



# ILO EVALUATION

**Evaluation Title:** Multi-Donor Support for Bangladesh Garment Industry Programme – Improving Working Conditions in the Ready-Made Garment Industry

**ILO TC/SYMBOL:** BGD/13/09/MUL

**Type of Evaluation:** Midterm

**Country:** Bangladesh

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



## International Labour Organization

# Multi-Donor Support for Bangladesh Garment Industry Programme – Improving Working Conditions in the Ready-Made Garment Industry

## Independent Mid-Term Evaluation

## EVALUATION REPORT *(Final)*

(August – October 2015)

Project Symbol	BGD/13/09/MUL
Project Title	Multi-Donor Support for Bangladesh – Improving Working Conditions in the Ready-Made Garment Industry
Country	Bangladesh
Project duration	Planned 22//112013 – 31/12/2016; Actual 22//112013 – 31/12/2016
Donors	Canada, The Netherlands, United Kingdom, ILO
Budget	US\$31,414,706
Implementing Agency	ILO
Implementing Partners	NTC, MOLE (and Agencies), MHPW (and agencies), MOHA (and agencies), BGMEA, BKMEA, BEF, NCCWE, IBC, and BUET
Independent Evaluation (Mid-Term)	October 2015 The evaluation addresses ILO evaluation concerns such as i) relevance and strategic fit, ii) validity of design, iii) effectiveness, iv) efficiency of resource used, v) effectiveness of management arrangements and vi) gender
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Evaluation Management	Pamornrat Pringsulaka, Regional Monitoring and Evaluation Officer, ILO ROAP Asia and Pacific

## LIST OF ACRONYMS

AAB	Action Aid Bangladesh
Accord	Accord of Fire and Building Safety
Alliance	Alliance for Bangladesh Worker Safety
AR	annual review
BEF	Bangladesh Employers' Federation
BEPZA	Bangladesh Export Processing Zones Authority
BGMEA	Bangladesh Garment Manufacturers and Exporters Association
BKMEA	Bangladesh Knitwear Manufacturers and Exporters Association
BRAC	Bangladesh Rural Advancement Committee
BUET	Bangladesh University of Engineering and Technology
BWB	Better Work Bangladesh
CSID	Centre for Services and Information on Disability
CAP	corrective action plan
CTA	Chief Technical Advisor
DEA	detailed engineering assessment
DFID	The Department for International Development (UK Aid)
DIFE	Department of Inspection of Factories and Establishments
DOL	Department of Labour
DWCP	Decent work country programme
ESG	environmental, social and governance
EU	European Union
FPRW	Fundamental Principles of Rights of Workers
FSCD	Fire Safety and Civil Defence
GDP	gross domestic product
GIZ	The Deutsche Gesellschaft für Internationale Zusammenarbeit
GSP	Generalized System of Preference
H&M	a clothing brand
IBC	IndustriALL Bangladesh Council
IEO	Information, education and outreach
IFC	International Finance Corporation
ILO	International Labour Organization
IMS	Information management system
IRI	Industrial Relations Institute
ITC	International Training Centre, ILO, Turin
ITF	International Transport Workers Federation
ITUC	International Trade Union Confederation
KAP	knowledge, attitude and practice
LCG	local consultative group
LLIR	Labour Law Implementation Rules
M&E	monitoring and evaluation
MENV	Ministry for the Environment

MHPW	Ministry of Housing and Public Works
MIS	management information system
MOLE	Ministry of Labour and Employment
MWCA	Ministry of Women and Children's Affairs
MTE	mid-term evaluation
NCCWE	National Coordination Committee for Worker's Education
NGO	nongovernmental organisation
NI	national initiative
NTC	National Tripartite Committee
NTPA	National Tripartite Plan of Action on Fire Safety
OSH	occupational health and safety
PCC	project coordination committee
PRODOC	project document
PSC	Project Steering Committee
RAJUK	Rajdhani Unnayan Kartripakkha (Dhaka national capital development authority)
RF	Results framework
RMG	Ready-made garment
RPCC	Rana Plaza Coordination Cell
RMGP	Improving Working Conditions in Ready-Made Garment Industry Project
RP	Rana Plaza
SOP	standard operating procedure
TOR	terms of reference
TUV-SUD	a technical service organization involved in preliminary assessment of factories
UK	United Kingdom
UNEG	United Nations Evaluation Group
USDOL	United States Department of Labour
VEC	a private firm engaged by the project in preliminary assessment of factories

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October 2015

# Executive summary

The International Labour Organization (ILO) is implementing the project “Multi-Donor Support for Bangladesh Garment Industry Programme – Improving Working Conditions in the Ready-Made Garment Industry (TC PROJECT CODE BGD/13/09/MUL)” Since October 2013 and the project is at mid-term of its implementation. This mid-term evaluation follows to ILO’s governing policy for the technical cooperation projects.

## Project Context and Objectives

In the aftermath of the Rana Plaza building collapse on 24 April 2013, ILO, with the support of relevant stakeholders, took an unprecedented initiative to design a project to address ready-made garment (RMG) industry’s immediate and longer-term challenges with a focus on improving working conditions in the industry. Canada, the Netherlands, United Kingdom and ILO have funded the project at a total cost of US\$31,400,076 and with strong commitments from the Government of Bangladesh, and the workers and employers’ organizations. The project’s developmental objective is “safe and compliant RMG sector” and its immediate objective is “Workers and employers are aware of their rights and responsibilities with regards to OSH, labour inspections and building, fire and electrical safety.” The objectives’ attainment relies on two specific outcomes:

- *Regulatory institutions implementing relevant inspections in accordance with national legislation and in line with international labour standards and*
- *Employers and workers organizations effectively supporting compliance through social dialogue and sound industrial relations.*

The project is complex in nature and has five components:

1. **Building and Fire Safety Assessment:** It supports the commitments made by the tripartite partners to complete a fire safety, electrical and structural preliminary assessments of all active RMG factories in Bangladesh and initiate remedial action.
2. **Strengthen Labour Inspection and Support Fire and Building Inspection:** It supports the Government in significantly improving the capacity of its inspection systems.
3. **Build OSH awareness, capacity and systems:** It builds the capacity of workers, supervisors and managers in the RMG sector to improve the safety of their workplaces, including the prevention of violence at workplace.
4. **Rehabilitation and skills training for victims:** It responds to the request of the tripartite partners for the ILO to provide immediate rehabilitation services and to launch skills training programmes for workers who sustained injuries or lost employment in the tragic events of Tazreen and Rana Plaza building collapse.
5. **Implementation of a Better Work programme:** It aims to improve both compliance with labour standards and competitiveness in global supply chains.

## Evaluation Background

This evaluation serves two purposes. First, it looks back at the project design and implementation and assesses project’s continued relevance of support based on achievement to date in achieving planned objectives. Second, based on past lessons, it looks forward and highlights areas that would require project’s focus over the second half of the project.

The evaluation has examined all five components of the project and it assessed progress towards expected outcomes and objectives. It has taken into account the outcome of the evaluability assessment carried out in 2014, including reduction in the number of immediate objectives from 10 to eight. It has applied ILO EVAL criteria of relevance, validity of design, effectiveness, efficiency of resources used, effectiveness of management arrangements, and gender in the evaluation process.



The evaluation findings will benefit all relevant groups of RMG stakeholders, including:

- ❖ ILO Bangladesh Country Office; RMGP management; ILO HQ and DWT-New Delhi and RO-Bangkok;
- ❖ Government of Bangladesh [Ministry of Labour and Employment, Ministry of Housing and Public Works, Ministry for the Environment, Ministry of Women and Children's Affairs, Department of Inspection for Factories and Establishments, Department of Labour, Department of Fire Service and Civil Defense, municipal authorities including Rajdhani Unnayan Kartipakkha (RAJUK – Capital Development Authority), Workers and Employers' organizations and implementing partners;
- ❖ The donors and other potential development partners with interest and stake in RMG sector; and
- ❖ RMG workers.

The evaluation took place in August – October 2015 under the overall guidance of Regional Monitoring and Evaluation Officer, ILO Regional Office in Bangkok.

### Evaluation Methodology

The evaluation process commenced with the preparation of draft terms of reference in consultation with the project office, which took the final shape on 26 July 2015 following a wider consultation with relevant stakeholders, including the donors and ILO EVAL. ILO Regional Office recruited two independent consultants in early August 2015 (Annex 1) and evaluation process commenced soon after.

The evaluation methodology comprised following:

- ✓ A comprehensive review of project documents, logical framework, results framework, and other reports and outputs produced by the project;
- ✓ Fieldwork in Dhaka City and Savar which comprised mission briefing from ILO Bangladesh Country Director and project staff;
- ✓ Face-to-face interviews with 30 groups of stakeholders representing project component leaders, government policy and regulatory agencies and authorities, RMG export industry, workers and employers' organizations, donors, Rana Plaza survivors, nongovernmental organizations;
- ✓ A round-table progress update by component leaders;
- ✓ A Stakeholders' Workshop comprising 56 representatives from RMG interest groups;
- ✓ Data gap analysis; and
- ✓ In-depth analysis of additional data and evidence in support of project performance.

### Summary of Evaluation Findings

The report discusses findings at two levels. First level is by focus area as outlined in the terms of reference. The second level is by evaluation criteria. Key findings by evaluation criteria are:

#### Relevance

- The project continues to remain relevant.
- The project continues to address the needs of the RMG workers and the victims of Rana Plaza.
- Skill development training for Rana Plaza building collapse survivors requires alignment to market needs.
- At the design stage, it took into account donors' priorities.
- Gender analysis in project formulation was adequate.

#### Validity of design

- Project design broadly continues to be valid in addressing stakeholders' needs but requires some adjustments.
- The project design took into account relevance of all concerned government and social partners.
- The project design identified risks and assumptions appropriately considered relevant at that time.
- Project logical framework as well as result framework require simplification and use of SMART indicators.
- There is a need for institutional analysis at all levels.
- Gender action plan need to be results oriented.

## **Effectiveness**

- Achievement of outputs will progress sufficiently towards planned objectives but the project will achieve outcomes only partially.
- ILO has been highly effective in coordinating RMG sector stakeholders, including coordination with key actors like Accord and Alliance.
- The project has exerted strong influence at the national level and the momentum need to continue.
- Most of the stakeholders have been actively involved in project implementation.
- RMG sector has a number of challenges, constraints, and problems. It needs continued attention.
- The project has strengthened the functioning of NTC but creating a national ownership will take time.
- The project activities and outputs benefit both men and women but require changes in implementation to ensure meaningful outcome.
- The project's communication strategy requires further strengthening.
- The project's engagement with the RMG sector unions has been satisfactory but could be better.
- The project has a good framework for knowledge management but it requires strengthening and operational relevance.
- The project has missed several milestones stated in the revised results framework and monitoring plan.
- The project is less likely to achieve its development objectives by December 2016.

## **Efficiency of Resources Used**

- The project has strategically deployed resources to achieve project objectives.
- The economic conversion of input into outputs and results appears satisfactory.
- The project continues to be a good value for money but there is sufficient room to improve.
- The project has made some progress in response to DFID's annual review of the project.
- Project activities have significant delays but costs are under control.
- By December 2016, the project will achieve majority of the expected outputs, if external environment remains stable but quality need to be carefully monitored and maintained.
- The project has leveraged 27% of resources from other countries but further scope exists.

## **Effectiveness of Management Arrangements**

- The project enjoys adequate political, technical and administrative support from the ILO and its national implementing partners.
- The coordination among the five projects under RMGP umbrella is reasonably good.
- The project monitoring mechanism is satisfactory.
- Project management is reasonably satisfactory.
- The project management structure and technical capacity requires strengthening.

## **Gender**

- At the factory level, the project needs to promote gender sensitivity by working hands in hand with employers and workers.
- Gender actions need to be results oriented.

## **Likely Impact**

- It is too early to expect any direct long-term impact (reflected in the objective) from the project. Proper monitoring and evaluation system is required for assessing development effectiveness.

## **Likely Sustainability**

- At present, there are all indications that the project outcomes from the ongoing project cannot sustain without continued support from ILO and international community post 2016.

## Conclusions

- ❖ The RMG sector in Bangladesh has made tangible progress following the Rana Plaza building collapse. There is a wider recognition that the compliance of workplace safety in the factories is non-negotiable. This would not have happened without funding support from Canada, the Netherlands and United Kingdom. Achievements so far include:
  - safety awareness across the board in RMG sector,
  - amendments to the 2006 Labour Law in 2013 and formulation of Labour Law Implementation Rules through wider consultations ( approved on 16 September 2015),
  - national commitment to reform the working conditions in the sector with substantial increase in government resources allocated to key agencies translated into increased staffing for factory inspections,
  - adoption of a harmonized preliminary safety assessment standards leading to over 3,000 RMG factories assessed and agreement on remediation protocol,
  - the preparation for rolling out occupational health and safety kits and manuals in RMG sector,
  - establishment of Better Work in Bangladesh, and
  - support to a group of Rana Plaza building collapse survivors.
  
- ❖ The project provides a common platform for social dialogue for all stakeholders and ILO continues to be an honest broker in facilitating the dialogue process.
  
- ❖ The project's developmental objective of safe and compliant RMG industry will remain a continued challenge at the end of project period, that is, December 2016. The industry will continue to need further support beyond 2016 but modality of support would have to change and the RMG industry and private sector will have to be more actively involved along with substantial resource contribution so that over next few years a national mechanism develops that can function on its own without donor support.
  
- ❖ Several challenges lie ahead for the sector, and these include:
  - Buy-in of Labour Law Implementation Rules by stakeholders and their enforcement,
  - Strained industrial relations particularly with respect to worker-employer relationships,
  - Slow pace of institutional reforms,
  - Low absorptive capacity in government agencies and most importantly more than half of the RMG factories will remain unassessed largely because they are difficult to locate and to bring them under the assessment regime. Concerted efforts will be required in this endeavour.
  
- ❖ ILO's collective work in the RMG sector has been unique and will continue to remain strategically relevant given its neutral position.
  
- ❖ The project support to the sector is considered effective and efficient but at the lower end of the scale. It is too early to envisage impact and ascertain sustainability of project benefits.
  
- ❖ Going forward, several areas will require intensive and refocus attention by concerned stakeholders. For example:
  - The roles of the Ministry for the Environment and the Ministry of Women and Children's Affairs in RMG sector and paying attention to environmental and social safeguards need to be clarified, implemented, monitored and reported,
  - RAJUK and other municipalities will have to be more responsive to the need for locating and bringing hidden RMG factories under the assessment regime,
  - There is a need for reliable and active database reflecting status of RMG factories and subcontractors,
  - There is need for clear liability framework so that another incident like Tazreen fire or Rana Plaza building collapse is avoided,
  - A clear exit strategy for the project is needed to ensure the welfare of the Plaza building collapse survivors' in the future, and

- Better Work Bangladesh programme needs to demonstrate value addition and business case associated for continued commitments from factories enrolled in the programme.

### Lessons and Good Practices

A number of lessons and good practices have emerged from the evaluation exercise. These are:

- ✚ Under an emergency condition, a neutral and credible leadership is important to galvanize support for a response mechanism.
- ✚ A complex project design requires additional social preparation time and proper sequencing of types of support.
- ✚ Workplace safety assessment alone does not necessarily guarantee better working conditions unless followed up by remediation. Corrective action plans and implementation of these plans need to follow quickly after assessment.
- ✚ Gender sensitivity do matter in workplace in a sector that employs 4-5 million workers comprising about 55 - 80% women.
- ✚ Effective capacity development initiatives should be results oriented and would require a proper road map with clear goals, synchronization of activities and follow up actions and periodic assessments.
- ✚ Stable industrial relation requires trust, commitments to work together from all sides.
- ✚ An effective communication strategy and its implementation plan should be user-friendly and crosscutting as well as applicable to all components of a project.
- ✚ Protecting indoor and outdoor environment is everyone's business and RMG stakeholders are no exceptions.
- ✚ Mid-term (and Final) Evaluation process becomes more efficient if the evaluation team gets full access to project files and database at the start.

### Recommendations

The evaluation puts forward following a set of 12 recommendations for the improved effectiveness and efficiency and enhancing potential impact of the project:

	<b>Recommendation</b>	<b>Responsible Unit</b>	<b>Priority</b>	<b>Time Implication</b>	<b>Resource Implication</b>
1.	The donors should grant a six month no cost extension to the project so that project delivery quality does not compromised. The project should focus on improving the quality of support with new closing date of 30 June 2017.	Donors and ILO-CO	High	Approval of time extension by 15 November 2015	Use project funds and prepare work plan accordingly.
2.	The project must strengthen its capacity by recruiting a Deputy Project Manager, a Gender Specialist and a Monitoring and Evaluation Specialist (all staffed by Bangladeshi nationals).	ILO-CO	High	Recruitment by 31 December 2015	Use project management budget for new recruitments
3.	The Government should form a high-level taskforce comprising the Heads of DIFE, FSCD, BGMEA, BKMEA, RAJUK and ILO with an aim to track thousands of factories that are not registered or not operating at present and bring them under the safety	NTC as a Convener with full support from DIFE, FSCD, BGMEA, BKMEA, RAJUK and ILO	High	Complete tracking by 31 March 2016 and develop assessment plan. Complete reforms by 31 March 2016,.Make all	Use project fund balance under Component 1 and mobilize government funds to DIFE

assessment regime. The Government should also ensure that all it institutionalizes reforms in the RMG sector.

approved inspection reports public within 7 days of approval with an online notification to the employers and workers' organizations from 1 April 2016.

<p>4. The project should (i) formulate a consolidated capacity development implementation plan in coordination with the workers and employers' representatives, comprising requirements under all relevant components with due emphasis on learning and knowledge retention outcomes; and (ii) implement the plan. This should include Workers Education Expert and Occupational Health Safety Expert/Officer convening monthly meeting with genuine representatives of RMG workers and employer organizations and jointly facilitate and create a common understanding for a set of actions to build trust in industrial relations.</p>	<p>RMGP Project</p>	<p>High</p>	<p>Formulate the Plan by 31 October 2015 and implement from 15 November 2015</p>	<p>Use project funds under various training and capacity development initiatives for staff and workers and employers'</p>
<p>5. Require all factories that have preliminary safety assessment done to present their remediation plan for approval to DIFE. DIFE will report progress in submission of remediation plans and implementation of remediation actions to NTC every two months. Furthermore, ILO should support geocoding of all assessed factories.</p>	<p>NTC and DIFE for remediation and ILO for geocoding with full support from BGMEA, BKMEA and BEF and MOLE for facilitating financing remediation</p>	<p>High</p>	<p>Require submission of remediation plan by 31 March 2016. Completion of all remediation work by 30 September 2016. Complete geocoding by 30 June 2016 using private firm(s).</p>	<p>Use Government funds for monitoring and reporting implementation of remediation plan  ILO should seek external support for geocoding RMG factories.</p>
<p>6. The Government should review the composition of the Project Steering Committee (PSC), reconstitute it, and</p>	<p>MOLE</p>	<p>High</p>	<p>Activate PSC by including new members and hold first meeting by 15</p>	<p>No resource implication.</p>

	require it to convene at least every six months for policy guidance. MENV, MWCA and power development authority should be included in PSC.			November 2015 and regularly every 6 months.	
7.	The Ministry of Housing and Public Works should establish a RMG Cell within the Ministry staffed by a Joint Secretary level official who will coordinate with RAJUK and other municipal authorities in ensuring all RMG structures comply with safety standards. Likewise, the Ministry for the Environment and the Ministry of Women and Children's Affairs should coordinate with DIFE to ensure environmental and social safeguards requirements incorporated in RMG factories' inspection checklist.	MOLE, MENV, MHPW, MWCA, DIFE	High	Establish RMG cell in MHPW by 31 March 2015. MENV and MWCA to prepare and share checklist for environmental and social compliance, including gender and disability.	Use project funds to support operational expenses (non-staff) for RMG cell. Actively collaborate with GIZ to develop environmental and social compliance checklist.
8.	The Government and ILO Bangladesh Country Office should prepare a transition plan and a sustainable project proposal for post-Accord/Alliance regime in RMG safety assessments. The proposal should include support for developing a liability framework to discourage employers' negligence and avert another disaster in RMG sector.	MOLE, DIFE, ILO, MENV, MWCA with technical support from Accord and Alliance	Medium	Develop the concept paper by 31 December 2015 and a funding proposal by 30 June 2016.	ILO to seek new resources.
9.	The Better Work Bangladesh (BWB) must focus on consolidating experience from current factories and demonstrate a sound business case. This should include reduction in transaction time and costs for employers, better working conditions for workers and certification of decent working conditions for the overseas RMG buyers as well as cost recovery plan for BWB programme as a whole.	BWB, ILO-CO, BW Global	Medium	Demonstrate a sound business case to benefit to workers, employers and buyers by September 2016.	Use BWB (Component funds)
10.	The project should undertake a full costing for each type of	RMGP and ILO-CO	Medium	Demonstrate cost-effectiveness of	No resource implication envisaged.

intervention using actual costs for cost containment without compromising quality and for future planning purposes.

different initiatives and good value for money by June 2016.

- |   |      |        |  |  |
|---|------|--------|--|--|
| 11. Prepare an actionable gender action plan for the project covering project staff, employers and workers applicable to all five components. | RMGP | Medium | Prepare action plan by 31 March 2016 and implement it from 1 April 2016. | Use project funds for capacity development |
| 12. The project should strengthen communication, dissemination and knowledge management   | RMGP | Medium | Review current approach and make it actionable by 31 March 2016.         | Use project management funds               |

# Independent Mid-Term Evaluation

## Multi-Donor Support for Bangladesh Garment Industry Programme – Improving Working Conditions in the Ready-Made Garment Industry TC PROJECT CODE BGD/13/09/MUL

### I. INTRODUCTION AND BACKGROUND

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Ready-made garment (RMG) sector is vital to Bangladesh's economic growth, contributing about 13% to gross domestic product (GDP) and more than 80% in export value.<sup>1</sup> It provides employment to 4 to 5 million people from all over the country, comprising primarily youth population and about 80% female workers. The sector's performance governs country's prosperity and overall image abroad.

#### A. Bangladesh Garment Industry Safety Account

A series of fire incidents in garment factories remains a continued challenge to the sector and the Government of Bangladesh (hereafter referred as the Government). A fire incident in Tazreen Fashions Limited on 24 November 2012 resulted in the joint statement of commitments issued by tripartite partners (employers' organizations, workers' organizations and the Government) on 15 January 2013. This was an outcome of a meeting jointly organized by the Ministry of Labour and Employment (MOLE) and the International Labour Organization (ILO).

Another fire incident at the Smart Export Garments on 26 January 2013 highlighted an urgency for the tripartite action. As a result, MOLE established a tripartite committee for timely development of a National Tripartite Plan of Action on Fire Safety (NTPA) with an aim to take comprehensive action in preventing any further loss of life, limb and property.<sup>2</sup> MOLE approved NTPA on 24 March 2013.

The sector encountered another big blow with the collapse of Rana Plaza (RP) complex on 24 April 2013. The complex had housed five RMG factories and the building collapse caused more than 1,100 deaths and injured thousands of workers and civilians. The incidence led to global outcry and highlighted poor safety and working conditions in the factories. The building collapse also raised serious alarm in the Government, RMG export industry, overseas buyers, supply chain, workers and development partners present in Bangladesh and abroad. The welfare concerns of RP victims and survivors and working conditions in garment industry drew serious attention of all stakeholders involved.

On 1-4 May 2013, ILO fielded a high-level mission and the Government and social partners adopted a time-bound six point agenda and commitment to develop short- and medium-term action plan to avoid further incidents. The commitments included:

- (i) The submission of amendments to the 2006 Labour Law to the Parliament in June/July 2013;
- (ii) Completion of fire safety and structural integrity of all RMG factories by the end of 2013 and initiate remedial measures;
- (iii) The recruitment and training of 200 inspectors and strengthening labour inspection system;

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<sup>1</sup> [http://www.bgmea.com.bd/chart\\_test/yearly\\_growth\\_rate](http://www.bgmea.com.bd/chart_test/yearly_growth_rate) and supplemental information obtained by the evaluation team during 10-21 August 2015.

<sup>2</sup> ILO. 2013. Improving Working Conditions in the Ready-Made Garment Sector– RMGP (BGD/13/09/MUL) Project document.



- (iv) The expansion and full implementation of the Fire Safety Tripartite Action Plan;
- (v) Launching a skill training programme for workers rendered disabled and redeployment of workers who were rendered unemployed due to the RP collapse; and
- (vi) Launching a Better Work Programme upon satisfactory completion of the Labour Law reform.

## B. Initiatives Undertaken

In the aftermath of the RP building collapse, relevant stakeholders came together and undertook several initiatives. These included:

- (i) The ILO on its own initiative allocated US\$1.7 million and fielded a team to support the efforts to the Government's efforts. It also temporarily dispatched a Programme Specialist to support ILO Country Office with programme development during late 2013 to early 2014;
- (ii) The Government's approved NTPA incorporating joint statement signed on 4 May 2013;
- (iii) Accord on Fire and Building Safety was signed on 15 May 2013 (referred as the Accord);
- (iv) Alliance for Bangladesh Worker Safety (referred as the Alliance) was formed;
- (v) ILO's project proposals on National Tripartite Plan of Action on Fire Safety and Structural Integrity in the RMG Sector in Bangladesh adopted on 25 July 2013;
- (vi) The industry adopted Global Sustainability Compact on 8 July 2013 as a joint initiative of the European Union (EU), the Government of Bangladesh and ILO;<sup>3</sup>
- (vii) The 2006 Labour Law was amended and adopted in July 2013 and the Government approved Labour Law Implementation Rules on 16 September 2015'
- (viii) Donors and development partners responded to the industry crisis and extended support to the sector, both through ILO as well as through their own country programmes. The donors' support through ILO appears in Table 1. The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) plays an important role in improving environmental and social conditions in RMG factories collaborating closely with ILO implemented RMG programme.

Given the nature of urgency for support and recognized for its core strength, ILO responded to the requests by concerned stakeholders following Tazreen and RP incidents initially in two ways: (i) allocated internal resources US\$1.7 million and expertise to issues like technical assistance to labour law reform and (ii) the coordination of multi-stakeholder initiative in the RMG sector.<sup>4</sup>

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<sup>3</sup> The "*Compact for Continuous Improvements in Labour Rights and Factory Safety in the Ready-Made Garment and Knitwear Industry in Bangladesh*" seeks to improve labour, health and safety conditions for workers, as well as to encourage responsible behaviour by businesses in the ready-made garment industry in Bangladesh. The USA has endorsed the Compact and has called for similar provisions in the Action Plan it developed for Bangladesh to follow if the Government wished the US to reinstate the Generalized System of Preferences (GSP) programme. The ILO provides technical assistance and monitors implementation of the Compact. The Compact, among other things, required six key commitments within set timelines. The compact covered: (i) the reform of the 2006 Labour Law and strengthened workers' rights, freedom of association and collective bargaining and improvement in occupational safety and health (OSH); (ii) recruitment of additional 200 labour inspectors by the end of 2013 to ensure regular visits to factories for assessing working conditions, including OSH, and compliance with labour laws; (iii) improvement in building and fire safety by June 2014; (iv) the Government endeavouring to become eligible for the Better Work Programme; (v) open access to the database on RMG and knitwear factories' safety and inspection information; and (vi) the implementation of Accord by signatory factories (extracted from PRODOC).

<sup>4</sup> ILO Country Director also chairs the steering committee for the Accord.

Table 1. List of Development Partners in Ready-Made Garment Sector , Bangladesh			
Name of Project	Funded Source	Amount in USD	Remarks
Improving Working Conditions in the RMG Sector	DFID (UK Aid)	11,100,038	Status
	Canadian CIDA	7,500,000	
	Netherlands	11,100,038	
	ILO	1,700,000	
Sub-total		<b>31,400,076</b>	
Improving Fire and General Building Safety	USDOL	1,500,000.00	Ongoing
Better Work Bangladesh - SECO contribution	Swiss Government	526,652.00	Ongoing
Support to "Better Work Bangladesh"	France	541,741.00	Closed in May 2015
Implementation of Bangladesh Compact	EU	160,078.00	Ongoing
Promoting Fundamental Principles and Rights at Work	USDOL	1,476,437.00	Closed in June 2015
Promoting Work Place Cooperation In the RMG Sector	Denmark	303,915.86	Ongoing
Promoting workers' rights and labour relations in export- oriented industries	Norway	2,513,123.00	Ongoing
Improving Labour Law Compliance and Building Sound Labour Practices in the Export-Oriented Shrimp Sector	Bangladesh Government/ USAID	1,028,424.00	Ongoing
Center of Excellence for RMG to implement certified training within the national skills development framework	H&M and SIDA	1,347,435.00	Ongoing
Grand Total		<b>40,797,882</b>	
Country Based funding	Funding Amount USD	Contribution (%)	
ILO	1,700,000	4.17	
United States	2,976,437	7.30	
United Kingdom	11,100,038		<b>27.21</b>
European Union (EU)	160,078	0.39	
Netherlands	11,100,038		<b>27.21</b>
Switzerland	526,652		1.29
France	541,741	1.33	
Canada	7,500,000		<b>18.38</b>
Norway	2,513,123		6.16
Denmark	303,916	0.74	
Sweden	1,347,435		3.30
Bangladesh	1,028,424	2.52	
<b>Total Sector Spending</b>	<b>40,797,882</b>	<b>100.0</b>	

Source: Data provided by RMGP Office, August 2015.

Note: DFID = Department for International Development; USD = United States dollar;

### C. A Snapshot of ILO's Involvement in Garment Sector

ILO has remained engaged in Bangladesh's RMG sector for quite some time with an aim to help the Government with improvement in labour legislation and workplace safety. Table 1 above lists the initiatives in place or concluded recently. The subject project evaluation "*Improving Working Conditions in the Ready-Made Garment Sector in Bangladesh*" (hereinafter referred as the project) alone based on funding from Canada, Netherlands and United Kingdom accounts for 73% of total pooled funds for the RMGP umbrella programme. In addition to Bangladesh and ILO, 10 countries have contributed to the RMG programme.

## D. Improving Working Conditions in the Ready-Made Garment Industry

The Multi-Donor Support for Bangladesh Garment Industry Programme – Improving Working Conditions in the Ready-Made Garment Industry was a rapid response to emerging challenges in the aftermath of RP collapse. ILO took a unique path in designing the project following intensive consultations with stakeholders. The project’s developmental objective is to see that a RMG industry is safe and compliant which will ensure improved working conditions in RMG industry through a series of actions by relevant stakeholders. Table 2 provides a summary of all five component-specific expected results.

**Table 2. Project Components and Expected Results (2013 – 2016)**

Component	Expected Results
1. Building and Fire Safety Assessment	<ul style="list-style-type: none"><li>To complete a fire safety, electrical and structural preliminary assessments of all active RMG factories in Bangladesh and initiate remedial action.</li></ul>
2. Strengthen Labour Inspection & Support Fire and Building Inspection	<ul style="list-style-type: none"><li>To significantly improve the capacity of Government’s inspection systems.</li><li>To improve safety of workplaces including the prevention of violence at workplace by building capacity of workers, supervisors and managers in the RMG sector.</li></ul>
3. Build OSH awareness, capacity and systems	
4. Rehabilitation and skills training for victims	<ul style="list-style-type: none"><li>To provide immediate rehabilitation services and to launch skills training programmes for workers who sustained injuries or lost employment in the tragic events of Tazreen and RP.</li><li>To improve compliance and labour standards and competitiveness in global supply chain.</li></ul>
5. Implementation of a Better Work programme	

Source: Project document (PRODOC).

The expected project outcomes are to ensure:

- (i) **A synergy** between inter-related components, including safety, labour inspection workers’ education and immediate rehabilitation of workers through skills training;
- (ii) **Coordinated response** through effective participation of all stakeholders;
- (iii) **Strengthened capacity of government agencies** to improve governance and enforcement of labour legislation; and
- (iv) **Wellbeing of and descent work for women workers** alongside men workers by promoting gender equality and the empowerment of women.

## E. Project Management Arrangements (Implementation)

The project document has a provision for a Project Steering Committee (PSC) and a Project Advisory Committee (PAC) chaired by the MOLE Secretary on as needed basis. The MOLE Secretary also chairs the national Tripartite Committee (NTC) on National Tripartite Plan of Action on Building and Fire Safety for the RMG Sector in Bangladesh. NTC has met 10 times so far since its establishment and discussed pertinent issues related to project implementation and addressed emerging challenges.

The Fire Service and Civil Defence (FSCD) Department and the Ministry of Housing and Public Works (MHPW) are supposed to be responsible for Component 1 (assessment). Responsibilities for Component 2 (Inspection) rests with MOLE, MHPW, FSCD, and the Department of Inspection of Factories and Establishments (DIFE). Likewise, the Industrial Relations Institute (IR), employers and trade unions are to implement component 3 (occupational health and safety).<sup>5</sup> The project manages Component 4 (support for Tazreen and RP victims and survivors) in close

<sup>5</sup> The Department of Labour (DOL) has no direct role in the Component 3, with the exception that there is a crossover between DIFE and DOL in relation to use of hotline information. In the future, DOL may deal with OSH related complaints.

collaboration with NTC and other development partners. The Component 5 (Better Work Bangladesh (BWB)) falls under global ILO/IFC management.

The ILO Country Office for Bangladesh (ILO-CO) manages the project having:

- (i) An overall responsibility for project implementation and effective delivery of planned activities, outputs and objectives;
- (ii) Responsibility to provide the necessary administrative and logistic support;
- (iii) Mandate to ensure the coordination and synergies with related ILO initiatives in Bangladesh;
- (iv) Responsibility to coordinate and seek necessary technical backstopping support from the ILO’s Decent Work Teams in New Delhi and Bangkok and relevant technical units at ILO headquarters.

The project design envisaged to engage six professional positions, four international experts and five administrative staff. The international experts were to contribute across the whole scope of the programme while having specific responsibilities under one or more technical components. The Programme Manager being directly responsible for the project also assumes coordination role across all five RMG projects, including BWB, although BWB has a separate Programme Manager/Chief Technical Advisor (CTA).

Table 3 lists key implementing RMG project partners. They represent relevant stakeholder groups associated with the sector and the project.

Table 3. RMG Partners and Collaborators

<p><b>Government and Inter-Agency Body</b></p> <ul style="list-style-type: none"> <li>• NTC</li> <li>• MOLE (with Agencies – DOL, DIFE)</li> <li>• MHPW (with Agencies – RAJUK) and CDA)</li> <li>• MOHA (with related agency FSCD)</li> </ul>	<p><b>Workers and Trade Union Interest Group</b></p> <ul style="list-style-type: none"> <li>IndustriALL Bangladesh Council (IBC)</li> <li>National Coordination Committee for Worker’s Education (NCCWE)</li> </ul>
<p><b>Business Interest Group</b></p> <p>Bangladesh Garment Manufacturers and Exporters Association (BGMEA)</p> <p>Bangladesh Knitwear Manufacturers and Exporters Association (BKMEA)</p> <p>Bangladesh Employers’ Federation (BEF)</p>	<p><b>Knowledge Group</b></p> <p>Bangladesh University of Engineering and Technology (BUET)</p> <p><b>Collaborators</b></p> <p>Accord<sup>6</sup></p> <p>Alliance<sup>7</sup></p>

RAJUK = Rajdhani Unnayan Kartripakkha

Source: PRODOC and the terms of reference (TORs) for the MTE.

## II. EVALUATION RATIONALE AND OBJECTIVES, SCOPE AND CLIENTS

### A. Rationale and Objective

The ILO Evaluation Policy governing technical cooperation projects, adopted by the Governing Body in November 2005, calls for independent evaluations of projects with budget of more than \$5 million during interim and at the

<sup>6</sup> Bangladesh Accord on Fire and Building Safety (the Accord) is an independent, legally binding agreement between brands and trade unions designed to work towards a safe and healthy Bangladeshi Ready-Made Garment Industry.

<sup>7</sup> Alliance for Bangladesh Workers Safety The Alliance for Bangladesh Worker Safety was founded by a group of North American apparel companies and retailers and brands who have joined together to develop and launch the Bangladesh Worker Safety Initiative.

end of project completion. The purpose is to improve quality, accountability, transparency of ILO's work, strengthen the decision-making process and support to the constituents in forwarding decent work and social justice. Operationally, the project is at the midpoint and hence a mid-term evaluation (MTE) is required. This MTE has applied core evaluation criteria of relevance, validity of design, effectiveness, efficiency, gender equality and monitoring and evaluation (M&E). Although assessing project impact and sustainability are premature at mid-term but MTE can point out the overall directions on both dimensions.

Neither ILO nor Bangladesh government had prior experience in addressing challenge of a magnitude not seen before. Nevertheless, garment workers, manufacturers and exporters, overseas brand buyers, government agencies, workers' associations, donors and ILO came together to tackle the challenge in the interest of the country and its population at a time when the country's as well as RMG sectors image was a stake.

While the sector has bounced back in a little over two years from RP collapse, an independent MTE provides an opportunity to take stock of what worked and what did not and analyse causes associated with success and shortcomings so that corrective measures can be put in place for the second half of the project, ending on 31 December 2016. Lessons from the MTE can feed into improving the project performance as well as in formulating additional interventions in the RMG sector beyond 2016. In addition, key lessons and good practices would be of interest to stakeholders both within Bangladesh and in other countries of the region.

The evaluation has taken into account the context under which the project design materialized. Following an extensive consultation, the project document was put together within a short amount of time without adopting conventional ILO practices for project formulation, which otherwise would have required longer time and probably too late for the interventions to be effective. The need for quick response emerged from an emergency type support required to provide relief for the RP victims and survivors as well as to safeguard RMG sector in Bangladesh, which as stated earlier accounts for more than 80% of Bangladesh's export value and employs 4-5 million workers.

The project had start-up delays and challenges including staff recruitment. The Programme Manager/CTA joined the project almost nine months later and some of the international position recruitment declared unsuccessful. The project started without any baseline data and very little information on RMG sector.

MTE assesses continued relevance of project interventions and progress made towards achieving its planned/envisaged objectives as agreed with the donors. It provides opportunities to make modifications to ensure the achievement of these objectives within the lifetime of the project. It also provides recommendations and lessons to improve the project's effectiveness and efficiency in achieving its objectives. The evaluation was conducted by a team of two independent evaluators and managed by a Regional M&E Officer based at ILO Regional Office for Asia and the Pacific (RO-Bangkok) with quality assurance provided by a Senior Evaluation Officer from the ILO Evaluation Office, Geneva.

## **B. Scope of Evaluation**

The primary focus of MTE is aimed at Improving Working Conditions in the RMG Industry funded by Canada, the Netherlands and the United Kingdom and it covers all five components listed earlier (Table 2). The evaluation acknowledges and takes into account the contributions and complementarity with other donors supported projects under RMG umbrella programme.<sup>8</sup> Wherever, the evaluation integrates crosscutting issues such as gender equality and environmental considerations throughout the evaluation and all deliverables, including the final report. The Evaluation Manager identified key focus areas while preparing the terms of reference (TORs) for MTE in an extensive consultation process and these appear in Table 4.

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<sup>8</sup> Promoting Fundamental Principles and Rights at Work in Bangladesh (FPRW) funded by the United States Department of Labor (USDOL), Promoting Workers' Right and Labour Relations in Export-Oriented Industries (FRLR) funded by Norway, Improving Fire and General Safety funded by USDOL, and Better Work Programme (IFC/ILO).

**Table 4. Scope of Mid-Term Evaluation**

- Evaluate the strategic direction of the project and assess whether the project is in line with the objectives and vision, agreed with key stakeholders and with the revised objectives and proposed revision as results of the evaluability assessment exercise.
- Assessed the progress of the project against output and outcome targets.
- Estimated, based on results to date whether the project is on track to achieve targeted impacts.
- Assessed the extent to which the current management system appropriate to achieve desired results and outcome within a timely, effective and efficient manner. This includes assessing the project steering committee and donor management mechanism.
- Assessed the appropriateness of the revised results framework (RF) and appropriateness of its indicators, targets and the overall M&E practices.
- Analyzed how the project has engaged with the unions that are mostly active in the RMG sector.
- Analyzed the similarity and challenges faced by RMG project compare to the work of other agencies with similar goal e.g. GIZ work in RMG sector that has similar goal.
- Assessed the quality of operational work planning, budgeting and risk management.
- Understood how RMGP is achieving Value for Money (Economy, Efficiency and Effectiveness) according to DFID guidelines and identify what opportunities exist for further improvements.
- Assessed how RMGP manages the project budget, rate of utilization of funds, forecasting.
- Assessed how RMGP leverage its resources with other projects under the larger umbrella of RMG programme.
- Assessed the ILO’s role in coordinating the RMG sector stakeholders and this includes coordination with key actors like Accord and Alliance.
- Assessed the practice of knowledge management and lessons dissemination and visibility effort on programme branding/
- Identified lessons learnt and suggest possible improvements.
- Formulated recommendations and guidance for implementation during the remaining period with a view to ensure maximum impact in terms of results.

Source: The TORs for the MTE.

### C. Clients of Evaluation

The evaluation serves multiple clients who are directly or indirectly involved in the RMG project design, funding, implementing and evaluating process. The recommendations coming out of the evaluation process require action by more or more agencies. Table 5 lists key clients of this evaluation.

**Table 5: Clients of Mid-Term Evaluation**

<b>Government Agencies</b>	<b>ILO Offices</b>
MOLE, DOL, DIFE, FSCD, MHPW, MENV, MWCA, RAJUK, CDA and other Municipal Authorities	ILO Bangladesh Country Office, ILO RMGP Management, ILO DWT-New Delhi and ILO Headquarters
<b>RMG Workers</b>	<b>Other Donors</b>
IBC, NCCWE, other trade unions active in RMG sector, Workers’ Participation Committees, RMG workers	Denmark, EU, France, Germany, Norway, Sweden, Switzerland United States, and other potential RMG donors
<b>Core Donors</b>	
Canada, Netherlands and UK	
<b>Manufacturing and Trade Bodies</b>	<b>Inter-Agency Bodies and Collaborators</b>
BEF, BGMEA, BKMEA, Independent RMG factories for domestic market , Other Private Sector Actors, including IFC	NTC, Accord, Alliance, BUET

Source: Project files; MNEV = Ministry for the Environment; MWCA = Ministry of Women and Children’s Affairs.

### III. EVALUATION METHODOLOGY

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#### A. Introduction

ILO's policy guidelines for results-based evaluation (2<sup>nd</sup> edition) 2012 provides the basic framework and the evaluation was carried out according to ILO standard policies and procedures. ILO adheres to the United Nations Evaluation Group (UNEG) norms and standards<sup>9</sup> on evaluation as well as to the OECD-DAC principles<sup>10</sup> and evaluation quality standards. The evaluators confirm that they do not have any conflict of interest in the project whatsoever and their assessments reflect established procedure and robust discussion held with different stakeholder groups.

#### B. Evaluation Framework

The TORs for evaluation contained detailed evaluation framework (Annex 1). The evaluation team adopted the framework with some adjustments where needed for clarity (Table 6) and pursued queries and data availability with the project staff and other stakeholders. The team internally discussed the operationalization of the framework and agreed on the protocol terms and procedures. With each interview or focus group discussion, the team used a set of guiding questions and applied snowball technique to probe deeper into pertinent issues. Both consultants took part in discussion with some exceptions particularly when some of the appointments took place separately for logistic reasons. The Evaluation Manager joined the evaluation team at the stakeholder workshop held in Dhaka.

Table 6. Evaluation Framework Adopted by the Evaluation

Evaluation Parameter	List of Questions/Queries
Relevance	<ul style="list-style-type: none"><li>• To what extent the project has continued its relevance? How has it been adaptive? How is the project responding to the needs/issues faced by the RMG sector?</li><li>• To what extent the project has addressed the need of the RMG workers and the victims of the RP? What have been primary areas of support?</li><li>• Did the initial assessment of the project include a gender analysis? If so, what were the key focus areas?</li><li>• To what extent the project has addressed the donors' priority in RMG sector?</li></ul>
Validity of Design	<p><b>Continued Validity of the Project Design</b></p> <ul style="list-style-type: none"><li>• Does the project design continue to be valid in addressing stakeholders' needs identified in the changing context?</li><li>• Does the revised logical framework continue to be valid at the time of evaluation? Does it need any modification in the second half of the project?</li><li>• Did the project design took into account the capacity of various project partners in the project's strategy and means of action?</li><li>• Did the project design adequately plan for an effective participation of government and social partners?</li><li>• Are RF and the M&amp;E plan clear and adequate? Are the suggested indicators realistic (SMART) and can these be tracked?</li><li>• Does the design identify risks and key assumption? Has the project has taken into account the situation in Bangladesh in mitigation strategy?</li><li>• Is the project strategy adapted to the identified needs and capacities of females and male beneficiaries?</li></ul>

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<sup>9</sup> <http://www.uneval.org/document/detail/21> and <http://www.uneval.org/document/detail/22>

<sup>10</sup> <http://www.oecd.org/dac/evaluation/dcdndep/35019650.pdf>

Effectiveness

### **Outputs and Outcomes**

- Are project outputs and outcome are on track (progressing sufficiently towards planned objectives)?
- How likely is it that the project will achieve its intended objectives upon completion?
- What are the main challenges, constraints, problems and areas in need requiring further attention?
- Has the project met its milestones set in the revised RF and monitoring plan? If not, what had been the issues?

### **Ownership**

- How have stakeholders been involved in project implementation?
- How effective the project has been in establishing national ownership?
- How effective ILO has been in coordinating the RMG sector stakeholders, including coordination with key actors like Accord and Alliance?
- How has the project engaged with the unions that are mostly active in the RMG sector?

### **Knowledge and Adaptability**

- How successful the project has been in knowledge management and disseminating lessons and visibility of RMG project branding?
- How has the project been responding to the changing situation of the country and/or of the constituents and partners' priorities, including political situation? What has been the outcome?
- How do project activities and outputs benefit women and men? Are these benefits different? If so in what ways?

Efficiency of Resource Used

### **Time and Cost Slippages**

- Has there been time slippages in implementing project activities? If yes, why?
- Has there been cost slippages in implementing project activities? If yes, why?
- What mechanisms are in place to mitigate both time and cost slippages?
- Can the project achieve stated outputs by December 2016?

### **Resource Allocation and Leveraging**

- How strategically resources (funds, human resources, time, expertise etc.) been deployed to achieve project objectives?
- Did the project allocate resources (funds, human resources, time, and expertise) strategically to achieve gender related objectives?
- How economically the various inputs been converted into outputs and results?
- To what extent the project has leveraged resources/collaborated with other projects targeting the RMG sector?
- Are there any constraints in achieving resource use efficiency during implementation? If so, what are these and how can these be mitigated?

### **Value for Money**

- Has the project delivered value for money? If so, in what ways? If not, why not?
- What progress the project has made in following up action in response to DFID's last annual review (AR) recommendation?
- How can the project deliver value for money? What needs to be done by whom and by when?

Effectiveness of Management Arrangements

### **Management and Technical Capacity**

- Are management structure and technical capacity sufficient/adequate to meet the complexity and challenges under the project?
- What else need to be done or can be done?
- What additional support is required, if any?



### **Institutional Support**

- Does the project receive adequate political, technical and administrative support from the ILO and its national implementing partners? If not why?
- How can these be improved?

### **Coordination**

- How effective is coordination among five projects under RMGP umbrella programme?
- What is the decision-making and problem-solving framework?
- Is there anything else that required in improving the coordination?

### **Monitoring Mechanism**

- How effective is the project monitoring arrangements?
- Are NTC, project advisory committee (PAC), PSC, and project coordination committee (PCC) effective? How frequently are they meeting? What else is required to improve their effectiveness?
- How effective is the donor management mechanism?

### **Project Management**

- How well does the project manage finances?
- Are budget forecasts, spending and reporting satisfactory?
- How effective is M&E system?
- Are gender related data collected?
- Are gender related results are monitored and reported?

Gender

- Does the project have a gender strategy?
- If so, are they different for men and women?
- How does the project engage women leaders?
- What actions the project, project partners, RMGP programme, and ILO have taken?
- Is there a system in place to monitor gender results and report on a regular basis?

Likely Impact

- How likely is that the project will achieve stated objectives in the short-, medium- and long-term?
- Which areas are likely to see maximum impact?
- What could be done to ensure continued impact in the future?

Likely Sustainability

- How likely is that the project outcomes will be sustained after 2016?
- What can be done to ensure future sustainability of the project outcomes and impact?

## **C. Approach**

The evaluation adopted a mixed method approach with a combination of desk review of available documents, focus group discussions and key informant interviews (qualitative method) and secondary data analysis available from the project office and project partners (quantitative method). The project Office provided access to basic documents related to the project via secure cloud access prior to the commencement of the fieldwork. The evaluation team undertook fieldwork from 10 to 21 August 2015 in Dhaka City and surrounding area. In all, the evaluation team held discussions with 30 groups/individuals directly associated with project design, implementation and monitoring (Annex 2). Annex 3 provides a list of persons met during the fieldwork.

The evaluation team interacted with the project staff for access to relevant reports and data. A roundtable meeting took place at project office where the team leaders of components 1, 2, 3 and 4 and communication team presented their progress and status update using PowerPoint® presentations on 19 August 2015. The BWB team briefed their status to the mission separately on 17 August 2015.

ILO-CO organized a stakeholder workshop on 20 August 2015 at a neutral venue. In all, 56 representatives from all stakeholder groups attended the workshop (Annex 4). The Country Director, ILO-CO gave his opening remarks to the workshop participants and the Evaluation Manager through a presentation explained the evaluation purpose, rationale, process and timeline for the evaluation. The MTE Team Leader introduced the evaluation, presented the emerging findings systematically in two parts – findings and evaluation assessment, and highlighted key emerging recommendations. After each set of presentation, the floor was open for questions and clarification or triangulation. The discussion was interactive as well as enriching and very useful. Participants helped to clarify some areas that needed triangulation. The feedback from the workshop confirmed that emerging findings, wherever could be identified, were on track. Table 7 provides a summary of evaluation approach adopted in MTE.

**Table 7. Evaluation Approach for Mid-Term Evaluation of the Project**

<b>Activity</b>	<b>Coverage</b>
The preparation of draft and final TORs for the evaluation	Prepared by the Evaluation Manager in close consultation with relevant stakeholders, including ILO Offices, ILO EVAL, donors, and the Government.
Document review	Available through ILO Dhaka secured cloud access which included performance and progress related to the project, including the initial project document, progress reports, the evaluability assessment report, revised RF, M&E plan, in-built project knowledge, and revised RF. Evaluation team received additional documentation, reports, and other outputs from concerned staff during the field work in Dhaka. Other reviewed documents comprised Bangladesh national development plan, Decent Work Country Programme (DWCP), Bangladesh.
Interview meetings with key project stakeholders	Individual or group meetings were held with senior staff at ILO Bangladesh Office, RMGP Office, BUET, BEF, BGMEA, BKMEA, MOLE, DIFE, DOL, FSCD, IBC, NCCWE, BEPZA, Alliance, Accord, GIZ, project donors (Canada, the Netherlands and UK), USDOL consultant, Action Aid Bangladesh, CSID, RAJUK, RPCC
Site Visits	A RMG factory recently signed up to work with Better Work Bangladesh  AAB contracted CSID Office  Two survivors from RP complex collapse (direct beneficiaries)  A focus group discussion with 8 RMG factory workers (direct beneficiaries)
A Stakeholders' Workshop, 20 August 2015 Dhaka	In all, 56 stakeholder representatives including donors and USDOL evaluation team attended the workshop at which the evaluation team shared evaluation approach, emerging findings based on document review and fieldwork and indicative recommendations for the project in the second half.
Post-Workshop Discussion	Evaluation team held discussion with the Evaluation Manager and RMG Programme Manager on 21 August 2015 in Dhaka and highlighted data and documentation gaps requiring support from the project staff.
Additional data collection, clarification and verification	The evaluation team reached out to project management and staff for additional documents, data and clarifications on 22 – 30 August 2015.
Preliminary Draft Report	The MTE Team Leader submitted the draft preliminary report to the Evaluation Manager on 31 August 2015.
Final Draft Report	The MTE Team Leader submitted draft report to the Evaluation Manager on 6 September 2015. The Evaluation manager circulated the draft to relevant stakeholders for review and comments (planned for 7 September 2015)
Finalization of Independent MTE Report.	The MTE Team Leader received consolidated comments from the Evaluation Manager and he incorporated suggestions and comments from relevant stakeholders and finalized the report and Evaluation Manager submitted the final report for quality assurance from ILO EVAL (5 October 2015)

## D. Limitations

The evaluation team experienced some limitations but it accomplished its tasks within the stipulated timeframe. Although the evaluation schedule was predetermined, the project management could have taken an additional week to put together a full set of documents for the evaluation. The documentation and data had to be submitted a number of times. Even the original project document was missing in the initial set of documents provided through RMG cloud access. The evaluation team recognized the sensitivity of some of the information and data and appreciated cooperation from the project staff, even if it took a bit more time respond to the requests. An additional week deferral in mobilizing the Team Leader would have helped. However, the team understands that there was a pressing need to mobilize evaluation at the request of one of the donors.

The evaluation team appreciated the full meeting and interview schedules prepared by the project office. However, since the schedule was pre-set with the stakeholders, evaluation team did not have room to create space for informal or formal visits to a sample of RMG factories. The evaluation would have further enriched understanding if there were an opportunity to talk to hard working people in the factories, including floor managers, supervisors and workers themselves. Due to complexity of the project, the evaluation largely relied on available data, information and discussions with various stakeholders. The team explored with the project management for additional factory visits even over the weekend, but this turned out to difficult. Despite this limitation, the team quickly developed understanding about the core the issues and continued with probing where relevant.

The evaluation team could not prepare an inception report due to a very tight fieldwork schedule. The Team Leader arrived in Dhaka on 9 August 2015 and commenced stakeholder interviews on the following day since the project office has scheduled most of the meetings in advance of Team Leader's arrival in the country. However, as a part of the consultant recruitment process, the Team Leader submitted full proposal to the Evaluation Manager in response of call for proposal from the shortlisted candidates. In addition, soon after his arrival and initial briefing from the project staff and ILO-CO Director, the evaluation team prepared a work plan and submitted to the Evaluation Manager. The Team Leader received the consent from the Evaluation Manager to proceed with the fieldwork and he kept the Evaluation Manager informed of the progress through daily updates.

## IV. EVALUATION FINDINGS

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### A. Relevance and Strategic Fit

The project is highly relevant and presents a good strategic fit for Bangladesh's RMG sector, which provides employment for 4-5 million people, representing around 80% women and primarily less educated workforce mostly coming from economically disadvantaged socioeconomic strata of the country. Fire incident in Tazreen Fashion Factory in 2012 and RP collapse in 2013 highlighted poor working conditions in RMG factories. The national and international press coverage of RP collapse became a major highlight thereby questioning commitment of overseas buyers including global brands to the improved working conditions in the factories.

After the tragic RP incident, the immediate concern was to address the plight of the RP victims and survivors and protection the livelihood of workers in the sector. The industry feared potential backlash in both backward and forward linkages, including disruptions in the supply chain and the potential tarnished reputation of RMG importers. The stakes were high at that time which called for a collective action from all concerned stakeholders. While commitments and interests emerged, since the factory level data including information on working conditions in the factories was not available planning industry's reversal became a difficult task.

A week after the RP collapse, ILO headquarters fielded a high-level mission to Dhaka. Based on ILO's core strength in decent work place and its experience in supporting countries in improving labour legislation and policy with an aim to create better working conditions, the organization within a short time period put together a project proposal comprising five components. Three of the five components aimed at improving working conditions in the RMG sector. The project design focused on the assessment of physical structure, fire and electrical safety along with a need for corrective action plan (CAP), remediation and follow up in component 1. It appropriately

recognized and addressed need for labour policy reforms including a better labour inspection regime (component 2) and occupational safety and health mechanism (component 3).

After the RP collapse, hundreds of individuals and groups came together and extended support in rescue and recovery operations but efforts lacked adequate coordination in rehabilitation of the RP victims and the survivors. The project design addressed the gap by making a provision for setting up Rana Plaza Coordination Cell (RPCC) under MOLE in local area (Savar). The component 4 focused on rehabilitation and creating a foundation for livelihood support to critically injured victims and survivors.

The RMG sector was too important for Bangladesh's economy given its critical role in providing employment opportunities and there was a need as well as an opportunity to creating favourable conditions for safeguarding and putting the industry on growth trajectory. Component 5 provided such an option under which the Government would create conducive environment by establishing BWB.

Overall, the evaluation finds that the project design was sound given the circumstances under which was developed with limited information. It brought together manufacturers, exporters, workers, trade unions, government and donors. The evaluability assessment undertaken in 2014 was timely and reflected ground reality. It was in line with the objectives and vision that agreed upon with key stakeholders. However, the evaluability assessment should have taken into account and strongly emphasized setting targets for number of factories preparing CAPs and follow through remediation including detailed engineering assessment and regularly reporting progress on remediation.

## **B. Achievement of Target Outputs and Outcomes**

The project set targets for outputs and outcomes for each of the components. Some are quantitative and others qualitative as presented in the RF. The major focus of the project has been in two specific areas – completing safety assessments (building, fire and electrical) and improving legislation. Progress tracking has also focused in these two areas. More so, the attention has gone into converting input into outputs. While RF contains the outcome statements, the project lacks their proper tracking and reporting.

Safety assessment of factories is a critical step (necessary condition) in ensuring safety of assets and working conditions. However, it is by no means suffices if corrective actions and remediation are not properly followed through in a time-bound manner (sufficiency condition). Data for factories under the National Initiative (NI) shows that as of 25 August 2015 the project planned to have 1,500 factories assessed,<sup>11</sup> of which 1,312 (87.5%) had preliminary assessment completed but only 10 factories have developed CAPs, only one has had detailed assessment done but none of the corrective plans are in progress.<sup>12</sup> In the assessment process, the project has encountered two specific challenges: (i) factories are not forthcoming for assessment and (ii) it has been difficult to locate many factories. These factors has partially influenced the project in lowering target for preliminary assessment from originally envisaged figure of 1,827 to 1,500 to be completed by 31 October 2015. The progress in the case of Accord and Alliance associated factories is better than NI, which largely reflects their direct access to factories based on buyers' leverage and better control over the implementation of preliminary assessment, followed by corrective action plans, and detailed engineering assessments.<sup>13</sup>

Progress is in the process of setting up a functional incident/complaint reporting system to be operational by 2016 is on track and if all goes well the system will be fully functional by the end of 2015. However, an analysis of

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<sup>11</sup> According to the project, PRODOC initially set 1,500, 1,200 and 500 factories for assessment under NI, Accord and Alliance, respectively. Later, while conducting the assessment and was trying to build a master list of the RMG factories combining membership list of BMGEA & BKMEA, the total number stood around 5,000 factories. After a comparison with list of factories already covered and planned under Accord & Alliance, it was determined that NI needs to cover 1827 factories. The revision of target made to 1827 based on the assumption that BGMEA & BKMEA listed factories are still active. However, it was difficult to locate several factories as some had changed businesses, relocated or closed. As a result, NI target was reverted to 1500.

<sup>12</sup> The achievement of preliminary assessment would be lower (71.8%) with the original target of 1,827 assessments planned.

<sup>13</sup> The number of assessments, CAPs and DEAs keeps on fluctuating. Data from different sources provide different numbers and hence the evaluation team could not arrive at reliable figures.

complaint registration and action taken for the period April to September 2015 will ensure that any required adjustments made prior to rolling out the system in full steam. The continued delay in the long awaited Labour Law Implementation Rules (LLIR) approval has constrained establishment of OSH committees in 300 factories as envisaged under the project.

On a brighter note, the Review Panel is functional. All but two cases (out of 112) have been resolved with 41 factories permitted to operate, 35 partially closed and 34 completely closed. Furthermore, there is a harmonized safety assessment standard developed and adopted by all three groups of factories (Accord, Alliance and NI). In addition, a remediation protocol is developed and NTC endorsed it on 23 December 2014. DIFE has established two taskforces led by its Inspector General that are expected to (i) oversee follow up process and (ii) vet private firms in conducting detailed engineering assessments (DEAs). The project has recruited a firm to conduct capacity needs analysis and capacity development plan for DIFE, FSCD and RAJUK. The evaluation also notes that the Government has set up a committee to harmonize conflicting provisions in Bangladesh National Building Code (BNBC) 2006 and Fire Act 2013. These are all good initiatives but need to yield results.

The project has a provision for establishing a medium-term improvement of labour inspection action plan by the end of the project period. This is yet to be established. A management workshop held on 22-23 June 2014 developed road map for labour inspection reform and led to setting up eight working committees for its implementation. These are: (i) standard operating procedures (SOPs), (ii) reporting, (iii) training, (iv) policy, (v) statistics and research, (vi) OSH, (vii) database, and (viii) monitoring and accountability. The working committees are yet to be fully functional. Labour Inspection Policy, Inspection Report, Training, and SOP have commenced their work while Database and OSH Committees are awaiting other committees' work for streamlining.

The Government inaugurated a RMG sector database in 2014 for uploading factory inspection related data. A planned quarterly summary on labour inspection in RMG export sector on DIFE website is yet to materialize. The project reports work in progress towards other deliverables such as labour inspection policy/strategy, labour inspection checklist, SOP, and diagnostics on data management. The project has invested into improving the mobility and capacity for labour inspectors, through the provision of motorcycles/scooters and training, respectively. The outcome from added investment needs assessment at periodic intervals by DIFE management. In addition, the project has supported training for 120 mid-level managers and workers in labour law offered by DIFE.

The OSH unit in DIFE is yet to be established. Preparations to prepare OSH kits and OSH manual is progressing, and 114 master trainers have conducted training at the factory level for factory supervisors and worker representatives. There is no binding constraints or haste on the part of RMG factories to rush and establish OSH committees because the Government is yet to approve the LLIR.

The project envisaged that at least 3,000 family members and/or injured survivors would seek information and linkages with service providers and receive access to livelihood support, including career, finance and counselling. The project reports that 4,123 survivors and family members of deceased are receiving services from Rana Plaza Coordination Cell (RPCC). Of the 4,123 individuals, 1,638 had received seed grant (After Award Services) and the rest are to follow in coming months. The evaluation team learned that RPCC is supposed to close at the end of 2015. There is still wide gap in information and some victims and survivors still may not receive support. Action Aid Bangladesh (AAB) claims that all victims and survivors have fully utilized institutional access to services. However, during the evaluation team's visit to Centre for Services and Information on Disability (CSID) office, one candidate was still trying to find out where to go for accessing help. Clearly, there may be other victims and survivors still not fully aware of information and support.

The project has supported skill and entrepreneurial training to 299 survivors. A systematic tracking of the beneficiaries has not commenced yet at the project level. The Government has developed the Disability and Social inclusion Guidelines expect its approval by the end of the year. However, its implementation and monitoring are still undeveloped.

Establishment of BWB is a welcome sign, which strives for voluntary compliance with national and international labour standards through advisory services. The progress has been slow (78 factories have signed up as against an

original target of 300 which was revised to 225. A large part of slow progress is attributable to pending approval of LLIR, which has led to delayed recruitment and training of BWB staff. So far, only BWB has completed eight compliance reports against a revised target of 225.

Annex 5 summarizes targets and achievement at the time of evaluation reported by project's technical staff. Data shows that although with considerable delays the project will achieve the target for preliminary assessment by October 2015. According to the project staff, shortfalls in achievements are largely associated four primary reasons, some of which were beyond project's control:

- (i) Delay in recruitment of staff; the Programme Manager/CTA joined only in July 2014 and some of the recruitments were declared unsuccessful;
- (ii) Delay in the approval of LLIR, not yet approved by the government as of 25 August 2015 and this has had adverse impact on several areas including delay in initiating OSH (component 3) and BWB (component 5) activities; and
- (iii) Political unrest and *hartals* at various times which limited the movement of inspectors and slowed down assessment process; and
- (iv) Fewer staff and continues weak capacity in implementing agencies.

### **C. Direction of Progress towards Targeted Impacts**

The evaluation acknowledges that the progress in project implementation has been slower than expected for the reasons discussed earlier. Implementation of activities picked up in late 2014 and the first half of 2015. As stated earlier, the preliminary factories and buildings' structural safety assessment targets as envisaged the project will achieve the target well before the end of the project period. With the approval and release of LLIR, activities under labour inspection, OSH and BWB components are all likely to pick up. However, the second half of the project needs to stay focused on achieving quality of outputs and service delivery instead of meeting quantitative targets.

The participation of private sector represented by TUV-SUD and VEC in the assessment of RMG factory building, electrical and fire safety has been helpful towards achieving the envisaged targets. The major challenge lies ahead as stated earlier in ensuring garment factories covered by NI which comprise nearly half of the export-oriented RMG factories assessment to be ready for developing corrective action plans and implementing the remediation action plans without much delay. Working conditions in these RMG sector may not be meaningfully better without accomplishing these necessary pre-condition. On the other hand, factories tied to Accord and Alliance are likely to become safer because needed corrective action plans and implementation of action plans including DEA would have been progressed sufficiently if the current pace were to continue. The evaluation foresees that the envisaged targeted positive impacts will be greater in Accord and Alliance factories compared to those with NI.

Most of the factories that have signed up with BWB also belong to the Accord and Alliance group of factories. These factories by implication along with release of LLIR would also generate positive impact but far less in magnitude than originally envisaged. There are several unknown factors. The most critical issue is for the factories to be able to internalize compliance costs from the second year. At present, it does not cost them anything to join BWB (all costs are borne by the buyers and the project). At the end of 11 months, BWB will have to demonstrate less red tape, lower transaction costs and win-win conditions for both employers and workers. It is safe to assume that targeted impacts are likely to emerge but not fully achieved.

The project has demonstrated cases where RP victims and survivors are trying to come out of tragedy and sufferings by reengaging themselves in income generating activities. Many of them are getting institutional support wherever possible. About 300 beneficiaries have received some kind of training from Action Aid Bangladesh (AAB) and its affiliate CSID. Actual status of 264 appears in Table 7. Nearly three-fourths of the beneficiaries were females and 41% received one of the four kinds of skill development training. On the surface, the volume of sale and marketing margin (difference in purchasing and selling prices) indicated good returns on investment for the two sample beneficiaries. The project cannot generalize this observation because details on employment status of all beneficiaries not fully assessed. There is, however, good recognition for the victims' support programme in the local community.

Table 7. Status of Rana Plaza Survivors under Project Support (2015)

Employment Status	No. and Percent		Type of Skill Training	No. and Percent	
	No.	Percent		No.	Percent
Wage Earners	80	30.3	Small Business & Enterprise Development	51	47.2
Unemployed	72	27.3	Dress making & Tailoring	36	33.3
Unknown	9	3.4	Batik	3	2.8
Self-Employed	103	39.0	Vocational & Technical Skills	18	16.7
Total	Female 74%; Male 26% (n=264)		Total	N=108 (41%)	

Source: AAB report to the project.

AAB argued that that under project they offered skill development training based on training need analysis, there was no evidence to support. For example, one of the beneficiaries the team interviewed had already opened up a local grocery store months before taking up an entrepreneurship training. Apparently, at least three other similar stores were visible in the close proximity. It would have been helpful if information on type of self-employment as well as the nature of wage earners were available. There has not been any direct impact assessment of the support. The transitional arrangement for the panned closer of RPCC is not yet established.

Overall, at the end of 2016, project will have created improved enabling environment for improved working conditions in RMG sector. This assertion assumes stable political and macroeconomic conditions in Bangladesh. More work is required to sustain the project benefits.

## D. Management System

The project is part of an umbrella ILO RMG programme comprising five different projects. A Programme Manager/CTA who is also responsible for overall coordination and stakeholder engagement role across all five projects with an aim to create synergies across the five projects and efficient use of programme resources heads the project. He reports to the ILO-CO Country Director. At present, in addition to the Programme Manager, 14 staff are on board as presented in (Table 8). Another five positions are at different stages of recruitment and planned for on board within 2015.

Table 8: Staffing Positions at the Project Office

Position	Position
Programme Manager/CTA (1),	Training Officer (1)*
Workers' Education Expert (1)	National Communication Officer (1)
Labour Inspection Specialist (1)*	Finance Officer (1)
Junior Professional Officer (1)	Administrative Officer/Contract Management (1)*
Senior Communication Officer (1)	Administrative Assistant (1)
Programme Officer (2)	Procurement Assistant (1)*, Secretary (4), Driver (2), National Building Safety Officer (1)*
National Monitoring & Reporting Officer (1)	

Note: \* denotes recruitment under process; all other positions occupied as of August 2015.

The project also draws expertise from the US Department of Labor (USDOL) Project on Fire Safety (Fire Safety Expert), Fundamental Principles of the Rights of Workers (FPRW), CEO/Skills and BWB programme. The CTA for BWB reports to Better Work Global Office/IFC. The evaluation team notes that the project design envisaged a provision of Safety and Labour Inspection Expert but this position has remained vacant for a long time. Dhaka has been cited as a difficult duty station to attract international staff and hence the reported delay. Finally, a Labour Inspection Expert will join the project in the fourth quarter of 2015.

Given the complexity of the project and breadth of stakeholders' involvement, evaluation finds that project needs additional staff in ensuring efficient project management as well as implementing project activities. For example, the Programme Manager requires a deputy to ensure smooth operation of project activities. Project management needs to move up one-step, and it needs to emphasize the delivering outputs and achieve outcomes. This is certainly going to require additional resources. Furthermore, while five projects are under RMG umbrella, they are managed and by their respective leaders. The Programme Manager for the project does not have control over other project's management and resources, leaving him with largely the coordination role.

The PSC chaired by the MOLE Secretary met only once so far on 25 May 2015 but the meeting minutes are not available. Hence, its effectiveness appears weak. An influential group at the political level known as "3+5+1" comprising the secretaries of MOLE, Ministry of Commerce and Ministry of Foreign Affairs; five resident ambassadors of Canada, the Netherlands, United Kingdom, United States and one more European ambassador (on a rotational basis); and ILO play more critical role in raising issue with the Government at higher level. This group meets periodically to review progress and suggests needed actions at the political level. Aside from the 3+5+1 Group, the three core donors supporting the project (Canada, the Netherlands and UK) meet more frequently (4 times so far in 2015 alone) and continue to monitor progress and provide guidance to the project management team. The PCC chaired by the MOLE Secretary met only once on 3 December 2014 reviewed financial progress agreed to develop remediation protocol and agreed to engage private firms to complete the RGM factories' safety assessment process.

The Secretary, MOLE also chairs a NTC for "National Tripartite Plan of Action on Fire Safety and Structural Integrity in the RMG Sector in Bangladesh." The Committee reviews the progress on the decisions of past meetings. This committee has been active and has met 10 times during the first half of the project with emphasis on regular review progress and guidance for the implementation of safety related project activities. Evaluation finds that the Committee has been active and taken required steps to improve project performance. Most recently, NTC met on 11 August 2015 took a series of important decisions, including approval of shortlisting of 13 engineering firms to undertake DEAs, recommended efforts to find resources for remediation, reviewed capacity building and training activities, and agreed to invite TUV-SUD and VEC to NTC meetings. The meeting also drew attention of BGMEA and BKMEA to facilitate safety assessments, completion of preliminary assessment using project funds by 31 October 2015, mechanism to support and validate corrective action plans, and streamlining communication between assessors and the RMG factories. Given the mandate of NTC's focus has been on ensuring safety in RMG factories.

Evaluation appreciates the enthusiasm demonstrated by NTC. However, there are other issues outside the purview of NTC, which require regular meeting of PCC and proactively manage existing and emerging challenges. These include workers' education, gender issues including workplace safety of female workers, indoor (air quality and lighting) and outdoor (effluent disposal) environmental concerns, and constructive engagement of workers in RMG sector. The commitment of RAJUK, a capital development authority, appears lukewarm and theirs along with other municipal authorities' role is critical in ensuring improved working conditions in RMG factories from building structure safety point of view. Evaluation team learned that many factories located in Dhaka's residential areas are moving outside Dhaka City and hence it is very important for the project management to remain engaged with relevant municipal authorities and ensure their representation in PCC and NTC.



## E. Results Framework, Indicators, Targets and Monitoring and Evaluation Practices

The project's development objective is to ensure that the RMG industry is safe and compliant and an immediate objective is that the RMG workers and employers are aware of their rights and responsibilities with regard to OSH, labour inspection and building, fire and electrical safety. At the end of project completion, the project envisaged two outcomes: (i) regulatory Institutions implementing relevant inspections in accordance with national legislation and in line with international labour standards and (ii) employers and worker organizations effectively supporting compliance through social dialogue and sound industrial relations.

The project has adopted an extensive and complex result framework (RF) (19 pages). It has two parts – technical and management. The technical part has five sections – one each for the component and the management part includes coordination, administrative, financial and reporting sections. It has gone through at least three reiteration and incorporated donors' comments/feedback.<sup>14</sup> Annex 5 contains a summary of outcomes and outputs expected from the project.

The evaluation finds that RF it is a good reference document but at the same time it is too long and difficult to follow and track. It would have been better to develop an implementation plan separately for each component with the provision to specify respective baseline, target and track progress at pre-set periodic intervals. It is understandable that at the time of project design, it was not practical to gather all baseline data. However, more than two years on efforts should have gone into specifying all proxy baseline values for tracking, follow up and reporting.<sup>15</sup> Likewise, data sources required updating to reflect practicality in data collection.

The project team needs to review indicators under each component at the outcome and output levels and ensure that they are SMART indicators.<sup>16</sup> For example, with respect to safety, not only awareness is important but also attitude and practice are equally important. Without implementing required corrective measures, awareness will not deliver results. The project could have used knowledge, attitude and practice (KAP) surveys for this purpose.<sup>17</sup> At the end of the day, RF supported by result based component and individual work plan should have facilitated access to management system information comprising not only technical but also financial and administrative data.

The project has gone into an extensive length in preparing M&E plan.<sup>18</sup> It is an outcome of a wider consultation and feedback and incorporates a theory of change, good practices and ILO's M&E standards. It contains adequate information and definitions for non-M&E person to follow through. The research area (2) and two evaluation studies (p. 36-37, M&E Plan) are good starting topics awaiting initiation. More collective thinking is required in terms of how development effectiveness can be assessed at the end of the project or shortly afterward. This exercise will provide pertinent additional topics for evaluation. Evaluation can be self-evaluation.

A logical framework is an integral part of M&E Plan. It is supposed to guide the preparation of RF. A review of the framework presented in the M&E Plan suggests that it is detailed (14 pages). Like the RF, it is a good reference material. However, the interest is more on looking at the achievement of project objectives and outcomes. It falls into two parts: (i) for the project as a whole and (ii) component wise (one page per component). It also requires a review of sources of data and means of verification. Wherever possible, the framework should use best reliable sources. A revisit to the logical framework is required along with the result framework. These should be complementary but not duplication of efforts.

The four DWCP outcomes are clear and the project needs to track progress and report achievements at a regular interval. These are (i) working conditions improved, (ii) capacities of labour administration and institutions

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<sup>14</sup> The latest version was dated 30 July 2015.

<sup>15</sup> At the request of the evaluation team, project component leaders prepared a status update, which took considerable amount of time.

<sup>16</sup> SMART stands for specific, measureable, attainable, relevant and time-bound or trackable.

<sup>17</sup> Knowledge, attitude and practice (KAP).

<sup>18</sup> The evaluation team received the fourth version of the M&E Plan dated 10 March 2015.

improved, (iii) improved capacity of employers contributing to effective DWCP implementation, and (iv) improved capacity of workers contributing to DWCP implementation. However, this will require a good M&E system supported by a robust data collection and data management system.

In essence, the review of RF, logical framework, key indicators, and M&E plan suggests that the efforts need to be divided into two parts: (i) management information system (MIS) for regular monitoring and (ii) M&E system which would focus more on monitoring key indicators for reporting outcomes and potentially impact at periodic intervals. At present, the system lacks clarity, which may be a reflection of limited staffing in project team.

## F. Engagement with RMG Workers and Unions

The project has engaged two workers' organizations<sup>19</sup>: (i) the National Coordination Committee for Workers' Education (NCCWE) and (ii) IndustriALL Bangladesh Council (IBC). NCCWE is a united platform of 13 major national trade union federations in Bangladesh.<sup>20</sup> IBC, on the other hand, is a platform of 22 federations and has a strong presence in the RMG sector.<sup>21</sup> The evaluation team notes that 4-5 federations within each of the two organizations are active in RMG sector implying less than 10 workers' federations are active in the sector. Both groups agree that in the aftermath of RP collapse, working conditions in RMG sector has improved. However, they also reiterate that conditions are far from what is satisfactory. The reality is that less than 2% of RMG workers belong to trade unions. Apparently, there is little support to increase membership in the trade unions primarily because the unions have traditional perspective and have not changed in the globalization context. One key informant stated that unions are only concerned about their rights but not their responsibilities.

Most of the factories have either no union or are operating under a much broader industrial relation framework where factories and workers constitute workers participation committees based on committee members are decided by respective factory management. This gives little say in raising workers' genuine issues. While there is formal support for freedom of association in RMG factories at the BGMEA and BKMEA level, factory owners are nervous of such provisions and reluctant to let it happen. This would imply that freedom of association and collective bargaining are weak in most factories. It is noteworthy that there are RMG factories in export processing zone but the project under subject evaluation has no substantial activity with Bangladesh Export Processing Zone Authority (BEPZA).<sup>22</sup> Ground reality suggests that it would take much longer time to see any significant improvements in workers-management relations, until and unless workers organizations reform themselves and become receptive to constructive dialogue. ILO country office would be in a better position to facilitate the dialogue when opportunity arises.

## G. Other Donor Programmes

Table 1 in Section I outlined a list of donors participating in RMG umbrella programme implemented and managed by ILO Bangladesh Country Office. There are other development partners active in improving working conditions in RMG sector. For example, GIZ through its office in Bangladesh complements ILO project activities in different area under its Promotion of Environmental and Social Standards in Industry project. They work closely with the MOLE, Ministry of Environment (MENV), and Ministry of Women and Children's Affairs (MWCA). They have contributed towards strengthening capacity of DIFE and FSCD together with ILO RMG project.

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<sup>19</sup> ILO, with guidance and support from its Bureau for Workers' Activities (ACTRAV), works closely with workers' organizations in Bangladesh to reach its goal of providing Decent Work for all  
<http://www.ilo.org/dhaka/areasofwork/workers-and-employers-organizations/lang-en/index.htm>.

<sup>20</sup> The NCCWE is affiliated with International Trade Union Confederation (ITUC), World Federation of Trade Unions (WFTU) and global union federations of the International Transport Workers Federation (ITF).

<sup>21</sup> IBC is affiliated with IndustriALL Council global union.

<sup>22</sup> It is understood that under the broader RMG umbrella there have been meetings between the project and BEPZA and engagement with them in relation to the freedom of association and workplace cooperation projects. The conciliators received training in 2013 and there is now a discussion to do new training activities with them through the new social dialogue initiatives. BEPZA does not fall under the 2006 Labour Law but under its own regulations that are currently under review. The OSH and fire safety related legal review (synchronization of Labour Law and Fire Protection related laws) and development of capacity building materials by the RMG project will be useful for the factories in BEPZA as well in the future.

Specific contributions include training 234 labour inspectors over 4 days modularized programme, availing 20 motorcycles for labour inspectors (complementing ILO RMG project's 95 motorcycles) and 32 laptops. GIZ has also helped in setting up labour hotlines in Ashulia along with the provision of furniture. In coordination with the ILO RMG programme. They also work with the MENV in addressing environmental issues, including operations of effluent treatment plants. With MWCA, GIZ's engagement is in the area of inclusive skill development, including disability issues. GIZ also works directly with BGMEA and BKMEA with advisory services and training in compliance issues. They also support four NGOs engaged in women workers' education. Evaluation team understands that there are other initiatives in RMG sector supported by other donors.

## H. Quality of Work Planning, Budgeting and Risk Management

The Programme Manager leads the annual work plan exercise in consultation with ILO-CO and respective component leaders. Work plan tend to be by component and progress on each item gets quarterly review by the project management. According to the project staff, work plan preparation is participatory in nature and individual component leader prepares his/her draft work plan and budget following required consultations with their respective implementation partners under the guidance of the Programme Manager. Staff share individual component work programme around the table, discuss and finalize the overall work programme. Respective component leaders are fully aware of their budget and have flexibility to adjust in consultation with the Programme Manager.

The component managers receive monthly expenditure status sheets for management of finances and delivery. The project conducts overall finance planning and budgeting sessions three times a year and as needed (January, August and November) to re-phase budgets and allocate according to needs. The project manages contracting based on procurement plans and procures goods and services valued over \$30,000 through international bidding in consultation with ILO GVA. The ILO-CO procurement committee reviews all procurement contract between USD\$5,000-\$30,000. The project management team reviews contract status and progress on weekly Monday meetings and monitors contract payments using contract tracking sheets. Since the project is small with only 15 staff on board at present, it does not require extensive effort. The evaluation finds the work planning process satisfactory.

The ILO Risk Registry provides risk associated with project implementation and corresponding mitigation measures. While the safety assessments in NI factories have progressed rapidly in recent months, risk associated with building collapse and fires particularly from electrical faults remain high. Not much progress has occurred in preparing corrective action plans and remediation work for NI factories. As a result, risk of casualties, loss of properties and loss of jobs remains high at present. This has underlying implication to ILO's reputation and exposure to possible claims for compensation.<sup>23</sup> The April 2015 Risk Registry update raised concern about the possible shortcomings in relation to depth of information in the assessment reports.

The evaluation understands that the project is putting extra effort in addressing these shortcomings through follow up of the factories in question. The project is considering an overall validation of the quality control process to confirm the operating practices in relation to the assessment and to ensure that manageable risks mitigation measures are in place. It is also understood that in order to protect ILO's reputation, a communication strategy has been adopted to communicate with workers' and employers' organizations, the Government, national and international media, brands, retailers and civil society organizations emphasizing ILO's facilitation and funding role rather than assessment role.

The project also assures that the implementation partners have established a complaints mechanism and all implementing partners are aware of ILO's zero tolerance policy with respect to corruption and whistle-blowing channel toward the national tripartite committee remains open. The project continues to organize capacity building training for inspectors and workers representatives. The analysis suggests that greatest risk associated

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<sup>23</sup> Based on an extract from the ILO Risk Registry on 23 August 2015 for the MTE.

with workplace safety continue to remain and will pose challenge until all factories are fully assessed and corrective action plans are implemented.

With respect to other factors concerning improvement in working condition in the RMG sector, risk associated with worker-management rift would continue until amicable solutions materialize with the approval of LLIR. Without the release of approved LLIR, risk would remain high that targets for components 3 and 5 (OSH and BWB) will have wide shortfalls. Aside from the above factors, significant safety risks remain as a large number of RMG factories cannot be located even for assessment. A big drop in BGMEA and BKMEA membership in the last two years supports this assertion.

DFID's SNAP-B Risks Assessment of 11 March 2015 noted low to medium risk associated with delays in completing preliminary building safety assessments due to limited access to factories, limited ability to provide enterprise level services, and deteriorating security situation; and low risk in BWB delivery, and fiduciary risk. Suggested mitigation measures are reasonable. With prolonged strikes or deteriorating security situation over next few months will certainly push delays in other planned activities.

External to the project, the RMG sector also faces additional risks, which would have significant adverse impact on working conditions in RMG sector. In June 2015, BMI Research noted that Bangladesh's RMG industry will be hard-hit as the business environment in the country continues to worsen amid escalating political turmoil and rising operational risks. It argued that while Bangladesh retains some long-term advantages over its rivals, short-term economic and export growth will continue to face significant headwinds.<sup>24</sup>

In early 2015, Morgan Stanley reported that on average employee turnover in RMG sector is around 10% per month (peaking post-festival as high as 30%). This risk could be minimized to around 2% per month with better working conditions such as on-site medical center, child care facility subsidized lunches, transport to and from work and holiday pay.<sup>25</sup> The same report also states that the RMG sector faces environmental, social and governance (ESG) risks. According to the report, some factories (the number is not known) use unauthorized subcontractors (without the brands' knowledge) to complete orders on time. Production delays, fluctuating orders, and low pricing may have been the catalysing factors for this. Such unauthorized subcontractors are more likely to be operating from building not intended for industrial use and will not have been assessed according to the retailers' code of conduct on issues such as child labour, workers' rights, health and safety, and environment.

Environmental concerns are largely associated with the factories using dyes exerting excessive demand on water supply and polluting the environment. The evaluation team understands that a number of such factories have effluent treatment plants and thus take care of the problem. However, no specific evidence exists to overrule this scepticism.

## **I. Leveraging Resources and Value for Money**

The project, by its design, envisaged synergies with other ILO projects under RMG umbrella programme. At present, besides three major donors (Canada, the Netherlands and UK), nine other countries (US, France, Denmark, EU, Switzerland, Norway, Sweden and Bangladesh) are participating in the RMG programme. The RMG programme provides an avenue for both small and big donors and development partners to pool resources together. The three major donors alone contribute 76% of the funds and hence they have a major say in the programme and more specifically in the project under evaluation.

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<sup>24</sup> <http://store.bmiresearch.com/bangladesh-country-risk-report.html>

<sup>25</sup> [http://www.morganstanley.com/sustainableinvesting/pdf/Bangladesh\\_Garments\\_Industry\\_Exec\\_Summary.pdf](http://www.morganstanley.com/sustainableinvesting/pdf/Bangladesh_Garments_Industry_Exec_Summary.pdf)

The umbrella RMG programme has four other projects: (i) Fundamental Principles of Rights of Workers (FPRW), (ii) Fire Safety, (iii) skills development, and (iv) BWB programme. As envisaged, all five projects complement each other and provide a critical mass in terms of both finance and expertise. The 2014 annual evaluation of DFID confirmed that the programme was a good value for money. The evaluation reconfirms DFID review findings based on economy, efficiency and effectiveness.

**Economy:** The timing of project design was critical and donors as well as national stakeholders had to respond as soon as possible following the RP collapse. Canada, Netherlands and UK responded quickly and favourably to the ILO proposal because it addressed short-, medium- and long-term needs of the sectors and the workers in particular. In the short-term, it aimed to provide immediate needs (support for RP victims and survivors) and establishing building, fire and electrical safety assessments of RMG factories. In the medium-term, the project aimed to continue to build business environment for the RMG sector to re-establish and flourish. In the long-term, it aimed for a sustainable solution to keep the RMG sector on growth path supported by instituting enabling environment through the establishment of BWB programme.

The packaging of the programme brought together all relevant stakeholders comprising workers' and employers' organizations (IBC, NCCWE, BKMEA, BGMEA and BEF), government agencies responsible for safety and inspections (MOLE, DIFE, DOL, FSCD and RAJUK) and donors as well as a reputed academic institution (BUET), RP victims and civil society organizations. The project design promoted a platform for constructive dialogue among all stakeholders for improving working conditions in RMG industry. A single project design prepared by ILO reduced transaction costs on the part of all stakeholders. By design, ILO stood as a neutral agency to front up the RMG sector challenge. This also meant an early establishment of project office and staff mobilization to implement the project. The project provided an avenue to channel funds for the project through a credible organization without getting involved in separate project development process. From the design point of view, the project was a win-win proposition and hence it was economical.

**Efficiency:** The project is reasonably large for a technical cooperation grant and thus ILO could procure major safety assessment equipment efficiently procured from the market. ILO was in a better position to negotiate with the Government and influence government actions in establishing RPCC, amending legal provisions to promote improved working conditions in RMG sector. The linkages with other projects under the umbrella RMG programme meant efficient mobilization of by ILO resources for cross-purposes. For example, deployment of Fire Safety Expert (funded by USDOL) and FPRW Coordinator to this project was not a problem. Likewise, the BWB CTA although reports to ILO/IFC Global Better Work Programme, he serves as a primary member of the RMG project team.

The NTC chaired by MOLE Secretary has played an important role in bringing together all stakeholders in ensuring that export-oriented factories go through initial three part preliminary assessment (building, fire and electrical). It has cut down in transaction cost in terms of meeting with different group of people separately. The unified approach also has contributed to a common agreed assessment standard followed by factories under NI, Accord or Alliance jurisdiction. With the approval of DEA framework, the project expects rapid progress in the initiation and possibly implementation of CAPs. This move will contribute towards ensuring safety in Bangladesh's RMG factories. NTC has met 10 times so far and has taken key decisions. The NTC meeting takes decisions, follows up on the implementation of decisions and reviews progress at the subsequent meetings.

A consolidated bulk procurement and contact management have helped to keep the unit cost under control and quicker procurement and delivery of equipment and services. Since the safety assessments by BUET was moving slow, project engaged two private firms supported by quality assurance from ARUP. This decision led to significant increase in the number of factories assessed. The private sector engagement for assessment is at a competitive price and without the hassle of additional equipment procurement. An average cost of assessment has been around in the range of \$4,000 to \$4,500, which is much lower than average cost incurred for instance under

Accord.<sup>26</sup> NTC has approved 13 private engineering firms for DEA of RMG factories. The factories will be required to seek services from one of the 13 firms so that quality assurance remains credible.

While it is difficult to put monetary value, significant cost saving is expected in terms of lower transaction costs for all parties concerned, including donors, manufacturers and exporters, workers' organizations. Cost of per dollar aid delivery would be significantly lower under the project compared to donors formulating and implementing projects separately. As pointed out in DFID's 2014 AR, adoption of a joint programming approach and funding for a common programmatic framework and management structure has provided an efficient platform for efficient delivery. Although the implementation progress has been slower than expected largely due to external factors, evaluation concludes that the project has efficient delivery under the given circumstances.

**Effectiveness:** The umbrella RMG programme encompassing five projects implemented by ILO-CO has proven to be effective in avoiding duplication of efforts and resources and activities carried under one ILO RMG brand. This has certain advantages with the unified approach based on common understanding and it has strengthened close cooperation among the three major donors as well as with the other countries involved in supporting the programme. Since the three major donors also belong to the "3+5+1" group, they are able to exert strong political influence at the highest level with the Government.

The project has been effective in reaching out to the target groups through a consistent approach. This includes support to RP victims and survivors. The work of RPCC has been effective in avoiding duplication of benefits and facilitating institutional linkages for the affected people. The project has been able to engage AAB for imparting skill development training to the interested RP survivors.

All technical issues related to RMG safety (building, fire and electrical) are dealt in one go at NTC meetings with appropriate agreed decisions taken and followed up. NTC has met 10 times and remained actively engaged with workers and employers' organizations as well as those carrying out assessments and quality assurance group. MOLE's significant support for organizational strengthening of DIFE and ensuring continued higher budgetary allocation over last two years by the Government shows national commitments to ensure safety in RMG factories. Manufacturers and exporters have taken serious note that business as usual is no longer an option and need to improve working conditions by adopting measurable steps. ILO has remained actively engaged with the Government in getting Labour Law amended in 2013 and pursuing approval of Implementation Rules.

The programmatic approach in RMG sector has also enable ILO-CO to mobilize expertise and resources where needed with donors' approval. As stated earlier, the mobilization of Fire Safety Expert from US DOL project to Improving Working Conditions in RMG Sector is a case in point. Similarly, the programme is ensuring delivering capacity building training drawing expertise from the Fundamental Principles and Rights at Work project.

All three major donors supporting the project have resident offices in Dhaka, which has enabled them to closely monitor progress and discuss issues in their regular meetings as well as during informal chats. The project has been able to leverage administrative and financial management system support from ILO -CO. Overall, the project has so far proved effective.

In summary, the project has been a good value for money and cost-effective, both for the donors and other RMG partners. There are areas that require additional support in order to extend good value for money further. This includes strengthening RMG project management through the provision of additional technical, administrative, and financial management staff. Currently, the project is in the process of recruiting five additional staff.

The project effectiveness will improve by extending the mandate of NTC to cover social development and environmental issues and or reactivating and reconvening PCC at a regular interval (at least every 6 month). The performance of the Capital Development Authority RAJUK has been less than satisfactory. Nevertheless, theirs' as well as other municipalities' role is critical in ensuring RMG buildings' structural safety. Efficiency gains can be

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<sup>26</sup>As per the 2014 DFID AR report, the average cost per factory safety assessment is around \$10,000. However, the rigour of assessment under Accord and Alliance is higher than the NI factories. Nevertheless, in principle all three parties use a common harmonized set of assessment matrix.

achieved in adopting “one stop” approval for new factories as well as for safety assessment, remediation and follow up. The Government has to own this approach to ensure implementation. Furthermore, the project can maximize value for money further by strengthening technical and managerial capacity of fire, labour and building inspectors. The mandate needs to go beyond finding faults and penalizing for non-compliance and extend their services to providing cost-effective solutions and their implementation.

## J. Financial Management

The project has a satisfactory financial management system. Project reviews budget and expenditure and uses it to review progress in activities planned. Due to start-up delays and late fielding of the Programme Manager, the rate of fund utilization has been very low (36% up to August 2015). However, based on projections, the project envisages full utilization of the available funds by December 2016. Table 9 summarizes current financial position and budget forecasts.

**Table 9. Budget Allocation, Utilization and Forecasts (2013-2016)**

Component	Total Allocation (\$)	Utilization as of August 2015		Forecast		Utilization Forecast, 31 Dec 2016 (%)
		Amount (\$)	Percent of Allocation	Rest of 2015 (\$)	2016 (\$)	
Safety Assessment	10,882,462	5,892,611	54.1	4,504,842	485,010	100
Labour Inspection	8,464,870	2,095,930	24.8	2,553,233	3,815,708	100
OSH	4,351,952	1,196,835	27.5	881,155	2,273,962	100
RP Survivors & Victims	827,120	395,310	47.8	340,124	91,686	100
Better Work Bangladesh	4,350,396	904,293	20.8	800,090	2,646,013	100
Programme Coordination	2,537,906	836,298	33.0	457,258	1,244,350	100
<b>Total</b>	<b>31,414,706</b>	<b>11,321,276</b>	<b>36.0</b>	<b>9,536,702</b>	<b>10,556,728</b>	<b>100</b>

Source: RMGP, August 2015.

With the current low absorptive capacity, the fund utilization over next 16 months appears over ambitious. ILO-CO may have to reassess absorptive capacity for full utilization of funds and enter into dialogue with the donors for reallocation or time extension. Disbursements for the sake of meeting project’s pre-set quantitative targets, is not desirable unless quality of services improved.

## K. ILO’s Coordination Role

ILO has played and continue to play both a critical and a very important coordination role with a diverse group of stakeholder. It is a trusted and neutral partner for all interest groups based on its performance in the country. It has demonstrated comparative advantage in addressing the occupational safety and health, social dialogue and industrial relations through years of experience generated by policies and programmes.

All stakeholders met by the evaluation team unanimously expressed their highest degree of appreciation for ILO’s involvement and work in RMG sector. It serves as a conduit to labour policy reforms and promotes social dialogue among diverse stakeholder groups. ILO has played a catalytic role in strengthening social dialogue, including

supporting the amendment of Labour Act in 2013 and persistent follow up for the approval of Labour Implementation Rules. It has been successful in bringing together employers, workers and government agencies together. ILO-CO Country Director chairs Accord's steering committee and draws useful experiences from both Accord and Alliance engagement in RMG factories' safety assessments and actively promotes linkages with the industry and worker organizations.

The project team and ILO-CO staff participate in NTC meetings on a regular basis and maintain good professional relationships with different stakeholders. They devote their efforts in exerting influence in promoting actions in ensuring better working conditions in the RMG sector. The ILO-CO Country Director for Bangladesh is also a member of the powerful 3+5+1 group, which exerts influence on the Government among other things on improving working conditions in the RMG sector. The ILO RMG Programme serves as a mechanism to initiate different projects in consultation with the Government and donors.

Going forward, ILO's role in Bangladesh's RMG sector will continue to remain important given its strategic and operational strength. More specifically, it will have to play active role in (i) ensuring DIFE is fully functional and meets expectations of international community, (ii) labour inspectors are neutral agents while working with workers' groups and RMG factories' management teams. The challenge is to transform regulators and government agencies in their approach from strictly regulator (finding faults and punishing) to collaborative players tasked with constructively working with both workers' representations and factories' management. The coordination role will have to focus on improving quality. Morgan Stanley's assessment (footnote 25) shows that improving working conditions does not necessary add cost on manufacturers and exporters and hence with a bit of persuasion there is no reason that the employers would not be active partners in creating a safe and compliant RMG sector, which is the project's developmental objective.

## L. Communication, Lessons, Knowledge Management and Branding

**Communication:** The project's communication activities take place at the programme level and focus on (i) external communication and (ii) advocacy and outreach. The external communication includes press releases, events (training, RP anniversary, workshops etc.), results/progress publications, videos, responding to enquiries, keeping website updates, putting out newsletter, and good database. The advocacy and outreach activities involve supporting the programming through the OSH campaign and rights-based info campaigns. The communication staff work with other component and project staff and produce other materials including OSH kit, DIFE annual report, DIFE brochure, CAP kit brochure, and various training manuals. A wide range of communication about project achievements, progress, and lobbying takes place through a variety of fora carried out by ILO management at times with communication team support, including buyers' forum presentations, Local Consultative Group (LCG) presentations, speeches or interventions by Country Director, speeches or interventions by ILO DDG. Table 10 summarizes some of the key activities/products developed so far.

Table 10: Major Communication Activities/Products Undertaken by RMG Programme

- Two publications highlighting changes in the RMG sector with strong links to ILO programmes (2<sup>nd</sup> publication was an expanded and updated version of the first and put out for 2<sup>nd</sup> Rana Plaza anniversary in April) [http://www.ilo.org/dhaka/Whatwedo/Publications/WCMS\\_317816/lang--en/index.htm](http://www.ilo.org/dhaka/Whatwedo/Publications/WCMS_317816/lang--en/index.htm);
- Database containing over 800 names and emails of key counterparts (both in Bangladesh and worldwide);
- An ILO newsletter. Although this contains news from all ILO activities, the emphasis is on RMG. It is primarily disseminated via email but is also designed so that it can be printed and distributed to those who are not using email (e.g. many union contacts). 2 issues produced;
- Videos and audio-visual materials. These include change stories as well as in animation highlighting changes in the RMG sector. <http://www.ilo.org/dhaka/Whatwedo/Projects/safer-garment-industry-in-bangladesh/lang--en/index.htm>
- Organization of second Rana Plaza anniversary event – large-scale event to mark anniversary.

The communication team plans to shift emphasis capturing change stories (i.e. following up on those people trained/supported say a year ago now they have had a chance to put skills to use) and repackage the findings of



studies and lessons learned that into more digestible form. It is expected that there will be cross over from other project activities such as right-based radio hour.

The evaluation appreciated what progress to date and planned activities over next few months in communication, advocacy and outreach. The planned activities requires a careful planning based on priority in terms of project mandate – raising awareness about safety and working conditions in RMG factories and ensuring full compliance of workplace safety and decent working conditions. There is also need for strengthening collaboration across the project components. The Programme Manager need to ensure that collaboration is effective and delivering the results. Some of the activities that could contribute in this efforts may include town hall meetings, open social dialogue on radio and television, panel discussion involving key stakeholders (employees, employers and the government agencies), workplace safety posters in factories, short television clips on workplace safety in factories during lunch break and rest hours etc. The communication materials requires pitching at two levels – external and internal -- internal strategy in Bangla language while external in English. Furthermore, close to ILO's mandate and embedded in project design, communication, advocacy and outreach need to actively cover issues surrounding freedom of association and collective bargaining requires an uplift.

The evaluation team visited one factory but did not find any workplace safety related information posted on the walls or clearly visible places. The onus is not all on the project staff but it encompasses entire body of all stakeholders and each group needs to play an active role. DIFE, FSCD and DOL will have to overtake communication, advocacy and outreach responsibilities from the project staff to make it more sustainable. ILO's role in facilitation and support through limited technical assistance will remain relevant throughout the project period and beyond.

**Lessons and knowledge management:** Extracting lessons from project implementation and using it for improving project design and implementation comprise basis backbone of knowledge management. There is no systematic mechanism other than sharing experiences during meetings and discussions. This area requires further thoughts. The evaluation understands that a knowledge management strategy exists for the project but its operationalization is not apparent and hence confusing. Proper mechanism to ensure effective communication of lessons and knowledge also required strengthening. Lot of discussion can take place at various meetings, but the challenge remains to capture knowledge systematically and package it for effective dissemination. The stakeholders for knowledge dissemination need to extend beyond the working groups and the project staff but it ought to let expand and reach out to importers and consumers, the ultimate users of RMG products.

The evaluation team learned that the project management undertook a strategic exercise to chalk out plans for post 2016 and in the process attempted to extract lessons through group discussions in early August 2015. A synopsis of lessons drawn appears in Annex 6 and such exercise and healthy discussion need to continue at regular intervals. However, the project team needs to assess what has worked and what has not and strategize effective under given constraints.

**Branding:** The project is a flagship of ILO-CO's country programme in Bangladesh and thus it carries a lot of weight in in RMGP branding with visibility of relevant donors, government agencies and other stakeholders, irrespective of their share in programme funding. The project organizes events and display the logos of relevant agencies on the banner, while combined events carry logos of all partners. However, at the project level, confusion tends to arise and only limited number of groups or persons express their familiarity with individual project's role in an overall RMGP programme framework. At the local level, for example, in the case of RP victims support programme, branding was associated with local nongovernmental organization (CSID) which AAB had subcontracted for the project services in Savar.

In branding RMGP programme, ILO logo carries a heavy weight. It may be appropriate for a national branding need to emerge that encompasses all stakeholders with it. It would be in the national interest to promote RMGP brand with an added tag with it ***"RMGP for Workplace safety and Better Working Conditions."*** Stakeholders may come up with local brand name but given the diversity of stakeholders, it may not be easy to arrive at a mutually agreeable brand name. This is something the project management and ILO-CO may consider during the second half so that when the donors' supported intervention exits, the momentum can continue under a common brand.

## V. EVALUATION ASSESSMENT

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The evaluation assessment has adopted ILO EVAL criteria as stated in the TORs with slight modifications to suit local context and methodology outlined in Section III of this report. Evaluation findings covered in Section IV have contributed to the contents in this Section. The Evaluation Manager widely consulted with relevant stakeholders including donors in finalizing the TORs for the evaluation that contained a set of key questions under each parameter. The evaluators took liberty to refine some of the questions for better clarity in the evaluation process. Discussion on each evaluation parameter follows.

### A. Relevance

- To what extent the project has continued its relevance? How has it been adaptive? How is the project responding to the needs/issues faced by the RMG sector?
- To what extent the project has addressed the need of the RMG workers and the victims of the RP? What have been primary areas of support?
- Did the initial assessment of the project include a gender analysis? If so, what were the key focus areas?
- To what extent the project has addressed the donors' priority in RMG sector?

***The project continues to remain relevant.*** The project was well designed and it took into account immediate needs of rehabilitating victims and survivors of RP collapse; responded proactively to protect Bangladesh's RMG sector with an aim to improve working conditions in the factories. This led to safeguarding employment of 4-5 million workers, mostly from poor economically disadvantaged socioeconomic backgrounds. Women represented more than 80% workers in the sector. Comprehensive project design was appropriate which brought together manufacturers and exporters' and workers' associations; regulatory and policy agencies; and reputed academic institution under one common agenda. ILO's credibility and its core strength in addressing the occupational health and safety, social dialogue and industrial relations through policies and programmes complemented the project design. It continues to engage all stakeholder groups associated with RMG sector.

Workplace safety and improved working conditions determine the future of RMG sector. The project along with other four projects on fire safety, FPRW, BWB and skills development projects continue to pursue legislative in labour legislation. Efforts have led to the amendment of the 2006 Labour Law in 2013 and formulation of Labour Law Implementation Rules (LLIR), which is awaiting government's approval. The approval of LLIR will facilitate rapid progress of OSH, labour inspections and BWB component activities. The project continues to provide space for all RMG sector interest groups to work towards a safer and better workplace in RMG factories.

***The project continues to address the needs of the RMG workers and the victims of Rana Plaza.*** After the collapse of RP, through the engagement and social dialogue, RMG sector has changed significantly. There is no room for complacency to continue business as usual. Manufacturers, exporters, regulators and buyers have become fully aware of the need to address workplace safety. So far, more than 3,000 export-oriented garment factories have gone through building structure, fire and electrical safety assessments. Buyers who cannot afford reputational risk (brand names) are increasingly opting for requiring factories to sign up with the Accord (European buyers) or Alliance (North American apparel companies and retailers). After the establishment of BWB, voluntary interest to sign up is showing up an upward trend with 78 factories signed up as of 19 August 2015.

The project continues to provide capacity development support to the frontline inspectors at the FSCD, DIFE and RAJUK as well as representatives of IBC, NCCWE, BGMEA, BKMEA, and BEF who deal with workers and floor supervisors. OSH kits are ready to be rolled out to 100 pilot factories upon approval of LLIR. Information dissemination plans are progressing well. These activities do address needs of the RMG workers. Preliminary assessments of RMG factories have led to the closure of 32 factories. However, the preparation and compliance of the needed corrective action plans with remediation will require continued attention and action from the factory owners and DIFE actions.

**Skill development training for RP survivors requires alignment to market needs.** The RP survivors are still coming to the terms and many have suffered severe injuries leading to temporary or permanent physical disability coupled with trauma and mental stress. The primary project beneficiaries are about 260 survivors (194 females and 66 males) receiving support under the project's reintegration and rehabilitation services to survivors with disability.<sup>27</sup> Project data shows that 30% remain unemployed and rest taking up wage employment or self-employment. Follow up data is limited about several of them will continue to need further help, well beyond the term of the project. An anecdotal field evidence shows that some skill development training given to survivors have not been aligned with market demand. For example, of the 150 individuals receiving training, only 42 (28%) are engaged in income generation.

**The project design extensively reflected promoting gender mainstreaming in project activities and gender equality leading to gender empowerment.** It identified gender as a crosscutting theme applicable to all five components. The design document consciously and elaborately has undertaken gender analysis to design the project and incorporated gender equality issues in most of the components, activities, and overall project management mechanism where it is applicable. The Project Document has clearly identified strategy (promotion of gender equality and the empowerment of women) and focus to 'ensure wellbeing of decent work for women workers alongside men workers'.

**The project design appropriately reflected donors' priority in improving the working conditions in RMG sector.** Donors' push for trade and development is behind the spirit of their support for the project. Bangladesh Government's commitment to (i) creating favourable working conditions in the RMG factories for establishing BWB, (ii) accepting EU Compact, and (iii) agreeing to establish Accord and Alliance for improving workplace safety compliance are some of the examples that demonstrated pathways and potential resilience in the RMG sector.

## B. Validity of Design

- Does the project design continue to be valid in addressing stakeholders' needs identified in the changing context?
- Does the revised logical framework continue to be valid at the time of evaluation? Does it need any modification in the second half of the project?
- Did the project design take into account the capacity of various project partners in the project's strategy and means of action?
- Did the project design adequately plan for an effective participation of government and social partners?
- Are RF and the M&E plan clear and adequate? Are the suggested indicators realistic (SMART) and can these be tracked?
- Does the design identify risks and key assumption? Has the project taken into account the situation in Bangladesh in mitigation strategy?  
Is the project strategy adapted to the identified needs and capacities of females and male beneficiaries?

**Project design broadly continues to be valid in addressing stakeholders' needs but requires some adjustments.**

The project data suggests that while preliminary assessment of 87.5% of the targeted factories have been completed, there are thousands of factories either not opting for assessment or have gone out of business. There is no reliable source to identify and locate these factories and bring them under assessment regime. It is not likely that they will come forward before the end of October 2015 when free assessment period ends. As a result, these factories will continue to pose substantial risk to workers. These may very well be operating illegally or subcontracting larger manufacturers with or without their knowledge. Continued effort to identify them and ascertain their operating status remains a priority. This will require full cooperation from DIFE, municipal authorities, BGMEA, BKMEA, NCCWE and IBC. Furthermore, geocoding all RMG factories will also be helpful for follow up purposes.

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<sup>27</sup> Through BRAC, initially 50 survivors received support from ILO's EU funded Technical Vocational Education Training Reform Project.

The project design in its current form is silent on need and target for DEA and implementing CAPs as well as follow up monitoring. This is presumably under the presumption that DIFE will take over this responsibility. According to DIFE, the agency is on reforming, and at present, the physical and absorptive capacity in staff is low and thus will need longer timeframe to become a self-sustaining institution. It is not likely to be ready by December 2016. Continued support and follow up with DIFE is another priority action project would have to continue to pursue.

The capacity development initiatives under the project is scattered, less coordinated and sometimes done in silos. A review of project design after this MTE may consider developing a mini master plan for capacity development. Coordination across different components and across different projects can strengthen project design and its deliveries. Implementing partners complain that there are too many trainings offered by ILO and we cannot release staff frequently. Some of the training recipients have received similar training from different sources.

In the changing context, revisiting project design with an aim to strengthen environmental compliance is long overdue. It would require statistics on water consumption, effluent discharge or treatment systems as well as indoor lighting and indoor air quality. The project will need cooperation from BGMEA and BKMEA.

***Project logical framework as well as result framework requires simplification and use of SMART indicators.***

Earlier discussion under the findings section covered a need for reviewing and simplifying both frameworks emerged. Both frameworks appear excessively detailed down to the activity level. While assumptions are reasonable, several indicators require revisit by using SMART indicators.

In their present form, they are lengthy and cumbersome. Reporting on assessment achievement is not adequate and the frameworks need to reflect progress and completion in terms of developing time-bound corrective plans and implementing plans. A quarterly review of RF along with work plan would help to minimize duplications of efforts.

***There is a need for institutional analysis at all levels.*** Since the project took place under an emergency approach in the aftermath of RP collapse, it was hard to ascertain how many RMG factories were operating at that time. The problem has not gone away and it remains unanswered. Without a proper institutional analysis, capacity development and resource gaps are difficult to ascertain. In the hind side, although the project identified all relevant implementing partners, a rapid institutional assessment in early 2014 would have been useful. As new recruitments of DIFE, FSCD and other staff has and is taking place, generic approach to capacity development may not work. The challenge to bring all inspectors at the same level of competence remains and addressing this issue will strengthen credibility of inspection team and agencies. Workers' representation also remains an issue as less than 2% RMG workers belong to trade unions. Innovative approach is needed to address this issue, including creating an environment for youth and female workers associations.

***The project design took into account relevance of all concerned government and social partners.*** ILO identified all relevant government and social partners in the project design. It built on ILO's long standing engagement in garment sector and with labour issues related institutions. Active involvement of the MENV and the MWCA would have helped to strengthen the project implementation.

***The project design identified risks and assumptions appropriately considered relevant at that time.*** The risk assessment and mitigation measures outlined in the project document is quite comprehensive and well presented. It captured country and sector challenges particularly specific to Bangladesh. There are obviously factors external to the project such as possible *hartals* and political unrest.

***Gender action plan need to be results oriented.*** The sound foundation of the project gender mainstreaming approach was further reinforced by adopting a well-defined *Gender Strategy* (undated, but file name and inner contents suggest that it was developed at project's initial stage, October 2013). With this background, it is noticeable that the overall result framework (and individual component' result based plan) of the project, which has gone through several review processes including Evaluability Assessment, has the potential to carry forward the core essence of gender mainstreaming effectively by going beyond ensuring women workers participation in

program activities and documenting sex disaggregated data. As discussed under the findings section, gender action needs to be results oriented which calls for further action.

### C. Effectiveness

- Are project outputs and outcome are on track (progressing sufficiently towards planned objectives)?
- How likely is it that the project will achieve its intended objectives upon completion?
- What are the main challenges, constraints, problems and areas in need requiring further attention?
- Has the project met its milestones set in the revised RF and monitoring plan? If not, what had been the issues?
- How have stakeholders been involved in project implementation?
- How effective the project has been in establishing national ownership?
- How effective ILO has been in coordinating the RMG sector stakeholders, including coordination with key actors like Accord and Alliance?
- How has the project engaged with the unions that are mostly active in the RMG sector?
- How successful the project has been in knowledge management and disseminating lessons and visibility of RMG project branding?
- How has the project been responding to the changing situation of the country and/or of the constituents and partners' priorities, including political situation? What has been the outcome?
- How do project activities and outputs benefit women and men? Are these benefits different? If so in what ways?

***The Achievement of outputs will progress sufficiently towards planned objectives but fall short in achieving outcomes.*** The project is on track to achieve target for the preliminary assessment of building structure, fire and electrical safety as discussed earlier under findings section (to date 87.5%). The recruitment of inspectors took longer than expected time due to protracted process of recruitment through Public Service Commission. The Government has recruited about 200 inspectors and they are undergoing or are yet to undergo basic training. It will take some time before they are fully skilled and equipped to accomplish their responsibilities effectively. As a result, inspection activities will take longer than originally envisaged. DIFE is still in the process of being reformed and fully staffed. Due to delay in release of LLIR, labour inspection, OSH and BWB components are less likely to meet given targets. In the case of BWB, there is already an agreement with the donors (Canada, Netherlands and UK) to revise the targeted number of factories joining the programme from 300 originally planned to 225. The pilot project to develop corrective action plans for NI factories has just started. Detailed engineering assessment are yet to commence. Current situation suggests that only a small proportion of factories will be able to prepare and implement their corrective action plans. The prospect is somewhat better in factories associated with Accord and Alliance. The Government and the industry are exploring to generate pooled fund so that factories can borrow at a preferential interest rate and initiate remediation work based on assessment reports.

The monthly progress report prepared by the project office indicates progress with labour inspectors' recruitment and a series of capacity development initiatives in labour inspection and OSH organized by the project for inspectors, managers, and workers. The share of female labour inspectors in total stands at 20%. With respect to delivery of services and integration of RP survivors, still many are unemployed and as stated earlier skill development training do not adequately match with market conditions. In addition, DIFE also faces challenge in retaining labour inspectors over a longer duration.

BWB has recently increased the number of Enterprise Advisors and is planning to add a few more in coming months. Its work will pick up in the later part of 2015 and 2016. However, the pace of increase in its activity will depend on report card (experience) issued or shared by those currently undergoing support. Currently, the BWB advisory service cost is does not cost anything to the RMG factories or buyers. This provision is likely to change in light of the approval and adoption of the LLIRs on 16 September 2015. BWB intends to introduce pricing structure in mid-2016. The global Better Work Programme expects that BWB would have 60 to 75% cost recovery in five years.

At present, the project covers all costs of BWB operation under component 5. The real test will be if those factories receiving advisory services in the first year will be willing to pay their share from the second year. This

would be possible only when the project can demonstrate proven results in terms of less red tape, lower transaction costs and transaction time. In addition, effective implementation of LLIRs in RMG sector will determine the success of the programme.

***The project is less likely to achieve its development objectives by December 2016.*** The project is less likely to achieve its developmental objective “a RMG industry that is safe and compliant” within the project timeframe. Majority of the NI associated factories will not have gone through development of CAPs and very few, if any, would have implemented the plans including implementing remediation. Factories that have signed up with Accord and Alliance are more likely to be safer than those under NI are because compliance is mandatory.

However, the project will achieve immediate objective “workers and employers are aware of their rights and responsibilities with regards to OSH, labour inspections and building, fire and electrical safety. It is fair to say that the RP collapse has shaken the industry completely. The industry is going through structural adjustments at present and as stated earlier business as usual is no option and the RMG sector has recognized that the workplace safety compliance is non-negotiable. However, achievement is contingent upon effectiveness of (i) sincerity and effectiveness of inspectors, including regular follow up visits; (ii) pragmatic dissemination strategy put in place; and (iii) cooperation from BGMEA, BKMEA and workers’ organizations.

***The project has missed several milestones stated in the revised results framework and monitoring plan.*** The release of LLIR governs progress in labour inspection, OSH activities implementation and undertaking of BWB activities in full swing. Everyone seems to be waiting for, although key stakeholders are reasonably familiar with the content. The RF has also gone through few iterations by adjusting the milestones. Time slippages from the original project design expectation are substantial, primarily due to unknown scale of support envisaged at the beginning.

***RMG sector has a number of challenges, constraints, and problems. It needs continued attention.*** First and the foremost challenge is associated with industrial relation and pertains to worker-management relationship in the sector. There is a trust deficit between the two. Employers perceive trade unions as ‘game spoilers’ while the trade unions view employers as ‘exploiters’. Employers view that trade unions are only after rights but forget their responsibilities, while workers view employers only running after profit and forgetting their obligations to workers. The blame game has been going on for some time. As a result, workers are not encouraged to unionize and active members are reportedly relieved from their duties. The problem also lies on the part of trade unions because they are resistant to change and evolve with changing context in the industry. ILO plays a neutral role and is likely to have continued role to bring together both sides closer, well beyond project timeframe.

A number of factories have formed workers participation committees. Actual statistics are not available but employers typically form these committees as per their convenience. In principle, it is good idea to have such committees but the workers at all levels need genuine representation. ILO may need to work together with respective employers’ association to bring this change.

The second challenge is continued safety in workplace but preliminary assessment of export-oriented factories alone cannot address the problem. The challenge is two folds: (i) unregistered factories and (ii) registered and assessed but unable to do remediation. No reliable statistics is available on the number of RMG factories in Bangladesh. Estimates range from 5,000 to 8,000. BGMEA and BKMEA are two sources of initial list of factories if they are involved in export. According to them, at present of their 3,500 members, about 2,500 factories are actively producing and exporting RMG products. In the last couple of years, their membership base has declined from around 5,000 to 3,500.

Speculation is rife that a large number of smaller factories have either operating illegally and are operating as subcontractors to established exporters or catering only to the domestic market. Some may have gone out of business. Unless this issue is resolved, the sector remains prone to reputational risk. Furthermore, if safety assessed factories are operating but not complying with the remediation for one or another reason then the workplace will continue to remain prone to risks in any of the three forms – building structure, fire or electrical.

A third challenge is the career pathways for the workers. Majority of workers in the sector are stuck at the starting point or entry point as a helper or operator. Upward movement is very limited in factories. As a result, their takeaway wages also continue to remain low. A clear human resource policy in the factories about competency based career growth would help to retain good workers.

Fourthly, as discussed repeatedly in earlier Sections of this report, delay in the release of LLIR has been a simple excuse not to do anything different. It is common sense that factories if they are willing can proactively implement provisions while wait for LLIR approval on the issues that are disputed or under negotiation.

Fifthly, Bangladesh's garment industry is flourishing on labour cost advantage. The skill base of workers is low and hence export items are basic as well. Over time, this competitive advantage will shrink or disappear. Unless the industry opens to change and innovate in adding value to the RMG, long-term prospect for the sector is not sustainable. This calls for a longer-term vision and preparation of workforce which skilled and still competitive on cost ground. With the progressive movement to value added garments production supported by improved skill base will ultimately create a win-win option for both employers and workers.

The sixth challenge is what happens after the contracts of Accord and Alliance expire. A question arises who will fill the gap. The industry needs to plan and prepare in a way that after their departure factories' credibility would remain intact. This reputational risk required careful management at different levels.

The list can go on, but these are starting points towards continuing to create improved working conditions for RMG workers, which has a big stake in a \$25 billion export value industry.

***Most of the stakeholders have been actively involved in project implementation.*** The project has provided a convenient platform for all stakeholders to come together and work for improving the working conditions in the RMG sector. The list of active stakeholders includes MOLE, DIFE, DOL, BUET, BGMEA, BKMEA, BEF, FSCD, and IBC. Based on NTC minutes, the Capital Development Authority, RAJUK has been a reluctant partner since the inception of the project. This is largely because of low capacity in the organization and partly because RMG sector does not come under its priority. However, it is important for the project to remain engaged with them as in the past along with Chittagong Development Authority and other municipal authorities. While NCCWE is a national trade union organization, it is reportedly not very active in RMG sector. MOLE's leadership is commendable, particularly keeping NTC functional.

***The project has strengthened the functioning of NTC but creating a national ownership will take time.*** With ILO's influence, the project has played an important role in strengthening the functioning of NTC. Implementing partners remain actively engaged with MOLE Secretary who chairs NTC meetings and they play constructive role in the interest of the RMG sector and labour related issues. MOLE Secretary in the capacity of NTC Chair ensures that NTC decisions are actioned, followed and progress reported at the subsequent meetings. However, the national capacity remains weak. Ideally, a national entity should take over ILO's coordination role, but currently it may be a bit premature. On the other hand, DIFE has a strong potential to emerge as an influential agency in ensuring workplace safety and working conditions in RMG factories. As stated earlier, DIFE is undergoing reform and it will require more time to function on its own.

***ILO has been highly effective in coordinating RMG sector stakeholders, including coordination with key actors like Accord and Alliance.*** Section III covered this topic at length. It suffices to state in one key informant's words: "RMG industry will not be here as it is today without ILO." The spirit of this message echoed all over the places the evaluation team reached out. ILO Country Director chairs Accord Steering Committee and hence active engagement with them as well as with Alliance has effectively contributed technical knowledge and expertise for the project. Staff from these two agencies have acted as resource persons in different capacity development events. As envisaged, both agencies serve as collaborators to the project. Continued engagement with them will serve good for the project as well as to the wider RMG industry in Bangladesh.

***The project's engagement with the RMG sector unions has been satisfactory but could be better.*** The project deals with two union bodies – IBC and NCCWE. Engagements are limited to interactions with their executive

committee members who represent wider workers' interest well beyond the RMG sector. These organizations serve as trade union focal points for policy dialogue and implementing capacity development activities at the workers' level. Unfortunately, their reach to the RMG workers is very limited (less than 2%) and hence they are less effective. The evaluation team learned that there would be in all less than 10 federations associated with RMG sector. While working with 8-10 unions would require higher transaction costs, direct access to RMG workers through them would be more effective. The national union representatives will benefit from remaining engaged in policy reform dialogue.

**Youth and gender are two potential growth opportunities in turning the fate of workers in RMG sector.** A very high proportion of RMG workers represent youth and female workers. They shy away from joining the traditional trade unions dominated by senior members with less stake in the sector. On a pilot basis, the project may consider initiating women workers' organization in selected factories (initially on voluntary basis) through a convenient channel. Youth population is more adaptable to the culture of change and have potential to contribute to product innovation.

**The project's knowledge management is weak and it requires strengthening.** The project encourages sharing of good practices and ideas through workshops and training programmes including experiences from Accord and Alliance. The staff take part in external event organized by think tanks from time to time. Frequent meetings with donor representatives, both formally and informally, also provide guidance to project implementation.

The circulation of ILO newsletter in English has some reach but it has limited audience. The publication in Bangla language would have better traction and penetration among the stakeholders. The monthly progress report circulation is very limited to key stakeholders and implementation partners. It only reports progress statistics and lacks any analysis or analytical reporting, including gender specific highlights.

The project also needs to take lead in organizing knowledge exchange events including town hall meetings, both at the national level as well as local level so that good ideas and practices emerge and documented for further analysis and adaption. At the project level, there is a need for continued assessment of interventions to determine if these are bringing envisaged changes to the stakeholders. More work is required for RMG project branding. Ideally, one would like to see a national programme branding emerging with joint commitment from employers, workers, and the Government.

**The project has exerted strong influence at the national level and the momentum need to continue.** The project through the ILO-CO has focused on improving working conditions in the RMG sector. It is a member of 3+5+1 high-level group that constantly putting pressure on the Government to adopt sound practices in RMG sector. Policy reform remains a core agenda in continued support for sustainable overseas export markets. The project's close cooperation with Accord and Alliance along with national level workers and employers' organizations has been instrumental in promoting policy and social dialogue for better working conditions in the sector. The process need to continue as there is more room for improvement, including potential opportunity for Bangladesh to take advantage of Generalized System of Preference (GSP) facility in the US market in the near future. After all, the country lost this benefit in the aftermath of RP collapse.

**The project activities and outputs benefit both men and women but additional actions are required to ensure meaningful outcome.** The evaluation notes that gender sensitization training for project staff was delayed by 20 months (originally planned in November/December 2013 but staff could attend only during 5-6 August 2015). At project component level, more work is required to attain gender balance in capacity building activities. For example, OSH kit under preparation needs to take into account gender specific contents and provide user-friendly informative brochures in Bangla.

The project has developed a draft OSH Training Manual) for workers, supervisors and middle level managers (received by the evaluation team from BEF). The team reviewed the Manual through the gender lens. It noted that the manual has very little input from gender perspective in Bangladesh. In its current form, it appears male dominated and reinforces social stereotype approach. Some examples are:

- A western-dressed male trainer is giving lecture to 3 female participants (neither gender nor culturally sensitive and signals passive role for females);



- All male characters who represent the message about what to 'Do When You Catch Fire: Stop, Lie down, Role over.' On the same page, illustration 6 shows a woman wearing *skirt* is crawling to avoid smoke. This picture does not culturally suitable to a training of garments workers in Bangladesh.
- The checklists do not include "female workers" categorically; leading to male dominance in feedback response;
- Workers' representation in committees is treated in a gender neutral way, although 80% of workers are females;
- Some parts of the manual and checklist reflect poor translation from English to Bangla;
- Wording in some questions are incorrect. For example, a checklist item on electrical safety states "Are you sure that safety equipment and switches exist in the right place and those are in usable condition? This could be rephrased 'Are everything in the reach of female workers?' The sentence structure can be misleading and discriminate female and physically challenged workers due to height, dress, and physical ability).

The evaluation team understands that the Government's National Women Development Policy has several objectives to promote women's participation in all social, political, economic, skill development and administrative spheres. FSCD, an active stakeholder of RMGP project, has no female Fire Inspector, although it recruited several inspectors (increased from 55 in 2013 to 265 in 2015)<sup>28</sup> as part of NTPA. This project could have guided FSCD and avoided such blind spot using gender lens to monitor recruitment of inspectors. During the consultation meeting with the FSCD, five fire inspectors trained by RMGP and three officials expressed their concurrence on having female members in FSCD force for social norms and sensitivity, better communication, trust, breaking the stereotype role of women. It is noteworthy that Ministry of Home Affairs has large number of active female members among its other law enforcing branches like police, Ansar, Village Police, but FSCD.

More conscious efforts and continuous understanding building of both project staff and social partners are required to translate women participation and numbers to achieve 'promoting gender equality and women workers' rights' (one of the focuses). Mere participation of women and achieving some numbers has the potential of giving false notion of accomplishing gender equity and equality. Women's participation need to be results oriented and include changes in gender relations, creating equal level of gender sensitivity among men and women at workplace and private domain, women's enhanced analytical ability to encounter challenges and take decision. This is possible by ensuring their equal rights and skills to articulate and assert required resources and budget to ensure women's wellbeing and basic and gender specific needs. These crucial parameters are not present in the RF, component work plans and reports produced by the project office.

From an evaluation perspective, the project need to incorporate relevant activities under each component to ensure women's empowerment in decision-making, rights, access to resources to meet specific needs and gender sensitivity among both sexes. The M&E system should be amenable to record progress on these elements and capture results, including impact to assess achievements in gender equality.

***The project's communication strategy requires further strengthening.*** The project's communication strategy needs to expand its coverage and raise the profile of the project through wider coverage and dissemination of issues surrounding the success of RMG sector. Periodic press interviews, town hall meetings, hosting and organizing labour policy dialogue, impact stories from RMG workers and RP survivors, intergovernmental forum on RMG, profiling implementing partners' achievements and challenges are some of the initiatives that could help raise profile of the project and ILO in general. The communication team comprising one senior communication officer and a national officer cannot accomplish all tasks and the role of each component leader becomes crucial in relating to external as well as internal clientele groups. In addition, the project should also consider engaging with local and national press body and bring out issues for debate.

The audience and target groups for the project communication strategy should not necessarily be restricted to immediate project implementation partners. The list should be wider in nature covering both internal and external clients, including Ministry of Home Affairs (parent Ministry of FSCD), MHPW (representing RAJUK and other municipal authorities), MENV, MWCA, and Ministry of Education, trade union bodies, RP support groups, RMG factory floor supervisors and managers, and diplomatic community. Communication plan should be gender sensitive as well.

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<sup>28</sup> 'Monthly Update' of RMGP. January to August 2015.

## D. Efficiency in Resource Used

- Has there been time slippages in implementing project activities? If yes, why?
- Has there been cost slippages in implementing project activities? If yes, why?
- What mechanisms are in place to mitigate both time and cost slippages?
- Can the project achieve stated outputs by December 2016?
- How strategically resources (funds, human resources, time, expertise etc.) been deployed to achieve project objectives?
- Did the project allocate resources (funds, human resources, time, and expertise) strategically to achieve gender related objectives?
- How economically the various inputs been converted into outputs and results?
- To what extent the project has leveraged resources/collaborated with other projects targeting the RMG sector?
- Are there any constraints in achieving resource use efficiency during implementation? If so, what are these and how can they be mitigated?
- Has the project delivered value for money? If so, in what ways? If not, why not?
- What progress the project has made in following up action in response to DFID's last AR recommendation?
- How can the project deliver value for money? What needs to be done by whom and by when?

**Project activities have significant delays but costs are under control.** Time estimate for completing safety assessments was far less for a number of reasons. First, the actual status of factories and their numbers could not be determined (still half of them are missing). Second, the institutional capacity of implementing agencies and partners turned out to be too weak. Third, the scope of work became clearer more than a year after the project commenced and ILO had to seek additional financing for more number of RMG factory safety assessments (the Netherlands and UK generously responded to the request). Fourth, it took much longer time for fielding the Programme Manager/CTA who joined only in July 2014 and some of the international position recruitments declared unsuccessful. Fifth, political unrest and *hartals* also slowed down the progress. Sixth, the LLIR is still pending and awaiting endorsement from the Ministry of Law and the approval from the Government. At mid-term, project costs are under control and expenditure prudently managed taking into account factored in delays for various reasons.

**By December 2016, majority of outputs are likely be achieved if external environment continues to remain stable but quality need to be carefully monitored and maintained.** The project is progressing well in 2015 and efforts are continuing to achieve stated outputs. With or without the release of LLIR, proactive measures will advance the delivery of outputs under components 2, 3 and 5. There is, however, temptation to meet the physical target without giving due considerations to maintaining quality. The project will serve better with less but quality intervention than more but poor quality. The challenge lies ahead for BWB component to demonstrate value addition in terms of lower but faster transaction costs associated with compliance requirements. Real test will be when RMG factories outside Accord and Alliance sign up with BWB and delivers their demonstrative results. While the project will achieve several outputs as stated earlier, but the development goal will require longer-term sustained efforts.

**The project has strategically deployed resources to achieve project objectives.** The RMG umbrella programme has brought synergies across five projects and ILO the project management has been successful in mobilizing resources for cross-interest purposes. As discussed earlier under evaluation findings section, availability of Fire Safety Expert funded under USDOL and FPRW Coordinator has been a good complement to the project. While 76% of funding for the RMG umbrella programme comes from Canada, Netherlands, and UK, branding activities under one umbrella has its own merit and avoids confusion in implementing partners and other stakeholders. The project has been able to engage ITC Turin for training activities and feedback on the quality of training has been positive. Time did not permit the evaluation team to consult with other development partners in the umbrella programme, at its face value given that only 36% of total available funds utilized up to August 2015; it appears prudently managed.

**The economic conversion of input into outputs and results appears satisfactory.** It is too early to pin down economic conversion at mid-term since outputs and results are still to emerge. Based on limited available

evidence, the first component (building structure, fire and electrical assessment) accounts for 54.1% of total project expenditure to date. The unit cost of safety assessment for NI 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. The project has provision for substantial support to improve labour inspection and strengthen DIFE capacity building. It is too early to judge whether the interventions are making a difference in capacity of the inspectors.

***The project has leveraged 27% of resources from other sources but further scope exists.*** The project has exclusively depended on donor support and donors have generously contributed to fund the project and RMG programme (Table 1). The reality is that the RMG sector will continue to remain important for Bangladesh's economy and challenges will continue to emerge in one or another form. ILO's RMG umbrella programme needs to transform to a sustainable national programme that can function independently with the industry taking a lead. Efforts need to expand beyond the donor circle and need to be inclusive taking Government and private sector (primary beneficiaries) in confidence. In the meantime, other donors are also active RMG sector (e.g. GIZ) and can participate in the umbrella programme. The project can at least initiate dialogue and test willingness and commitment to be part of the broader programme. Removing policy constraints and active private sector participation can help to achieve resource use efficiency in project implementation. The Government needs to act sooner than later in releasing LLIR and continue to improve the legislation in line with international labour standards. Likewise, the employers also need to take proactive role in improving working conditions in their factories. Waiting for the release of LLIR is not an excuse. Similarly, to improve working conditions, active trade unions directly relevant to RMG sector need to come forward and encourage unions of youths and female workers. Traditional mindset has to change and the trade union need to be innovative in improving their representation in the sector.

***The project continues to be a good value for money but there is sufficient room to improve.*** The evaluation applied DFID's value for money framework to assess if the project was a good value for money. The analysis explored three dimensions – economy, efficiency and effectiveness (refer to findings section). The analysis shows that the project continues to remain a good value for money. Given the complexity and a large number of stakeholders involved in RMG sector, there are not many alternatives. The project provides a joint platform for donors to come together and support a common programmatic agenda.

Two specific areas that can improve value for money are improvement in management efficiency through additional staffing and transparent financial analysis of input-output relationship based on full costing of interventions. There is a staffing gap at the higher level. For example, when the Programme Manager is out of duty station, there is no specific point of centralized contact. Staff also encounter difficulties in cross communicating. Experts are located in different buildings and given traffic congestion in Dhaka City, it would be appropriate for them to be located in one place. The travel time between the project office and BWB office is anybody's guess. A related issue associated with management is clarity in procurement plan. The procurement plan need to well planned for timely procurement, particularly if it involves international bidding process. Project has adopted a good practice of weekly meetings (on Mondays) with component leaders. The project effectiveness is likely to improve with the inclusion of procurement and finance staff as well with particular emphasis on alleviating contract related bottlenecks in project implementation.

***The project has made some progress in response to DFID's annual review of the project.*** DFID conducted its AR of the project in November 2014 and delivered six strategic and 12 programmatic recommendations. Four of the 12 AR recommendation are for DFID and hence falls outside the jurisdiction of the evaluator. DFID also conducted a due diligence assessment in January 2015 and provided a set of five recommendations. The evaluation takes note of ILO's response to due diligence findings and recommendations. The project office has provided written response to the recommendations. The evaluation team has reviewed these recommendations in the evaluation process. The evaluation team's assessment of the progress on recommendations appear in Table 12. In the interest of length, the recommendations listed are somewhat shortened in the table.

Table 12. Progress on DFID's Annual Review (AR) Recommendations

Recommendation	Progress Assessment by Evaluation
<b>AR-Strategic</b>	
<ul style="list-style-type: none"> <li>The pace and momentum of implementing reforms need to be much faster and the Government to identify a clear lead.</li> <li>The Government needs to take ownership of the oversight and adequate completion of remediation plan.</li> </ul>	<p>The 3+5+1 group continues to put pressure on the Government for the release of implementation rules.</p> <p>DIFE has adopted the approved remediation protocol. However, a huge capacity gaps exist in DIFE to effectively follow up implementation of the recommendations from the safety assessments. ILO RMG programme is actively supporting DIFE to enhance their capacity for follow up; several workshops for labour inspectors organized on remediation follow up processes. Remediation follow up and case management system is being piloted in 5 RMG dense districts. DIFE has received support for database and remediation coordination for remediation and follow up.</p>
	No progress yet.
<ul style="list-style-type: none"> <li>Measures need to be put in place by the Government to enhance full registration of factories catering to the local market and export-oriented factories.</li> <li>Government needs to take long-term ownership for the Post-Accord/Alliance period.</li> <li>DIFE should spend \$3 million allocated by the Government on priority items.</li> <li>European brands and BGMEA should contribute appropriate amounts to the Compensation Fund.</li> </ul>	<p>No progress yet. This may be a topic pursued by 3+5+1 Group</p> <p>DIFE has moved to a new rental building and refurbishing office and IT system.</p>
<b>Programmatic</b>	
The lead time for non-compliant factory closure needs to be reduced to 2 weeks.	<p>Status unknown but target of reaching \$30 million achieved.</p> <p>The project has shared this requirement with MOLE and the Review Panel is actively taking action. However, it is not clear if the closure time has come down.</p>
MOLE needs to track and analyze short, medium and long-term implications and outcomes of publication of assessment reports.	DIFE is looking into it but has not taken concrete action other than a shorter version of assessment report is uploaded on the website.
MOLE/DIFE need to finalize Labour Inspection reform roadmap by the end of 2014 with a clear implementation plan and commitment from the Government.	Labour Inspection Reform Roadmap adopted in October 2014, number of milestones have been set in relation to recruitment of inspectors, adoption of inspection tools and OSH strategies. DIFE has formed seven working committees to lead and facilitate the implementation of the reform plan.

DIFE will recruit and train additional inspectors for 2014 and establish a clear milestones for recruitment of additional inspectors to reach the total number of 575.

ILO should prioritize the planning process for information, education and outreach materials and campaigns and coordinate with others for OSH

The Government should take a lead to ensure that victims receive long-term compensation.

ILO needs to update Better Work Business Plan for factory sign up and rolling out services in 2015-2016.

DFID and ILO will review work plan and budget on a six-monthly basis.

The Government has recruited Labour inspectors and have undergone or are undergoing training.

Media Assessment for OSH IEO campaign completed. A consultation workshop with stakeholders held in June 2015. Based on the media assessment and workshop recommendations, the project plans to develop OSH IEO campaign materials. A service provider has already been identified to design and launch the IEO Campaign. The project is in discussion with ILO HQ to start the IEO campaign.

Status not known, but RPCC scheduled to close at the end of 2015. Compensation Fund has reached \$30 million. No transitional arrangement are in place to address gap after RPCC closing.

Better Work Plan to be developed based on experiences gained from operations in 2014-2015. As of 30 July 2015, 78 factories and 17 buyers participating Better Work Bangladesh programme. However, factory-level business plan not ready yet.

Currently monthly/six-weekly meetings with donors are in place where progress and challenges of the project implementation are shared. In the meantime, the project budget and LogFrame were in the process of revision and now the revisions approved. As per the contract with the donors, ILO is continuing to report annually in agreed format through Technical Progress Report and Certified Financial Statement. As per the recommendations of Evaluability Assessment conducted in October 2014, M&E plan developed in January 2015 where Monthly Reporting Format (monthly Update) was proposed and subsequently agreed. Since January 2015, the project shares its Monthly Updates the donors, but the equality of Updates is inadequate in both contents and analysis..

In evaluator's view, monthly progress format requires revision and analytical information incorporated to make sense behind the numerical reporting.

## E. Effectiveness of Management Arrangements

- Are management structure and technical capacity sufficient/ adequate to meet the complexity and challenges under the project?
- What else need to be done or can be done?
- What additional support is required, if any?
- Does the project receive adequate political, technical and administrative support from the ILO and its national implementing partners? If not why?
- How that can these be improved?
- How effective is coordination among five projects under RMGP umbrella programme?
- What is the decision-making and problem-solving framework?
- Is there anything else that required in improving the coordination?
- How effective is the project monitoring arrangements?
- Are NTC, project advisory committee (PAC), PSC, and project coordination committee (PCC) effective? How frequently are they meeting? What else is required to improve their effectiveness?
- How effective is the donor management mechanism?
- How well does the project manage finances?
- Are budget forecasts, spending and reporting satisfactory?
- How effective is M&E system?
- Are gender related data collected?
- Are gender related results are monitored and reported?

***The management structure and technical capacity requires strengthening.*** The evaluation team understands that project staff are overworked and stretched out to deliver their commitments as per work plan. Staff also lack adequate guidance in the absence of the Programme Manager. The project management has realized these shortcomings and is planning to add five more staff within 2015, including a labour inspection Specialist.

The provision of a Deputy Project Manager, preferably a senior Bangladeshi national with an experience with other international development partner will provide continuum at the project management level. A second area that requires is a need to separate management information system from M&E system. The current M&E Officer is performing too many tasks and his valuable strength in computing and information technology can be an asset for the MIS position.

In order to minimize travel time between ILO Country Office and the project office, the project will benefit from establish videoconferencing facility. In addition, when specialists are on traveling skype calls can be equally handy. These are little things but can enhances efficiency in workplace.

At present, there is lack of clarity on the specialists and staff time allocation - how much time they are spending time for the project vs. other responsibilities. Staff performance review need to take into account a consistency between individual work plan and deliverables. However, individual work plans need to be clear and realistic. The project will benefit from developing an internal full costing framework so that the project management can review periodically, plan and budget. This is an important element of project management in ensuring value for money.

***The project enjoys adequate political, technical and administrative support from the ILO and its national implementing partners.*** As discussed earlier, the project carries with it ILO's banner, which is very important to continue to gain support from project-partners because it is viewed as a neutral development partner. It has earned high regard from all stakeholders alike, including workers' and employers' organizations, government agencies as well as donors. The relationship can further strengthen by hosting monthly business lunch meetings with heads of relevant implementation partners. The project is a flagship ILO project in Bangladesh and it should continue to receive full support from the regional office in Bangkok as well as from the Geneva headquarters.

***The coordination among the five projects under RMGP umbrella is good*** as demonstrated by resource leveraging. It is relatively a small team and hence problems are manageable and solved on the meeting table. There is no indication of any friction across the five projects. The only concern is that each project has its own timeframe, and

not all projects have started and will end at the same time. ILO-CO is fully supports the project and the Country Director plays an important role, both within internal and external stakeholders. Coordination among the five projects could become stronger by sharing work plan and project activities.

**The project monitoring mechanism is satisfactory.** At the project level, there are essentially three monitoring layers. First, the Programme Manager reports to the ILO-CO Country Director. The Country Director and the project team provide update progress at regular interval to MOLE Secretary. ILO Country Office and the project office participate in NTC meeting which keeps track of progress on safety inspections through DIFE Inspector General. The project staff meet with donors on a regular interval. Currently monthly/six-weekly meetings with donors are in place where the project management shares progress and challenges of the project implementation. In the meantime, the project budget and logical framework were in the process of revision and now the donors have approved the revisions. As per the contract with the donors, ILO is continuing to report annually in agreed format through Technical Progress Report and Certified Financial Statement. As per the recommendations of Evaluability Assessment conducted in October 2014, the project develop M&E plan in January 2015 where Monthly Reporting Format (monthly Update) was proposed and subsequently agreed. Since January 2015, Project shares monthly updates with the donors. Relative to other projects, donor mechanism is reasonably effective.

The Project Coordination Committee and Project Steering Committee have met only once so far. These committees have not been effective. On the other hand, NTC has met 10 times so far and keeps tab on safety assessment and remediation process. There are other key players of direct relevance to RMG sector such as MENV, power supply authority, MWCA, but they are not actively involved.

**Project management is reasonably satisfactory.** The project manages finance in two systems – ILO system and its own system. This is largely due to its design process, which went through a different path. The unspent funds guide subsequent budget forecasts, with some exceptions. In principle, each component leader has his/her budget allocation and they manage in consultation with the Programme Manager. Project spending is satisfactory and can be termed conservative. The Finance staff exercises due diligence in disbursements and follows good financial management practices. Financial reporting takes place in two ways – full disclosure internally and selective disclosure externally as per agreement with the donors.

The project does not have a proper M&E system. What exists is close to management information system. There is a clear gap in this area, which the project need to be address for ensuring development effectiveness during the final evaluation. The project only reports gender data related to the number of participants in training activities. Overall, M&E including gender reporting is weak.

## F. Gender Issues

- Does the project have a gender strategy?
- If so, are they different for men and women?
- How does the project engage women leaders?
- What actions the project, project partners, RMGP programme, and ILO have taken?
- Is there a system in place to monitor gender results and report on a regular basis?

The project effectiveness discussion earlier covered gender issues at length. In summary, gender strategy is reasonably good but problem is in its implementation. Evaluators do not have statistics but some project staff pointed out that some of them received gender sensitization training only in August 2015. It would be useful for all project as well as ILO Country Office staff to go through gender sensitization training, if they have not done so. As highlighted in the effectiveness section above project approach need to be gender sensitive. This is very important given that more than 80% of workers are female and more importantly as an UN organization gender is a crosscutting issue for ILO.

**At the factory level, the project needs to promote gender sensitivity working hands in hand with employers and workers.** The OSH intervention can be one avenue to promote this agenda.

There is no specific way in which the project engages women leaders. This needs addressing at different levels. At the national level, ILO Country Office needs to join hands with the MWCA and with women parliamentarians. At the employers' level, first step would be to sensitize employers' organizations (e.g. BGMEA and BKMEA), and at the workers' level sensitization can be introduced through trade unions or workers' participation committees. As a safe working place, MWCA can consider placing a hotline. Gender sensitization is also equally important for government departments affiliated with RMG sector and workers in particular. DIFE, FSCD, MOLE, RAJUK and municipal authorities are prime candidates.

## G. Likely Impact

- How likely is that the project objectives will be met in the short-, medium- and long-term?
- Which areas are likely to see maximum impact?
- What could be done to ensure continued impact in the future?

**It is too early to expect any direct long-term impact (reflected in the objective) from the project.** At the end of the 2016, project will have prepared a foundation for improving working conditions in RMG sector. The RMG workers and employers will be better aware and prepared for averting risks associated with building structure, fire and electrical safety. In the medium-term, implementation partners will have developed capacity to avert and respond to any crisis.

It is reasonable to expect increased capacity in DIFE, FSCD, MOLE, BGMEA, BKMEA and trade unions associated with RMG sector through a series of capacity development initiatives including legal reform, OSH training, inspection regime, and gender sensitization. Exporting factories will remain compliant, but a large number of non-complying or opportunistic factories will remain at risk. The government agencies will have better trained and reasonably equipped mechanism to ensure safety at workplace. The project will reinforce the message that compliance is non-negotiable.

In the short-term, RP victims and survivors will have experienced project impact in terms of improved access to institutional linkages, medical support and livelihood options. However, at this point, in the absence of valid data but based on anecdotal evidence and project records, the impact would be modest. Effectiveness and collaboration among the three key clientele groups – government, workers and employers will guide other initiatives introduced under the project by implementing partners. The impact of BWB will largely depend on demonstration effect from initial factories that have signed up with the programme in term of a higher level of compliance at lower transaction cost and transaction time for factories.

## H. Likely Sustainability of Project Achievements

- How likely is that the project outcomes will be sustained after 2016?
- What can be done to ensure future sustainability of the project outcomes and impact?

The evaluation at this point views that **the project outcomes from the ongoing project cannot sustain without continued support from ILO and international community post 2016.** A new support framework is required with active participation of all stakeholders and more implementation partners. The industry will have to be at the forefront of such a framework. BWB will need to be on full cost recovery basis without project support and led by market dynamics. The government capacity will continue to remain weak, workers will continue to remain sceptical of employers, and employer will take more time to institute safety practices in factories.



## VI. CONCLUSIONS AND RECOMMENDATIONS

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### A. Conclusions

This report provides a comprehensive assessment of project performance at mid-term based on ILO EVAL criteria and concludes that the implementation progress at the current pace will lead to sufficient progress towards the attainment of several outputs and immediate outcome of raising awareness among key industry stakeholders about three dimensional safety issues pertaining to building structure, fire and electrical.

ILO, through this project, has played a critical role with the generous support from Canada, the Netherlands and UK in bringing together all relevant stakeholders under one platform and it has promoted social dialogue and emphasized continued legal reforms for improved working conditions in RMG industry. As a result, the RMG climate of business as usual is no longer applicable and collective awareness has developed among all key implementation partners. Serious efforts are underway to bring about improvement in working conditions for the workers. The amendment of the 2006 Labour Law in 2013 and recently approved LLIR are some of the key legal reforms. The Government has upgraded the status of Inspection Unit to DIFE) and strengthened capacity of both DIFE and FSCD. It has created a large number of regular budget positions for relevant agencies such as DIFE, DOL and FSCD. The new recruits are trained or receiving training so that they can perform their duties effectively through inspections and follow up activities.

The Government has also demonstrated its commitment to the improvements in RMG sector by allocating substantial increase in DIFE and FSCD's annual budget in past couple of years. MOLE continues to remain actively engaged with all relevant stakeholders such as ILO, Accord, Alliance, BUET, FSCD, RAJUK, BEF, BGMEA, BKMEA and workers' organizations. In particular, NTC has played an important role in ensuring adoption of a harmonized assessment matrix for preliminary assessments of factories and approval of DEA protocols. The project is progressing well with the a series of training initiatives and the preparation of OSH kits and manuals for pilot testing in selected factories and it is expected that through OSH committees, there will be a significant push for improvement in safety and working conditions.

More than 4,000 RP victims and survivors have been able access financial and medical support from relevant agencies through the efforts of RPCC and about 260 survivors are getting support from the project in the form of skill development training, health services linkages and other assistance including job links and seed money for income generating activities. The pace of rehabilitation for the survivors has been slow but some of them are becoming resilient and determined to put together their lives.

With the project support, Bangladesh has successfully established BWB programme, which seeks to improve compliance in RMG factories through advisory services and industry linkages. As of August 2015, 78 factories have signed up with the programme and the enrolment is likely to pick up with the release of LLIR and additional staffing in the programme.

The RMG industry has sustained the challenge posed in the aftermath of RP collapse. It currently stands at \$25 billion export industry and aspires to become \$50 billion industry by 2021. A number of challenges lie ahead and these include infrastructure constraint, shortage of gas and electricity, limited skill base of RMG workers focussed on low-end RMG production and strained worker-management relationships. Political instability and climate change vulnerability will continue to challenge the sector as well.

At mid-term, evaluation concludes that the project's developmental objective of safe and compliant RMG industry will remain a continued challenge at the end of project period, December 2016. Several challenge lie ahead and these include delays in the approval of LLIR, strained industrial relations particularly with respect to worker-employer relationships, slow pace of institutional reforms, low absorptive capacity in government agencies and most importantly more than half of the RMG factories will remain unassessed largely because they are difficult to locate and bring under the assessment regime. Concerted efforts will be required to bring these factories to assessment regime.

ILO's collective work in the RMG sector has been unique and will continue to remain strategically relevant given its neutral position. The project support to the sector is considered effective and efficient but at the lower end of the scale. It is too early to envisage impact and ascertain sustainability of project benefits. However, evaluation contends that the industry will continue to need further support beyond 2016 but modality of support would have change and the RMG industry and private sector will have to be more actively involved along with substantial resource contribution so that over next few years a national mechanism develops that can function on its own without donor support.

There is adequate scope for the MENV and MWCA to play active role in PSC. With continued emphasis on safety in RMG factories, remediation will require enforcement. RAJUK has played a passive role and this agency along with other municipal authorities have a critical role to play in locating hidden factories and ensuring workers' safety. The project needs to consolidate capacity development activities and improve database status by incorporating environment and gender dimensions and preparing analytical reports that can be widely shared across the industry and beyond. The Government needs to develop a clear liability framework to ensure employers held directly responsible for another disaster like RP collapse or Tazreen fire incident. The project also need to develop an exit strategy by smoothly aligning support to RP survivors with other development partners with comparative advantage. Finally, BWB need to demonstrate value addition for workers and employers in terms of better worker-management relationships and higher compliance rate at lower transaction costs.

## B. Recommendations

Evaluation findings and the assessment against the evaluation parameters forms the basis for this report to forward a set of 12 recommendations for the project.

1. ***The donors should grant a six month no cost extension to the project*** so that project delivery quality does not compromised. In the light of progress so far and work in progress, it is very unlikely that project activities will deliver all outputs and outcomes by December 2016. Needs are massive, momentum is there, available funds (64%) are less likely to be utilized by December 2016, results are less likely to be satisfactory, the evaluation recommends a no-cost extension to the project by 6 months, with revised completion date of 30 June 2017. This will also help to align with Accord and Alliance activities and enable to find a transitional mechanism if both Accord and Alliance were to exit from Bangladesh. ILO-CO should initiate dialogue with the three key donors (Canada, the Netherlands and United Kingdom) and MOLE as soon as possible so that donors can take a decision well in advance and approve extension. In the interest of time and sufficient room for forward planning evaluation recommends that this recommendation receives a high priority decision item and the extension is granted by 15 November 2015. No additional resource implication is expected in adopting this recommendation.
2. ***The project must strengthen its capacity by recruiting a Deputy Project Manager, a Gender Specialist and a Monitoring and Evaluation Specialist*** (all staffed by Bangladeshi nationals). The project management structure is weak given its complexity. Part of the weakness getting attention now and now five new positions are at various stages of recruitment process. The project needs a Deputy Project Manager who will entirely focus on operational side of the project so that the Programme Manager can effectively work at the higher level ensuring coordination and project complements. A deputy position would be preferable with an understanding that the Deputy Country Director would have other pressing commitments. Two other areas requiring additional inputs are M&E and gender. The evaluation recommends experienced national consultants in both area. There is a need to separate MIS function from M&E so that M&E person will focus on delivery of outcomes and objectives/impacts. The Gender Specialist (preferably Dhaka based) should strengthen the planned interventions with gender lens. Key responsibilities of the Gender Specialist are: (i) provide gender sensitization training for all RMGP and ILO Country Office staff, (ii) review and advise appropriate changes in training materials for gender sensitivity and advise component leaders with a corrective plan, (iii) conduct gender awareness training of trainers for representatives from employers and workers; and (iv) develop user-friendly awareness campaign material for both female and male workers. The consultant should also link industry focal persons to other programmes and projects with in-depth focus on gender issues, including gender-based violence and gender harassment. Employers should extend their support by issuing a credit card size flashcard developed by the gender consultant with telephone numbers of

contacts points where female workers can seek support. The evaluation views this requirement as a high priority for ILO-CO decision and suggests that the projects recruits all three positions and bring them on board, latest by 31 December 2015. The project should fund these positions with funds available for project management support.

3. *The Government should form a high-level taskforce and institutionalize reforms*, comprising the Heads of DIFE, FSCD, BGMEA, BKMEA, RAJUK and ILO-CO with an aim to track thousands of factories that are not registered or not operating at present, and *bring them under the safety assessment regime*. The taskforce should have a six-month mandate and produce a comprehensive report, including strategy to bring them under assessment framework. This should facilitate a comprehensive database of RMG factories, including their operating status. The safety of RMG factories, irrespective of their commercial status, and their required remediation within a fixed timeframe must continue to remain a high priority agenda. DIFE should prepare a list of the identified factories and share with the sector partners and ensure that they are assessed for safety and undertake remediation if they are to remain in business. ILO and DIFE should review the list in consultation with BGMEA and BKMEA and decide priority factories for assessment order. Once the assessment is completed, ILO in consultation with the industry will prepare resource implications, if any. Concurrently, the Government should ensure that it institutionalizes all planned reforms in RMG sector. These are high priority areas requiring Government of Bangladesh's attention because risks are very high if not addressed on time. The evaluation suggests that NTC should convene and monitor progress in both fronts and all key stakeholders (e.g. DIFE, FSCD, BGMEA, BKMEA, RAJUK and ILO-CO) fully cooperate and complete the tasks by according high priority by 31 March 2016. DIFE should be required to make all approved inspection reports public within 7 days of approval with an online notification to the employers and workers' organizations from 1 April 2016 onwards. The project support should ensure that required infrastructure is in place for this. DIFE should ensure that its inspection report database is live and up-to-date and is open for public access. Through media, DIFE should provide quarterly update to the industry and public. The quarterly update should be a summary of number of factories by their status, including not only safety but also compliance with labour code, gender actions and environmental management status. BGMEA and BKMEA should keep a close tab on factories moving out of residential area and relocating on other areas. There is no additional resource implication in adopting this recommendation.
  
4. *The project should formulate a consolidated capacity development implementation plan* in coordination with the workers and employers' representatives, comprising requirements under all relevant components with due emphasis on learning and knowledge retention outcomes. The Training Officer (under recruitment process) will lead this initiative and ensure required training activities are systematically scheduled and based on building block rather than an ad hoc approach. However, this should take place after adequate consultations with implementing partners (need based) and the road map should be ready for implementation from 31 October 2015. Key consideration of the road map will be to create synergies, proper sequencing, value for money, and the relevance to project outcomes over the remaining project duration. In addition, the absorptive capacity of training recipients should guide the project work plan. Furthermore, the *project's Workers Education Expert and Occupational Health Safety Expert/Officer should convene monthly meeting with genuine representatives of RMG workers and employer organizations* and jointly facilitated and create a common understanding for a set of actions to build trust in industrial relations. The project should share the consolidated notes at NTC and PSC. In RMG sector, worker-management relationship must improve for an effective capacity development outcome. Labour inspection and OSH are key cornerstones in this endeavour. Factories need to promote active participation of workers, floor supervisors and managers in OSH activities. The perception that in non-unionized factories, workers participation committee are management planted must change and this can happen only when workers are genuinely represented in these and other committees, including OSH. Factories need to ensure that female workers take up leadership role in operation and management through clear career path. As a test case, ILO-CO and IBC or NCCWE can identify a sample of factories that are amenable to allowing formation of women workers' union and youth workers' union. This requires mutual respect. Research has repeatedly confirmed that positive correlation between productivity and efficiency in industries and improved workers' working conditions. This is a priority area for all stakeholders to collaborate

and support. The evaluation suggests that the road map with clear implementation plan developed by 31 October 2015 and put into action from 15 November 2015. The project should pool funds under each of the five component for capacity development and training and use for implementing this recommendation. No additional resource implication is expected.

5. ***National Tripartite Committee (NTC) should require all RMG factories to submit remediation plan of action to DIFE accomplish required remediation measures*** associated with safety in workplace. Factories will submit their remediation plans by 31 March 2016 to DIFE and DIFE will review all remediation plans and ensure all remediation measures completed latest by September 2016. Since a remediation protocol is in place, DIFE should closely monitor progress in remediation and report to NTC every two months. Such action should be widely published to serve as a deterrence for noncompliance and to undertake due responsibility. The industry and the Government should create a pool of fund from which factories can borrow at market rate of interest, if required. On their part, BGMEA and BKMEA should ensure full cooperation from its members to complete remediation within the deadline. In addition, the project should take an initiative to help DIFE to geocode all RMG factories. The project should complete geocoding by 30 June 2016. RMGP should seek services of a private firm for geocoding and based on cost estimates try to fund this activity from its funds and/ or mobilize support from the Government or other sources.
6. ***The Government should review the composition of the Project Steering Committee (PSC), reconstitute it*** (if deemed appropriate) including high-level representation from the MHPW, MWCA, MENV and power development authority. PSC should meet at least once in six months and provide policy guidance to the stakeholders with an aim to achieve improved working conditions in RMG factories. MOLE should chair PSC and the meetings should deliver better inter-agency cooperation and collaboration. It is important to ensure all stakeholders fully comply with environmental and social safeguards (including gender issues). MOLE should take responsibility for implementing this recommendation at an earliest date (by 15 November 2015) and ensure PSC meeting is held at least once every six month. No additional resource is expected. This is important as the Government with the support of ILO-CO need to work out post-Accord and Alliance phase in RMG sector.
7. ***The MHPW should establish a RMG Cell within the Ministry staffed by a Joint Secretary*** level staff who will coordinate with RAJUK and other municipal authorities in ensuring all RMG structures comply with safety standards and will not issue new operating permits until structural safety thoroughly assessed. The project should consider providing interim support to kick start the Cell's initiation operation for 12 months. Subsequently, the Government should make provision to sustain the Cell's smooth functioning. In addition, ***MENV and MWCA in consultation with GIZ should develop an environmental and social compliance checklist***, which labour inspectors can use while visiting RMG factories. RMGP needs to play a coordination role in facilitating dialogue and working relationship between DIFE and MENV, MWCA and GIZ. On its part, DIFE should ensure that all inspectors are adequately trained in environmental and social safeguards with the support from respective ministries. The compliance with both standards will be mandatory in DIFE reporting to the MOLE and ILO. DIFE will issue closure notice to factories failing compliance and report progress/actions to NTC.
8. ***The Government and ILO Bangladesh Country Office should prepare a transition plan by 31 March 2016*** and funding proposal for post-Accord/Alliance regime in RMG safety assessments. The safety compliance in RMG factories served by Accord and Alliance are well recognized. The momentum generated by these two agencies need to be preserved so that the reputation of the factories remain intact. The contractual agreement for both is set to expire in 2018 but it is premature to conclude that DIFE will have adequate capacity to take over the full responsibility. The project need to ensure that Accord/Alliance business model continues and hence a transition plan well in advance prior to expiry of their contracts remains a priority. ILO in collaboration with MOLE, BGMEA and BKMEA should develop a concept paper by 31 December 2015 and full funding proposal by 30 June 2016. The proposal should include the preparation of a liability framework endorsed by the Government and RMG industry so that future incidents (e.g. building collapse or fire) do not occur or efficiently managed. This framework requires endorsement from by the Government and widely

publicised across RMG and other factories so that it serves as a deterrent to neglecting safety concerns and working conditions in the sector. This is a medium priority recommendation. Implementation of this recommendation will require additional funding but the concept paper and proposal development will not require additional resources. Furthermore, the proposal should also include an exit strategy for the project for supporting RP building collapse victims. Separate arrangements would be required for continued support to these victims because they remain fragile, some of them would require long-term institutional access, healthcare, rehab services, and market based livelihood options.

9. ***The Better Work Bangladesh must focus on consolidating experience from current factories and demonstrate a sound business case*** that the programme adds value not only to overseas clients, but also to RMG factories by reducing transaction costs and improving compliance and to workers in terms of improved working conditions. Better Work Bangladesh (BWB) is a good initiative for the RMG sector and Bangladesh as it opens up opportunity to grow in a fair and sustainable way. Real test of success will depend on continuation of advisory services after a year of free service the BWB programme provides to the factories. It is still at an early stage and hence emphasis should be on demonstration rather than expansion. Once businesses see value for money in signing up with the programme, market for BWB's work will take natural growth. In principle, BWB should operate as a private sector model and pay for itself. There is an expectation that BWB will generate useful data and evidence. It is vital that BWB programme shares its experience of 12 months operation with industry and workers' organization and widely beyond RMG industry. As a part of its effectiveness and sustainability, BWB programme must demonstrate reduced transaction time and cost, higher compliance and better working conditions in RMG factories. The programme should develop a clear business model by 30 June 2016 and demonstrate benefits of factories' association on successful cases by 30 September 2016. If implemented well, the pricing scheme should generate revenues to offset part of project costs associated with Component 5 and hence there is no implication for additional resources. This is a medium priority recommendation.
10. ***The project should undertake a full costing for each type of intervention*** using actual costs for cost containment without compromising quality and for future planning purposes. At present, there is lack of clarity in unit cost of intervention. Cost containment and maintaining quality of services will serve as a role model for the private sector to actively participate in future undertakings in a sustainable manner. This is a medium priority recommendation to be accomplished by 30 June 2016 and it should show case cost-effectiveness and good value for money so that industries can take up some of the initiatives on their own, rather than relying on the Government services.
11. ***The project needs to prepare and implement an actionable gender action plan for project staff, RMG workers and employers.*** The original project document had strong element of gender related activities but implementation has been weak. With the help of a proposed Gender Specialist, the project needs to enhance gender sensitivity in offices and RMG factories, as 55-80% of workers are female. The evaluation suggests that the gender action plan is updated/revised latest by 31 March 2016 and implemented from 1 April 2016 onwards. This is a medium priority recommendation with no additional resource implication. The project progress report mandatorily should include an analytical piece reflecting progress in gender dimension.
12. ***The project should strengthen communication, dissemination and knowledge management*** by undertaking new initiatives of engaging external stakeholders actively in different forms, including organizing experience sharing sessions, monthly business lunches, town hall meetings, policy dialogue sessions, and user-friendly analytical reports. The knowledge part should capture evidence based impact stories as well as exemplifying good practices in other sectors within the country and in the region. At present, the project tracks different components and component managers are responsible for general storage and treatment of respective themes. Monitoring and Reporting Officer combines and collects information using the information management system for monthly updates and information confirmed at every Monday morning meetings. The project uses RMG Cloud for storing data for all components except BWB. From evaluation point, this is very restrictive and requires extensive effort, including sourcing and sharing development in the sector and respective area. Furthermore, the quality of monthly progress report

needs to improve with more analytical contents rather than reporting numbers. This is a medium term recommendation to be adopted within 6 to 9 months and has no additional resource implication.

## **VII. LESSONS AND GOOD PRACTICES**

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The project at mid-term provides a number of lessons that can be taken on board and improve project performance going forward in the second half of the project. This section outlines key lessons from project design and implementation to date. A set of eight lessons and two good practices appear in the next few pages.

## ILO Lesson Learned Template

**Project Title:** Multi-Donor Support For Bangladesh – Improving Working Conditions In The Ready-Made Garment Industry **Project TC/SYMBOL:** BGD/13/09/MUL

**Name of Evaluator:** Ganesh P. Rauniyar & Omar Tarek Chowdhury **Date:** 02/10/2015

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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Under an emergency condition, a neutral and credible leadership is important to galvanize support for a response mechanism.</b></p> <p>In the aftermath of RP building collapse, stakeholders identified ILO as a trusted development partner with a reputation of neutral and constructive engagement in Bangladesh’s RMG sector. ILO, following a high-level mission from headquarters, took leadership role for putting together a response to the crisis with its own funds and technical expertise. Based on consultative process, it put together a funding proposal that addressed both strategic as well as short and medium-term needs of the RMG sectors. At the core of the proposal was improving working conditions in RMG sector. The proposal received strong support from all interest groups, including workers and employers’ associations and policy makers. It also received strong endorsements from overseas buyers nervous at that time, reflected by fear associated with the disruption in supply chain and brand reputation.</p> <p>The proposal also received endorsement from the donor community and Canada, the Netherlands and UK quickly responded to fund the proposal. At the time of crisis, the scale and scope of impact was largely unclear but the three donors put their trust in ILO and approved the funding. As the building structure, fire and electrical safety assessment proceeded, the scope of assessment increased. Once again, Netherlands and UK provided additional financing to complete the assessment process in time to avert potential safety risks in RMG factories.</p>
<b>Context and any related preconditions</b>	ILO interventions and its initiative to galvanize tripartite actions to make RMG sector as a safe and decent workplace started when Bangladesh and its export oriented RMG sector with four million workers was facing serious economic and social challenges both domestically and internationally. ILO’s credibility and its record of accomplishment as the proponent of safe working condition, and promptness to mobilize required resources (financial, human resource with relevant technical knowledge, skills and experience) earned the unconditional acceptance and cooperation for the project.
<b>Targeted users / Beneficiaries</b>	Workers and their dependents in Bangladesh’s RMG sector, RMG manufacturers and exporters, victims and their dependents and survivors of Rana Plaza building collapse, overseas buyers and consumers, workers and employers’ organizations, and government agencies with direct stake in RMG sector.
<b>Challenges /negative lessons - Causal factors</b>	Delay in approval of Labour Law Implementation Rules, finally approved on 16 September 2015 following a long delay.
<b>Success / Positive Issues - Causal factors</b>	ILO’s focus to mobilize government-employers-workers to initiate Joint Statement and National Committee to ensure Fire, Building and Electrical safety is showing the signs of improvement in RMG sector; ensuring government’s active support for the overall RMGP and policy reforms; ILO’s ability to mobilize required experience, skills, knowledge; financial, technical and human resources, including mobilizing development partners; and improved capacity of fire and labor inspection agencies, such as DiFE and FSCD and harmonization of safety assessment protocol.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Delay in mobilizing the Programme Manager/CTA, unsuccessful recruitment of some of the project positions, weak management structure,

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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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>A complex project design requires additional social preparation time and proper sequencing of interventions.</b></p> <p>The project design is complex with five components and a large number of implementation partners representing diversified interest groups. Moreover, when on the ground reality is not clear, it takes time to establish bearings in place. Virtually all implementation partners had weak capacity, in terms of both skills and number. Improving working conditions in RMG sector was not a priority prior to Tazreen fire and Rana Plaza (RP) building collapse. The 2006 Labour Law was weak and it had no clear implementation rules. Focus was on rehabilitation and reintegration of workers who were victims or survivors of RP collapse and ensuring safety of the workers in the factories. The three-year project design had little flexibility in properly sequencing the components. As a result, capacity-building activities commenced without any institutional analysis and training needs assessment. A sequential planning of activities along with safety assessments may have been more effective.</p>
<b>Context and any related preconditions</b>	<p>RMGP evolved as an emergency response in an unusual situation. Due to ILO's past country experience and engagement with social partners, it could put together five befitting components quickly to give the project a comprehensive quality. In addition, some of ILO CO's ongoing complementary projects were also handy to support the RMGP. Urgency to roll out the project had its limitation too. For other similar project in other countries in future, similar limitations and gaps need to be identified and addressed at an early stage to ensure effectiveness.</p>
<b>Targeted users / Beneficiaries</b>	<p>RMGP teams, particularly components with capacity building activities, monitoring and evaluation department, and even social partners and agencies for which the activities are designed. Other ongoing CO may also be the users/beneficiaries from this lesson.</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>Unusual urgency and rush may have caused some gap. Lack of data and weak institutions resulted in more time required to assess the need for preliminary safety assessments. Strong monitoring arrangements and periodic diagnostic analysis of results framework could have helped to expedite effective implementation.</p>
<b>Success / Positive Issues - Causal factors</b>	<p>RMGP still has its half of lifetime and the emerging shortcomings could be addressed with stronger management set up and focus on achieving not only outputs but also outcomes.</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>Staff need to remain focused on delivering development effectiveness. Revision and simplification of results framework and logical framework would help the project to stay on track. Fund utilization has been very low and hence calls for no cost extension of the project so that planned activities could be implemented and outputs and outcomes achieved.</p>



# ILO Lesson Learned Template

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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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Workplace safety assessment alone does not necessarily guarantee better working conditions unless followed up by remediation. Corrective action plans and implementation of these plans need to follow quickly after assessment.</b></p> <p>The RMG sector cannot remain complacent after the assessments are completed. The statistics shows that while more than 3,000 factories have gone through safety assessment under NI, Accord and Alliance arrangements. In all, the Review Panel handled 112 cases so far. These were the cases considered “unsafe’ to operate and only 34 have been ordered to close down. Remediation has been stagnant or much slower than expected. It has progressed only in part of the factories assessed by Accord and Alliance and almost all NI assessed factories have yet to start the process. According to industry stakeholders, the financing of remediation cost appears as a major constraint. On the top, DIFE’s capacity is inadequate to oversee remediation plans and accomplishments. Prolonged delays in addressing remediation will further put the working conditions in the sector at risk. An industry source estimates that 60% of the factories would need remediation. It is a daunting task but saving lives by ensuring safe working place is more important. The Government is aware of remediation financing requirement and reportedly seeking funding arrangement. This needs to be in place sooner than later.</p> <p>An added factor is that there are thousands of factories temporarily closed down, operating illegally, operating as subcontractors or are exporting to countries that do not require Accord or Alliance certification. It is a priority task for DIFE, FSCD, BGMEA, BKMEA and trade unions to work collectively and bring them to assessment regime. The DFID’s 2014 AR raised the associated challenge and risks, but there is no progress on this front. Any further building collapse or fire incidence would put industry’s reputation at risk.</p>
<b>Context and any related preconditions</b>	<p>The project’s developmental objective of safe and compliant RMG industry will face setback if comprehensive action plans are not adopted strictly over next few months.</p>
<b>Targeted users / Beneficiaries</b>	<p>ILO CO and its RMGP team, NTC, all implementing partners and relevant agencies, and development partners.</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>If this core component of the RMGP remains even partially unimplemented, then the credibility of the RMGP and this national action plan will lost.</p>
<b>Success / Positive Issues - Causal factors</b>	<p>Formulation and implementation of remediation plans and bringing unregistered RMG factories to building, fire and electrical safety assessment regime.</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>Continued ILO CO’s rigorous efforts are needed to pursue this issue to NTC. Regular monitoring system and Project Managers’ effective engagement with DIFE is required.</p>

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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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Gender sensitivity do matter in workplace in a sector that employs 4-5 million workers comprising about 80% women.</b></p> <p>More conscious efforts and continuous understanding building of both project staff (all five components) and social partners are required to translate women participation and numbers to achieve ‘promoting gender equality and women workers’ rights’ (one of the focuses). It is important to note that mere participation of women and achieving numerical targets has the potential of giving false notion of accomplishing gender equity and equality. Gender participations designs should be results oriented so that changes in gender relations, gender sensitivity among men and women (both at workplace and private domain), and analytical ability to counter challenges and take decisions is ensured. Furthermore, adequate resources and well-beings of both men and women including gender specific needs require attention. These crucial parameters are missing from result framework, individual plan and project reports.</p>
<b>Context and any related preconditions</b>	<p>RMG sector employs the largest number of female workers in Bangladesh. Millions of women’s employment in such a formal industry bears tremendous socio-economic-cultural potentials to bring in many social changes and breaking the status quo of gender inequality. To harness their potential, they need empowering environment and many strategic supports which projects like RMGP can provide to ‘promoting gender equality and women workers’ rights’. To materialize this focus, participation of women (be it RMG workers, union leaders or staff of DIFE &amp; FSCD) should aim at achieving empowerment and equality, not only numbers. For this, RMGP and other projects needs to be relentlessly result oriented through critical understanding of gender issues and strong monitoring system with gender lens. RMGP still has time and potential to set a trend for the women and men engaged in formal and informal sectors in Bangladesh and thus be a champion of ILO’s concern for gender equality.</p>
<b>Targeted users / Beneficiaries</b>	<p>RMGP project (all five components) and implementing partners (government agencies, employers and trade unions); other projects implemented by ILO CO and its staff; donor agencies and government policy regime, which promote gender equality. Particular example in this case is FSCD, which lacks female inspectors and firefighters. There are a handful of them occupying positions but in non-operational role.</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>Transforming RMGP’s gender related focus to impact, which empowers women, enhances critical understanding and capacity of men and women as well as meets their basic and strategic needs at workplace. Training materials need to be critically reviewed to ensure gender sensitivity and cultural appropriateness. Monitoring system should have appropriate indicators to ensure gender impact at the end of the project.</p>
<b>Success / Positive Issues - Causal factors</b>	<p>RMGP and ILO CO have conscious efforts to promote gender equality and women worker’ rights and address men too in this regard. This fundamental element can produce better gender impact for RMGP when it gets collective and critical support from all components with appropriate gender understanding.</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>Staff awareness and understanding about gender issues require periodic assessment so that they can be the first line of reviewer for training materials, modules, knowledge products to ensure gender sensitivity and act as the promoters of gender equality within ILO CO and among social partners.</p>

## ILO Lesson Learned Template

**Project Title:** Multi-Donor Support For Bangladesh – Improving Working Conditions In The Ready-Made Garment Industry **Project TC/SYMBOL:** BGD/13/09/MUL

**Name of Evaluator:** Ganesh P. Rauniyar & Omar Tarek Chowdhury **Date:** 02/10/2015

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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Developing a proper road map based on training needs identified both by supervisors and staff/workers for capacity development certainly helps in achieving intended goal.</b></p> <p>Experience shows that there is a limit to absorptive capacity in training participants and it varies widely based on their backgrounds. Thus, in order to maximize learning and new knowledge retention, the project will benefit from a comprehensive capacity development road map comprising relevant activities, sequence them and space them over time. This needs to follow from properly done training needs analysis.</p> <p>A group of five FSCD inspectors during a focus group meeting appreciated training offered by ITC Turin instructors but they emphasized that training need to complement access to relevant equipment. In their case, FSCD lacked equipment and hence training could not be put in practice. In a rapidly changing world, the stakeholders need to keep up with rapidly changing technology. Hence, a single dose of training is not adequate and on the job skill upgrading need to follow. However, this requires institutional support and staff/workers cost. Industry and the Government should recognize that investment in skill development is an investment in human resource development rather than sunk business costs.</p> <p>Another example is skill development training offered to survivors of RP collapse. While skill development training was imparted to 150 people, only 42 (28%) are able to generate some income in 2015. This reflects a mismatch in training offered. In practice, skill development training needs to reflect prevailing market conditions.</p> <p>In an organizational context, often pre- and post-training evaluations form the basis for judging impact of training and there tends to be temptation to jump to conclusion that training was effective. However, it does not reflect knowledge retention after a certain period. Hence, it calls for periodic skill assessment so that staff, employers and workers can refresh any depreciated or outdated knowledge to keep up with the market demand. Training impact assessment need to part of business process.</p>
<b>Context and any related preconditions</b>	<p>Characteristics of the project have caused the noticeable surface of some challenges related to pedagogy, training programs and their linkage with application. These problems could be assessed collectively with the partners to overcome any limitations and enhance effectiveness of the training, and use the learning across other projects. For leading the assessment, employing a training expert will be worthy and meaningful. Involving recipient partners in a consultation led by training expert will create awareness among them and make them active in planning training program effectively.</p>
<b>Targeted users / Beneficiaries</b>	<p>Respective project components of RMGP, DIFE, FSCD, NCCWE, IBC, BEF, AAB, and other projects of ILO CO.</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>Not having a Training Officer (under recruitment process currently) for RMGP posed challenges for huge and diverse capacity development activities for different partners. A review of the CDAs and proper planning with the partners can help to create synergies, proper sequencing, value for money, and the relevance to project outcomes over next 15-16 months.</p>
<b>Success / Positive Issues - Causal factors</b>	<p>Placement of Training Officer and his/her effective and professional leadership will result in overcoming the challenges and difficulties hopefully.</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>Necessary staff (Training Officer) needs to be in place as soon as possible.</p>

## ILO Lesson Learned Template

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**Name of Evaluator:** Ganesh P. Rauniyar & Omar Tarek Chowdhury **Date:** 02/10/2015

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.

O2LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Mid-term (and Final) Evaluation becomes more efficient if the evaluation team gets full access to project files and database at the start.</b></p> <p>The evaluation team received limited information at the start of the evaluation process. In the initial packet (available through password protected cloud access) did not have the original project document. The team had to request additional information and data as the analytical process continued. Incomplete documentation at the start led to extra pressure on project staff to respond to evaluation team’s requests including extra hours. Adequate preparation on the part of project is necessary in ensuring efficient evaluation process.</p> <p>The evaluation team recognized the nature of sensitivity in providing some data and information, but it is a standard practice to provide requested information and data in confidence to the evaluation team.</p>
<b>Context and any related preconditions</b>	An independent mid-term evaluation facilitates mid-course correction, if required during project implementation. Since this project was designed under tremendous pressure in response to an emergency. It was very relevant and timely to commission this evaluation. It is also a compliance of ILO Governing policy.
<b>Targeted users / Beneficiaries</b>	ILO country offices, ILO EVAL, ILO evaluation managers, future evaluators, project staff, and all relevant stakeholders.
<b>Challenges /negative lessons - Causal factors</b>	Any project team, for that matter, needs an orientation and own preparation prior to any evaluation mission. Similarly, a thorough and systematic orientation at the beginning for the evaluator/s may also be useful for an effective evaluation. Implementation of suggestions/ recommendations made by earlier mission is important to avoid the similar shortcomings. An earlier evaluation mission (PFPRW Project. June 2015) also reported experience similar to this evaluation team and the project could have managed this better.
<b>Success / Positive Issues - Causal factors</b>	RMGP team’s support and response to requests, including those from the Project Manager/CTA, was helpful for the evaluators. Project’s good relationship with all stakeholders also helped the evaluation process. All stakeholders honored all scheduled meetings and spent substantial time to respond to evaluation team’s questions without any reservation. For example, BEPZA is not an implementing partner of RMGP project and a group of senior BEPZA officials did not hesitate to meet one member of the evaluation team with due importance and IBC did organized a special FGD for the same member after the field mission.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	RMGP team and management can use this learning for the final evaluation. ILO-CO and ILO EVAL can disseminate this lesson to other project officers implementing ILO programmes.

## ILO Lesson Learned Template

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**Name of Evaluator:** Ganesh P. Rauniyar & Omar Tarek Chowdhury **Date:** 02/10/2015

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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>An effective communication strategy and its implementation plan should be user-friendly and crosscutting as well as applicable to all components of a project.</b></p> <p>The project maintains a good working relationship with all groups of stakeholders. This has contributed to ILO's credibility in RMG sector. It has managed both external and internal relationships very well and this need to continue. The communication strategy adopted by the project upward through ILO's engagement in 3+5+1 group and policy dialogue with MOLE have worked well.</p> <p>Monthly progress update and regular meetings with donors, Accord and Alliance, Government agencies, BGMEA and BKMEA, overseas buyers' interest groups, and IBC and NCCWE have been effective. Recent initiative of using hotlines to report workplace safety issues is a move in the right direction as the workers access to information technology and smart gadgets is still limited to ordinary mobile phones, radios and print media. Data transparencies and press coverage covering RMG events of interest to RMG workers and wider audience are also equally important and this is an area the project may consider strengthening its activities.</p>
<b>Context and any related preconditions</b>	<p>Along with RMG workers and victims of accidents like RP building collapse, general populace of Bangladesh still trying to come to terms with the severe industrial accidents they have experienced due to negligence and non-compliance of basic industrial safety measures. A well designed communication strategy can establish the trust of workers, unions and community by projecting what the RMGP and tripartite initiative is trying to secure a safe RMG sector for workers.</p>
<b>Targeted users /Beneficiaries</b>	<p>All RMGP stakeholders particularly rank and file workers, public and media.</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>Not having communication material in Bangla. Relevant communication and outreach materials should be produced in Bangla for worker, unions, media and general public; considering RMG workers as the important audience of the communication materials; communication materials needs to be demonstrate the success of the project, awareness raising, opinion building about workers safety and rights, and creating gender sensitivity in a customized manner.</p>
<b>Success / Positive Issues - Causal factors</b>	<p>Existing communication strategy has already produced good results for ILO and RMGP, which can be further expanded to make the results more efficient and cost effective and expand the outreach beyond RMG sector.</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>RMGP Communication team to review communication strategy, communication tools, social media approach and other modalities to deliver effective messages pertaining to improved working conditions.</p>

## ILO Emerging Good Practice Template

**Project Title:** Multi-Donor Support For Bangladesh – Improving Working Conditions In The Ready-Made Garment Industry  
**Project TC/SYMBOL:** BGD/13/09/MUL

**Name of Evaluator:** Ganesh P. Rauniyar & Omar Tarek Chowdhury

**Date:** 02/10/2015

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
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>RMGP is a complex project with high political stake in Bangladesh with divergent interest groups. ILO, as a neutral organization, has been successful in promoting social dialogue and bringing these interest groups together on the table. This has resulted in tangible progress towards improved safety awareness and working conditions in export oriented RMG factories, which employs 4-5 million workers and generates \$25 billion export revenue for the country. There is a wider recognition that business as usual is not an option and safety of workers do matter. ILO has gained trust and credibility from donors, worker and employers’ organizations, and the Government for its critical role in RMG sector. ILO has quietly pursued reforms in the sector with the institutionalization of building structure, fire and electrical safety assessment in factories, enhanced capacity of some of the key agencies like FSCD and DIFE and ensured that NTC meetings held regularly and emerging issues and challenges discussed and addressed. It has also played an important role in persuading the Government to amend the 2006 Labour Law in July 2013 and the approval of Labour Law Implementation Rules in September 2015. It is poised to promote improvement in labour-management relations through the adoption of occupational and safety measures in RMG factories. Engagement with private sector including Accord and Alliance has been very useful for the industry.</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>Stable industrial relation requires trust, commitments to work together from all sides. In Bangladesh RMG sector, there is a trust deficit between employers and workers’ organizations, in particular trade unions. Moreover, trade union membership in the sector is very low (under 2%). This implies that trade unions do not have adequate representation to enter into collaborative bargaining. Employers in many factories have established workers participation committees. These committees comprise management nominated members, who do not necessarily serve workers’ wider interest in the factories. Workers need to come together and reinvent themselves and form new generation of unions, particularly youth and women’s unions. ILO’s commitment to create improved working condition for the workers and thus ensuring tripartite engagement established a good example of improvement the safety in RMG sector along with enabling environment for better industrial relation. Implementation of OSH measures in RMG factories will help in improving industrial relation.</p>
<p><b>Establish a clear cause-effect relationship</b></p>	<p>The RPPG design ensures improved working conditions based on the consensus of relevant stakeholders.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>A functioning National Tripartite Committee (NTC), completion of preliminary assessment of more than 3,000 export oriented RMG factories, regular engagement with employer and workers’ organizations, enhanced capacity of DIFE and FSCD to handle safety compliance.</p>
<p><b>Potential replication and for whom</b></p>	<p>The tripartite arrangement is applicable to other manufacturing and service sector industries wherein workers, employers and government agencies come together for a common cause.</p>

<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	RMGP has a strong potential to contribute to the broader ILO policy goals and country programmes, including DWCP.
<b>Other documents or relevant comments</b>	NTC meeting minutes demonstrating decisions and results, DIFE annual report, and wider recognition by a wide array of evaluation stakeholders whose voice can be summed up by one industry representative <i>"RMG industry will not be here as it is today without ILO."</i>

## ILO Emerging Good Practice Template

**Project Title:** Multi-Donor Support For Bangladesh – Improving Working Conditions In The Ready-Made Garment Industry  
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**Name of Evaluator:** Ganesh P. Rauniyar & Omar Tarek Chowdhury

**Date:** 02/10/2015

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
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The export oriented RMG sector has adopted a common preliminary safety assessment framework. It is accepted and owned by all RMG factories. This is an outcome of collaborative efforts of all stakeholders including BUET, BGMEA, BKMEA, BEF, RMG workers' organization, MOLE, DIFE, FSCD, ILO, Accord and Alliance. Likewise, recently, there has been a common understanding on the protocol for detailed engineering assessments (DEAs). A unified approach avoids misinterpretation of assessment results and maintains an agreed standard across the factories. The stakeholders at NTC have also agreed to use services from one of the 13 approved engineering firms for DEA.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	Currently the project has assessed export-oriented factories and it does not include those located in BEPZA or operating illegally for export or domestic market. The challenge is to locate such factories. Once these factories are located, same assessment framework can be adopted by the industry. For factories that have completed assessment, the next challenge is to adopt remediation plans.
<b>Establish a clear cause-effect relationship</b>	Assessment leads to identifying risks and planning risk mitigation measures.
<b>Indicate measurable impact and targeted beneficiaries</b>	The project has completed preliminary assessment of more than 3,000 RMG factories.
<b>Potential for replication and by whom</b>	A standardized safety assessment framework can be adopted in any manufacturing industry.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	Contribute to DCWP.
<b>Other documents or relevant comments</b>	DIFE reports available on their website, DIFE annual report

## TERMS OF REFERENCE

26 July 2015

<b>Project Title</b>	<b>Multi-donor Support for Bangladesh Garment Industry Programme - Improving Working Conditions in the Ready-made Garment Sector</b>
<b>TC project code</b>	<b>BGD/13/09/MUL</b>
<b>Donors</b>	<b>The Netherlands : US\$ 11.10 million United Kingdom : US\$ 11.36 million Canada: US\$ 7.06 million</b>
<b>Total approved budget</b>	<b>29.49 million USD</b>
<b>ILO Administrative unit</b>	<b>CO-Dhaka</b>
<b>ILO Technical Units</b>	<b>LAB/ADMIN, GOVERNANCE</b>
<b>Evaluation date and field work dates</b>	<b>August 2015</b>
<b>Evaluation Manager</b>	<b>Pamornrat Pringsulaka</b>
<b>TOR preparation date</b>	<b>June 2015</b>

#### Introduction and Rationale for the Mid-Term evaluation

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This terms of reference (TORs) covers the mid-term evaluation of the RMG project (RMGP). The project is implemented by ILO and funded by the Government of the Netherlands, the Government of Canada, and the Government of the UK. On the Component 5 of the project (the Better Work Bangladesh) – it has received additional funds from United State Department of Labour (USDOL), Government of France, and Switzerland -State Secretariat for Economic Affairs, SECO. The Better Work Bangladesh has its separate activities and programme and monitoring framework though it is part of the component 5 of the RMG project.

The project start date is on 22 October 2013 and the end date is 31 December 2016. The Chief Technical Advisor/Programme manager has officially been on board only in July 2014. With some delay and challenges in starting up, the project is now at the midpoint of its implementation. In accordance with ILO policy governing technical cooperation projects, an independent midterm evaluation is required for projects of such budget size and duration. The midterm evaluation will apply the key criteria of relevance, validity of design, effectiveness, efficiency, gender equality as well as monitoring and evaluation to determine the completed results of the intervention.

The midterm evaluation aims to assess the continued relevance of an intervention and the progress made towards achieving its planned objectives. The independent midterm evaluation will be conducted by a team of independent evaluators and will be managed by Monitoring and Evaluation (M&E) officer based at ILO Regional Office for Asia and the Pacific (RO-Bangkok) with quality assurance provided by Senior Evaluation Officer from Evaluation Office, ILO Geneva.

The evaluation manager will prepare TORs and will subsequently finalize it in a consultative process involving key stakeholders of the programme including the donors. The evaluation will comply with UNEG Norms and Standards and the ethical safeguards will be followed.

#### Background of the RMG-P

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The programme for improving working conditions in the Ready-Made Garment (RMG) Sector in Bangladesh builds on the momentum generated by the tragic events to address serious challenges facing the ready-made garment industry and to secure lasting improvements to working conditions in Bangladesh.



The loss of 1136 lives when Rana Plaza collapsed on 24 April 2013, after just months after the fatal fire at Tazreen Fashions of which 112 died, it was clear that the Bangladesh Ready Made Garment (RMG) sector had reached a crucial junction. It has created a momentum that fundamental changes related to safety, inspection and compliance had to be made if the lives of over 4 million workers were to be safeguarded and the confidence of global buyers retained.

Following the Tazreen fire in Nov. 2012, a framework for the enhancement of fire safety in Bangladesh was developed in the form of a Tripartite Statement to enhance a fire safety. This was signed by government, workers' and employers' representatives in January 2013.

A tripartite Joint Statement on safety and rights on 4 May 2013 was issued. The Joint Statement and the process that led to them, signified a change in the dynamics of the Bangladesh garment industry. It reflect a clear commitment by the Government to work with the employers and workers to improve safety of the RMG sector, which has later been detailed in the National Tripartite Plan of Action (NTPA).

The Tazreen and Rana Plaza disasters indicated that there was a lack of capacity at all levels in Bangladesh to effectively ensure safety and acceptable working conditions in the RMG sector.

The ILO consulted widely with stakeholders of the RMG sector to identify the areas where it can provide short term and long term support in improving working conditions in the sectors. The RMG project has five components:

1. **Building and Fire Safety Assessment:** supports the commitments made by the tripartite partners to complete a fire safety, electrical and structural preliminary assessments of all active RMG factories in Bangladesh and initiate remedial action.
2. **Strengthen Labour Inspection & Support Fire and Building Inspection,** supports the government to significantly improve the capacity of its inspection systems.
3. **Build OSH awareness, capacity and systems,** builds the capacity of workers, supervisors and managers in the RMG sector to improve the safety of their workplaces including the prevention of violence at workplace.
4. **Rehabilitation and skills training for victims** responds to the request of the tripartite partners for the ILO to provide immediate rehabilitation services and to launch skills training programmes for workers who sustained injuries or lost employment in the tragic events of Tazreen and Rana Plaza.
5. **Implementation of a Better Work programme,** aims to improve both compliance with labour standards and competitiveness in global supply chains.

In three and a half years the programme is intended to achieve major results on building and fire safety and support to survivors. It builds the foundations for longer term results and sustainable action through improved legislation, enforcement and oversight capacity of regulatory agencies and through implementation of workplace level systems to improve working conditions by employers and workers, initially in the RMG sector, but with potential to expand to other economic sectors in Bangladesh as well.

This support is aimed to ensure that the RMG sector remains a thriving export sector and emerges from this current crisis stronger in terms of building, fire and labour conditions. This is essential given the importance of the sector in the economy of Bangladesh (78% of total export earnings and 14% of GDP). The majority of RMG workers are women.

Key implementing partners of the RMG programme are as follows: -

- National Tripartite Committee on Fire and Building Safety
- Ministry of Labour and Employment (and Agencies)
- Ministry of Housing and Public Works (and Agencies)
- Bangladesh Garment Manufacturers and Exporters Association (BGMEA)
- Bangladesh Knitwear Manufacturers and Exporters Association (BKMEA)
- Bangladesh Employers' Federation (BEF)
- National Coordination Committee for Worker's Education (NCCWE)
- IndustriALL Bangladesh Council (IBC)
- Employers' and Workers' Organizations (BGMEA, BKMEA, BEF, NCCWE, IBC)

- Bangladesh University of Engineering and Technology (BUET)

**Key collaborators: -**

- **Bangladesh Accord on Fire and Building Safety** (the Accord) is an independent, legally binding agreement between brands and trade unions designed to work towards a safe and healthy Bangladeshi Ready-Made Garment Industry. The purpose is to enable a working environment in which no worker needs to fear fires, building collapses, or other accidents that could be prevented with reasonable health and safety measures. The Accord was signed on May 15th 2013. The agreement was created in the immediate aftermath of the Rana Plaza building collapse that led to the death of more than 1100 people and injured more than 2000.
- **Alliance for Bangladesh Workers Safety** The Alliance for Bangladesh Worker Safety was founded by a group of North American apparel companies and retailers and brands who have joined together to develop and launch the Bangladesh Worker Safety Initiative, a binding, five-year undertaking that will be transparent, results-oriented, measurable and verifiable with the intent of improving safety in Bangladeshi ready-made garment (RMG) factories. Collectively, these Alliance members represent the overwhelming majority of North American imports of RMG from Bangladesh, produced at more than 580 factories

In October 2014 the Evaluability assessment exercise was carried out, analysing the evaluability of the programme against the project design and the RMGP's logical framework. A number of recommendations were made, including sharpening the results chain and reducing the number of indicators. The recommendations of the evaluability assessment report was used to revise the monitoring and evaluation framework and the logframe. As part of the revised logframe, 8 immediate objectives have been identified, a reduction from 10 immediate objectives in the original logical framework.

*Component 1: Building and Fire Safety Assessment*

1. Government institutions (DIFE, FSCD, and RAJUK) assume responsibility for building, structural, fire and electrical safety in accordance with national laws

*Component 2: Strengthen labour inspection and support fire and building inspection*

2. Organizational development plan for the DIFE (Department of Inspectors for Factories and Establishment) to operate as a more skilled, resourced and effective institution
3. Labour inspectors skilled and effectively conducting labour inspections

*Component 3: Build OSH awareness, capacity and systems*

4. OSH committees leading safer environments
5. Employers and Workers demonstrating a greater OSH awareness

*Component 4: Rehabilitation and skills training for victims*

6. Rana Plaza victim support system established and coordinating support to victims and survivors
7. Rana Plaza survivors reintegrated and employed

*Component 5: Implement a Better Work Programme*

8. Better Work as a driver of change for increased compliance

**Component on sector coordination:** The evaluation should examine the ILO's role to enhance stakeholder coordination (this is an opportunity to evaluate relevant project linkages with the work of the Accord and the Alliance such as the harmonized common inspection standards).

The implementation of the project has been affected by the impact of hartals. It has affected the project delivery particularly during the period particularly during January to March 2015, hartals were called that affected the work modalities of ILO staff, stakeholders and government officials. The government of Bangladesh has not approved the implementation rules of the Labour Act. This has significant impact on the OSH and Better Work components. In addition, the training of labour inspectors has been affected due to the delay in hiring the additional 200 labour inspectors. Despite all the challenges the progress has been made as follows: -

- The revision of the Bangladesh labour Act introducing new safety measures and making it easier to form trade unions was approved
- 87% of garment factories nationwide (or 3065 factories out of total of 3,508 export-oriented RMG factories) were inspected for structural, fire and electrical safety under the national initiative, Accord and Alliance by 15 July 2015. As a result of the inspections, 34 factories have been closed. The ILO has to date supported the National Initiative to undertake the safety assessment of 1,100 factories.
- The capacity of the regulatory authorities such as the Department of Inspection of Factories and Establishments (DIFE) and Fire Civil Service Department (FSCD) have been boosted so they are better able to carry out an effective monitoring and oversight role. This capacity building is expected to extend to the Capital Development Authority (RAJUK) in 2015
- The DIFE Labour inspectorate created 392 new positions for inspectors bringing the total number of position to 575 and its budget boosted from USD 900,000 in 2013-14 to USD 3.02 million in 2014-15. In 2014 ILO provided foundation training to 152 labour inspectors (male: 137, female: 15) and commenced a reform process to enhance governance and accountability of the labour inspection system.
- The FSCD has boosted strength with the number of fire service staff working as inspectors up from 55 to 268. A core of master trainers has been created within FSCD to build the skills of colleagues nationwide.
- An initiative launched under the ILO RMGP sees the training of 100 master trainers by employers' organizations on occupational safety and health as well on workers' rights issues.
- ILO support 300 injured workers who received counselling and livelihoods training in collaboration with NGOs Action Aid and BRAC. By late 2014 more than 2800 claims had been received related to over 5000 injured workers and dependents of the deceased. A total of approx. USD 30 million had been made available for compensation. Awards in respect of almost all claims had been made as had partial payments on a pro rata basis relating to funds availability.
- Better Work Bangladesh was established, had completed initial work and started factory and buyer outreach through learning seminars for interested factories. To date 71 factories are signed up, covering more than 142,000 workers (55% women, and 45% men)

### **Management set-up**

The RMGP is led by an international Chief Technical Adviser/Programme Manager. Other staff are Fire Safety Expert, Communication expert, Workers Education Expert, two Programme Officers, Communication Officer, Finance officer, Monitoring and Reporting officer, Procurement Officer, Secretaries and Administrative Assistant. A Junior Professional Officer assigned to the project joined in September 2014.

As there are several other projects exist with activities in the RMG sector, RMGP has the lead role to plan and has its linkages within the family of projects<sup>29</sup> working with RMG sector. The efforts have been made to consolidate all of them under the RMG umbrella programme, headed by an international CTA who is also the CTA of RMGP, to whom all other project managers are reporting to.

Though Better Work Bangladesh (BWB) is the component 5 of the RMGP but it has its own international CTA who reports directly to Better Work Global team. The BWB CTA is part of the management team of the ILO RMG programme. BWB also has its own monitoring plan and system.

The RMG-P has three levels of monitoring by the GOB and other stakeholders: a) Project Coordination Committee, b) Project Steering Committee, and c) Project Advisory Committee.

The Project Coordination Committee, chaired by National Project Coordinator (Joint Secretary, MoLE), is responsible for monitoring and reviewing implementation progress of the progress, and supposed to meet every two months – before Project Steering Committee's meeting.

The Project Steering Committee (PSC), chaired by Secretary, MoLE, advises project management on any emerging issues, opportunities and partnerships, endorses annual work plan, and monitors project implementation. PSC is supposed to meet every three months and coordinate the stakeholders in the RMG sector.

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<sup>29</sup> The projects are: a) Improving Fire and General Building Safety in Bangladesh; b) Improving Labour Law Compliance and Building Sound Labour Practices in the Export Oriented Shrimp Sector in Bangladesh; c) Promoting Fundamental Principles and Rights at Work in Bangladesh; d) Promoting Work Place Cooperation in the RMG Sector in Bangladesh; e) Promoting workers' rights and labour relations in export oriented industries in Bangladesh

The Project Advisory Committee (PAC), chaired by Minister, MOLE, provides policy advice and guidance on the strategic direction and major priorities for the project and ensures linkages and coherence with ongoing initiatives of line ministries and development partners in Bangladesh. PAC is supposed to meet every six months.

**Donor Management Mechanism** – the main donors of the RMGP has its mechanism to collectively review and monitor and they have periodic meetings with the project team.

#### **Purposes and Objectives of the evaluation:**

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Midterm evaluation aims to assess the continued relevance of an intervention and the progress made towards achieving its planned/revised objectives (as agreed with the donors). It provides an opportunities to make modifications to ensure the achievement of these objectives within the lifetime of the project. The midterm evaluation will also provide recommendations and lessons learnt to improve the project's effectiveness and efficiency in achieving its objectives.

Clients and users of the evaluation:

- ILO Dhaka and RMGP management,
- Government of Bangladesh [Ministry of Labour and Employment (MOLE), Ministry of Housing and Public Works (MOHPW), Department of Inspection for Factories and Establishments (DIFE), Department of Labour (DoL), Department of Fire Safety and Civil Defence (DFSCD), Rajdhani Unnayan Kartipakkha (RAJUK – Capital Development Authority)], Workers and Employers' organizations and implementing partners
- the donors
- ILO HQ and DWT-New Delhi and RO-Bangkok
- RMG workers

#### **Scope of the assessment:**

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The midterm evaluation will focus on all 5 components of the RMGP from the start till July 2015. **The primary focus of the evaluation is on the RMG project funded by three main donors as mentioned above.**

On assessing the progress made by RMGP, the evaluation may need to acknowledge and take account of the contributions made by other related projects which come under the RMG larger umbrella programme e.g. FPRW (USDOL), FRLR (Norwegian), the fire-safety project (USDOL) because the work complement each other.

The evaluation will integrate gender equality and environmental considerations as a cross-cutting concern throughout its methodology and all deliverables, including the final report. In particular the evaluation should focus on the followings: -

- To evaluate the strategic direction of the project and assess whether the project is in line with the objectives and vision that were agreed upon with key stakeholders and with the revised objectives and proposed revision as a result of the evaluability assessment exercise
- Assess the progress of the programme against output and outcome targets
- Estimate, based on results to date whether the programme is on track to achieve targeted impacts
- To what extent the current management system appropriate to achieve desired results and outcome within a timely, effective and efficient manner. This includes assessing the project steering committee and donor management mechanism.
- Assess the appropriateness of the revised results framework and appropriateness of its indicators, targets and the overall M&E practices
- How has the RMG project engaged with the unions that are mostly active in the RMG sector
- The similarity and challenges faced by RMG project compare to the work of other agencies with similar goal e.g. GIZ work in RMG sector that has similar goal
- Assess the quality of operational work planning, budgeting and risk management

- Understand how RMGP is achieving Value for Money (Economy, Efficiency and Effectiveness) according to DFID guidelines and identify what opportunities exist for further improvements.
- Assess how RMGP manages the project budget, rate of utilization of funds, forecasting
- Also assess how RMGP leverage its resources with other projects under the larger umbrella of RMG programme
- Assess the ILO's role in coordinating the RMG sector stakeholders and this includes coordination with key actors like Accord and Alliance.
- Assess the practice of knowledge management and lessons dissemination and visibility effort on programme branding
- Identify lessons learnt and suggest possible improvements
- Make recommendations and guidance for implementation during the remaining period with a view to ensure maximum impact in terms of results

### Evaluation Criteria and Questions

Criteria	Questions
- Relevance	<ul style="list-style-type: none"> <li>- The extent to which the project continued its relevance and responsive to address issues faced by the RMG sector in Bangladesh</li> <li>- To what extent the project has addressed the need of the RMG workers and the victims of the Rana Plaza?</li> <li>- Was a gender analysis included during the initial needs assessment of the project?</li> <li>- The extent to which the project has addressed the donors' priority in Bangladesh</li> </ul>
- Validity of design	<ul style="list-style-type: none"> <li>- Given the change of the context since the project was designed, whether the design of the project (and the revised design) still address the stakeholders' needs that were identified?</li> <li>- Does the design and the revised logframe are valid or it needs to be modified in the second half of the project?</li> <li>- Was the capacity of various project's partners taken into account in the project's strategy and means of action? Did the project design adequately plan for an effective participation of governments and social partners?</li> <li>- Has the revised results framework and the monitoring and evaluation plan been adequate? Were the suggested indicator values realistic and can they be tracked?</li> <li>- Does the design identify risks and key assumption and whether the project has a mitigation strategy taking into account the situation of Bangladesh?</li> <li>- Is the project strategy adapted to the identified needs and capacities of femals and male beneficiaries?</li> </ul>
- Effectiveness	<ul style="list-style-type: none"> <li>- Is the project on each component making sufficient progress toward its planned/revised objectives? Will the project be likely to achieve its planned/(and revised) objectives upon completion? What are the main challenges, constraints, problems and areas in need of further attention?</li> <li>- Assess the attainment of milestones to date against the revised results framework and monitoring plan</li> <li>- How have stakeholders been involved in project implementation? How effective has the project been in establishing national ownership?</li> <li>- Assess the ILO's role in coordinating the RMG sector stakeholders and this includes coordination with key actors like Accord and Alliance.</li> <li>- How has the RMG project engaged with the unions that are mostly active in the RMG sector?</li> <li>- To what extent the project has managed the practice of knowledge management and lessons dissemination and visibility effort on programme branding</li> <li>- How has the project been responding to the changing situation of the country and/or of the constituents and partners' priorities? These include the political situation and how the impact of that has been addressed?</li> <li>- Do results (effects of activities and outputs) affect women and men differently? If so, why and in which way?</li> </ul>
- Efficiency of resource used	<ul style="list-style-type: none"> <li>- Have the project funds and activities been delivered in a timely manner? If not why? What mechanism has been put in place to mitigate the problems?</li> <li>- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve the project objectives?</li> </ul>

	<ul style="list-style-type: none"> <li>- To undertake a value for money assessment of RMGP in accordance with DFID Value for Money guidance</li> <li>- To formulate recommendations on Value for Money that RMGP should address and monitor over the course of the remaining few years of the programme</li> <li>- Review the progress that has been made to address the value for money recommendations made in the last annual review</li> <li>- How economically have the various inputs been converted into outputs and results? The extent to which the project has leveraged resources/collaborated with other projects targeting the RMG sectors?</li> <li>- Identify possible and specific constraints that has affected the efficiency of implementation</li> <li>- Were resources (funds, human resources, time, expertise, etc) allocated strategically to achieve gender-related objectives?</li> </ul>
- Effectiveness of Management arrangement	<ul style="list-style-type: none"> <li>- Given the size of the project, its complexity and challenges, are the existing management structure and technical capacity sufficient and adequate? Would additional support be required?</li> <li>- Does the project receive adequate political, technical and administrative support from the ILO and its national implementing partners? If not why? How that can be improved?</li> <li>- The extent of coordination mechanism/arrangements among the 5 components of the project – how timely and appropriate decisions are being made for effective implementation and problem solving?</li> <li>- How effective is the monitoring mechanism set up including the role of the Project steering committee and the regular/periodic meetings among project staff and with donors and key partners? Also assessing the effectiveness of the project steering committee and the donor management mechanism</li> <li>- How well does the project manage finances? This should include budget forecasts, spending and reporting</li> <li>- Does the project have an M&amp;E system in place that collects sex-disaggregated data and monitors gender-related results?</li> </ul>
- Gender	<ul style="list-style-type: none"> <li>- What is the strategy to engage women workers and women leaders, as well as men workers? Are the strategy the same? What particular action has been undertaken by the partners, constituents, and the ILO?</li> <li>- Are systems in place to ensure that gender results are properly monitored and reported?</li> </ul>

## Methodology

ILO's policy guidelines for results-based evaluation (2<sup>nd</sup> edition) 2012 provides the basic framework, the evaluation will be carried out according to ILO standard policies and procedures. ILO adheres to the United Nations Evaluation Group (UNEG) norms and standards on evaluation as well as to the OECD/DAC evaluation quality standards.

The evaluation will use a combination of methods and the final methodology will be determined by the evaluation team in consultation with the evaluation manager. The detailed methodology will be elaborated by the evaluation team on the basis of this TORs and documented in the Inception Report, which is subject to approval by the evaluation manager.

It is expected that the evaluation will apply mixed methods that draw on both quantitative and qualitative evidence and involve multiple means of analysis. These include but not limited to: -

- Desk review of relevant documents and related to performance and progress related to the project, including the initial project document, progress reports, the evaluability assessment report, revised results framework, monitoring and evaluation plan, in-built project knowledge etc.
- Review of other relevant documents such as Bangladesh national development plan, DWCP Bangladesh

- Interviews with ILO Dhaka management, RMGP CTA and staff, other ILO project staff whose project is targeting RMG sector, relevant technical specialists both at HQ and DWT-New Delhi level
- Interviews with other key project stakeholders e.g. tripartite constituents, donors, implementing partners, direct recipients (staff of relevant government departments) direct beneficiaries (e.g. factory workers, victims of the Rana Plaza)
- Field visits/observation - RMG factories
  - Criteria for selecting factory level visits/interviews need to be established: – e.g.
    - Fire safety component: x number of factories will be selected from the database E.g. Factories with active trade unions
    - Better Work Factories: x number of factories where at least three advisory visits have taken place
- Stakeholders' validation workshop –where the preliminary findings are presented to key stakeholders

At the completion of the field mission, a stakeholder workshop will be organized by the ILO in Dhaka for the evaluation team to present the preliminary findings and proposed recommendations. Draft evaluation ToRs and report will be shared with relevant stakeholders for their comments and inputs.

All data should be sex-disaggregated and different needs of women and men and those marginalized groups should be considered throughout the evaluation process.

### Main deliverables

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- **An inception report** – upon the review of available documents and an initial discussion with the project management. The inception report should set out any changes proposed to the methodology or any other issues of importance in the further conduct of the evaluation. The inception report will
  - describe the conceptual framework that will be used to undertake the evaluation;
  - sets out in some detail the approach for data collection, the evaluation methodology, i.e. how evaluation questions will be answered by way of data collection methods, data sources, sampling and selection criteria, and indicators
  - sets out the detailed work plan for the evaluation, which indicates the phases in the evaluation, their key deliverables and milestones;
  - set out a plan for data collection, interviews or discussions
  - sets out the list of key stakeholders to be interviewed
- **Facilitation and Power Point presentation** of preliminary findings and proposed recommendations at the stakeholders workshop at the completion of the field mission
- **Draft evaluation report**, later transformed into a **final report** when comments of ILO and other key stakeholders have been received and incorporated. The report should have about 30-35 pages excluding annexes with executive summary (as per ILO standard format for evaluation summary). The quality of the report will be assessed against the EVAL checklist 5, 6 and 7 (see annexes). Any identified lessons learnt and good practices will also need to have standard annex templates (1 lessons learnt per page to be annexed in the report) as per EVAL guidelines. The report should also include a section on output and outcome level results against milestone targets to date.

The report and all other outputs of the evaluation must be produced in English. All draft and final report including other supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for windows. Ownership of the data from the evaluation rests jointly between ILO and ILO consultant. The copy rights of the evaluation report rests exclusively with the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

- **Evaluation summary** – according to ILO standard format – will also be drafted by the evaluation team leader after the evaluation report is finalized. The evaluation manager will assess it against EVAL checklist 8.

## **Management Arrangement:**

### **Evaluation team**

#### *Team leader*

The midterm evaluation will be led by an international evaluator who will be responsible to deliver the above deliverables. He/she will be supported by a national consultant. He/she will be required to ensure the quality of data (validity, reliability, consistency, and accuracy) throughout the analytical and reporting phases. It is expected that the report will be written in an evidence-based manner. Qualification of the team leader:

- Have at least 8 years of experience in evaluation and in evaluating a complex development projects
- Technical knowledge on working condition, labour inspection, and/or fundamental principle and rights at work will be an asset
- Knowledge of ILO's roles and mandate, its tripartite structure will be an advantage
- Demonstrate experience, especially within the UN system, in M&E and results-based management
- Ability to write concisely in English
- No relevant bias related to ILO, or conflict of interest that would interfere with the independent of the evaluation

#### *Evaluation team member (Bangladesh National)*

The team member will provide support to the team leader during the whole process of the evaluation. Evaluation team member reports to the evaluation team leader. Specifically, the national consultant will be responsible for the following tasks:

- Conduct a desk review of relevant documents
- Pro-actively provide relevant local knowledge and insights to the team leader
- Be available and present during the evaluation mission
- Take part in the interviews with ILO constituents and key stakeholders, and to make notes during interviews, and to write brief reports on main observations and conclusions
- Contribute to the main report to be written by the team leader (international consultant) - the national consultant may be asked to contribute to certain sections in the draft and final report as requested by the Team Leader (International Consultant).
- Participate and jointly facilitate the stakeholders workshop.
- Provide interpretation, where needed.

One national consultant with expertise in evaluation and/or working condition, labour inspection. Knowledge of local context, of other related local programmes/projects, and of associated local institutions and government structures will be a great asset. Familiarity with RMG sector in Bangladesh will be an advantage

### **Evaluation manager**

Regional Monitoring and Evaluation Officer (REO), (Ms. Pamornrat Pringsulaka, [pamornrat@ilo.org](mailto:pamornrat@ilo.org))

– will take the responsibility for developing a TOR in consultation with all concerns and will manage the whole evaluation process. Evaluation team leader reports to the evaluation manager.

### **Quality assurance**

Senior Evaluation Officer of EVAL – will provide quality control throughout the evaluation process.

### **Administrative and logistic support**

ILO Dhaka, RMG project – will provide relevant documentations, administrative and logistic support to the evaluation. The project management will also assist in organising a detailed evaluation mission agenda. Also the project needs to ensure that all relevant documentations are up to date and easily accessible by the evaluation team.

### **Roles of other key stakeholders**

All stakeholders particularly those relevant ILO staff, the donors, tripartite constituents, relevant government agencies, NGOs and key other 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.

**The tasks of the Project:** The programme management will provide logistic support to the evaluation team and will assist in organising a detailed evaluation mission agenda. Also the project needs to ensure that all relevant documentations are up to date and easily accessible by the evaluation team.

Action	Description	Tentative Dates	Responsible persons
1	Preparation of TOR and consultation with stakeholders	June/July	Evaluation Manager
2	Call for expressions of interest/selection of evaluators	June/July	Evaluation Manager/EVAL
4	Preparation of the contract for the evaluators	Late July/early Aug	ILO Dhaka
5	Evaluation team is briefed by evaluation manager (by skype)	Early Aug	Evaluation Manager
6	Field mission in Dhaka including stakeholders workshop	Aug 10-22	Evaluation team
7	Preparation of draft report for submission to evaluation manager	August 31	Evaluation team
8	Draft report is circulated to key stakeholders – comments received and sent back to the evaluators	By September 21	Evaluation manager
9	Revised report submitted	September 26	Evaluation manager
10	Review revised report and submit to EVAL for final approval	October	EVAL
11	Follow up to evaluation recommendations	October	ILO Dhaka

## Resources

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Funding will come from RMGP

- 1) the consultant's fee and the Daily Subsistence Allowance (UN rate) and international travel as per ILO rules and regulations
- 2) stakeholders workshop(s)
- 3) transportation during the on-site visit(s)
- 4) interpretation (if needed)

The consultants will be contracted between August to October 2015.

## Annexes

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### Annex1: Document to be reviewed: -

- Bangladesh Decent Work Country Programme (2012-2015)
- RMG project documents and its logical framework,
- The revised results framework and Monitoring plan
- Evaluability assessment report
- RMGP Work Plan
- RMGP inception report, progress reports
- RMGP gender strategy document

### Annex 2: All relevant ILO evaluation guidelines and standard templates

Code of conduct form (To be signed by the evaluators)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)

Checklist No. 3 Writing the inception report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)

Checklist 5 Preparing the evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)

Checklist 6 Rating the quality of evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)

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_206158/lang--en/index.htm)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)

Guidance note 7 Stakeholders participation in the ILO evaluation

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

Guidance note 4 Integrating gender equality in M&E of projects

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

Template for evaluation title page

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)

Template for evaluation summary:

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

# ANNEX 2

## MID-TERM EVALUATION FIELD VISIT SCHEDULE (10 – 21 AUGUST 2015)

Meeting Time	Stakeholder	Venue	Topic
<b>Date: 10 August 2015</b>			
10:00 – 11:00	Srinivas Reddy, Country Director, ILO-CO	ILO-CO	Overall briefing, including project background and historical development
14:00 – 15:30	Tuomo Poutiainen, Project Manager, RMGPSaidul Islam, Programme Officer, ILO-COKhadija Khondker, Programme Officer, ILO-CO Borhan Uddin, M&R Officer, RMGP	RMGP-O	Meeting scheduling, logistic arrangement
15:30 – 16:30	Louis B. Venegas, Programme Manager, Better Work Bangladesh	RMGP-O	Briefing on Better Work Bangladesh Programme
16:30 – 17:30	Maurice Brooks, Fire Safety Expert,	RMGP-O	Briefing on fire safety activities
17:30 – 18:30	Ravi Samithadasa	RMGP-O	Workers' right in work place
<b>Date: 11 August 2015</b>			
07:30 – 08:30	Tuomo Poutiainen, Project Manager, RMGP	Royal Park	Project design, progress, constraints and challenges briefing
10:00 -11:30	Khaleda Ekram, Vice Chancellor, BUET A.K.M.Massud, Industrial & Production Engineering, BUET Mehdi Ahmed Ansary, Building Safety, BUET	BUET	Role of BUET, safety assessment policy framework, challenges, progress
14:00 – 15:30	Ali Ahmed Khan, DG, FSCD 7 Inspectors, FSCD	FSCD	Fire safety in RMG – issues and challenges
16:30 – 17:30	Abdul Latif Helaly, Superintendent Engineer, RAJUK _____, Director (Development), Rajuk	RAJUK Bhawan	Building safety approval, status, inspection
<b>Date: 12 August 2015</b>			
09:00 -10:00	Golam Mainuddin, Vice-President, BEF Farooq Ahmed, Secretary General, BEF Shaquib Quoreshi, Secretary, BEF Kazi Saifuddddin Ahmed, Labour Adviser, BEF	BEF	Employers' federation roles, status and working conditions in RMG factories, BEF roles
12:00 – 14:00	Md. Faizur Rahman, Joint Secretary, MOLE Khondaker Mostan Hossain, Joint Secretary, MOLE Syed Ahmed, Inspector General, DIFE S.M. Ashrafuzzaman, Joint Secretary, DOL	MOLE	Labour policy in RMG sector, challenges, constraints, future direction
14:30 – 15:30	Reaz-Bin-Mahmood (Sumon), Vice President, BGMEA Taj Mohammad Khan, Senior Deputy Secretary, Training Coordinator, BGMEA Md. Rafiqul Islam, Additional Secretary (Labour), BGMEA	BGMEA	RMG factories, status, working conditions, employers' response to working conditions, workers' organization, labour policy, training
16:30 – 17:30	A.H. Aslam Sunny, 1 <sup>st</sup> Vice President, BKMEA Farzana Sharmin, Lead Auditor, Joint Secretary (Compliance), BKMEA Md. Faruk Hossain, Sr. Deputy Secretary (R&D)	BKMEA	RMG factories, status, working conditions, employers' response to working conditions, workers' organization, labour policy, training, compliance
<b>Date: 13 August 2015</b>			
07:45 -08:45	Tauvik Muhammad, Workers Education Expert, RMGP	Royal Park	Project's workers' education activities, interface with workers' organizations, working conditions in RMG sector
09:00 – 10:00	BEPZA Md. Manjur Marshed, Senior Advisor (PES), GiZ Akhund A. Shamshul Alam, Senior Adviser	BEPZA RMGP	Working conditions in export processing zone, labour policy GiZ activities in RMG sector on environmental and social safeguards, complementarity with RMGP programme

	(PES)			
10:30 – 12:00	Syed Ahmed, Inspector General, DIFE M. Zahurul Haque, Joint Inspector General, DIFE	DIFE	RMG factory inspection approach, development, challenges, future direction	
13:00 – 14:00	Dan O'Brien, Consultant, USDOL Evaluator (Fire Safety)	ILO-CO	Mission scheduling	
14:00 – 15:00	Hasina Begum, Programme Officer	ILO-CO	Labour inspection under the project, working conditions	
16:00 – 18:00	Minne Bosma, Advisor (RMG Sector), Embassy of the Kingdom of the Netherlands Heather McBride, Deputy Director (Development), High Commission of Canada Md. Nurul Islam, Advisor, Skills for Employment, PSU/DFATD, Canada Riful Jannat, Senior Development Advisor, High Commission of Canada Masarrat Quader, Private Sector Development Advisor, DIFID, UK aid, British High Commission	ILO-CO	Donors' briefing, progress update, and expectations from the evaluation	

**Date: 14-15 August 2014**

Field data documentation

**Date: 16 August 2014**

09:00 – 10:30	Meeting with IBC Representatives Babul Akhtar, China Rahman, Shamima Nasreen Kutubuddin Ahmed, Nahidul Hasan Nayan, 4 other members	ILO-CO	Workers associations' reflection on working conditions in RMG sector	
11:00 – 12:30	Meeting with NCCWE Representatives Shakil Akhter Chowdhury, Programme Coordinator Safiuddin Ahmed, General Secretary, NCCWE	ILO-CO	Workers associations' reflection on working conditions in RMG sector	
14:00 – 15:00	Rob Wayss, Executive Director, Accord	Accord	Accord approach to work place safety, RMG challenges, prospects for solutions	
16:00 – 17:00	M. Rabin, Managing Director, Alliance	Alliance	Alliance approach to work place safety, RMG challenges, prospects for solutions, Accord and Alliance joint assessment	

**Date: 17 August 2015**

09:00 – 15:30	Briefing at Better Work Bangladesh Louis B. Vanegas, Programme Manager Kesava Murali, Dy. Programme Manager Syed Fazle Niaz, Enterprise Adviser Ahmed Rezwanul Zaki, Knowledge Management officer Md. Lutful Matin, General Manager, Administration Md. Mainul Islam, General Manager, Production Masud Rana, Manager, HR&Compliance	BWB	BWB work progress and prospects, future plans, challenges  Visit to Natural Denims Ltd	
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**Date: 18 August 2015**

09:00 – 16:30	Visit to Savar – Rana Plaza survivors (2)  Md. Shawkat Hossain, Project Coordinator, LES, CSID Md. Rana Plaza Coordination Cell Joined by Naved Chowdhury, Poverty and Social Protection Adviser and Astrid den Besten, Garment Sector & CSR Lead, Embassy of the Kingdom of the Netherlands	Savar	Interview on skill development and enterprise development Visit to CSID office and validation of record system, interview with CSID staff RPCC operation experience and challenges	
17:30 – 24:00	Stakeholder Workshop Preparation		Notes review	

**Date: 19 August 2015**

06:00 – 14:30	Stakeholder Workshop Preparation		PowerPoint sides presentation draft
15:00 – 18:30	Meeting with RMGP project team		Briefing and review of components 1,2,3,4
19:00 – 19:45	Briefing to Evaluation Manager		PowerPoint presentation review
21:00 – 24:00	Final preparation for the workshop		

**Date: 20 August 2015**

09:00 – 13:00	Stakeholder Workshop (56+ in attendance)	Spectra	Presentation and interactive discussion on validation of emerging findings and preliminary recommendations
	Debrief with the Country Director, ILO-CO		

		Spectra	General feedback
14:00 – 20:00	Evaluation team meeting and report planning	Royal Park	Agreement on work assignment for the National Consultant

**Date: 21 August 2015**

10:30 – 12:30	Meeting and discussion with the Evaluation Manager and Programme Manager for RMGP	Royal Park	Identification of data gaps and requests
	Team meeting		

13:00 – 17:00			Agreement on deliverable by the national consultant
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**Date: 22 August 2015** – Team Leader flight departed from Dhaka 0:20 hours

## LIST OF PERSONS MET

<b>ILO Country Office for Bangladesh and Ready-Made Garment Project</b>			
<b>No.</b>	<b>Name</b>	<b>Designation</b>	<b>Organization</b>
1.	Mr. Srinivas B Reddy	Country Director	ILO Country Office (ILO-CO) Dhaka
2.	Mr. Tuomo Poutiainen	Programme Manager/ (CTA)	ILO RMG Project Office, Dhaka
3.	Mr. Louis Vanegas	Programme Manager/ (CTA)	Better Work Bangladesh
4.	Mr. Saidul Islam	Programme Officer	ILO CO Dhaka
5.	Ms. Khadija Khondker	Programme Officer	ILO CO Dhaka
6.	Mr. Borhan Uddin	Monitoring & Reporting Officer	ILO RMG Project Office, Dhaka
7.	Mr. Ravi Samithadasa	Project Coordinator	Declaration Projects, ILO CO
8.	Mr. Maurice L. Brooks	Fire Safety Expert	ILO RMG Project Office, Dhaka
9.	Mr. Tauvik Muhamad	Workers Education Expert	ILO CO Dhaka
10.	Mr. A. K. M. Masum Ul Alam	Programme Officer	ILO RMG Project Office
11.	Ms. Hasina Begum	Programme Officer	
12.	Mr. Steve Needham	Senior Programme Officer	
<b>ILO Regional Office, Bangkok</b>			
13.	Ms. Pamornrat Pringsulaka	Regional Monitoring and Evaluation Officer	ILO Regional Office, Bangkok
<b>Better Work Bangladesh</b>			
1.	Mr. Nayeem Emran	Deputy Programme Manager	Better Work Bangladesh
2.	Mr. Kesava Murali	Deputy Programme Manager	
3.	Mr. Ahmed Rezwanul Zaki	Knowledge Management Officer	
4.	Mr. Syed Fazle Niaz	Enterprise Advisor	
<b>Bangladesh University of Engineering and Technology (BUET)</b>			
1.	Prof. Khaleda Ekram	Vice Chancellor	BUET
2.	Dr. A. K. M. Masud	Professor (Lead, Electrical Safety)	
3.	Dr. Mehedi Ahmed Ansary	Professor (Lead, Building Safety)	
<b>ACCORD and ALLIANCE</b>			
1.	Mr. Rob Wayss	Executive Director	ACCORD
2.	Mr. M Rabin	Managing Director	ALLIANCE
<b>Development Partners</b>			
1.	Ms. Heather McBride	Deputy Director Planning & Lead Analyst (DEV)	High Commission of Canada
2.	Dr. Md. Nurul Islam	Advisor, Skills for Development	PSU, DFATD, Canada
3.	Ms. Riful Jannat	Senior Development Advisor	High Commission of Canada
4.	Ms. Masarrat Quader	Private Sector Development Advisor	DFID, Dhaka
5.	Ms. Shahnila Azhar	Team Leader, Growth and Private Sector Development	DFID, Dhaka
6.	Mr. Naved Chowdhury	Poverty and Social Protection Advisor	DFID, Dhaka
7.	Mr. Minne Bosma	Advisor, RMG Sector	Embassy of Kingdom of the Netherlands
8.	Ms. Astrid den Besten	Garment Sector & CSRL Lead	
9.	Mr. Manzur Morshed	Senior Advisor, Promotion of Social and Environmental Standards	GIZ, Dhaka
10.	Mr. Akhund A. Shamsul Alam	Senior Advisor, Promotion of Social and Environmental Standards	GIZ, Dhaka

### Employers Organizations and RMG Factory

1.	Mr. Faroque Ahmed	Secretary General	Bangladesh Employers' Federation (BEF)
2.	Mr. Golam Mainuddin	Vice-President	BEF
3.	Mr. Kazi Saifuddin Ahmed	Labour Advisor	BEF
4.	Mr. Shaquib Quoreshi	Secretary	BEF
5.	Mr. Joha Jamilur Rahman	Programme Officer	BEF
6.	Mr. Reaz-Bin-Mahmood	Vice President (Finance),	Bangladesh Garment
7.	Mr. Md. Rafiqul Islam	Additional Secretary (Labour)	Manufacturers and Exporters
8.	Mr. Md. Moniruzzaman	Senior Deputy Secretary	Association (BGMEA)
9.	Mr. Md. Masud Karim	Deputy Secretary	BGMEA
10.	Mr. Taj Mohammad Khan	Training Coordinator, Fire & Safety Cell	BGMEA
11.	Mr. A H Aslam Sunny	1 <sup>st</sup> Vice-President	Bangladesh Knitwear
12.	Mr. Md. Faruk Hossain	Senior Deputy Secretary	Manufacturers and Exporters
13.	Ms. Ms. Farzana Sharmin	Joint Secretary (Compliance)	Association (BKMEA)
14.	Mr. Lutful Matin	GM, Admin	Natural Denims Ltd., Ashulia.
15.	Mr. Md Mainul Islam	GM, Production	Affiliated with BWB
16.	Mr. Masud Rana	Manager, HR & Compliance	Natural Denims

### Officials of Government of Bangladesh

1.	Mr. Khondaker Mostan Hossain	Joint Secretary	Ministry of Labour & Employment (MOLE), Dhaka
2.	Mr. Md. Faizur Rahman	Joint Secretary	MOLE
3.	Mr. Syed Ahmed	Inspector General	Department of Inspection of
4.	Ms. Julia Jasmin	Deputy Inspector General	Factories & Establishments (DIFE)
5.	Mr. M. Zahurul Haque	Joint Inspector General	DIFE
6.	Mr. S. M. Ashrafuzzaman	Director	Department of Labour (DOL)
7.	Brigadier General Ali Ahmed Khan	Director General	Fire Service & Civil Defence (FSCD), Ministry of Home Affairs
8.	Mr. Zahirul Amin		FSCD
9.	Mr. Shamim Ahsan Chowdhury	Additional Director (Fire Prevention)	FSCD
10.	Mr. Md. Mamun	Senior Staff Officer	FSCD
11.	Mr. Faisalur Rahman	Fire Inspector	FSCD
12.	Mr. Saidul Alam Chowdhury	Fire Inspector	FSCD
13.	Ms. Abdul Mannan	Fire Inspector	FSCD
14.	Mr. Ali Azam	Fire Inspector	FSCD
15.	Mr. Md. Golam Mustafa	Director, Development	RAJUK
16.	Mr. Syed Nurul Islam	Member (Investment Promotion)	BEPZA
17.	Mr. Md. Nurul Haque	General Manager (Enter. Services)	BEPZA
18.	Mr. Md. Nazmul Islam Bhuiyan	Deputy General Manager (ES)	BEPZA
19.	Mr. Kazal Asgar	Deputy Manager, Enterprise Service	BEPZA
20.	Mr. Ahsan Kabir	General Manager (Investment Pomotion)	BEPZA
21.	Mr. Md. Masum Billah Khan	Unit Coordinator	Rana Plaza Coordination Cell

### Workers Representatives (Federations/Trade Unions/Workers)

1.	Mr. Babul Akhter	President	(BGIWF), IBC
2.	Ms. China Rahman	Secretary General	Federation of Garment Workers
3.	Mr. Nahidul Hasan Nayan	General Secretary	(BFWS), IBC
4.	Mr. Aynul Haque	General Secretary	FSCD, MoHA
5.	Ms. Shamima Nasreen	Vice-President	IBC
6.	Mr. Kutubuddin Ahmed	Vice-President	IBC
7.	Mr. Shakil Akhter Chowdhury	---	NCCWE
8.	Mr. Saifuddin ahmed	General Secretary	JSFB. NCCWE
9.	Ms. Thamina. Female	Union organizers at different	Epoch Garments

10.	Mr. Mohammad Dulal	RMG factory in Dhaka city and associated with BGIWF, IBC.	Fashion Fabrics Ltd.
11.	Ms. Dalia Shikdar		Natural Apparels
12.	Ms. Suriya		Natural Apparels
13.	Mr. Mohammad Rubel		Lyric Industry Pvt. Ltd.
14.	Mr. Sujon		Winy Fashions
15.	Mr. Sagor	Winy Fashions	

#### Rana Plaza Survivors

1.	Mr. Shahjahan Selim	Shop owner	Rana Plaza survivors supported by Component 4 of RMGP
2.	Ms. Jakia Begum	Shop owner	



## MID-TERM EVALUATION STAKEHOLDER CONSULTATION WORKSHOP Spectra Convention Center, Gushan-1, Dhaka

Name	Designation and Organization
Srinivas Reddy	Country Director, ILO Country Office, Bangladesh
Astrid-den Besten	Frist Secretary / Garment Sector & CSR Lead, Embassy of the Kingdom of the Netherlands
Minne Bosma	Embassy of the Kingdom of the Netherlands
Masarrat Quader	Private Sector Development Adviser, British High Commission
Heather Mcbride	Canadian High Commission in Bangladesh
Nazmus Sayeed Sharon	Team Leader, Remediation and complaint handle, Accord on Fire and Building Safety in Bangladesh
Quamrunnessa Babli	General Manager Worker Empowerment, Alliance for Bangladesh Workers Safety
Bijoy Ranjan Saha	Deputy Secretary, Ministry of Labour and Employment
Shams Arman	Assistant Instructor, Fire Service and Civil Defence (FSCD)
Dr. Syed Abul Ehsan	Deputy Inspector, Department of Inspection for Factories and Establishments (DIFE)
S.M. Anamul Haque	Deputy Director of labour, Department of Labour
Ashish Kumar shaha	Authorized officer, RAJUK
Santosh K. Dutta	Joint Secretary, Bangladesh Employers Federation (BEF)
Md. Rafiqul Islam	Additional Secretary, Bangladesh Garment Manufacturers & Exporters Association (BGMEA)
Md. Aminul Hassan	Sr. Deputy Secretary (Compliance), Bangladesh Knitwear Manufacturers & Exporters Association (BKMEA)
Md. Fardaus ur Rahman	Deputy Manager, Bangladesh Export Processing Zones Authority BEPZA
Md. Delwar Hossain Khan	National Coordination Committee for Workers Education (NCCWE)
Babul Akther	Secretary General, IndustriALL Bangladesh
Aamanur Rahman	Deputy Director, ActionAid Bangladesh (AAB)
Kahinoor Mahmood	Programme Officer, Bangladesh Institute of Labour Studies (BILS)
Mohammad Monjural Karim	Rehab Manager, Centre for the Rehabilitation of the paralysed (CRP) CRP-Chapain Savar
M Rezaul Karim	Deputy Director, National skills Development Council (NSDC) Secretariat, Tejgoan
Md. Masum Billah Khan	Unit coordinator, Rana plaza Coordination Cell, Savar
Mohammed Muzahidul Islam	Asst. Deputy Secretary, BKMEA, Dhaka
Rashedul Kabir	Sr. Asst. Secretary, BKMEA, Dhaka
Raqibul Islam	Programme Manager DIFE, Dhaka
Maurice L. Brook	Fire Safety expert, ILO Dhaka
Dr. Nurul Islam	Advisor skills for Employment, PSU, DFATD, Canada
Dan O'Brian	USDOL Evaluation Team Leader
Louis Vanegas	Programme Manager/CTA, Better Work Bangladesh
Mr. Steven James Needham	Senior Communication Specialist
Katherine Torise	ILO
Mr. Tauvik Muhamad	Workers' Education Specialist
Jenifer Kuhlman	Solidarity Centre
Rukshana Yasmin	Solidarity Centre
Sara Carpenter	ILO-RMGP
Mr. Borhan Uddin	Monitoring & Reporting Officer
Tareque Hossain	Acting S.G, Bangladesh Jana shadin Garment Sramik, Federation
Shubhomoy Haque	Monitoring Expert, AAB
Abdullah Al Muyid	Communication Officer, RMGP
Golam Arif	Solidarity Centre

Tushar Quader Huq	Consultant, ILO
Salma Akter	BGIWF
Mr. Tuomo Poutiainen	Programme Manager, RPGP
Ms. Hasina Begum	Programme Officer, RMGP
Mr. A.K.M. Masum Ul Alam	Programme Officer, RMGP
Ms. Khadija Khondker	Programme Officer, ILO-CO
Mr. Ravindra C. Samithadasa	Programme Coordinator, RMGP
Md. Jafar Iqbal	NPC, RMGP
Uttam Kumar Das	National Project Officer, RMGP
Nazmul Islam	Consultant, RMGP
Tanjirul Jalil	Engineer, TUV-SUD
Abdul Khabir	Engineer, TUV-SUD
Omar Tarek Chowdhury	National Consultant (Team Member), Mid-Term Evaluation
Ganesh Rauniyar	International Consultant (Team Leader), Mid-Term Evaluation

## COMPONENT WISE PROGRESS REPORTED BY PROJECT TECHNICAL STAFF

(Based on updates on Project Results Framework)

Results Level	Target	Achievement
<b>Component 1: Building, Fire and Electrical Safety Assessment</b>		
<b>Immediate Objective</b> Workers and employers are aware of their rights and responsibilities with regards to OSH, labour inspections and building, fire and electrical safety	60% of active RMG factories (out of 3508) are compliant with National building, fire and electrical safety standards (2016)	Remediation work has recently began on making factories compliant. Compliance cannot be assessed until after remediation work is complete. It is envisioned that a full analysis of RMG factory compliance cannot happen until after 2016.
<b>End Outcome 1</b> Regulatory institutions implementing relevant inspections in accordance with national legislation and in line with international labour standards.	60% of workers demonstrate awareness and knowledge	
	85% of RMG factories (original #3508) assessed	Under the national initiative, the target changed from 1827 to 1500 factories due to a realistic assessment of the number of factories that can be assessed by October 31, 2015. This results in a new target of the three initiative to 3,181 factories. Post October 31, 2015 the factory will be responsible for conducting the required preliminary assessment Labour inspectors have a mandate to inspect all RMG exporting factories. The ILO is current conducting training under component I on follow-up of preliminary assessment. As of 19 August, 2015, 682 assessment were delivered to factories.
<b>End Outcome 2</b> Employers and workers organisations effectively supporting compliance through social dialogue and sound industrial relations.	Functional Incident/complaints reporting system operational by 2016	Complaints reporting system developed and hotline operational (Toll Free # 0800-4455000) since March 2015; <u>Aug:</u> System Analysis and Requirements Collection started; Actual System development expected to be finished by Dec 2015
<b>Immediate Outcome</b> Government institutions (DIFE, FSCD, and RAJUK) assume responsibility for building, structural, fire, and electrical safety in accordance with national laws.	300 factories would have safety committee formed.	No official safety committees formed; waiting for BLA Rules
	One stop shop for licensing established; Better coordinated information & knowledge management system and oversight established	IKM Strategy document available;
	Review panel operational; Case management system operational; 100% of the active factories that require follow-up are attended to.	Review Panel continued to operate; 112 factories were referred to Review Panel – 35 partially closed, 34 completely closed, 41 allowed operation; Pilot case management launched in 5 districts; 30 Labour Inspectors (m:26, f: 4) trained.

	Harmonized standards developed and used (2015).	Harmonized standard and common reporting format used.
<b>Output</b>		
Management framework and harmonised standards for fire and building assessments developed	Review and harmonization of BNBC 2006 and Fire Act 2003	NTC recognition of conflicts between BNBC 2006 and Fire Act 2003. Fire Gazette (2014) on the fire act 2003 was issued, but still conflicts remained, resulting in a committee established under MoHA to review national building and fire standards
		Harmonized guidelines developed and implemented Core strength harmonized and agreed Common reporting format developed and endorsed by the NTC Remediation protocol developed and agreed DIFE and BFSCD inspectors trained on Follow-up mechanisms Pilot follow-up visits commenced DEA guidelines in the process of development
	All assessment report summaries published in the DIFE database as per common reporting format	1116 summary reports published on the DIFE website on preliminary assessments. The summary reports were formatted and endorsed by the NTC after input by NTC members.
Initial building, fire and electrical safety assessments completed under the National Initiative	1400 structural safety inspections completed 1500 fire and electrical safety inspections completed	1252 (15Aug2015) 1333 electrical 1334 fire (15 Aug 2015)
Post assessment follow-up and remediation framework established	Establish remediation/oversight protocol (2015)	Remediation protocol was endorsed at the 8 <sup>th</sup> NTC meeting on December 23, 2015. This resulted in establishing two task force, chaired by the IG-DIFE, to oversee the follow-up process. Additionally, the task force was charges with vetting private firms to conduct DEA work. BFSCD and DIFE inspectors, and BGMEA safety representatives underwent training in October and November on Fire Inspection and Fire Safety and Emergency evacuation plans. <u>July 2015</u> : A consulting firm hired to conduct capacity needs analysis and develop capacity development plan for DIFE, FSCD & RAJUK
Capacity building strategy for three regulatory bodies (DIFE, FSCD, RAJUK) CDA and others as mandated) designed and implemented for oversight	Training, case and information management capacity established	15 master trainers trained (disaggregated by sex); 268 newly assigned fire inspectors trained (disaggregated by sex)
Safety inspection regulatory framework strengthened	Legislative gaps identified; Gaps in inspection process identified	140 FSCD inspectors trained  Conflicts between BNBC 2006 and Fire Act 2003 resulted in a committee to convene to review and address conflicts between the BNBC 2006 and Fire Act 2003

## Component 2: Labour Inspection

### Immediate Outcomes

Organizational development plan for DIFE to operate as a more skilled, resourced and effective institution	Medium-term plan for improvement of labour inspection system established (2015)	A management Workshop with was organized in June. The workshop resulted in a reform roadmap developed and confirmed by the DIFE. The Road map identified number of key areas to work on and set milestones to achieve by 2016. Eight Working Committees (SoP, Reporting, Training, Policy, Statistics and research, OSH, Database, Monitoring and accountability) have been formed to facilitate the implementation of the roadmap.
Inspectors skilled and effectively conducting labour inspections	Quarterly summary of labour inspections in RMG export sector made available through DIFE website (2015)	A RMG sector database was inaugurated in 2014 to upload data related to factory inspection
<b>Output</b> Labour inspection policy developed through tripartite consultation	Adoption of Labour Inspection Policy based on BLA 2006 (Amended 2013)	A labour Inspection policy/strategy has been drafted and submitted by the DIFE to the MOLE for their consideration, to share with the stakeholders and to process for further approval
Labour inspectorate organisational structure and business processes reviewed	Labour inspection resources increased; review recommendations adopted	: A review (DRAFT) of the labour inspection system in Bangladesh was conducted by the ILO labour inspection specialist in October 2013. The report discussed about the structure of the DIFE then, its business process and opportunities and challenges The elevated status of the DIFE in terms of power, authority, increased budget and manpower allowed DIFE to recruit more inspectors, increased the budget allocation and expand their operation in 23 field offices.
Labour inspection tools and knowledge management system developed by DIFE	Adoption of Standard Operating Procedure including revised Labour Inspection checklist & tools; Finalization of Labour Inspection information materials and advisory tools	A draft labour inspection checklist has been drafted in consultation with the DIFE and being field tested by 40 Inspectors. A labour inspection plan has been drafted in December 2014 by the DIFE with support from the ITC/ILO and Lab/Admin which was then approved by the MOLE in February 2015 A SoP is being drafted by the SoP committee with support of the Project
	Database for electronic recordkeeping including LI, OSH established and operational (2015)	A diagnostic study was conducted to identify existing data management system of the DIFE, RAJUK and FSCD  A joint working committee was formed by the MOLE at technical level (members include: MOLE, DIFE, DOL, FSCD, RAJUK, Computer Council, GIZ, A2I Project) Process has been started (selection of system developer) to develop the record keeping system.
		Hotline Pilot in operation (DIFE/DOL)

Inspectorate resourced with equipment to perform its functions	Completed as per annual procurements plans	100 Motor cycles have been procured and distributed in 2014 Procurement process of 100 motorcycle underway (40 scooty for the female LI of the DIFE and 60 Motorcycles for the FCSD) 100 computers 35 printers and other accessories (including fax, projectors, photocopiers) procured and distributed
Existing and newly recruited inspectors trained in modern inspection procedures	20 labour inspectors receive training of trainers (ToT) (2015)	20 Lis have received master trainers training on General ToT and OSH including 2 women  No of Master trainers (5/6 no.) are engaged in delivering trainings under the mentorship of the ITC and national trainers
	300 (51 existing, all upgraded and 200 new recruits) trained on modern labour inspection procedures	Please see the attached sheet for upgraded training data  LI Training continues and institutional collaboration is being established for longer term training needs (India, Singapore etc.) Ongoing Partnership: ITC, ILO-GIZ, BIAM, UNFPA  Courses: LI Induction, Master trainers training, Distance Learning on OSH, Labour Law, website management
Employers and trade unions orientated and trained on new labour inspection procedures	50 trade union representatives trained (2016) 50 employer representatives trained (2015)	120 Mid level managers and workers received labour law training (2 days) by the DIFE
MOLE OSH capacities including within the Labour Inspectorate strengthened	National OSH profile updated (2014); Plan for dedicated national OSH institution/unit adopted (2015)	OSH National OSH Profile draft has developed and in process to publish by the MOLE. OSH Profile will lead to develop the National Plan of Action on OSH in Bangladesh. One OSH sub-committee has established under DIFE to establish OSH unit. OSH unit will lead the process by the coordination with Ministry and will develop working committee to develop National Plan of action. From DIFE 10 are participating are participated distance learning course.

### Component 3: Occupational Health and Safety

#### Immediate Outcome

OSH committees leading work on 100 RMG factories (2016)  
safer work environments

80,000 workers;1,600 employers

Implementation agreement has signed between ILO and DIFE to initiate 100 Safety Committee as pilot project. Ground work is going to select factory and developing training manual. OSH Committee has formed at DIFE and leading to establish OSH UNIT. OSH UNIT will take the responsibility and necessary measure to establish and functioning Safety Committee at factory level.  
As a pilot initiative 100 Safety Committee will be established and

Employers and workers demonstrating a greater awareness of OSH issues	30% workers and employers with awareness on OSH issues (2016)  50% committee members have better understanding (2016)	around 1000 members will be trained. Through 100 Safety Committee around will 50000/80000 (100*500/800) workers will be reached.  No baseline yet to develop. By this year project will set a baseline and based on the information % will determine.
<b>Output</b>		
Guidelines and information materials developed to guide the establishment of OSH committees	OSH committee guidelines and information materials developed and disseminated (2015)  OSH kits disseminated to 1500 active RMG export factories (2015)	Specific guidelines are developed under OSH KIT. Guidelines draft has developed. One specific training manual is developing for increasing their knowledge to establish Safety/OSH committee at factory level. Safety Committee members will receive training to initiate and functioning safety committee at factory level.  OSH KIT is comprised of different instruments. OSH KIT would be guiding tool to provide support to the Safety Committee. OSH KIT comprised of : Safety Committee, Managing Safety Committee, Chemical Management, Fire Safety, Risk Assessment, Emergency Preparedness, Accident, labour Law Guideline and OSH Policy, posters and leaflet etc.
Employers & workers organizations' OSH Master Trainers identified, trained, and imparted training	100 master trainers trained (2015)  7500 factory supervisors trained (2015)	114 Master trainers have trained and conducting training at factory level. Master Trainers have been trained by the ITC-Turin. EOSH (Essential Occupational Safety and Health) training was comprised by 25 modules. 65 master trainers trained (2015)  39 NCCWE Trainers have trained by the ITC-Turin. Trainers are preparing to conduct training with workers. Around 30 Trainers will train by the IBC by September, 2015 August 15, 2015, 2110 factories supervisors are trained till 24/05/2015
IEO campaigns (OSH, working conditions) developed and implemented.	4000 worker representatives trained (2016) IEO campaign activities (Talk show, Billboards, Posters, SMS, TV spots)  1500 RMG factories covered (2016) 500,000 workers reached (2016) (tbc)	NCCWE and IBC are planning to start the roll out training by October, 2015 OSH campaign plan has prepared and consulted with the stakeholders for implementation. This campaign will start from 2015 to continue up to 2016.  Current Campaign will have to start by this year and will cover 400 to 500 factories.

## C-4 Rana Plaza Building Collapse Survivors and Victims

### Immediate Outcome

No. of injured survivors and/or family members of the deceased workers have access to livelihoods support (career, financial counselling support) disaggregated by sex.	At least 3,000 family members and/or injured survivors received information and linkage with services	Almost 4123 survivors and family members of deceased family members are received services from Rana Plaza Coordination Cell ( RPCC-Savar).
Survivors of Rana Plaza collapse are reintegrated and employed	At least 3,000 family members of the deceased have access to livelihoods support (career, financial counselling support)	Through After Award Services 1638 members of deceased and survivors are received services and by September, 2015 rest of the family members will have to receive services under this initiative.

### Output

Coordination and reporting strategy for Rana Plaza survivor support designed and implemented	RPCC quarterly reports on coordination services delivered (2016)	Rana Plaza Coordination Cell has developed database to provide coordination support to other actors. Providing information to the survivors and family members of deceased. RPCC has provided extensive support to compensation fund to conduct claim process.
	Skills training strategy designed and implemented (apprentices and placement support)	299 survivors are received skill and entrepreneurial training, career counseling training. Among them 225 has been employed and rest of them either left Savar or planning to do something. Still now project are trying to involve them in reemployment.
	80% of trainees employed or self-employed (2015)	300 are target participants and among them 80% reemployed. Project achieved 75.25 and remain will cover by July 2016.
Disability and social inclusion incorporated into employment policy	Disability and social inclusion guidelines developed and disseminated to RMG enterprises	Draft Disability inclusion Guidelines has developed and will be useful for the employers by December, 2015

### Component 5: Better Work Bangladesh

#### Immediate Outcome

BWB's assessment, advisory and training services have been a driver of change towards higher compliance with national labour law and international labour standards.	225 factories	78
	80 Percentage of participants who reported having gained valuable knowledge from training sessions	92%

#### Output

Factory assessments are provided in order to effectively influence compliance with national and international labour standards	225 compliance report completed	8
Advisory services are provided in order to effectively influence compliance with national and international labour standards.		
Training services provided and delivered	60 training sessions completed	28 (3 supervisory skills training, 4 life skills training)
	25 participant days in training	2.5 days
Quality Assurance systems are adjusted and implemented.		
Analysis of compliance data is maximized to promote continuous improvement, including through periodic public reports.		





## A SUMMARY OF LESSONS DRAWN BY RMG PROJECT STAFF

### Programmatic Level

- Limit emergency response projects to address urgent needs and stick to normal project design cycle for less urgent needs or modify project approach so as to allow for the flexibility that emergency response projects require.
- Modify ILO Human Resource recruitment practices to better meet project needs; ensure adequate number of personnel at ILO Dhaka to manage the recruitment process.
- Sourcing highly qualified personnel is essential for the success of flagship projects.
- Choose subcontractors on technical grounds through a (fast tracked, if necessary) competitive process.
- Invest in formal knowledge sharing infrastructure and practices; encourage informal staff engagement opportunities (social hours, etc.).

### Labour Inspection Reform and OSH

- Secure high-level political support prior to engaging in reforms; develop strong platforms to nurture that support; identify lead at Government of Bangladesh to help spearhead and inform reforms (DFID's suggestion).
- Contingency plan in the event of delays to national legislation and policy.
- Design advocacy campaigns to suit the local context (too early to draw substantive lessons learned).
- Implement training best practices to increase the impact of capacity building on project outcomes.
- Effective collaboration increases impact.

### Industrial Relations and Enterprise Development

- Contingency plan (is necessary) in the event of delays to national legislation and policy.
- Gain factory access and cooperation through carrots/sticks, relationship building, communication and advocacy. Minimize factory access needs through alternative models of outreach.
- Risk management/during political turmoil use a varied approach to retain the focus of stakeholders and allow for project implementation.

### Trade Union and Employers' Capacity Building

- Implement training best practices to increase the impact of capacity building on project outcomes.

### Building and Fire Safety

- Secure joint agreement on technical basis of work prior to full engagement.
- Gain factory access and cooperation through carrots/sticks, relationship building, communication and advocacy. Minimize factory access needs.
- Be careful about becoming too reliant on a single organization; secure cooperation of trade associations through carrots/sticks.
- Ensure immediate response to dangerous factories and have a plan in the event of another factory collapse/fire.
- Effective coordination increases impact.
- Effective collaboration increases impact.
- Enable small projects to serve as a catalyst for large projects through effective integration.
- A holistic approach to factory safety is essential to prevent disasters.

### Rana Plaza Compensation Fund and Accident Insurance Scheme

- Implement a coordination cell *as soon as possible* following a disaster to enable a systematic response to survivors.
- Pursue a multi-pronged training approach for victims of disasters that caters to the different timeframes in which they feel ready and are able to engage in training.

