. 111). These include, for example, developing legislation on sexual harassment and providing training and awareness raising about equal pay to judges, public officials, and workers' and employers' representatives. Workers' and employers' organizations are seeking ways to improve their gender balance, and some stakeholders have suggested the establishment of women-headed trade unions. The next DWCP could strengthen the CO-Dhaka's institutional commitment to gender equality and the empowerment of women by arranging in-depth gender training for staff.
- 6. In all programme areas, seek ways to reach workers and employers in the informal economy and in rural areas.** The next DWCP could require that all projects and programmes seek ways to reach the informal economy and, where possible, develop links with workers in rural areas. Clear justifications should be provided for interventions that focus on formal sectors only. One option for reaching workers in rural areas, where workers' and employers' organizations are less active (or nonexistent), would be to develop partnerships with local government institutions and NGOs.
- 7. Ensure that the next DWCP is aligned with government priorities and commitments, supportive of the international agenda for harmonization and well linked with national systems and complementing projects and programmes.** The ILO and its tripartite constituents will need to ensure that the DWCP is clearly aligned with the Government's Five-Year Plan, the UNDAF, the Joint Cooperation Strategy, the MDGs and the relevant international conventions that Bangladesh has ratified. To keep the DWCP relevant and attractive to donors, it will need the flexibility to adjust to the evolving agenda for harmonization, which is likely to become clearer after the meeting of the Government with its development partners in early 2010. Some of the projects with which the DWCP will need to ensure complement each other are UNICEF's education and child protection projects, the TVET projects of ADB and the World Bank, the MOLE's own UIE Project, the Japan International Cooperation Agency's forthcoming slum development project, Urban Partnerships for Poverty Reduction (supported by the United Kingdom's Department for International Development (DFID), UNDP and UN-Habitat),

and the Post-Literacy and Continuing Education Project (supported by ADB, DFID and the Swiss Agency for Development and Cooperation (SDC)).

Every effort should be made to avoid engaging in small and/or isolated projects that absorb staff time and raise stakeholders' expectations without leading to demonstrable and sustainable results. The next DWCP should incorporate mechanisms to link interventions with national systems and avoid time gaps between the closure of pilot projects and the start of larger projects to which they contribute. These could include, for example, selecting implementing NGOs with relevant areas of focus in their regular programmes, seeking solutions to obstacles to sustainability (such as the shortage of affordable land and housing for project facilities in urban areas), and creating a system for monitoring sustainability.

**8. *Ensure the strategic focus of all contributions to policy dialogue.*** Several stakeholders emphasized the importance of concentrating on a limited number of studies and ensuring the quality, policy relevance and national ownership of the findings of each. The DWCP can specify some priority areas for policy analysis while leaving sufficient flexibility to respond to policy issues as they arise. The following are some suggested priority areas for contributions to policy dialogue:

- monitoring of the impacts of the global economic crisis on employment and working conditions
- analysis of the real wage as input for the development of minimum wage policy
- analysis of the skills needed for the future economy
- policy options for addressing domestic work
- options for strengthening the Government's new employment guarantee scheme.

**9. *Establish an agenda for mainstreaming decent work principles into the programmes of partners.*** Mainstreaming decent work principles into the programmes of partners takes place when the ILO shares knowledge in areas of its expertise and also when the ILO advocates for partners to incorporate labour-related issues in areas beyond the scope of the DWCP. The ILO and its constituents will have the opportunity during the next DWCP cycle to promote the incorporation of decent work principles into the Government's forthcoming Five-Year Plan, the forthcoming Joint Cooperation Strategy of the Government and its development partners and the next UNDAF. The ILO's new role in leading a UN Theme Group on Employment presents an opportunity to mainstream decent work principles into the programmes of the UN agencies, possibly through the development of a UN Framework on Employment and a UN strategy of support for social protection. Mutually beneficial linkages are possible with the CLEAN network in the areas of both TVET reform and the elimination of the worst forms of child labour. The ILO's expertise in livelihoods assessment provides a strong base for contributing to the livelihood initiatives of partners.

The following are some issues that ILO could promote for incorporation into the programmes of partners (though they could be included in the DWCP if resources can be mobilized and they fit within the programme's overall structure):

- youth employment
- incorporation of labour-related rights into access-to-justice programmes
- establishment of a permanent training centre for ship-recycling workers, monitoring of injuries and working conditions and compliance with the new International Convention for the Safe and Environmentally Sound Recycling of Ships
- changing attitudes and improving law enforcement regarding commercial sexual exploitation of children
- eliminating the worst forms of child labour in rural areas, where most child workers reside
- addressing passive work by children younger than 5 who accompany their caregivers at work.

Many partners are supporting programmes to strengthen the role of local government institutions in economic development. Local governments can require families to keep their children out of hazardous work as a condition for receiving social transfers, and they can require enterprises not to engage children in hazardous work as a condition for business registration. These policies could help to reduce hazardous child labour directly while raising social awareness of the benefits of avoiding hazardous child labour—to children, families and society—thereby starting a process of change. The ILO could encourage experimentation with these approaches and monitoring of their impact.

**10. Ensure the meaningful participation of national partners in all stages of programme and project development and implementation.** These partners should always include tripartite constituents (government and workers' and employers' organizations) and may also include local governments, civil society organizations and community groups. The lead implementing partners in any programme or project should participate actively in the design process, and the design should not be complete until full agreement is reached on institutional arrangements, management roles and accountability. Provisions should be made for implementing partners to receive ample capacity-building support and to hold increasing levels of responsibility as their capacity develops. The design of programmes and projects should incorporate time and resources to motivate and maintain the commitment of all relevant national partners throughout implementation. These efforts could include, for example, mechanisms for regular dialogue with high-level officials and representatives of the tripartite constituents, mechanisms for regular interaction at the technical level, a plan for increasing financial contributions from national partners, and capacity-building initiatives for mainstreaming services into national institutions. In projects that require the engagement of multiple ministries and public-private partnerships, the ILO's convening and mediating role is critical.

**11. Establish a system to ensure the quality and sustainability of DWCP investments in study tours and fellowships.** Given resource constraints, the imperative of improving social dialogue and the prospects of a more favourable political climate, the next DWCP should place a higher priority on local training programmes of longer duration, reaching more people (especially workers' representatives), and using the local language. Study tours and international fellowships should, however, continue where international expertise is clearly relevant and consistent with long-term strategies. The DWCP could provide for the establishment of a system—to be used across projects and programme areas—that ensures the appropriate selection of participants, appropriate training content, consistency with the DWCP's overall strategies, and follow up. To better reflect the capacity needs of the constituents, workers should be better represented in the profile of participants. The selection of government participants should take into account the likelihood of transfers. When training programmes are offered in foreign languages, translation and interpretation services must be consistently arranged. Participation by one person in more than one capacity building initiative—and the participation of representatives of civil society other than trade unions—should take place only when carefully justified.

The DWCP review team recommends that the next DWCP base its approach to capacity building on the following steps:

- a. assessments of current skills levels
- b. identification of learning needs in relation to long-term strategies
- c. clear definitions of expected learning outcomes with dates and milestones
- d. identification of appropriate learning activities, their most appropriate location and the resources required
- e. implementation of the learning activities
- f. assessment of results
- g. identification of further needs.

**12. Strengthen organizational arrangements for implementing the DWCP.** The senior management of the CO-Dhaka should maintain the current good relations and high-level dialogue that have been established with senior officials of the tripartite partners. The office should continue making progress towards horizontal management styles and strengthened internal communication and knowledge sharing. Wherever possible, the CO-Dhaka should press for changes in the administrative procedures of its own headquarters and those of donors to improve human resource management and the speed with which the ILO can respond to evolving opportunities and constituents' requests. The CO-Dhaka should seek to ensure that all project staff have salaries and benefits consistent with decent work. Attention will be needed to gender balance in the management and staffing of the CO-Dhaka and the ILO-supported projects. Some stakeholders involved in the DWCP review suggested that the ILO recruit a capacity-building expert for the CO-Dhaka and strengthen backstopping services to the office for tripartite capacity building and social dialogue. Regularly updating the CO-Dhaka website would help to strengthen knowledge sharing among ILO staff, the projects, partners and the public.

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# Annex I PERSONS CONSULTED DURING THE DWCP REVIEW

## Government of Bangladesh

1. Md. Atharul Islam, Secretary, Ministry of Labour and Employment
2. Dr Mustafa K. Mujeri, Director General, Bangladesh Institute of Development Studies
3. Prof Dr Nitai Chandra Sutradhar, Director General, Directorate of Technical Education, Ministry of Education
4. A.Y.M. Ekramul Hoque, Director General, Bangladesh Bureau of Statistics
5. Masud Ahmed, Director General, Bureau of Manpower Employment and Training, Ministry of Expatriate Welfare and Overseas Employment
6. Mir Suraiya Arzoo, Deputy Director, Bangladesh Bureau of Statistics
7. Abul Kalam Azad, Labour Inspector, Department of Inspection for Factories and Establishments, Ministry of Labour and Employment
8. Ahsan Habib, Director, Bureau of Manpower Employment and Training, Ministry of Expatriate Welfare and Overseas Employment
9. Abul Hossain, Deputy Chief, Department of Inspection for Factories and Establishments, Ministry of Labour and Employment
10. Shahidul Islam, Factory Inspector (Engineering), Department of Inspection for Factories and Establishments, Ministry of Labour and Employment
11. Md. Mizanur Rahman, Deputy Secretary, Ministry of Labour and Employment

## Bangladesh Employers Federation

1. Kamran T. Rahman, President
2. Alamgir M.Z. Rahman, Vice President
3. Farooq Ahmed, Secretary General
4. Santosh Dutta, Joint Secretary General

## National Coordination Committee for Workers Education

1. Abdul Kader Hawlader, Member Secretary, NCCWE
2. Mesbahuddin Ahmed, President, Jatiyo Sramik Jote
3. Safiuddin Ahmed, General Secretary, Jatiyo Sramik Federation Bangladesh (JSPD)
4. Chowdhury Ashiqul Alam, General Secretary, Bangladesh Trade Union Sangha
5. Md. Mojibur Rahman Bhuiyan, General Secretary, Bangladesh Mukto Sramik Federation
6. Roy Ramesh Chandra, General Secretary, Jatio Sramik League
7. Md. Zafrul Hasan, General Secretary, Bangladesh Jatiyatabadi Sramik Dal (BJSD)

## Civil society

1. Moushumi Ahmed, Program Officer, Waste Concern
2. Syed Sultan Uddin Ahmmmed, Assistant Executive Director, Bangladesh Institute of Labour Studies
3. Joy Prakash Barua, Divisional Coordinator, Underprivileged Children's Educational Programs (UCEP-Bangladesh), Chittagong Technical School Division I
4. David Bergman, Bangladesh Worker Safety Programme, Centre for Corporate Accountability
5. Mojibur Rahman Bhuiyan, Acting Executive Director, Bangladesh Institute of Labour Studies
6. Bimal, Eco-Social Development Organization (Thakurgaon)
7. Iftekhar Enayetullah, Director, Waste Concern
8. Md. Nazrul Islam, Resource Integration Centre (RIC)
9. Mahbub Kabir Liton, Resource Integration Centre (RIC)
10. M.A. Latif Miah, Deputy Director, Society for Social Service (Tangail)
11. M. Ehsanur Rahman, Executive Director, Dhaka Ahsania Mission (DAM)
12. Mahbubur Rahman, Resource Integration Centre (RIC)

13. Shaheen, Young Power in Social Action (YPSA)
14. Md. Shaiduzzaman, Executive Director, Eco-Social Development Organization (Thakurgaon)
15. A.H. Md. Maqsood Sinha, Executive Director, Waste Concern

### **Dhaka City Corporation**

1. Khandker Millatul Islam, Chief Slum Development, Social Welfare & Cultural Officer
2. Abu Nayem, Project Coordinator, ILO-DCC Project (UIE Project)

### **Private sector (other than BEF)**

1. Mohammed Monsur Ali, Assistant Secretary, Bangladesh Ship Breakers Association
2. Capt. Mohd. Anam Chowdhury, Beaching Master, Marine Surveyor and Consultant, Bangladesh Ship Breakers Association
3. Sajid Hussain, Executive Director, Western Marine Services
4. Payal Jain, Code of Conduct Manager, H&M
5. Abul Kashem, Bangladesh Ship Breakers Association
6. Owner and Manager, Seiko Ship Recycling Yard

### **United Nations and donors**

1. Renata Lok Dessalien, UN Resident Coordinator
2. Saber Azam, Representative, UNHCR
3. Carel de Rooy, Country Representative, UNICEF
4. Christine De Agostini, Education Manager, UNICEF
5. Nabendra Dahal, Chief, Education Section, UNICEF
6. Arjun Jain, Senior Protection Officer, UNHCR
7. Marion Mitschke, Manager Education, European Commission
8. Theo Oltheten, First Secretary, Embassy of the Kingdom of the Netherlands
9. Rose-Anne Papavero, Chief, Child Protection Section, UNICEF
10. Abdur Rafique, National Programme Officer, UNESCO
11. Mahfuza Rahman, Programme Officer, UNESCO

### **International Labour Organization**

1. Panudda Boonpala, Director, CO-Dhaka
2. Pong-Sul Ahn, Senior Specialist on Workers' Activities, ILO Decent Work Technical Support Teams, Bangkok
3. Hasina Begum, Programme Officer, CO-Dhaka
4. A.J.M Ifjalul Haque Chowdhury, Programme Officer, National Time Bound Programme Project of Support: Urban Informal Economy
5. Ross Alan Hatton, Skills Training for Under-privileged Adviser, TVET Reform Project
6. Saidul Islam, Programme Officer, CO-Dhaka
7. Shahabuddin Khan, Programme Officer, CO-Dhaka
8. T.I.M. Nurunnabi Khan, Programme Officer, CO-Dhaka
9. Aya Matsuura, Programme Analyst, CO-Dhaka
10. Dr Md. Kabir Mia, Programme Officer, National Time Bound Programme Project of Support: Urban Informal Economy
11. Pamornrat Pringsulaka, Regional Evaluation Officer, ILO Regional Office for Asia and the Pacific, Bangkok
12. Arthur Earl Shears, Chief Technical Adviser, TVET Reform Project
13. Abilash Tripura, National Coordinator, Promotion of the Rights of Indigenous and Tribal People, CO-Dhaka

### **Other meetings of the DWCP review team**

1. Participants in the CLEAN network in Thakurgaon district, including local government officials, workers, employers, parents and NGO representatives

2. Beneficiaries of the Flood Rehabilitation Project and the Community-Based Training Pilot Project in Tonga district
3. Workers at Seiko Ship Recycling Yard, Chittagong district
4. Sex workers of the registered brothel in Tangail district

## Annex II Bangladesh Decent Work Country Programme Review Stakeholder Meeting, 14 July 2009 Hotel Sonargaon, Dhaka

### Participants

1. Abul Kashem, Joint Secretary, Ministry of Labour and Employment
2. Sushanta Saha, Deputy Secretary, Ministry of Labour and Employment
3. Md. Abdul Kayum Sarder, Additional Director, Department of Labour
4. Dr Syed Abul Ehsan, Inspector (Medical), Chief Inspector of Factories & Establishments
5. Alamgir M.Z. Rahman, Vice-President, Bangladesh Employers' Federation, Chamber Building, 122/124, Motijheel C/A, Dhaka
6. Farooq Ahmed, Secretary-General, Bangladesh Employers' Federation, Chamber Building, 22/124, Motijheel C/A, Dhaka
7. Christine De Agostini, Team Leader, Hard to Reach Project, UNICEF Dhaka
8. M.S. Islam, Head, Dept. of International Cooperation & Development, Grameen Shakti, Grameen Bank Bhaban, Mirpur 2, Dhaka
9. M. A. Latif Miah, Deputy Director, Society for Social Service (SSS), Tangail
10. Dr Abdul Hye Mondal, Bangladesh Institute of Development Studies, E-17 Agargaon, Dhaka
11. Prof. Ishrat Shamim, President, Centre for Women and Children Studies, 92 New Eskaton Road, Dhaka 1000
12. Abu Yusuf Md. Rasal, Assistant Chief, Economic Relations Division
13. Md. Kasimuddin, Programme Coordinator, Dhaka Ahsania Mission
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23. Rose-Anne Papavero, Chief, Child Protection Section, UNICEF Dhaka
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# ANNEX III REVIEW OF THE ILO STUDY TOURS AND FELLOWSHIP PROGRAMMES FOR THE CAPACITY BUILDING OF THE ILO CONSTITUENTS

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**DRAFT**

## I. Introduction

Conventionally, capacity building<sup>22</sup> refers to any assistance provided to any entity that has a need to develop a certain skill or competence or for the general upgrading of performance ability. In the present context, it relates to human resource development of the persons who represent the ILO constituents. Most such capacity is built by the ILO constituents on their own, depending upon their resource availability and access to external training facilities. Many international organizations, often of the United Nations family including the ILO, have provided capacity building as a part of their programmes of technical cooperation with their member countries. The present review exercise based on a simple tracer study is an outcome of the ILO sponsored study tours and fellowship programmes for the capacity building of its constituents under the umbrella of the Decent Work Country Programme (DWCP) in Bangladesh (2006–2009).

Over the period 2006–2009, as many as 110 participants representing the three ILO constituents and civil society other than trade unions took part in the ILO-sponsored study tours, training fellowship programmes and seminars/conferences for building up their skills. By year, the participants numbered: 28 in 2006, 24 in 2007, 40 in 2008 and 18 in 2009, as detailed in table 1. Countries of the study tours and fellowships were Australia, China, India, Italy, Republic of Korea, Japan, Jordan, Malaysia, Pakistan, Philippines, Singapore, Sweden, Switzerland and Thailand. The same person in a number of cases, especially the most knowledgeable ones and in the senior rank cohort, participated several times in different courses and even in the same year, reflecting a skewed selection of the participants. This is corroborated by the selection of eight members of the civil society to participate in the training programmes.

The training courses covered extensive areas from workplace to labour policy arena. The duration of the courses varied from 2 days to 31 days depending upon the course contents and the category of training. Course contents for the three ILO constituents and the civil society (other than trade unions) are elaborated in table 2. Despite long-term vision of the capacity building, all the courses happened to be short-term varying from two days to 31 days.

<sup>22</sup> The UNDP defines “capacity building” as the creation of an enabling environment with appropriate policy and legal frameworks, institutional development, including community participation (of women in particular), HRD and strengthening of managerial systems, adding that, UNDP recognizes that capacity building is a long-term, continuing process, in which all stakeholders participate. By 1998 the UN General Assembly had commissioned and received evaluations of the impact of the UN system’s support for capacity building. The WCO defines capacity building as “activities which strengthen the knowledge, abilities, skills and behaviour of individuals and improve institutional structures and processes such that the organization can efficiently meet its mission and goals in a sustainable way.” In sum, capacity building may be defined as the “process of developing and strengthening the skills, instincts, abilities, processes and resources that organizations and communities need to survive, adapt, and thrive in the fast-changing world.” (Ann Philbin, 1996).

**Table1: Number of participants in ILO-sponsored study tours and fellowships**

Year	Constituents	Number of awards				
		Study tour	Fellowship	Conference/ seminar	Total	
					number	%
<b>2006</b>	Government	-	13	-	13	46.43
	Workers	-	3	-	3	10.71
	Employers	-	12	-	12	42.86
	<b>All</b>	-	<b>28</b>	-	<b>28</b>	<b>100.00</b>
<b>2007</b>	Government	-	6	-	6	25.00
	Workers	-	8	-	8	33.33
	Employers	-	6	1	7	29.17
	Civil society*	-	-	3	3	12.50
	<b>All</b>	-	<b>20</b>	<b>4</b>	<b>24</b>	<b>100.00</b>
<b>2008</b>	Government	-	13	-	13	32.50
	Workers	-	9	-	9	22.50
	Employers	-	15	-	15	37.50
	Civil society*	-	3	-	3	7.50
	<b>All</b>	-	<b>40</b>	-	<b>40</b>	<b>100.00</b>
<b>2009</b>	Government	1	4	2	7	38.89
	Workers	-	3	2	5	27.78
	Employers	-	4	-	4	22.22
	Civil society*	-	1	1	2	11.11
	<b>All</b>	<b>1</b>	<b>12</b>	<b>5</b>	<b>18</b>	<b>100.00</b>

\* Other than trade unions

Table 2: Course contents in the ILO-sponsored study tours and fellowships

Beneficiaries	Course contents
<b>Government</b>	<ol style="list-style-type: none"> <li>1. ILO/SKILLS-AP/Japan Regional Workshop and Study Programme on Workplace Learning in Japan (9 days)</li> <li>2. International Labour Migration Course (12 days)</li> <li>3. ILO/SKILLS-ap/Korea/Second Technical Meeting of the Regional Skills Network Partner Organization in Asia and the Pacific (3 days)</li> <li>4. Research Conference on Green Jobs for Asia and the Pacific (3 days)</li> <li>5. A 901052 - International Labour Standards (12 days)</li> <li>6. Asia-Pacific Regional High-level Meeting on Socially –Inclusive Strategies to Extend Social Security Coverage (2 days)</li> <li>7. ILO/Korea Fellowship Training on OSH (8 days)</li> <li>8. Seminar on Labour Law Enforcement (5 days)</li> <li>9. Training on Labour Inspection Policies and Practices in relation to Child Labour (5 days)</li> <li>10. ILO/SKILLS-AP/Japan/Regional Workshop and Study Programme on Skills Development in the Workplace (11 days)</li> <li>11. ILO/ITC Course on Green Jobs (5 days)</li> <li>12. Social Dialogue and Negotiation Skills for Social Partner Representatives of Asia (5 days)</li> <li>13. Study tour (TVET Project) (12 days)</li> <li>14. Study tour (TVET Project) (5 days)</li> <li>15. Study tour (TVET Project) (12 days)</li> <li>16. Study tour (TVET Project) (5 days)</li> <li>17. Study tour (TVET Project) (12 days)</li> <li>18. Study tour (TVET Project) (15 days)</li> <li>19. International Migration in Turin, Italy (16 days)</li> <li>20. Study Tour (TVET Project) (14 days)</li> <li>21. Regional Workshop/Seminar on Implementing IMO Guidelines on Ship Recycling Project (7 days)</li> <li>22. South Asia Sub-/Regional High-Level Tripartite meeting on Nexus of Growth, Investment and Decent Work (2 days)</li> <li>23. Public Service Reform: A Participatory Approach (19 days)</li> <li>24. International Training Programme to Promote National Policy Framework on Safety and Health (12 days)</li> <li>25. Study tour to the Philippines on TBP for the Key National Stakeholders (government, employers and workers) (7 days)</li> <li>26. ILO/Korea Fellowship Training on OSH in Small Construction (12 days)</li> <li>27. High-level Study Tour to Pakistan to observe ILO Activities in Pakistan (6 days)</li> <li>28. Sub-regional Workshop on the Follow-up to the global Report on Child Labour (3 days)</li> </ol>
<b>Workers</b>	<ol style="list-style-type: none"> <li>1. A301018 – Trade Union training in training methodologies including distance education (24 days)</li> <li>2. Asia-Pacific Regional High-level Meeting on Socially –Inclusive Strategies to Extend Social Security Coverage (2 days)</li> <li>3. Training course on “A301023 Trade Union Training in Comparative Labour Relations (19 days)</li> <li>4. Training Course on A358253 Trade Union Training on Understanding Company Financial Information for Collective Bargaining (5 days)</li> <li>5. Asian Regional Seminar on the ILO Work in Fishing Convention (3 days)</li> <li>6. Training Course on “A901029 Inter Regional Training in Human and Trade Union Rights/ International Labour Standards (12 days)</li> <li>7. Third Session of Joint ILO/IMO/Basel Convention Working Group on Ship Scraping Meeting (3 days)</li> <li>8. Workshop on the “Rights of Migrant Workers” (3 days)</li> <li>9. ILO/SKILLS-AP/Japan/Regional Workshop and Study Programme on Skills Development in the Workplace (11 days)</li> <li>10. Green Jobs: linking environment, climate change and the world of work (5 days)</li> <li>11. Social Dialogue and Negotiation Skills for Social Partner Representatives of Asia (5 days)</li> <li>12. Study Tour (TVET Project) (12 days)</li> <li>13. Study Tour (TVET Project) (5 days)</li> <li>14. ILO/SKILLS-AP/Japan/Philippines Regional Technical Meeting on Skills Development for Economic Empowerment and Poverty Reduction (9 days)</li> <li>15. South Asia Sub-/Regional High-Level Tripartite meeting on Nexus of Growth, Investment and Decent Work (2 days)</li> <li>16. Course A300850 – Trade Union Training on Employment Policies focusing on Youth (22 days)</li> <li>17. Asian Regional Seminar for Trade Unions on Labour Market Reforms: The Trade Union response (5 days)</li> <li>18. Tripartite Workshop on Managing your work programme and project cycle strategically in the new results-based environment (7 days)</li> <li>19. Course A351595 – Trade Union Training for women union leaders on computer communications (5 days)</li> <li>20. Course A351642: Trade Union Training Freedom of Association (5 days)</li> <li>21. Study Tour to the Philippines on TBP for the Key National Stakeholders (government, employers and Workers) (7 days)</li> <li>22. Trade Union Training on Occupational Safety, Health and the Environment with a special attention to HIV/AIDS (29 days)</li> <li>23. Sub-regional Workshop on the Follow-up to the global Report on Child Labour (3 days)</li> </ol>

<b>Employers</b>	<ol style="list-style-type: none"> <li>1. ILO/SKILLS-AP/Japan Regional Workshop and Study Programme on Workplace Learning in Japan (9 days)</li> <li>2. Partner Organization in Asia and the Pacific (3 days)</li> <li>3. Technical Consultation with Experts of Employers' Organizations on the Participatory Gender Audit (Assessment Methodology) (4 days)</li> <li>4. 97th Session of the International Labour Conference (1 month)</li> <li>5. Asia-Pacific Regional High-level Meeting on Socially –Inclusive Strategies to Extend Social Security Coverage (2 days)</li> <li>6. Training course on “A901075 Labour Market Information (12 days)</li> <li>7. General Council of the International Organization of Employers and the International Labour Conference (1 month)</li> <li>8. Technical Consultation with Experts of Employers' Organizations on the Participatory Gender Audit (Assessment Methodology) (4 days)</li> <li>9. Asian Regional Seminar on the ILO Work in Fishing Convention (3 days)</li> <li>10. 303rd Session of ILO Governing Body (1 month)</li> <li>11. Training Course on “A901109- Sustainable Enterprise Promotion through good knowledge Practices and Human Resource Management” (12 days)</li> <li>12. ILO/IOE/CAPE Asia-Pacific Regional Meeting of Employers on the Contribution of Human Resources Development to Competitiveness (3 days)</li> <li>13. ILO/SKILLS-AP/Japan/Regional Workshop and Study Programme on Skills Development in the Workplace (11 days)</li> <li>14. Maximizing the Opportunities for Employers' Organizations in the Framework of Decent Work Country Programme (4 days)</li> <li>15. Social Dialogue and Negotiation Skills for Social Partner Representatives of Asia (5 days)</li> <li>16. Study tour (TVET Project) (12 days)</li> <li>17. Study tour (TVET Project) (5 days)</li> <li>18. Study tour (9 days)</li> <li>19. Study tour (TVET Project) (14 days)</li> <li>20. ILO/SKILLS-AP/Japan/Philippines Regional Technical Meeting on Skills Development for Economic Empowerment and Poverty Reduction (9 days)</li> <li>21. South Asia Sub-/Regional High-Level Tripartite meeting on Nexus of Growth, Investment and Decent Work (2 days)</li> <li>22. Capacity Building for Employers' Organizations On Productivity and Competitiveness (9 days)</li> <li>23. Workshop on Building Global Alliance Against Forced Labour (31 days)</li> <li>24. Tripartite Workshop on Managing your work programme and project cycle strategically in the new results-based environment (5 days)</li> <li>25. Asian Regional Forum on Growth, Employment and Decent Work (3 days)</li> <li>26. Meeting of Experts on Labour Statistics – Updating the International Standard Classification of Occupations (9 days)</li> <li>27. Study Tour to the Philippines on TBP for the Key National Stakeholders (government, employers and Workers) (7 days)</li> <li>28. SME Cluster and Network Development: Principles and Practice (12 days)</li> <li>29. Asian Regional Employers' Meeting on the Impact of Labour Legislation on Labour Market Flexibility (3 days)</li> <li>30. Study Tour to China (7 days)</li> <li>31. ILO Asian Regional Conference, Busan (10 days)</li> <li>32. Sub-regional Workshop on the Follow-up to the global Report on Child Labour (3 days)</li> </ol>
<b>Civil society</b> (other than trade unions)	<ol style="list-style-type: none"> <li>1. Research Conference on Green Jobs for Asia and the Pacific (3 days)</li> <li>2. Technical Consultation with Experts of Employers' Organizations on the Participatory Gender Audit (Assessment Methodology) (4 days)</li> <li>3. Building a Comparable, Up-to-Date, and Sustainable Database on Labour Migration in Asia (2 days)</li> <li>4. Tackling discrimination at work: from theory to practice (12 days)</li> <li>5. Asian Regional Forum on Growth, Employment and Decent Work (3 days)</li> <li>6. Sub-Regional workshop on Small and Medium Enterprises (8 days)</li> <li>7. IPEC Staff Consultation: Reduction of Child Labour through protection of young workers (3 days)</li> </ol>

Of the 110 participants, 39 were from the Government, 38 were employers, 25 workers' representatives and 8 from civil society. The tracer study covered 38 participants – 13 from Government, 15 employers and 10 workers' representatives. The findings of the study are based on a survey of 38 participants with the help of a predesigned questionnaire eliciting personal assessment and opinion of the participants on the usefulness of acquired skill in work, strengths and weaknesses of the training programme, outcome of the programme and gaps in strengthening the ILO constituent's capacity in the future and how to go about them.

## II. Usefulness of acquired skill in work

According to eight of ten trade union participants, knowledge and skills gained through the training course has improved their performance in work. They shared their experiences with the leadership of the national trade union centres as well as other trade union bodies and forums. The knowledge acquired is useful to implement the

programme-related to apprenticeship training and recognition of prior learning. It is also useful to implement the programmes related to vocational training programme.

Trade union training on understanding company financial information for collective bargaining is treated as very useful for their professional improvement because the program was designed for developing the capacity and increasing the skills of the trade union leaders for effective collective bargaining practices for protecting and promoting the rights and interest and living standard of the workers. It has enhanced the knowledge of formulating effective charter of demand and negotiation technique upon which the success of the collective bargaining depends.

In the opinion of 11 of the 13 government participants, the study tour was useful in sharing experience for the development of green jobs. The training programme helped them to gain and demonstrate an in-depth knowledge of the ILO Conventions and Recommendations. It widened the horizon of their understanding about the supervisory machinery of the international labour standard system and their implications in the socioeconomic development and social justice. In addition, it gave them an opportunity to acquire skills and dexterity that helped them to write opinions and decisions in respect to legal matters in the spirit of international instruments. The training created an enduring impact on the performance of their professional duties and responsibilities.

The participants representing the Department of Inspection for Factories and Establishments reported that their knowledge on the subject had been enhanced and they are more able to improve the occupational safety and health and environment (OSHE), especially by creating awareness about HIV and AIDS among workers. As a follow up, the International Trade Union Confederation–Bangladesh Council conducted four national programmes on OSHE and regional programmes at Chittagong and Khulna. As team members of trainers, they conducted sessions on those subjects, explaining the role of the ILO, the Bureau for Workers' Activities (ACTRAV) and trade unions in promoting tripartism and labour standards in the world of work. They discussed the basic concept of “decent work”, the procedures and supervisory mechanisms of the international labour standards and how to apply the ILO Core Conventions for the protection and promotion of workers rights at work places. The role of trade unions, gender issues in dealing with HIV and AIDS, developing trade union policy and strategy to prevent discrimination and for promotion of workers rights were additional dimensions of dissemination.

“Green jobs” is a new concept for the trade unions. Participation in the course helped them to better understand the role of unions in promoting green jobs and how to apply it in the country context.

For 12 of the 15 employers, the courses were reported as useful because they are responsible for interacting with external stakeholders and their internal stakeholders (management, non-management staff) to increase the efficiency of their company by providing a highly satisfactory work environment. In their view, effective communications skills is the most critical tool kit that resolves issues making both the parties winners, and builds relationships that make high impact on mutual contributions. Along with human resources development and industrial relations, they also have to deal with the trade union leaders as well as address the unionized staff from time to time. The courses added a new dimension to their communication skills, which they termed as “revolutionary” in the context of work culture in Bangladesh. During the training, they experienced the commitment by respective industries in Japan to impart workplace training and to develop worker's skill, which in turn enhances the output of the organization in terms of better service, product and quality. In addition, exchanging views with other international delegates on such practices by their employers and labour legislations in their respective countries was enlightening along with providing deeper understanding of the process of international migration.

### **Use of acquired skills in present work**

Several of the participants (6 of 38), especially the secretaries of the Ministry of Labour and Education, are reportedly not applying their acquired skills in their current jobs because of their transfer to other ministries after the training. This negates the direct benefit of the training. The trade union leaders, however, are trying to make use of the acquired skills in their present work and assist their affiliates to prepare charter of demand and negotiation techniques with arguments. Acquiring skills and dexterity has helped them to write opinions and decisions in respect of legal matters in the light of international instruments.

Now they know better and are able to conduct awareness programme on green jobs among the workers. As a follow up to the course, the trade unions undertook awareness campaign and advocacy on green jobs. Because

of their participation in the course, they were made the focal point in the NCCWE to launch a programme on green jobs by the trade unions.

The employers have to perform multi-dimensional duties in the field of labour administration and labour inspection. The training programme has given them an insight into how to interpret and translate the international instruments in writing proceedings, decision and expressing views under the existing legislation in the country. The programme helped them understand the gap between the legal system of the country and the international instruments and also to see how far the existing laws of the country framed in conformity with the international instruments. Now, they are in a better position to analyze the legal system of the country in different forums, seminars, workshops and lectures keeping in view the ILO instruments.

They have initiated a programme in consultation with their human resources department. This programme is being implemented and it covers the salient features of on-the-job and off-the-job training. Within a part of this programme, the participant companies have established working teams comprising resource persons selected from amongst the senior persons from each department: a) They have started conducting classroom training as well as field training for better output. b) Attractive incentives for trainees and trainers are now in place. A positive outcome is now measurable. c) The subject-matter will be discussed at Bangladesh Employers Federation (BEF), to mobilize efforts for organizing a capacity building programme for the employers who are members of the BEF. In this capacity building programme the BEF intends to highlight the importance of: i) effective workplace learning as practical and cost effective training to upgrade skills that will also help the employers to face competitiveness in their business; ii) workplace learning programme to be formulated specifically to individual industry needs and demands; iii) identification of workplace learning need for individual and collective output; and iv) motivating career development focusing on workplace learning. In addition, by using data and software provided by the programme now they can make better comparison of standard labour statistics of Bangladesh with other countries.

#### **Notable outcome of the application of acquired skill**

Some of the participants (9 of 38) indicated that they now perform a job much better than before training. For the trade union leaders, the training materials of the course have been handed over to their office of the national centre as well as to the BILS Library. Visitors including trade union leaders are utilizing the resource documents for their purpose. They are also sharing experience to prepare project documents on different labour issues with NTUC and BILS when needed. BJSD is also participating in the programmes of the ILO on the decent work issues through NCCWE as a member as well as through the BILS programmes too. They are now implementing the Skill Development Programme more closely with the employers, such as the partnership with BGMEA, BKMEA, CLP, BRAC, etc.

Mention was also made by some trade union leaders (4 of 10) of no notable outcome of the training and no example has been created by them which can be cited as performing their jobs better than earlier. This is particularly because they could not practice trade union activities which were banned by the then Caretaker Government up to December 2008 due to state of emergency. However, they hope that in the near future there would be some notable outcome and some examples will be created by them of performing jobs better than earlier. They have initiated a pilot programme with the ILO which is based on the green jobs creation in Bangladesh. Two examples can be cited in this regard: i) To make training programmes – one on Solar Energy and another on Whole Family Training programmes on biogas technology. The trained women technicians are serving their solar energy programmes in more efficient way, i.e. some of the technicians are serving as entrepreneurs who can assemble essential parts of the solar system for them. Many of them are working as repairing and maintenance technicians. ii) Whole Family Training programme proves beneficial. The housewife plays a vital role in running the biogas programme efficiently. She can check and ensure day-to-day supply of inputs into the biogas plant and also proper functioning of biogas burner. Both housewife and her husband ensure the use of bioslurry for fertilizing homestead gardening and field crops.

Regarding the training on social dialogue, participants noted that its dissemination made revolutionary change in the mindset of the non-management staff, including the unionized staff with assigned area of responsibilities with respect to their functional position and level. The response was reportedly astounding. Three of 10 workers specially expressed their sentiments with a touch of emotion. As the top management has given a new term to their identity by saying that they are all partners, there has taken place a cultural revolution in the workplaces

based on dignity of labour and mutual respect of the employers and workers. This is recognition of the value of their work and acceptance of the importance of their opinions and views for the good of the company. Some trade union leaders are sceptical about the concept of “social partner”. To them, it is a “softening” agent and could be a management’s strategic tool to win over the workers in the way they want.

However, some members of the management, accustomed to the cultural dictates of ‘social hierarchy’ in the workplace, were critical about “the social partner” concept. To them, the application of the term will create a lot of administrative problems. As they view, non-management staff will think that they are at par with the management and thus, the chain of command will fail resulting in labour indiscipline.

### III. Weaknesses and strengths of the programme

#### Weaknesses

Among the major weaknesses of the programme mention was made of inadequacy in policy and training design (including short training period), resources, training materials and environment, and motivational contents. Each participant could be given opportunity to present his/her country situation on some selected subjects. The lectures of a few resource persons were reportedly monotonous. The classroom lectures which touched on almost all aspects of training for skill development did not quite match with the field trips which mostly focused on training being imparted to foreign workers, *albeit* the field trips were informative otherwise. The programme did not cover participation of representatives from highly developed countries except that they were enlightened about prevailing system and practices in skill development and workplace training in Japan.

Team/group work and role-play constituted an integral part of the training workshop. It was expected that all participants would contribute more or less equally in these sessions. Because the medium of language of these courses was English, the organizing department should ensure an acceptable level of the English language skills of the participants. It tends to get boring when only a few participants have to carry on the discussions as they have the language skills. There is thus less variety as well as low cross-fertilization of thoughts and ideas.

According to some participants, course contents were inadequate and ineffective because the critical relationship between commodity and labour markets was not covered. Besides, they were more statistical with little theoretical analysis.

#### Strengths

According to some other participants (20 out of 38), however, study materials, role play and case studies were excellent. Most of the resource persons were knowledgeable and excellent. According to the trade union participants, more collaboration with the employers had been established by providing a common meeting and interacting place for the social partners. They became familiar with some important terminologies which are expected to help them for effective collective bargaining through understanding company financial information.

Study tours allow networking, exchange of ideas and best reactions. The presence of two important members of the ILO Committee of Experts on the Application of Conventions and Recommendations and sharing knowledge with them are considered rewarding. The contents of the course were quite appropriate in the context of the situation in every participating country. Study materials especially on HIV and AIDS were excellent. Directors, programme officer, consultants, coordinators, legal officers, secretaries and all other officers were characterized as cooperative, effective and helpful in managing the training programmes. Resource persons were described as quite knowledgeable.

Introduction to information and communication technologies and study visits to other places during the programme period were helpful in updating knowledge. The course was tripartite and participated by the tripartite representatives of several countries contributing to improved understanding of the ILO constituents. The ILO’s global experience and networking are seen as unique with good learning value.

According to 23 of the 38 participants, sessions lectures were reportedly fine. But it is suggested that there should be a session for questions and answers. Case studies are considered very important as adults learn more from

illustration of life experiences. Even during lectures, there could be some balance made with inclusion of quizzes or challenges (with points or funny prizes, etc.) with “smile” and “laugh” of the course staff *a la* enjoying the course.

The courses provided useful forums where the employers could frankly discuss with the government and trade union representatives who are supposed to be decision promoters. Remarkable achievements are possible from the ILO constituents who participated in the fellowship. The programme is well constructed to suit the human resources needs of the developing countries.

In the opinion of most of the participants (29 of 38), the training programme was quite informative. It provided great opportunity to meet labour market researchers from all over the world and establish contacts and examine comparability of data across countries and regions.

The programme helped to learn techniques related to demand driven skill training programme. A developing country like Bangladesh cannot afford to provide such a standard programme. Exchange and sharing of experience and knowledge of various countries is very necessary to develop country strategy and action programme on this issue. This type of training workshop will definitely enhance knowledge about present employment trend and other issues related to skill development programme. This programme can help to obtain more accurate and easily accessible labour market information and analysis in the rapidly changing world of work.

#### **IV. Gaps in strengthening the ILO constituents’ capacity in the future**

All the three ILO constituents do not evaluate the programme in the same manner. As expected, while the workers are more concerned about learning how to protect their interests and to establish their rights, the employers accord more emphasis on the responsibilities of the workers and are more keen to learn how to improve and ensure labour productivity. The government participants go between.

However, the major gaps as identified by all the three constituents in strengthening the ILO constituent’s capacity in the future include: i) inadequate coverage of the course in terms of areas and contents (globalization, corporate social responsibility, climate change and environmental degradation, global economic crisis etc.); ii) lack of understanding/clarifications of issues between employers and trade union organizations on ILO core labour standards, especially ILO Conventions 87, 98 and other decent work issues; iii) *ad hoc* rather than regular nature of the programme; iv) lack of follow up of the training and study tours; v) resource constraints (including funding); and vi) lack of focus on “convergence” – that is, the capacity of the ILO to catch up with the rapidly changing labour market situations in developing countries through environmental upgrading, etc.

The suggestions made by the participants in overcoming these gaps include: a) in-depth long courses for strengthening existing tripartite mechanism and social dialogue; b) appropriate courses for the implementation and monitoring of the existing labour laws and making further amendments to the labour laws in line with ILO core labour standards; c) introducing courses on developing and updating the documentation and more publication in local language; d) hands-on training for supporting trade unions to develop capacities on information technology and training facilities; e) organizing training programmes at the national level with the stakeholders from time to time; f) creating position for capacity building expert in the ILO-Dhaka Office; g) supporting trade unions to build well-equipped office with information technology and training facilities and coordinating training programmes; h) more resources including funding.

For the greater effectiveness and impact of the programme, the ILO should enlarge and improve the training programmes for skill development related to productive employment generation by bringing together employers and trade union representatives in the same training workshop forum. The course contents should be enriched with standard handouts and reading materials.

#### **V. Concluding remarks**

By and large, the programme seems to moderately contribute to the capacity building of the ILO constituents. Workers who need capacity building most because of their limited resources seem to benefit least from the programme. In the allocation of fellowships, workers deserve larger share for all practical purposes.

The ILO should continue this programme regularly, including following up with the participants and giving more fellowships to enhance capacity building and sharing knowledge and experience of different countries. The ILO should enhance international cooperation in terms of skill development programme related to productive employment generation.

Green jobs activities should be integrated into the movement on climate change and environment protection – nationally, regionally and internationally. The ILO, being an international agency with a tripartite mandate, is better equipped to contribute to the national capacity building particularly with regard to the promotion of green jobs which at the same time should be decent jobs.

Capacity building is much more than training and includes: human resources development, the process of equipping individuals with the understanding, skills and access to information, knowledge and training that enable them to perform effectively. Viewed thus, for labour institutions, capacity building may relate to almost any aspect of its work: improved governance, leadership, mission and strategy, administration (including human resources, financial management, and legal matters), programme development and implementation, evaluation, advocacy and policy change etc. For individuals, capacity building may relate to leadership development, advocacy skills, training and communication abilities, technical skills, organizing skills, and other areas of personal and professional development. Capacity building is the elements that give fluidity, flexibility and functionality of an institution to adapt to changing needs of the population that is served.

A recommended approach to capacity building of the ILO constituents include: a) assessing current skills; b) identifying learning needs; c) defining expected learning outcomes with dates and milestones; d) identifying appropriate learning activity (clarifying resources required); e) undertaking learning activity; f) reflecting on actual outcomes and applying those to work practice; g) gathering evidence to support improved work practice; and h) identifying further needs.

Capacity building of the ILO constituents is not just about courses and qualifications. It includes a wide variety of activities that lead to learning and development, both personal and professional. It does not always have to be upwards; it can also be sideways, encompassing anything that helps to broaden individual's range of skills, knowledge or competence. In sum, effective capacity building is a commitment to professionalism. It shows that one has taken personal responsibility for ensuring that one has the skills and knowledge necessary to meet the challenges of an ever changing world. So the biggest contribution to capacity building is a training participant's commitment.

### **Future directions**

According to all the participants, existing training programmes should be continued because they will develop the skills of trade union leaders and employers for effective collective bargaining practices for promoting decent work. The capacity of the Ministry of Labour and Education needs to be improved in order to reduce the gap between the existing labour laws of Bangladesh and the ILO conventions and recommendations. In addition, future training programmes should provide an in-depth knowledge in respect of all the ILO instruments relating to rights at work, productive employment generation, social protection and social dialogue in order to enable the ILO constituents to effectively meet the challenges of decent work agenda.

In the globalizing world, the capacity building of the ILO constituents in Bangladesh has acquired critical importance with the urgent need to equip them to collectively respond to the emerging challenges of globalization. Future training courses should address these issues objectively in order to improve the collective efficiency and competitiveness of the social partners. To this end, allocation of fellowships to the ministry personnel merits close scrutiny due to their frequent transfer and losing stake.

# ANNEX IV PROGRESS AND PERFORMANCE BY OUTCOME

## Scoring categories

1	2	3	4	5	6
Very unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Satisfactory	Very satisfactory

## CP Outcome 1: Improved skills training for enhanced employability and livelihoods

Performance Area	Rating (preliminary)	Comments
Resource adequacy	5	The amount of financing for the TVET Reform Project is adequate, but EC regulations on transferring funds across budget lines constrain the project's flexibility. The UN joint programme in Cox's Bazar did not materialize, which resulted in less funding than anticipated.
Delivery of outputs	5	See details in annex IV.
Use of outputs by partners/target groups	4	A wide range of partners and target groups are using the studies produced by the TVET Reform Project and have participated in workshops and international fellowships. The Government partners have requested more engagement with the project, and industry partners are asking for more tangible outputs. The livelihoods assessments are used extensively in partners' programmes in refugee-affected areas and in the UN Recovery Strategy. Livelihoods support may have reached beneficiaries. NGO/private sector partners have been more responsive and proactive in using ILO and outputs than government partners have.
Progress made towards outcome	3	While substantial progress has been made toward achieving the outputs, the outcome of "improved skills training for enhanced employability and livelihoods" is still far from being realized.
Management of emerging risks and opportunities	5	<p><b>Risks</b> relate to government ownership, complementarity with partners' related activities, partners' understanding of the multisector nature of TVET, cooperation among relevant Government bodies, inactivity of the NSDC, time constraints of industry partners, the traditional separation of education and training programmes from labour market analysis, frequent transfers of key Government officials, lack of progress toward UN joint programmes, and lack of baseline data for the Green Jobs Initiative. <b>Opportunities</b> include progress in partners' conception of skills development as a premise for building the nation, the new Government's focus on employment issues, and the momentum toward decent work created since the global economic crisis (e.g. the Global Jobs Pact).</p> <p>The TVET Reform Project held a self-evaluation exercise and stakeholder workshop to identify risks and opportunities and to identify strategies of response. The project has started implementing these strategies. Mechanisms to mitigate the risks of frequent civil service transfers have not been developed. ILO has used the Global Jobs Pact in its contributions to policy dialogue on the global economic crisis.</p>

## Outcome 2: Improved coverage of social protection and rights for workers in selected sectors, including for migrants

Performance area	Rating (preliminary)	Comments
Resource adequacy	2	Substantially more resources are needed for ILO to reach the large informal sector, which is not covered under the current legal framework or represented by ILO's tripartite partners, and to have an impact on labour migration.
Delivery of outputs	4	See details in annex IV.
Use of outputs by partners/target groups	3	The migration-related outputs were used by direct beneficiaries, but the number of people involved was very small. The Government is actively pursuing OSH policy development, but workers and employers have not yet become adequately involved.
Progress made toward outcome	2	With the exception of the OSH policy initiative, the interventions were too small to contribute significantly to "improved coverage of social protection and rights for workers in selected sectors, including for migrants."
Management of emerging risks and opportunities	5	<p><b>Risks</b> include the ban on trade union activity during the state of emergency, insufficient engagement of employers in ship-recycling dialogue, and the impact of the global economic crisis on labour migration. <b>Opportunities</b> include the new Government's attention to labour rights issues, the Global Jobs Pact, the ILO Multilateral Framework on Migration, and the new International Convention for the Safe and Environmentally Sound Recycling of Ships.</p> <p>ILO has used opportunities created by the new Government in supporting the development of OSH policy. ILO and its constituents have used the opportunities created by renewed attention to labour migration issues by developing a new project to support a national labour migration strategy. They have not yet employed the opportunities created by the new Ship-Recycling Convention.</p>

## Outcome 3: National time-bound programme on the worst forms of child labour implemented

Performance Area	Rating (preliminary)	Comments
Resource adequacy	2	The UIE project is the only project of direct support to the TBP that is funded. The CTA for the TBP and UIE has not been recruited.
Delivery of outputs	2	See details in annex IV.
Use of outputs by partners/target groups	1	Since the outputs have not been achieved, partners/target groups cannot use them. One primary partnership has been established (the DCC). The Child Labour Unit has been established in MOLE but is not yet functioning.
Progress made toward outcome	1	Progress toward implementing the TBP is very unsatisfactory.
Management of emerging risks and opportunities	4	<p><b>Risks</b> relate to the level of agreement among the ILO, the Government and the donor on implementation arrangements and management arrangements and civil service transfers, and lower than expected Government commitment to eliminating WFCL. <b>Opportunities</b> include the Government's commitment to ratify Convention No. 138 and adopt a Child Labour Eradication Policy.</p> <p>ILO and its partners participated actively in the mid-term evaluation of the UIE Project and are actively pursuing its recommendations.</p>

#### Outcome 4: Enhanced capacities of tripartite partners and mainstreaming of decent work principles into programmes and plans of partners, including UN agencies

Performance area	Rating (preliminary)	Comments
Resource adequacy	2	Substantially more resources are needed for ILO to enhance the capacities of tripartite partners, especially beyond the urban, formal sectors, and to effectively mainstream decent work principles.
Delivery of outputs	4	See details in annex IV.
Use of outputs by partners/target groups	4	Workers' and employers' organizations are enthusiastic about the capacity-building services ILO provides. Due to civil service transfers, many Government officials who received ILO-supported training could not apply their knowledge and skills. The livelihoods assessments were highly influential in the programming of UN agencies and other partners in refugee-affected areas and in the formation of a UN Recovery Strategy after Cyclone Sidr.
Progress made toward outcome	3	Capacities of the tripartite partners, especially workers' organizations, remain weak. Some mainstreaming of decent work principles has been achieved.
Management of emerging risks and opportunities	4	<p><b>Risks</b> relate to the ban on trade union activities during the state of emergency, worsening social perception of the trade union movement, frequent civil service transfers, complexity of arranging joint programmes among multiple UN agencies and Government bodies, and the diversion of Government officials' attention to the global economic crisis, natural disasters, and political unrest. <b>Opportunities</b> include the Government's ongoing development of a Five Year Plan (to which ILO could provide input), its ongoing review of the Labour Act, the reactivation of the TCC, the establishment of a Tripartite Committee on HIV/AIDS in the Workplace, ILO's good relations with tripartite constituents and UN agencies, the new democratically elected Government with a focus on labour rights, the high priority that constituents place on social dialogue, ILO's new leadership of a UN Theme Group on Employment, and ILO's recruitment of an experienced national coordinator on the rights on indigenous and tribal people.</p> <p>The ILO-Dhaka Office and the tripartite constituents in Bangladesh have used every opportunity to build capacity and mainstream decent work principles. Limited resources and lengthy approval processes at ILO headquarters constrain their ability to respond quickly to emerging opportunities.</p>

## ANNEX V PROGRESS AND PERFORMANCE BY OUTPUT

Outcome 1: Improved skills training for enhanced employability and livelihoods	
Output	Status & comments
1.1 ILO-EC TVET Reform Project approved, made operational and phase one implemented	<b>ON TRACK.</b> Project approved and made operational; implementation of Phase 1 is on track.
1.2 TVET systems, policies and legislation reviewed and proposals for new ones formulated	<b>ON TRACK.</b>
1.3 Knowledge base with regard to technical and vocational skills training vis-à-vis current and future labour market enhanced	<b>ON TRACK.</b>
1.4 Framework for interagency collaboration and donor coordination in the field of TVET prepared, discussed, and made operational	<b>ON TRACK.</b> The TVET Reform Project is coordinating activities and ensuring complementarity with the TVET-related work of ADB, World Bank, UNICEF, UNIDO, and ILO's UIE Project (funded by the Government of the Netherlands).
1.5 Joint UN programmes and pilot projects addressing employability, entrepreneurship and private sector development are developed and, subject to funding, implemented	<b>PARTIALLY ACHIEVED.</b> ILO conducted an assessment of livelihoods opportunities among residents of the refugee camps, which has contributed importantly to the programming of UNHCR and other agencies/NGOs working with refugees and refugee-affected communities—and will contribute to the joint UN programme in Teknaf and Ukhiya upazilas. The anticipated preparation of a UN joint programme on private sector development has not materialized.
1.6 Disaster response projects with focus on economic recovery and disaster preparedness formulated and implemented	<b>PARTIALLY ACHIEVED.</b> ILO provided livelihoods support for flood-affected handloom weavers and cyclone-affected businesses. The livelihoods support projects may have been delivered well, but they were not fully monitored or well linked to the overall programme.
1.7 Employment-friendly policies, programmes, and schemes, reflecting decent work and supporting enhanced employability, entrepreneurship, and livelihoods formulated and discussed	<b>ON TRACK.</b> ILO is contributing to discussions regarding Labour Act revision, response to the global economic crisis, etc. ILO should provide specific inputs for the Government's consideration in the preparation of the upcoming Five-Year Plan.
1.8 Pilot programme on Green Jobs Initiative successfully completed	<b>PARTIALLY ACHIEVED.</b> Lack of baseline data and time constraints are challenges for the Green Jobs Initiative. Details of Green Jobs project in Bangladesh and magnitude of ILO's investment in this initiative to be determined in consideration of ILO's comparative advantages and other priorities of constituents.
Outcome 2: Improved coverage of social protection and rights for workers in selected sectors, including for migrants	
2.1 Social compliance, decent working conditions, and productivity in the RMG sector promoted	<b>PARTIALLY ACHIEVED.</b> After providing substantial support to the RMG sector for the preceding decade, ILO remained active in policy dialogue but focused its support on other sectors during the current DWCP cycle.
2.2 Policies, guidelines and other tools for effective promotion of decent and sustainable safety and health, working, and environmental conditions in the ship-recycling industry developed	<b>NOT ON TRACK.</b> ILO and its constituents have developed and revised a project proposal, engaged in dialogue with ship-breakers and other stakeholders, developed TOR for support for internal training capacity, participated the joint IMO/Norwegian-organized discussions and visits to the shipyards. These efforts, however, have not led to tangible results. Other international development partners are developing related studies and projects. ILO should share its lessons learned and consider its future interventions in light of how they could complement others.

<p>2.3 Regular and safe migration promoted</p>	<p><b>ACHIEVED.</b> ILO has promoted the rights of labour migrants by supporting studies and their dissemination, supporting regional and national workshops, developing a project of technical support for a strategy to promote decent work for male and female migrant workers from Bangladesh, and conducting small awareness-raising programmes on HIV and AIDS for female migrants. These interventions, however, reached very few beneficiaries.</p>
<p>2.4 Successful ILO inputs to the interagency work on formulation and adoption of a national policy on OSH in consultation with social partners</p>	<p><b>ON TRACK.</b> With support from ILO and WHO, the formulation of a national OSH policy is underway. Advocacy will be needed to ensure tripartite inputs to the policy. As input to the revision of the Labour Act, the ILO and WHO are supporting a study that will compare the Act with the ILO OSH Conventions. The ILO has developed a project to promote Bangladesh's ratification of the ILO OSH-related Conventions.</p>

**Outcome 3: National time-bound programme on WFCL implemented**

<p>3.1 Existing ILO-IPEC projects of support to TBP, including the UIE Project, implemented, monitored and backstopped</p>	<p><b>NOT ON TRACK.</b> Lack of agreement on responsibilities for financial and technical management of the UIE Project has caused serious delays in the start of field operations. Implementation has accelerated, however, following 2009 mid-term evaluation.</p>
<p>3.2 TBP framework strengthened and project documents of projects of support to TBP developed or revised and potential funding identified</p>	<p><b>NOT ON TRACK.</b> The Government has not formally approved the TBP framework. New projects of support to TBP have not been initiated, though several ongoing projects of the Government and development partners contribute to TBP goals.</p>
<p>3.3 National capacity strengthened through revised and extended MOU, reconstituted National Steering Committee, research and the establishment of an effectively functioning Child Labour Unit</p>	<p><b>PARTIALLY ACHIEVED.</b> Action programmes for the Child Labour Unit and for Dhaka City Corporation's subcontracts to NGOs have been agreed. Research has been conducted and disseminated.</p>
<p>3.4 List of "hazardous sectors, occupations, and activities" and compliance/enforcement mechanisms developed and adopted by the Government</p>	<p><b>NOT ON TRACK.</b> Achievement of this output is dependent upon the Child Labour Unit, which is not yet functioning.</p>

**Outcome 4: Enhanced capacities of tripartite partners and mainstreaming of decent work principles into programmes and plans of partners, including UN agencies**

<p>4.1 A series of joint programmes completed in collaboration with the Bangladesh Employers Federation</p>	<p><b>ON TRACK.</b> Workshops and seminars were held on freedom of assembly and collective bargaining, Labour Act 2006, globalization, women's participation in social dialogue, safe migration, and the informal economy.</p>
<p>4.2 Workers' organizations sensitized for new dimensions of trade union movement in Bangladesh</p>	<p><b>ON TRACK.</b> Progress towards this output was constrained by the ban on trade union activity in 2007 and 2008. The ILO and NCCWE have a joint work plan, which they are implementing though funding constraints limit its scope.</p>
<p>4.3 Increased awareness at enterprise level about violence against women and its prevention (MDG fund)</p>	<p><b>NOT ON TRACK.</b> The DWCP envisioned that ILO would achieve this output through its contributions to a UN joint programme. The UN agencies have not been successful in initiating the joint programme.</p>
<p>4.4 MOLE and its departments strengthened to implement the Labour Code 2006</p>	<p><b>NOT ON TRACK.</b> Implementation of the Labour Code remains weak.</p>
<p>4.5 Tripartite constituents sensitized about gender issues, indigenous peoples, HIV and AIDS, safe migration, and other labour market issues, reflecting and promoting the principles of ILO standards</p>	<p><b>ACHIEVED.</b> This Output can be considered achieved, though it was implemented on a small scale and has not been objectively monitored.</p>
<p>4.6 Successful ILO inputs to the UN reform programme and UNDAF, including joint programming initiatives, studies and research</p>	<p><b>ACHIEVED.</b> ILO conducted livelihoods assessments that contributed importantly to UN programming in refugee-affected areas and to the UN Recovery Strategy after Cyclone Sidr. Findings of ILO-supported studies on policy issues were shared with the UN Country Team. The UN Country Team has invited ILO to lead a UN Theme Group on Employment.</p>

## ANNEX VI ILO PROJECTS AND PROGRAMMES, 2006-2009

	<i>Description/title of project</i>	<i>Duration</i>	<i>Budget (US\$) &amp; donor</i>
<i>Outcome 1: Improved skills training for enhanced employability and livelihoods</i>			
1	Skills Training for Poor Women (CBT)	2003-2006	UNDP \$1.3 million
2	Support to Rehabilitation of Flood-Affected Weavers	2005-06	\$85,000 Cash Surplus+RBTC
3	Response to Post-SIDRE Rehabilitation of Livelihoods	2007	\$165,820 ILO RBTC+ Cash Surplus
4	Technical and Vocational Education and Training (TVET) Reform	2008-2012	EUR14.5 million EC-ILO
5	Green Jobs Initiatives in Bangladesh	2008-09	\$282,687 ILO - RBSA
6	Programme of Activities for the Biennium 2006-07	2006-07	\$27,000 RBTC+PSI
7	Programme of Activities for the biennium 2008-09	2008-09	\$68,500 RBTC+PSI
<i>Outcome 2: Improved coverage of social protection and rights of workers in selected sectors</i>			
8	Improving Working Conditions and Labour Relations in the RMG Industry	2001-2006	\$1.44 million USDOL
9	Safe and Environment-friendly Ship Recycling	2004-2007	1.29 million UNDP
10	Regional Symposium on Migration	2008-09	\$93,000 SDC
11	Programme on HIV/AIDS at Workplace	2009	\$50,000 UNAIDS
12	Support to National OSH Policy Framework	2009	\$21,000 ILO/Japan
13	Programme of activities for the Biennium 2006-07	2006-07	\$60,000 RBTC+PSI
14	Programme of Activities for the Biennium 2008-09	2008-09	\$93,075 RBTC+PSI

<i>Partners</i>	<i>Status/comments</i>
BMET + private sector	Completed project. It focused on skills training for women in non-traditional trades followed by employment support Project work being taken over by the TVET project.
Handloom Board, RIC & SSS - Tangail	Completed project. As a follow up, ILO continues to support training to the beneficiaries in the current biennium (2008-09) through the partners like RIC & SSS.
MOLE, FAO, UN RC	Outputs produced included: (a) rapid assessment of non-agricultural livelihoods; (b) contribution to the UN Early Recovery Framework for the SIDRE (coordinated by UN RC Office); and (c) direct cash for work through four NGOs to the persons affected by SIDR in the affected areas.
DTE, BMET, BTEB	Ongoing project
MOLE, Waste Concern, Grameen Shakti, OSHE	Ongoing. This is a pilot project as part of a regional project covering three countries. The amount shown here covers only BGD component.
Constituents/NGOs	Individual activities such as seminars, workshops, training courses, fellowships, research and advocacy in the areas of ILO mandate for which funding support is not available from external donors.
Same as above	Same as above
BGMEA, Factory Inspectorate, DOL	This was the third phase of the ILO-UNICEF-BGMEA MOU Programme which started with child labour inspection followed by programme for work place improvements plus continuation of the child labour monitoring of the previous phases.
BSBA, Factory Inspectorate	Project ended on 31 December 2007.
MOEWOE	Main activity was holding of a regional symposium on migration. The symposium was held in July 2008. Follow up activities commenced including formulation of a programme on migration management.
MOLE, BEF, NCCWE	Project work will commence soon.
MOLE	Ongoing project that will support formulation of occupational safety and health policy.
Constituents, NGOs	Individual activities such as seminars, workshops, training courses, research and advocacy in the areas of ILO mandate for which funding support is not available from external donors.
Same as above	Same as above.

	<i>Description/title of project</i>	<i>Duration</i>	<i>Budget (US\$) &amp; donor</i>
<i>Outcome 3: National time-bound programme on the worst forms of child labour implemented</i>			
15	Preventing and Eliminating Hazardous Child Labour in selected formal & informal sectors	2001-2006	\$5.13 million USDOL
16	TBP Preparatory Phase (three donors)	2004-2007	\$2.4 million DFID, Norway & USAID
17	Preventing and Eliminating WFCL in Urban Informal Economy (Pilot Project)	2001-2006	\$5.76 million Dutch Govt.
18	Programme of Support to TBP – Urban Informal Economy	2007-11	\$10.24 million Dutch Govt.
19	Baseline Survey on Commercial Sexual Exploitation of Children	2008-2009	\$93,000 ILO-IPEC
20	Programme of Activities under RBTC and PSI	2006-07	PSI
21	Programmes and Activities under RBTC and PSI 2008-09	2008-09	\$34,900 RBTC + PSI
<i>Outcome 4: Enhanced capacities of the tripartite constituents</i>			
22	Violence Against Women	2009-11	\$0.4 million Spanish MDG Fund
23	Programme of Activities for the Biennium 2006-07		\$116,225 RBTC+PSI
24	Programme of Activities for the biennium 2008-09 (RBTC & PSI)		\$81,860 RBTC+PSI

#### **Explanatory notes:**

The ILO's programme and budget is on a biennial basis – for example the current biennium covers 2008-09. ILO's budgetary resources include:

- *XBTC – Extra-budgetary sources, the single largest source of funds for ILO projects and programmes from the donor agencies which can spread over a biennium (for example, TVET, TBP – UIE, VAW etc. in case of BGD programmes).*
- *Cash surplus – Funds from ILO's surplus regular budget for specific activities of immediate nature like response to floods, cyclone SIDR etc.*
- *RBTC – Regular Budget for Technical Cooperation, which is allocated on a biennium basis for small activities in support of ILO constituents for which other sources of funds are not available or in support of project formulation or project preparation work for larger extra-budgetary funds. ILO-Dhaka Office received about US\$120,000 in the last biennium (2006-07) and same for the current one.*

Partners	Status/comments
MOLE , constituents and NGOs	Completed project.
MOLE	The preparatory phase has resulted in formulation of the national TBP framework, 12 research studies on various aspects of child labour, and formulation of several project documents for funding support.
MOLE + RIC+ DAM	This is the first phase of the Urban Informal Economy Programme. It is followed by a second phase namely TBP – UIE Component.
MOLE & DCC + other partners	Ongoing project in support of implementation of the national TBP framework.
BBS	Activity technically and financially supported by ILO/IPEC Geneva in collaboration with and complementary funding support of TBP-UIE Project.
	Individual activities such as seminars, workshops, training courses, research and advocacy in the areas of ILO mandate for which funding support is not available from external donors.
Constituents, NGOs	Same as above
Constituents (ILO component)	This is a project being implemented as UN joint programme with 9 UN agencies participating and UNFPA is the focal point. The project has been approved by the donor and endorsed by GOB but actual starting date depends on the completion of GOB formalities including formal approval of individual TPP by each technical Ministry.
Constituents+ NGOs	Individual activities such as seminars, workshops, training courses, research and advocacy in the areas of ILO mandate for which funding support is not available from external donors.
Same	Same as above

- *PSI – Programme Support Income, which is allocated to the country offices based on the volume of technical cooperation (TC) programme in the country and the need to support (both technically and administratively) these programmes.*
- *RBSA – Regular Budget Supplementary Account, which is a new funding facility (starting from this biennium) supported by external donors to allow ILO use the resources with flexibility based on requirements. Currently, the funding cycle is aligned with ILO’s biennium cycle. In case of ILO-Dhaka Office, the Green Jobs Initiative is supported by RBSA funds.*

# Annex VII TERMS OF REFERENCE Bangladesh DWCP outcomes review (2006-2009)

## 1) Introduction

Decent Work Country Programme (DWCP) is a means to bring about results through better coordinated ILO and constituent's efforts that focus on the achievement of well defined country programme outcomes through coherent, effective strategies, designated time frames, delineated resources and outcome specific indicators, with baselines and targets.

The existing Bangladesh DWCP will come to an end in December 2009. ILO Dhaka's Director has requested ILO Regional Office for Asia and the Pacific (RO-BANGKOK) to conduct a review of the Bangladesh DWCP before the start of its new DWCP. This Bangladesh DWCP outcomes review is thus aimed at directing its future work.

ILO RO-BANGKOK is coordinating the review of the Bangladesh DWCP in consultation with SRO Delhi and ILO-Dhaka Office. ILO-HQ provides guidance and methodological support to the review.

The core review team will consist of three persons: an international consultant to act as team leader, a national consultant, and ILO evaluation officer from RO-BANGKOK. Specialists from SRO-Delhi will provide inputs and support to the core team. The accuracy of the Bangladesh DWCP outcomes Review will also depend critically on the collaboration from the relevant actors in the ILO and the national constituents. The ILO approach is to encourage participation of key stakeholders throughout the review process.

## 2) Background on Bangladesh DWCP

### *Decent Work Pilot Programme (DWPP) 2004-2006*

Following a request by the Government of Bangladesh in 2001-2002 to be included in the Decent Work Pilot Programme (DWPP), the ILO held a series of discussions with employers, unions, government agencies and academics. A consensus emerged that the country's DWPP should focus on globalization and decent work. The theme was how to manage better and harness globalization to maximize its benefits and promote decent work, while also minimizing social costs.

The huge economic gains from overseas employment and garment exports had to be preserved, if not expanded, in the interest of the country and the thousands of low-income households who are dependent upon them. Preventing or ameliorating potential job and income losses in the garment industry as a result of the MFA termination was regarded as an immediate priority. Further research and consultations, most notably a national policy dialogue in April 2004, identified a series of issues for future work. In August 2004, the DWPP advisory body, made up of government, employer and worker representatives, approved eight priority issues for the programme.

The Bangladesh DWPP agenda ranged from broad macro policy questions regarding employment, social protection and the poverty-reduction strategy to practical matters, such as developing decent work indicators and enterprise competitiveness.

The main achievements of the DWPP were that it helped to sensitize the constituents on the ILO's decent work concept, increase the knowledge based on the interrelationships among various labour and social issues, and dovetail the ILO's projects and programmes into a coherent country programme.

### *Decent Work Country Programme (DWCP) 2006-2009*

Based on the experience of and inputs from the DWPP, the Bangladesh Decent Work Country Programme was prepared integrating relevant labour and social issues with focus on generating more productive employment opportunities especially for the young people, women, the vulnerable and for those living in rural areas as well as enhancing their employability.

At every stage of its planning and development, the present DWCP has evolved through a consultative process. The Decent Work Advisory Body of the DWPP, constituted with equal representation from the Government and employers' and workers' organizations, is the forum in which the DWCP was discussed and activities and priorities identified.

Moreover, the value of the DWCP has been enhanced by including industry based approach and sector-based social dialogue and working through the social partners and keeping links with the initiatives of other development partners. The adopted DWCP priorities and outcomes are closely linked with those set in the PRSP and the UNDAF results matrix.

The DWCP has been implemented under the leadership of ILO and related national agencies in close partnerships and collaboration with other UN agencies and national institutions. In this respect, ILO's comparative advantage vis-à-vis other UN partners lies in its tripartite structure of implementing the programme with emphasis on addressing social concerns of employment through social dialogue. The DWCP spanned four years (2006-2009). The tripartite constituents formally endorsed the DWCP in April 2007. The Bangladesh's DWCP priorities and outcomes are as follows:

**Priority 1: The country remains competitive in the post Multi Fiber Agreement era and promotes decent and productive employment**

- **Outcome 1.1:** Skills training programmes implemented to better prepare workers, especially young women and men, through an improved, efficient and effective vocational training system and CBT methodology for decent employment.
- **Outcome 1.2:** Employment-friendly policies, programmes and social protection schemes adopted by national authorities for selected vulnerable groups viz. female workers, informal economy workers, tribal population, and disaster-affected workers.
- **Outcome 1.3:** Workers' rights including OSH in the RMG, ship-recycling and other sectors improved and workplace productivity increased.
- **Outcome 1.4:** Sector governance improved through redesigning relevant labour legislation as needed, improving labour law enforcement, and developing social dialogue among concerned stakeholders.
- **Outcome 1.5:** Orderly and efficient labour migration promoted by a more effective regulatory and welfare regime.

**Priority 2: Fundamental principles and rights at work are promoted including elimination of WFCL.**

- **Outcome 2.1:** A national plan of action on WFCL implemented.
- **Outcome 2.2:** National programme taken up for implementation to eliminate gender-based inequities having wide-ranging implications especially in the informal economy.

**Priority 3: Capacity building of tripartite partners**

- **Outcome 3.1:** Enhanced capacity to promote productive and decent employment acquired by tripartite partners.

The implementation and management of the DWCP lies with all the social partners including the MOLE, the employers' and workers' organizations, NGOs and civil society. In managing the DWCP, the ILO works in partnership with other UN agencies and the development partners under the common development framework. The ILO delivers support primarily through its regular budget and technical cooperation projects. The following are technical cooperation projects that were active or ongoing during from 2006 to 2009.

- BGD/06/01/EEC: Technical and Vocational Education and Training Reform in Bangladesh.
- BGD/06/02/NET: Prevention and Elimination of selected Worst Forms of Child Labour in the Informal Economy of Dhaka City – Bridging Phase
- BGD/07/01/NET: Urban Informal Economy Component of the Project of Support to the Time-Bound Programme Towards the Elimination of Worst Forms of Child Labour in Bangladesh.

**Major progress made so far for Bangladesh DWCP**

- Government has agreed to implement a CBT methodology as a policy aimed at providing skills training to poor women and disadvantaged groups. The ILO successfully implemented a pilot CBT project with close

cooperation with the government and employers the results of which has been used as one of the component of the ILO-EC TVET project. Based on its pilot project work, the ILO has prepared the CBT manual in both Bangladesh and English outlining the experience of the project and adaptation of the CBT methodology. UNDP and ILO are now working on a new project based on CBT methodology involving a wider coverage. Government has already indicated its agreement in principle the ILO-EC TVET system reform and is currently discussing the proposal with other ministries and departments and is preparing its own parallel document (i.e. TAPP).

- Handbook and checklist for workplace monitoring in ready-made garments (RMG) has been accepted and in use by the employers and the factory inspectors. Technical advisory services provided for the development of the handbook and capacity building of the trainers and government inspectors. Technical and advisory services provided for developing a monitoring system and database for use by the RMG industry and government inspectors.
- Essential data and information on ship recycling sector have been collected, training needs identified and training programme has been conducted for the employers, factory inspectors and workers.
- On HIV and AIDS, the ILO has carried out programmes for sensitization of the employers and unions and mobilizes them to undertake a workplace HIV and AIDS programme. Bangladesh Employers Federation has agreed to work with the ILO and GTZ on HIV and AIDS.
- Selected group of stakeholders are sensitized regarding safe migration and pre-departure formalities. The finding of a study on migration has been disseminated to the stakeholders. ILO is also collaborating with IOM for programmes relating to migration. Under the joint programme of UN agencies in the Cox' Bazaar district, the ILO will launch an important work on the migratory patterns among the Rohingya refugees in collaboration with UNHCR.
- The national TBP framework has been endorsed by the national stakeholders and it is used as the basic framework of cooperation of ILO/IPEC in the country from 2007 onwards. Nine programme components have been identified under the national framework. Prodocs for two components, i) Urban Informal Economy (UIE) component and ii) Policy and Legal Reform component, have been prepared for GOB and donor support. Donor funding for UIE component has been secured from the Dutch Govt. GOB has agreed in principle to support this programme. Donor support for PLR component has been sought from DANIDA. Prodocs for Rural Informal Economy and basic education components are currently being prepared. Proposals involving other components will also be prepared. ILO continues to follow up with GOB and other stakeholders to mobilize support for the other components.
- Tripartite constituents contributed to the formulation of the child labour policy constituents provided policy level inputs and guidance for TBP national framework.

<b>MAPPING OF DWCP OUTCOMES OF BANGLADESH</b>		
<b>DWCP Document (2006-09)</b>	<b>SMM/IP 2006-07</b>	<b>SMM/IP 2008-09</b>
<p><b>Priority 1: The country remains competitive in the post-Multi Fiber Agreement (MFA) era and promotes decent and productive employment</b></p> <p><b>Outcome 1.1:</b> Skills training programme implemented to better prepare workers, especially young women and men, through an improved, efficient and effective vocational training system and Community Based Training (CBT) methodology for decent employment.</p> <p><b>Outcome 1.2:</b> Employment-friendly policies, programmes and social protection schemes adopted by national authorities for selected vulnerable groups viz. female labour, informal economy workers, tribal population, and disaster-affected workers.</p> <p><b>Outcome 1.3 :</b> Workers' rights including OSH in the RMG, ship-recycling and other sectors improved and workplace productivity increased.</p> <p><b>Outcome 1.4:</b> Sector governance improved through redesigning relevant labour legislation as needed, improving labour law enforcement, and developing social dialogue among concerned stakeholders.</p> <p><b>Outcome 1.5:</b> Orderly and efficient labour migration promoted by a more effective regulatory and welfare regime.</p>	<p><b>BGD100: The country remain competitive post-MFA and promotes decent and productive employment for its workforce</b></p> <p><b>BGD101:</b> Skills training programme better prepare workers, especially young women and men, through improved, efficient and effective vocational training system and CBT methodology for decent employment.</p> <p><b>BGD103:</b> Workers rights including occupational safety and health in RMG, ship recycling and selected informal economy workers have improved and workplace productivity increased.</p> <p><b>BGD104:</b> More effective regulatory and welfare regime promotes orderly &amp; effective labour migration for DW</p>	<p><b>BGD100: The country remain competitive post-MFA and promotes decent and productive employment for its workforce</b></p> <p><b>BGD101:</b> Improved skills training and entrepreneurship for enhanced employability and livelihoods</p> <p><b>BGD103:</b> Improved coverage of social protection and rights for workers in selected sectors, including for migrants</p>
<p><b>Priority 2: Fundamental principles and rights at work are promoted including elimination of WFCL</b></p> <p><b>Outcome 2.1:</b> A national plan of action on WFCL implemented</p> <p><b>Outcome 2.2:</b> National programme taken up for implementation to eliminate gender-based inequities having wide-ranging implications especially in the informal economy.</p>	<p><b>BGD225: Fundamental principles and rights at work are promoted including progressive elimination of WFCL</b></p> <p><b>BGD228:</b> A national plan of action on WFCL adopted by the country.</p>	<p><b>BGD225: Fundamental principles and rights at work are promoted including elimination of WFCL in a time bound manner</b></p> <p><b>BGD228:</b> National Time Bound Program on WFCL implemented</p>
<p><b>Priority 3: Capacity building of constituents</b></p> <p><b>Outcome 3.1:</b> Enhanced capacity to promote productive and decent employment by tripartite partners</p>	<p><b>BGD901:</b> Tripartite partners have enhanced capacity to promote productive and decent employment</p>	<p><b>BGD800: Strong and representative employers' and workers' organisations influencing economic, social and</b></p> <p><b>BGD803:</b> Enhanced capacities of tripartite partners and mainstreaming of Decent Work principles into programmes and plans of partners, including UN</p>

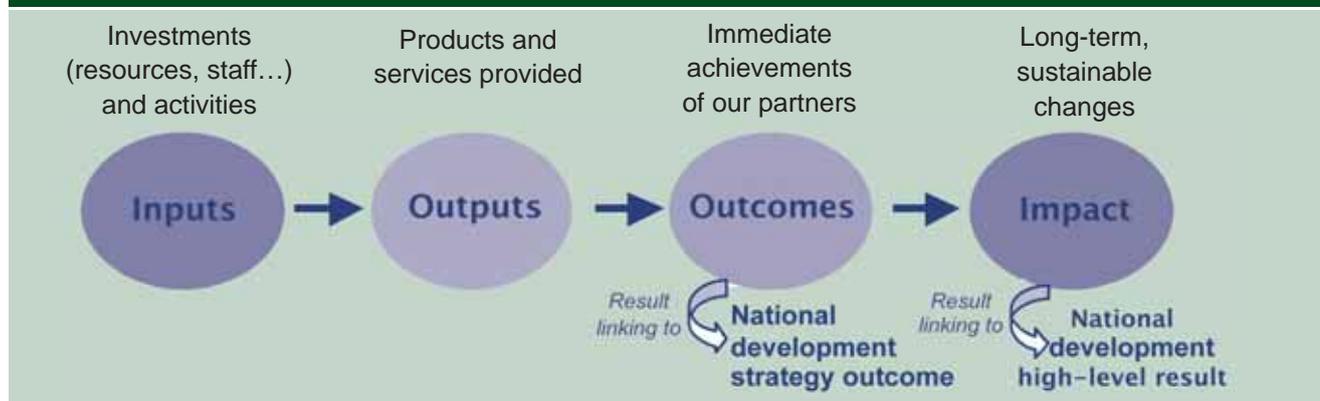
### 3) Purpose

The DWCP outcome review should answer the broad question of whether the ILO is pursuing the right course given the current Bangladesh DWCP outcomes and if not, how it should be changed. The review is intended to provide a basis for improved insights within the Office as to how to better design, implement, monitor and assess country programmes in the future.

The review will consider areas in which the ILO's collaboration has been more and less effective in supporting the DWCP. The review will also provide lessons to be considered for future DWCP. These may include reinforcement or adjustments in priorities, implementation strategies, and organizational practices.

The review focuses on assessing the achievement of the DWCP outcomes<sup>23</sup> and impact<sup>24</sup> and its guiding strategies (see figure 1) to identify where and how improvements can be made. They enable constituents and ILO staff to apply the concepts and practice of results-based management in country programme, and enhance national ownership of the review process.

**Figure 1: Managing for impact – The results chain of a DWCP outcome**



The review has five main objectives:

1. To assess the DWCP formulation i.e. an analysis of the design, formulation process, the results framework in view of the then existing strategic and feasible opportunities;
2. To analyse the process of implementation of DWCP; to what extent it has been geared towards the achieving each established outcome and to what extent any adaptations or adjustments have been made to take into consideration the changing situation (e.g. relevant opportunities and threats) on the ground.
3. To conduct an in-depth analysis of the progress made of each outcome against the target set for each established outcome in the result framework and to identify relevant factors both positive and negatives in contributing to the outcomes achievement.;
4. To validate the achievement and impact of the outcomes and to draw attention whether and how there is a need to change and to formulate specific recommendations for the formulation of the new DWCP document. In particular, the impact of ILO capacity building programmes and activities will be reviewed.
5. To document lessons learned from the design, monitoring and implementation process and to recommend to the ILO on any possible improvements that can be made to improve the effectiveness of its operations in the future.

The focus is on the relevance, effectiveness, efficiency, impact and sustainability of ILO's work at the outcome level, but with sufficient attention being given to a review of the appropriate and adequacy of DWCP outcome design, including attention to comparative advantage, the effectiveness of outreach and partnership, including integration of capacity development, and implementation performance, with special attention to synergies and coherence across activities supporting the outcomes, and also complementing and reinforcing UN and constituent action.

#### 4) Client

The principal clients for the review are the CO-Dhaka, DWTs/CO-New Delhi, RO-Asia and the Pacific, ILO Headquarters, the national constituents and national implementing partners, all of which support national efforts within the national development framework. Clients will share responsibility for deciding on follow up to the findings and recommendations of the review.

<sup>23</sup> Outcomes are defined as medium-term effects of outputs. Outcomes are observable changes that can be linked to specific interventions. Usually they are the achievements of the national partners through improved capacities or support for action. They are logically linked to the intended impact.

<sup>24</sup> Impact is defined as the positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended. Impact is the result that links to the national development objective targeted for support by the ILO. Impact is often only detectable after several years and usually not attained during the life cycle of one project or biennial implementation period. For this reason, there is a need to plan for impact, recognizing that the interventions over time will likely achieve outcomes.

Since the achievement of broad, long-term development changes depends on many factors, it is usually not possible to *attribute* impact to ILO interventions alone. Instead ILO should *contribute* to the intended impact through effective coordination with national and international complementary action.

## 5) Scope

The timeframe proposed for the review is 2006-2009 which will focus on the DWCP implementation and achievement made from 2006 to May 09. The review will also examine the strategy, capacity and resources available to deliver the DWCP outcomes or milestones set for the 2006-2007 and 2008-09 biennia. The timeframe thus will be from Jan 2006- up to the review period (proposed for May 2009).

The review will cover all aspects of ILO's country level work for achieving DWCP adopted outcomes. The exercise is however not intended to do in-depth reviews of all TC projects but to use project level evaluations and other inputs to better understand the nature and extent of ILO's contribution to the DWCP outcomes. A review of major initiatives funded through regular budget will also be expected if they contributed towards any particular outcomes.

The review will make recommendations for use in preparation for the next DWCP regarding:

- the role and relevance of the ILO in Bangladesh, its niche and comparative advantage, and partnership approach
- the role and effectiveness of the national tripartite constituents and UN partners in promoting decent work
- the focus and coherence of the country programme design and strategies
- evidence of direct and indirect use of ILO's contributions and support at national level (outcomes); evidence of pathways towards longer term impact
- the efficiency and adequacy of organisational arrangements to deliver the ILO's programme in Bangladesh
- knowledge management and sharing
- lessons learned and good practices.

## 6) Proposed methodology

The review will involve constituents during several stages and levels of analysis presented below. Annexes 1 and 2 provide more information on specific issues to be addressed and relevant performance criteria to be assessed.

### ***Preparation phase***

ILO-Dhaka Office should compile relevant documents and prepare:

- Portfolio of projects and its relevant background information including project documents, level progress reports, project evaluations, as well as evidence of major outputs and other performance related information.
- Up-to-date total allocation (RB, RBTC, PSI, RBSA, XB) and expenditure 2006-07, and 2008-09 by outcomes
- Summary of relevant national policies e.g. employment, migration, education, social security, labour protection etc.
- Summary performance profiles for each outcome (outcome specific assessment) – not to exceed one page with information that corresponds to assessment criteria. A summary of outcomes' performance profile should be prepared by outcome according to the assessment criteria provided.

All the above information and the summary performance profiles for each outcome should be sent to the review team at least one month prior to the planned actual review period.

### ***Phase I:***

- Conduct a desk-based portfolio review will involve analysing DWCP documents and relevant projects, the monitoring plans, progress reports; then compare and assess developments and performance over time for the main programme technical areas.
- Conduct a scoping mission to gather inputs from stakeholders (planned for April 2009), gauge how much of the programme can be evaluated and confirm the proposed coverage and methodology for the review.

## Phase II

- A country mission to Bangladesh will enable detailed interviews of key constituents and stakeholders, development and implementing partners. Relevant ILO staff will be consulted. Travelling to selected parts of the country may be necessary to support more in depth case review for certain outcome.
  - A series of meetings/interview between the review team and the government, workers' and employers' organization, other UN agencies, major donors and national partners, as appropriate.
  - A stakeholder workshop will be organized as a platform for relevant internal and external colleagues to analyse and discuss the ILO's work in the country.
- A review of internal organizational capacity and practices to support ILO's work in Bangladesh will be conducted. This will include interview with SRO staff, and other ILO officials working substantively with the country programme.
  - assess the performance and capacity of ILO managerial, administrative and business processes directly related to the implementation of its standards programme of work
  - address opportunities to improve cost containment and efficiencies
  - pinpoint areas of risk recommend process changes, managerial and organizational improvements.
- Draft report based on analysis of all information will be circulated to stakeholders for comment and factual correction.

## Roles and responsibility

### *Review team*

An international consultant will be hired to be a team leader to conduct and facilitate the review process. The external evaluator will be responsible to draft and finalise the review report based on the inputs from members of the review team and relevant stakeholders.

### *ILO-Dhaka Office*

The ILO-Dhaka Office is to arrange an itinerary for a review team to have a meeting/interview as appropriate with the following (as appropriate) during the review mission:

- ILO-Dhaka's director and staff responsible for backstopping Bangladesh DWCP and project staff
- relevant Bangladesh government agencies (Ministry of Labour, Ministry of Planning, etc.)
- workers' organization (National Trade Union Federations, National Coordination Committee for Workers' Education)
- employers' organization (Bangladesh Employers Federation)
- other UN agencies
- major donors
- other partners.

ILO staff in Bangladesh and other SRO Delhi specialists may be asked to contribute to the exercise, including through participation in a self-evaluation of the same criteria to be covered by the review team.

The ILO-Dhaka Office will facilitate all the logistic arrangement including organizing a stakeholder workshop where relevant internal and external colleagues (tripartite constituents and partners) can analyse and discuss the ILO's work in the country and for the review team to share the preliminary findings.

## 7) Outputs

- A full report of findings and recommendations by the consultant in consultation with other team members. The content of the report will focus on recommendations to situate the country programme on a sound basis for future

programme in current national, regional and global environment. A final section of the report should highlight overall conclusions and recommendations and recapping major issues for the future. The recommendations should also provide strategies for the formulation of the ILO DWCP document.

- Based on the issues raised and feedback provided from ILO staff and partners, the consultant should summarize the conclusions of the workshop and their analysis in a report. The suggested template based on the scoring categories may be required. In addition, the report should provide summary findings for each DWCP outcome based document reviews and on ILO and partners comments. Each outcome should be scored against key performance categories, using the multipoint scoring matrix.
- A draft report should be available for comments by ILO constituents, ILO staff and partners before its finalization.
- A specific task and output to be delivered by the national consultant is attached in annex 4.

## 8) Provisional work plan and schedule

This time table is based on the scope of work and methodology set out above and resources available for the review.

### Proposed time table:

Task	Time frame	Responsible unit/ person	Consultations
1. Draft TORs prepared	Jan 2008	RO-Asia and the Pacific	EVAL
2. Identification of external consultants	Mar 2008	RO-Asia and the Pacific	EVAL/DWTs/CO-India
3. Consultations on the Terms of reference	Jan–end March 2008	RO-Asia and the Pacific/CO-Dhaka	CO Dhaka, DWTs/CO-India, EVAL, National stakeholders
4. Preparation of background document and summary performance profiles by outcomes	Mar 2009	CO-Dhaka	DWTs specialists, project staff and ILO staff in Bangladesh
5. Scoping mission	Mid April 2008 (April 15-16)	RO-Asia and the Pacific/CO-Dhaka	CO Dhaka
6. Finalization of the TOR	End April 2009	RO-Asia and the Pacific	
7. An itinerary scheduled for the review team to get inputs from national stakeholders (government, workers and employers' organization, UN agencies etc.), and SROs	15 May 2009	CO-Dhaka	RO-Asia and the Pacific/ DWTs/CO-India
8. Documents reviewed by the review team	May 2009	Consultant and other in the review team	Documents should be shared with national stakeholders
9. Field mission to country	June 2009 (1-14June )	Review team Consultant	National tripartite stakeholders, national partners, UN agencies
- meeting/ interview with stakeholders - stakeholders workshop		CO-Dhaka	
10. Draft report	End June 2009	Consultant/ review team	RO-Asia and the Pacific/ CO-Dhaka
11. Consultations with constituents and other stakeholders on the draft report, as appropriate	First week of July 2009	CO-Dhaka	RO-Asia and the Pacific/ EVAL
12. Final report.	Aug 2009	Consultants/ RO-Asia and the Pacific	

## 9) Resource

RO-BANGKOK will finance the review exercise including:

- fee for the external consultants (national and international) and travelling expense
- travelling expense and DSA of ILO RO-Asia and the Pacific official to participate in the review
- possible funding for DWTs-India specialists to join the review mission
- cost of transportation of the review team (if any)
- stakeholders' workshop
- interpretation cost (if any).

### TOR Annex 1: Review questions and specific issues to be addressed

- Was the ILO's programme relevant to the development challenges of the country, and consistent with the priorities of the national constituents and the ILO?
- Was the ILO's programme coherent in terms of definition of programmatic focus in terms of anticipated results and the integration across Office's instruments in support of DWCP outcomes?
- Was the ILO's programme executed efficiently, measured both in terms of administrative costs and timeliness of execution?
- Was the ILO's programme effective in producing results, both at the level of individual interventions and at the level of the programme as a whole?
- In assessing effectiveness, particular attention will be devoted to investigating the sustainability of results and contribution of the programme to the institutional development of national constituents.

The review will be based on analysis of empirical evidence to establish findings and conclusions in responses to specific questions. The review team will seek to apply a variety of rather simple evaluation techniques—meetings with stakeholders, focus group interviews, desk reviews of project documents, field visits, surveys, informed judgement and possible scoring, ranking or rating techniques.

The desk review and initial interviews will suggest a number of initial findings that in turn will point to additional issues and information to find. This will guide the means of conducting more in depth analysis to refine the findings. Programme and project documents are being collected by RO-Asia and the Pacific. Key steps being followed in the analysis are:

1. Mapping and trend analysis of DWCP outcomes:
  - a. Analyse the context (social, political and economic information to help understand why and what the problems are that ILO seeks to address;
  - b. Describe each intended outcome, as well as the baseline or starting conditions, and specified indicators and targets (if these are not documented, attempt to compile through interviews or other communication); note key partners for each outcome;
  - c. For each outcome, identify the ILO operations in the country—projects and non-project activities, major outputs, and related services since 2006, indicating the time frame for each;
  - d. For each outcome, summarize evidence of ILO effectiveness in supporting achievement of the outcome. Note key factors of success and constraints encountered;
  - e. Summarize evidence of lessons learned being applied to improve our programme of support;
2. Choice and fit of the ILO strategy in Bangladesh:
  - a. Analyse whether the ILO strategy and design of outcomes was a strategic exercise with a clear road map towards results, and whether results are relevant to our national constituents and UN partners;
  - b. Analyse the adequacy and appropriateness of ILO's range of support (projects, policy advice, technical service, advocacy, training, tools and guidance, capacity building, etc.); note if resources were adequate to support the effort;
  - c. Analyse the effort made to manage risk, including uncertainty about resource levels and use;
  - d. Make a critique of the logic/fit of major actions and outputs with the intended outcomes;
  - e. Analyse the strategic fit of the ILO in the area of the outcome; its comparative advantages in terms of expertise and level of effort; its partners and the potential to influence policy and decision making processes;

- f. Analyse the scope and quality of tripartite participation and how these have contributed to progress in achieving outcomes; note capacity and skills of constituents as these correspond with partnership roles;
3. Documenting and critiquing the status of outcomes:
    - a. Critique the formulation of outcomes (clarity, link with national priorities and UNDAF, making recommendations for improvement);
    - b. Analyse the status of outcomes and outputs based on data-supported evidence; indicate timeframe, and progress made (being made),
    - c. If absence of performance information and results-based targets, propose proxies to be applied for the evaluation;
    - d. For each outcome, rate performance based on the scale and matrix shown in annex 3
    - e. Determine the major difficulties and constraints, especially the continuing constraints, both internal and external, that effected the results, analyze how these interact with enabling factors; negative constraints that need to be removed;
  4. Sustainability and managing for future results:
    - a. Analyse whether there is evidence that the ILO's interventions have been gradually and effectively handed over to national partners; and the extent to which there is national ownership through improved capacity, will, and an enabling environment (changed laws, policies, behaviours, budgets)
    - b. Determine whether the ILO has articulated an exit or transition strategy for its support
    - c. Analyse the actions taken to design and implement a knowledge management strategy with national partners and civil society
    - d. Consider the adequacy of resource mobilization to support future work
    - e. Determine the extent to which the ILO has worked coherently to jointly support outcomes, and whether this was efficient, avoiding duplication, inconsistencies, and fragmentation
    - f. Consider the cost effectiveness of ILO's work in relation to each outcome and major output
    - g. What are the constraints to sustainability and how can they be managed?
  5. Efficiency of partnership arrangements:
    - a. Analyse the work planning, implementation management and reporting practices of the ILO for the country programme
    - b. Make a critique of the communication practices, both internally and externally
    - c. Analyse the match between supply and demand for technical expertise to support the country programme
    - d. Take note of any concerns related to the transparency and integrity of the ILO's operations.

## TOR Annex 2: Performance criteria for Bangladesh country programme review

### The role and relevance of ILO in Bangladesh, its niche and comparative advantage, and UN partnership approach

#### Performance criteria:

- National political, economic and social factors have shaped formulation of Country Programme;
- Flexibility and ability to respond to emerging opportunities;
- ILO establishes priorities consistent with its capacities and comparative advantages;
- ILO ensures CCA addresses subjects that are priorities for decent work in the country;
- ILO achieves overall policy coherence between ILO action and the UNDAF; and
- PRSPs/ MDGs: ILO's country programme links to and supports/influences national PRS's.

### Tripartite participation and partnership

#### Performance criteria:

- National tripartite constituents are active in national development planning forums and networks;
- National tripartite constituents take ownership of the ILO's country programme;
- Tripartite constituents have improved capacities to influence national policy and resources within decent work areas; and
- Constituents have clear links to target groups.

### The focus and coherence of the programme's design and strategies

#### Performance criteria:

- Programme coherence supporting an integrated approach to decent work;
- Country programme fits within ILO's Strategic Policy Framework and Programme and Budget priorities and strategies;
- DWCP reflects a consensus between the country and the ILO on decent work priorities and areas of cooperation;
- Presents a strategy with main means of action for delivery of ILO support;
- Cross-cutting goals are integrated;
- Current programme is coherent, logic and captures opportunities for reinforcing each other in meeting objectives;
- Partnerships and tripartite constituents build national capacities and support policy change;
- Verification that ILO responds to recognized needs among constituents; and
- Resource mobilisation is an integral part of strategies.

### Evidence of the direct and indirect results of ILO's contributions and support at national level;

#### Performance criteria

- The programme has defined clear outcome-level results against which it can be assessed;
- These results are documented and verifiable;
- The outcomes justify the resources spent;
- The secondary effects, either positive or negative, are known and associated risks addressed
- ILO has influenced thinking and action related to policy changes;
- Results are sustainable by partner institutions and at various levels (local, national, regional); and
- Expansion and replication of successful demonstration and pilot interventions

### The efficiency and adequacy of organizational arrangements to deliver the ILO's programme in Bangladesh

#### Performance criteria:

- The operations of the programme match the programme plan;
- The ILO has operated fairly and with integrity;
- Credible, skilled specialists support the work;
- Resource mobilization is effectively and efficiently carried out; and
- Work processes are efficient and timely.

## Knowledge management and sharing

Performance criteria:

- M&E is part of the knowledge base;
- Office follows a communication/KM strategy, making effective use of its web site, and other tools for outreach; and
- ILO knowledge development used to improve national programmes, policies and benefit priority groups.

### TOR Annex 3: Summary of specific outcome performance profile

#### Performance factors and related questions for outcome-specific findings regarding progress and performance

##### A. Resource adequacy

- Is the plan adequately resourced? What is under-resource and why?

##### B. Delivery of outputs

- Do all the planned outputs delivered or likely to be delivered by the end of 2009?
- Are the quality and quantity of outputs delivered satisfactory/acceptable?

##### C. Use of outputs by partners/ target groups

- Have there outputs delivered by the ILO being used by the partners/ target groups?

##### D. Progress made (against outcome indicators/milestones)

- Have the progress/changes taken place in the country in the past two years (taking into account the milestones set)?
- If not, why it did not happen?

##### E. Emerging risks and opportunities

- What are emerging risks and/or opportunities that affected the progress of this specific outcome?
- Does the country programme take into consideration those risks and opportunities and adjust the outcome and/or its strategies?

Appropriate ILO officials should fill in the below table as a self-assessment of the specific profiles of the each DWCP outcome. The scoring categories are below

1	2	3	4	5	6
Very unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Satisfactory	Very satisfactory

## Outcome-specific findings regarding progress and performance

Outcome: \_\_\_\_\_

Performance area	Rating	Comments by ILO/tripartite constituents/partners	Plans for next period
A. Resource adequacy			
B. Delivery of outputs			
C. Use of outputs by partners/ target groups			
D. Progress made (against outcome indicators)			
E. Emerging risks and opportunities			
Total score			

### TOR Annex 4: Specific tasks and outputs of national consultant

- To conduct a simple tracer study of ILO constituents who benefited or participated in the capacity building programme organized by ILO to assess whether they are using the acquired skills in their work; and whether what are the gaps to strengthen the ILO constituents capacity in the future.
  - Design a simple questionnaires targeting the ILO constituents' key informants and ILO constituents who attended ILO capacity building programme in the past (2006 to 2008) and to conduct a group interviews, and questionnaires survey to the constituents
  - The CO-Dhaka Office will provide the database of ILO constituents who participated in ILO capacity building programmes from 2006-2008
- To prepare specific report of the above study and this specific report shall be part of the main report
- To join the International consultant in the review mission and to contribute to the main report to be written by the International consultant
- To jointly facilitate the stakeholders workshop planned to be held in early July, 2009.



## **The Review of the Decent Work Country Programme (DWCP) in Bangladesh (2006-2009)**

The ILO Regional Office for Asia and the Pacific and the ILO Country Office for Bangladesh organized a review of the Bangladesh DWCP (2006-2009) to take stock of the progress achieved, the constraints encountered, lessons learned, and to identify where and how improvements can be made for future programming. The extensive and participatory consultations with ILO constituents and other partners were held throughout the review process.

The criteria used for the review of the overall performance of the DWCP includes the role and relevance of ILO in Bangladesh, its niche and comparative advantage, tripartite participation and partnership, the focus and coherence of the programme's design and strategies, the evidence of the direct and indirect results of ILO's contributions and support at national level, the efficiency and adequacy of organizational arrangements to deliver the ILO's programme in Bangladesh, and knowledge management and sharing.

In addition to the overall performance, the review also looks at the progress and performance of the four specific outcomes using five criteria i.e. resource adequacy, delivery of outputs, use of outputs by partners and target groups, progress made against outcome indicators/milestones and the emerging risks and opportunities.

REPORT ON THE REVIEW OF  
THE DECENT WORK  
PROGRAMME IN  
BANGLADESH 2006-2009

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