International Labour Organization

iTrack Evaluation Unit (EVAL)

ILO EVALUATION

o	**Evaluation Title:**	**Improving Fire and General Building Safety in Bangladesh**
o	**ILO TC/SYMBOL:**	**BGD/13/08/USA**
o	**Type of Evaluation :**	**Final**
o	**Country(ies) :**	**Bangladesh**
o	**Date of the evaluation:**	**September to November 2016**
o	**Name of consultant(s):**	**Jonathan Price**
o	**ILO Administrative Office:**	**Dhaka, Bangladesh**
o	**ILO Technical Backstopping Office:**	**LABADMIN/OSH Branch, Governance Dept.**
o	**Date project ends:**	**31 January 2017**
o	**Donor: country and budget US$**	**USA (US$1,500,000)**
o	**Evaluation Manager:**	**Pamornrat Pringsulaka, ILO ROAP**
o	**Evaluation Budget:**	**US$ 28,619**
o	**Key Words:**	**Bangladesh, clothing and textile industries, labour inspection, occupational safety and health, industrial accident, fire, building safety, working conditions**

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

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1. ACKNOWLEDGEMENTS

The accomplishment of an evaluation depends first and foremost on the willing participation of all stakeholders and the availability of key informants. Thanks are due to all stakeholders and to the project team for their positive and open attitude to sharing information and for making themselves available for interviews. The support given to the evaluator in facilitating meetings, transportation and arranging the itinerary is highly appreciated.

Unless explicitly stated the views, assumptions and opinions expressed in this report are those of the evaluator.

2. LIST OF ACRONYMS AND ABBREVIATIONS

BEF	Bangladesh Employers Federation
BFSCD	Bangladesh Fire Service and Civil Defence
BGMEA	Bangladesh Garment Manufacturers and Exporters Association
BKMEA	Bangladesh Knitwear Manufacturers and Exporters Association
BUET	Bangladesh University of Engineering and Technology
CAP	Corrective Action Plan
DWCP	Decent Work Country Programme
DBL	Dulal Brothers Limited
DEA	Detailed Engineering Assessment
DIFE	Department of Inspections for Factories and Establishments
BNBC	Bangladesh National Building Code
FSCD	(Bangladesh) Fire Service and Civil Defence
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GOB	Government of Bangladesh
HBRI	Housing and Building Research Institute
IKM	Information Knowledge Management
ILAB	Bureau Of International Labor Affairs (US Government)
IBC	IndustriALL Bangladesh Council
IF&GBSP	Improving Fire and General Building Safety Project
JICA	Japan International Cooperation Agency
MHPW	Ministry of Housing and Public Works
MOLE	Ministry of Labour and Employment
NARRI	National Alliance for Risk Reduction & Response
NCCWE	National Coordination Committee on Workers Education
NI	National Initiative
NTC	National Tripartite Committee
NTPA	National Tripartite Plan of Action (on Fire Safety and Structural Integrity in the RMG sector)
OSH	Occupational Safety and Health
PC	Participation Committee
PMP	Performance Monitoring Plan
RAJUK	Rajdhani Unnayan Kartripakkha
RCC	Remediation Coordination Cell
RMG	Ready-Made Garments
RMGP	Ready-Made Garments Programme
SC F&BS	Solidarity Center Fire and Building Safety project
TAPR	Technical Assistance Progress Report
TOR	Terms of Reference
TPP	Technical Assistance Project Proposal
USDOL	United States Department of Labor

3. EXECUTIVE SUMMARY

3.1 BACKGROUND AND CONTEXT

Exports of Ready-Made Garments (RMG) accounted for about 80% of Bangladesh's export income in 2012 and 4 million people work in the industry. In Nov-2012, 112 people were killed in the Tazreen Fashion factory fire and in Apr-2013 a further 1,132 were killed in the Rana Plaza building collapse.

Weaknesses in the regulatory system and challenging labour standards have compromised workers health and safety. In response to the tragedies, a National Tripartite Plan of Action and a Joint Statement were signed committing tripartite constituents to take action to review licensing, improve inspection quality and assess structural integrity of factories. Alongside brands signing an Accord and forming an Alliance for worker safety, the ILO developed a programme to improve working conditions in the sector.

The "Improving Fire and General Building Safety in Bangladesh" (IF&GBSP) as an integral part of this programme, has the objective of enhancing the Government of Bangladesh enforcement of fire and general building safety laws and regulations in line with international standards. To achieve this, the project included five outputs: 1. Upgrading the regulatory framework, 2. Upgrading labour inspection procedures, 3. Strengthening inspectors capacity, 4. Efficient and timely inspections and 5. Setting up a data tracking system.

The project, targeting key regulatory authorities under the Ministry of Labour and Employment, and the Fire Service, has been managed by the ILO Country Office for Bangladesh and officially began on 8-Nov-2013 and following a budget revision is set to finish on 31-Jan-2017. The project is funded through a grant of US$1.5m from the US Department of Labor.

3.2 PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

The objective of the evaluation is to assess the Fire and General Building Safety project, looking at the following issues:

1) **Design** – validity of design, approaches, indicators and needs assessment
2) **Effectiveness** – achievement of outputs and objectives & identifying unplanned changes
3) **Efficiency** – comparing resources & results, support & contribution to other programmes
4) **Relevance** – of outcomes, response to stakeholder needs and if these have changed
5) **Sustainability** – level attained by outcomes, how it was planned and gender perspective
6) **Potential impact** – contribution to GOB long term goal and likely replication
7) **Special aspects** – USDOL evaluation, synergies with initiatives & cross cutting issues
8) **Recommendations** – to stakeholders, to build on and sustain project achievements
9) **Good practices** – Identify emerging potential good practices

The evaluation clients are the tripartite constituents as the primary stakeholders of the project and ILO and USDOL. The evaluation was carried out from 15-Sep-2016 to 30-Nov-16 with a field mission taking place in Dhaka.

3.3 METHODOLOGY OF EVALUATION

Based on the above criteria, evaluation questions were drafted and used during the field mission. Evaluation methods included desk research, enabling the cost-effective gathering of basic information for comparison in key informant interviews which targeted those with first-hand knowledge of the project to gain a deeper understanding of the perspectives of partners and activities. Interviewees included ILO staff, government representatives, regulating authorities, employers and workers organisations and other key stakeholders.

Limitations in the evaluation included an itinerary completed as the field mission went along and the delayed sharing of documentation diminishing the value of desk research prior to the mission.

3.4 MAIN FINDINGS

3.4.1 MAJOR CONCLUSIONS

Design:

- The project successfully applied the strategies of coordination, harmonisation and capacity strengthening
- The timeframe of 3 years was sufficient to complete the objective of enhancement of GOB enforcement of fire and general building safety laws and regulations
- Other stakeholder initiatives were taken into consideration although there was some overlap with the RMGP which was managed during implementation
- Results based design was used although no actions were planned to enable workers to play a role in promoting OSH (as this was not within the scope of the project)
- Indicators and targets were not adequately designed once implementation began making reporting and evaluation of progress difficult
- Assumptions made in the design proved to be true, although the assumption that training would be sufficient to build professional staff was over optimistic
- The project supported an IKM analysis, completed in Mar-2015. An RMGP supported needs analysis was not delivered early enough to be of much benefit to project implementation. It did not refer to gender issues.
- Sustainability strategies were not defined in any detail at the design stage. However the overall approach was a sustainable one.

Effectiveness:

- Output targets have largely been completed but assessment of this has been difficult because of changing targets and indicators. The database for FSCD is still pending.
- Preliminary Assessments were completed later than expected (because complexity). Capacity strengthening work was delayed resulting in a lost opportunity for follow up.
- The immediate objective of enhancing enforcement has been achieved but is not attributable to the project alone. A major achievement is the harmonising of standards.
- The main unplanned output is a communication strategy and the projects switch in emphasis from DIFE to FSCD because of overlap with the RMGP.
- External factors of a political, security and contractual nature were overcome with any major impact on the completion of outputs.

Efficiency:

- A high proportion of funds went towards staffing but the project could not have functioned with fewer staff. Costs of outputs were considered cost efficient.
- Good support was received from the ILO RMGP, CO & Geneva. The lack of a project-dedicated local counterpart engineer is a lost opportunity to build institutional knowledge.
- The project is a fundamental part of the RMGP and has contributed technical guidance and expertise. Collaboration with the Solidarity Center has been limited.

Relevance:

- The project responded to the needs of the primary beneficiaries and the overall outcomes are relevant. Only RAJUK were not able to avail of the projects services, although they were given opportunities.
- The working environment in RMG factories has improved as immediate hazards have been identified. But lack of progress in remediation work puts at risk this achievement.
- Mainstreaming has raised awareness of safety among stakeholders. Strict enforcement and penalties are needed as owners do not yet see the business benefits of safety.

Sustainability:

- The project took a sustainable approach but years of work is needed in supporting the RCC and building capacity. The GOB is still dependent on ILO and other partners.
- Capacity of DIFE and FSCD has been strengthened but more support is needed to enable them to put into practice what they have learnt.
- Gender activities were limited to promoting the recruitment of women inspectors and their participation in training. Social inclusion of vulnerable groups was not addressed.

Impact:

- The No. of casualties due to fires has decreased – thanks to the effort of all stakeholders. The project has provided a foundation for inspections to improve.

- Regulatory bodies have been provided with tools, standards and processes that can be scaled up as well as replicated in other industries. The No. of inspectors has increased.

Special aspects:

- Recommendations made in the USDOL mid-term evaluation have been adequately addressed by the project.
- The project has not directly engaged with the unions, in social dialogue or promoting ILS (other projects have focussed on this). However the tripartite role of the project in bringing about consensus is appreciated.

3.4.2 RECOMMENDATIONS

1. The project needs to make a clear sustainability plan including future periodical reinforcement of training.
2. The ILO should continue to work with development partners and the GOB to address the contradictions between the Fire Act and the BNBC.
3. The project needs to gather basic data from DIFE and FSCD on the numbers and genders of the people trained by the TOT recipients.
4. The ILO should work with development partners to address the lacking engagement of RAJUK.
5. The RMGP should engage a Fire Safety Expert to advise the RCC.

3.4.3 LESSONS LEARNED AND EMERGING GOOD PRACTICES

Lessons learned:

1. Indicators and targets should be formulated either in project design or very early on during the project and should not be altered afterwards.
2. Earlier completion of training components would allow for follow up and reinforcement within the project timeframe.
3. The engagement of a project-dedicated counterpart technical staff member to the Fire Safety Expert would have built institutional knowledge.
4. Although Preliminary Assessments have been successfully completed, this is not sufficient to secure improvement in the safety of the working environment.

Emerging good practices:

1. The project, collaborating with RMGP, has demonstrated good practice in developing a system for carrying out preliminary assessments and subsequent steps.

4. PROJECT BACKGROUND

4.1 PROJECT CONTEXT

Exports of Ready-Made Garments (finished textile products from clothing factories) accounted for almost 80% of Bangladesh's export income in 2012 and approximately 4 million workers are employed in the industry, in about 5,000 different factories. About 56% of the workers are women.

Bangladesh is the world's second largest apparel exporter, China being the first. 60% of exports are to European buyers and about 30% to North American buyers. 95% of the factories are controlled by local investors. Despite this major contribution to the economy and Bangladesh's ratification of 35 ILO Conventions, core International Labour Standards remain a challenge in the factories and the working environment has often compromised workers health and safety.

In Nov-2012 a fire in the Tazreen Fashion factory in Dhaka killed 112 people and injured a further 200. It was the deadliest factory fire in Bangladesh. Less than 6 months later in Apr-2013, a building in the Rana Plaza complex collapsed killing 1,132 workers and injuring about 2,500 others.

These two tragic disasters led to the US suspension of trade privileges (the GSP) and to international pressure to improve the working environment in the factories. These tragedies along with national level worker demonstrations and disruption of work, have caused long-term damage to the reputation of the RMG sector in Bangladesh.

Weaknesses in the regulatory system contribute to the problem with responsibility for planning divided between Municipalities and two ministries. Development authorities in cities (RAJUK in Dhaka) issue building permits, assess plans according to the national Building Code, monitor construction and issue occupancy certificates. The Fire Safety and Civil Defence (FSCD) authority is responsible for issuing fire certificates in all industrial buildings.

Once occupied, the use of the building for a factory is regulated by the Department of Inspection for Factories and Establishments (DIFE) under the Ministry of Labour and Employment (MOLE). DIFE doesn't make a structural or building assessment when issuing licences.

Pressure to find space during the expansion of the RMG industry has led to improper use of buildings and unpermitted extensions (such as in Rana Plaza where 3 storeys were added). Many buildings house more than one factory.

At the outset of the project, inspection systems were not well developed and there was no culture of compliance. Procedures in inspection authorities and collaboration between them was weak and all lacked trained staff. Added to this was little protection of workers' rights, a lack of cooperation between workers and employers at the factory level and limited awareness of OSH and safety, rights at work and capacity to handle crises, among workers, supervisors and managers.

4.2 INTERVENTION LOGIC AND RESPONSES

After the two major accidents mentioned above the following action was taken by the government and other key stakeholders:

1. **National Tripartite Plan of Action (NTPA) on Fire Safety in the RMG sector:** Following the Tazreen fire the tripartite partners drew up a Statement of Commitment during a meeting organised by MOLE and the ILO on 15-Jan-2013 and having adopted this committed to develop an NTPA to prevent further loss of life and property due to work-place fire related accidents. MOLE established a Tripartite Committee which at the start of the project had met 4 times, and signed off on the NTPA on 24-Mar-2013.
2. **Joint Statement adopted as a result of the ILO Mission 1-4-May-2013:** Following the collapse of Rana Plaza a high level ILO mission was undertaken to convey sympathy to the victims, social partners and the country and to work with social partners in identifying how the ILO could provide support to address the challenges. As a result the government and social partners adopted a Joint Statement containing a 6 point agenda, committing to develop a short and medium term action plan to avoid further incidents:
   a) Amendments to Bangladesh Labour Act in Parliament (June/July 2013)
   b) Assess all RMG factories for fire & structural safety (end 2013), initiate remediation
   c) Recruit & train 200 inspectors in 6 months (plus add 800), strengthen labour inspection
   d) Expand and implement Fire Safety Tripartite Plan of Action to include structural integrity
   e) Skills training & redeployment for workers rendered disabled and unemployed by events
   f) Launching of Better Work Programme upon satisfactory completion of labour law reform
3. **NTPA on Fire Safety and Structural Integrity in RMG Sector:** The NTPA and joint statement commitments were merged into one document then referred to as "The National Tripartite Plan of Action on Fire Safety and Structural Integrity in the Ready-Made Garment Sector in Bangladesh". This called for policy changes and immediate action with 6 relevant commitments:
   a) Review factory licensing and certification procedures on safety, identifying gaps and overlaps in legislation and authorities, in context of the IFC supported BUILD initiative.
   b) Consider establishing a one-stop shop for fire safety licensing, investigating whether this would improve administration and monitoring of fire safety at the factory level.
   c) Develop and introduce a unified fire safety checklist to be used by all government agencies, to improve quality, transparency and consistency of inspection services.
   d) Publishing of BGMEA initiated factory level pilot fire safety needs assessment in 10 factories, undertaken by members of the Alumni Association of Architects of BUET.
   e) Develop and implement a BGMEA led tripartite factory fire safety improvement programme, based on the needs assessment recommendations and other information.

f) Assess structural integrity of all active RMG factories, identifying buildings posing a high risk of collapse, so that remedial actions can be taken including unsafe factory relocation.

4. **Accord on Fire and Building Safety:** A group of NGOs, workers organisations, brands and buyers signed an Accord on Fire and Building Safety on 15-May-2013. The Accord was to establish a fire and building safety programme in Bangladesh to support the NTPA, with the ILO being the neutral chair of the Steering Committee and supporting coordination with other NTPA activities. At the time of writing the Accord has been signed by over 200 brands, retailers and importers, 2 global trade unions, 8 Bangladeshi trade unions and 4 NGO witnesses.
5. **The Alliance for Bangladesh Worker Safety:** Eighteen North American brands and suppliers that didn't sign the Accord, developed their own Safer Factories Initiative, bringing together workers, factory owners, buyers and the GOB to develop an industry standard on fire and building safety. At the time of writing 28 global apparel companies, retailers and brands have joined recognising the urgency of rapidly improving working conditions to RMG workers.
6. **ILO programme to improve Working Conditions in the Ready-Made Garment Sector (RMGP):** The ILO was requested by RMG constituents to support and coordinate international multi-stakeholder initiatives and the overall programme, including the IF&GBSP, was designed to complement these and support the NTPA. The programme was funded, initially by the ILO allocating US$2m of its own resources and also by the Kingdom of the Netherlands and DFID. The ILO funds were used to establish and implement the system for undertaking the Preliminary Assessments of factories not covered by the Accord and Alliance. The programme has 5 components:
   1) Building and Fire Safety Assessment
   2) Strengthening Labour Inspection
   3) Building Occupational Safety and Health (OSH) awareness and systems
   4) Rehabilitation and skills training for victims
   5) Implementing a Better Work programme in Bangladesh

As noted above the IF&GBSP was designed as an integral part of the RMGP focussing on components 1 and 2.

The direct target groups for the project were staff from the Ministry of Labor and Employment and other key ministries focussing on those involved in the NTPA and building and fire safety inspections (particularly the FSCD under the Ministry of Home Affairs) and including social partners who participated in labour inspection trainings.

Indirectly the project also targeted RMG workers, 56% of whom are women.

4.3 PROJECT OBJECTIVES

The development objective of the project is to "contribute to improve fire safety and building safety in Bangladesh's RMG sector" with this being achievable if Bangladeshi authorities are able to enforce a fire and building safety framework consistent with international standards and good practices and if social partners are able to play a more active role in the promotion of OSH and the protection of workers. This leads on to the immediate objective of the enhancement of GOB enforcement of fire and general building safety laws and regulations and to a strategy focussing on supporting the National Tripartite Plan of Action to make Preliminary Assessments of all export-oriented factories by the end of December 2013. Five actions or outputs were planned to assist the GOB in this task and put in place a sustainable mechanism for ensuring fire and general building safety:

1. Upgrade of the fire and building safety regulatory framework and effective coordination.
2. Upgrade of labour inspection procedures and tools for factory inspection.
3. Strengthening labour inspectors capacity to conduct building & fire safety inspections.
4. Efficient and timely inspections by relevant Bangladeshi authorities.
5. An available and functioning building and fire safety data tracking system.

4.4 FUNDING ARRANGEMENTS

The project is fully funded through a grant of US$1,500,000 from the United States Department of Labor (USDOL), Bureau of International Labour Affairs.

4.5 ORGANISATIONAL ARRANGEMENTS

The overall project has been implemented by the ILO Country office for Bangladesh with office premises provided by the same at no rental cost. The ILO Decent Work Office in New Delhi was to provide technical advice and support, benefitting from its team of specialists at no cost. The Governance and Tripartism Department at ILO Geneva, through its Labour Administration, Labour Inspection and Occupational Safety and Health (LABADMIN/OSH) Branch, has been responsible for backstopping and providing technical advice to the project. A Project Steering Committee chaired by MOLE was set up but the first meeting was only held in March 2016.

The project was to be supported by an international Fire Safety Expert/Project Coordinator working in close cooperation with development partners, buyer representatives, the GOB, workers and employers organisations, training institutions and related ILO programmes and projects. The Project Coordinator was to report to the Director of the ILO Country Office for Bangladesh and have lead responsibility for project management, implementation, supervision of staff, achievement of objectives and outputs, donor reporting and delivery of activities in line with the proposal and budget.

The project was also supported by a Financial and Administrative Assistant responsible for maintaining records, contractual arrangements and payments in accordance with the ILO rules and regulations. Lastly the project was to benefit from the RMGPs international and national staff, plus secretarial support and a driver and vehicle, provided at no cost to the project.

4.6 ROLES OF ILO, PARTNERS AND STAKEHOLDERS

The ILO has been working for a long time in the Bangladesh RMG sector on OSH polity, vocational skills, rights at work, migration management and conformity with ILS. Even before the Tazreen and Rana disaster the ILO was coordinating initiatives in the sector and is therefore in a respected and neutral central role to coordinate current initiatives and activities. Primary partners in the project implementation were to be:

The Government: MOLE (the government focal point of the project), DIFE, MHPW (responsible for BNBC), Development Authorities (including RAJUK responsible for construction certification) and FSCD (responsible for fire safety inspection and licensing).

Workers organisations: National Co-ordination Committee of Workers Education (NCCWE) and Industrial Bangladesh Council (IBC).

Employers' organizations: Bangladesh Employers Federation (BEF), BGMEA and BKMEA.

Other partners: Bangladesh University of Engineering and Technology (BUET), the Industrial Relations Institute (IRI) of MOLE and training providers as well as local suppliers, international unions, development partners and civil society.

Internationally: The ILO International Training Centre based in Turin (collaborating in the development of e-training modules for factory inspectors).

The direct beneficiaries of the project were to be staff from relevant ministries who play a role in fire and building safety (in particular DIFE, FSCD and RAJUK training schemes). Social partners were also to participate in training.

The indirect and ultimate beneficiaries of the project were to be the RMG workers (56% women), linking to existing initiatives (Accord, Alliance and IFC BUILD) to ensure synergy.

Finally through improving fire and building safety the project aimed to contribute to a more attractive environment for international buyers and thus indirectly benefit the growth of the industry.

4.7 PROJECT IMPLEMENTATION EVENTS AND MILESTONES

Key milestones in the project implementation have been as follows:

- 30-Sep-2013: Signing of agreement with USDOL
- 08-Nov-2013: Official start date of the project
- 17-Jan-2014: Actual start date of the project and Project Coordinator joins
- 24-Apr-2014: DIFE launch upgraded website with database on 3,498 factories
- 02-Jul-2014: NTC endorses agreement on concrete strengths, factor of safety, and harmonized reporting format for DIFE database

- 23-Dec-2014: Draft protocol for remediation under the NI endorsed by NTC
- 16-Aug-2015: Admin and Finance Assistant joins project
- 10-Oct-2015: Mid-term evaluation final report
- 31-Dec-2015: Completion of Preliminary Assessment of 1,549 RMG NI factories plus 2,185 factories by the Accord and Alliance
- 05-Sep-2016: Proposed RCC endorsed at a high-level inter-ministerial meeting

5. EVALUATION BACKGROUND

5.1 PURPOSE

The main purposes of the final independent evaluation is to support improvements in programmes and policies and to promote accountability to ILO key stakeholders and donor and also to promote learning within the ILO.

5.2 SCOPE OF EVALUATION

The evaluation was to focus on the Improving Fire and General Building Safety in Bangladesh project and all activities that have been implemented since the start of the project, also, as much as possible assessing the projects coordination with the RMGP and other complementary programmes, including the SC F&BS project.

The evaluation was also to consider the project in the context of the broader ILO portfolio of projects in Bangladesh, review planned and unplanned results and outcomes, their relevance for learning purposes and identify levels of achievement of objectives, and why they have been attained or not.

The gender dimension was also to be considered as a cross-cutting concern throughout the process and delivery of the evaluation – meaning involving men and women in the consultation, reviewing gender disaggregated data, assessing the relevance of gender-related strategies and outcomes.

5.3 SEQUENCE OF EVALUATION

The evaluators contract was signed on 15-Sep-2016 following which, desk review work was carried out. Initial project documentation was shared on 24-Aug with more detailed reports and information shared on 21-Sep. The inception report was prepared by the evaluator on 22-Sep and the Field Mission took place from 24-Sep to 7-Oct-2016, including a stakeholder workshop on 5-Oct. A debriefing meeting was held by Skype between the evaluator and the evaluation manager on 21-Oct and the draft final report was shared by the evaluator on 2-Nov.

5.4 EVALUATION CLIENTS

The ILO tripartite constituents (government, workers and employers) as the primary stakeholders of the project are the clients for the evaluation report, as well as ILO Bangladesh, Regional and HQ offices and the donor USDOL.

The evaluator is Mr Jonathan Price and the evaluation manager is Ms Pamornrat Pringsulaka.

The evaluation was to be carried out in compliance with the ILO frameworks, procedures and strategies, UN system evaluation norms and OECD/DAC quality standards.

6. EVALUATION METHODOLOGY

6.1 EVALUATION CRITERIA

The main evaluation criteria were as follows (please refer to Annex 3: Terms of Reference for more detail):

1. Design

- Validity of design and effectiveness of strategies in achieving the project goals
- Coherence and logic of design, taking into account other stakeholder initiatives
- Whether the project meets ILO guidance on Results-Based design
- Usefulness of indicators and targets in assessing and reporting project progress
- Extent to which assumptions were identified and whether they have proven true
- Whether problems and needs were adequately analysed
- Whether a strategy for sustainability of results was clearly defined

2. Effectiveness
- Delivery of project outputs in terms of quality, quantity and timing
- Assessment of achievement of immediate objective
- Whether there were unplanned outputs and results and significance in achieving objectives
- How factors outside the control of the project affected implementation and were dealt with
- Assessment of gender mainstreaming activities

3. Efficiency
- Comparison of allocated resources with results obtained
- Support received from ILO filed offices and headquarters
- Extent of contribution to and coordination with the RMGP and Solidarity Center projects

4. Relevance
- Whether project responded to real needs of beneficiaries and stakeholders
- Whether needs and problems giving rise to the project still exist or have changed
- If strategies (particularly mainstreaming) addressed needs, roles and constraints of targets.

5. Sustainability
- Extend to which phase out strategy was planned and explained to stakeholders.
- Project contribution to stakeholders capacity and awareness and GOB safety enforcement
- Degree to which sustainability strategy includes gender perspective and vulnerable groups

6. Impact
- Strategic orientation and contribution to GOB long term goal of strengthening enforcement
- Extent that results are likely to be durable and can be maintained or scaled up

7. Special aspects
- Whether USDOL independent evaluation recommendations were taken into consideration
- Impact of synergies between project and other initiatives
- Extent to which project has promoted ILOs mandate on social dialogue and ILS

6.2 EVALUATION QUESTIONS

Based on the above criteria evaluation questions were drafted and included in the inception report. Please refer to Annex 5: Data collection instrument.

6.3 SOURCES OF INFORMATION AND METHODS

An evidence based approach was adopted using a combination of tools and methods to collect relevant data. The two principle methodologies used in the evaluation are key informant interviews and desk research. Reviews and interviews generated a significant amount of raw data which was analysed using matrices, categorisation, triangulation and summarising, to group the information and thus write the report.

The sources of information included the following:

1. Desk review of relevant documents (sent by email prior to field mission) and web pages:
a. Terms of Reference
b. Project Document
c. Technical progress report (1-Oct-2014 to 31-Mar-2015) including Project Work-Plan
d. Executive summary of USDOL multi-project evaluation
e. Response to USDOL evaluation (v15 November 2015)
f. Project Document
g. LAB/ADMIN web pages: (http://www.ilo.org/dhaka/Whatwedo/Projects/WCMS_341914/lang--en/index.htm)

2. Interviews and **focus group discussions** with key stakeholders during field mission:
a. **ILO staff** including Country Director (Srinivas Reddy), Fire Safety Expert/Project Coordinator (Maurice Brooks), Financial and Administrative Assistant, RMGP Programme Manager (Tuomo Poutiainen) and other relevant specialists. This was to include staff from CEO/Skills, Shrimp Project, BWB (Workers Education Expert, Tauvik Mohammad and CTA), Communications Office etc. as appropriate and according to availability.
b. **Government representatives** (National Tripartite Committee on F&BS, Ministry of Labour & Employment, Ministry of Housing & Public Works, Ministry of Home Affairs)
c. **Regulating authorities** - building inspectors and trainees (primary target group) – DIFE, RAJUK and BFSCD

d. **Employers organisations** – BGMEA, BKMEA and BEF
e. **Workers organisations** – secondary target group - NCCWE and IBC
f. **Other key stakeholders** BUET, HBRI, NARRI, ACCORD, SC, ALLIANCE and USDOL members or representatives

3. Stakeholders workshop to validate information and data collected (see Annex 7: Draft Agenda for Stakeholders Workshop

4. Consultations with other stakeholders, as needed, by Skype following the field mission

5. Detailed analysis of additional project documentation following the field mission, including:
a. Mission, meeting, workshop and training reports
b. Earlier versions of the project work-plan
c. Project budgets – planned and actual expenditures (output based budget in project document was not readable – Excel version will be reviewed) – also covering staffing
d. Review of project output documents, technical products (assessments, training manuals/courses, technical guidelines, analysis results, reporting formats, protocols, toolkits etc.) or publications used or developed by the project:
e. RMGP project document or summary

Sex-disaggregated data was collected wherever possible and the different needs of women and men were considered throughout the evaluation process.

6.4 VALIDITY OF INSTRUMENTS AND METHODS

Key informant interviews are qualitative, in-depth interviews with people selected for their first-hand relevant knowledge and insights into the project. The interviews are informally structured and use a list of key questions, allowing the free flow of ideas and information. They are most useful when trying to gain an understanding of motives and perspectives of partners in a project. They can also be used to interpret quantitative data and are an affordable way of understanding the bigger picture. Most important is that a sufficiently large sample of informants are interviewed as there can be potential bias if the informants are not carefully selected. Another limitation is that the analysis of the data can be time consuming and some data can be difficult to validate.

Desk research is the collection and review of secondary data from existing resources and is considered a low cost and time-saving technique compared to field research. Basic information can be easily gathered and used as a benchmark in understanding the project and in the evaluation process. The data gathered can also be used as a basis for comparison and validation in key informant interviews as well as help in identifying gaps and what additional information needs to be gathered. The limitation of desk research is that if the accuracy of the information is not always known and it may sometimes be out of date. Thus it is important to ensure that the information is relevant, accurate and sufficient for purpose.

6.5 LIMITATIONS/CLARIFICATIONS

Due to time constraints of stakeholders and difficulties in finalizing the itinerary prior to the mission it was not possible to meet all the planned key informants. This included BUET, BEF and the ILO Communications Officer. Also it was not possible to meet a group of secondary beneficiaries (RMG workers) or visit more than one garment factory. However the evaluator believes that sufficient stakeholders were met.

Desk research could not be completed prior to the field mission because detailed information was shared through Google Drive only on 21-Sep,days before departure of the evaluator to Bangladesh (initial documents were shared on 26-Aug). This meant a deeper understanding of the project had to be gained during the actual mission, limiting the sharpness of the questions asked. Further secondary information also had to be requested on return from the mission, causing a delay in the completion of the draft report.

It may have been wiser to delay the start of the evaluation and the mission to Dhaka until desk review documents were ready and the mission itinerary was complete.

It should be noted that to the evaluator there appears to be some confusion in the project documentation and in interviews about the difference between “inspections” and “assessments”. For this report at least, inspections are considered to be the day-to-day or business-as-usual visits to factories carried out by Labour Inspectors (to ensure the safety and rights of the worker) and the Fire Service (done annually for fire certification renewal). The assessments (or Preliminary Assessments) were the special visits made by BUET, engineering consultants hired by the ILO and the engineers of the Accord and Alliance, in order to assess the factory’s structural, electrical and fire safety.

It should also be noted that this evaluation is not a formal impact assessment with primary research. The accuracy of the findings are based on the integrity and accuracy of the information provided through background document review and interviews and the ability of the evaluator to cross-check this.

6.6 STAKEHOLDER PARTICIPATION

A pro-active and informed consultation with the participation of the key stakeholders in the evaluation process and the finalization of the report, was ensured. Key stakeholders in an evaluation are the primary intended users, i.e. people who will be making decisions on the basis of the evaluation. Other stakeholders include people who will be affected by decisions made after an evaluation (including project/programme staff and beneficiaries).

Although it is not always feasible or appropriate to engage all potential stakeholders their involvement can add value through providing credibility, facilitating quality data collection and increasing the use of the evaluation findings through their support for the results. Engaging stakeholders can also help in managing risks when projects have key stakeholders with opposing views – different perspectives can be understood and credible evidence on outcomes and impacts can be built.

7. MAIN FINDINGS

7.1 PROJECT DESIGN AND COHERENCE

7.1.1 STRATEGIES TO ACHIEVE PROJECT GOALS

The project was designed to align with the DWCP of 2012-15 contributing to improving working conditions and the capacity of labour administration and institutions, also supporting ILABs performance goal to improve worker rights and livelihoods for vulnerable populations. The strategies adopted, based on ILOs tripartite principles, technical expertise and willingness to work with all stakeholders, were: 1) Integration with the RMGP and with existing initiatives, 2) Strengthening government capacity to improve enforcement, 3) Stakeholder participation, 4) Coordination and 5) The active role of workers.

These strategies were to support the commitments made by partners under the NTPA, with the principal goal of making Preliminary Assessments of all active export-oriented RMG factories by the end of Dec-2013 and putting in place a sustainable mechanism for ensuring fire and general building safety.

Of these strategies and the actions anticipated to achieve them, the most frequently cited and most appreciated were the core strategies of building capacity (which all interviewees believed would help lead to a sustainable inspection regime) and the work done in coordinating the participation of all stakeholders in decision making and in harmonising standards.

There was a clear need for coordination, harmonisation and training from the outset and the project successfully applied these strategies to achieve (jointly with the RMGP) the completion of the Preliminary Assessments. The goal of a sustainable mechanism for ensuring safety is only achievable in the longer term, though the strategies applied by the project have taken the first steps towards this. The role of workers was limited to union participation in workshops.

7.1.2 CLEAR OVERALL PROJECT TIMELINES AND OBJECTIVES

The original overall timeline of the project (as per the Cooperative Agreement with USDOL) was 30-Sep-2013 to 29-Sep-2017 (4 years). Technical Assistance Progress Reports (TAPR) of 2014 state that the official start date of the project was 08-Nov-2013 and the expected end date was 08-Nov-2016 (thus a period of 3 years).

The Project Coordinator could not be recruited until 17-Jan-2014, so the actual start date (and that written in the Project Document as signed by the ILO Country Office and GOB), was adjusted accordingly with completion date also changed to Dec-2016. During this intermediate period of two months, the ILO managed the project without any key staff – with a lawyer handling the initial work on the Preliminary Assessments under component 1 of the RMGP, which the Project Coordinator took over on arrival. The most recent TAPR covering the period up to Sep-2016 revised the expected end date to 31-Jan-2016.

Although the Project Coordinator was not clear as to why the timeline of the project was 4 years in the Cooperative Agreement and 3 years in other documentation, the donor clarified that some changes were made during the process of preparing a separate project document for the IF&GBSP and ILO LABADMIN/OSH clarified that it was always the ILOs proposal to implement the project over a 3 year duration. At least two stakeholders interviewed felt that the project was finishing too soon and anecdotal conversation indicated that if the project had been longer, more time and effort could have been spent on harmonising standards and upgrading the regulatory framework. Nevertheless the general view of the all the interviewees was that the immediate objective was clear and that within three years the project could enhance GOB enforcement of fire and general building safety laws.

7.1.3 OTHER STAKEHOLDER INITIATIVES AND ILO PROJECTS

The project document recognised that there were a number of initiatives addressing building and fire safety assessments (principally the work of the Accord and Alliance) and noted that the National Tripartite Committee would take leadership in defining minimum common standards, with the ILO assisting in coordination and providing logistical and technical support to the NTC.

The project was also designed as an integral and complementary part of the RMGP, noting in the project document that linkage would be established with the “Improving Working Conditions in the Ready-Made Garment Sector” project which is assisting in implementing the NTPA and noting the 5 components of the project. The two projects activities overlapped broadly as follows:

RMGP outputs	Equivalent outputs under IF&GBSP	Adjustments made during implementation
Component 1: Building and Fire Safety Assessment		
Harmonised standards for fire and building assessments	1.1: Fire & Building Safety regulatory framework upgraded	The IF&GBSP took a lead technical role in this work
Completion of initial building, fire and electrical safety assessments under the NI	1.4: Efficient and timely inspections are carried out	Initially the Project Coordinator took a lead role in managing Preliminary Inspections. Following the mid-term USDOL evaluation this was changed to an advisory role
Capacity building for regulatory bodies (DIFE, FSCD, RAJUK)	1.3: Capacities of inspectors from MOLE and other entities to conduct inspections are strengthened	The IF&GBSP focussed on training of FSCD inspectors while the RMGP focussed on DIFE labour inspectors
Safety inspection regulatory framework strengthened	1.1: Fire & Building Safety regulatory framework upgraded	The IF&GBSP took a lead technical role in this work
Component 2: Strengthen Labour Inspection & Support Fire and Building Inspection		
Labour inspection tools and knowledge management	1.2: Labour inspection tools and procedures upgraded	The IF&GBSP made technical inputs to the RMGP labour inspection, OSH and CAP manuals and produced other checklists (for fire, structure and electrical inspection)

Existing and newly recruited inspectors trained in modern inspection procedures	1.3: Capacities of inspectors from MOLE and other entities to conduct inspections are strengthened	The IF&GBSP focussed on training of FSCD inspectors while the RMGP focussed on DIFE labour inspectors

The above table indicates that there was some overlap between the RMGP and the IF&GBSP, principally on the preliminary assessments, capacity building and labour inspection toolkits. However roles and distinctions in areas of work were clarified and coordinated during implementation.

For example, the Project Coordinator in essence managed component 1 of the RMGP up to Oct-2015 when the USDOL multi-project evaluation was completed, after which time the role changed to more of an advisory function and the management of the two projects was separated completely.

To avoid overlap on capacity building and development of inspection tools the RMGP focussed on training and providing tools to the Labour Inspectorate (DIFE), while the IF&GBSP focussed on training the Fire Service inspectors (FSCD), making technical inputs to RMGP manuals and producing other technical checklists (noting though that some DIFE inspectors attended the Electrical Safety training because they wanted to have a general understanding of the issue).

As a result of the way the project was designed and implemented, most of the stakeholders interviewed, including the government, did not distinguish between the IF&GBSP and the RMGP – seeing the work as one integrated effort of the ILO. Several interviewees also felt that the isolation after the evaluation was unhelpful (noting though that changes had to be made to ensure compliance with the terms and conditions of the DOL Grant requirements) and that integration in the way DFID and the Netherlands have funded the RMGP would have been more appropriate. Although seeing the work as well integrated can be seen as a positive result of ILOs coordinated and unified approach, it did mean the IF&GBSP was a little overshadowed by the RMGP and that donor visibility was not strong (see also section 7.2.4 on unplanned changes). However the donor commented that USDOL were not so concerned about this and that some overshadowing was inevitable with the RMGP being a much larger endeavour.

Other initiatives such as GIZ provision of hardware and equipment to FSCD, DBL groups' collaboration with GIZ on providing land for a Mini-Fire Brigade and JICAs construction of a fire headquarters building (as part of their urban resilience programme) were developed post-project document preparation and were identified by the project during implementation. Nevertheless with the two approaches of soft and hard inputs worked harmoniously.

7.1.4 RESULTS-BASED DESIGN

The development objective of the project was defined as contributing to improving fire and building safety in the RMG sector, achievable if the GOB can enforce an international standard fire and building safety framework and if social partners can play an active role in promoting OSH and worker protection. The project document then sets out five outputs to achieve the immediate objective of enhancing the GOB enforcement of fire and general building safety laws.

The ILO defines results-based management as an approach that directs the design of activities towards achieving measurable outcomes that bring about significant changes that will matter to workers, employers and government, thus challenging ILO managers and staff to define results and targets in this context. The actions planned were clearly aimed at bringing about real change that would improve the GOBs system of building safety enforcement, building on actions already planned by the government under the NTPA and focussing on where partners were committed to tangible results. However the project did not plan any actions which would result in social partners and workers in particular, playing an active role in OSH and worker protection, which was covered by the RMGP and by the related work of the Solidarity Center. Thus it is the evaluators opinion that it could have been made more clear in the project document that this would be covered by other initiatives and other partners.

7.1.5 INDICATORS, TARGETS AND PROGRESS REPORTING

The project document included a table of outcomes and outputs, but noted that a Performance Monitoring Plan (PMP) would be developed to set targets for each indicator, data collection frequency, responsibilities, baselines and validation processes for reporting and evaluation.

The evaluator was provided with three copies of the PMP, one undated, one dated Apr-2014 and one 23-Oct-2014. Tracking of performance was also included in the TAPRs (the evaluator was provided with 6 different periodic reports marked as final) and the Data Tracking Form (DTF) dated Apr-Sep-2014. The targets from these documents has been summarised in a table included as Annex 4. Baselines were all set at zero in the most recent version of the documents – except for the number of inspectors (Fire – 55 men; 0 women and Labour – 82 men; 10 women) and 1 data-tracking system already in place.

The last version of the TAPR notes that the M&E framework was updated following the mid-term evaluation and comments on previous reports and is therefore assumed to be the most coherent and thought-out version.

A review of the table included under Annex 4 indicates that although the general approach of the project remained steady, the indicators against the Immediate Objective and each Output varied as each monitoring or reporting document was prepared and at different stages of the project.

For example the Immediate Objective of enforcement enhancement was indicated as either # of assessments completed (with the target varying from 1,708 to 3,508) or just a collaborative mechanism to strengthen worker safety being agreed upon. It should be noted also, that target of 1,708 was for "# of inspections completed (building & structural integrity)" (preliminary assessments of structural integrity for actively exporting factories under the national initiative) whereas the target of 3,508 represented the total number of targeted actively exporting factories for Accord, Alliance and the National Initiative combined. The Project Coordinator clarified that variations in target numbers were due to misunderstandings on whether to include RMGP data (where the Project had a role) or only data for work fully funded by the project.

Output 1.1 on upgrading the framework was measured either as general progress or more specifically as agreement on or adoption of mechanisms and common standards by 2 to 6 initiatives or partners. The Project Coordinator agreed that general progress was not a clear indicator and noted that instead the project focussed on identifying gaps in the framework and making recommendations.

Output 1.2 on labour inspection tools was measured as the number of toolkits made available but the target varied from 250 to 400. In the last version of the TAPR this is revised to the number of new/revised procedures supported by the project and used by inspectors supporting the National Initiative (NI), with the target being just two. Although this was only adjusted after March 2015 (the TAPR dated Oct-2014 to Mar-2015 still includes the earlier targets) the project was aware from the outset that the labour toolkits were being produced by the RMGP.

Output 1.3 on capacity strengthening was more measurable and focussed on the number of inspectors trained but again the target number varied from 400 to 365 or even 1,000.

Output 1.4 on timely inspections had more consistent indicators of the number of inspections carried out with some variance in the steps to be taken to plan this and what the result of the inspection should be. The target varied from 3,508 to 4,413. Some variance should be expected because in one progress report it is noted that more than 70% of the factory list provided by BGMEA and BKMEA had inaccurate data or claimed to be closed. The indicator also varied between number of factories to actual number of inspections (preliminary assessments) to be made.

Output 1.5 on the data tracking system was consistently indicated as the system being available and in use.

In the ILO the focus is on SMART indicators (meaning Specific, Measurable, Attainable, Realistic and Time-bound). Although most of the various indicators meet these criteria it is reasonable to say that the project was not planned with very consistent targets and that even though it was indicated in the project document that they would be clarified later, there remained inconsistencies throughout the duration of the project resulting in variances in the way progress was reported and most likely in confusion about the achievements of the project.

Although it is recognised that the project was developed almost as an emergency response (staff from Geneva acknowledged this noting that a lack in background knowledge may have resulted in some omissions) and therefore definite indicators and targets could not be set prior to inception, it should have been possible for the project to develop clear and consistent indicators, data collection methods and targets for better reporting and evaluation during the course of the project.

Although the Project Coordinator, having completed a project management cycle training course, considered the indicators and targets to be clear and understandable there was some exchange of ideas about the whether to report on the number of factory assessments which were funded under Component 1 of the RMGP (Output 1.4), but in which the project was involved, as this would effectively be duplicated reporting. This was clarified to and agreed by the donor in the response to the USDOL evaluation.

7.1.6 EXTERNAL FACTORS AND ASSUMPTIONS

The project document included a table of assumptions related to the development and immediate objective. Development objective assumptions were that buyers and manufacturers would continue to support investment in workers safety after the immediate period of attention has passed, that training and support interventions would be sufficient to build competent staff ad that government and industry would we able to make the investments needed to improve the regulatory system.

The first assumption has proven to be true with the project cooperating well with BGMEA and BKMEA and with buyers likely to support the extension of the mandates of the Accord and Alliance in some form. The second assumption that interventions would be sufficient to build competent, professional staff has proven to be partially true – although the training has gone some way towards building professional staff, it is acknowledged that further and longer training is needed including the development of a degree level fire engineering course. The last development objective assumption has proven true demonstrated by DIFE and FSCD investing in more inspectors (see section 7.6.2).

The immediate objective assumptions were that the priorities (and logically the willingness and willpower) of GOB and MOLE would remain unchanged over the implementation period and that the Tripartite Committee would function as the main coordinating body as expected. These have both proven to be true while the project has been running – however the RCC will take over the coordinating role in the future.

7.1.7 PROBLEMS AND NEEDS ANALYSIS

Due to the ‘rushed’ nature of the project design it was not possible to undertake a thorough training needs analysis prior to inception, however the project document does include a clear review of the problems and likely needs, which the Project Coordinator thought an accurate reflection of the situation. The project document did note that a training needs assessment would be carried out for the staff of DIFE and other institutions such as the Ministry of Housing and Public Works, development authorities including RAJUK, and FSCD. Prior to the project inception, through the NTPA, BUET and BGMEA committed to undertaking a pilot needs assessment programme and fire safety review of 10 garment factories, which would be used to develop and implement a factory fire safety improvement programme. The project committed to supporting BUET in this process.

The evaluator was provided with a copy of the “Capacity Building Analysis of Rajdhani Unnayan Kartripakkho (RAJUK) (capital city development authority) and Dept. of Fire Service and Civil Defence (DFSCD) of Bangladesh” dated Feb-2016 – which was funded by the RMGP. The report makes a number of useful recommendations in relation to training of FSCD inspectors, noting that there is no training related to fire safety/ prevention in their annual training manual. Recommendations included forming a training academy, providing a short term 10-day certificated course on fire inspector skill development, a long term plan for fire inspector skill development, a CPD (continuing professional development) course and the introduction of Fire Safety and Prevention courses in the education system.

For RAJUK, concentrating on training needs and noting that RAJUK has no separate training department, the report recommends intermediate training in development control, monitoring

and enforcement, problem networking and best practice solutions, as well as training extensive training in law, fire safety and reporting for new recruits and the setting up of a new training unit. During an interview with RAJUK they said that they were not aware of any needs assessment carried out and supported by the ILO (even though RAJUK had attended initial meetings, had interviews with a consultant undertaking the assessment and were invited to a stakeholders meeting).

The report also makes a number of suggestions on DIFE inspectors in relation to the setting up of the RCC, recommending an increase in the number of inspectors to 1,500, a review of factory rules and the introduction of methodologies for inspection of electrical equipment.

As referenced in the evaluators TOR, an analysis on IKM (Information Knowledge Management) requirements for FSCD, RAJUK, and DIFE was carried out by the project (and finalised in Mar-2015), to develop a data tracking system. The report analysis recommended creating a database to help government agencies monitor implementation of remedial measures and track fire and building safety issues.

Although the RMGP supported needs analysis was thorough and included a deeper analysis than in the project document, it was carried out late during the course of the project. The analysis did not include any recommendations on gender issues – though without seeing the TOR it is not known whether any parameters were included on this. The project was able to follow through on requirements for capacity building in electrical fire safety and on the idea of developing a Fire Engineers programme, but could not look further into the training recommendations. None of the recommendations on RAJUK were taken up by the project (it is not known by the evaluator whether the RMGP has taken up any of these recommentations), perhaps because of the lack of time and the complexity of reform issues, which once understood during the course of the project and the RMGP, were considered to be outside the immediate scope of the ILOs work.

The stakeholders interviewed were conscious that an in depth consultation on needs and problems was not carried out early on (because this had already been done as part of the RMGP inception), but noted that clear training gaps were identified during the harmonisation process for Preliminary Assessments. A lack of consultation during early stages of the project may have led to some misunderstandings about the project objectives, expected outcomes and the culture of fire prevention.

7.1.8 DESIGN OF SUSTAINABILITY STRATEGY

The overall project strategy cites strengthening the capacity of government agencies to enforce labour legislation and building codes as a medium to long term sustainable goal, noting that the longer term sustainability of the export RMG industry depends on major brands accepting the country as a reliable source with manufacturers implementing and enforcing a credible safety programme. The project also aimed at the active participation of all key stakeholders, with various public events building trust and facilitating the transfer and sustainability of project initiatives.

A separate section in the project document elaborates on this noting that the project aims to build capacity to deliver improved services for workplace safety in the RMG sector and ensure there are tools to sustain activities after the project ends, with MOLE institutionalising the project activities into the routine work of concerned agencies and social partners. Under environmental sustainability it is noted that the Tripartite Committee has committed a review of factory licensing procedures concerning fire, electrical, chemical and environmental safety.

7.2 EFFECTIVENESS

7.2.1 COMPLETION OF OUTPUT TARGETS

Given the variance in the project output targets from the project document to the latest TAPR, the following is deemed as a reasonable summary of what outputs were expected and what has been achieved – largely based on the most recent TAPR where the M&E framework was adjusted:

Outcomes & outputs	Indicators	Targets	Achievement
Immediate objective: GOB enforcement of fire and general building safety laws is enhanced	• Collaborative mechanism to strengthen RMG worker safety agreed upon and functioning	• 1 mechanism	• The RCC was launched in Sep-2016 and a draft inter-ministerial note has been informally shared. Final formal approval is still ongoing.
Output 1.1: Fire & Building Safety regulatory framework upgraded	• Progress made in upgrading the framework • # of institutional partners adopting the standards	• 2 harmonised regulation documents and coordination mechanisms agreed and endorsed by the NTC • 3 partners (National Initiative, Alliance, and Accord)	• 3 documents have been prepared: o DEA Guidance Manual o Preliminary Assessment Reports o Summary of Preliminary Assessment on Structural, Fire, and Electrical
Output 1.2: Labour inspection tools and procedures upgraded	• # of new/revised procedures used by labour, fire and private inspectors supporting the NI • % of labour inspectors who received a copy	• 2 new procedures • 100%	• Fire inspection checklist • Structural inspection checklist • Electrical inspection checklist • Plus inputs to: o Development of CAP user manual o RMGP OSH Kit o RMGP Labour Inspection Checklist
Output 1.3: Capacities of inspectors from MOLE and other entities to conduct inspections are strengthened	• # and % of inspectors trained • # of additional fire inspectors recruited • % of inspectors trained who demonstrate improvement in relevant skill areas • # of workers trained by Fire Inspectors following project training	• 200 Fire & 800 Labour Inspectors[1]	• Fire – 262 (m) and 4 (f) – 266 total (100%) • Labour – 203 (m) and 57 (f) – 260 total (100% of recruited inspectors)
Output 1.4: Efficient and timely inspections are carried out	• # of inspections carried out by the Fire inspectors that resulted in CAP development	• 4,413 inspections o 1,379 Structural o 1,517 Fire o 1,517 Electrical	• 1,663 inspections[2] o 569 Structural o 547 Fire o 547 Electrical
Output 1.5: Building & Fire Safety data tracking system available and functioning	• Data tracking system available, functioning and in use	• 1 data tracking system	• Fire inspection data tracking system currently under construction

[1] The Project Coordinator clarified that the target of 800 was under the RMGP

[2] In comments on the report by the ILO it was noted that the target was a minimum of 4,500 inspections (1,500 factories each with follow up for structure, fire and electrical, with an achievement of 1,792 follow-up inspections made (1,230 structure, 281 fire, 281 electrical)

Output 1.1: Upgraded Regulatory Framework – The original project document indicator was progress made in upgrading the framework and the number of partners adopting the standards. The revised indicator of harmonised documents and agreed coordination mechanisms, makes measurement more straightforward and the DEA guidelines are a significant achievement under this output. It is assumed that the inclusion in the report of Preliminary Assessment reports under this output refers to a harmonised reporting format of inspection results, which was used in the DIFE database.

Although the project only made technical contributions to the CAP manual (included as an achievement under Output 1.2) this may could also have been included as a harmonised regulation document, as the training and checklists included in this were developed under the project.

In Oct-2014 FSCD issued a gazette[3] as an attempt to answer the gaps identified between the Fire Act and the BNBC, but this was later retracted and was considered premature. A government committee is currently making a comparison between the two pieces of legislation. The discrepancies between these two documents came to the fore after the collapse of Rana Plaza and were identified particularly during the Preliminary Assessment process, several project supported workshops and were raised at the NTC (leading to the government committee being set up to address the issue). Although the project has been able to work with the GOB on this it is unfortunate that the issue is still not resolved and that more time could not be spent on this important harmonising issue.

According to the TOR the project also plans to review FSCD permits and licensing procedures and their handling of fire hazard complaints and resolution in the last few months of the project.

Output 1.2: Upgraded Tools and Procedures – According to information provided by the Project Coordinator the project supported the production of several key documents/manuals as follows:

Manual/checklist	# of copies	Target audience	Date of production	Notes
1. Training Manual on Fire Inspections and Emergency Action Plan	100	Fire Inspectors	Jan-2015	The contents were part of two 5-day training courses which cost US$84,000. The hardcopy manual was printed by FSCD and distributed to each district at their expense.
2. Checklist for Preliminary Assessments (fire, electrical and structural) – part of PA Guidelines (or NTP guidelines)	4,413	National Initiative Engineers	Early-2015	Produced in Preliminary Assessment Engineering Workshop, specifically for the RMG sector assessment of existing buildings
3. Electrical Fire Safety Training Manual	337	Fire, Labour, and Employee association inspectors	Oct-2016	The contents were part of the training course run by Bureau Veritas which cost US$18,000
4. Detailed Engineering Assessment guidance manual	--	Consultant Engineers	--	Several workshops were held to develop content. This is already included as part of Output 1.1
5. Manual for Capacity Building of DIFE inspectors on follow-up of Preliminary Assessments and CAP development	300	Fire and Labour Inspectors, factory managers	--	This is a 32 page PowerPoint presentation. The content of the CAP manual was developed under the project, while printing was under RMGP.

[3] The Bangladesh Gazette is a regular government publication used to share public service appointments, postings and administrative orders as well as service rules and important government decisions issued by various ministries/divisions in the public domain

The original target for this Output was 250-400 toolkits and the above tables indicates at least 4 distinct outputs (not including the DEA manual) with 5,150 copies shared. With the target revised to 2 new procedures, the latest TAPR reports that the project produced 3 different checklists and made contributions to 3 other manuals (under the RMGP). By either measure this output was achieved. However the difference between a new/revised procedure for Output 1.2 and a harmonised regulation document for Output 1.1 is imprecise.

Two versions of the Preliminary Assessment checklists were developed. Version 1 was developed when BUET was initially hired to do the work (by RMGP). However when the Project Coordinator arrived in Jan-2014 gaps were identified during a review and when engineering consultants were hired to take over from BUET the opportunity was taken to further upgrade the checklists and these were applied to all the inspections carried out in 2015. Both versions of the checklists are included in the CAP manual. Although the checklists were developed specifically for the Preliminary Assessments they can apply to all regulatory bodies and for day-to-day inspections as the same issues are checked. This particularly applies to the fire inspection checklist. The project now plans to incorporate the checklist used in the electrical safety training into a tool kit specific for fire inspectors.

Output 1.3: Capacity strengthening – The bulk of the project funds (of that set aside for Outputs) were spent on training which has been provided to inspectors from FSCD, DIFE as well as staff and safety officers from employers organisations. A table, provided by the Project Coordinator, in Annex 11 details the number of trainees supported under the project.

In total 752 people were given training (though this may include some repetition as some trainees could receive more than one session). Training included case management training, fire inspection, emergency evacuation planning and electrical safety training for fire professionals, as well as numerous workshops to build capacity, build institutional collaboration and follow-up on assessments. Of the 752 participants 45 were women (6%).

Earlier indicators and targets for this varied from 365 to 400 and by this measure the project has achieved completed the output. However the latest TAPR set the target as 200 Fire & 800 Labour Inspectors and assuming the TAPR total is correct the achievement would be 52% of the target. However as there are only 520 labour and fire inspectors actually working for the regulatory authorities at the moment the target of 1,000 is unworkable and the project appears to have fully completed the output.

Out of the participants trained in the Fire Inspection Course and Emergency Evacuation Planning, 15 that scored the highest in a test were given additional TOT training and have been responsible for delivering the training to the remaining cadre of inspectors. Likewise in the Electrical Safety Training for Fire Professionals, 20 trainees will receive TOT. However although an extra indicator (# of workers trained by fire inspectors following project training) was included in the latest TAPR, the project was not able to clearly provide data on this, only mentioning that FSCD has said that 260 additional people have been trained so far.

The indicators # of additional fire inspectors recruited and % of inspectors trained who demonstrate improvement in relevant skill areas, have not been reported on, although information on the number of inspectors was gathered by the evaluator and is noted under section 7.6.2.

It is clear that it would have been valuable to have data on these three indicators and ILO staff agreed that this information would have demonstrated how efficiently the ILO training has been replicated. Without a systematic and clear monitoring and tracking system in place, collecting data for these indicators was not feasible. It was agreed in discussion that future projects will have a solid baseline and tracking system established to measure change over time.

Other training mentioned by the Project Coordinator (not clearly identified in the table in the Annex but referred to as the Preliminary Assessment engineering workshop) was linked to component 1 of the RMGP (Preliminary Assessments), where workshops were held for several days in early-2015 to develop the checklists (fire, electrical and structural).

The 10 day Fire Inspection Course led to the development of a manual and the on-line course in collaboration between the ILO, ITC and FSCD. The course includes, routes of access for fire services, compartmentalisation, escape routes etc. and the contents were validated

through a workshop with FSCD, BUET, Accord, Alliance, BKMEA, BGMEA, BEF, NCCWE, IBC, GIZ, US Embassy representative and DIFE in Oct-2015 (RAJUK were invited but did not attend).

According to the evaluation TOR the project still plans to hold further training and factory visits for DIFE and FSCD inspectors on remediation work.

Output 1.4: Efficient and timely inspections (Preliminary Assessments) – The following table summarises the number of Preliminary Assessments carried out and available data on inspections.

	Targeted factories under National Initiative: 1,500				Notes
Preliminary Assessments[4]	**2014**	**2015**	**2016**	**Total**	
Structural Integrity (buildings)	471	908	0	1,379	Separate assessments were carried out for each of structure, fire and electrical safety
Fire Safety (factories)	449	1,068	0	1,517	
Electrical Safety (factories)	449	1,068	0	1,517	
Total				**4,413**	

The target for this component varied from 3,508[5] (in the PMP) to 4,413 in the latest TAPR, which reports only 1,663 inspections similarly to the evaluation TOR which mentioned 1,549 factories being inspected. Here there is some confusion and the table above clarifies that although around 1,500[6] factories were inspected, 4,413 actual inspections were made because separate visits were made for each discipline. In the recent update of the M&E framework the indicator was adjusted to the number of inspections carried out *that resulted in CAP development*. This information has not been included in the latest TAPR but the RMGP report on component 1 of Aug-2016 noted that 2,957 CAPs have been received from Factories. According to this indicator this component would only be 67% complete, but by earlier indicators fully completed. It is also important to note that the harder task of remediation is yet to be accomplished.

Output 1.5: Data tracking system – During the process of the Preliminary Assessment the National Tripartite Committee decided that all the reports (from the NI, Accord and Alliance) should be uploaded to the DIFE website, where the general public would be able to understand the status of each factory and the main points identified in the assessments. Although the RMGP funded the set-up of the database, the project helped in drawing up the TOR and in developing a harmonised format for the summary reports which have been uploaded. Each factory has an identifier number and a web-based CAP tracker is included.

The project also supported an analysis of state of information management in DIFE, FSCD and RAJUK in 2014. Although some concerns were expressed about privacy of information between the respective departments it was eventually agreed to share information with the DIFE database.

The project is now working on a database for FSCD, which will be linked to the master DIFE database. Consultants have been hired to provided technical support and have met with the FSCD IT cell and agreed on a web format. The database is to including tracking information and alerts on when inspections are due or should be followed up. As part of the system the project has also helped set up an SMS and app based alerting system to help avoid delays in reporting after a fire starts. Using this system overtime the FSCD will be able to track trends in response times and make analyses, making a first step into automating their records.

Setting up a database can take many months of work, so it is reasonable that this component has not yet been completed. However it was acknowledged that earlier implementation of the

[4] Preliminary Assessments in 2014 were carried out by BUET. In 2015 they were carried out by Engineering Consultants: VEC (Veritas Engineering & Consultants Ltd.) and TÜV SÜD Bangladesh (Pvt.) Ltd.

[5] 3,508 represented the total target of Accord, Alliance and National Initiative buildings that housed factories.

[6] 1,500 represents the targeted buildings that housed factories under the National Initiative after being revised from 1,708

FSCD database would have made tracking of inspections easier, also giving more time to test the database before the project finishes.

7.2.2 TIMING AND WORK-PLANNING

Based on a three year timeframe for the project the evaluator believes it is reasonable to assume that the project would only be able to take some initial steps towards upgrading the framework and harmonising procedures (Outputs 1.1 & 1.2) while Outputs 1.3, 1.4 & 1.5 (strengthening capacity, completing assessments and setting up a data tracking system) could be fully realised.

Work-plans in the TAPRs included a number of activities under each component with planned an actual start and finish dates recorded. A review of the latest version of the report (see Annex 8) noted an average of 4 ½ months delay in starting activities under Output 1.1; 1 ½ months delay in starting activities under Output 1.2, 6 months delay in starting and 2.8 months in finishing activities under Output 1.3; 3 months in starting and 2 months in finishing activities under Output 1.4 and finally 1 months delay in starting and 3 ½ months in finishing activities under Output 1.5.

Overall only 10 activities out of 28 did not incur a delay either at the start or in completion. The most significant changes in the work-plan timing seem to have occurred under component 1.3 on Capacity Strengthening, although the reliability of this information is not clear as all capacity strengthening activities are marked as complete, whereas training was still going on during the evaluation mission.

The general view of all the interviewees and on review of the work-plans it is the evaluators view that there was ample time allowed to strengthen capacity and set up a data tracking system (Outputs 1.3 & 1.5) but the level of complexity in carrying out the Preliminary Assessments (Output 1.4) was not anticipated – instead of one assessment visit being made, three separate visits had to be made by each discipline (structural, electrical and fire).

The implementation plan in the TPP indicated that Output 1.4 would be completed by the end of 2016. However Part B of the TPP made note of the estimated total number of factories to be assessed by Dec-2013. It was evidently not clear how long this process would take. The Preliminary Assessments were actually completed by the end of 2015, two years later than planned, though this is not highlighted in the work-plan and recorded delays. The complexity of the Preliminary Assessments was not anticipated with three visits being made instead of one. This affected both cost and time.

It was however noted in one TAPR that as the Project Coordinator arrived on 17-Jan-2014, some 2 months after the official start date, 3 activities under Output 1.1 and one activity under Outputs 1.2 and 1.4 were due for completion 3 months after the start of the project. Thus the completion of these activities was delayed.

7.2.3 COMPLETION OF IMMEDIATE OBJECTIVE

The immediate objective of the project was that “the Government of Bangladesh enforcement of fire and general building safety laws and regulations in the RMG sector, consistent with international labour and fire standards and good practices, is enhanced”.

The key words in this objective are enhance (not make perfect) and the reference to international standards and good practices. Based on this there is no question that the project has achieved this objective and enhanced the enforcement system. The project (along with other partners and stakeholders) have introduced international standards of structural, electrical and fire inspection, and helped begin a process of harmonising inconsistent national safety laws and regulations.

A key achievement in this process has been the process of bringing together all actors to do this as well as encouraging the joint inspections of DIFE and FSCD and thus an increase in institutional collaboration between these two agencies. This was brought about through the joint training (which had to be justified to the donor), which also included safety officers and inspectors from employers organisations. According to information provided by the project 1,235 joint inspections as part of the CAP follow up and DEA work, have been carried out in 2016.

	2014		2016			Total
Inspections	**DIFE**	**FSCD**	**DIFE**	**FSCD**	**Joint**	
Inspections as follow up to CAPs					1,230	**1,230**
Inspections as part of DEA process					5	**5**
Other inspections - as part of training	5	50	20	297		**372**

7.2.4 UNPLANNED OUTPUTS AND RESULTS

The main unplanned output of the project will be a communication strategy to improve donor visibility. This resulted from the mid-term multi-project USDOL evaluation recommendations and a budget revision to include Budget Line 21 (US$99,183) had to be made to accommodate this (as well as other activities under this budget line). Even though the evaluator was not able to meet the communications officer to discuss the contents of the strategy, it is unlikely have any impact on achieving the project objectives.

Although harmonisation is referred to in the revised indicators the original project document only refers to strengthening coordination mechanisms and recognises weaknesses and gaps in the framework and regulatory system. However during interviews repeated reference was made in regard to ILOs fruitful role in harmonising standards, taking into account that the regulating authorities tended to work in silos and instead taking a collaborative approach, encouraging and coordinating the regulating authorities in their work together. The principle achievement in harmonisation was the agreement of a core strength value (which was part of review panel decisions on preliminary assessed factories – phase 1 remediation protocol) which ultimately lead to a decision on categorisation of safety of buildings as green, yellow, amber and red, which in turn lead to the red, unsafe factories being closed (about 1.5 to 2%). Another harmonisation achievement was the projects involvement in the protocol for remediation work, leading to the setting up of the RCC.

Due to the overlap with the RMGP (see section 7.1.3) the project changed its emphasis from the Labour Inspectorate (DIFE) under MOLE to the Fire Service (FSCD). No formal revision was made because the project document had already included “other entities” which was expanded upon.

7.2.5 EXTERNAL FACTORS AFFECTING IMPLEMENTATION

The evaluator was informed that there were Hartal shutdowns (mass protest or labour strike, involving total shutdown of workplaces, offices, shops etc.) during the period when Preliminary Assessments were being made which slowed down the work.

In Jul-2016 a group of militants took hostages at a popular bakery in Gulshan-2 resulting in the killing of 20 people. In response the ILO Country Office in Bangladesh issued a security advisory requiring international staff to follow alternate work modalities and limit activities outside the diplomatic enclave. This was reported as resulting “in a temporary delay in project delivery”.

The project has faced other political challenges in the process of bringing about cooperation such as on the core strength. In this case the projects approach was to concentrate on the technical and engineering aspects to reach a common agreement.

During the process of Preliminary Assessments it was apparent that BUET did not have the capacity to undertaken all the assessments. There were also some problems on the quality of the reports produced. The project rectified this by agreeing a common reporting format with other stakeholders and by assisting the RMGP in hiring external engineering consultants to complete the remaining preliminary assessments.

7.3 EFFICIENCY

7.3.1 ALLOCATED RESOURCES VS. RESULTS OBTAINED

Formulated from the output-based budget[7] (which the Project Coordinator considered to be a practical and useful guide in the management of the project finances) the project financial resources were distributed as follows:

Item	Budget (US$)	Percentage of grand total
1. Direct Labor Costs (staff)	584,685	39.0%
2. Equipment Costs	12,500	0.8%
3. Other Office Expenses	84,000	5.6%
4. Output-Based Activities		
Output 1.1: Upgraded regulatory framework	78,500	5.2%
Output 1.2: Upgraded tools and procedures	30,500	2.0%
Output 1.3: Capacity strengthening	238,000	15.9%
Output 1.4: Efficient and timely inspections	145,500	9.7%
Output 1.5: Data tracking system	50,800	3.4%
Sub-total of Outputs	543,300	
5. Project evaluations	45,000	3.0%
6. Sub-total (1+2+3+4+5)	1,269,485	
7. Provision for cost increase (5%)	57,948	3.9%
8. Sub-total (6+7)	1,327,433	
9. Programme support cost	172,567	11.5%
11. Project Grand total (8+9)	**1,500,000**	**100%**

Thus 39% of the funds went towards staffing costs, 36.2% to the outputs and 24.8% to administrative, office and other costs. It should also be noted that the budget revision made to extend the project to Jan-2017 (in Aug-2016) added a further US$103,882 to staff costs, while reducing almost all other budget lines except for BL 21 which increased to US$99,183 to support visibility activities and set-up the data tracking system.

It is unfortunate that the staff costs ate up a larger proportion of the funds than the activities. However the project could not have been run with fewer staff or have excluded international staff (and expertise) which come at a high cost.

Costs of the production of manuals and checklists are estimated in the table below.

Manual/checklist	# of copies	Estimated cost
1. Training Manual on Fire Inspections and Emergency Action Plan	100	US$84,000
2. Checklist for Preliminary Assessments (fire, electrical and structural) – part of PA Guidelines (or NTP guidelines)	4,413	US$10,000
3. Electrical Fire Safety Training Manual	337	US$18,000
4. Detailed Engineering Assessment guidance manual	--	US$20,000
5. Manual for Capacity Building of DIFE inspectors on follow-up of Preliminary Assessments and CAP development	300	--

Using the above table the average cost of producing a manual or checklist would be only be US$32 each (calculation did not include the DEA or the CAP manual). Although this is not a true calculation of the cost because many of the checklists were developed as part of a workshop or training a cost of US$32 is considered very efficient given the other outputs that the workshops produced and the valuable capacity strengthening produced through the training.

[7] Note that the final figures towards the close of the project differed slightly

Information on the cost of training was not made available to the evaluator. However given that the overall budget for training was US$238,000 (with some reduction in the budget revision) and that 523 people were trained, the cost per trainee would be US$455. Also considering that training contracts were bid out competitively following ILO procurement procedures it is assumed by the evaluator that the training was cost efficient.

The mid-term evaluation of the RMGP noted that the unit cost of the Preliminary Assessment for National Initiative factories is "substantially less than what Accord and Alliance incur on the part of buyers and manufacturers, although they all use a harmonized assessment standard".

7.3.2 ADMINISTRATIVE AND TECHNICAL SUPPORT

The project received support from the Country Office and RMGP in the form of managerial support and programme/administrative report which were not charged to the project, as well as a vehicle and driver. The project received technical backstopping support from Geneva (in producing technical progress reports, general communication with USDOL, review of budget revisions and support for the preparation of the final evaluation, among others) through the LABADMIN/OSH Branch, but no mention was made during interviews of support received from the New Delhi office as mentioned in the project document. The Finance and Administration Officer started only on 16-Aug-2015 before which time the RMGP secretariat provided support.

With staff costs at 39% of the budget the project was not able to hire a full time local technical counterpart to the Project Coordinator/Fire Safety Expert. From Jan-2014, during the key Preliminary Assessment period, the Project Coordinator worked with engineering consultants who focussed on liaison with BUET and also collaborated with engineers from the Accord, Alliance and Arup.

In Jan-2015 an engineer joined the ILO as a consultant, working with the project until Oct-2015 when he was given a full time position as the RMGP National Building Safety Officer (although after his transfer he still worked closely with the USDOL project). This means that the Project Coordinator was without an engineering counterpart (except for the above mentioned consultants and technical partners) or a full time Admin/Finance Officer during the Preliminary Assessment period for about a year - during which time he was new to the ILO and new to Bangladesh and the garment industry, requiring a very steep learning curve. Given the highly technical nature of the project it is considered by the evaluator that that the work would have been more efficient and the decision on separating from BUET may have happened earlier (for example), if the Project Coordinator had been complemented by a local engineer for the duration of the project. As the RCC supported by the ILO will need fire and electrical safety expertise, as will the OSH project, this is considered by the evaluator to be a lost opportunity for the ILO and for building local institutional knowledge. A further concern expressed by the donor is the vulnerability of expatriates in Bangladesh because of security issues – if for some reason the PC had to leave early, the local capacity to continue with the work would have been limited. The donor also mentioned that the contract of the PC had to be extended from Aug-2016 to Jan-2017.

7.3.3 CONTRIBUTION TO THE RMGP AND SOLIDARY CENTER

The project is considered as a fundamental and integral part of the RMGP providing direct technical guidance and leadership on Fire Safety during the Preliminary Assessment period, without which the RMGP would not have been able to achieve the progress it has made. The project has also made contributions to the OSH tool kit and Labour Inspection guidelines as well as playing a key role in developing the RCC protocol on which the future of the RMGP will be based. It is difficult to say whether these inputs have helped the RMGP leverage additional funds. However because of the unanticipated increase in complexity of the Preliminary Assessments (in which the project was deeply involved) the RMGP was able to get additional funding of US$7.5m to complete the work.

Although it is acknowledged that the Solidarity Center has a good working relationship with the ILO in general and have participated in coordination meetings and protocol workshops and collaborated on labour rights, there was little collaboration with the project on Fire Safety training even though the Solidarity Center indirectly work with DIFE and FSCD (who have provided training in their programmes). The reason given by the Project Coordinator was that

ILO focussed on the regulating bodies while the SC focussed on the workers. However during the last few months a knowledge sharing workshop has been planned from mid-Nov to Dec-2016. The ILO will use their curriculum to train participants that the SC provides.

7.4 RELEVANCE

7.4.1 RESPONSE TO NEEDS OF BENEFICIARIES AND STAKEHOLDERS

Even without a needs assessment carried out prior to the project start is was clear that there was a significant need for capacity building, harmonising disparate codes and standards, multi-stakeholder coordination and technical expertise on fire and electrical safety particularly. The project consulted with FSCD and other partners during the development of training modules.

Although all partners were appreciative of the training support and harmonizing of documents and standards, during interviews with FSCD, MOLE and DIFE requests were made for inspection and work-place equipment such as masks, measurement and thermal meters and communication equipment such as Motorola radios. However the Project Coordinator pointed out that with a preventative approach to fire safety very minimal equipment is needed and that components of the RMGP and development partners have provided equipment such as motorbikes. Thus the project took a complementary approach from the outset.

The employers organisations felt that their needs had been generally met by the project, although it was mentioned that more of their staff could have participated in the training. Reference was also made to the need for soft loans to carry out remediation work, although many factories are already carrying out work on their own initiative. Remediation work receives financial support under the Accord and Alliance but for the smaller factories under the National Initiative there is likely to be a need. This is to be addressed by a business loan element of the RCC.

Although slots were set aside and they were invited, RAJUK were not able to send inspectors to participate in the project funded training. RAJUK said that this must have been because of a communication gap and said that as their inspectors are key actors at the field level training for them is essential, asking if it was too late for 3-5 of their inspectors to receive master training (TOT). RAJUK have however participated in the setting of standards.

Workers organisations were satisfied with their involvement in developing the capacity building modules but would have liked to have had a role in actually implementing the training, noting that some trade union leaders have long term practical experience in safety issues which can balance a more theoretical approach.

7.4.2 CHANGES FOR WORKERS THAT GAVE RISE TO THE PROJECT

The working environment and the safety of RMG workers have improved as the immediate dangers have been checked. All factories have been inspected, hazards and what needs to be corrected or fixed has been identified. However only about 2% of RMG factories have been closed (red category structurally unsafe cases – which is approximately 140 factories of the 7,000 total) and only 67% of NI factories have developed a CAP with only 5 of these being approved. More importantly only 14% have actually started remediation work compared to 70% of the Accord factories that have finished remediation completely. Factories that are permanently rejected by the Accord and Alliance are handed over to the National Initiative and 127 have been handed over (at least 40 of which had structural concerns). Although DIFE has sent letters to 82 of these factories to start implementing the CAP, concerns were expressed that these factories have not yet started remediation work or been closed. Without follow through on the remediation work, the working environment in the NI factories while safer in the short term, still needs a lot more work to secure conditions in the future.

On balance workers organisations felt that the ILO and USDOL initiative meant that there has been an first step in the improvement in the health and safety of workers and fire and building safety in the factories, although continuation of the work is needed. They also pointed out that although activities have focused on the RMG industry, a packaging factory fire in Sep-2016 where at least 23 people were killed, demonstrates the need to expand the improvement of fire safety to other industries where conditions can be even worse.

7.4.3 MAINSTREAMING STRATEGY AND ENHANCING AWARENESS

Through the activities of the project, the RMGP (including the OSH component) and other key stakeholders it was apparent from interviews that a change in the awareness and an introduction of a language and culture of safety among workers, employers and the government in Bangladesh, which was a key unwritten approach of the project, has been begun. Capacity building for all key stakeholders (including that for the fire safety inspectors supported by the project) has levelled off the knowledge and understanding of fire safety so that since Rana Plaza the key stakeholders are all on the same page.

To DIFE this translates into a culture of self-compliance by factory owners, as they point out that DIFE do not have the capacity to continually monitor the thousands of economic units across the whole country. To some extent this self-compliance demonstrated in the remediation work started in NI factories on their own initiative. However it should be noted that self-regulation doesn't work unless the factory owners see a risk in not complying – therefore enforcement is needed in parallel, with strictly applied penalties for non-compliance.

The awareness and culture of safety among the buyers, factory owners, workers and established factory safety committees has improved, particularly in the higher echelon factories with international buyers supported by Accord and Alliance. However, particularly in the National Initiative factories, the attitude of the owners and buyers is less about a culture of safety than compliance being a necessary business requirement that is enforced by the regulating authorities. Factory owners have yet to fully understand how safety can benefit their business and that investment in safety can lead to productivity. A change in mind-set and a cultural shift is needed and is not something that can happen quickly.

At present the Inspector General of DIFE is the only government authority that can close a factory, though this power may also be applied to the RCC. There are also other levels of escalation, one key step being the suspension of the factory's export license which is currently the responsibility of the employers organisations. However further work on effective compliance mechanisms and penalties is needed and will be included as part of the work of the RCC.

It is worth noting also that at the factory level owners are concerned not only for the safety of workers but also about saving their stock and property. Thus factory level voluntary fire fighters or safety officers (regulations stipulate that there should be a fire brigade at each factory) have been trained to be in the front line in case of a fire, although their priority should actually be evacuation of workers. It was unclear during the evaluation whether factories are obliged to take out insurance and what the state of the insurance industry is. However insurance is an obvious risk mitigation method where lower premiums might be applicable to factories that have complied with safety requirements.

7.5 SUSTAINABILITY

7.5.1 PHASE OUT STRATEGY AND STAKEHOLDERS UNDERSTANDING

Although the sustainability strategy at the design stage did not include a clear and detailed plan (noting that this was pointed out in the USDOL multi-project evaluation – see section 7.7.1), the project takes an overall sustainable approach because of the focus on institutional collaboration, capacity building and building credibility for inspections. It is clear that the GOB are resolute in this because of the high proportion of export income generated by the industry and demonstrated in their commitment to setting up and eventually running the RCC.

The keys to sustainability of the project results are reinforcement and continuation of capacity building and the successful management of the RCC. With the encouragement of the donor the project is developing a sustainability plan which will include periodic reinforcement of training after the completion of the project.

Although some TOT has taken place with DIFE and FSCD local expertise in Fire Safety is not well developed enough to sustain the work and after the Project Coordinator leaves the ILO will also lack institutional knowledge in this area (see section 7.3.3). The donor has encouraged collaboration between the Solidarity Centre (which continues until Sep-2017) which may help fill the gap but only in the short term.

A longer term goal is the projects' support to continuing capacity building through the development of an undergraduate course in Fire Engineering with BUET, the National Fire Protection Association (NFPA) and the University of Maryland in the USA. The need for this was identified in 2014 during the remediation protocol workshop held by the project. In August 2015 NFPA visited ILO-Dhaka, the Alliance, Accord and BUET to get an understanding on the needs for fire safety in Bangladesh. In Dec-2015 BUET announced the initial stages of a partnership with NFPA and the University of Maryland. The project co-sponsored support for this with the RMGP and has partnered with BUET to develop an MOU and is now supporting curriculum development. The aim is to start with a diploma, work towards a PhD course and eventually the development of an institute for fire safety within BUET.

The second approach to sustaining the results is through the ambitious plans for the Remediation Coordination Cell (RCC) which will be supported by an extension of the RMGP (at least for a 2 year transition period) and other key partners and will launch at the end of 2016. The RCC was developed through a Remediation Workshop which was held in Oct-2014 with all stakeholders and which resulted in a protocol which the project helped finalise. The projects work on training, data tracking, joint inspections and harmonisation of standards also contributed to the framework for the RCC which will be made up of ILO expertise, inspectors (RAJUK, FSCD, DIFE and private sector engineers) and will act as an temporary advisory body focussed on managing the remediation process for NI RMG factories and coordinating with BUET, Accord and Alliance.

During interviews, key stakeholders did not seem to have a clear understanding of how the projects results would be sustained and how the work would continue once the project has closed. Instead they clearly depend on the continuation of financial and technical support from the ILO through the extension of the RMGP which, in most cases, they did not distinguish as separate from the USDOL project.

7.5.2 CAPACITY AND KNOWLEDGE OF PRIMARY BENEFICIARIES

Through a strong capacity building component the project has made a good contribution to strengthening the capacity and knowledge of DIFE and FSCD inspectors. Nevertheless during interviews requests were made for training reinforcement, more in depth training, refresher training, more TOT (including a request that this takes place abroad), longer training sessions (up to 10 day) and training in different areas of inspection work in different industries such as chemicals and flammable liquids. It is clear that although the capacity of the inspectors has improved, there is still a long way to do – without actual remediation work taking place and the willpower of the FSCD and DIFE to follow through with complex monitoring process the benefits of the work done in Preliminary Assessments (some as long as almost 3 years ago) will be lost.

All trainees interviewed (FSCD, DIFE, BGMEA and BKMEA) expressed their satisfaction with the quality of training courses they had attended, noting that the electrical safety course was lively and practical, particularly because of the factory visit and that they have become "rich with knowledge and skills". Also mentioned were the benefits of joining with inspectors from other agencies. Senior figures in MOLE, FSCD and DIFE said that the project has brought good results and has strengthened the inspectorates.

One additional suggestion was the that the training could have included a certification programme for the Fire Officers. Although this was outside the scope of this project it has been recommended to include this in the next phase of RMGP. The project also plans to carry out a assessment of the effectiveness and impact of training on inspection as a sustainability measure.

With 80% of fires due to electrical issues the efforts on fire and electrical safety and the actual training seems to have occurred rather late in the project. The emphasis of the Preliminary Assessments was to identify structurally unsound buildings because of Rana Plaza however only 1.6 to 2% have been closed due to structural issues. The Project Coordinator agreed that electrical fire safety could have been a stronger component of the labour inspections guidelines under the RMGP.

7.5.3 GENDER AND VULNERABLE GROUPS

The projects approach to gender has concentrated on raising the issue with DIFE and FSCD – including taking a gender specialist to meet with senior staff. It has also been a general government policy to make recruitment announcements that encourage women to join. The project has also encouraged more women to join the training courses but only 1 or 2 joined the Electrical Fire Safety course.

According to information provided by the FSCD (and confirmed by the Project Coordinator) the Fire Service began with no women inspectors but now has three, with 4 more undergoing training – about 3% of 265 in total. In addition the service has one woman fire-fighter, one senior head of station and 14 Emergency Medical Technicians (EMT) out of a total of 92 women staff (the remaining holding administrative positions). The FSCD said they are aiming to recruit more women and that if women were not included it would be like "hopping on one leg". The Fire Service also have 5,000 women volunteers out of 13,000 and they are considering transitioning these into the service, an idea which has been discussed between the ILO and the FSCD DG.

DIFE currently have 255 of which 55 or 20% are women (some of whom joined the project supported training) and BKMEA said there are no women in their fire safety cell – although they do have women working the section.

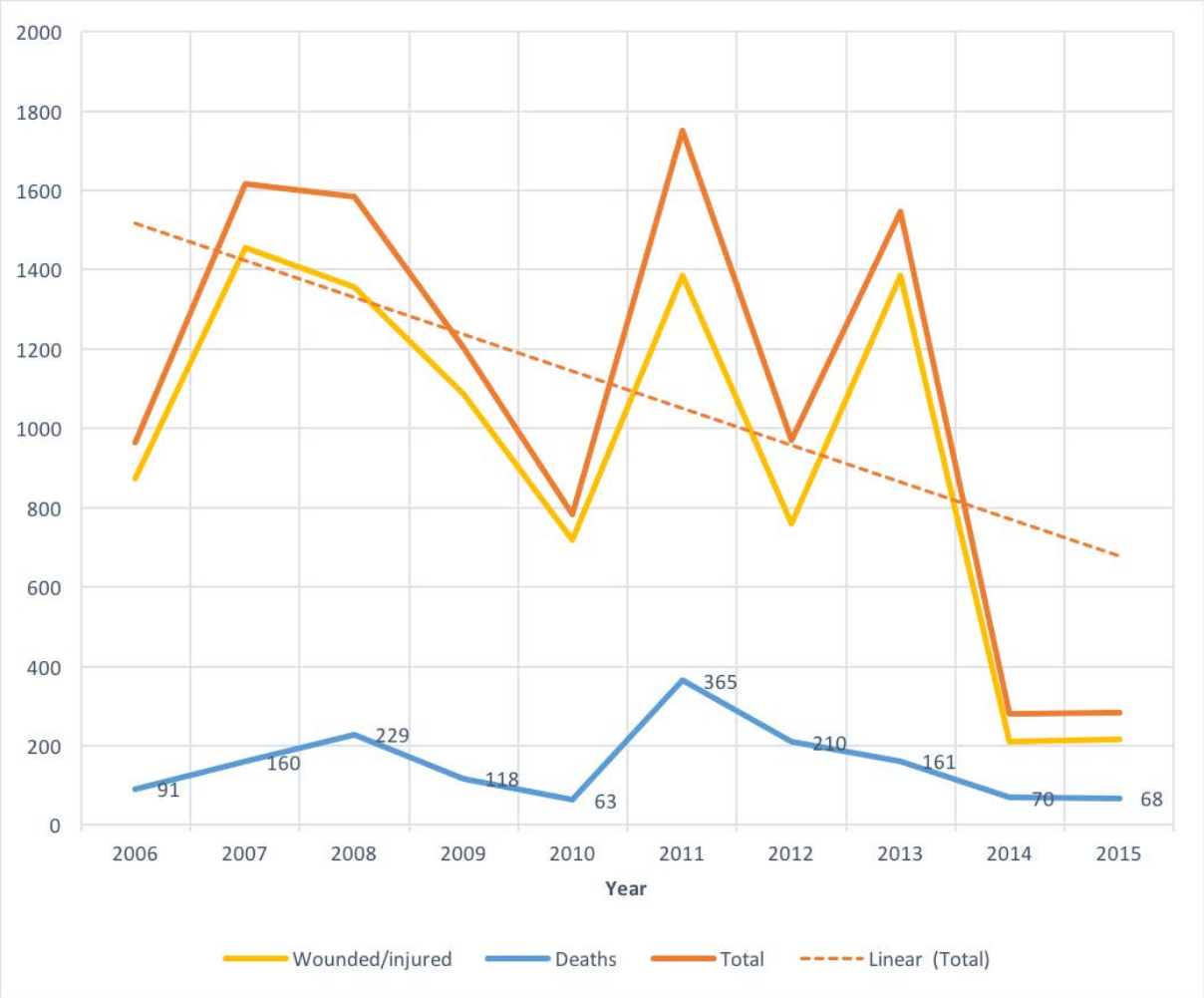
More effort should be made to build a deeper understanding of gender issues among staff and partners, noting that promoting gender equality is about much more than ensuring women's participation in training (which was not even a target or part of the project framework).

Although the secondary target group of RMG workers can be considered as a vulnerable group (vulnerable employment can be characterized by inadequate earnings, low productivity and difficult conditions of work that undermine workers' fundamental rights) the project has not directly addressed the social inclusion of vulnerable groups at the outcome level.

7.6 POTENTIAL IMPACT

7.6.1 CONTRIBUTION TO STRENGTHENING ENFORCEMENT

To make an assessment of what impact the project has had on the GOB goal of enforcement of fire and building safety standards, as review of injuries and deaths, particularly in relation to fires has been made. The following chart is based on data from the FSCD website and reflects injuries and deaths only due to fires:



Anecdotal information during interviews indicated that the number of fires has decreased. However the data from FSCD indicated an actual increase in the number of fire related incidents rising from 9,542 in 2006 to 17,488 in 2015 (see tables in Annex . However the number of deaths and injuries has gradually declined (see dotted orange line) over the same period, and although this may not be conclusive, it may indicate that although fires are still occurring, safety measures are decreasing the number of casualties (essentially workers are able to escape from the buildings). The total number of casualties also made a very steep decline between 2013 and 2014 when the Preliminary Assessments were being carried out.

It should also be noted that the Tazreen fire accident in Nov-2012 (with 112 deaths and 200 injured) might account to the dramatic increase in incidents between 2012 and 2013. Noting that the Rana Plaza accident (with 1,132 deaths and about 2,500 injured) of Apr-2013 would not be included because the data concerns fire related accidents.

The general decline in incidents cannot be attributed to the project alone but is the collective result of efforts made by the GOB, ILO (with a focus on fire prevention, beginning in 2012 which project continued to support from 2014 onward), Solidarity Centre, Accord, Alliance and other private initiatives.

A similar chart based on information on accidents in factories from DIFE is inconclusive as the data covers all factories (not just the RMG sector), covers only three years and covers all types on work-place accidents, not just those related to fires.

According to the stakeholders interviewed the decrease in the number of injuries and deaths can be attributed to:

- Change in attitudes and streamlining culture of safety
- Collaborative efforts on training and capacity building – few difficulties in agencies working together

- Harmonising of vital issues, formats and standards – making rules easier to comprehend and easier to enforce
- Inspectors doing a better job (in the process of making the Preliminary Assessments) – with clearer standards making their job easier

A key part of the GOB continuation and strengthened enforcement is the formation of the Remediation Coordination Cell (RCC) which will fall under the responsibility of the Inspector General of DIFE, who gives the final approval for remediation work. Staff from DIFE, FSCD, BGMEA and BKMEA will be seconded to the RCC to work alongside technical experts from the ILO and the private sector. The private engineering firm of Arup's will provide Quality Control. The RCC will also address gaps in the certification process through the formation of a one-stop-shop an idea which was included in the project document, clarified during the harmonisation process and supported by the projects work on the databases for DIFE and FSCD. Ultimately the RCC would be the blueprint for a more permanent body changed with ensuring work place safety and compliance with national regulations. The government has the goodwill and the commitment to set up the RCC but actually managing such an ambitious undertaking is going to be challenging.

During stakeholder interviews opinions varied on the capacity of DIFE and FSCD to enforce the newly formulated standards (and for DIFE to manage the RCC) some saying that the agencies were overwhelmed with the amount of work to be done. DIFE covers the entire country with 4,000 RMG factories out of a total about 50,000, with responsibility for a wide range of issues from OSH, Labour Standards, Unions and Worker Safety. Accord were of the view was that this means DIFE are ineffective in the field and should be provided with support for organisational reform. Concern was expressed by more than one informant about the dependency of government partners on continued support from the ILO, the Accord and Alliance.

However the majority opinion of informants was that both DIFE and FSCD are now more capable, have an increased capacity and are more pro-active. DIFE are now better structured and they are open to taking the lead on the RCC. It was made clear that although both agencies are far from 100% there, they are going in the right direction.

A key achievement of the project cited during interviews was the improved collaboration between DIFE and FSCD demonstrated by the increase in the number of joint inspections. Although there is no baseline information to confirm an actual increase, in 2016 1,230 joint visits were made as part of the CAP follow up process. The project is clearly responsible for this approach and improvement in the system. One concern about joint visits was expressed in that Fire Service inspectors are ranked lower than DIFE inspectors in the government system (DIFE are first class non-business cadre and the FS inspectors are 2nd and 3rd class). It was said that from time to time this can cause some difficulty on site with owners prioritising the views of the DIFE inspectors who are less qualified when it comes to fire safety issues.

As there is no information is available on number of inspections carried out as part of regular business with DIFE or for fire certification with FSCD, it is difficult to say statistically whether the number of inspections has increased and therefore the government inspection service has improved. Nevertheless with the checklists developed and the training provided, the project has provided a foundation for them to improve their process. Trainees have learnt skills and tools that can be applied post-project in any category of building or industry.

With thousands of Preliminary Assessments carried out, which is a significant achievement, the immediate danger of fire or building collapse has been checked, however the remediation process is much longer and more complicated. There is a huge amount of work to be done and the government needs to take a hard line with the factory owners ensure that remediation work is done within a specific time frame or otherwise close unsafe establishments. Alongside this corrective work, the regulatory bodies need to continue day-to-day inspections and credible certification of fire and structural safety.

7.6.2 REPLICATION OF OUTPUTS AND SCALING UP

The output of the project that is most likely to be replicated or scaled up is the training (Output 1.3). As mentioned earlier about 35 trainees have been given master-training or TOT (Training

of Trainers) and it is likely that these trainers will train any new FSCD and DIFE inspectors. FSCD also plan to build the electrical training manual into their normal curriculum (though some assistance from the ILO may be needed to translate this into Bangla).

The increase in the number of inspectors and recruitment drives (including for women inspectors) is a good indication of the governments' commitment to continuing and scaling up the day-to-day inspection work, the follow up on the CAPs and remediation work (Output 1.5).

Baselines for the number of inspectors varied in the documentation and as reported in interviews. However the most commonly cited number of Fire Inspectors was 55 men and 0 women plus 92 Labour Inspectors made up of 82 men and 10 women.

The number of Fire Inspectors has now gone up to 265, an increase of 480%, and the number of Labour Inspectors gone up to 255 (with posts created for 575 in total and 100 more to join in the next 3 months) an increase of 275% - though these increases cannot of course be credited to the USDOL project alone. It should be noted that in the joint statement adopted by the national tripartite constituents in May-2013 MOLE/DIFE committed to increasing the number of inspectors to a total of 1,000 by the end of Oct-2013. These increases were made primarily through internal transfers and upgrading and which ILO supported through training.

Harmonised regulation documents (the DEA manual – Output 1.1), a more collaborative approach to inspections as mentioned previously and the new inspection checklists developed for the Preliminary Assessment (and as included in the CAP manual), plus inputs to the OSH kit and labour inspection checklists (Output 1.2) will undoubtedly be used routinely in the future by the regulating authorities. With a focus on regulators and monitoring the work-place the approaches and documents can also be applied in other industries such as chemical or textile factories.

Since the completion of the Preliminary Assessments the regulatory authorities have concentrated on the completion of the DEAs (through approved engineering consultants) and CAPs. According to the RMGP component 1 update of 31-Aug-2016 2,957 CAPs (67%) for 977 factories under the NI have been developed, but only 5 have been reviewed and approved. This report also notes that 22 factories (36%) have completed the DEA, with the process ongoing for 38 factories. Of the CAPs developed 14% have started to be implemented by the factories under their own initiative.

7.7 SPECIAL ASPECTS AND CROSS CUTTING ISSUES

7.7.1 USDOL EVALUATION RECOMMENDATIONS

The USDOL multi-project evaluation assessed the overall impact and effectiveness of USDOLs technical assistance programmes in Bangladesh, assessing the promotion of ILS in the RMG sector. Recommendations for the IF&GBSP were:

- That the roles of the IF&GBSP CTA (actually Project Coordinator) should be defined more clearly, because the CTA should spend 100% of time on the USDOL project but spends considerable time managing components 1 & 2 of the RMGP.
- That the activities and outputs of the project should be clarified because the IF&GBSP reported on building inspections (Preliminary Assessments) which is not an output funded by the project.
- That the IF&GBSP should define what is meant by an "upgraded fire and building safety regulatory framework" and based on this, develop clear and concrete indicators to measure progress and determine if the output was achieved.
- That a sustainability plan should be developed, including results to be sustained, strategies for sustaining them, responsibilities, timeframe and resources with clear and concrete indicators. The plan should be incorporated into the work-plans and progress reports.
- That mid-term evaluation recommendations should be addressed by completing an activity updating form and that USDOL should hold the grantee accountable for implementing the recommendations and consider withholding funds if they are not adequately addressed.

The ILO responded to these recommendations as follows, regretting that the draft evaluation report was not shared with the ILO for comments and corrections:

- When developing the project document the ILO had made it clear that the IF&GBSP would not have a stand-alone CTA, but would be an integrated programme under the overall coordination of the RMGP CTA. The fire safety expert (IF&GBSP Coordinator) does not manage RMGP components but provides technical advice, spending 100% of his time working under the USDOL project. Although when opportunities to collaborate exist this is capitalized on to create efficiencies and increase effectiveness.
- The IF&GBSP works in close collaboration with the RMGP organising and facilitating workshops under linked outputs with synergies created with components 1, 2 & 3 for the purposes of coherence and cost-effectiveness. Some of the activities of the IF&GBSP provided the foundation for work under the RMGP – such as harmonising standards, remediation protocol and training of inspectors which were funded by USDOL and worked in synergy with the RMGP.
- In regard to sustainability the project worked to build a foundation for further policy development through training and drafting inspection guides, which requires further work and the political will of the GOB to ensure future implementation. A committee convened in 2015 is reviewing conflicts between the fire act and other acts regarding building safety and the project will focus on Output 1.1 (harmonising of standards) in early 2016 to support this. The sustainability strategy is reported under section VI of each TAPR with 3 pillars: internal government collaboration, between regulators and with factory safety representatives.
- In regard to the reporting of progress indicators were added to the reflect the collaboration with the RMGP because the Project Coordinator was involved in the assessment process and since different assessments were made for structure, fire and electrical this was broken down. The purpose of reporting assessment figures was to provide more clarity, measuring what percentage of factories are declared safe
- The response also noted that every workshop, meeting, and activity funded under the USDOL are advertised as such, evidenced through workshop documentation and on the ILO-Dhaka webpage.

In an interview with the donor it was made clear by the interviewee, that USDOL understood that the Project Coordinator spending could not realistically spend 100% of his time on the project and delineate his work completely because of the commonalities between the RMGP and IF&GBSP. The interviewee thought that the clarification given by the ILO on how the Project Coordinator would spend his time was prudent. He also pointed out that the ILO is now reaping the benefits of the work the PC did with DIFE.

The interviewee also made it clear in discussion that USDOL were not particularly concerned about lack of visibility as they knew that the project would have to work within the confines of the RMGP and that some overshadowing was inevitable.

The Country Director highlighted that the IF&GBSP worked in full complementation with the RMGP using a collaborative approach. As mentioned earlier, the project received significant support from the Country Office and RMGP for which it was not charged with managerial assistance being given from RMGP to IF&GBSP and not the other way round.

7.7.2 IMPACT OF SYNERGIES WITH OTHER INITIATIVES

The project has been a fundamental part of the RMGP and the Fire Safety Expert has played a lead role in coordinating collaborative workshops and facilitating consensus on review panel decisions. This included collaborating with JICA and GIZ on the DEA guidance manual and remediation workshop. Although JICA wanted to follow their own seismic high standards the DEA was based on government standards in the BNBC. The project, through political lobbying, also helped Accord get their standards accepted as part of the harmonising process – without which they couldn't have proceeded.

ILOs difficult role as a neutral party in a tripartite process, bringing together workers, employers and government, was appreciated. Checklists and other documents for the Preliminary Assessments (such as the standardised reporting format), developed principally by the project, have been used as the common standard by the Accord and Alliance (although they added to the checklists exceeding the standards because of requests by the buyers). The Preliminary

Assessment guidelines took into account the current situation in Bangladesh even though JICA wanted to all buildings to comply with the BNBC of 2005.

The Accord have also used the course materials developed by the project for the course on Fire Inspections and Emergency Evacuation Plans to train their engineers. Accord engineers have also signed up for the online inspection course.

Likewise the ILO has also learnt from the experience of the Accord and the Alliance because they have moved ahead in the remediation process. The Accord also shared their experience of setting up a database.

7.7.3 CROSS CUTTING ISSUES

The project has had little engagement directly with the labour unions and workers and has not really been involved in promoting social dialogue (as this has largely been focussed on by other projects). At the national level the unions have participated in the NTPA, where valuable contributions were made, but in discussion they felt that it would have been more beneficial for them to have been more involved with the implementation of the project at the factory level.

In discussion the unions said that closure and relocation of some factories came as a “great shock” and created a serious employment crisis for the workers as, although they agreed that unsafe premises need to be closed, workers were reluctant to move and the changes should not be made at the cost of the workers livelihoods. They felt that a more union participation in the implementation of the project and in the broader work of the NTPA committee would have avoided this.

The unions feel that while industrial relations have improved since the collapse of Rana Plaza (they have meetings at the national level with BGMEA etc.), at the factory level there is little or no social dialogue.

Although the RMGP has a huge amount of funding only about US$200,000 goes towards working with the unions so it has not been possible to have much impact. This will change with the new social dialogue project through which the plan is to develop workers resource centres and provide training to 65 master trainers.

8. CONCLUSIONS

8.1 MAJOR CONCLUSIONS

The major conclusions from this evaluation of the project "Improving Fire and General Building Safety in Bangladesh" are as follows:

1. **Design – Strategies to achieve project goals:** At the outset there was a clear need for coordination of stakeholders, harmonisation of standards and strengthening capacity in fire and building safety. These strategies were successfully applied by the project to achieve the completion of the Preliminary Assessments (jointly with the RMGP), however the longer term goal of a sustainable mechanism for ensuring fire and general building safety needs many more years of effort.
2. **Design – project timelines and objectives:** The timeline of the project was 3 years and for the first few months the ILO managed the work with no key staff. However the general view was that the project was designed with a clear objective of enhancement of GOB enforcement, that could be achieved in the time allowed.
3. **Design – other stakeholder initiatives:** The project design recognised and took into account how it would coordinate with the major Accord and Alliance initiatives and was designed as an integral and complementary part of the RMGP. However there was some overlap of activities which required adjustments during implementation and the project was overshadowed by the RMGP and donor visibility was not so strong, although this was inevitable. Other initiatives of GIZ and JICA were only identified during project implementation, but worked harmoniously with the ILOs approach.
4. **Design – results-based:** The project meets ILO guidance on results-based project design with a measurable outcome of contributing to improving fire and building safety in the RMG sector through actions aimed at enhancing the GOB enforcement of existing laws and regulations. However no actions were planned that would enable workers to

play an active role in promoting OSH and protection which could have been noted in the project document as covered by other initiatives.

5. **Design – indicators and targets in reporting:** The project was designed almost as an emergency response and thus clear indicators and targets were not included in the project document. However this was not corrected adequately during implementation and indicators and targets against the Immediate Objective and each Output varied as each monitoring or reporting document was prepared, making tracking of and reporting on results and achievements confusing. It should have been possible to develop clearer and more consistent indicators, data collection methods and targets in the first few months of the project.
6. **Design – external factors and assumptions:** The project design assumed that buyers, manufacturers and the government would continue to invest in and prioritise worker safety during the implementation of the project. This has proven to be true with good cooperation with the manufacturers and buyers continuing support. However the assumption that the training planned would be sufficient to build competent and professional staff was over optimistic.
7. **Design – problems and needs:** A thorough needs analysis was not carried out prior to project inception though the project document did include an accurate review of the problems and likely needs. An RMGP supported analysis was carried out but was only submitted in Feb-2016 and was thus, being 2/3 of the way into the project could only be partially used. The review did not include any recommendations or references to gender issues. An IKM analysis was completed by the project in Mar-2015 leading to the database. Stakeholders were able to pinpoint needs during the harmonisation process but deeper consultation earlier on may have avoided misunderstandings about the project rationale and expected outputs.
8. **Design – sustainability strategy:** Strategies for sustaining results were not defined in detail at the design stage. However the overall approach of the project, with a focus on institutional collaboration, capacity building and building credibility was a sustainable one with the GOB committed to continuing improvements in safety enforcement.
9. **Effectiveness – completion of targets:** The project has largely completed the outputs, although the assessment of whether they have been achieved or not, is difficult when the indicators and targets have changed. The project has supported at least two harmonised regulation documents which have been adopted by all three key partners, under Output 1.1. However the contradictions between the Fire Act and BNBC is a large gap that remains. The project supported the production of at least 3 checklists, 3 other manuals and made contributions to 3 manuals under the RMGP to complete Output 1.2. Under Output 1.3 training has been provided to around 752 inspectors and although this didn't reach the current target of 1,000, the number is more than the 520 labour and fire inspectors currently working for DIFE and FSCD. Data on the proportion of inspectors trained demonstrating an improvement in skills and the number of workers (or inspectors) trained by TOT trainees following project training, could not be provided. This information would have been valuable in demonstrating the efficiency of the ILO training, but a methodical monitoring system is not in place. All Preliminary Assessments under the National Initiative were finished at the end of 2015 but only 67% CAPs have been provided so far – however by earlier indicators Output 1.4 would be complete. The project has supported the set-up of the DIFE database but the database for FSCD under Output 1.5, although started, is still pending completion.
10. **Effectiveness – timing and work-planning:** Although the time allowed for completing Preliminary Assessments was not sufficient (planned for December 2013), and the complexity of the issue only became apparent later, the Output was completed 2/3 of the way into the project, still allowing time for the project to assist in the development of follow-up activities and systems. Output 1.3 on Capacity Strengthening suffered significant delays and although it will be completed by the end of the project, an earlier completion would have afforded more time for follow up activities and reinforcement of training.

11. **Effectiveness – immediate objective:** The immediate objective of enhancing government enforcement of fire and building safety laws in the RMG sector has been achieved – noting that this is not attributable to the IF&GBSP alone. As part of upgrading the regulatory framework a significant achievement has been the harmonization of standards and bringing together all actors to do this – as well as encouraging joint inspections by DIFE and FSCD. It should be noted that the key word is enhance and that inspections are only one part of a coherent enforcement system – the governments inspection process has improved but there is still a long way to go before it is perfected and improvements are needed in other aspects of enforcement such as notices, warnings, penalties and prosecutions for example.
12. **Effectiveness – unplanned outputs:** The main unplanned output is the communication strategy which was developed to improve donor visibility. Although harmonisation is not specifically mentioned in the project document it was later included as an indicator and was repeatedly referred to as a key output of the project. The project also changed its emphasis from working with DIFE to FSCD because of the overlap with the RMGP.
13. **Effectiveness – external factors:** The project has adjusted well to the complexity of the work during a turbulent time, facing political, security and contractual challenges, which have affected the delivery of the project outputs. However these challenges were overcome without much difficulty and without any serious impact on the completion of the targets.
14. **Efficiency – resources vs. results:** A high proportion of funds went towards staffing costs, but the project could not have been run with fewer than two staff and the international expertise in fire safety was essential to the success of the work. Costs of manual or checklist production were low considering the value of other outputs gained during the workshops and training. Training costs per trainee are also considered cost efficient as are the Preliminary Assessments compared to those of the Accord and Alliance.
15. **Efficiency – admin and technical support:** The project received more than adequate managerial and administrative support from the Country Office and RMGP plus backstopping from Geneva. The project functioned well with only a Fire Safety Expert for most of the project duration (with a full time Finance and Administration Officer joining late 2015). However, given the highly technical nature of the project, it would have been more appropriate to have a local technical counterpart to the Fire Safety Expert and if funds could have been found, this could have built the ILOs local institutional knowledge.
16. **Efficiency – contribution to RMGP and SC:** The project is a fundamental part of the RMGP and has contributed direct technical guidance and leadership on the Preliminary Assessment and the development of technical standards. Collaboration with the Solidarity Centre has been limited, although a knowledge sharing workshop is planned at the end of 2016.
17. **Relevance – response to needs:** The project was able to respond to the needs of the primary beneficiaries (the inspectors of the regulatory authorities) and as a result the trainees are more confident, knowledgeable and capable. Even though ideas and requests for alternate support were received after outputs were designed, this is not unusual and the overall the outcomes of the project were relevant, especially the capacity building and arduous process of harmonisation of checklists. Only RAJUK were not able to make use of the training services provided by the project which is unfortunate – although they were given opportunities and have participated in setting standards etc.
18. **Relevance – Changes for workers:** The working environment in the RMG factories and the safety of workers have improved as the immediate hazards have been identified. However with only 14% of remediation work in NI factories started compared to 70% complete under the Accord, it is clear that without follow through on implementation of the CAPs and the huge amount of remediation work to be done (particularly in the National Initiative factories), safety improvements will not be secured in the long run. Although the focus has been on the RMG industry a recent fire in a packaging factory demonstrates need for the government to expand the work into other industries. Remediation work must be done soon otherwise momentum will be lost.

19. **Relevance – mainstreaming and awareness:** Mainstreaming of the language and culture of safety through the activities of the project (and other partners), has clearly raised awareness among RMG workers, employers, buyers and the regulatory bodies. Although encouragement of self-compliance is worthwhile, this needs to be backed up with strict enforcement and penalties for non-compliance. Factory owners and buyers, particularly in NI factories, have yet to fully understand the business and productivity benefits of safety and efforts to protect property and a likely lack of insurance, demonstrates that safety awareness and understanding of a preventative approach is still at an embryonic stage with an indefinite period needed to change mind-sets.
20. **Sustainability – phase out strategy and understanding:** The project took a strong overall sustainable approach. Crucial to sustaining the results is reinforcement of training and support to the management of the RCC. Although DIFE and FSCD inspectors been given TOT, they are far from having the same level of expertise as the Fire Safety Expert which the ILO will also lose. Several more years work is needed for the processes that were put in place to establish themselves and for the longer term aim of a Fire Engineering undergraduate course to come to fruition. In the meantime the government and the regulatory authorities are still dependent on the ILO and other partners to support ambitious plans for the RCC and for the complex and substantial tasks it will have to take on.
21. **Sustainability – capacity of primary beneficiaries:** The project has made a good contribution to strengthening the capacity and knowledge of DIFE and FSCD and all trainees expressed their satisfaction with the quality of the courses. However extensive requests were made for reinforcement of training, longer training sessions, more TOT etc. As mentioned above it is crucial that the ILO continues support in this area – the regulatory authorities need time and support to put into practice what they have learnt. Electrical fire safety training came rather late in the course of the project and given that 80% of fires are due to electrical issues, more emphasis on this work could have been given earlier on.
22. **Sustainability – gender and vulnerable groups:** The project has limited it's gender related activities to promoting the recruitment of women inspectors in both DIFE and FSCD and has encouraged women to join training courses. With this backing about 3% of FSCD inspectors and about 20% of DIFE inspectors are women. A deeper understanding of gender issues by the project and partners could have been beneficial. The project has not directly address the social inclusion of vulnerable groups.
23. **Impact – contribution to strengthening enforcement:** Although the number of fires has actually increased, the number of casualties has gone down indicating that safety measures and escape procedures are working. This achievement is attributable to the collective efforts of all stakeholders to complete the Preliminary Assessments which is a significant achievement. Continuation with the strengthened enforcement regime, that the project has contributed to, depends on government willpower, the capacity of the key agencies involved in the RCC and upon external support such as the ILO. With no base-line data available of the number of inspections carried out before the project it is not possible to say whether the number and quality of inspections has increased. However the project has provided a foundation for inspections to improve and trainees have learnt skills that can be applied in other industries.
24. **Impact – replication and scaling up:** With systematisation set up, guidelines, DEA, checklists etc. government and regulatory bodies have been provided with a set of tools that can be replicated not only in RMG but in other industries – Bangladesh can be a model for other countries as well. The output of the project most likely to be replicated is the training because of the process of training of trainers. The increase in numbers of inspectors and recruitment drives (including for women inspectors) is a good indication of the government's commitment to continuing and scaling up of the inspection work. However although efforts since the completion of Preliminary Assessments have focussed on inspections to follow up on DEA completion and CAP preparation, only 5 CAPs have been approved – much faster progress needs to be made in this area.

25. **Special aspects – USDOL evaluation:** The project fully took on board the recommendations of the USDOL mid-term multi-project evaluation and responded with a stronger communications strategy, a change in the managerial role of the Fire & Safety Expert and clarifications about reporting on the preliminary assessments.
26. **Special aspects – synergies with initiatives:** The project has been a fundamental part of the RMGP and has had a significant impact on the success of the Preliminary Assessments. The Fire Safety Expert has played a lead role in coordinating, harmonising standards and facilitating consensus. The documents produced by the project for the Preliminary Assessments were used as a standard by all key actors. Likewise the ILO has learnt from Accords experience as they push ahead and the National Initiative has benefitted from their expertise.
27. **Special aspects – cross cutting issues:** The project has not engaged directly with the unions in the implementation of the work (such as in training), as this has been covered by other projects, though the unions feel that more participation at the factory level would have avoided some problems that the workers suffered in the aftermath of factory closures. However the projects role in working with employers organisations, government and workers organisations at the National Level bringing about consensus is appreciated.

8.2 RECOMMENDATIONS

1. **The project needs to make a clear sustainability plan including future periodical reinforcement of training.** It is over optimistic to assume that the capacity of inspectors can be raised to a professional and competent level with limited funds and a relatively short time frame, especially given the state of the inspectorate and regulatory authorities before the project began. While plans to develop a Fire Engineering undergraduate course address the long term needs there is still a need for substantial additional capacity building in the short to medium term.
   Addressed to: ILO project staff – High Priority – Resources: RMGP Training funds.

2. **The ILO should continue to work with development partners and the GOB to address the contradictions between the Fire Act and the BNBC.** Although this work might be beyond the scope of ILOs engagement in the RMG sector, it is important that the gaps and discrepancies already identified are resolved.
   Addressed to: ILO country office and RMGP – Medium Priority – Resources: Technical assistance.

3. **The project needs to gather basic data from DIFE and FSCD on the numbers and genders of the people trained by the TOT recipients.** Although this should have been done from the outset, it should still be possible to collect the data. This information will be valuable in demonstrating the efficiency of the ILO supported training. Future projects should include a methodical monitoring and evaluation system.
   Addressed to: project staff – High Priority – Resources: None.

4. **The ILO should work with development partners to address the lacking engagement of RAJUK.** Although this institution may require significant reform which would be outside the scope of ILOs work in the RMG sector, their role in approving building permits and certification for occupancy is fundamentally important in ensuring that future construction of factory premises (or extensions) do not repeat the same mistakes that the GOB, the ILO and other stakeholders are having to address post-Rana Plaza collapse.
   Addressed to: ILO country office and RMGP – Medium Priority – Resources: Technical assistance.

5. **The RMGP should engage a Fire Safety Expert to advise the RCC.** This expertise is likely to be needed intermittently over a period of several years while the RCC finds its footing. This could be a local or international consultancy-contract.
   Addressed to: RMGP – High Priority – Resources: Consultancy contract.

8.3 LESSONS LEARNT

1. **Indicators and targets should be formulated either in project design or very early on during the project and should not be altered afterwards.** Even if a project is designed as an emergency response SMART indicators, data collection methods and targets can be developed in the first few months of implementation and should not need to be changed later in the project implementation. This makes reporting and evaluation a more straightforward and simpler process.

2. **Earlier completion of training components would allow for follow up and reinforcement within the project timeframe.** Training in Electrical Fire safety was only carried out in the third year of the 3-year implementation time-frame. This may have been because of the late delivery of the needs assessment, which ideally should have been completed in the first few months of the project. Given that 80% of fires are caused by electrical problems more emphasis should be given to this aspect (rather than structural safety).

3. **The engagement of a project-dedicated counterpart technical staff member to the Fire Safety Expert would have built institutional knowledge.** Given the highly technical nature of the project funds should have been identified (even from outside of the project) to hire local engineering staff dedicated to and for the duration of the project. This would have avoided a loss in capacity within the ILO in a security situation and after the project closes. It is recognised, by the consultant, though that the project did engage with a local civil engineer for some time and that adequately trained and qualified Fire Engineers do not exist in Bangladesh.

4. **Although Preliminary Assessments have been successfully completed, this is not sufficient to secure improvement in the safety of the working environment.** This is a repeat of lesson learnt in the mid-term evaluation of the RMGP. With only 14% of remediation work started in NI factories compared to 70% completed in the Accord factories, it is clear that without quick follow up on DEA and CAPs the momentum will be lost. A clear system of monitoring, penalties and the strict application of such needs to be implemented alongside encouragement of self-compliance, as factory owners have a limited understanding of the productivity benefits of worker safety. A key component also needs to be the follow through with financial assistance to support smaller NI factories in completing remediation work.

8.4 EMERGING GOOD PRACTICES

1. **The project, collaborating with RMGP, has demonstrated good practice in developing a system for carrying out preliminary assessments and subsequent steps.** The system includes categorisation into red, yellow, amber and green factories based on structural safety, the undertaking of the Detailed Engineering Assessment, the development of Corrective Action Plans and the follow up and monitoring of remediation work. This is the collective result of the work of the ILO and other key stakeholders such as Accord, Alliance, MOLE, DIFE, FSCD, BGMEA, BKMEA and BUET. The harmonised standards and tools developed including the manuals and checklists are applicable in other industries not only in Bangladesh but could even be replicated in similar circumstances in other regional countries.

9. ANNEX 1 – LESSONS LEARNT TEMPLATE

ILO Lesson Learned Template

Project Title: Improving Fire and General Building Safety in Bangladesh
Project TC/SYMBOL: BGD/13/08/USA

Name of Evaluator: Jonathan Price **Date:** 30-Nov-2016

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	**Indicators and targets should be formulated either in project design or very early on during the project and should not be altered afterwards.** Even if a project is designed as an emergency response, SMART indicators, data collection methods and targets can be developed in the first few months of implementation and should not need to be changed later in the project implementation. This makes reporting and evaluation a more straightforward and simpler process.
Context and any related preconditions	Staff need sufficient information and time during project development
Targeted users / Beneficiaries	ILO staff / communications officers and evaluators and donors
Challenges /negative lessons - Causal factors	Lack of time and shortage of information during project development; As project implementation moves ahead, situations change and information not apparent during project development becomes more clear, changes in targets according to the reality of the situation on the ground are often needed to make reporting reflect the real outputs of the project
Success / Positive Issues - Causal factors	A strong and consistent set of indicators makes monitoring and reporting to donors a simpler and more effective process.
ILO Administrative Issues (staff, resources, design, implementation)	Monitoring and evaluation staff need to be involved in project development and able to commit time during project inception to help with developing a M&E framework as well as baseline studies and tools for effective monitoring including outlines for a database as needed.

ILO Lesson Learned Template

Project Title: Improving Fire and General Building Safety in Bangladesh
Project TC/SYMBOL: BGD/13/08/USA

Name of Evaluator: Jonathan Price **Date:** 30-Nov-2016

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	**Earlier completion of training components would allow for follow up and reinforcement within the project timeframe.** Training in Electrical Fire safety was only carried out in the third year of the 3-year implementation time-frame. This may have been because of the late delivery of the needs assessment, which ideally should have been completed in the first few months of the project. Given that 80% of fires are caused by electrical problems more emphasis should be given to this aspect (rather than structural safety).
Context and any related preconditions	Needs assessments should be prioritized during project inception
Targeted users / Beneficiaries	ILO staff / trainees and all RMG stakeholders including workers
Challenges /negative lessons - Causal factors	Difficulty in finding appropriate consultants to undertake training needs assessments and actual training can cause delays.
Success / Positive Issues - Causal factors	Training and capacity building is a fundamental component of the project which has been carried out not only through formal training but also through numerous workshops. Earlier training would have allowed for more opportunity to reinforce the training within the project time-frame.
ILO Administrative Issues (staff, resources, design, implementation)	Consultants for needs assessments need to be identified early on and skills training specialists need to be involved in this as well as in planning the training and follow up/reinforcement.

ILO Lesson Learned Template

Project Title: Improving Fire and General Building Safety in Bangladesh
Project TC/SYMBOL: BGD/13/08/USA

Name of Evaluator: Jonathan Price **Date:** 30-Nov-2016

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	**The engagement of a project-dedicated counterpart technical staff member to the Fire Safety Expert would have built institutional knowledge.** Given the highly technical nature of the project funds should have been identified (even from outside of the project) to hire local engineering staff dedicated to and for the duration of the project. This would have avoided a loss in capacity within the ILO in a security situation and after the project closes. It is recognised, by the consultant, though that the project did engage with a local civil engineer for some time and that adequately trained and qualified Fire Engineers do not exist in Bangladesh.
Context and any related preconditions	Sufficient funding is required
Targeted users / Beneficiaries	ILO human resources staff / RMG project stakeholders
Challenges /negative lessons - Causal factors	With a three year project HR costs were already high and therefore it was not possible to identify funds within the project. As the project worked as an important component of the RMGP a local civil engineer engaged under the RMGP did work with the Fire Safety Expert for some time although not for the duration of the project and not dedicated to the project only.
Success / Positive Issues - Causal factors	The Fire Safety Expert has been a vital member of the RMGP team and has contributed significantly to the technical aspects of the work – particularly on the preliminary assessments. Sharing of such expertise though on the job training and mentorship has to some extent happened but could have been more impactful.
ILO Administrative Issues (staff, resources, design, implementation)	HR planning in project design and knowledge sharing between international and national staff is vital to ensure continuity and building ILO in house knowledge. However financial and human resources are required.

10. ANNEX 2 – EMERGING GOOD PRACTICE TEMPLATE

ILO Emerging Good Practice Template

Project Title: Improving Fire and General Building Safety in Bangladesh
Project TC/SYMBOL: BGD/13/08/USA

Name of Evaluator: Jonathan Price **Date:** 30-Nov-2016

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	**The project, collaborating with RMGP, has demonstrated good practice in developing a system for carrying out preliminary assessments and subsequent steps.** The system includes categorisation into red, yellow, amber and green factories based on structural safety, the undertaking of the Detailed Engineering Assessment, the development of Corrective Action Plans and the follow up and monitoring of remediation work. This is the collective result of the work of the ILO and other key stakeholders such as Accord, Alliance, MOLE, DIFE, FSCD, BGMEA, BKMEA and BUET. The harmonised standards and tools developed including the manuals and checklists are applicable in other industries not only in Bangladesh but could even be replicated in similar circumstances in other regional countries.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Although the system has been developed for the RMG industry, the same approach is immediately applicable in other similar industries in Bangladesh (that employ high numbers of lower income people in a factory situation). The system could also serve as a model for the RMG industry in other parts of the world.
Establish a clear cause-effect relationship	The application of such a system can have an immediate impact on kick-starting a change towards a culture of safety in industries that employ large numbers of low-wage workers
Indicate measurable impact and targeted beneficiaries	Methodical and comprehensive preliminary assessments have benefitted the 4 million people who work in the RMG industry
Potential for replication and by whom	The system could be replicated by the GOB in other industries and by the ILO regionally
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Safety at work is a fundamental precept of the ILO and this programme links directly to that at the Country Level and international strategic level.
Other documents or relevant comments	

11. ANNEX 3 – TERMS OF REFERENCE

Terms of Reference

Independent Final Evaluation

Improving Fire and General Building Safety in Bangladesh

By Independent Evaluator

as of 9 August 2016

ILO Project Code	**BGD/13/08/USA**
ILO IRIS Code	104288
Project dates	8 Nov. 2013 to 31 January 2017
Cooperative Agreement Period	30 Sept. 2013 to 29 Sept. 2017
Administrative Unit in charge of the project	Country Office for Bangladesh
Unit in charge of backstopping	LABADMIN/OSH Branch, Governance Department
Timing of evaluation	Final
Type of Evaluation	Independent
Donor	United State Department of Labour
Budget	1,500,000 USD
Evaluation mission dates	Second half Sept. 2016
TOR preparation date	July 2016
Evaluation Manager	Pamornrat Pringsulaka, ROAP

Table of Contents

I. Introduction

The objective of this independent evaluation is to assess the relevance, effectiveness, efficiency, coherence, potential impact and sustainability of the ILO's actions taken under this project to improve safety fire and general building safety in Bangladesh. This Fire and General Building Safety project is part of a larger multi-donor funded portfolio of projects aimed at improving working conditions, strengthening rights at work, enhancing skills and promoting social protection in the Bangladesh garment sector.

As per ILOs evaluation policy, this project is subject to both a mid-term and final evaluation, one of which must be independent. The mid-term evaluation took the form of a USDOL led evaluation of the U.S. Department of Labor's portfolio to promote workers' rights in Bangladesh. Consequently, the final evaluation of the project will be independent, managed by an independent ILO evaluation manager and funded by evaluation provisions of the project. The evaluation will be managed by ILO Regional Monitoring and Evaluation Officer who is based at the ILO Regional office for Asia and the Pacific and will be carried out by an independent evaluator. The evaluation will comply with UN Norms and Standards[8].

II. Background and description of the project

The project started its implementation on 8 November 2013, after the Cooperative agreement between ILO and USDOL was signed on 30 September 2013. The project original end date was September 2017 but the allocation for project staff was initially up until 8 November 2016. The budget revision was made and the end date of the project has been revised to 31 January 2017.

The Improving Fire and Building Safety in Bangladesh's RMG Sector project aims to address fire and building related risks in the garment sector in Bangladesh. Bangladesh's economic development depends heavily on exports from the ready-made garment (RMG) sector, with its extensive labor rights violations, including unsafe fire and building safety practices. These violations have caused numerous worker casualties, most notably from the Tazreen factory fire and the Rana plaza building collapse. Reports have shown that sub-standard buildings, poor emergency procedures, blocked fire exits, overcrowded workplaces, and inadequate inspection practices have resulted in a high death toll. A contributing problem has been the lack government capacity to educate and enforce appropriate fire and building safety standards.

Following these events, different stakeholders pledged to take action. These actions include:

- The adoption of a National Tripartite Plan of Action (NTPA) on Fire Safety and Structural Integrity in the RMG sector that calls for both policy changes and immediate action to review the fire safety and structural integrity of building housing RMG factories;
- The establishment of the "Accord" on Fire and Building Safety, which regroups a number of NGOs and global workers' organizations and different buyers and brands committed to establish a fire and building safety programme in Bangladesh and to support the NTPA;
- The establishment of the "Alliance" for Bangladesh worker safety regrouping brands and suppliers that had declined to sign the Accord.

[8] United Nations Evaluation Group (UNEG), Norms and Standards for Evaluation. June 2016.

- The launch of the ILO programme on Improving Working Conditions in the Ready-Made Garment Sector (RMGP Programme). This programme supports the interventions identified in the National Tripartite Plan of Action on Fire Safety & Building Integrity and recent commitments made by the Government of Bangladesh. It is jointly funded by the Kingdom of the Netherlands and the Department for International Development (DFID)-United Kingdom and is composed of five vital components: Building and Fire Safety Assessment; Strengthen Labour Inspection & Support Fire and Building Inspection; Build Occupational Safety and Health (OSH) awareness, capacity and systems; Rehabilitation and skills training for victims; Implement Better Work programme in Bangladesh.

The USDOL funded project Improving Fire and General Building Safety in Bangladesh complemented all these initiatives aimed at improving fire safety and building safety in Bangladesh's RMG sector.

The project objective is to enhance the Government of Bangladesh enforcement of fire and general building safety laws and regulations in the RMG sector in line with international labour and fire standards and good practices. In order to achieve this objective, the project worked towards the completion of five outputs:

1. The upgrade of the overall Bangladesh fire & building safety regulatory framework and the effective functioning of coordination mechanisms;
2. The upgrade of labour inspection procedures and tools for factory inspection;
3. The strengthening of labour inspectors capacities to conduct building and fire safety inspections;
4. Efficient and timely inspections by relevant Bangladeshi authorities and
5. The availability and functioning of a building and fire safety data tracking system.

The principle target groups for this project were the Ministry of Labor and Employment and other key ministries and offices, such as the National Triparite of Action on Fire Safety and Structural Integrity in the Ready-Made Garment Sector in Bangladesh. , the Ministry of Home Affairs' Office of Fire Service and Civil Defense, the Department of Inspection for Factories and Establishments, and other relevant government bodies. The project also targeted social partners who participated in labour inspection trainings to increase knowledge and facilitate dialogue.

The project is supported by a financial and administrative assistant. The Governance and Tripartism Department at ILO Geneva is responsible for backstopping and providing technical advice to the project.

The main achievements of the project so far:

- The fire, electrical, and structural safety assessment systems of the three initiatives aimed at improving building and fire safety in the Ready Made Garment sector of Bangladesh have been harmonized: the Accord on Fire and Building Safety, the Alliance for Bangladesh Worker Safety and the National Inspection Initiative;
- A harmonized reporting format of inspection results for the national Ready-made garment database has been developed. As of 16 March 2016, the database shows that 1,549 RMG factories have been inspected since the

beginning of the National Inspection Initiative;
- Institutional collaboration between the Department of Inspections for Factories and Establishments (DIFE) and the Fire Service and Civil Defence (BFSCD) has increased. Both institutions acknowledged the responsibility of BFSCD to support DIFE case managers in follow up and remediation processes regarding fire and electrical safety issues and decided to coordinate follow up efforts.
- An analysis of Information Knowledge Management requirements for BFSCD, RAJUK, and DIFE has been carried out to develop a data tracking system to enable a one stop shop for information sharing. Based on the results of the analysis, it was recommended to create a database that will help the government agencies to monitor the implementation of the remedial measures and also keep track of the fire and building safety issues on a regular basis.
- A harmonized protocol for Structural and Fire Remediation Work endorsed by the National Tripartite Committee and named “National Tripartite Plan of Action on Fire Safety and Structural Integrity in the Ready-Made Garment Sector in Bangladesh” has been developed. This protocol led to the establishment of two government Task Forces and to the proposed creation of a Remediation Coordination Cell. The Task Forces (one for structural issues and one for fire and electrical issues) are responsible for endorsing engineering consultants, tracking corrective action plans, and monitoring the status of remediation work. In order to ensure that consultant engineers are following standard practice while conducting detailed engineering assessments, the project also supported the drafting of Detailed Engineering Assessment (DEA) Guidelines in close consultation with industry stakeholders.

An online fire inspection course for fire inspectors has been developed. The course primary target audience is BFSCD inspectors. However, the course is open to DIFE inspectors, employers’ association safety representatives, union associations’ safety representatives, and factory safety managers. The course is translated into Bangla. Before the end of project implementation, the project also intends to:

- Facilitate joint follow-up of DIFE and BFSCD inspectors through training workshops and factory visits that will prepare inspectors for joint inspections of remediation work;
- Develop the online database tracking system;
- Review BFSCD permits and licensing procedures;
- Review BFSCD handling of fire hazards complaints and its resolution process;
- Provide training for 315 BFSCD, DIFE, and Safety inspectors on electrical considerations of fire safety;
- Provide training for fire instructors to transfer knowledge to training complex trainees from government, workers, employers, and volunteers.
- Design and implement a communication campaign to highlight the achievements of the project and its central role in development of the Remediation Protocol that laid the foundation for the proposed Remediation Coordination Cell.
- Conduct an impact assessment of the effectiveness of training provided and how it impacted the inspection process of BFSCD following recommendations from USDOL. This will contribute to ensure that sustainable reinforcement mechanisms are established before the project ends.

III. Purpose and scope of the evaluation

Purpose

The main purposes of the final independent evaluation is to support improvements in programmes and policies and to promote accountability to ILO key stakeholders and donor and also to promote learning within the ILO. The main objective of the evaluation are as follows:-

- Determine project effectiveness: achievement of Project objectives at outcome and impact levels, and understanding how and why have/have not been achieved Identify relevant unintended/unexpected changes effects at outcome and impact levels;
- Assess the project implementation efficiency;
- Establish the relevance of the project outcomes and the level of sustainability attained.
- Provide recommendations regarding relevant stakeholders, building on the achievements of the Project sectoral and national strategies and frameworks as part of national efforts, at national and local levels toward the sustainability of the project outcomes and initial impacts;
- Identify emerging potential good practices for key stakeholders.

Scope

The evaluation will focus on the Improving Fire and General Building Safety in Bangladesh project. The evaluation should focus on all the activities that have been implemented since the start of the project to the moment of the field visit. In analysing and documenting how the outcome has been achieved or not, an integral step will be the assessment of main activities leading to this outcome (i.e. their relevance for the outcome). To the extent possible, the evaluation should also assess the project's coordination and contribution to the ILO RMG programme and other complementary programs, including specifically the Fire & Building Safety project being implemented by the Solidarity Center (also funded by USDOL).

The evaluation should look at this project in the context of the broader ILO portfolio of projects in Bangladesh including the USDOL projects and the multi donors funded "RMGP programme".

The evaluation should also look at the implementation of the recommendations from the independent evaluation of the USDOL Technical Cooperation portfolio to promote workers' rights in Bangladesh carried out in October 2015.

The evaluation should cover expected (i.e. planned) and unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.

The analytical scope should include identifying levels of achievement of objectives and explaining how and why have been attained in such ways (and not in other alternative expected ways, if this would be the case).

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

Client

The tripartite constituents are the primary stakeholders of the project and who will use this evaluation report as well as the ILO (ILO Dhaka Office, DWT New Delhi, Regional Office, and the Governance and Tripartism Department in ILO Geneva) and the donor –USDOL.

IV. Suggested aspects to be addressed

The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.

The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability (and potential impact) to the extent possible as defined in the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations (i-eval resource kit)', 2013.

Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects" All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.

Below are the main categories that need to be addressed:

1. **Design (the extent to which the design is logical and coherent)**

- Determine the validity of the project design, the effectiveness of the methodologies and strategies employed for it and whether it assisted or hindered the achievement of the project's goals as set out in the Project Document. Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Was the project design logical and coherent (both internal and external level taking into consideration other stakeholders initiatives on the issue)? Does the project design meet the ILO guidance on Results-Based project design?
- How appropriate and useful were the indicators (and targets) established in the project's performance monitoring plan (PMP) in terms of assessing project progress?
- To what extent were external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been

based proven to be true?

- Assess whether the problems and needs (institutional arrangements, roles, capacity and commitment of stakeholders) were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified, taking gender issues into concern
- Has the strategy for sustainability of project results been defined clearly at the design stage of the project?

2. Effectiveness (the extent to which the intervention's immediate objectives were achieved taking into account their relative importance)

- Examine delivery of project outputs in terms of quality, quantity and timing.
- Assess whether the project has achieved its immediate objective.
- Have unplanned outputs and results been identified and if so, why were they necessary and to what extent were significant to achieve project objectives?
- How did positive and negative factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
- Assess the project's gender mainstreaming activities.

3. Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)

- Compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Has the project received adequate administrative, technical and- if needed- political support from the ILO office in the field, technical specialists in the field and the responsible technical unit at headquarters?
- The extent to which the project has contributed to better achievement of ILO RMG programme and the extent to which it has leveraged funds (human and financial resources) to achieve the better results within the ILO RMG programme and/or coordinated effectively with other complementary programs, including specifically the Fire & Building Safety project being implemented by the Solidarity Center (also funded by USDOL).

4. Relevance

- Examine whether the project responded to the real needs of the beneficiaries (workers of the RMG sector) and stakeholders (e.g. Ministry of Labour and Employment – Department of Labour and Chief Inspector of Factories and Inspections; Ministry of Housing and Public Works, LGED, and Fire Safety and Civil Defence; Municipality under the Ministry of Local Government and Cooperatives for licencing; National Co-ordination Committee of Workers Education (NCCWE) and Industrial Bangladesh Council (IBC); Bangladesh Employers Federation (BEF), BGMEA and BKMEA
- Assess whether the problems and needs that gave rise to the project still exists or have changed.
- Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?

5. Sustainability

- Assess to what extent a phase out strategy was defined and planned and what

steps were taken to ensure sustainability (i.e. government involvement). Assess whether these strategies had been articulated/explained to stakeholders.
- Assess what contributions the project did in 1) strengthening the capacity and knowledge of national stakeholders; 2) contribute to Government of Bangladesh's enforcement of fire and general building safety standards; 3) enhancing the awareness among key stakeholders and RMG workers in Bangladesh.
- Assess the degree to which the project sustainability strategy includes a gender perspective and a social inclusion of the vulnerable groups, especially at outcome level.

6. Impact
- The strategic orientation of the project towards making a significant contribution the long terms Government of Bangladesh's goal to strengthen the enforcement of fire and general building safety laws and regulations in the RMG sector
- To what extent the project results are likely to be durable and can be maintained or even scaled up and replicated by the partners after the project ended.

7. Special aspects to be addressed
- Did the project take into consideration recommendations from the independent evaluation of the USDOL technical cooperation to promote workers' rights in Bangladesh?
- What was the impact of the synergies between the project and other initiatives including the Accord, Alliance and the RMGP programme as well as the Fire & Building Safety project being implemented by the Solidarity Center (also funded by USDOL)?
- The extent that the project has promoted ILO's mandate on social dialogue and international labour standard

V. Expected outputs of the evaluation

The expected outputs to be delivered by the evaluator are:

1. Inception report: this report based on the Desk review should describe the evaluation instruments, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible. It will cover how the more detailed analysis on the focus areas will be integrated in the analysis and reporting.
2. Quantitative and qualitative data collected in the field.
3. Stakeholders' workshops, as part of the in-country field work to gather collective stakeholder views, present proposed focus of the evaluation and as part of full data collection.
4. Draft evaluation report for the project: the evaluation report should include and reflect on findings from the fieldwork and the stakeholders' workshop.
5. Final evaluation report after comments from stakeholders.
6. Upon finalization of the overall evaluation report, the evaluator will be responsible for writing a brief evaluation summary which will be posted on the ILO's website. This report should be prepared following the guidelines included in Annex and submitted to the evaluation manager.

Draft and Final evaluation reports include the following sections:

- Executive Summary *(standard ILO format)* with key findings, conclusions, recommendations, lessons and good practices *(each lesson learn and good practice need to be annexed using standard ILO format)*
- Clearly identified findings
- A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
- Clearly identified conclusions and recommendations (i.e. specifying to which actor(s) apply)
- Lessons learned
- Potential good practices and effective models of intervention.
- Appropriate Annexes including present TORs
- Standard evaluation instrument matrix (adjusted version of the one included in the Inception report)

The entire draft and final reports (including key annexes) have to be submitted in English.

The total length of the report should be a maximum of 30 pages. This is excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.

The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO, USDOL, and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The draft reports will be circulated to key stakeholders (including USDOL as the donor, the tripartite constituents, other key stakeholders and partners and ILO staff i.e. project management, ILO Country Office in Bangladesh, DWT New Delhi, and Governance and Tripartism Department (LABADMIN/OSH) in Geneva, ILO Regional office) for their review. Comments from stakeholders will be consolidated by the evaluation manager and will be sent to the evaluation consultant to incorporate them into the revised evaluation report. The evaluation report will be considered final only when it gets final approval by ILO Evaluation Office.

VI. Methodology

a. Sources of information and field visit

The evaluator will conduct a desk review first to be followed by interviews and a field visit to Bangladesh. He/she can make use of the sources of information exhibited below for desk review and interview, namely the review of selected documents (1.1), the consultation of the

webpage of the project (1.2) and the conduct of interviews (1.3).

1. Sources of information

1.1 Documents review

The evaluator will review the following documents to be provided by the project management through e-mail:

1) Project Document;
3) Independent Evaluation of the USDOL technical cooperation portfolio to promote workers' rights in Bangladesh (October 2015);
4) Project progress reports;
5) Mission, meeting, workshop and training reports;
6) Project budgets – planned and actual- expenditures;
7) Project output documents.

1.2 Consultation of LAB/ADMIN webpages

The evaluator can find information on the project webpage:
http://www.ilo.org/dhaka/Whatwedo/Projects/WCMS_341914/lang--en/index.htm

1.3 Individual interviews

Individual interviews in person during the field visit, by phone, e-mail or Skype and/or a questionnaire survey can be conducted with the following:

a) ILO staff in the field, including Country Office Director, Fire Safety Expert, ILO Ready-Made Garment Programme (RMGP) Programme Manager and other relevant specialists and/or programme officers in the office;
b) ILO staff in Geneva;
c) Representatives from the national labour inspectorate and/or of the Ministry of Labour of Labour, representatives of employers' and workers' organizations, national experts and other important stakeholders.

b. The evaluator responsibilities and profile

Responsibilities	Profile
• Desk review of project documents • Development of the evaluation instrument • Briefing with ILO • Telephone interviews with ILO-LABADMIN-OSH HQ • Undertake a field visit in Bangladesh • Facilitate debriefing workshop in Geneva • Draft evaluation report	• Not have been involved in the project. • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of complex development projects, in particular with policy level work, institutional building and local development projects. • Experience in evaluations in the UN system or other international context • Experience in the area of labour inspection/workplace compliance. • Experience in the UN system or similar

• Finalize evaluation • Draft stand-alone evaluation summary as per standard ILO format	international development experience including preferably international and national development frameworks and UNDAF. • Fluency in English • Experience facilitating workshops for evaluation findings.

VII. Management arrangements

The evaluator will report to the *Evaluation Manager*, Ms. Pamornrat Pringsulaka (pamornrat@ilo.org), Regional Monitoring and Evaluation Office in ILO Regional Office for Asia and the Pacific. The evaluation manager takes the responsibility in drafting TOR in consultation with all concerned and will manage the whole evaluation process and will review evaluation report to make sure it has complied to the quality checklist of ILO evaluation report.

Evaluation Office in Geneva (EVAL) will do quality assurance of the report and give approval of the final evaluation report.

ILO County Office for Bangladesh and the project will provide administrative and logistical support during the evaluation mission. Project management will also assist in organizing a detailed evaluation mission agenda, and to ensure that all relevant documentations are up to date and easily accessible by the evaluator.

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

VIII. Calendar and payment

The duration of this contract is for 28 working days between 5 September to end of November 2016. The mission in Bangladesh is expected during the last two week of September (dates to be confirmed).

Phase	Responsible Person	Tasks	Proposed timeline	Number of days
I	Evaluator	o Desk Review of project related documents o Telephone briefing with the evaluation manager, ILO LABADMIN-OSH- HQ and ILO CO Bangladesh and USDOL o Preparation of the inception report	Start early September 2015	5
II	Evaluator (logistical support by the project and CO)	o Field visit o Interviews with project staff and other relevant officers in Geneva	September 18- 29	10
III	Evaluator	o Preparation of the workshop o Workshop with the project management	September 30 - October	2

		and ILO relevant offices for sharing of preliminary findings, if necessary through video conference	1 October 2	
IV	Evaluator	o Draft report based on desk review, field visit, interviews/questionnaires with stakeholders in Bangladesh and the final workshop o Debriefing	To be submitted to Evaluation Manager by October 14	8
V	Evaluation manager	o Circulate draft report to key stakeholders o Stakeholders provide comments o Consolidate comments of stakeholders and send to team leader	Oct 17 to 31	
VI	Evaluator	o Finalize the report including explanations on why comments were not included	November 7	3
VII	Evaluation manager	o Review the revised report and submit it to EVAL for final approval	By Nov. 14	
		Total no. of working days for Evaluator		28

The project will finance the evaluation. It can be spent on:

- Consultancy fee;
- Travel and DSA: (the consultant is responsible for making all travel arrangements and covering his accommodation during the field visits.)
- Tele-communication costs for interview.
- Stakeholders' workshop

Based on the TOR, the ILO will prepare an external collaborator contract with an evaluator with the following payment schedule:

Upon submission of an inception report, the ILO will pay the travel cost and DSA.

50% of the fee payment will be paid upon submission of a draft evaluation report;

The remaining 50% of the payment will be paid upon satisfactory delivery of the final evaluation report, including conclusions and recommendations, and Summary of the Evaluation Report.

IX. Annex: All relevant ILO evaluation guidelines and standard templates

1. Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
2. Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
3. Checklist 5Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
4. Checklist 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

5. Template for lessons learnt and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
6. Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
7. Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
8. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
9. Template for evaluation summary:
http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc

12. ANNEX 4 – TABLE OF INDICATORS AND TARGETS

The following table summarises the indicators, measurement and targets included in the Project Document, Data Tracking Form (DTF), Performance Monitoring Plan (PMP) and Technical Assistance Progress Reports (TAPR).

	Project Document (signed May-2014)		DTF Apr-Sep-2014		PMP Oct-2014	Oct-2014 to Mar-2015 TAPR	Apr-2016 to Sep-2016 TAPR	
Outcomes & outputs	**Indicators**	**Measurement**	**Indicators**	**Targets**	**Targets**	**Indicators**	**Indicators**	**Targets**
Immediate objective: GOB enforcement of fire and general building safety laws is enhanced	• # of assessments completed • % of total factories covered	• Assessment reports • Data from assessment tracking system	• # of inspections completed (building & structural integrity) • # of inspections completed (fire and electrical safety) • % of factories that have adopted a safety management plan	• 1,708 (noting that 96 were assessed before project start up) • 1,827 (evolving depending on # of factories registered) • 80%	• 3,508 • 100%	• --	• Collaborative mechanism to strengthen RMG worker safety agreed upon and functioning	• One mechanism

	Project Document (signed May-2014)		DTF Apr-Sep-2014		PMP Oct-2014	Oct-2014 to Mar-2015 TAPR	Apr-2016 to Sep-2016 TAPR	
Outcomes & outputs	**Indicators**	**Measurement**	**Indicators**	**Targets**	**Targets**	**Indicators**	**Indicators**	**Targets**
Output 1.1: Fire & Building Safety regulatory framework upgraded	• Progress made in upgrading the framework • # of institutional partners adopting the standards	• Reports from MOLE on organising multi-stakeholder meetings as secretariat of NTPA • Record of sub-committee on establishing common reporting and monitoring framework • Records from institutional partners	• Progress made in upgrading the regulatory framework • # of institutional partners adopting common standards	• 4 targets Oct-13 to Sep-15: o Tripartite agreement between the 3 initiatives on common standard o Harmonization of core value strengths o Recommendations on an improved regime for building permits and licensing o Harmonized checklist for inspectorates • 6	• Documented agreement on coordination mechanisms • Common standards endorsed by NTC, Alliance and Accord	• National Initiative, Alliance, and Accord adopt common standards	• # of harmonized regulation documents endorsed by the NTC	• 2

	Project Document (signed May-2014)		DTF Apr-Sep-2014		PMP Oct-2014	Oct-2014 to Mar-2015 TAPR	Apr-2016 to Sep-2016 TAPR	
Outcomes & outputs	**Indicators**	**Measurement**	**Indicators**	**Targets**	**Targets**	**Indicators**	**Indicators**	**Targets**
Output 1.2: Labour inspection tools and procedures upgraded	• # of toolkits available • % of labour inspectors who received a copy	• Data from MOLE	• Same as project document	• 400 • 100%	• Toolkits available to all labour inspectors • 100%	• 250 toolkits available • % of labour inspectors who received copy	• # of new/revised procedures used by labour, fire, and private inspectors supporting the National Initiative	• 2
Output 1.3: Capacities of inspectors from MOLE and other entities to conduct inspections are strengthened	• # of inspectors trained • % of inspectors trained who demonstrate improvement in relevant skills areas	• List of participants • Training reports • Pre and post-test results for each module	• Same as project document	• 400 • 100%	• 100% • --	• 250 MOLE inspectors trained • 100 MOLE inspectors trained who demonstrate improvement in relevant skill areas after • 15 FSCD inspectors trained as master trainers • Transfer of knowledge to all MOLE and FSCD inspectors	• # and % of inspectors trained • # of additional fire inspectors recruited • % of inspectors trained who demonstrate improvement in relevant skill areas • # of workers trained by Fire Inspectors following project training	• 200 Fire & 800 Labour Inspectors (baseline noted as Fire – 55 Men; 0 Women. Labour – 82 Men; 10 Women)

	Project Document (signed May-2014)		DTF Apr-Sep-2014		PMP Oct-2014	Oct-2014 to Mar-2015 TAPR	Apr-2016 to Sep-2016 TAPR	
Outcomes & outputs	**Indicators**	**Measurement**	**Indicators**	**Targets**	**Targets**	**Indicators**	**Indicators**	**Targets**
Output 1.4: Efficient and timely inspections are carried out	• # of inspection visits carried out	• Assessment / inspection reports • Data tracking system	• Inspection plan to carry out building inspections by MOLE inspectors available • # of inspection visits carried out by MOLE inspectors according to inspection plan • % of inspection visits resulting in procedures on labour law violations	• 3 targets from May-14 to Sep-15 o Inspection plan brainstormed in conjunction with training of labour Inspectors during training o Development of inspection plan o Implementation of labour inspection plan • -- • --	• 100% (of 3,508)	• All national initiative inspection visits carried out by December 31, 2015	• # of inspections carried out by the Fire inspectors that resulted in CAP development	• 1,379 Structural • 1,517 Fire • 1,517 Electrical

	Project Document (signed May-2014)		DTF Apr-Sep-2014		PMP Oct-2014	Oct-2014 to Mar-2015 TAPR	Apr-2016 to Sep-2016 TAPR	
Outcomes & outputs	**Indicators**	**Measurement**	**Indicators**	**Targets**	**Targets**	**Indicators**	**Indicators**	**Targets**
Output 1.5: Building & Fire Safety data tracking system available and functioning	• Data tracking system	• Process documenting the IMS • Archive / database	• The data tracking system is successfully transferred to the DIFE	• 8 targets from Oct-13 to project end for DIFE database o Launch o Needs analysis o Streamline plan o Pilot o Feedback o Adjustments • Fully operational	• Data tracking system launched	• Data tracking system available and functioning by Dec-2015	• Data tracking system in use	• 0

Note that in the Data Tracking Form a sub-group of indicators was included, elaborating on (for example) the percentage of factories in compliance with the agreed guidelines or the percentage of factories with recommendations for improvement. However these sub-indicators do not appear anywhere else in project documentation.

Also note that the earlier, Apr-2014 version of the PMP included under the Immediate Objective targets of: harmonized assessment standards, common inspection checklist and a one stop shop for licensing and permits. The target under Output 1.3 was 250 inspectors trained (by gender, type, level, and institution) and the target for Output 1.4 was 1,354 noting that 96 factories had been inspected before the project start date in Jan-2014.

13. ANNEX 5 – DATA COLLECTION INSTRUMENT

Main areas to be addressed	Evaluation questions	Indicator	Sources of Data and method
1. **The extent to which the design was valid, logical and coherent**	1.1 Which of the strategies used by the project (working with government, training and direct technical assistance) have been most successful if achieving the project goals? Could other strategies have been used?	Level of achievement of project goals	• Interviews or focus group discussions with all groups
	1.2 Were clear project timelines set and were they likely to be achieved with allocated resources?	Budget and work-plan revisions, understanding of the stakeholders	• Interviews or focus group discussions with all groups
	1.3 Did the project design take into consideration other stakeholder initiatives including those of other ILO projects?	Level of overlap with other initiatives, coordination methods	• Interviews with ILO staff • Interviews with other key stakeholders
	1.4 Was the project design results-based: were clear objectives, targets with expected results planned?	Success of transfer of activities into actual results – changes for beneficiaries	• Interviews with ILO staff • Desk review • Interviews and focus group discussions with Regulating authorities
	1.5 How useful were the established indicators and targets in progress reporting?	Ease and adequacy of reporting – donor satisfaction	• Interviews with ILO staff • Desk review
	1.6 Were external factors considered and assumptions made during design and were assumptions proven true?	Comparison of project design to implementation challenges faced	• Interviews with ILO staff • Desk review
	1.7 Was a beneficiary problems and needs analysis adequately done? Did this consider roles, capacity and commitment of stakeholders as well as gender?	Measure of (direct) beneficiary access to project services – beneficiary satisfaction	• Interviews with ILO staff • Interviews with Govt. representatives • Interviews and focus group discussions with Regulating authorities • Desk review

Main areas to be addressed	Evaluation questions	Indicator	Sources of Data and method
	1.8 Was a clear sustainability strategy and detailed plan (with targets, resources etc.) included in the design?	Inclusion in project document and progress reports	• Interviews with ILO staff • Desk review
2. Effectiveness – extent of attainment of immediate objectives	2.1 Has the project completed the output targets and are the results of appropriate quality? 2.2 Has this been done the planned timeframe? Are the results of appropriate quality?	Achievement of targets, by reviewing indicators – beneficiary satisfaction with quality	• Desk review • Interviews and focus group discussions with Regulating authorities • Interviews and focus group discussions with Workers organisations
	2.3 Has the project achieved its immediate objective (enhancing government enforcement of fire and building safety laws in RMG sector)?	Effectivity of inspections made before and after project – changes in RMG industry attitude	• Interviews and focus group discussions with all groups • Desk review
	2.4 Have there been any unplanned outputs and results – why were they necessary? Did they help in achieving the project objectives – how?	Progress reports and budget revisions	• Interviews with ILO staff • Desk review • Interviews with Government representatives
	2.5 Were there external factors that affected the implementation and achievement of the objectives? How did the project manage these?	Progress reporting and adjustments to project strategies and work-plan	• Interviews with ILO staff • Interviews with Government representatives • Desk review
	2.6 Did the project address gender needs and interests, were gender mainstreaming tools used? Was a gender analysis carried out and through the activities of the projects, has gender equality been promoted?	Review of documentation, perceived changes in rights of workers (80% women) and participation in training	• Interviews with ILO staff • Interviews and focus group discussions with Employers and Workers organisation • Interviews and focus group discussions with Regulating authorities

Main areas to be addressed	Evaluation questions	Indicator	Sources of Data and method
3. Efficiency and economic conversion of resources into results	3.1 Comparing the allocated resources and results obtained, were the costs incurred justified?	Cost/trainee and cost/manual comparison with benefits	• Interviews with ILO staff • Desk review
	3.2 Has the project received administrative, technical and political support from the country office, technical specialists and headquarters? Has this support been adequate?	Support received (missions, admin and technical staff) compared to cost	• Interviews with ILO staff • Desk review
	3.3 How has the project contributed to the RMGP and has it helped leverage funds to achieve better results?	Additional funding leveraged, collaborative efforts	• Interviews with ILO staff • Desk review
	3.4 How has the project coordinated with other programmes, including the Fire & Building Safety project of the Solidarity Center?	Coordinating measures taken	• Interviews with ILO staff • Desk review • Interviews with other key stakeholders • Interviews with Regulating authorities • Interviews with Government representatives
4. Relevance	4.1 Did the project respond to the real needs of the secondary beneficiaries (RMG workers) and stakeholders (government, regulators, inspectors, employers)?	Compare needs identified with results and satisfaction	• Interviews and focus group discussions with all groups
	4.2 Do the needs and problems of the secondary beneficiaries (RMG workers) identified still exist or have they changed?	Perceived problems and needs now compared to prior to project	• Interviews and focus group discussions with all groups
	4.3 Did project strategies (working with government, training and direct technical assistance) address the needs, roles, constraints and access to resources of the target groups (Inspectors and RMG workers)?	Access to services by inspectors (could all attend), ability to replicate and applicability of strategies	• Interviews and focus group discussions with Regulating authorities • Interviews and focus group discussions with Workers organisations

Main areas to be addressed	Evaluation questions	Indicator	Sources of Data and method
	4.4 Did a mainstreaming strategy (bringing issues into the society's mainstream) address the needs and role of government partners?	Government use of mainstreaming strategy - satisfaction with approach	• Interviews with Government representatives
5. Sustainability	5.1 To what extent was a phase-out strategy defined and what steps were taken to ensure sustainability?	Level of detail of sustainability planning	• Interviews with ILO staff • Desk review
	5.2 Have sustainability strategies been explained to and understood by the stakeholders?	Level of knowledge of strategies by stakeholders	• Interviews and focus group discussions with all groups
	5.3 What contribution has the project made to strengthening the capacity and knowledge of national stakeholders?	Change in capacity level of stakeholders	• Interviews and focus group discussions with Regulating authorities • Interviews and focus group discussion with Workers organisations
	5.4 How has the project enhanced the GOBs enforcement of fire and building safety standards? Will they be able enforce this in future?	Changes in the way GOB enforce standards	• Interviews with Government representatives
	5.5 How has the project enhanced awareness of fire and building safety issues among key stakeholders and RMG workers?	Level of awareness among stakeholders and workers	• Interviews and focus group discussions with all groups
	5.6 To what degree does the sustainability strategy include a gender perspective?	Detail on gender in strategy	• Interviews with ILO staff
	5.7 To what degree does the sustainability strategy consider social inclusion of vulnerable groups?	Detail on vulnerable groups in strategy	• Interviews with ILO staff
	5.8 Will social partners be able to pay a more active role in promotion of OSH and protection in the future? How?	References to OSH and protection	• Interviews with ILO staff
6. Impact	6.1 Has the project made a significant contribution to the GOB goal of strengthening enforcement of fire and building safety laws in the RMG sector?	Level of change brought about by contributions	• Interviews with Government representatives

Main areas to be addressed	Evaluation questions	Indicator	Sources of Data and method
			• Interviews with Regulating authorities
	6.2 Does GOB plan to continue, replicate or scale up the approaches of the project and thus the results? How?	Level of adoption of project approaches	• Interviews with Government representatives • Interviews with Regulating authorities
7. Special aspects and cross cutting issues	7.1 Did the project take into consideration the recommendations of the USDOL independent evaluation and any relevant recommendations in the mid-term evaluation of the RMGP?	Response of ILO and changes made	• Interviews with ILO staff • Interviews with Other key stakeholders (donor)
	7.2 What impact have project interactions had with other initiatives (Accord, Alliance, RMGP and SC F&BS)?	Changes in other initiatives, adoption of strategies	• Interviews with ILO staff • Interviews with Other key stakeholders
	7.3 To what extent has the project promoted tripartism and social dialogue[9] (capacity building and involvement in policies and decision making)?	Level of understanding of issues among stakeholders	• Interviews and focus group discussions with all groups
	7.4 To what extent has the project promoted and brought into play international labour standards[10]?	Level of understanding of issues among stakeholders	• Interviews and focus group discussions with all groups Interviews with Employers organisations

[9] Tripartite social dialogue is defined as bringing together workers, employers and government to discuss public policies, laws and other decision-making that affect the workplace or interests of workers and employers

[10] ILO definition of International Labour Standards (ILS) refers to minimum standards of basic labour rights: freedom of association, the right to organize, collective bargaining, abolition of forced labour, equality of opportunity and treatment, and other standards regulating conditions

14. ANNEX 6 – LIST OF PERSONS INTERVIEWED/FINAL MISSION ITINERARY

Mission itinerary:

Date	Time	Agenda	Venue
Fri-23-Sep	11:00	Skype briefing meeting with Ms. Pamornrat Pringsulaka, Evaluation manager	Skype
Sat-24-Sep	22:40	Arrival in Dhaka	
Sun-25-Sep	10:20	Briefing meeting with Mr Maurice Brooks, Project Coordinator	RMGP Project Office
	15:45	Interview with MD Saidul Islam, Programme Officer	ILO Country Office
Mon-26-Sep	09.30	Interview with Mr. Syed Ahmed Inspector General, DIFE	DIFE Offices, Kawran Bazar
	13:40	Interview with Mr. Alonzo Suson Programme Director, Solidarity Center	SC Offices, Gulshan 1
	15:00	Interview with Major Shakil Newaz, FSCD	Army Golf Club, Palm View
Tue-27-Sep	08:00	Interview with Mr Rob Wayss, Executive Director, Accord Foundation	Accord Offices, AJ Heights
	14:00	Interview with Mr. Khondaker Mastan Hossain, Joint Secretary and Mr Humayan Kabir, Deputy Chief, Labour, Ministry of Labour and Employment	MOLE Offices
Wed-28-Sep	09:15	Briefing with Mr Maurice Brooks, Project Coordinator	RMGP Project Office
Thu-29-Sep	09:30	Attendance at Electrical Fire Safety Training	FSCD Training Centre
	10:00	Visit to Anika Apparels PVT	Mirpur
	13:30	FGD with trainees	FSCD Training Centre
	16:00	Interview with BKMEA	BKMEA Offices Planners Tower
Fri-30-Sep	12:00	Interview with Mr Tuomo Poutiainen, RMG Programme Manager	Coffee Bean and Tea Leaf
Sun-02-Oct	09:30	Interview with Mr Gagan Rajbhandari, Deputy Director	ILO Country Office
	14:30	Interview with Mr. A K M Masum Ul-Alam, Programme Officer (OSH)	RMGP Project Office
	15:15	Interview with Mr A K M Shahiduzzaman, Programme Office (Skills)	RMGP Project Office
	15:30	Interview with Ms Hasina Begum, Labour Inspection	RMGP Project Office
	17:00	Interview with Mr Tauvik Mohammad, Workers Education Expert	RMGP Project Office
Mon-03-Oct	14:30	Interview with Mr Louis Vanegas, Programme Manager, Better Work	BW Offices
Tue-04-Oct	08:40	Interview with Mr Joy Dasgupta, Finance and Administration	RMGP Project Office
	09:40	Interview with Mr MD Nazmul Islam, National Building Safety Officer	RMGP Project Office
	11:00	Interview with Mr Srinivas B Reddy, Country Director	ILO Country Office
	15.35	Interview with RAJUK	RAJUK Offices
Wed-05-Oct	10:20	Evaluation Stakeholders Meeting	Pan Pacific Sonargaon

Date	Time	Agenda	Venue
	17:30	Interview with BGMEA	BGMEA Offices
Thu-06-Oct	08:30	De-briefing Meeting with Mr Srinivas Reddy	ILO Country Office
	11:00	Interview with CCWE	BILS Office
	15:30	Closing meeting with Mr Maurice Brooks, Project Coordinator	RMGP Project Office
	16:00	Interview with Mr Paul Rigby, Chief Safety Officer, Alliance	RMGP Project Office
Fri-07-Oct	23:55	Departure from Dhaka	
Fri-21-Oct	09:30	Debriefing with Ms. Pamornrat Pringsulaka, Evaluation manager	Skype
Fri-28-Oct	19:00	Interview with Mr Keith Goddard, USDOL Grant Officer	Telephone Call

List of people interviewed:

Name	Position	Organisation
Mr Maurice Brooks	Project Coordinator	ILO Bangladesh
Mr Md Saidul Islam	Programme Officer	ILO Bangladesh
Mr Syed Ahmad	Inspector General	DIFE
Mr Fonhad Wahab	Assistant Inspector - General Safety (civil engineer)	DIFE
Ms Farhana Kabire	Labour Inspector (Safety) - HQ	DIFE
Ms Shanta Deb	Labour Inspector (Safety) - HQ	DIFE
Mr Alonzo Suson	Programme Director	Solidarity Center
Major Shakil Newaz		FSCD
Mr Md Zahurul Aminmia	Deputy Director	FSCD
Mr Md Salah Uddin	Deputy Assistant Director	FSCD
Mr Rob Wayss	Executive Director	Accord Foundation
Mr Khondaker Mastan Hossain	Joint Secretary	MOLE
Mr Humayun Kabir	Deputy Chief, Labour	MOLE
Mr Avijeet Chakraborty	Lead Auditor Certification	Bureau Veritas
Mr Md. Maniruzzaman	Assistant Manager-Electrical	Bureau Veritas
Mr ABM Ferdous	Vice Principal	FSCD
Mr Md. Rezaul Karim	Deputy Assistant Director	FSCD
Mr Md. Nazim Uddin Sarker	Inspector	FSCD
Mr Ahkun Rahman	Inspector	FSCD
Mr Rana Dutta	Sr. Assistant Secretary	BKMEA
Mr Tawhidul Hasan -	AIG (Safety)	DIFE
Mr Mohammed Hatem	Immediate Past 1st Vice-President	BKMEA
Mr Md. Faruk Hossain	Sr. Deputy Secretary (R&D)	BKMEA
Ms Farzana Sharmin	Lead Auditor	BKMEA
Mr Sulav Chowdhury	Chief Executive Officer	BKMEA
Mr Tuomo Poutiainen	RMG Programme Manager	ILO Bangladesh
Mr Gagan Rajbhandari	Deputy Director	ILO Bangladesh

Name	Position	Organisation
Mr A K M Masum Ul-Alam	Programme Officer	ILO Bangladesh
Mr A K M Shahiduzzaman	Programme Officer, RMG Center of Excellence	ILO Bangladesh
Ms Hasin Begum	Programme Officer, Labour Inspection	ILO Bangladesh
Mr Tauvik Mohammad	Workers Education Expert	ILO Bangladesh
Mr Louis Vanegas	Programme Manager	Better Work
Mr Joy Dasgupta	Finance and Administration	ILO Bangladesh
Mr M D Nazmul Islam	National Building Safety Officer	ILO Bangladesh
Mr Srinivas Reddy	Country Director	ILO Bangladesh
Mr. Andrew Christian	Labour Administration and Labour Inspection Officer	ILO Geneva
Ms. Justine Tillier	Junior Programme Officer	ILO Geneva
Mr. Wael Issa	Principal Technical Advisor	ILO Geneva
Mr M Bazlul Karim Chaudhury	Chairman	RAJUK
Mr Md. Asmaul Hossain	Additional Secretary	RAJUK
Mr Ashish Kumer Shaha	Authorised Officer	RAJUK
Sheik Zahid Hasan Faruque	Director (Development Control)	RAJUK
Mr Mahmud Hasan Khan	BGMEA Vice President	BGMEA
Mr Taj Mohammad Khan	Senior Deputy Secretary	BGMEA
Engr. Md. Liaquat Hussain	Consultant and Former Senior Additional Secretary	BGMEA
Mr Amirul Haque Amin	Chairman, President & General Secretary	IBC, NGWF, NCCWE
Mr Pulak Ranjan Dhar	General Secretary & Publicity Secretary	BCCWF & BFTUC
Mr Abdul Wahed	Vice President & President	JSJ & JGDSJ
Mr Shah Muhammad Abu Zafar	Bangladesh Textile & Garments Workers Federation	BJSD
Mr Md. Zafrul Hasan	Advisor	BJSD
Mr Paul Rigby	Chief Safety Officer	Alliance
Mr Keith Goddard	Grant Officer	USDOL

Attendees at stakeholders workshop:

Name	Position	Organisation
Mr Taj Mohammad Khan	Senior Deputy Secretary	BGMEA
Md Zakir Hossain Chowdhury	Assistant Secretary	MOLE
Mr. Andrew Christian	Labour Administration and Labour Inspection Officer	ILO Geneva
Ms. Justine Tillier	Junior Programme Officer	ILO Geneva
Mr Maurice Brooks	Project Coordinator	ILO Bangladesh
Mr Jonathan Price	Evaluator	
Mr Mohammed Manik Mia	Joint Secretary (Fire and Arbitration)	BKMEA
Mr Ashish Kumer Shaha	Authorised Officer	RAJUK
Mr Anware Hossain	President	BJSD
Mr SM Rudro Rahman	Sr. Assistant Secretary	BKMEA
Mr Mahafuza Akter	Communication Officer	Accord

Name	Position	Organisation
Mr Alonzo Suson	Programme Director	Solidarity Center
Mr Subhash Chandra Debnath	Assistant Director	FSCD
Mr MD Emran Hossain	Inspector	FSCD
Mr Md Saidul Islam	Programme Officer	ILO Bangladesh
Mr Syed Abdel MD Zebal	Programme Officer	Solidarity Center
Mr M D Nazmul Islam	National Building Safety Officer	ILO Bangladesh
Mr SM Borhan Uddin		ILO Bangladesh
Mr Joy Dasgupta	Finance and Administration	ILO Bangladesh
Mr Mohammad Mabubul Hasan		DIFE
Mr Ahmed Belal		DIFE
Mr Gagan Rajbhandari	Deputy Director	ILO Bangladesh
Mr Shakil Akhter Chowdry		NCCWE

15. ANNEX 7 – DRAFT AGENDA FOR STAKEHOLDERS WORKSHOP

Date: **Wednesday 5th October 2016 - 09:30 to 15:00 (with lunch)**

Venue: Pan Pacific Sonargaon

OBJECTIVES

- Brief presentation of initial reflections, emerging recommendations and lessons learnt from the evaluator
- Opportunity for key stakeholders actively involved in the project to validate and verify these preliminary findings
- The workshop will be an opportunity for feedback, comments and suggestions from key stakeholders for inclusion in the final evaluation report

PROGRAMME

09:30 – 10:00	Registration and arrival of participants
10:00 – 10:05	National Anthem (if appropriate)
10:05 – 10:15	Welcome remarks - ILO Director
10:15 – 10:45	Presentation of initial reflections by Evaluator – Jonathan Price
10:45 – 11:00	Coffee Break
11:00 – 11:15	Video or slide presentation (if appropriate and if available) on the results or progress of the project
11:15 – 12:00	Round table discussion on initial reflections, preliminary findings and recommendations (facilitated by ILO project staff, documented by evaluator)
12:00 – 13:00	Lunch
13:00 – 14:00	Continuing round table discussion on initial reflections, preliminary findings and recommendations (facilitated by ILO project staff, documented by evaluator)
14:00 – 14:45	Summing up of discussions, thanks and final remarks of evaluator
14:45 – 15:00	Closing remarks – ILO Project Staff or Deputy Director

SUGGESTED PARTICIPANTS

1. ILO project staff
2. ILO management and administrative team
3. ILO staff members from Geneva
4. Ministry of Labour and Employment
5. BGMEA
6. BKMEA
7. Bangladesh University of Engineering and Technology (BUET)
8. DIFE
9. RAJUK
10. BFSCD
11. ACCORD
12. ALLIANCE
13. Solidarity Center
14. Donor – Embassy of USA
15. Evaluator

16. ANNEX 8 – REVIEW OF WORK-PLAN DELAYS

Output and activity	Delay in start or end (months)	Remarks
1.1: Upgraded regulatory framework		
1.1.1: Support to review of permits and licencing to identify gaps/overlaps	5 start	TOR developed, candidates to have second round of interviews
1.1.2: Recommendations on regime for permits and licensing, with roles and consideration of a one-stop shop	4 start	Complete
1.1.3: Technical support to the Sub-Committee and stakeholders on establishing common safety standards	--	Delayed - final checklist to include DIFE & FSCD requirements
1.1.4: Audit resources, building and fire safety equipment available in agencies, identify gaps and improvement plans	None	Complete - diagnostics with RMGP
1.1.5: Support MOLE as Secretariat of NTPA to ensure coordination of efforts & active worker/employer participation	None	Ongoing - support provided throughout project duration
1.2: Upgraded tools and procedures		
1.2.1: Support ILO efforts to review current operational procedures for factory inspections covering OSH and fire	None	On schedule
1.2.2: Review current operational procedures covering investigations.	2 start	Delayed – selected consultant withdrew re-advertising
1.2.3: Prepare a report identifying gaps and needs, and make recommendations for improvement	1 start	Complete
1.2.4: Develop tool kit for Inspectors, including building and fire safety	--	Completion delayed - collaborated with RMGP
1.2.5: Conduct training for labour inspectorate (see output below)	--	On schedule - continued joint training in 2016
1.3: Capacity Strengthening		
1.3.1: Develop training needs assessment for inspectors on specific aspects of building and fire safety	1 end	Complete
1.3.2: Identify good practices of conducting fire and general building safety inspections	None	Complete
1.3.3: Based on the above, develop training course for trainers	5 start 3 end	Complete
1.3.4: In conjunction with ITC, develop a curriculum to train inspectors on building and fire safety issues	1 end	Complete
1.3.5: Develop an on line training course in cooperation with ITC	None	Complete - started 1 month early
1.3.6: Translate the curriculum into Bengali	7 start 4 end	Complete
1.3.7: Make the curriculum available to inspectors in hard and electronic versions (CDs/DVDs)	6 start 5 end	Complete
1.3.8: Conduct training courses for inspectors, staff from other bodies, workers and employers	None	Complete - started 1 month early
1.3.9: Place the training courses electronically in the public domain	3 end	Complete
1.4: Efficient and timely inspections		
1.4.1: Provide technical support to NI as required in reviewing risk assessments in selected factories and identifying needs	2 end	Complete

Output and activity	Delay in start or end (months)	Remarks
1.4.2: Using assessment findings and consultations, define priority inspection worksites and targeted inspection plan	None	Complete
1.4.3: Undertake pilot inspection visits	4 start	Delayed - Joint inspections for CAP development, transitions to RCC
1.4.4: Evaluate the process and make adjustment as required	2 start	Complete
1.4.5: Establish plan for roll-out, including further training as required		On schedule - Joint training of DIFE and BFSCD inspectors continuing
1.5: Data tracking system		
1.5.1: Review all national registers and identify actions required to amalgamate into one register	1 start	Complete
1.5.2: Develop a methodology for collecting all required admin records ensuring data can be incorporated into register	1 start 2 end	Complete
1.5.3: Develop a proposal and disseminate	1 start 5 end	Complete
1.5.4: Develop a pilot system to create a register for all factories	--	Delayed - vender selected, work underway

17. ANNEX 9 – DATA FROM FSCD AND DIFE ON ACCIDENTS AND FIRES

FSCD Report on Fire Incidents					
Year	**No. fire incidents**	**Wounded / injured**	**Deaths**	**Total**	**Notes**
2006	9,542	873	91	964	
2007	9,196	1455	160	1,615	
2008	9,310	1356	229	1,585	
2009	12,182	1,087	118	1205	
2010	14,682	719	63	782	
2011	15,815	1,385	365	1,750	
2012	17,504	759	210	969	Tazreen Nov-2012, 112 deaths, 200 injured
2013	17,912	1,385	161	1,546	Rana Apr-2013, 1,132 deaths, 2,500 injured
2014	17,830	210	70	280	
2015	17,488	216	68	284	
DIFE report on factory casualties					
Year		**Wounded / injured**	**Deaths**	**Total**	**Note: covers not only the RMG sector and also all types of incidents, not just fire**
2014		77	27	104	
2015		334	73	407	
2016		81	67	148	

18. ANNEX 10 – TABLE ON NUMBER OF TRAINEES

Training Receiver	Event Type	Partner Org (s)	Brief title of the course	No. day	Year	Number of Participants			Remarks
						Total	M	F	
DIFE	Workshop	BFSCD	Strengthen the capacity of the DIFE and FSCD for fire safety assessment and follow up	2	2014	15	13	2	
DIFE	Training	Accord and Alliance	Training on Case Management and Follow up to BUET Assessment	1	2014	30	26	4	
DIFE	Training	Accord and Alliance	Case Management training for DIFE	2	2015	20	16	4	Two batches, duration of each course – 2 days
DIFE	Workshop	Accord and Alliance	Follow-up mechanism for preliminary assessment of RMG factories in Bangladesh- Process Managers	1	2015	18	17	1	
DIFE	Workshop	Accord and Alliance	Follow-up mechanism for preliminary assessment of RMG factories in Bangladesh- Process Managers	2	2015	18	15	3	
DIFE	Workshop	Accord and Alliance	Workshop on CAP for Pilot follow-up	1	2015	11	9	2	
DIFE	Workshop	N/A	Follow-up workshop for district level case handlers	1	2015	12	10	2	
BFSCD					2015	6	6	0	
DIFE	Training	ARUP	Fire Inspection Course	5	2014	10	6	4	
BFSCD					2014	40	40	0	
DIFE	Training	ARUP	Emergency Evacuation Planning	5	2014	10	6	4	
BFSCD					2014	40	40	0	
DIFE	Workshop	N/A	Technical workshop: Follow-up mechanism for preliminary assessment of RMG factories	1	2015	8	6	2	
BFSCD					2015	42	42	0	
DIFE	Workshop	ARUP	Workshop on report writing and assessment follow-up	5	2015	10	8	2	
BFSCD					2015	9	9	0	
DIFE	Workshop	N/A	Technical workshop on Institutional collaboration	1	2014	5	4	1	
BFSCD					2014	5	5	0	
DIFE	Workshop	N/A	Fire Safety Inspectors online course validation workshop	2	2015	5	5	0	
BFSCD					2015	10	10	0	

Training Receiver	Event Type	Partner Org (s)	Brief title of the course	No. day	Year	Number of Participants			Remarks
						Total	M	F	
DIFE	Workshop	ARUP	Workshop on DEA Guideline	1	2015	3	3	0	
BFSCD					2015	2	2	0	
DIFE					2016	10	9	1	
DIFE	Workshop	N/A	Technical workshop: Management of joint follow-up of preliminary assessment of RMG factories	1	2016	11	11	0	
BFSCD					2016	8	8	0	
DIFE	Workshop	N/A	District level workshop on joint follow-up of preliminary assessment of RMG factories	2	2016	41	34	7	
BFSCD					2016	41	41	0	Also took place in Ctg, Narayanganj & Gazipur
DIFE	Training	Consultancy Firm	Electrical Safety Training for Fire Professionals	3	2016	14	11	3	
BFSCD					2016	298	295	3	Venue BFSCD Training Complex, Dhaka
			Total			**752**	**707**	**45**	

Notes:

- All training took place in Dhaka except where noted.
- Some participants received more than one training and/or workshop. The table counts the actual no. of participants in each training/workshop. Therefore, the total No. of trainees is likely to include some repetition.