



*International Labour Organisation:
Promoting Decent Work For All*

Final Independent Evaluation

Improving Working Conditions in the Ready- made Garment Sector in Bangladesh

FINAL REPORT

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The views expressed in this report belong to the authors, and are not necessarily the views of the International Labour Organization.

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List of Abbreviations

ACT/EMP	Bureau for Employers' Activities (of the ILO)
ACTRAV	Bureau for Workers' Activities (of the ILO)
AR	Annual Review
BEF	Bangladesh Employers' Federation
BGMEA	Bangladesh Garment Manufacturers and Exporters Association
BILS	Bangladesh Institute of Labour Studies
BKMEA	Bangladesh Knitwear Manufacturers and Exporters Association
BUET	Bangladesh University of Engineering and Technology
BWB	Better Work Bangladesh
CAP	Corrective Action Plan
CB	Collective Bargaining
CEBAI	Centre of Excellence for the Bangladesh Apparel Industry
CO	Country Office
CPD	Centre for Policy Dialogue
CTA	Chief Technical Advisor
DEA	Detailed Engineering Assessment
DFID	Department for International Development (UK Aid)
DIFE	Department of Inspection for Factories and Establishments
DWCP	Decent Work Country Programme
EA	Evaluability Assessment
EU	European Union
FPRW	Fundamental Principles and Rights at Work
FSCD	Fire Safety and Civil Defence
FY	Fiscal Year
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GSP	Generalized System of Preferences
H&M	a Swedish clothing brand
IBC	IndustriALL Bangladesh Council
IFC	International Finance Corporation
ILO	International Labour Organisation
ILS	International Labour Standards
IO	Immediate Objective
IR	Industrial Relations
IRI	Industrial Relations Institute
ITC	International Training Centre, ILO, Turin
LCG	Local Consultative Group
LIMA	Labour Inspection Management Application
LLIR	Labour Law Implementation Rules
M&E	Monitoring and Evaluation
MENV	Ministry of Environment and Forest
MHPW	Ministry of Housing and Public Work
MOLE	Ministry of Labour and Employment
MTE	Mid-Term Evaluation
MTR	Mid-Term Review
MWCA	Ministry of Women and Children Affairs

NCCWE	National Coordination Committee for Workers' Education
NI	National Initiative
NTC	National Tripartite Committee on Fire and Building Safety
NTPA	National Tripartite Plan of Action
OSH	Occupational Safety and Health
PAC	Project Advisory Committee
PC	Participation Committee
PCC	Project Coordination Committee
PRODOC	Project Document
PSC	Project Steering Committee
PSES	Promotion of Social and Environmental Standards
QAM	Quality Assurance Mechanism
RAJUK	Rajdhani Unnayan Kartripakkha (Dhaka Development Authority)
RB	Regular Budget
RBM	Results-Based Management
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
RMGP	Ready-Made Garment Programme
RMG	Ready-Made Garment
RMK	Ready-Made Knitwear
RP	Rana Plaza
RPCC	Rana Plaza Coordination Cell
ROAP	Regional Office for Asia and the Pacific (in Bangkok)
SANEM	South-Asian Network on Economic Modelling
SC	Safety Committee
SD	Social Dialogue
TCC	Tripartite Consultation Council
TOR	Terms of Reference
TPP	Trans-Pacific Partnership
TPR	Technical Progress Report
TUV-SUD	Technical service organization engaged by the RMG Programme in preliminary factory assessment
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
USDOL	US Department of Labour
VEC	Private firm engaged by the RMG Programme in preliminary assessment of factories
WB	World Bank
WTO	World Trade Organization
XBTC	Extra-Budgetary Technical Cooperation

Executive Summary

Background and project description

The ILO Ready-Made Garment Programme (RMGP) in Bangladesh is based on an emergency design following a series of events between late 2012 and September 2013 initialized by the disasters at Tazreen factory and Rana Plaza. It concerns a four year programme (2013-2017) funded by three donors, the Governments of Canada, the Netherlands and the United Kingdom. The programme is oriented to support the interventions identified in the National Tripartite Plan of Action on Fire Safety and Structural Integrity (NTPA) which is monitored by the National Tripartite Committee (NTC) chaired by the Ministry of Labour and Employment (MOLE).

The RMG Programme has five components aiming at: 1) Conducting Building and Fire Safety Assessments; 2) Strengthening Labour Inspection & Support Fire and Building Inspection; 3) Building OSH awareness, capacity and systems; 4) Rehabilitating and providing skills training for victims; and 5) Improving working conditions in factories: Better Work Bangladesh (BWB). The tripartite constituents and other key implementing partners of the RMG programme as well as the two buyer initiatives that were started in 2013 (Accord and Alliance) are discussed in Section 1.3.

Objective and Methodology of the Final Independent Evaluation

The ToR (Annex 1) specifies that the evaluation will assess the achievements of the RMG Programme as a whole as well as for the five components and their linked or joined activities. Strategic lessons learned will be identified and recommendations put forward to be considered in further programming by stakeholders and ILO for the next phase of the Programme. In principle, the evaluation will be conducted following UN evaluation standards and norms, and will specifically address the seven ILO Evaluation Criteria of Relevance, Validity of the design, Effectiveness, Efficiency of resource use, Effectiveness of management arrangements, Impact and Sustainability. The data collection matrix for the evaluation is given in Annex 4, and the schedule of meetings during the field mission from 26 February to 9 March 2017 is given in Annex 2.

Main Findings

The main findings of this final independent evaluation can be summarized by looking at the seven Evaluation Criteria used throughout this report.

The **Relevance** of the RMG programme to the specific needs of the country has been very high from the beginning, being based on direct emergency requests from the GoB after the Tazreen and Rana Plaza disasters for support to the NTPA for fire safety and building integrity coordinated by the NTC. All stakeholders interviewed during the evaluation mission indicated explicitly that the focus on fire and electrical safety and on building integrity is very relevant for the current phase of development of Bangladesh, and all of them also stressed that today the relevance is still as valid as before and that a lot still needs to be done, whereby a second phase is often assumed as a given.

The policy framework that is relevant for the programme includes in particular the Labour Law of 2006 which was reformed in 2013 immediately after the Rana Plaza collapse. The GoB has shown a high degree of commitment by its immediate attention for the institutionalisation of DIFE. The Programme does support and contribute to the overall objectives of the policies of the three donor

countries. It has also initially contributed to the ILO Decent Work Country Programme (DWCP) for Bangladesh 2012-2015, although that has come to an end while the new DWCP is not yet ready. The RMGP has further contributed to achieving the objectives of a series of Outcomes under the ILO Strategic Policy Framework (2010-15). Lastly, the RMGP is clearly aligned to some of the Sustainable Development Goals (SDGs), especially Goal 8.

The RMGP, being an emergency response, was designed *within a record time*, and because of that the **Validity of Design** shows major and minor flaws, such as an output-focussed results framework and work plan, an activity-oriented log frame, a rudimentary Theory of Change and the lack of a gender and a communication strategy. The programme has to be complimented for showing a great deal of flexibility in having addressed all of these shortcomings in later phases, albeit sometimes with substantial delays (with the exception of the Theory of Change). Another oversight was the lack of initial planning for follow-up and remediation after the factory assessments, but this was taken up in later stages as well.

Concerning **Effectiveness**, it can be concluded that, on the whole, the RMGP has been effective in that it made initial steps in achieving the quite broad development objective of “An RMG industry that is safe and compliant”. RMGP has indeed undertaken short-/medium-term actions to avoid further incidents by actually closing down 39 factories, but also through the raising of awareness of owners and managers during factory assessments, and through training in inspection and OSH and capacity development of DIFE and FSCD.

The report discusses extensively the various achievements made by each of the five components of RMGP, such as: the assessments of 1,549 factories by December 2015 on the basis of harmonised standards and the follow-up through CAPs and DEAs; the substantial support given to DIFE and FSCD including the training of inspectors, the development of tools and IKM activities and the provision of equipment; the training of social partners on Occupational Safety and Health (OSH) involving workers but also supervisors and managers, including activities that bring all stakeholders together (e.g. the celebration of OSH-Day as a part of the OSH media campaign); the rehabilitation services provided to Rana Plaza survivors and the development of disability and social inclusion guidelines; and, the setting up of BWB with a team of 14 Enterprise Advisors (EA) undertaking advisory, technical and training visits, the inclusion in BWB of about 120 factories and 30 buyers, and the ongoing initiatives to convince factories and buyers to register.

At times there were also serious delays, such as the start of the BWB programme partly due to delays in formalising the Implementation Rules of the Labour Law reform, and BWB had serious problems in realizing their targeted number of factories. The reasons for the delay in recruiting the M&E and gender experts were less clear; in the latter case particularly since about 65% of workers in the RMG sector are female. Lastly, delays in the research area, i.e. the baseline study, were also substantial, and this study could only just have been started. At the same time, the RMGP also included a major new element, not foreseen in the design, namely the initialization of the RCC formally established by the NTC in December 2015; this is a major development to further try to institutionalize the individual achievements made. On the whole, RMGP will leave behind a solid foundation of selected skills, processes and infrastructure, and even an incipient safety culture that can be built upon in a follow-up phase.

The **Use of** the substantial **Resources** made available by the three donors at regular intervals to the RMG Programme varies according to the different components. The largest single-activity

expenditure concerns the 'Preliminary Assessments' of factories under Component 1 with US\$ 6.1 million. Substantial resource are also used for staffing, and in particular the number of international staff can be considered relatively high. Expenditures on some high-cost pieces of equipment should be carefully evaluated for a follow-up phase, as some may also fall under the mandate of the GoB especially once entered into the ranks of the middle-income countries. An important sensitivity to the gender dimension was demonstrated both by RMGP and DIFE as female inspectors' preference for scooters was honoured. On the whole, the GoB contribution was very substantial and included the recruitment of new inspectors and the provision of offices for them in 23 Districts. Quite some amount was also spent on the various training activities, but monitoring left much to be desired although it is currently being upgraded. Nevertheless, the feedback from all stakeholders was very positive about the usefulness of the training.

The funding and timeframe were in itself more than sufficient to achieve most of the activities under the five components, considering for example that additional activities were undertaken (e.g. RCC under Component VI-A, cf. Table 1). The use of resources was generally considered to be efficient by most stakeholders interviewed. In view of the complex structure of the programme with five different components, this is an important achievement. At the same time, it needs to be emphasized that still over one quarter of the total budget needs to be spent in only the last half year of the Programme until June 2017.

The *Effectiveness of Management Arrangements* has been satisfactory, supported by reliable funding from the three donors, and by the continuity of the most of the Programme staff. The set-up of the RMGP was appropriate with a CTA, an operations manager and coordinators for each of the five components. The monitoring and oversight of the programme has been complex with the establishment of three committees which, however, only met once or twice each in the entire project period. This was partly due to the fact that from the very beginning coordination was undertaken by the NTC, which was very active in the first two years of the programme but much less so in the past 1.5 years. Coordination with the three donors was done in regular, monthly or bi-monthly, meetings with the programme management. Thus, management arrangements were effective and inclusive especially due to the NTC meetings and the monthly meetings with donors.

The *Impact* of the RMGP was large in the sense of ownership on the side of the government and of internalisation of results and processes at MOLE/DIFE, as well as the initialization of the RCC. Impact was much smaller on ownership of the social partners, and especially on the fragmented workers' organisations; however, the sense of ownership among social partners did increase in the course of the RMGP as a result of some landmark events such the OSH Campaigns and the OSH Day. Concerning gender equality, impact has certainly been positive in terms of a substantial increase in the number of female inspectors and through the gender issues raised in the widespread training activities. The RMG industry is not (yet) safe and compliant, and the working conditions have improved somewhat as a result of the influence of the PCs and SCs (cf. factory visits).

There was no planned exit strategy in the RMGP, but currently an RMG Second Phase Proposal is being developed which is expected to realistically explain how national institutions will carry forward the programme results once external funding ends. RMGP has certainly created selected conditions which will make it possible to have a broader impact in the future if the components are further developed and continue to be broadly supported.

The RMGP has with substantial means achieved some positive contributions to *Sustainability* especially in terms of awareness raising on safety issues and OSH, selected policies and practices developed (e.g. the support to the labour law reform and its implementation rules, and the mechanism for standardised factory assessments, CAPs and DEAs), capacities enhanced (on labour inspection and OSH), and sustainable equipment provided (including software and hardware for DIFE to digitalize the inspection process). In terms of institutionalisation some good results can be reported, such as the upgrading of DIFE from a Directorate to a Department, the setting up of OSH units in DIFE and in employers' organisations, the setting-up of the Safety Health Advocate for RMG Workplace by trade unions, the setting-up of the BWB office, and, lastly, the initiation of the RCC and its institutional embedding. The support in setting up PCs and SCs in factories may not be an example per se of institutionalization but it certainly has raised awareness among workers and managers alike. Mainstreaming issues of gender equality in the programme activities has not yet been achieved, partly because the gender plan was delayed.

The RMGP did not have a sustainability strategy in place at the inception since it was based on an emergency design. Stakeholders generally are expecting that the RMGP will continue for another three or four years, and, to be sure, they foresee difficulties in maintaining the same levels of activities if this does not materialize. Thus, the sustainability of the RMG Programme's interventions was substantial in a number of areas, but it still needs many more prolonged efforts in order for the individual components to become really sustainable.

Recommendations

The recommendations of the present evaluation are presented below according to the seven Evaluation Criteria distinguished throughout this report. In addition, recommendations are also formulated related to the cross-cutting issue of gender.

Relevance

- 1) **Modify the strategic approach from reactive to pro-active for future RMG interventions** as the RMGP has started to do by proposing and supporting the establishment of the RCC, but this approach needs to be extended to undertaking the assessment of the 1,100 un-assessed RMG factories by RMGP in view of the expected low level of compliance and safety concerns in these factories (in line with the DFID AR 2016 recommendation), as well as to those factories not yet covered under the Phase 1 OSH trainings.

Validity of Design

- 2) **Design a comprehensive M&E system, including a clear set of overall objectives, a coherent log-frame with clear milestones and an appropriate Theory of Change.** Clear distinctions have to be made between the higher-level outcomes, and the more concrete outputs, and a balance maintained between the numbers of outcomes, outputs and activities.

Effectiveness

- 3) **Allot a priority role to the RCC and draw all the key players together in order to support the RCC in overseeing the Remediation** through the implementation of the CAPs and DEAs of the assessed RMG factories including continuing and updating the training of the (new) labour inspectors of the RCC, DIFE and FSCD. The RCC needs to develop a stringent compliance protocol and at the same time digitalize the inspection process to maintain integrity and transparency. Additionally, ILO should investigate jointly with RCC ways to promote access to soft financing for factories to actually implement their CAPs and DEAs;

although this is not part of ILO's core mandate, it is well-placed to liaise with IFC, JICA, World Bank, and other organisations for this purpose.

- 4) **Continue, extend and update the training on OSH of the social partners, supervisors, managers and workers, and install mechanisms to monitor the use of the enhanced knowledge after the training.** Consider to include in the training elements of rights and responsibilities and certain types of specific topics such as chemical hazards.
- 5) **Develop a comprehensive plan to engage more factories and buyers into the BWB programme, and communicate at formal levels with BEF, BGMEA and BKMEA** (including the agreement of MoUs on cooperation).

Efficiency of Resource Use

- 6) **Make a contingency plan as soon as possible anticipating the likelihood that the remaining budget cannot be spent fully before June 30, 2017, and discuss it with the donors soonest.**
- 7) **Investigate the cost-effectiveness of the relatively high number of international staff and the high-cost equipment items for MOLE and FSCD.**

Effectiveness of Management Arrangements

- 8) **Set up a structure for programme oversight with clear tasks for a PSC and a PIC, while making the relationships with the NTC very explicit.** Maintain the management structure of a CTA and an Operations Manager while streamlining recruitment procedures as much as possible within the ILO system.

Impact

- 9) **Ensure a better balance between the interventions targeted at the three constituents of the ILO as this tripartite approach is the strength and the competitive advantage of the ILO vis-a-vis the GoB, the social partners as well as the donor community.** In particular, enhance the involvement of workers' organisations in a larger number of activities so that their sense of ownership will be enhanced. Additionally, increase the direct interaction between employers' and workers' organisations on issues relating to labour inspection and OSH, which are two relatively un-controversial subjects among the social partners (compared to e.g. strikes and wage increases), and support PCs and SCs at the factory level to enhance communication between owners/managers and workers.

Sustainability

- 10) **Develop at the outset of a potential second phase, a clear and concise transition strategy for RCC to become an integral part of DIFE and develop an Exit Strategy for the RMG programme as a whole.**
- 11) **Prepare an exit strategy for the rehabilitation services provided to Rana Plaza survivors** before the end of RMGP Phase 1 in June 30, 2017.

Cross-Cutting Issue of Gender

- 12) **Finalize the gender plan as soon as possible, link it to the adjusted results framework and then implement it.**

1 Background and Project Description

1.1 Background of the Bangladesh RMG Programme

The Ready-Made Garment (RMG) sector in Bangladesh has experienced rapid growth over the past 20 years and has reached a point where it is now the country's largest export earner and directly employs 4.2 million people – of whom approximately 65% are women in approximately 3,600 active factories – and indirectly supports as many as 40 million Bangladeshis (about 25% of the population). The RMG sector in Bangladesh takes care of no less than 80% of the all exports from Bangladesh, and it is currently also the 2nd largest exporter of ready-made garments in the world after China.

However, rapid and unregulated growth can create serious problems. There exist significant problems in many factories around occupational safety and health (OSH), working conditions, wage payments, freedom of association, and the lack of effective human resource management. In addition, weaknesses in national labour administration, industrial relations and social dialogue systems exacerbate and prolong non-compliance with national laws and regulations. These problems and weaknesses lie at the heart of the recent series of industrial tragedies the RMG sector witnessed. The Rana Plaza collapse, a tragedy which claimed 1,136 lives, led to intense global scrutiny of the Bangladesh RMG sector and highlighted the need for fundamental change relating to safety inspection and social compliance. The collapse led to widespread recognition of the need for change. As a result, intense collaboration has taken place between the Government of Bangladesh, the RMG industry associations, global and local unions, international retailers and brands, civil society and development partners to ensure safer workplaces and better respect of labour rights.

1.2 Objectives of the Bangladesh RMG Programme

The RMGP is based on an *emergency design* following a series of events that quickly followed each other between late 2012 and September 2013:

- Disasters at Tazreen factory and Rana Plaza.
- 'Statement of Commitment' between GoB, ILO and other tripartite partners on a National Action Plan (NAP) on Fire Safety.
- High-Level ILO Mission to Bangladesh.
- The setting up of ACCORD and ALLIANCE with ILO in a coordinating role.
- The National Tripartite Plan of Action on Fire Safety and Structural Integrity (NTPA) in the RMG Sector.
- The Global Sustainability Compact of GoB, EU, ILO, USA and Canada.
- GoB adopted amendments to the Labour Act-2006 in 2013.
- October 2013: Start of RMG programme in record time: About five months after the Rana Plaza (RP) collapse.

Since October 2013, the ILO through its "Improving Working Conditions in the RMG Industry" programme (ILO RMG Programme), has been providing financial and technical assistance to the

Government of Bangladesh for the implementation of the NTPA in the RMG sector in line with the six-point agenda adopted by Government and stakeholders following an ILO High Level Mission, aimed at undertaking short- and medium-term actions to avoid further incidents. The programme –RMGP (BGD/13/09/MUL) is funded by the Governments of Canada, the Netherlands and the United Kingdom. The programme is oriented to support the interventions identified in the NTPA. The programme has **five components** aiming at:

- 1) Conducting Building and Fire Safety Assessments
- 2) Strengthening Labour Inspection & Support Fire and Building Inspection
- 3) Building OSH awareness, capacity and systems
- 4) Rehabilitating and providing skills training for victims
- 5) Improving working conditions in factories: Better Work Bangladesh

The programme is designed 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 the potential to expand to other economic sectors in Bangladesh as well. The programme also envisages to create synergies and collaborative work between components, which will be further reinforced in a forthcoming Phase 2 (July 2017-June 2021) that is currently being negotiated with the same donors.

1.3 Key implementing partners and other Stakeholders

The key implementing partners of the RMG programme are as follows:

- National Tripartite Committee (NTC) on Fire and Building Safety
- Ministry of Labour and Employment, MOLE (and Agencies)
- Ministry of Housing and Public Works, MHPW (and Agencies, e.g. RAJUK)
- Ministry of Home Affairs (and Agencies, e.g. FSCD)
- 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)
- Bangladesh University of Engineering and Technology (BUET)

Two key *buyer initiatives* are:

- **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 Alliance for Bangladesh Worker Safety** was founded by a group of **US, Canadian and Australian** 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.

Both organisations have substantially contributed to an increase in compliance in the RMG sector. For example, Accord assessed 1,100 factories in record time (January-February 2014) thanks to the leverage of the support of the buyers. They developed a compliance mechanism and a website. Alliance undertook training on fire safety and its Helpline is one of their flagship programmes receiving about 5,000 calls per month.

The EU took the initiative for the implementation of the *Bangladesh Compact* (July 2013 - Dec 2018) with the GoB in which the US, Canada and ILO also participate. It involves:

1. Respect for Labour Rights, especially Freedom of Association and Collective Bargaining (two of ILO's eight Fundamental Conventions, i.e. C87 and C98);
2. Structural integrity of buildings and OSH;
3. Responsible business conduct by all in RMG/RMK.

Cooperation with relevant *other projects and initiatives* included:

- ✓ GIZ has been involved in the RMG sector with training and other activities since 2006. It is currently running the Promotion of Social & Environmental Standards (PSES) project.
- ✓ Fundamental principles and Rights at Work (FPRW) by USDOL.
- ✓ Fundamental Rights and Labour Relations (FRLR) by Norway.
- ✓ A series of projects targeted specifically at trade unions, by various donors, but also by such organisations as FES, Fair Trade, etc.
- ✓ Specialist training for DIFE (MOLE) on Labour Inspection and OSH funded by Denmark.
- ✓ Several ILO projects:
 - Improving Fire and General Building Safety in Bangladesh (Nov 2013 - Jan 2017; ILO/USDOL);
 - Centre of Excellence for the Bangladesh Apparel Industry (CEBAI) to implement certified training within the national skills development framework (Jan 2014 - June 2017; ILO/SIDA/H&M);
 - Promoting Social Dialogue and Harmonious Industrial Relations (SDIR) in the Bangladesh RMG sector (Oct 2015 - Dec 2020), funded by Sweden and Denmark. It identified three outcomes: 1) Support PC's in 500 factories; 2) Capacity Development of DOL (MOLE); and 3) Set up a Workers' Resource Centre (WRC).

1.4 Management set-up of the Bangladesh RMG Programme

The RMGP is led by an international Chief Technical Adviser/Programme Manager, assisted by an international Operations Manager. Other staff include the Senior Labour Inspection & OSH Specialist, the Workplace Safety Officer, the Senior Communications Officer, the Workers Education Expert, two Programme Officers, the Information and Knowledge Management (IKM) Officer, the National Building Safety Officer, the Training Officer, the Finance Officer, the Monitoring and Evaluation Officer, the Gender Mainstreaming Officer, the Procurement Officer, Secretaries and Administrative Assistants.

As there are several other projects linked to activities in the RMG sector, RMGP has the lead role to plan and has its linkages within the family of projects working with RMG sector. Efforts have

been made to coordinate all of them under the RMG umbrella programme, in particular the active projects mentioned in Section 1.3.

It may be noted that though Better Work Bangladesh (BWB) is Component 5 of the RMGP yet it has its own international CTA who reports directly to the Better Work Global team in Geneva. It is implemented jointly by ILO and IFC. The BWB CTA is part of the management team of the ILO RMG programme. BWB also has its own monitoring plan and system.

The ProDoc has specified three levels of monitoring of the RMG-P by the GOB and other stakeholders: the Project Coordination Committee (PCC), chaired by the National Project Coordinator (Joint Secretary, MoLE), the Project Steering Committee (PSC), chaired by the Secretary, MoLE, and the Project Advisory Committee (PAC), chaired by the Minister, MOLE (for further details, see the ToR in Annex 1).

Donor Management Mechanism

The main donors of the RMGP have their mechanism to collectively review and monitor (e.g. DFID's Annual Review mentioned above), and they have periodic monthly meetings with the Programme team.

1.5 Previous Evaluation Exercises

There have been regular evaluation exercises of the Bangladesh RMG Programme including:

- the Evaluability Assessment (EA) in October 2014;
- the Mid-term Evaluation (MTE) in August-October 2015; and
- the DFID Annual Reviews (AR) of 2014, 2015 and 2016.

The Evaluability Assessment (EA) exercise was carried out in October 2014 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 were 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.

An independent Mid-term Evaluation (MTE) was conducted during Aug-Oct 2015, serving two purposes – first, to look at the programme design and implementation and assess the programme's continued relevance of support based on achievement to date in achieving planned objectives. Second, based on past lessons, it highlighted corrective areas that would require the Programme's focus over the second half of the Programme. The MTE, in line with ILO EVAL criteria, examined all five components of the Programme and assessed progress towards expected outcomes and objectives.

The DFID Annual Reviews included the RMG Programme from 2014 onwards, and the latest AR was conducted in August 2016. It made a number of recommendations for the programmes as a whole as well as for each of the five components. As this AR subsumes all other evaluation exercises, it will be used as the main benchmark in addition to the MTE's Recommendations.

1.6 Contents of the Report

The present Report will outline in the next section the Understanding of the ToR of the final evaluation by the evaluators by discussing its Purpose and Scope as well as the Conceptual Framework for the evaluation and the methodology used. The next Section provides the main findings of the evaluation, and Section 4 summarizes the conclusions and discusses the recommendations made. Finally, in Section 5 the 'Lessons Learned' and 'Emerging Good Practices' are provided in the ILO standard templates.

2 Purpose and Methodology of the Final Independent Evaluation

2.1 Purpose, Objective and Scope of the Evaluation

The ToR (Annex 1) specifies that the evaluation will assess the **achievements** of the Programme as a whole as well as for the five components and their linked or joined activities. Strategic **lessons learned** will be identified and **recommendations** put forward to be considered in further programming by stakeholders and ILO for the next phase of the Programme. Achievement of higher level results and internalization of these results and related processes by the stakeholders will be a key issue to examine. The evaluation will also recommend measures for promoting long-term sustainability of the RMG Programme results and impact.

A specific focus will be on reviewing lessons learned and sustainability aspects developed by the Programme so that complete and externally reviewed documentation of the Programme is available as a basis for further action and scaling up. This is particularly important in view of the consideration for further technical support to this scaling up.

The specific issues and aspects to be addressed in the final evaluation have been identified through the consultative process with stakeholders in the initial stages of the evaluation and based on the review of the project documentation and other relevant documentation. The ToR further specifies **some broad areas** in which specific aspects need to be addressed which are included in the Data Collection Matrix discussed in Section 2.3 below.

Scope of the evaluation

In principle, the main scope of the evaluation included all five components of the RMG Programme in Bangladesh from the programme inception and design stages in 2013 until the time of the final evaluation mission in March 2017. Since related programmes and projects are in part simultaneously ongoing in Bangladesh, these were not in themselves evaluated, but were investigated on their relevance for and potential overlap with the RMG Programme; this included the two buyer initiatives, Accord and Alliance, as well as several other projects and initiatives discussed in Section 1.3 above, for example the cooperation with GIZ and Denmark especially on training, and the ILO project on Social Dialogue and Industrial Relations (SDIR). The other projects mentioned in Section 1.3 were discussed with relevant ILO programme staff but were found to have only an indirect impact on the RMG Programme and were not investigated further.

Clients

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

2.2 Evaluation Criteria

The evaluation has been carried out in adherence with the ILO Evaluation Policy and Strategic Framework; the ILO Guidelines on evaluation, the UN System Evaluation Standards and Norms; OECD/DAC Criteria for Evaluating Development Assistance and the OECD/DAC Evaluation

Quality Standards. It has in particular addressed the overall ILO Evaluation Criteria as defined in the ILO Policy Guidelines for results-based evaluation, as follows:

A. Relevance	B. Validity of the design
C. Effectiveness	D. Efficiency of resource use
E. Effectiveness of management arrangements	F. Impact
G. Sustainability	

However, because the Bangladesh RMG programme has been evaluated several times already (e.g. EA, MTE and DFID's AR's), one or more of these criteria may have been sufficiently addressed and may not need to be included in the evaluation. After reviewing the main documents (in particular the ProDoc, EA, MTE, DFID's ARs and M&E Plan; cf. Annex 11), the evaluation team proposes to address the criteria as follows:

Firstly, the first two criteria, relevance and validity of design, were adequately dealt with in the past evaluations and DFID's ARs. Therefore, they will be summarized based on these reports, and will not be investigated further during the field mission to Bangladesh, except when raised explicitly by one or more stakeholders.

Secondly, the three criteria of Effectiveness, Efficiency of resource use, and Effectiveness of management arrangements will in particular be investigated concerning their achievements in the past 1.5 years since the MTE in August 2015, while DFID's Annual Review of 2016 will be a secondary benchmark. The analysis will be structured towards the monitoring of the 12 recommendations made by the MTE and the 11 recommendations made by DFID's AR. The recommendations of the MTE are monitored by the Programme and included in the progress reporting and attached here as Annex 5. DFID's recommendations are attached here as Annex 6 and include several pertinent issues for example concerning the progress in the OSH Component (no. 3), in the gender activities and in the M&E plan; for gender and M&E the staff recruitment was delayed and was finalized only after the completion of the AR.

Thirdly, the last two criteria of Impact and Sustainability will receive the primary focus during the evaluation in light of a possible replication of selected programme components taking into account policy, institutional, financial and factory dimensions. The major stakeholders, in particular the GoB, employers' and workers' organizations, as well as donors, have shown their concrete interest to continue the support for activities in the RMG Sector and beyond.

2.3 Data Collection Matrix

Before the field mission started an *Inception Report* was written and approved on 24 February 2017. This report laid down the way the evaluators intended to approach the evaluation, and in particular presented the Data Collection Worksheet or Matrix which provides the work plan for the evaluation. In the present case, the worksheet will be different for the first two criteria (Relevance and Validity of design) since these have already been exhaustively addressed in earlier evaluations, and data collection will remain limited to these secondary sources. Annex 4 (Table A) indicates for each of these two criteria the main questions asked through the data source specified.

For the other five Evaluation Criteria, a more elaborate data collection work plan was designed which is provided in Table B in Annex 4. It specifies for each of the criteria C through G the questions which were investigated, the sources of data and which stakeholder was expected to provide most information on the particular subject. As we have seen in the above section 2.2, the three criteria of Effectiveness (C), Efficiency of resource use (D), and Effectiveness of management arrangements (E) were already evaluated earlier, and therefore the current data collection exercise was mainly focused on the period **after** the MTE in August 2015.

The above data collection work plan was specifically also designed to arrive at the identification of **recommendations**, **strategic lessons learned** and **emerging good practices** to be considered in further programming by stakeholders and ILO for the next phase of the Programme. Validation of the strategic approach, including any changes in the strategies used, are also important for possible replication. In addition, a specific focus was on reviewing lessons learned and sustainability aspects developed by the Programme so that complete and externally reviewed documentation of the Programme is available as a basis for further action and scaling up.

2.4 Methodology and Work Plan

The Final Evaluation was conducted by a two person team of independent consultants – one international consultant and one national consultant. The international consultant served as the team leader focussing primarily on policy and sustainability aspects of the Programme. The national consultant focused on providing inputs that feed into the design phase of the next project. Both team members worked according to the principles of independent evaluations and were free of any link to or control of the specific programme or organisation being evaluated. A detailed calendar including tasks and proposed timeline can be found in the ToR (see Annex 1) and in the above-mentioned Inception Report.

The methodology was a mix of desk review (analysis of relevant reports and data related to the programme) and interactions with stakeholders in the field (series of meetings and interviews). A variety of methods was applied that drew on both quantitative and qualitative evidence and involved multiple means of analysis. Some time was also allocated to plan for a critical reflection process.

The stakeholders who were interviewed included all of the key implementing partners and other stakeholders (Section 1.3) as well as the Clients (Section 2.1). It also included other actors, such as implementing partners (i.e. BUET, TUV/VEC, Veritas and ActionAid/RPCC), international partners working in the same area (Royal Danish Embassy, IOM, GIZ) as well as staff of related ILO projects. In addition, two factory visits were held to acquire insights into the problems and solutions in the field, as follows:

- 1) One Factory engaged in remediation (CAP);
- 2) One Factory of the BWB project.

To select these factories, several criteria were specified as follows: the extent of Remediation, the involvement in the BWB programme, the involvement of the workers and employers' organisations (Safety Committee, SC, and Participation Committee, PC) in the factory matters, and locational factors (fit within time limitations of the mission). Based on the above criteria, two priority RMG factories were identified for field visits on the outskirts of Dhaka with the support of the Programme team, one in Mirpur and one in Ashulia. Lastly, a meeting with a BWB buyer was also foreseen to acquire first-hand knowledge of the main issues in the ready-made garment

value chains; however, this meeting had to be cancelled due to time limitations. A complete list of interviews and visits is provided in Annex 2. Skype interviews with staff at ILO in Geneva were kept in mind for clarifications on specific issues, but the mission found that this was not required.

On the last day of the field mission, i.e. Thursday 9 March 2017, a Stakeholder workshop was held in Dhaka where the preliminary findings and recommendations of the evaluation mission team were shared by means of *a PowerPoint Presentation* (which can be made available separately). Comments by most of the key stakeholders provided for a lively and constructive discussion, and the evaluators have done their utmost to include most of these comments in the present report. The list of invitees is included in Annex 3.

By interacting with and interviewing the above variety of stakeholders it was possible to cross-check the information acquired, and therefore to verify and triangulate the accuracy and validity of data and information. This was further supplemented with direct observations in the field during the interviews as well as during the participation in the Stakeholder Workshop on 9 March 2017 (cf. Annex 3). Lastly, the study of documents will provide another angle for verification of acquired data.

Limitation

The RMGP is a large programme with five components, many activities and a large number of diverse stakeholders, making it difficult to meet with each and every one of them for a two-person team during a two-week field mission, let alone to be able to investigate in detail all other related projects and initiatives.

2.5 Management Arrangements

The evaluators reported to the Evaluation Manager, Ms. Neetu Lamba (lamba@ilo.org), Programme Officer, Strategic Programming and Management Department, Geneva. The evaluation manager took the responsibility in drafting the TOR in consultation with all concerned and managed the whole evaluation process and reviewed the draft and final evaluation reports to make sure it has complied with the quality checklist of ILO evaluation report.

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

The ILO Country Office for Bangladesh and the RMG programme provided administrative and logistical support during the evaluation mission. Project management also assisted in organizing a detailed evaluation mission agenda, and ensured that all relevant documentations were up to date and easily accessible by the evaluators.

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

3 Overall Findings

The overall findings of the present final independent evaluation have been grouped in this chapter according to the seven Evaluation Criteria given in the ToR (Annex 1): Relevance, Validity of Design, Effectiveness, Efficiency of resource use, Effectiveness of Management Arrangements, Impact and Sustainability. These will be discussed in Sections 3.1 to 3.7 below. By way of conclusion this chapter will end with Section 3.8 on the follow-up by the Programme of the recommendations made by the MTE and the DFID Annual Review of 2016.

3.1 Relevance

In this section, the relevance of the RMG Programme will be investigated for the needs, priorities and plans of the implementing partners, of the donors, as well as of ILO/UN.

Bangladesh

The relevance of the RMG Programme to the specific needs of the country has been very high from the beginning, being based on direct emergency requests from the GoB after the Tazreen and Rana Plaza disasters for support to the NTPA for fire safety and building integrity coordinated by the NTC. Institutionally, the programme was closely aligned to the plans of MOLE/DIFE, and also to the 7th Five-Year Plan. In addition, the Secretary of MOLE confirmed during the evaluation mission that the GoB is fully committed to the RMGP Phase 1 as well as to the preparations for a second phase of the programme.

The policy framework that is relevant for the programme includes in particular the Labour Law of 2006 which was reformed in 2013 immediately after the Rana Plaza collapse, and the Bangladesh National Building Code, which according to some stakeholders is, in itself, an excellent law, but the implementation by RAJUK has been problematic.

The GoB has shown a high degree of commitment by its immediate attention for the institutionalisation of DIFE. Firstly, DIFE has been upgraded by the GoB in 2014 from a Directorate to a Department, and secondly, about 200 new inspectors were recruited within a few years. In 2013 DIFE had only 94 inspectors (including 10 women), and thanks to the large recruitment drive of the GoB this increased to 293 (including almost 60 women) in February 2017. Currently there are an additional 50 or more inspectors in the recruitment process. Most of them are in the 23 District Offices that are serving all 64 districts of Bangladesh.

The FSCD had in 2013 a total of 55 male inspectors and not a single female one. In late 2016 this had increased to 266 male and 20 female inspectors which amounts to just 7% of the total (see Table 9 in Annex 7 for more details).

All stakeholders interviewed during the evaluation mission indicated explicitly that the focus on fire and electrical safety and on building integrity is very relevant, and all of them also stressed that the relevance is still as valid as before and that a lot still needs to be done, whereby a second phase is often assumed as a given.

As a result of the above, *ownership* of the RMGP has been relatively high from the beginning at the GoB, and especially at MOLE and DIFE. Employers' and Workers' organisations have also been involved from the beginning, but while BEF, BGMEA and BKMEA were included in most elements of the programme, the unions affiliated to the NCCWE and IBC were participating mainly in selected activities. During the mission, it was found that there was little trust between the employers/managers and the workers' organisations, while there are strong ties between the government and the employers' organisations. On the whole, this results in unequal tripartite and social dialogue and industrial relations. DIFE has recently been working on this: Two tripartite consultations with workers and employers have been conducted in December 2016. DIFE has set the discussion agenda based on district wise priority sectors and topics with an aim to enhance better understanding between workers and employers on selected issues.

Unionization is rather diffuse in Bangladesh. At the national level there are only about 3 million workers who are members in unions, and for the RMG sector this is only 150,000 (*or below 4%*). Unions further demonstrate a substantial degree of fragmentation, for example between 2013 and 2015 about 289 new unions were registered at DOL of MOLE, mostly affiliated to the IBC. The NCCWE has unions in less than 10% of the RMG factories. The relationships between unions and Participation Committees (PC) are somewhat strained. PCs are already required by law since 2006 (cf. Labour Law 2006) but have been set up only in the last two years. Unions are generally against the PC's because the worker-members are often not transparently elected but *selected* by the factory management, and because the unions themselves would prefer to have factory level unions instead of PCs. In contrast, unions do appreciate the importance of the SCs.

Some other stakeholders, such as FSCD under the Ministry of Home Affairs, were heavily involved in Component 2, being the beneficiary of substantial training of its 265 inspectors as well as some large-scale equipment (for example a 'simulator-container'), and were thus also demonstrating a substantial amount of ownership. This could not be said of RAJUK under the Ministry of Housing & Public Works, which was also somewhat involved in training under Component 2 but we could not meet anybody at the RAJUK premises who could confirm this.

Better Work (BW) is a global ILO programme being currently undertaken in eight countries. The successes are mixed, but generally the programme is considered to have a good impact if it succeeds in registering enough factories and buyers within the programme. The relevance of BW-Bangladesh (BWB) has been put to the test with the appearance of Accord and Alliance that are more or less competing within the same space. However, while Accord/Alliance are especially dealing with safety, the BW-Mandate is much broader. In addition, the general idea is that if BWB will be able to register more factories and buyers within its programme than it is obviously of importance, and should be given the chance to continue as it could then contribute substantially to reducing the number of audits that factories need to undertake. The other option that needs to be considered seriously especially if there is no increase in registrations, is the closing of the BWB programme; the downside of this is that it would in the near future be near to impossible to re-start the programme because of the enormous loss of trust among the (potential) participants.

ACCORD/ ALLIANCE have the advantage of the leverage through the buyers which results in much faster agreements with factories, but ILO has the advantage that it leads the engagement with the GoB, in particular with MOLE, which is not being done by ACCORD/ ALLIANCE.

The RMG sector in Bangladesh accounted for exports of US\$ 24.3 billion in fiscal year (FY) 2013-2014 (81.1 percent of total exports), and despite the turmoil created by the Tazreen and Rana Plaza disasters among the international community and the buyers, it has since then been possible to improve even somewhat on this high level of production with US\$ 28.1 billion in exports in FY 2015-2016 (82 percent of total exports).

Donor Countries Policies

The RMG Programme was a response to the very urgent concerns raised by many stakeholders, in particular also by the three donors immediately following the Rana Plaza disaster. Improving the working conditions in the RMG sector and trying to prevent such disasters from happening again were important drivers for them. The Mid-Term Evaluation of the RMG programme (2015: 28) can be quoted as follows on the donor countries policies:

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.

The present evaluation mission found during the interviews with representatives from all three donor countries that the programme still supports and contributes to the overall objectives of their policies towards Bangladesh, and in fact both the UK and the Netherlands had already indicated formally their intent to finance a follow-up phase, while Canada is also supportive of an extension. In addition, the RMG Programme is part of the DFID programme entitled 'Supporting the National Action Plan for Ready-made Garment Sector in Bangladesh' (SNAP-B) and this has been included in three Annual Reviews (2014, 2015 and 2016), which confirmed the continued relevance of the programme as a whole.

ILO/UN

Usually, in any given country, the **ILO Decent Work Country Programme (DWCP)** is the main document to consult on relevance, but for Bangladesh the previous DWCP of 2012-2015 was written before the RMGP was designed, and the new DWCP is currently still being drafted. The RMGP is mainly targeted to formal enterprises ('registered RMG factories'), so there is no direct impact on the **informal economy**.

The comparative advantage par excellence of the ILO is **its tripartite approach**, and thus in each ILO programme a balance needs to be maintained between the (amount and/or volume of) activities targeted to each of the three constituents, i.e. the government, the employers' and the workers' organisations. As indicated in the above the RMGP shows a focus on the government followed by the employers' organisations, but distinctly less emphasis is on trade unions. Although trade unions do receive substantial support from different donors and support organisations (cf. Section 1.3), it will be important to maintain the above-mentioned tripartite balance within the RMGP and its potential follow-up phase.

The RMGP also contributes clearly to achieving the objectives of a series of **Outcomes** under the **ILO Strategic Policy Framework (2010-15)**, and was in particular focused on achieving ILO Strategic Outcomes 5 and 6 on Working Conditions and OSH, but also on achieving Outcome 11 on Labour Law, 13 on Decent Work in Economic sectors and 18 on International Labour

Standards. In addition, it referred more indirectly to several other outcomes, such as child labour, discrimination and employers' and workers' organisations. It was further aligned to different 'Programmes and Budgets' (P&B), especially those of 2014/15, 2015/16 and 2016/17.

Lastly, the RMGP is clearly aligned to some of the *Sustainable Development Goals (SDGs)*, especially Goal 8 "Promote inclusive and sustainable economic growth, employment and decent work for all", and in particular with indicator 8.8, but also with two other indicators (8.5 and 8.2):

- Indicator 8.8: Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.
- Indicator 8.5: By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value
- Indicator 8.2: Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labour-intensive sectors

All in all, the RMG programme scores quite high on the evaluation criteria of Relevance.

3.2 Validity of Design

The Programme, being an emergency response, was designed *within a record time*, and because of that the design shows various flaws, in particular:

- 1) a focus on component-based objectives,
- 2) an activity-oriented log frame, and a rudimentary theory of change,
- 3) the lack of a gender strategy
- 4) the lack of a communication strategy, and
- 5) the lack of planning for follow-up and remediation.

The programme has to be complimented for showing a great deal of flexibility in having addressed all of these shortcomings in later phases, albeit sometimes with substantial delays (with the exception of the Theory of Change).

The design of the Programme is fully based on the NTPA in the RMG sector in line with the six-point agenda adopted by GoB and stakeholders following an ILO High Level Mission, which aimed at undertaking short- and medium-term actions to avoid further incidents, and complements several other ILO Projects and interventions in the country as already indicated. As a result, *no* explicit *overall objectives* can be found in the ProDoc for the programme as a whole; rather the objectives are defined at component level adhering more to the outcomes. RMGP is much more practically oriented to support the interventions identified in the NTPA. In other words, it is much more action-oriented, or output-focussed. Apart from the very broad objective in the title of RMGP, "Improve Working Conditions in the RMG Industry", at a later stage a Development Objective was formulated that was also rather ambitious: "A RMG industry that is safe and compliant."

It must be said that it was clearly realized at the project design stage that M&E Arrangements were really required, and therefore it was stipulated in the ProDoc that within the first three months of the Programme's operation the following arrangements would be developed:

- i. A full M&E plan

- ii. A high level ‘dashboard’ of indicators was to be developed to ensure that progress as a whole and in each component is monitored and communicated with stakeholders on an ongoing basis.

These were delayed, in large part because of the delay in appointing the CTA and other programme staff, and these were later developed and revised several times with a heavy focus on outputs and indicators. The ProDoc also specified conducting an Evaluability Assessment (EA) and independent external mid-term and final evaluations, which were indeed held.

The Log Frame is often considered in many projects as an additional burden for the staff involved, but it must be underlined here that, instead, Log Frames and Results Frameworks do indeed have a great potential to demonstrate the successes of the Programme in a clear and concise way! Within the RMGP the latest version of the *Results Framework* that was made available to the evaluation team is the one dated December 2016 (see Annex 9). It has four levels:

- I. Development objective: “A RMG industry that is safe and compliant.”
- II. Intermediate Objective: Zero-tolerance policy resulting into less industrial (building and fire) accidents and non-compliance in the export RMG sector.
- III. Outcome level: The five outcomes correspond to the five Components. In fact, in one project usually there is only one outcome, and this is a further indication that the RMGP consists in a way of different projects.
- IV. Output level: From 2 to 4 Outputs for each Outcome, with a total of 16 Outputs (see Box 1).

Box 1: Outputs in Results Framework of December 2016 by Component.

- 1.1 Building, fire and electrical safety assessments completed under the National Initiative according to harmonized standards
- 1.2 Post assessment follow-up and remediation mechanism established
- 1.3 Capacity building strategy for GoB regulators developed
- 2.1 Labour inspection strategy developed through tripartite consultations
- 2.2 DIFE has a comprehensive set of operational procedures, guidelines & equipment
- 2.3 Labour Inspectors and social partners (TUs and employers) trained and sensitized on labour inspection procedures
- 2.4 Labour Inspectorate equipped with a modern Information and Knowledge Management strategy
- 3.1 National Plan of Action on OSH developed
- 3.2 Resources on OSH committees developed
- 3.3 Social partners trained on OSH
- 3.4 OSH campaigns developed and implemented
- 4.1 Rehabilitation services provided to Rana Plaza survivors
- 4.2 Disability and social inclusion guidelines developed
- 5.1 Factory assessments are provided
- 5.2 Advisory services are provided
- 5.3 TPRs analysed to ensure that training services provided influence compliance findings at factory level

Next to the Results Framework, there is the *Work Plan 2016-2017* in which the Outcomes were still labelled as ‘Immediate Objectives’, one for each Component (see Annex 9). The Outputs are somewhat differently divided over the Components although the total is also 16. For each of these 16 Outputs, between 2 and 12 Activities were specified in the Work Plan, with the exception of *Output 2.2* which has no less than 30 activities (although it needs to be said that Component 2 has only two outputs here, while it has four in the Results Framework). In addition, some activities have no marking (‘X’), which is confusing, as it could perhaps mean that no activity was as yet undertaken or that it was already completed (see e.g. Activities 1.1.2 until 1.1.8, 3.1.2, 3.4.1,

3.4.4, 3.4.5 and 4.2.1). Lastly, this Work Plan has an annex with a *LogFrame*, which consists of no less than 15 pages which is mainly a listing of activities (cf. Annex 9).

Coming back to the *Results Framework* (December 2016), it is clearly a substantial improvement over the earlier versions in the programme, with a more balanced division among outputs and output indicators. Baselines and means of verification (data sources and responsibility) have been formulated as well as targets for the end of the programme (although they should logically be located towards the right end of the matrix). There is further room for improvement as clear Milestones (planned and achieved) for each project year are not clearly indicated, and the Assumptions (usually the very last column after the end targets) are lacking altogether. At a more detailed level, some statements need to be checked (for example, under Outcome Indicator 1.1, the factory assessments were already 100% complete in 2015, and the same applies for the harmonized standards under Output Indicator 1.1). Generally, a mix is advisable of qualitative and quantitative indicators for each outcome and output; however, for Component 5, BWB, only quantitative indicators are formulated.

In addition, the *gender* dimension in this Results Framework is quite generic, since mainly the *number* of female participants in training or beneficiaries of services are mentioned under outputs 2.3, 3.3 and 4.1. This dimension needs to be substantially enhanced, and a separate output or output indicator(s) on gender issues with a dedicated budget allocation could be inserted with explicit links to the Gender Plan which is currently being designed.

On the whole, the validity of design shows major and minor flaws, and the issues discussed above should be taken into account when designing a possible second phase of the RMG programme.

3.3 Effectiveness

The ProDoc of the RMGP was not very clear on the overall objectives; it did specify objectives for each of the five Components but not for the Programme as a whole. Different, rather broad development objectives were formulated such as the title of the Programme “Improve Working Conditions in the RMG Industry”, and “An RMG industry that is safe and compliant.” The RMGP has indeed made initial steps in achieving these quite broad objectives. We do also need to keep in mind that working conditions, safety and compliance were at *a very low level* in 2013 for a reason: It did not have the priority of the GoB, nor of the factory owners, while the workers’ organisations were not able to push this agenda effectively.

The RMGP has contributed to achieving its stated intentions and aims as specified in the ProDoc: The RMGP has indeed supported the interventions identified in the NTPA monitored by NTC, and it has indeed undertaken short-/medium-term actions to avoid further incidents by actually closing down 39 factories, but also through the raising of awareness of owners and managers during factory assessments, and through training in inspection and OSH and capacity development of DIFE and FSCD.

At the same time, it needs to be emphasized that there is clear potential for further outreach of the important *achievements* made, which were mentioned by almost each and every stakeholder which are discussed below for each of the five components.

COMPONENT 1:

The National Initiative (NI) of the GoB with support from ILO completed the assessments of 1,549 factories by December 2015 on the basis of harmonised standards (e.g. colour-coding); this is a major milestone of the programme. While ACCORD/ALLIANCE undertook respectively 1,390 and 857 such assessments (of which they did 164 jointly) at a faster pace because of the leverage they had from the buyers, compelling factories to comply, it must be said that the NI's factories usually were less advanced with respect to the culture of compliance (and a 'Compliance protocol' was necessary in case factories do not remediate).

These assessments or audits included the completion of the Corrective Action Plans (CAP) for each of the 1,549 factories which was an integral element of the audit which was done on average in about three days (including factory visit). Some elements of earthquake resistance are also included in the audits. BUET undertook the initial assessments of buildings in 2014 but since the work needed to be undertaken at a faster pace, two private companies (TUV-SUD and Veritas) were involved in the whole of 2015 which completed the majority of the audits. The colour coding (cf. Ansary and Barua 2015) was developed under the RMG Programme in consultation with BUET and consulting firm ARUP and the 1,549 factories were classified on structural integrity as follows: 218 'Amber', 562 'Yellow', 449 'Green', 23 'Red' and 15 'Black'. A total of 282 factories were assessed for 'Fire and Electrical Only' due to building being shared by other factories who had structural assessments conducted by Accord or Alliance.

Three different assessments were undertaken, one for fire safety, one for electrical safety and one for structural integrity. To further complicate matters, in one building quite often several factories are housed, and, in its turn, sometimes one factory is spread over more than one building. Details are summarized in Annex 7 (Tables 1-3). The RMG Sector is also a dynamic sector, for example, of the 1,549 NI factories assessed, currently 1,276 are still in operation.

Having completed these assessments by December 2015, in 2016 the same two private companies undertook under the National Initiative (NI) the CAP Explanation Service, or CAP Development Programme, which was successfully concluded by the end of 2016 when all 1,549 factories had been followed up. As a result, a total 3,300 CAPs distinguished into fire safety, electrical safety and structural integrity, have been developed for 1,190 factories. It has not been possible to develop CAPs for 359 factories (237 were closed, 73 factories in relocation, 25 non-responsive and 24 covered by Accord/Alliance). In addition, it has also not been possible to undertake the assessment of the estimated 1,100 un-assessed RMG factories that are non-exporting.

Of the CAPs developed, factories have started implementing on average 14% of the three types of assessments out of their own initiative. The escalation process under NI has started for non-responsive factories, and DIFE has issued warning letters to these factories; a task Force of DIFE chaired by the Inspector General (and including members from BUET) approves the CAPs and DEAs. For the implementation of DEAs only, NTC has selected 26 (initially 13) engineering firms that may be recruited. The implementation of the Detailed Engineering Assessment (DEA) is a slower process especially since factories require to apply for loans for certain activities (both ILO and JICA are exploring possibilities for soft loans). Until the end of 2016, 22 factories have completed the DEA, while the process is ongoing for another 38 factories. To complicate matters further, the 171 factories suspended by Accord (61) and Alliance (110) due to failure to implement workplace safety measures, are now under the mandate of the NI. DIFE has sent letters to 82

such factories to start implementing CAPs. In 2017 the same two private companies are currently in contract negotiations with ILO to guide the implementation of DEA and fire and electrical safety measures especially from April to June 2017.

The NTC in its 11th meeting of December 2015 has agreed to formally establish the RCC. The organizational set up of the RCC has continued with the collaboration of engineering consultant ARUP. Recruitment of local private engineering firms to support RCC is in process. Software and hardware for RCC is also under the process of procurement. DIFE has hired a floor in a building nearby DIFE. The interior work and office set up will start in early 2017.

COMPONENT 2:

The substantial support given to DIFE can be distinguished into four streams. Firstly, the policy support to MOLE related to the ILO Governance Convention C081 “Labour Inspection Convention, 1947” (ratified by Bangladesh in 1972). In addition, a labour inspection strategy was developed through tripartite consultations.

Secondly, the human resources development of the labour inspectors, such as the (master, foundational, basic etc.) training on labour inspection of the new inspectors of DIFE and of the inspectors of the FSCD, as well as the social partners, i.e. the trade unions and employers’ organizations (for details see Annex 7, Table 5). In particular, the foundational training was requested by the inspectors themselves because they lacked the necessary confidence. In addition, a monitoring and follow up plan for six months (1st half of 2017) has also been developed by the master trainers to monitor the quality of inspection and of inspection reports.

Thirdly, the development of tools, such as a set of Standard Operational Procedures (SOP) and guidelines, the user manual for the factory inspection checklist, a factory rating policy and a district wise monthly inspection target/plan was formally adopted by DIFE on 29 December 2016. The Code of Ethics has been officially adopted by DIFE. All inspectors and support staff have been advised to strictly adhere to the principles of the Code of Ethics. Earlier, in November 2016, a Corruption Opportunity Inventory and a Risk Register were drafted by the DIFE Accountability Committee.

Fourthly, in the area of Information and Knowledge Management (IKM) different activities can be distinguished. The field testing of the Labour Inspection Management Application (LIMA) was completed in December 2016; DIFE’s website has been redesigned (<http://dife.gov.bd/>); DIFE’s website (4,808 factories are registered there) and database applications will be migrated to new servers in early 2017; contract for development of DIFE’s information and knowledge management systems established with a national software development company – TechnoVista Limited.

COMPONENT 3:

The training of social partners on OSH was a very good choice by the RMGP since it was a really neglected area and at the same time it is a relatively neutral area for employers and workers to tackle together. Different types of training have been held. One example is the training on OSH issues in three cumulative steps:

- i. With support from ITC-Turin, 114 Master Trainers were trained in 2014;

- ii. These Master Trainers then trained under the auspices of the BEF over 8,000 managers and supervisors of 585 RMG factories (4,500 of BGMEA and 3,500 of BKMEA) in 2015-16; and
- iii. These managers and supervisors, in turn, are currently training about 800,000 RMG workers (450,000 by BGMEA and 350,000 by BKMEA).

Another example is that the OSH unit of DIFE has conducted training for Safety Committee (SC) members in Chittagong factories. A further example concerns the pilot in 110 factories under the auspices of BEF, BGMEA (70 factories) and BKMEA (40 factories) to train potential members of SCs on how to set up an SC and how to undertake the tasks of members effectively; this pilot is to be completed by March 2017.

Refresher training on OSH of Trade Union Core Trainers (BILS-ILO-NCCWE) has also been conducted with support from ITC-ILO and ACTRAV, and OSH outreach training sessions were organized on 'Safety and Health at Workplace' targeting 2,730 NCCWE and IBC affiliated union organizers using OSH core trainers. These were organised through BILS, because it is difficult to contract unions as they do not have a proper legal framework. The gender dimension was also paid attention to with a 4-Day Trainers Training on OSH, entitled 'Safer Workplace for Women Workers', which was held in October 2016 in Dhaka, and included 30 women leaders/organizers, including 15 from NCCWE and 15 from IBC. And, last but not least, BEF organized E-OSH training for no less than 8,038 mid-level managers of whom 1,199 were women; the importance of this type of training was underlined during the factory visits when it became clear communication between managers and workers had improved (see for further details Table 6 in Annex 7).

An information leaflet on E-OSH containing seven issues has been prepared for distribution among the 800,000 workers to enhance their knowledge to create a safe workplace. Around 45,000 leaflets and brochures on Safety Committees have been distributed during the Development Festival across 23 districts by DIFE. All relevant documents of Safety Committee *formation* have been prepared. Building a safety culture progressed through the celebration of OSH-Day, with an OSH-Song, an OSH colouring book, and the development of a radio drama on OSH. The overall 'OSH Media Campaign' is planned to be launched on the 1st of March 2017.

Feedback to the various training programmes for workers was given during the evaluation mission. The training itself was for example considered very important because workers do not know about their rights, nor about safety issues. It is also absolutely essential to involve line-chiefs, supervisors and mid-managers in the training to improve communication between them and the workers, as well as the upper management/owners. Some more concrete suggestions were as follows: 2-days training courses are not adequate (but often no permission for 3 or more days); refresher courses are needed; 25 students per class instead of 30; leave allowances for trainings should be increased; conduct the training not in formal Bengali but in local dialects; and translate all teaching materials in Bengali.

COMPONENT 4:

Main achievements under this component were the rehabilitation services provided to Rana Plaza survivors and the development of disability and social inclusion guidelines. For example, 289 survivors are employed via this programme supported by ActionAid, including 55 who received enterprise training and 66 psycho-social counselling. A Handbook on Career Counselling, and one on Psychosocial Counselling for the Survivors of Industrial Disasters were published (see also Table 7 in Annex 7).

COMPONENT 5:

Despite substantial delays in the early years due to interpreting the Implementation Rules of the reform of the Labour Law 2006 in 2013, the BWB programme had several important achievements: the setting up of the BWB programme with a team including 14 Enterprise Advisors (EA); the inclusion of about 120 factories and 30 buyers; and the ongoing initiatives to convince factories and buyers to register. These factories employ a total of close to 250,000 workers, 55% of whom are female (which is lower than the overall 65%). Twenty eight (28) factories have dropped out of the Programme claiming, among other reasons, financial difficulties in meeting the registration fees. Until December 2016, 62 factories have paid registration fees averaging \$4,000 USD per factory.

On the buyers side, 19 'buyer partners', and over 70 additional buyers are sourcing from BWB-member factories. A total of 108 assessment reports were purchased by Buyers. A fee of \$900-USD to \$1200-USD is charged to each buyer, which contributes to the sustainability of the Programme. In December, BWB has conducted 119 factory assessments, which involves quite a long list of issues (i.e. 249 Questions), because each buyer has its own stipulations and all are included in that list. Almost all of these reports have been released and are available for review by external stakeholders (particularly, buyers sourcing from these factories). 4500+ noncompliance issues were found during these assessments.

BWB conducted 76 advisory service visits to enterprises in December 2016. As of December 31, 2016, an overall total of 697 advisory visits have been conducted. As part of strengthening participation committee (PC), BWB continued providing technical assistance in conducting Participation Committee Elections in the month of November. As a result of this initiatives, a total of 12 PCs had been formed. More than 18,000 workers voted to elect 129 workers representatives in the 12 factories. As of 31 December 2016, BWB has covered 2,809 participants through training and industry seminars. A series of training and workshops were conducted (cf. RMGP Monthly Update December 2016; for a summary, see Table 8 in Annex 7).

Cross-cutting issue of Gender

The RMG sector is a particular economic sector in that the majority of salaried workers are female, an estimated 65 %. Therefore, it is crucial that special attention is given to the position of women among inspectors, in OSH related issues, in the future work of the RCC and in Better Work factories. It took the RMGP quite a long time to recruit a gender expert but since October 2016 the contracting of a national expert was completed. Together with the gender expert from DWT Bangkok, she focused on completing a Gender Strategy, reproduced here in Annex 8. This strategy has enough linkages for developing a full-fledged Gender Plan with concrete activities to be taken up in RMG-Phase 2, and it is expected that this plan will be completed shortly to be discussed further with the stakeholders in particular also with the donors.

Research

After long delays, due to various factors, including the problems with defining the research and with procedures to recruit the implementing organisation, SANEM has finalised the quantitative and qualitative tools for the baseline study in close collaboration with ILO-RMGP officials in December 2016. A total of 50 RMG factories have been sampled for the RMG baseline study through stratified random sampling. During data collection, a total of 2000 workers and 450 supervisors and managers will be interviewed.

Communication

In the area of communication and advocacy, a number of activities have already been underlined in the above such as the OSH media campaign and the publications. An overall activity important for all five components was the visit of the ILO DG Guy Ryder to Bangladesh from 10-13 December 2016; it included a joint media conference with the State Minister of MOLE, a photo and information session for the media on the signing of the letter of intent by the Netherlands and the UK to continue funding the RMGP, and a visit to an RMG factory when a short video was made of the ILO DG speaking on the improvements made in the RMG sector (not yet released due to the labour unrest in the Ashulia area).

On the whole, RMGP will leave behind a solid foundation of selected skills, processes and infrastructure, and even an incipient safety culture that can be built upon in a follow-up phase.

3.4 Efficiency of resource use

Originally, the Programme was to run from October 2013 until December 2016. A budget-neutral extension until June 2017 was requested in early 2016, and approved by the UK and the Netherlands. In contrast, Canada was not part of the extension and will wrap-up the Programme in March 2017; this is related to the new Government of Canada that took office in November 2015 which prefers to start new projects.

The Programme initiatives generally appear to have been cost effective, and this was also the general opinion of the stakeholders interviewed. The total, original budget provided by the three donors was US\$ 29 million. This **excludes** the ILO contribution of about US\$ 1.7 million which was all spent in the years 2013 and 2014 to cover for specific activities, equipment for ILO staff, and staff salaries in order to kick-start the efforts in the area of improving safety and working conditions in the RMG sector of Bangladesh.

On the whole, activities were delayed somewhat in the early stages partly because of general preparations and because the recruitment of the CTA took substantial time to materialize. As a result, RMGP could only reach a limited level of expenditures in the initial period: during 2013 and 2014 combined, notably only about 15% of the budget was spent (see Table 1 below and Annex 10). The year 2015 showed a peak expenditure of 36%, which is to a large extent due to the completion in December 2015 of the factory assessments in Component 1 which has by far the largest budget (almost 28 %). However, it is rather surprising that the following year, 2016, showed such a low level of expenditures with only 19% of the total while by this time the entire project team was up and running. The relative spending spree of 2015 may be the reason why the Programme has consistently over-budgeted with optimistic spending projections (apart from the occasional inaccuracy in budgets presented).

In view of the above, the RMGP will have an uphill task to spend the remaining 29.4% of the total budget before the end of June 2017. Even if the RMGP, as it is intending, will **not** request for the last tranche of DFID-funding of US\$ 1 million, the spending pressure remains quite large with still over US\$ 7 million (more than one quarter) to be spent in half a year, while the programme spend only 5.4 million in the entire year of 2016.

Table 1: Overview of Expenditures 2013 – 2016 and allocation for 2017 by Components.

Component	Year 2013	Year 2014	Year 2015	Year 2016	Year 2017	Total p. Comp.	Total x 1,000 US\$
	Actual	Actual	Actual	Actual	Alloca- tion		
I: Building and Fire Safety Assessment	82.4%	36.7%	51.4%	16.1%	1.1%	27.8%	8,078
II: Strengthen Labour Inspection & Support Fire/Building Inspection	0.0%	23.3%	12.7%	20.9%	23.4%	19.0%	5,510
III: Build OSH Awareness, Capacity and Systems	0.3%	5.0%	5.7%	19.1%	18.0%	11.7%	3,396
IV: Rehabilitation and skills for victims	0.0%	5.3%	2.3%	1.2%	0.4%	2.0%	581
V: Better Work	0.0%	6.7%	8.3%	10.7%	11.6%	9.4%	2,744
VI-A Remediation (RCC)	0.0%	1.1%	0.8%	2.4%	24.8%	8.2%	2,387
VI: Programme Coordination	4.2%	6.2%	5.1%	11.9%	6.3%	6.9%	2,006
VII. Rent & Utilities; Technical Backstopping, M&E, Support Cost	13.2%	15.7%	13.7%	17.7%	14.3%	14.9%	4,333
TOTAL (%)	100%	100%	100%	100%	100%	100%	---
Row percentage of total	0.3%	15.5%	36.1%	18.8%	29.4%	100%	---
TOTAL (absolute; in 1,000 US\$)	92	4,491	10,475	5,446	8,532	29,035	29,035

In Table 1, the staff expenditures have been included within the corresponding Component, for example, the staff costs for the component 1 Coordinator are included in that component, etc. In addition to the five original components, three other ones have been identified in this table:

- Component VI-A: Remediation (RCC): this consists of a completely new element in the programme, which was not foreseen at the outset. In other words, re-allocations have been made in order to allocate left-over funding for remediation amounting to the almost US\$ 2.4 million. The expenditure is planned mainly for service contracts.
- Component VI: Programme Coordination: This involves mainly staff costs that can be attributed to all the components (and not so much to the individual components).
- Component VII: Rent & Utilities; Technical Backstopping, M&E, Support Cost: The large majority here concerns the Programme Support Costs of the ILO.

The largest individual expenditure goes to the ‘Preliminary Assessments’ of Component 1 with US\$ 6.1 million, which is quite substantial, but was necessary in order to complete this as soon as possible so that attention could move to actual remediation. Total overall staff expenditures (budget lines 11, 13, 15, 16 and 17) reached a hefty US\$ 7.6 million of which about 51% is spent for international staff, indicating that the number of international staff can be considered relatively high. The usefulness of some high-cost equipment could not be further investigated as the costliest item, the simulator-container, is currently in transit in the harbour of Chittagong. The purchases of motorcycles for male inspectors and scooters for female inspectors, shows not only the justified attention for enhancing their mobility, but also a sensitivity to the gender dimension as women prefer scooters in view of their habitual clothing in Bangladesh. The 250 tablets

purchased for the inspectors also seems valuable especially as simultaneously various apps (including one for tracking) were developed.

On the whole, quite some amount was also spent on the various training activities, including Budget Line 32 with an expenditure of over US\$ 1.6 million, but also in some other budget lines training activities seem to be included (e.g. budget line 21). The main question with training is of course what happens once the participants are trained; are they actually using the newly acquired knowledge in their work environment? To answer this question requires a substantial monitoring effort by the Programme which leaves much to be desired as we saw in the above. However, there are plans to enhance the efforts in this area, and the evaluation team generally received very positive feedback from all respondents about the usefulness of the training.

Most of the inspectors are stationed at the 23 District offices that are catering for all the 64 districts of Bangladesh. In some cases, the GoB decided to build completely new offices for this purpose, while in other cases it was joined with existing buildings of other departments or directorates which seems cost-effective; on the whole, it again shows the commitment of the GoB to support DIFE in its labour inspection tasks. Bangladesh Taka 730 million (roughly US\$ 9 million) was budgeted by GoB for building the new DIFE District Offices and providing transport for those offices.

The activities of some components were completed on time, e.g. the factory assessments, while others were delayed, e.g. the target number of factories and buyers registered with BWB was not reached. Most activities appear to have been completed according to the work plans.

The funding and timeframe were in itself more than sufficient to achieve most of the activities under the five components, considering for example that additional activities were undertaken such as the CAP follow-up and explanatory services in 2016 and 2017 (to be started from April) and the ongoing preparations for the setting up of RCC under Component VI-A.

In conclusion, the use of the substantial resources available to the RMG Programme varies according to the different components, but on the whole was considered to be efficient by most stakeholders interviewed. Considering the complex structure of the programme with five different components, and a sixth component added at a later stage (on remediation/RCC), this is an important achievement. At the same time, it needs to be emphasized that still over one quarter of the total budget needs to be spent in only the last half year of the Programme until June 2017.

3.5 Effectiveness of management arrangements

The set-up of the RMGP was appropriate with a CTA and coordinators for each of the five components (incl. a separate CTA for BW). The RMG-CTA joined in July 2014, and prior to that the ILO Country Director had to allot the majority of his time to this programme, and acted as the de facto CTA for that period. Midway through the programme, the need for an international Operations Manager was widely felt and recruitment was completed in the first half of 2016. As a result of these management arrangements, the number of international staff employed by RMGP is quite substantial with a total of 8 (of which 3 are in BWB), while the total of national staff is about 40 (of which 24 are in BWB).

Overall, RMGP Management has shown the necessary flexibility in adapting to new circumstances, for example the design and contracting of post-assessment follow-up and remediation plans, as well as the design of the RCC.

As we have seen in Section 1.5, RMGP was designed to have 3 levels of monitoring with the PCC, PSC and PAC scheduled to meet every 2, 3 and 6 months. But from the very beginning coordination occurred in different ways, especially because the programme was designed to implement the NTPA and this plan with its multi-sectoral stakeholders was scheduled to be coordinated by the NTC. It became quite an active body in the first two years between June 2013 and April 2015 when nine NTC meetings were held. Since then, however, its frequency has decreased substantially and only three more meetings were held (also a period of almost two years). The last NTC meeting occurred in June 2016, and it is high time to conduct another one.

In terms of decision making the NTC has also played a crucial role, for example by calling for the establishment of the RCC in its 11th meeting in December 2015, and in general provide a forum to exchange information between the NI and Accord and Alliance on issues such as common standards and certification for CAP and DEA, and the work with SCs.

The composition of NTC is compared in Table 2 with several other committees in which MOLE and ILO are involved and which include the Planning Commission (and ERD) unlike the NTC. Firstly, the PCC met only twice in December 2014 and September 2015, which was important because for example in December 2014 they decided to engage private inspection teams for the factory assessments in order to speed up the assessment process.

Table 2: Several committees and their membership.

MEMBERS	RMG Programme				ILO Involvement	
	NTC	PCC	PSC	PAC	3+5+1	Compact
MOLE	X	X	X	X	X	X
FSCD	X		X			
RAJUK /Ministry of Housing	X			X		
Public Works Department	X					
Power Development Board	X					
Min. of Foreign Affairs				X	X	
Min. of Commerce			X	X	X	
Planning Commission		X	X	X		
ERD		X		X		
Employers' Organisations	X	X	X	X		
Workers' Organisations	X	X		X		
ILO	X	X	X	X	X	X
BUET	X					
ACCORD	X					
ALLIANCE	X					
Canada				X	X	X
Netherlands (rotating)				X	(x)*	
UK				X	X	
USA					X	X
EU					X	X
Sweden (rotating)					X	
IFC				X		
Number of Meetings	12	2	1	1	n.a.	n.a.

**) Netherlands was a member of the 3+5 on the rotating seat, and was replaced by Sweden.*

Secondly, the PSC, met only once in May 2015, and was subsequently replaced de facto by the NTC. The third committee defined in the ProDoc is the broader PAC, chaired by the Minister of MOLE, and including the three donors; however, it met only once during the entire project period, notably in February 2016. Coordination with the three donors was done in regular, almost monthly, meetings with the programme management.

Two other committees are mentioned in Table 2 since they also include involvement of MOLE and ILO. The 3+5 (+1) committee is not related to the RMG Programme itself but deals with the coordination of GoB and donor affairs in the RMG sector. The Sustainability Compact is an initiative from the EU with GoB (MOLE) and includes the US and Canada, plus the ILO. In a similar way as Accord and Alliance use the buyers' influence on the factories to enhance compliance, ILO can use the Compact as the proverbial stick since the EU can point to the importance of the Generalised System of Preferences (GSP) which requires full compliance.

Lastly, another forum not mentioned in Table 2 as it does not include MOLE, is the Local Consultative Group (LCG) on the private sector, and recently a subgroup on the RMG sector was initiated; it is a forum by and for donors including the ILO to coordinate their activities in this sector. Ad hoc groupings on coordination issues also exist, such as the regular coordination meetings among ILO, GIZ and Denmark for example on establishing the training calendar.

In Geneva, the ILO Governing Body consisting of member countries is the executive body of the International Labour Organization, which meets three times a year, in March, June and November. It so happened that the Governing Body was held starting the weekend after the evaluation mission (March 2017), and GoB officials and staff from employers' and workers' organisations were preparing for the discussions in Geneva on general issues but also on country specific ones, such as questions on progress in the RMG sector and on the aftermath of the Ashulia wildcat strikes and in particular the arrest of workers and workers' leaders.

The institutional arrangements of the RMGP with MOLE and in particular DIFE have been intensive, as well as appropriate and effective. Also intensive relations are maintained with the employers' and workers' organisations (see also Table 2), although this is quite complicated in the case of the unions as there are a large number of branches.

The monitoring of project performance and results initially left much to be desired as there was not a full-fledged M&E system in place as we have seen in Section 3.2, and in particular yearly milestones were lacking. However, in subsequent steps it has been improved, and an Operations Manager and a dedicated M&E expert are on the team since early 2016 and October 2016 respectively. Further improvements of the Results Framework are required as was discussed in Section 3.2 especially to have a good closure of the programme as a preparation on a potential second phase. After a long recruitment procedure the RMG Programme Team includes also since October 2016 a dedicated gender expert who needs to link the gender plan clearly to the Results Framework.

Contacts between the RMG Programme and BGMEA and BKMEA have been intensive in certain components, but BKMEA has indicated their wish to intensify the contacts with the BWB programme; for that they need to be contacted formally, so that an MoU can be developed.

Lastly, the visibility of the RMG Programme was felt to underline the involvement of ILO and MOLE relatively more than the other partners, and especially the donors. It will be the task for the Communications Expert to develop plans in this respect, and to avoid putting logos on the back of publications (as happened with some publications).

In sum, management arrangements were effective and inclusive especially due to the NTC meetings and the monthly meetings with donors.

3.6 Impact

Overall *ownership* of the RMG Programme has been very high from the beginning in MOLE and especially also in DIFE. Intensive discussions between RMG management and DIFE have existed from the beginning and the recruiting of some 200 new inspectors was a landmark sign of commitment to the programme on the side of the GoB. These new inspectors have in turn been supported all the way by the RMGP through training to boost their confidence and capacity in executing their job, through widespread purchasing of office and transport equipment, through institutional support in developing national inspection plans and district plans, drafting the inspection procedure, the SOP and inspection checklist, etc. This has clearly created the foundation necessary to be able to have an impact on the RMG sector in terms of improved working conditions in the future, but this cannot be achieved 'overnight' as it were; the almost 300 inspectors have started inspecting but to have real impact, the CAPs and DEAs need to be actually implemented, inspected as well as certified. In these areas, the RCC could really make an impact. One also needs to realise that this number of engineers is still very small for all the work cut out for DIFE, not only for the 3,500+ RMG factories but also in other sectors; some have even calculated that at the current capacity, DIFE will need another *65 years* to inspect all factories in Bangladesh.

Ownership among the social partners is less developed than among MOLE/DIFE. Among the employers' organisations BEF, BGMEA and BKMEA substantial ownership of certain components of the RMGP does certainly exist, such as of the factory assessments and the OSH-units, as well as of the training activities on labour inspection and OSH. The workers' organisations, including NCCWE, IBC and the various trade unions and their branches, have among other things been involved in OSH trainings and the incipient Safety Health Advocate for RMG Workplace, of which they exhibited a certain degree of ownership, but on the whole their fragmentation and issues of representation prevent them from cultivating such a feeling of ownership. In addition, they were involved in less activities compared to the employers' organisations and certainly to the government. It must be said, though, that the sense of ownership among social partners did increase in the course of the RMGP as a result of some landmark events such the OSH Campaigns and the OSH Day.

There is a high degree of internalization of the results and related processes by MOLE/DIFE and extensive plans have been developed for further institutional strengthening, capacity building and the establishment of the RCC. DIFE has rented a floor in a nearby building as office premises of RCC, a floor plan is ready, the recruitment of 2 engineers has been nearly completed, and clear plans exist for the numbers and types of engineers required and the composition of the RCC Board.

The Programme has on the whole clearly reached sufficient scale to justify the investments made, but there were substantial differences among the components in this respect. For example, Component 1 was completed already in December 2015 and moved towards additional activities including preparations for CAPs (leading to the addition of Component VI-A; cf. Table 1), while Component 5 was not yet able to reach the target number of participating factories (and buyers).

Concerning gender equality the last few months of the Programme need to be used to make a concerted effort to implement the gender plan as soon as possible since it had been left to incidental actions without a clear strategy. Nevertheless, clear efforts were made by the programme to include women in training activities, in OSH activities and support them as members of the PCs and SCs. One good example in Component 2 is that the number of female inspectors in DIFE has increased substantially from 11% (2013) to 25% (2017), which can be considered as a major accomplishment as especially the mobility inherent to this job has often excluded women (many of whom were convinced by offering scooters instead of motorcycles as their means of transport). On the whole therefore, it can be concluded that the first phase had a distinctly demonstrative effect in this respect on the stakeholders involved, making them more willing to include gender issues in their future activities, and a potential second phase could build on this groundwork.

There was no planned exit strategy in the RMGP, but currently an RMG Second Phase Proposal is being developed which can be expected to realistically explain how national institutions will carry forward the programme results once external funding ends.

On the whole therefore, the impact of the RMGP was large in the sense of ownership on the side of the government and of internalisation of results and processes at MOLE/DIFE, as well as the initialization of the RCC. Impact was much smaller on ownership of the social partners. Concerning gender equality, impact has certainly been positive in terms of a substantial increase in the number of female inspectors and through the gender issues raised in the widespread training activities. The RMG industry is not (yet) safe and compliant, and the working conditions have improved somewhat as a result of the influence of the PCs and SCs (cf. factory visits). Selected conditions have certainly been created to be able to have a broader impact in the future if the components are further developed and continue to be broadly supported.

3.7 Sustainability

One important element of sustainability is the likeliness that the positive results of the RMGP as discussed in the above (e.g. in Section 3.3) will be maintained or up-scaled by the tripartite partners and other stakeholders. There are a number of indicators that show that selected outcomes of the Programme will indeed be sustained in the areas of institutionalization, capacity building and training, such as:

- The mechanism for standardised factory assessments, CAPs and DEAs;
- The enormous increase in the number of inspectors, especially female, and their training and equipment;
- The software and hardware provided to DIFE relating to digitalization of the inspection process;
- The OSH Units set up by DIFE, and by employers' organisations;
- The training on OSH of Master Trainers, of 8,000 managers and supervisors and of 800,000 workers, and the outreach training activities conducted by trade union

- federations through BILS targeting 2,730 potential organizers, including the pool of OSH Trade Union core trainers;
- The support in setting up PCs and SCs in factories, including the change of attitude of those involved;
 - The setting up of the BWB office and structures with a team of 14 EAs, and three types of services offered.
 - The initiation of the RCC and its institutional embedding (although substantial work still needs to be done for example on the follow-up of the implementation of the CAPs and DEAs in order to institutionalize ways to approve and certify the remediation works undertaken).

Mainstreaming issues of gender equality in the programme activities has not yet been achieved, partly because the gender plan was delayed and is currently being developed. Some specific gender related outcomes, such as the hiring of female inspectors by DIFE and FSCD, are certainly sustainable in itself.

The RMGP did not have a sustainability strategy in place at the inception since it was based on an emergency design. Stakeholders generally are expecting that the RMGP will continue for another three or four years, and, to be sure, they foresee difficulties in maintaining the same levels of activities if this does not materialize.

On the whole, the sustainability of the RMG Programme's interventions was substantial in a number of areas, but it still needs many more prolonged efforts in order for the individual components to become really sustainable.

3.8 Recommendations of the MTE and the DFID Annual Review

In this section a summary will be provided of the responses of the programme to the recommendations made by the MTE (August 2015) and by the DFID AR (August 2016). In Tables 3 and 4 a summary of the recommendations is given, while the full recommendations are included respectively in Annexes 5 and 6.

Table 3: The 12 Recommendations of the MTE and the status according to the evaluation mission.

MTE Recommendations	Status according to evaluation mission of March 2017
1. Donors grant a six month no cost extension.	That was granted already in April 2016.
2. Recruit three experienced Bangladeshi nationals- a Deputy Project Manager, a Gender Specialist and an M&E Specialist.	These are all recruited although with substantial delays. The position of Deputy Project Manager was converted into an international expert recruited in the first half of 2016, while the other two experts started work only in October 2016.
3. GoB forms a high-level taskforce.	Not taken over by the GoB as the NTC already plays this role.
4. 4a) Formulate a consolidated capacity development road map;	The work on this recommendation seems to have been delayed substantially. A consultancy was undertaken in December 2015 to review the capacity

<p>4b) Convene monthly meetings with representatives of RMG workers and employer organizations and support industrial relations.</p>	<p>building work providing recommendations for future capacity building. In addition, impact analysis was conducted jointly with ITC Turin on Labour inspection training, and Employer's and Trade Unions OSH training; this concerns data from surveys and focused group discussions. The results from the above are being compiled and will be used in developing the capacity building strategy for phase 2.</p> <p>No monthly meetings were held to build trust in IR and to create a common understanding as the MTE intended. This may also be too much to ask in view of the fragmentation of the trade union movement, and in view of the fact that this is actually the subject of a different ILO project, i.e. SDIR.</p>
<p>5. NTC should require all RMG factories to submit remediation action to DIFE, to accomplish required remediation measures within 6-9 months.</p>	<p>All factories had indeed submitted plans (CAP/DEA) to remediate, but actual remediation measures have just begun, and will take them to materialize. Many factories are maintaining that finance is a problem. ILO, JICA and others are looking into this.</p>
<p>6. The Government should review the composition of the Project Steering Committee (PSC), reconstitute it with due representation from the Ministry for the Environment, Ministry of Women and Children's Affairs and Bangladesh Power Development Authority.</p>	<p>MOLE considers the PSC to be broad enough. However, the RMG Management indicated that "...commitment from other Ministries such as the Ministry of Housing and Public Works (PWD) which is the supervisory authority to RAJUK, and the Ministry of Home Affairs (BFSCD) will have to be secured in order to establish the RCC." Upto now there has not been a decision to extend the PSC-members with the PWD. They are, however, members of the NTC and this was at the time deemed sufficient by the GOB.</p>
<p>7. 7a) The MHPW should establish an RMG Cell within the Ministry; 7b) the Ministry for the Environment and Ministry of Women and Children's Affairs in consultation with GIZ should develop an environmental and social compliance checklist for labour inspectors.</p>	<p>This Ministry will be associated with the setting up of the RCC.</p> <p>This recommendation cannot be influenced within the framework of the RMG programme.</p>
<p>8. Prepare a transition plan by 31 March 2016 so that current tasks performed by Accord and Alliance can be smoothly transferred.</p>	<p>The proposal for phase 2 of the RMGP is currently in its final stages.</p> <p>Accord may well continue beyond 2018, while the future of Alliance is less certain.</p>
<p>9. BWB must focus on consolidating experience from current factories.</p>	<p>BWB is currently implementing plans for recruitment drives of factories and buyers. It is advisable if they involve at least BKMEA in a formal way into their activities.</p>
<p>10. Undertake a full costing for each type of intervention.</p>	<p>This is part of the preparations of phase 2.</p>

11. Prepare and implement an actionable gender action plan.	The gender plan is in its final stages at present.
12. Strengthen communication, dissemination and knowledge management.	A communication plan has been devised, and explicit attention is given to IKM. Publications, including the forthcoming DWCP, need to be translated in Bengali. The monthly progress reports should not only be a listing of achievements, but they should include a clear analysis.

Table 4: The 11 Recommendations of the DFID AR 2016 and the status according to the evaluation mission.

Recommendations of the DFID AR 2016	Status according to evaluation mission of March 2017
Overall	
1) Put in place assessments that will help support an analysis of the impact the programme has had, including the research with factory surveys on beneficiary/ worker feedback to gauge their perceptions.	This research study has, after long delays, only recently been contracted to SANEM. SANEM is encountering difficulties accessing factories and has as of March 9, 2017, only been able to cover 8 of the 120 proposed factories.
2) The ILO needs to promote the role of the Donors in its communication of this programme more effectively.	An updated communications strategy is in place.
Component 1	
3) ILO, and other stakeholders, need to continue to put pressure on the government to inspect new factories.	In fact, DIFE has requested the RMG Programme as well as the evaluation mission if the 1,100 unassessed factories can be part of the second phase!
4) Remediation needs to continue to be a priority for the remaining period of this programme. By December 2016, ILO needs to:	Remediation and the setting up of RCC has indeed been the main priority of the current phase, and an amount of US\$ 2.4 million has been re-allocated to the RCC only (see Table 1).
a. develop a work plan for 2017 on actions, decisions, dates for RCC formation and operationalisation which includes responsibilities of ILO and the GoB.	This has been done, and DIFE has also been very active in this.
b. develop a clear narrative on DIFE, FSCD and RAJUK's roles (and other city corporations) in the inspection and remediation process under the RCC and thereafter. RAJUK (and other city corporations) remain the agency with the least credibility in their inspection process.	This, and in particular the role of RAJUK is a difficult issue that needs urgent attention soonest, also from MOLE.
c. develop a plan for taking forward the findings of the remediation financing study that was completed by the ILO and IFC.	Investigate also the plans of JICA in this respect, and perhaps contract IFC for

	bringing the study findings closer to the factories.
Component 2	
5) A continued focus on maintaining the integrity of the labour inspection process has to be sustained. Opportunities to leverage UK expertise should be explored by DFID and ILO by March 2017.	This can be underlined by the evaluation mission. Transparency is being addressed by increasing the use of the internet and online inspection checklists/apps.
6) The ILO should support the MoLE to explore different models for Labour Inspector recruitment and retention.	In itself, recruitment and retention are part of the civil service system. This has been a recurrent item in the various follow up meetings with GOB including the 3+5. There is a TOR and a consultancy is just being contracted out to review various options. The issue will also be part of the overall assessment process of the Labour Inspection (LI) Reform that will be concluded in May 2017 and will result into a revised LI reform roadmap for the phase 2.
Component 3	
7) The procurement officer should on a weekly basis track the progress of contracts for the OSH campaign, training by supervisors through BEF and training of worker representatives through BILS. Provide an update of these procurements at every monthly Donor meeting.	The project internal procurement and contract review process handles the monitoring of individual contracts so the management does not report on that separately to donors. The work in general has been covered in the donor meetings and also in the monthly updates .
8) The recommendation in last year's review relating to Gender remains relevant.	The gender strategy is ready, but the broader, more important gender plan is being developed at this moment. It should link in to the adjusted results framework (cf. Section 3.2).
Component 4	
9) By December 2016, ILO should ask Action Aid to develop a strategy for phasing out of its work with the 300 survivors that have been supported by this programme.	The evaluation mission agrees, and this is currently being discussed. It will not be a part of phase 2.
Component 5	
10) By December 2016, BWB needs to develop a clear strategy, for recruiting new factories.	Newly designed recruiting drives are currently ongoing.
11) After December, should it be estimated that BWB will not be able to achieve its target of reaching 250 factories, by March 2017, BWB needs to provide a value for money analysis.	This is wholly underlined by the evaluation mission.

4 Conclusions and Recommendations

4.1 Conclusions

The main conclusions of this final independent evaluation can be summarized according to the seven Evaluation Criteria used throughout this report.

The **Relevance** of the RMG programme to the specific needs of the country has been very high from the beginning, being based on direct emergency requests from the GoB after the Tazreen and Rana Plaza disasters for support to the NTPA for fire safety and building integrity coordinated by the NTC. All stakeholders interviewed during the evaluation mission indicated explicitly that the focus on fire and electrical safety and on building integrity is very relevant for the current phase of development of Bangladesh, and all of them also stressed that today the relevance is still as valid as before and that a lot still needs to be done, whereby a second phase is often assumed as a given.

The policy framework that is relevant for the programme includes in particular the Labour Law of 2006 which was reformed in 2013 immediately after the Rana Plaza collapse. The GoB has shown a high degree of commitment by its immediate attention for the institutionalisation of DIFE. The Programme does support and contribute to the overall objectives of the policies of the three donor countries. It has also initially contributed to the ILO Decent Work Country Programme (DWCP) for Bangladesh 2012-2015, although that has come to an end while the new DWCP is not yet ready. The RMGP has further contributed to achieving the objectives of a series of Outcomes under the ILO Strategic Policy Framework (2010-15). Lastly, the RMGP is clearly aligned to some of the Sustainable Development Goals (SDGs), especially Goal 8.

The RMGP, being an emergency response, was designed *within a record time*, and because of that the **Validity of Design** shows major and minor flaws, such as an output-focussed results framework and work plan, an activity-oriented log frame, a rudimentary Theory of Change and the lack of a gender and a communication strategy. The programme has to be complimented for showing a great deal of flexibility in having addressed all of these shortcomings in later phases, albeit sometimes with substantial delays (with the exception of the Theory of Change). Another oversight was the lack of initial planning for follow-up and remediation after the factory assessments, but this was taken up in later stages as well.

Concerning **Effectiveness**, it can be concluded that, on the whole, the RMGP has been effective in that it made initial steps in achieving the quite broad development objective of “An RMG industry that is safe and compliant”. RMGP has indeed undertaken short-/medium-term actions to avoid further incidents by actually closing down 39 factories, but also through the raising of awareness of owners and managers during factory assessments, and through training in inspection and OSH and capacity development of DIFE and FSCD.

The report discusses extensively the various achievements made by each of the five components of RMGP, such as: the assessments of 1,549 factories by December 2015 on the basis of harmonised standards and the follow-up through CAPs and DEAs; the substantial support given to DIFE and FSCD including the training of inspectors, the development of tools and IKM activities and the provision of equipment; the training of social partners on Occupational Safety and Health (OSH) involving workers but also supervisors and managers, including activities that bring all

stakeholders together (e.g. the celebration of OSH-Day as a part of the OSH media campaign); the rehabilitation services provided to Rana Plaza survivors and the development of disability and social inclusion guidelines; and, the setting up of BWB with a team of 14 Enterprise Advisors (EA) undertaking advisory, technical and training visits, the inclusion in BWB of about 120 factories and 30 buyers, and the ongoing initiatives to convince factories and buyers to register.

At times there were also serious delays, such as the start of the BWB programme partly due to delays in formalising the Implementation Rules of the Labour Law reform, and BWB had serious problems in realizing their targeted number of factories. The reasons for the delay in recruiting the M&E and gender experts were less clear; in the latter case particularly since about 65% of workers in the RMG sector are female. Lastly, delays in the research area, i.e. the baseline study, were also substantial, and this study could only just have been started. At the same time, the RMGP also included a major new element, not foreseen in the design, namely the initialization of the RCC formally established by the NTC in December 2015; this is a major development to further try to institutionalize the individual achievements made. On the whole, RMGP will leave behind a solid foundation of selected skills, processes and infrastructure, and even an incipient safety culture that can be built upon in a follow-up phase.

The *Use of* the substantial *Resources* made available by the three donors at regular intervals to the RMG Programme varies according to the different components. The largest single-activity expenditure concerns the 'Preliminary Assessments' of factories under Component 1 with US\$ 6.1 million. Substantial resource are also used for staffing, and in particular the number of international staff can be considered relatively high. Expenditures on some high-cost pieces of equipment should be carefully evaluated for a follow-up phase, as some may also fall under the mandate of the GoB especially once entered into the ranks of the middle-income countries. An important sensitivity to the gender dimension was demonstrated both by RMGP and DIFE as female inspectors' preference for scooters was honoured. On the whole, the GoB contribution was very substantial and included the recruitment of new inspectors and the provision of offices for them in 23 Districts. Quite some amount was also spent on the various training activities, but monitoring left much to be desired although it is currently being upgraded. Nevertheless, the feedback from all stakeholders was very positive about the usefulness of the training.

The funding and timeframe were in itself more than sufficient to achieve most of the activities under the five components, considering for example that additional activities were undertaken (e.g. RCC under Component VI-A, cf. Table 1). The use of resources was generally considered to be efficient by most stakeholders interviewed. In view of the complex structure of the programme with five different components, this is an important achievement. At the same time, it needs to be emphasized that still over one quarter of the total budget needs to be spent in only the last half year of the Programme until June 2017.

The *Effectiveness of Management Arrangements* has been satisfactory, supported by reliable funding from the three donors, and by the continuity of the most of the Programme staff. The set-up of the RMGP was appropriate with a CTA, an operations manager and coordinators for each of the five components. The monitoring and oversight of the programme has been complex with the establishment of three committees which, however, only met once or twice each in the entire project period. This was partly due to the fact that from the very beginning coordination was undertaken by the NTC, which was very active in the first two years of the programme but much less so in the past 1.5 years. Coordination with the three donors was done in regular, monthly or

bi-monthly, meetings with the programme management. Thus, management arrangements were effective and inclusive especially due to the NTC meetings and the monthly meetings with donors.

The **Impact** of the RMGP was large in the sense of ownership on the side of the government and of internalisation of results and processes at MOLE/DIFE, as well as the initialization of the RCC. Impact was much smaller on ownership of the social partners, and especially on the fragmented workers' organisations; however, the sense of ownership among social partners did increase in the course of the RMGP as a result of some landmark events such the OSH Campaigns and the OSH Day. Concerning gender equality, impact has certainly been positive in terms of a substantial increase in the number of female inspectors and through the gender issues raised in the widespread training activities. The RMG industry is not (yet) safe and compliant, and the working conditions have improved somewhat as a result of the influence of the PCs and SCs (cf. factory visits).

There was no planned exit strategy in the RMGP, but currently an RMG Second Phase Proposal is being developed which is expected to realistically explain how national institutions will carry forward the programme results once external funding ends. RMGP has certainly created selected conditions which will make it possible to have a broader impact in the future if the components are further developed and continue to be broadly supported.

The RMGP has with substantial means achieved some positive contributions to **Sustainability** especially in terms of awareness raising on safety issues and OSH, selected policies and practices developed (e.g. the support to the labour law reform and its implementation rules, and the mechanism for standardised factory assessments, CAPs and DEAs), capacities enhanced (on labour inspection and OSH), and sustainable equipment provided (including software and hardware for DIFE to digitalize the inspection process). In terms of institutionalisation some good results can be reported, such as the upgrading of DIFE from a Directorate to a Department, the setting up of OSH units in DIFE and in employers' organisations, the setting-up of the Safety Health Advocate for RMG Workplace by trade unions, the setting-up of the BWB office, and, lastly, the initiation of the RCC and its institutional embedding. The support in setting up PCs and SCs in factories may not be an example per se of institutionalization but it certainly has raised awareness among workers and managers alike. Mainstreaming issues of gender equality in the programme activities has not yet been achieved, partly because the gender plan was significantly delayed.

The RMGP did not have a sustainability strategy in place at the inception since it was based on an emergency design. Stakeholders generally are expecting that the RMGP will continue for another three or four years, and, to be sure, they foresee difficulties in maintaining the same levels of activities if this does not materialize. Thus, the sustainability of the RMG Programme's interventions was substantial in a number of areas, but it still needs many more prolonged efforts in order for the individual components to become really sustainable.

4.2 Recommendations

The recommendations will be presented in this section according to the seven Evaluation Criteria distinguished throughout this report. In addition, recommendations are also formulated in relation to the cross-cutting issue of gender.

Relevance

The RMGP is no less relevant now than it was at its inception. While the inception was in response to urgent needs for factory inspections on building integrity and fire and electrical safety, as well as for raising the awareness level of Occupational Safety and Health (OSH) after the Tazreen factory fire and the Rana Plaza collapse, the reality is that not only do the CAPs and DEAs still have to be implemented, but also that OSH awareness trainings have not yet reached many factories yet, even in RMG, let alone in other industries and sectors in Bangladesh. It is also necessary for the RMG Programme to consider undertaking in Phase 2 the assessment of the estimated 1,100 un-assessed RMG factories that are non-exporting given the expected low-level of compliance and safety concerns in those factories; this was also the recommendation of the DFID AR 2016 (No. 3 in Annex 6). In light of these facts, the project relevance level remains unchanged in terms of importance and priority for the GoB, the RMG factory owners (including the representative organizations, namely BEF, BGMEA and BKMEA) as well as for the workers and the workers' representatives (in particular NCCWE and IBC). While the ILO RMGP Phase 1 was an emergency response, it is essential to plan for Phase 2 so that interventions are *pro-active* rather than reactive in nature and takes the above issues into account. The first recommendation is therefore as follows:

- 1) Modify the strategic approach from reactive to pro-active for future RMG interventions** as the RMGP has started to do by proposing and supporting the establishment of the RCC, but this approach needs to be extended to undertaking the assessment of the 1,100 un-assessed RMG factories by RMGP in view of the expected low level of compliance and safety concerns in these factories (in line with the DFID AR 2016 recommendation), as well as to those factories not yet covered under the Phase 1 OSH trainings.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO and Tripartite Partners	Medium	Especially during the design phase of follow-up interventions, but also throughout the Programme tenure	Depends on the type of interventions decided upon

Other issues under relevance that need to be taken into account include the following. Firstly, the interventions should be designed to be closely aligned with the overall objectives of the forthcoming DWCP for Bangladesh. Secondly, it is essential that any future interventions in the RMG sector ensure continued close coordination and enhanced synergies with other RMG-sector interventions either of ILO, or of other organizations.

Validity of Design

The Results-Based Monitoring framework had originally been designed hastily as it was part of the emergency design. In later stages it had been adjusted several times after recommendations of the MTE and several DFID Annual Reviews, but it always maintained an overly output-focus. Advice can either be sought further from HQ Geneva and DWT, or external consultancies, but the best way would be to internalize expertise within the programme staff in order to have the necessary continuous monitoring.

- 2) Design a comprehensive M&E system, including a clear set of overall objectives, a coherent log-frame with clear milestones and an appropriate Theory of Change.** Clear distinctions have to be made between the higher-level outcomes, and the more concrete outputs, and a balance maintained between the numbers of outcomes, outputs and activities.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO	Medium	During the project design with necessary adjustments if and when necessary throughout the project tenure	M&E budget allocation is mandatory in each and every ILO project

Effectiveness

Supporting the formal establishment of the RCC in order to oversee the follow-up of the assessments conducted under the RMGP through conducting the Remediation is a necessary step to complete the initiative started with the inception of the RMGP. This Remediation will be carried out through the implementation of the Corrective Action Plans (CAPs) and the Detailed Engineering Assessments (DEAs) of the assessed RMG factories and the required and relevant next steps will be overseen by the RCC. This will require continuing and updating the training of the labour inspectors of the RCC, DIFE and FSCD, in particular the newly recruited ones. In order to be effective and transparent, two elements of the RCC need to be underlined; firstly, it needs to be equipped with an effective compliance mechanism; and secondly, digitalization of inspection will be essential to sustain the integrity of the labour inspection process.

- 3) Allot a priority role to the RCC and draw all the key players together in order to support the RCC in overseeing the Remediation** through the implementation of the CAPs and DEAs of the assessed RMG factories including continuing and updating the training of the (new) labour inspectors of the RCC, DIFE and FSCD. The RCC needs to develop a stringent compliance protocol and at the same time digitalize the inspection process to maintain integrity and transparency. Additionally, ILO should investigate jointly with RCC ways to promote access to soft financing for factories to actually implement their CAPs and DEAs; although this is not part of ILO's core mandate, it is well-placed to liaise with IFC, JICA, World Bank, and other organisations for this purpose.

Responsible Unit	Priority	Time Implication	Resource Implication
RCC, DIFE, MOLE, FSCD, ILO, IFC, JICA, WB, others	Medium	Potentially the most important components of a future phase of the Programme, this will be valid throughout the entire phase of the follow-up.	This will require significant fund allocation of all stakeholders involved.

Through a stepwise training programme on OSH of ToT of trade union representatives and employers' organizations personnel, and training of supervisors and mid-level managers, a total of about 800,000 workers is in the process of receiving training under the RMGP. However, this sizeable number of trained workers barely covers 20 percent of the RMG worker population, and much more thus needs to be done. It is necessary thereby to ensure RMG factories help in imparting this training by providing their workers leave for attending the two-day training. In order to be able to assess the use of the enhanced knowledge after the training, proper monitoring mechanisms need to be installed. The OSH training should ideally also be complemented with providing workers greater awareness regarding their rights and responsibilities. In addition, for FSCD more training is needed as well, including on specific topics like health and equipment for chemical hazards (which are becoming more numerous and dangerous), and a diploma course for fire engineers.

- 4) **Continue, extend and update the training on OSH of the social partners, supervisors, managers and workers, and install mechanisms to monitor the use of the enhanced knowledge after the training.** Consider to include in the training elements of rights and responsibilities and certain types of specific topics such as chemical hazards.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, social partners and workers	Medium	This is likely to be done throughout the entire phase of the follow-up to complete the process that has been started under RMGP.	Substantial resources will be required in a follow-up phase

During the evaluation, concerns were voiced regarding the sustainability of the Better Work Bangladesh (BWB) component of the ILO RMGP, especially the fact that BWB had managed to enrol barely half of the targeted 250 factories under its initiative, and that recently a few factories had withdrawn from the BWB. While the BWB programme has clear merits, it could not (yet) convince BGMEA and BKMEA that BWB enrolment would cut down on the number of social audits the RMG factories would need to undergo. This necessitates a more comprehensive plan to engage more factories and buyers into the BWB programme. It should also include a more effective communication strategy as RMG apex bodies were not made aware of the factory recruitment drives in RMG hubs sufficiently in advance.

- 5) **Develop a comprehensive plan to engage more factories and buyers into the BWB programme, and communicate at formal levels with BEF, BGMEA and BKMEA** (including the agreement of MoUs on cooperation).

Responsible Unit	Priority	Time Implication	Resource Implication
BWB, ILO, BEF, BGMEA and BKMEA	Very High	This needs to be undertaken at the very short notice, during the remaining months of the first phase of RMGP.	In principle, BWB will need to become self-sufficient in due course, but for the coming 1 – 2 years external funding will be required.

Efficiency of Resource Use

As of January 01, 2017, over one quarter of the RMGP donor-funded budget had remained unspent with only six months to go; even if the final DFID amount of 1 million will not be requested, than still an amount of over US\$ 7 million needs to be spent which is already much higher than was spent during the entire year of 2016 (US\$ 5.4 million).

- 6) **Make a contingency plan as soon as possible anticipating the likelihood that the remaining budget cannot be spent fully before June 30, 2017, and discuss it with the donors soonest.**

Responsible Unit	Priority	Time Implication	Resource Implication
ILO and RMGP and Donors	Very High	As soon as possible for RMGP	Undertaken by existing RMG Programme Management in close coordination with the donors

In order to ensure maximum efficiency of existing resources, two relatively high-cost issues have come up. Firstly, on the issue of the relatively high number of international staff in relation to national staff, it is noteworthy that ILO RMGP has provisions for eight international staff (two P5, four P4 and two P3 level international staff). This is something that should be looked into, as a plan to potentially cut down on the number of international staff could lead to more efficient resource use with suitable replacement by national counterparts. Secondly, on the issue of purchasing high-cost equipment items for DIFE and FSCD, it was felt that certain elements of these items such as simulators for FSCD and vehicle purchases for DIFE should perhaps be funded by GoB/MOLE, all the more so as Bangladesh graduates from the status of a least developed country to that of a middle income country.

7) Investigate the cost-effectiveness of the relatively high number of international staff and the high-cost equipment items for MOLE and FSCD.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO	Medium	Design phase of follow-up interventions of RMGP..	Reduce allocation for international staff in follow-up interventions; Check appropriateness of distribution between funding by GoB and donors as Bangladesh is approaching the middle-income status

Effectiveness of Management Arrangements

Since RMGP was expected to report to NTC from the inception of the programme, this committee assumed much more responsibilities than the formal structures required by the Planning Commission, such as the PSC. However, after two years of programme implementation even the NTC meetings became quite irregular and sparse. In order to have better oversight and coordination in a follow-up intervention, it is necessary to have clearly delineated tasks for the PSC, PIC and NTC, and to make their inter-relationships explicit, prior to the start of any successive phase. At least quarterly to half-yearly meetings are proposed for the higher-level committees to ensure not only ownership but also more effective and efficient management and coordination among all stakeholders.

The current programme management structure of having a CTA and an international Operations Manager seems appropriate to continue in a possible second phase. One important problem the first phase of RMGP has been facing is the very slow recruitment procedures with some positions (national and international) being delayed for six months and at times much more; on the one hand this is due to the internal ILO recruitment procedures which need to be streamlined as much as possible (although this is at least partly due to HQ guidelines), and on the other hand, international recruitments may have become much more lengthy in the aftermath of the July 1, 2016 terrorist incident in Dhaka.

8) Set up a structure for programme oversight with clear tasks for a PSC and a PIC, while making the relationships with the NTC very explicit. Maintain the management structure of a CTA and an Operations Manager while streamlining recruitment procedures as much as possible within the ILO system.

Responsible Unit	Priority	Time Implication	Resource Implication
All stakeholders including donors	Medium	In the design phase of the follow-up interventions, and throughout RMGP and any future phase.	Allocate funding for coordination and management in a follow-up phase budget.

Impact

ILO's primary approach is *tripartism* whereby more or less equal attention is given to the three constituents, the governments, employers' and workers' organizations. This is ILO's main competitive advantage over and above other international technical organisations. While workers and workers' organisations are definitely involved in several RMG-related activities, it is necessary to ensure their active involvement in a larger number of activities so that their sense of ownership will be enhanced. Their sense of involvement and ownership needs to be considerably increased in order to ensure the greatest possible impact of RMG interventions.

Based on factory visits and discussion with workers and trade union representatives, it is essential to ensure increased direct interaction between employers' and workers' organisations on issues relating to labour inspection, fire safety and OSH and support for the Participation Committees and Safety Committees at the factory level to enhance communication between owners, managers and workers, with emphasis on trying to ensure that management does not obstruct direct interaction between owners and workers.

- 9) Ensure a better balance between the interventions targeted at the three constituents of the ILO as this tripartite approach is the strength and the competitive advantage of the ILO vis-a-vis the GoB, the social partners as well as the donor community.** In particular, enhance the involvement of workers' organisations in a larger number of activities so that their sense of ownership will be enhanced. Additionally, increase the direct interaction between employers' and workers' organisations on issues relating to labour inspection and OSH, which are two relatively un-controversial subjects among the social partners (compared to e.g. strikes and wage increases), and support PCs and SCs at the factory level to enhance communication between owners/managers and workers.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO and its tripartite constituents, as well as RMG factory owners, managers and workers, DIFE, FSCD and ILO	Medium	Throughout RMGP and any future phase.	Re-allocation of funding resources in order to enhance the involvement of workers' organisations in its different forms, such as platforms, trade unions and factory level organisations.

Sustainability

Any follow-up phase to RMGP has to have a clear and concise transition strategy for RCC to become an integral part of DIFE. This entails developing an Exit Strategy for the RMG programme as a whole.

- 10) Develop at the outset of a potential second phase, a clear and concise transition strategy for RCC to become an integral part of DIFE and develop an Exit Strategy for the RMG programme as a whole.**

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, MOLE, DIFE and RCC	Low	Have exit strategy in place and implemented before completion of Phase II of RMGP	Resources need to be allotted for this transition strategy and this exit strategy.

Component 4 of the RMGP, support to the Rana Plaza disaster survivors, has always been a crucial element of the programme demonstrating that direct assistance is also made available to the actual victims of the disaster. However, this is difficult to maintain beyond the first phase of RMGP as the emergency support for the survivors should have been completed after four years of project implementation. Given the issues surrounding the rehabilitation of the Rana Plaza disaster survivors, it is also imperative that an exit strategy for the rehabilitation services provided to survivors be built in. A permanent strategy would be to include them in the regular social protection schemes the GoB has or is developing, while another option could be to bring them under the Central Welfare Fund of MOLE.

11) Prepare an exit strategy for the rehabilitation services provided to Rana Plaza survivors before the end of RMGP Phase 1 in June 30, 2017.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, GoB/MOLE	Medium	Have exit strategy in place and implemented before the start of Phase II of RMGP	To be included in the current phase.

Cross-Cutting Issue of Gender

One of the major criticisms of RMGP was lack of a gender strategy and mainstreaming plan. In order to address this issue, it is imperative to build on the gender strategy and to finalize the gender plan, link it to the adjusted results-based framework, and then implement it.

12) Finalize the gender plan as soon as possible, link it to the adjusted results framework and then implement it.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO	High	Include in the drafting of the Project Document for Phase II	To be included explicitly in clearly defined and dedicated budget lines for a follow-up phase.

5 Lessons Learned and Emerging Good Practices

This chapter compiles three lessons learned (LL) and four good practices (GP) from the experience gained by evaluating the RMG Programme, namely:

- LL1: Make sure that each and every project, even when it is based on an emergency design, has a proper Results Framework, LogFrame and Theory of Change.*
- LL2: The Reform in 2013 of the Labour Law (2006) was a limited reform, but under the circumstances it was just the right kind of reform setting the scene for future more encompassing reforms.*
- LL3: In countries where the organisational strength of the social partners varies widely, it is more difficult for ILO projects to maintain a balance in tripartite cooperation.*
- GP1: Selected Elements of the Emergency Design Approach can be replicated elsewhere in order to rally all stakeholders behind one cause.*
- GP2: The flexibility to adjust to unforeseen events during the programme implementation is of significant importance.*
- GP3: The RMG Programme has helped improve the working environment at several factories courtesy of Better Work Bangladesh (BWB) and RMGP training activities.*
- GP4: Regarding the RMG programme, being an emergency design programme, it has been appreciated by many stakeholders that one of its five components was directly supporting some of the actual survivors of the Rana plaza collapse.*

These lessons learned and good practices will be discussed in detail in the following two sections (5.1 and 5.2).

5.1 Lessons Learned

One of the purposes of evaluations in the ILO is to improve project or programme performance and promote organizational learning. Evaluations are expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact. The ILO/EVAL Templates are used below for the three identified Lessons Learned (LL).

LL1: Make sure that each and every project, even when it is based on an emergency design, has a proper Results Framework, LogFrame and Theory of Change.

ILO Lesson Learned Template

Project Title: Final Independent Evaluation: Multi-donor Support for Bangladesh Garment Industry Programme - Improving Working Conditions in the Ready-made Garment Sector

Project TC/SYMBOL: BGD/13/09/MUL

Name of Evaluator: Theo van der Loop and Wajid Hasan Shah

Date: 22 March 2017

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>In the case that circumstances force an ILO project to be based on an emergency design, it is imperative to have one or more experts from the nearby DWT, or from HQ Geneva, design a proper Results Framework, LogFrame and Theory of Change when local project staff could not yet be hired. Such an input of regional and HQ experts is one of the main strengths of the ILO.</i>
Context and any related preconditions	<i>An emergency design, as in the case of the ILO Bangladesh RMG Programme can in itself be valuable by quickly rallying the main stakeholders behind a draft proposal, but it is important to also develop from the start a proper Results Framework, LogFrame and Theory of Change.</i>
Targeted users / Beneficiaries	<i>ILO Country Office, DWT and HQ Geneva.</i>
Challenges /negative lessons - Causal factors	<i>The negative lesson is that in the RMG Programme the results framework has always been running behind the facts. The hastily designed framework has been revised several times but kept on receiving criticism from mid-term reviews and from donors.</i>
Success / Positive Issues - Causal factors	<i>It will become possible to monitor the Programme more closely, and make changes as they are needed.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>ILO needs to take the lead in this, and make available experts from DWT's in nearby countries and from HQ Geneva.</i>

LL2: The Reform in 2013 of the Labour Law (2006) was a limited reform, but under the circumstances it was just the right kind of reform setting the scene for future more encompassing reforms.

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Date: 22 March 2017

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>The lesson learned is that after such a disaster as the Rana Plaza collapse the circumstances are conducive to most stakeholders to move towards labour law reforms even if the reform is only partial. It is more important that (limited) changes are made than that a push for broader reforms would jeopardize the entire operation.</i>
Context and any related preconditions	<i>In Bangladesh in 2013, in fact, major reforms would have been necessary in the Labour Law 2006, in particular the inclusion of Freedom of Association and Collective Bargaining. However, the strong employers' organizations, cooperating closely with the GoB, could have easily delayed such broader reforms and would have made certain components of the present RMGP more difficult to implement. Now, after three years of programme implementation, and with the help of the EU-GoB Compact involving the GSP-system, the time seems to be more appropriate to push for those broader reforms, and this is actually happening both by the EU in its negotiations with the GoB and by ILO (Governing Body of March 2017).</i>
Targeted users / Beneficiaries	<i>GoB, social partners and workers.</i>
Challenges /negative lessons - Causal factors	<i>The negative lesson of course is that if you do not do all the reforms at once the more difficult ones are bound to be delayed (substantially). However, if the issue would have been forced the reform of 2013 would most likely not have happened at all!</i>
Success / Positive Issues - Causal factors	<i>Awareness raising has increased substantially as a result of the RMG Programme, and now the chances of pushing through a broader reform are much larger. In addition, the workers' organizations were at a very low level of organization in 2013, and since then have become more organized also with the rise of the second platform IBC next to the NCCWE.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>Ministries of Labour/Employment together with the ILO are crucial partners in this area. Through the Compact the EU is now also in a pivotal position to push for further reforms.</i>

LL3: In countries where the organisational strength of the social partners varies widely, it is more difficult for ILO projects to maintain a balance in tripartite cooperation.

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Date: 22 March 2017

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>If one of the social partners is much better organized and more influential than the other partner, ILO programmes have more difficulty in balancing interventions among those partners.</i>
Context and any related preconditions	<i>In Bangladesh, the employers organisations in the RMG sector are not only very well organized but also well-connected to the GoB, while the workers' organisations are very fragmented into factory level unions, various types of loosely organized trade unions and two incipient platforms. Engaging with workers organisations in this situation is thus much more burdensome, and in fact the RMG programme had to resort to intermediate organisations (e.g. Bangladesh Institute for Labour Studies, BILS) to deliver the planned training to trade union representatives. As a result, the number and volume of interventions has been skewed towards support for the GoB and the employers' organisations, leaving relatively less resources for the workers' organisations.</i>
Targeted users / Beneficiaries	<i>GoB, employers' and workers' organisations.</i>
Challenges /negative lessons - Causal factors	<i>The challenge is to engage the fragmented workers' organisations in substantial interventions as their organizational strength leaves much to be desired.</i>
Success / Positive Issues - Causal factors	<i>A balanced tripartite approach is the comparative advantage that the ILO has vis-a-vis other international organizations.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>N.A.</i>

5.2 Emerging Good Practices

ILO evaluation sees lessons learned and emerging good practices as part of a continuum, beginning with the objective of assessing what has been learned, and then identifying successful practices from those lessons which are worthy of replication. The ILO/EVAL Templates are used below. There are four Good Practices (GP) that emerged in the RMG Programme that could well be replicated under certain conditions in other projects and/or countries.

GP1: Selected Elements of the Emergency Design Approach can be replicated elsewhere in order to rally all stakeholders behind one cause.

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Date: 22 March 2017

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>The High-Level ILO Mission in May 2013 within one month of the Rana Plaza collapse is a good practice that can be replicated elsewhere. By acting so swiftly the ILO was able to support and direct the immediate reactions by the Government of Bangladesh (GoB), and at the same time mobilize broader support from the social partners, the donors and other stakeholders. In the process, all organizations involved increasingly looked at the ILO for the next steps.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>Readiness to act swiftly in case certain circumstances within the mandate of the ILO occur which require immediate attention, is crucial.</i>
Establish a clear cause-effect relationship	<i>The high-level ILO Mission conducted meetings with the main stakeholders, from the highest government levels, to the pivotal Ministry of Labor and Employment (MOLE) to the social partners, donors and others, who were cooperating with the ILO for immediate responses and for the design of interventions to counter such disasters from happening again.</i>
Indicate measurable impact and targeted beneficiaries	<i>The evaluation mission received many reactions from the different stakeholders on this aspect of the RMG Programme.</i>
Potential for replication and by whom	<i>This Good Practice can be replicated once special circumstances arise that require a similar immediate response.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<i>This Good Practice is linked to the ILO Strategic Policy Framework (2010-15), especially ILO Strategic Outcomes 5 and 6 on Working Conditions and OSH It also is aligned with SDG Goal 8, in particular Indicator 8.8 to "Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.", but also Indicators 8.5 and 8.2 on full employment and economic productivity respectively.</i>
Other documents or relevant comments	<i>See the ProDoc of the RMG Programme.</i>

GP2: The flexibility to adjust to unforeseen events during the programme implementation is of significant importance.

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Date: 22 March 2017

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>The good practice is that the RMG Programme was able to adjust to unforeseen events and to re-allocate funds to activities not included in the original design.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>Within Component 1 of the RMG Programme the factory assessments were completed well within the planned time and budget. Therefore, the programme scheduled several follow-up activities, such as the start of the implementation of the Corrective Action Plans (CAP) and Detailed Engineering Assessments (DEA) as well as the initialization of the Remediation Coordination Cell (RCC) within MOLE/DIFE. It was also able to re-allocate the required budget for such activities.</i>
Establish a clear cause-effect relationship	<i>The flexibility in re-aligning (follow-up) activities and in re-allocating certain budget lines have led to enhanced achievements of the programme towards its development objective, has intensified further the relations with the GoB counterpart (MOLE/DIFE), and have positioned the programme very well for a follow-up phase.</i>
Indicate measurable impact and targeted beneficiaries	<i>The evaluation mission received many reactions from the different stakeholders on the flexibility of the programme and its management.</i>
Potential for replication and by whom	<i>This Good Practice can be replicated in many different programmes and projects.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<i>This Good Practice is linked to the ILO Strategic Policy Framework (2010-15), especially ILO Strategic Outcomes 5 and 6 on Working Conditions and OSH It also is aligned with SDG Goal 8, in particular Indicator 8.8 to "Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.", but also Indicators 8.5 and 8.2 on full employment and economic productivity respectively.</i>
Other documents or relevant comments	<i>See RMGP Progress Report of 2015 and 2016, and DFID Annual Review 2016.</i>

GP3: The RMG Programme has helped improve the working environment at several factories courtesy of Better Work Bangladesh (BWB) and RMGP training activities.

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Date: 22 March 2017

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>While many believe it will require a generation to see a holistic mind-set change desired to bring about an ideal working environment in factories, RMGP and BWB have allowed for a decent start to this process in some of the workplaces, with the substantial raising of awareness on rights and responsibilities among workers and supervisors, and an improvement in how workers are treated by supervisors/line-managers.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>RMGP OSH training and support to the setting up of Participation Committees (PC) and Safety Committees (SC) in factories, as well as Component Five of the RMGP, the implementation of BWB, are considered important to help improve the working conditions – to build a better work environment (as the component name suggests). This has made the working conditions better in a BWB factory visited.</i>
Establish a clear cause-effect relationship	<i>Attention to improving the working conditions under BWB led to this, as mentioned by factory management and verified by the members of the Participation Committee (PC) and Safety Committee (SC) spoken to during the factory visit.</i>
Indicate measurable impact and targeted beneficiaries	<i>BWB aims to improve the RMG work environment and in turn productivity. Although there was no scope to actually measure productivity changes, RMG workers mentioned a significant improvement in the attitude/behavior displayed by supervisors/line-managers, admitting that while supervisors/line-managers used to use offensive language, thanks to the BWB interventions, the incidence of this has drastically declined, making the workers feel better about working at the factory.</i>
Potential for replication and by whom	<i>This Good Practice can be replicated at other RMG factories under BWB and with support in the area of OSH training to the members of the PC/SC, and can potentially be replicated at factories that are open to joining BWB.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<i>This Good Practice is linked to the ILO Strategic Policy Framework (2010-15), especially ILO Strategic Outcome 5 on Working Conditions. It also is aligned with SDG Goal 8, in particular Indicator 8.8 to "Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.", but also Indicator 8.2 on economic productivity.</i>
Other documents or relevant comments	<i>N/A</i>

GP4: Regarding the RMG programme, being an emergency design programme, it has been appreciated by many stakeholders that one of its five components was directly supporting some of the actual survivors of the Rana plaza collapse.

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Date: 22 March 2017

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>The Good Practice was to include direct support to the actual survivors of a disaster in the design of the programme as one of five components.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>The RMG Programme was directed at factory assessments on safety and building integrity, institutional and capacity building support to DIFE and FSCD, training of social partners on OSH, and the implementation of the Better Work Bangladesh programme, all of which were considered important to try to prevent any more disasters like the Rana plaza collapse from happening in the future. The fact that one component was also paying attention to the needs of the actual survivors of the disaster was important for them and their families, and has been appreciated by all stakeholders.</i>
Establish a clear cause-effect relationship	<i>Attention for the survivors of a disaster provides an additional dimension to the programme that draws the stakeholders further together.</i>
Indicate measurable impact and targeted beneficiaries	<i>The evaluation mission received many reactions from the different stakeholders on the importance of the attention provided to the survivors of the disaster, and most showed pride to be involved directly or indirectly (through Project Steering Committee, NTC or otherwise).</i>
Potential for replication and by whom	<i>This Good Practice can be replicated once special circumstances arise that require a similar emergency design and response.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<i>This Good Practice is linked to the ILO Strategic Policy Framework (2010-15), especially ILO Strategic Outcomes 5 and 6 on Working Conditions and OSH It also is aligned with SDG Goal 8, in particular Indicator 8.8 to "Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.", but also Indicators 8.5 and 8.2 on full employment and economic productivity respectively.</i>
Other documents or relevant comments	<i>See RMGP Progress Report of 2015 and 2016.</i>

Annex 1 Terms of Reference (TOR)

Terms of Reference for Final Independent Evaluation

22 December 2016

Project Title	Multi-donor Support for Bangladesh Garment Industry Programme - Improving Working Conditions in the Ready-made Garment Sector
TC project code	BGD/13/09/MUL
Donors	The Netherlands : US\$ 11.10 million United Kingdom : US\$ 11.36 million Canada: US\$ 7.06 million
Total approved budget	29.49 million USD
ILO Administrative unit	CO-Dhaka
ILO Technical Units	LAB/ADMIN, GOVERNANCE
Evaluation date and field work dates	Jan – April 2017 Field work for two weeks starting last week of Feb 2017
Evaluation Manager	Neetu Lamba
TOR preparation date	Final version after stakeholder feedback on 22 Dec 2016

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Background of the RMG-P

The Ready-Made Garment (RMG) sector in Bangladesh has experienced rapid growth over the past 20 years and has reached a point where it is now the country's largest export earner and directly employs 4.2 million people – of whom approximately 65% are women in approximately 3,600 active factories – and indirectly supports as many as 40 million Bangladeshis (about 25% of the population). The RMG sector in Bangladesh is currently also the 2nd largest exporter of ready-made garments in the world.

However, rapid and unregulated growth can create serious problems. There exist significant problems in many factories around occupational safety and health (OSH), working conditions, wage payments, freedom of association, and the lack of effective human resource management. In addition, weaknesses in national labour administration, industrial relations and social dialogue systems exacerbate and prolong non-compliance with national laws and regulations. These problems and weaknesses lie at the heart of the recent series of industrial tragedies the RMG sector witnessed. The Rana Plaza collapse, a tragedy which claimed 1,136 lives, led to intense global scrutiny of the Bangladesh RMG sector and highlighted the need for fundamental change relating to safety inspection and social compliance. The collapse led to widespread recognition of the need for change. As a result, intense collaboration has taken place between the Government of Bangladesh, the RMG industry associations, global and local unions, international retailers and brands, civil society and development partners to ensure safer workplaces and better respect of labour rights.

Since October 2013, the ILO through its “Improving Working Conditions in the RMG Industry” programme (ILO RMG Programme), has been providing financial and technical assistance to the Government of Bangladesh for the implementation of the National Tripartite Plan of Action on Fire Safety and Structural Integrity (NTPA) in the RMG sector in line with the six-point agenda adopted by Government and stakeholders following a ILO High Level Mission, aimed at undertaking short- and medium-term actions to avoid further incidents. The programme –RMGP (BGD/13/09/MUL) is funded by the Governments of the Canada, the Netherlands and the United Kingdom. The programme is oriented to support the interventions identified in the NTPA. The programme has five components aiming at:

- i. Conducting Building and Fire Safety Assessments
- ii. Strengthening Labour Inspection & Support Fire and Building Inspection
- iii. Building OSH awareness, capacity and systems
- iv. Rehabilitating and providing skills training for victims
- v. Improving working conditions in factories: Better Work Bangladesh

The programme is designed 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. The programme also envisages to create synergies and collaborative work between components, which will be further reinforced in a forthcoming Phase 2 (July 2017-June 2021) that is currently being negotiated with the same donors.

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.
- **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

Summary of previous evaluation exercises

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.

Mid-term Evaluation (MTE)

An independent Mid-term Evaluation (MTE) was conducted during Aug-Oct 2015, serving two purposes – first, to look at the programme design and implementation and assesses the programme's continued relevance of support based on achievement to date in achieving planned objectives. Second, based on past lessons, it highlighted corrective areas that would require project's focus over the second half of the project. The MTE, in line with ILO EVAL criteria, examined all five components of the project and assessed progress towards expected outcomes and objectives.

Management set-up

The RMGP is led by an international Chief Technical Adviser/Programme Manager, assisted by an international Operations Manager. Other staff are Communication expert, Workers Education Expert, two Programme Officers, IKM Officer, Training Officer, Communications Officer, Finance officer, Monitoring and Evaluation officer, Gender Mainstreaming Officer, Procurement Officer, Secretaries and Administrative Assistant.

As there are several other projects linked to activities in the RMG sector, RMGP has the lead role to plan and has its linkages within the family of projects¹ working with RMG sector. Efforts have been made to coordinate all of them under the RMG umbrella programme.

It may be noted that though Better Work Bangladesh (BWB) is the component 5 of the RMGP yet it has its own international CTA who reports directly to Better Work Global team in Geneva. 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.

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 have its mechanism to collectively review and monitor (e.g. DFID's annual review) and they have periodic monthly meetings with the project team.

Purpose and scope of the evaluation

The evaluation will assess the achievement of the project as a whole as well as for the five components and their linked or joined activities. Strategic lessons learned will be identified and recommendations put forward to be considered in further programming by stakeholders and ILO for the next phase of the project. Achievement of higher level results and internalization of these results and related processes by the stakeholders will be a key

¹ The active projects are: a) Improving Fire and General Building Safety in Bangladesh; b) Implementation of the Bangladesh Compact, c) Centre of Excellence for RMG to implement certified training within the national skills development framework, d) Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh RMG

issue to examine. The evaluation will also recommend measures for promoting long-term sustainability of the RMG Project results and impact.

A specific focus will be on reviewing lessons learned and sustainability aspects developed by the Project so that complete and externally reviewed documentation of the project is available as a basis for further action and scaling up. This is particularly important in view of the consideration for further technical support to this scaling up.

Suggested aspects to consider

The specific issues and aspects to be addressed in the final evaluation will be identified through the consultative process with stakeholders in the initial stages of the evaluation and based on review of the project documentation and other relevant documentation.

Some broad areas in which specific aspects to be addressed can be identified are:

- Validation of the strategic approach, including any changes in the strategies used
- Achievement of project objectives and outcomes
- Key concerns, lessons learned and emerging good practices
- Institutional strengthening, capacity building and creation of enabling political environment that stimulates ownership of reforms and measures
- Ascertain the sustainability mechanisms that are in place. In addition, gauge the possible replication and up-scaling of these mechanisms and interventions.
- Follow-up to the joint mid-term evaluation
- Gender concerns should be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects” All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.

Guidance for the aspects to be addressed can be obtained from the ILO established overall evaluation concerns such as validity of design, relevance, effectiveness, efficiency, causality, alternative strategies, unanticipated effects and sustainability. The evaluation should be carried out in adherence with the ILO Evaluation Policy and Strategic Framework; ILO Guidelines on evaluation, the UN System Evaluation Standards and Norms; OECD/DAC Criteria for Evaluating Development Assistance and OECD/DAC Evaluation Quality Standards.

Methodology

The Final Evaluation will be conducted by a two person team of independent consultants – one international consultant and one national consultant. The international consultant will serve as the team leader focussing primarily on policy and sustainability aspects of the project. The national consultant will focus on providing inputs that will feed into the design phase of the next

project. Both team members will work according to the principles of independent evaluations and be free of any link to or control of the specific programme or organisation being evaluated.

The methodology will be a mix of desk review (analysis of relevant reports and data related to the programme) and interactions with stakeholders in the field (series of meetings and interviews). The proposed sequence is below:

- Inception report for the evaluation after an initial desk review. The findings of the Mid Term Review and recent DFID Annual Review 2016 would serve as primary inputs for the desk review, in addition to other available documentation. At inception stage, the evaluation team will be required to examine how ILO's standard five evaluation criteria may have already been addressed by past evaluations and DFID reviews. If one or more criteria have been sufficiently addressed, then the criteria may not need to be included in the evaluation.
- This inception report will fine tune and finalize the methodology for the evaluation.
- Interviews with key stakeholders and visits to the field.
- Presentation of initial findings and recommendations to provide immediate input to the follow up phase.
- A final stakeholder evaluation workshop.

Client

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

Expected outputs of the evaluation

The expected outputs to be delivered by the evaluator team are:

1. Inception report: this report based on the desk review should describe the evaluation instruments, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects, including discussion of sufficiency and appropriateness of methods and alternatives if required. The instrument needs to make provision for the triangulation of data where possible. It will cover how the more detailed analysis on the focus areas will be integrated in the analysis and reporting.
2. Quantitative and qualitative data collected in the field through meetings and interviews with stakeholders and key collaborators.
3. Stakeholders' meetings, as part of the in-country field work to gather collective stakeholder views, present proposed focus of the evaluation and as part of full data collection.
4. Note on initial findings, recommendations and sustainability aspects and scaling up of intervention as input into design of next phase.
5. Stakeholder workshop to present initial findings of the evaluation.

6. Draft evaluation report for the project: the evaluation report should include and reflect on findings from the fieldwork and the stakeholders' workshop.
7. Final evaluation report after comments from stakeholders.
8. Upon finalization of the overall evaluation report, the evaluator will be responsible for writing a brief evaluation summary which will be posted on the ILO's website. This report should be prepared following the guidelines included in Annex and submitted to the evaluation manager.

Draft and Final evaluation reports include the following sections:

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

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

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

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

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

The draft reports will be circulated to key stakeholders (donors, the tripartite constituents, other key stakeholders and partners and ILO staff i.e. project management, ILO Country Office in Bangladesh, DWT New Delhi, and relevant technical departments in Geneva and ILO Regional office) for their review. Comments from stakeholders will be consolidated by the evaluation manager and will be sent to the evaluation consultant to incorporate them into the revised

evaluation report. The evaluation report will be considered final only when it gets final approval by ILO Evaluation Office.

Management arrangements

The evaluator will report to the *Evaluation Manager*, Ms. Neetu Lamba (lamba@ilo.org), Programme Officer, Strategic Programming and Management Department, Geneva. The evaluation manager takes the responsibility in drafting TOR in consultation with all concerned and will manage the whole evaluation process and will review evaluation report to make sure it has complied with the quality checklist of ILO evaluation report.

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

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

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

Calendar and payment

The duration of this contract is for 24 working days each for both consultants between January 2017 and end of April 2017. The field work in Bangladesh is expected around late February / early March 2017 (dates to be confirmed). Notes on initial findings and recommendations are expected by end March 2017.

Phase	Responsible Person	Tasks	Proposed timeline	Number of days (International consultant)	Number of days (National consultant)
I	Evaluators	<ul style="list-style-type: none"> Desk Review of project related documents Telephone briefing with the evaluation manager, ILO HQ and ILO CO Bangladesh and donors Preparation of the inception report 		4	4
II	Evaluators (logistical support by	<ul style="list-style-type: none"> Field visit Interviews (skype) with project staff and other 		10	10

Phase	Responsible Person	Tasks	Proposed timeline	Number of days (International consultant)	Number of days (National consultant)
	the project and CO)	relevant officers in Geneva			
III	Evaluators	<ul style="list-style-type: none"> Preparation of the workshop Workshop with the project management and ILO relevant offices for sharing of preliminary findings, if necessary through video conference 		2	
V	Evaluators	<ul style="list-style-type: none"> Initial findings and recommendations for the design phase of the next project 			2
IV	Evaluators	<ul style="list-style-type: none"> Draft report based on desk review, field visit, interviews/questionnaires with stakeholders in Bangladesh and the final stakeholders workshop Debriefing 		5	5
V	Evaluation manager	<ul style="list-style-type: none"> Circulate draft report to key stakeholders Stakeholders provide comments Consolidate comments of stakeholders and send to team leader 	12 days		
VI	Evaluator	<ul style="list-style-type: none"> Finalize the report including explanations on why comments were not included 		3	3
VII	Evaluation Manager	<ul style="list-style-type: none"> Review the revised report and submit it to EVAL for final approval 	By April 2017		
		Total no. of working days for Evaluator		24	24

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

- Consultancy fee;

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

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

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

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

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

Annex: All relevant ILO evaluation guidelines and standard templates

1. Code of conduct form (To be signed by the evaluator)

http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

2. Checklist No. 3 Writing the inception report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

3. Checklist 5 Preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

4. Checklist 6 Rating the quality of evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

5. Template for lessons learned and Emerging Good Practices

http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm

http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

6. Guidance note 7 Stakeholders participation in the ILO evaluation

http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm

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

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

8. Template for evaluation title page

http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

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

Annex 2 Schedule of Field Mission

Schedule of Final Independent Evaluation Field Mission in February-March 2017:

Time	Task	Participants	Venue
Day 1	Sunday, 26-Feb-17		
0900 – 1000	Meeting with the RMGP senior managements	1. Mr Tuomo Poutiainen 2. Ms Anne-Laure Henry-Greard	ILO RMGP Office
1000 – 1100	Meeting with Component 1 Team	3. Mr Maurice Brooks 4. Mr Nazmul Islam	ILO RMGP Office
1100 – 1200	Meeting with Component 2	5. Mr Alberto Cerda 6. Ms Hasina Begum 7. Mr Borhan Uddin (IKM) 8. Mr Borhan Uddin (Training)	ILO RMGP Office
1400 – 1500	Meeting with Country Director, ILO Bangladesh and the CO team	9. Mr Srinivas Reddy 10. Mr Gagan Rajbhandari 11. Mr Saidul Islam 12. Ms Khadija Khondaker	ILO Country Office
<i>1500 – 1515</i>	<i>Security briefing for the International Consultant</i>		<i>ILO Country Office</i>
1600 – 1730	Meeting with component 3 Team	13. Mr Alberto Cerda 14. Mr Masum-ul-Alam 15. Mr Tauvik Muhamad	ILO RMGP Office
Day 2	Monday, 27-Feb-17		
0900 – 1000	Meeting with SDIR Project Team	16. Mr Mahandra Naidoo 17. Mr Tauvik Muhamad 18. Mr Saloman Rajbanshi 19. Mr Uttam Kumar 20. Mr Md Jafar Iqbal	ILO Country Office

1100 – 1230	Meeting with Component 5 Team (Better Work Bangladesh, BWB)	1. Mr Louis Vanegas and team	BWB, Level 6, Suite 602, Shanta Western Tower, 186 Bir Uttam Mir Shawkat Sharak, Tejgaon I/A, Dhaka
1400 – 1500	Meeting with component 4 Team	2. Mr Masum-ul-Alam 3. Mr Steve Needham (on communications)	ILO RMGP Office
1600 – 1700	Meeting with BGMEA	4. Mr Mahmud Hasan Khan Babu, Vice President	BGMEA, BGMEA Complex, 23/1, Panthapath Link Road, Karwan Bazar, Dhaka
Day 3	Tuesday, 28-Feb-17		
0900 - 1000	Meeting with Royal Danish embassy	5. Jens Rise Rasmussen, Growth Counsellor	ILO RMGP Office
1100 – 1200	Meeting with RMGP donors (DFID and Netherlands)	6. Ms Masarrat Quader 7. Mr Pieter-de Vries	ILO RMGP Office
1300 – 1400	Meeting Mr Syed Ahmed (Former IG, DIFE)	8. Mr Syed Ahmed	Metro rail project office (12 th floor), Nagar Bhaban
1600 – 1700	Meeting with Ministry of Labour and Employment	9. Khondaker Mostan Hosain, Joint Secr. 10. Humayun Kabir, Senior Assistant Chief (Labour-1)	Bangladesh Secretariat
Day 4	Wednesday, 1-Mar-17		
0900 – 1000	Meeting with Bangladesh Employers' Federation (BEF)	11. Mr Farooq Ahmed	Bangladesh Employers' Federation (BEF), Chamber Building, 122-124 Motijheel C/A, Dhaka
1430 – 1530	Meeting with BKMEA	12. Board of Directors and senior officials from BKMEA	BKMEA, Planners Tower (4 th floor), 13A, Sonargaon Road, Dhaka
1600 – 1700	Meeting with GIZ	13. Mr Manjur Morshed 14. Mr Aminul Hasan	GIZ Office, House 10, Rd No 90, Dhaka
Day 5	Thursday, 2-Mar-17		
0900 – 1000	Meeting with IBC	15. Kutub Uddin Ahmed, General Secretary	ILO RMGP Office
1030 – 1130	Meeting with NCCWE	16. Shah Abu Zafar, Chairperson 17. Dr Wajedul Islam Khan, Member Secretary	ILO RMGP Office
1400 – 1500	Meeting with Accord	18. Rob Wayss, Executive Director & Acting Chief Safety Inspector	Accord Office, AJ Heights Building, Level-13, Cha-72/1/, Progati Sharani, North Badda, Dhaka

1600 – 1700	Meeting with Alliance	1. Paul Rigby, Deputy Country Director & Chief Safety Officer (CSO)	Alliance Office, BTI Celebration Point (Level 6), Plot # 3 & 5, Road # 113/A Gulshan, Dhaka
Day 6	Friday, 3-Mar-17	Weekend	
Day 7	Saturday, 4-Mar-17	Weekend	
Day 8	Sunday, 5-Mar-17		
0900 – 1430	BWB Factory visit	Factory management, PC and SC members and overall factory visit	Ashulia
1600 – 1700	Meeting with Canada	2. Heather McBride, Deputy Director 3. Riful Jannat	Canadian High Commission, UN Road, Baridhara
Day 9	Monday, 6-Mar-17		
0930 – 1030	Meeting with MOLE Secretary	4. Mr Mikail Shipar	
1130 – 1230	Meeting with BUET	5. Dr Ishtiaque Ahmed 6. Dr Mehedi Ahmed Ansari	Department of Civil Engineering, BUET
1330 – 1430	DIFE Meeting	7. IG and other colleagues	DIFE
1500 – 1600	Meeting with Rana Plaza stakeholders	8. IOM, ActionAid, RPCC	ActionAid Global Platform House 19, Road# 128, Gulshan 1
1630 – 1730	Pre-workshop meeting with RMGP team	Tuomo, Anne-Laure, Sohana	ILO RMGP Office
Day 10	Tuesday, 7-Mar-17		
1200 – 1400	Factory visit (engaged in remediation)	Factory management, PC and SC members and overall factory visit	Mark 2000 Ltd., Plot-12-13, Road-04, Section-7, Mirpur, Dhaka-1216
1500 - 1600	Meeting with Bangladesh Fire Service & Civil Defence (FSCD)	9. Major A.K.M. Shakil Newaz, Director (OPS & MAINT)	38-46 Kazi Alauddin Road, Dhaka
1700 – 1800	Meeting with RAJUK	10. Dr Mosaraf Hossain, Director Development Control-1 RAJUK 11. Mr Ashish Kumar	RAJUK office
Day 11	Wednesday, 8-Mar-17		
0900 – 0940	Meeting with TUV/		ILO RMGP Office
0945 – 1030	Meeting with VEC		ILO RMGP Office
1430 – 1530	Pre-workshop meeting with RMGP team		ILO RMGP Office
Day 12	Thursday, 9-Mar-17		
0900 – 1400	Stakeholder workshop		Pan Pacific Sonargaon Hotel
1530 – 1730	Debriefing with project team		Pan Pacific Sonargaon Hotel

Annex 3 Stakeholder Workshop: List of Participants

Stakeholder Workshop for RMGP Final Evaluation 9 March 2017, Pan Pacific Sonargaon, Dhaka

List of Participants:

SL No	Name, Designation and Organisation	Cell number/ email
1.	Wajid Hassan Shah	0171501316
2.	Theo Van Der Loop	
3.	Md Rafiqul Islam, Additional Secretary, BGMEA	01913529862
4.	Md. Samsuzzaman Bhuiyan, IG, DIFE	01715826053
5.	Ahmed Belal, AIG, DIFE	01962901880
6.	Md Asraf Jahan, Sr. Information Officer, BEF	01819871783
7.	Tanhul Hain, AIG, DIFE	01711439710
8.	Md Hemayet Uddin, CEO, Veritas Engineering and Consultants	01710685640
9.	Md Tarikul Islam, MD, Veritas Engineering and Consultants	01711991738
10.	Abdullah Al-Razi, BDM, VEC	01678015793
11.	Sifat Sharmin Amita, Accord	Sharmin.omita@bangladeshaccord.com
12.	Quamrunnesa Babli, Director of Operations, Accord	01938884858
13.	Ashis Kumar Shaha, RAJUK	01730055528
14.	Borhan Uddin, ILO	
15.	SM Borhan Uddin, ILO	uddin@ilo.org
16.	Santos K. Datta, BEF	01819136560
17.	Aamanur Rahman, ActionAid	01819692342
18.	Md Aminul Haque, BEF	01716809025
19.	Pieter de Vries, Netherlands Embassy	
20.	Masarrat Quader, DFID, UK	
21.	Gagan Rajbhandari, ILO	
22.	Mahafuza Akter, Accord	01766695926
23.	Md Aminul Hasan, GIZ	01775558965
24.	Paul Rigby, Alliance	
25.	SM Anamul Haque, DoL	01712509172
26.	K M Mahmudul Islam, Asst. Sec. BGMEA	01911777869
27.	Tuomo Poutiainen, ILO	
28.	Sohana, ILO	
29.	Shahanoj Parvin, ILO	
30.	Shamima Sultana Bari, DD, DoL	01711403185
31.	Kutubuddin Ahmed, IBC	01711047688
32.	Masum Billah, RPCC	01711112159

33.	Masum Billah	01711934726
34.	Ahmed Zaki	01787666756
35.	Quamrul Hasan, Executive President, JSF, NCCWE	01552377316
36.	Dr. Selim Raha, SANEM	01714168866
37.	Saidul Islam, ILO	
38.	Hasina Begum, ILO	
39.	Forhad Wahes, DIFE	01729713382
40.	Muhammed Habibur Rahman, BEF	01711204613
41.	Shammin Sultana, ILO	
42.	Anne Laure Henry-Gréard, ILO	
43.	Annika Moqurst, ILO	
44.	Khawasa Saifulla, BRAC	01726175877
45.	Md Abdur Rashid, Additional, Director, Molla	01715081499
46.	Md Moujur kader Khan, JIG	01911548230
47.	Alberto Lerda, ILO	
48.	Steve Needham, ILO	
49.	M Shamsul Haque, ILO	
50.	Nazmul, ILO	
51.	Mohammad Manik Mia, BKMEA	01915340092
52.	Md Mahfa Rahman Bhuya, DIFE	01554347793
53.	Dr. Edris Alam, Chittagong University	01835424165
54.	Louis Vanegas, ILO	
55.	Mosmat Quels	01713048766
56.	Shahautt Shakir, DIFE	01713143015
57.	Farjana Sharmin, BKMEA	01712577027
58.	Heather McBride	Heather.mcbride@international.gc.ca
59.	Abdul Khabir, TUVSUD Bangladesh	01755515411
60.	Md Faruk Hossain BKMEA	01912470474
61.	Sumon Kumar Bhattacharia, AFA, RMGP, DIFE	01717288334
62.	AKM Masumul Khan	01711141992

Annex 4 Data Collection Matrix

The Data Collection Matrix consists of two tables, Table A and Table B below.

Table A: Data Collection Work Plan for the Evaluation Criteria of Relevance (A) and Validity of Design (B).

Criteria and Questions to be addressed	Sources of data
A. Relevance	
1. Were the objectives and outputs of the Project relevant to the specific needs of ILO constituents and the country?	<ul style="list-style-type: none"> • Evaluability Assessment 2014, • Mid-Term Evaluation 2015, • DFID Annual Reviews 2014-16
2. To what extent do the stakeholders take ownership of the Project's design?	
3. How does the project align with and support ILO's overall strategies (DWCP, gender mainstreaming and Strategic Programme Framework)	
4. Does the Project support and contribute to overall objectives of the Netherlands, UK and Canada policies in international development cooperation including gender equality, and its partnership strategy with the ILO?	
5. Is the intervention strategy appropriate for achieving the stated Project purpose and what are the lessons learned in the design and implementation of the Project?	
B. Validity of design	
6. To what extent is the design of the Project linked to the GoB plans?	<ul style="list-style-type: none"> • Evaluability Assessment 2014 • Mid-Term Evaluation 2015, • DFID Annual Reviews 2014-16
7. How was the baseline for the Project's objectives established, and what can we learn from that for a possible 2 nd phase?	
8. Does the Project complement other ILO Projects and interventions in the country? If so, how?	
9. Are the objectives clearly stated, describing the solutions to the identified problems and needs?	
10. Are the indicators of achievements clearly defined, describing the changes to be brought about?	
11. Did the project design adequately consider the gender dimension of the planned interventions and how?	

Table B: Data Collection Work Plan for the other five Evaluation Criteria (C – G).

Criteria and Questions to be addressed	Sources of data *)	Which stakeholder
C. Effectiveness (and Project Progress)		
12. In how far have the objectives of the project as a whole as well as for the five components and their linked or joined activities been achieved?	ProDoc, Progress reports	All stakeholders
13. To what extent the progress towards outcomes are attributable to the project? What alternative strategies would have been more effective in achieving the project's objectives (if any)?	ProDoc, Progress reports	All stakeholders
14. Were there any significant unexpected results or achievements, at different levels? How well did ILO/RMGP adapt to any significant events/circumstances or changes with a potential to affect project outcomes?	ProDoc, Progress reports	Project team; selected other stakeholders
15. Has sufficient technical support been sought from the relevant ILO units and offices globally?	Progress reports	DWT, CO , Project team
16. Have the GoB Counterparts (in particular MOLE) been strengthened through the Project interventions?	Interviews GoB Counterparts	GoB Counterparts
17. How effective was collaboration and coordination of the Project with other ILO technical Units in Geneva, New Delhi and Bangkok?	Progress reports	ILO-Geneva & Turin, DWT New Delhi & Bangkok
18. How effective and strategic was the collaboration and coordination of the Project with other ILO projects and programmes working on related issues?	Progress reports	CO , BWB, other ILO projects
19. Did the project achieve its gender-related objectives? What kind of progress was made and what were the challenges? Were the needs of disadvantaged groups taken into account or not? Were there any positive 'unexpected' effects in this regard?	ProDoc, Progress Reports	Project team & key stakeholders
D. Efficiency of resource use		
20. To what extent have the project initiatives been cost effective?	Financial reports & Progress Rep.	Project team, selected Stakeholders
21. To what extent has the Project been able to build upon or leverage national resources or resources of other ILO Projects?	Financial reports & Progress Reports	CO , DWT, Project team
22. Were activities completed in-time/according to work plans? If not, what were the factors that hindered timely delivery and what were the counter measures taken to address this issue?	Partners work plans, Financial reports,	Project team, Key Partners
23. Was the funding and timeframe sufficient to achieve the intended outcomes?	Financial reports	Project team, Key Partners
24. Were resources allocated strategically to achieve gender-related objectives? What mechanisms does the project have in place to monitor implementation? Were they effective?	ProDoc, Progress Rep.	Project team, Key Partners

E. Effectiveness of Management Arrangements		
25. Have the timeframes and work plans of the Project been adhered to?	ProDoc, Progress Rep.	Project team, Key Partners
26. Is the Project documented? Have results, including on gender, been communicated at the country level?	ProDoc, Progress Rep.	Project team, Key Partners
27. Is there a clear understanding of the roles and responsibilities by all parties involved (e.g. PCC and NTC)? Do they have a good understanding of the project strategy, its goal and vision?	Interviews	All stakeholders
28. Has the distribution of resources between activities and staff been optimal?	ProDoc, Progress Rep.	Project team, CO , Key Partners
29. Was institutional arrangement with the partners, the role of tripartite constituents appropriate and effective?	Progress reports	Tripartite stakeholders
30. Does the Project Team have adequate gender expertise, and/or was technical backstopping sought and received from gender specialists when needed?	Progress reports	Project team, CO , DWT
31. Were the management capacities and arrangements adequate to facilitate expected results?	Pro Doc, & Progress Rep.	Project team, Key Partners
32. How effectively did the Project management and ILO monitor project performance and results? a. Is a monitoring and evaluation system in place, and is it effective? b. How appropriate were the means of verification for tracking progress, performance and indicators? c. Is relevant information and data systematically being collected and collated? d. Is reporting satisfactory? Is data disaggregated by sex (and by other relevant characteristics)? e. How is this M&E information analysed, and how does it feed into management decisions (use of information)?	Pro Doc & Progress reports	Project team, DWT, Key Stakeholders
F. Impact		
33. How effectively has the Project been able to build national ownership? Examine internalization of the results and related processes by the stakeholders: Institutional strengthening, capacity building and creation of enabling political environment that stimulates ownership of reforms and measures	Progress Reports, Work plans of partners	Project team, Key Partners, CO , DWT
34. Has the Project reached sufficient scale to justify the investments made?	Progress Reports, Work plans of partners	Project team, Key Partners, CO , DWT
35. What are the possible long-term effects on gender equality and are the gender related outcomes likely to be sustainable?	Progress reports	Project team, Key Partners, CO , DWT
36. Is there any planned exit strategy of the Project? Does the exit strategy sufficiently and realistically explain how national institutions will carry forward its results once external funding ends?	Progress Reports	Project team, CO

G. Sustainability		
37. Are there any indicators that show that the outcomes of the project will be sustained (e.g. systems, staff and structures)?	Progress reports, Interviews	Project team, CO, All Stakeholders
38. Did the Project have a sustainability strategy in place at the inception of the Project, or was it designed at a later stage?	ProDoc, Progress reports	Project team, CO
39. Are the results of the Project likely to be replicated or up-scaled? Ascertain the sustainability mechanisms that are in place, and recommend measures for promoting long-term sustainability of the RMG Programme results; gauge the possible replication and up-scaling of these sustainability mechanisms and interventions.	Progress reports, Interviews	Project team, Key partners, CO , DWT
40. As a learning for the future: could anything have been done differently to achieve improved sustainability of the results of the Project?	Progress reports, Interviews	Project team, Key partners, CO , DWT, Donors
41. What are the possible priority interventions or general recommendations, after the project, which could further ensure sustainability of project's achievements and contribute to the development of constituents?	Progress reports, Interviews	
42. What further actions are required for sustainability of the Project supported initiatives?	Interviews	All main Stakeholders

**) For each of the questions the earlier evaluation reports will be consulted as well (EA, MTE, DFID AR's).*

Annex 5 Recommendations of MTE and how addressed by project

Nr.	MTE Recommendations (Aug. 2015)	Status as of December 2015 (cf. RMGP Annual Progress Report 2015 - Annex 24)
1	The donors should grant a six month no cost extension to the project since at present absorptive capacity in implementing partners is low and support provided under the project need to maintain quality over time to sustain the benefits.	Given the many challenges ahead, notably in terms of follow up to the safety assessments (remediation) and the need to consolidate the achievements reached to date, the ILO and RMG donors are currently discussing extension of the project until 2020, including additional funding. In the meantime, the donors agreed in principle to a transitional no-cost extension up to June 2017, in order to put the MTR recommendations immediately into effect.
2	The project must strengthen its capacity by recruiting three experienced Bangladeshi nationals- a Deputy Project Manager, a Gender Specialist and a Monitoring and Evaluation Specialist.	The Deputy Programme Manager position has been created and will be advertised shortly (March 2016). The position will be responsible for overseeing overall project implementation and delivery both in terms of activities and administrative matters. Two National programme officer positions for Gender and M&E have also been advertised at NOB level (deadline for applications closed 20 March 2016). In addition, the programme is recruiting a National Procurement Officer (NOA). The current M&E programme officer will move full time to a position of Information and Knowledge Management officer. The Labour Inspection Specialist joined the project in November 2015. This senior position will add management capacity to the project.
3	The Government should form a high-level taskforce and institutionalize reforms initiated under the project as soon as possible.	There is no taskforce set up per se but the NTC plays a supervisory function to support the implementation of the NTPA. A PAC also exists and has met in February 2016. The NTC has endorsed the establishment of a Remediation Coordination Cell that will coordinate the work of the three regulators in terms of remediation follow up while at the same time building up national capacities to sustain and own the process beyond the support of Alliance, Accord and the ILO. A Better Work Subcommittee will be put in place that will cater specifically to the implementation of BWB. The creation of new units and working committees in DIFE and the adoption of a LI reform roadmap also serve the purpose of institutionalizing the reforms initiated under the project.
4	The project should formulate a consolidated capacity development road map with pooled resources from all five	The Training Officer joined in September 2015; he will plan and assess training activities under the project.

	<p>components and the Training Specialist (under recruitment process) should lead this initiative. The project's Workers Education Expert and Occupational Health Safety Expert/Officer should convene monthly meetings with genuine representatives of RMG workers and employer organizations and support industrial relations.</p>	<p>The project is currently developing a capacity building framework to be able to better capture training impact and build stronger selection criteria and needs assessment prior to delivery of trainings.</p> <p>The project maintains a constant link with social partners but also buyers and other relevant stakeholders, and keeps them abreast of project progress and to engage them with developing materials and new approaches to work.</p>
5	<p>National Tripartite Committee (NTC) should require all RMG factories to submit remediation action to DIFE accomplish required remediation measures within 6-9 months.</p>	<p>The NTC of 9 December 2015 instructed the DIFE to take the necessary steps for the intensive monitoring of remediation of factories and take legal actions if needed. It also endorsed the principle of a Remediation Coordination Cell.</p>
6	<p>The Government should review the composition of the Project Steering Committee (PSC), reconstitute it with due representation from the Ministry for the Environment, Ministry of Women and Children's Affairs and Bangladesh Power Development Authority.</p>	<p>This has not happened as the MOLE considers the PSC to be broad enough. However commitment from other Ministries such as the Ministry of Housing and Public Works (PWD) which is the supervisory authority to RAJUK, and the Ministry of Home Affairs (BFSCD) will have to be secured in order to establish the RCC</p>
7	<p>The Ministry of Housing and Public Works should establish a RMG Cell within the Ministry staffed by a Joint Secretary and the Ministry for the Environment and Ministry of Women and Children's Affairs in consultation with GIZ should develop an environmental and social compliance checklist for labour inspectors to include in their work plan.</p>	<p>The Ministry of Housing and Public Works will be associated to the setting up of the RCC.</p>
8	<p>The Government and ILO Bangladesh Country Office should prepare a transition plan by 31 March 2016 so that current tasks performed by Accord and Alliance can be smoothly transferred under a new arrangement. This must be compatible with any new follow on project formulation.</p>	<p>The proposal for a "Phase 2" (extension with additional funding) of the programme is being prepared and submitted to the donors which will mainly entrust the GoB with remediation follow-up and post-Accord and Alliance activities. The National Technical Committee (NTC) in December 2015 approved, in principle, establishing a multi-disciplinary Remediation Coordination Cell (RCC) to oversee immediate remediation needs, and build the capacity of government regulators to own and sustain the process upon phasing out of Accord/Alliance/ILO/donor support in the horizon 2018-2020.</p> <p>Series of stakeholder consultations are being planned as well as the development of a roadmap to build consensus on the way forward and to form the basis for a future remediation strategy.</p>
9	<p>The Better Work Bangladesh must focus on consolidating experience from current factories</p>	<p>Since August 2015, when this review was conducted, the Programme has been able to significantly increase the number of EAs and</p>

	and demonstrate a sound business case.	advisory visits, as well as assessments conducted, indicating we are moving in the right direction. The lack of implementing Rules seriously delayed delivery but today, BWB is fully functional and delivering services around three components: Advisory Services, Assessments and Trainings.
10	The project should undertake a full costing for each type of intervention	This is being done in preparation for Phase 2.
11	The project should prepare and implement an actionable gender action plan for project staff, RMG workers and employers.	A Gender Consultant has been recruited in March 2016 and is responsible for updating the programme's gender strategy and designing a gender action plan. This initial support is to ensure mainstreaming of gender consideration into project activities.
12	The project should strengthen communication, dissemination and knowledge management.	A review of existing knowledge management practices of the project was undertaken in October 2015, and recommendations of that review are being followed up. The project is stepping up its efforts in terms of producing more communication material in Bangla to reach out better to RMG workers.

Annex 6 Recommendations and Key Lessons of DFID Annual Review 2016

The Recommendations of the DFID Annual Review 2016 can be distinguished in broad, overall issues and specific recommendations made for each of the five components. In addition, three key lessons were identified.

Overall

1. With the programme coming to an end in June 2017, it is important to put in place assessments that will help support an analysis of the impact the programme has had. Donors had approved research which included factory surveys nine months ago. This piece of work is yet to begin. By December 2016, ILO needs to expedite this contract and begin collecting information from factories. A key component of this should be beneficiary/ worker feedback to gauge their perceptions around working conditions, labour standards and factory safety.
2. The ILO needs to promote the role of the Donors in its communication of this programme more effectively. By December 2016, the ILO should provide an updated communications strategy which can be shared with the DFID communications team. Between January and June 2017, the ILO should implement this plan.

Component 1

3. ILO, and other stakeholders, need to continue to put pressure on the government to inspect new factories.
4. Remediation needs to continue to be a priority for the remaining period of this programme. By December 2016, ILO needs to:
 - a. develop a work plan for 2017 on actions, decisions, dates for RCC formation and operationalisation which includes responsibilities of ILO and the GoB.
 - b. develop a clear narrative on DIFE, FSCD and RAJUK's roles (and other city corporations) in the inspection and remediation process under the RCC and thereafter. RAJUK (and other city corporations) remain the agency with the least credibility in their inspection process.
 - c. develop a plan for taking forward the findings of the remediation financing study that was completed by the ILO and IFC. The lack of availability of low cost remediation finance continues to be a major hurdle for NI factories. The ILO and IFC have completed a study on remediation factories but the findings of this study now need to be taken forward.

Component 2

5. A continued focus on maintaining the integrity of the labour inspection process has to be sustained. Opportunities to leverage UK expertise should be explored by DFID and ILO by March 2017.
6. The ILO should support the MoLE to explore different models for Labour Inspector recruitment and retention. FSCD and RAJUK have a separate cadre of inspectors because of which people with the relevant technical skills can be recruited and career development/ growth opportunities exist a result of which is that retention is less of a challenge.

Component 3

7. With immediate effect, the newly appointed procurement officer should on a weekly basis track the progress of contracts for the OSH campaign, worker's training by supervisors through BEF and training of worker representatives through BILS. The programme should provide an update of these procurements at every monthly Donor meeting.
8. The recommendation in last year's review relating to Gender remains relevant. By December 2016, ILO should provide a note of the gender strategy for this component, which sets what more can be achieved on gender through this component in the current phase.

Component 4

9. By December 2016, ILO should ask Action Aid to develop a strategy for phasing out of its work with the 300 survivors that have been supported by this programme. Given that the current contract has been extended until May 2017, Action Aid should clearly identify other NGOs/ projects/ programmes that can support the survivors to get access to the health care and livelihoods support that they require in the medium to long term.

Component 5

10. By December 2016, BWB needs to develop a clear strategy, for recruiting new factories.
11. After December, should it be estimated that BWB will not be able to achieve its target of reaching 250 factories, by March 2017, BWB needs to provide a value for money analysis which assess the economy, efficiency and effectiveness of the programme given the smaller outreach of the programme.

Key lessons

- A. Programmes have finite resources which means that doing more in one area will at some point result in being able to do less in another. Over the last year, SNAP B has invested significant resources into taking forward remediation and thinking though/ planning for the next phase. As a result work in OSH has been deprioritise and annual targets have been missed. It was important for the programme to focus on remediation and given that the OSH targets will be met, albeit a few months behind schedule, ILO's decision to reprioritise was the correct one.
- B. Support from Brands/ Buyers hugely improves the likelihood of success in factory level programmes. This is evident in the swift progress made on remediation by the Alliance and Accord as compared to the National Initiative. This lesson should now be applied to the Better Works Bangladesh component which has over the last year struggled to recruit the targeted number of factories.
- C. Working in a space that has extensive donor engagement from a range of organisations requires a high level of active coordination but can result in significant results. The garments space in Bangladesh has the support of tens of international governments, organisations and companies. A significant effort has gone into tracking and coordinating this, and a separate local consultative group (LCG) working committee has had to be established to coordinate efforts. Although requiring significant investments of time, this was time well spent because the coordinated efforts of stakeholders has resulted in reforms happening much faster than in many other areas. The 3 + 5 mechanism has also been instrumental in coordinating the messages of donors and lobbying the government on important issues such as the publication of the implementation rules of the labour law, recruitment of inspectors and improving labour rights in economic zones.

Annex 7 Status of RMGP Activities as of December 2016

The following Tables 1 through 10 indicate the status of RMG activities as of December 2016 as reported in the RMG Monthly Update Dec 2016.

Table 1. CAP Status of National Initiative as of 31 December 2016

Assessment Type	# Reports Sent to Factories	# CAP Developed	# of Factories Followed Up till date	Action taken by Task Force		# of Factories			
				Reviewed	Approved	Closed / Claimed Closure	Relocated/ Will be relocated	Absent during CAP Meeting	Accord / Alliance
Structural Integrity	1,379	991	1,190	5	5	237	73	25	24
Fire Safety	1,517	1,156							
Electrical Safety	1,517	1,153							
Total	4,413	3,300	1,190	5	5	359			

Table 2. Inspection of RMG factories for structural, fire and electrical safety

Assessments done	Overall Assessment Status						
	National Initiative				All Initiatives ²		
	Targeted factories: 1,500 ³				Overall target: 3,508		
	2014	Dec '16	2015	Total	Accord		
Structural Integrity (buildings)	471	0	908	1,379	Alliance	890	24%
Fire Safety (factories)	449	0	1,068	1,517	NI ⁴	1,549	41%
Electrical Safety (factories)	449	0	1,068	1,517	Jointly Inspected by Accord-Alliance ⁵	-164	-4%
					Sub-total	3,780	100%
					Remaining	0	0%
					Total	3,780	100%

² The numbers represent factories which have received all three safety assessments: structural, fire and electrical.

³ The numbers represent the number of assessments carried out per unit.

⁴ Represents overall factory covered under National Initiative.

⁵ At least 164 factories are double counted which were inspected jointly by Accord & Alliance. And that is why 164 was deducted from the cumulative total.

Table 3. Review Panel Actions

Factory (F) Building (B)	National Initiative										Accord		Alliance		Total	
	2014		2015		Dec '16		2016		Total							
	F	B	F	B	F	B	F	B	F	B	F	B	F	B	F	B
Referred to Review Panel	9	4	24	14	1	1	1	1	34	19	56	26	65	28	155	73
Partially Closed	5	2	11	5	0	0	0	0	16	7	18	9	12	5	46	21
Closed	1	1	2	2	0	0	0	0	3	3	26	10	10	6	39	19
Allowed operation	3	1	11	7	1	1	1	1	15	9	12	7	43	17	70	33
Pending Decision Cases	0		0		0		0		0		2		0		2	
Assessment Reports published on DIFE website	148		1120		0		439		1707		712		542		2961	

Table 4. Labour inspectors employed⁶

Labour inspectors (LI)	As of June 2013			End of 2014			2015			Total		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Newly recruited (Target 200)				76	65	11	123	83	40	199	148	51
Total	92	82	10	168	147	21	291	230	61	284	227	57

Table 5. Labour inspectors capacity building

Trainings	End of 2014			End of 2015			2016			Total		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Training on Factory Inspection Checklist for Labour Inspectors (Dec-16)	-	-	-	-	-	-	40	31	9	40	31	9
LI ToT (ITC)	20	16	4	0	0	0	20	16	4	40	32	8
LI Foundational Training (ITC)	125	114	11	0	0	0	0	0	0	125	114	11
LI Basic Training (ILO & GIZ)	41	34	7	107	79	28	0	0	0	148	113	35
LI Foundational Training (ITC-ILO, DIFE & BIAM)	-	-	-	80	60	20	79	68	11	159	128	31
OSH Distance Learning Course by ITC-ILO				6	5	1	7	4	3	13	9	4
E-Learning Course on Labour Inspection by ITC-ILO	-	-	-	-	-	-	20	14	6	20	14	6

⁶ On 1 June 2016, a total of 23 inspectors resigned as they receive job offer in other organizations. No. of Inspectors now stands at 260.

TOT in Inspection Checklist by ILO-ITC_GIZ	-	-	-	-	-	-	22	18	4	22	18	4
Academy on Workplace Compliance through Labour Inspection by ITC-ILO (Fellowship)	-	-	-	4	3	1	-	-	-	4	3	1
National Programmes of OSH by ITC-ILO (Fellowship)	-	-	-	5	4	1	5	4	1	10	8	2

Table 6. OSH capacity building actions

Training	2014			2015			2016			December 16			Total		
	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
Employer TOT (OSH)	114	100	14	0	0	0							114	100	14
Refresher training on EOSH for Master Trainers										64	59	5	64	59	5
Worker TOT (OSH and Women Leadership)	75	38	37							0	0	0	75	38	37
Refresher Training for RMG Union Educator on OSH	0	0	0	0	0	0	29	16	13	0	0	0	29	16	13
Workers TOT (FOA)	39	25	14	0	0	0				0	0	0	39	25	14
Workers TOT Follow-up				35	21	14				0	0	0	35	21	14
EOSH for Mid-level managers (by BEF)	-	-	-	5184	4364	820	2854	2475	379	0	0	0	8038	6839	1199
Training on Strategic Communication for Managers of the DIFE							15	13	2						
Training on Strengthening of Communication Capacity of the DIFE							15	12	3						
Safety committee trainings (DIFE)	# factories						30	-	-	5	-	-			
	# participants						110	83	37	30	26	4	90	57	33
Safety committee trainings (BGMEA and BKMEA)	# factories									135					
	# participants									255	213	43	255	213	43
Inception workshop with BEF, BGMEA and BKMEA on EOSH and 110 Safety Committee pilot initiative										38	31	7	38	31	7

T=Total, M=Male, F=Female

Table 7. Rana Plaza survivor rehabilitation actions

<i>Rehabilitation related actions</i>	<i>Men</i>	<i>Women</i>	<i>Total</i>
<i>Training for reemployment</i>	68	231	299
<i>Employed/self employed</i>	84	205	289
<i>Victims/relatives received information and counselling from RPCC</i>	1,626	2,605	4,231
<i>Received career, financial and family counselling as part of vulnerability assessment (December 2015)</i>			3,137
<i>Business development training</i>	6	44	50
<i>Medical support</i>	18	124	142
<i>Psychosocial counseling support</i>	16	50	66
<i>Career Guidance Workshop</i>	26	94	120

Table 8. Better Work Bangladesh

<i>Events</i>	<i>2014</i>	<i>2015</i>	<i>Q1 2016</i>	<i>Q2 2016</i>	<i>Q3 2016</i>	<i>Oct 2016</i>	<i>Nov 2016</i>	<i>Dec 2016</i>	<i>Year To Date (2016)</i>	<i>Grand Total</i>	<i>Target for 2016/for Programme</i>
<i>Factories participating in BWB</i>	17	77	6	(4)	4	2	1	0	93	103	125/225
<i>Buyers partners sourcing from BWB registered factories</i>	13	18	0	1	0	0	0	0	1	19	-
<i># of advisory visits</i>	-	169	46	103	147	80	76	76	528	697	870
<i># of factory assessment completed</i>	-	49	18	13	22	8	7	2	70	119	176
<i># of industry seminars (# participants)</i>	1 (31)	10 (252)	0	7 (79)	0	1 (13)	1 (11)	1 (19)	10 (132)	21 (374)	12
<i># participants received supervisory skills training</i>	22	153	36	34	42	11	0	36	159	344	
<i># participants received workers life skills training</i>	-	323	203	112	31	10	0	0	356	679	
<i># participants received workplace cooperation training (batch)</i>	-	-	-	14 (1)	285 (15)	49 (6)	72 (2)	50	470 (27)	470 (27)	
<i># participants received training on managing people</i>	-	-	-	-	82 (6)	0	33 (2)	0	115 (8)	115 (8)	
<i># participants received training on PC Roles and Responsibilities</i>	-	-	-	-	21 (2)	0	0	0	21 (2)	21 (2)	
<i># participants received training on Sexual harassment and prevention</i>	-	-	-	-	98 (5)	156 (8)	0	0	254 (13)	254 (13)	

Table 9. Fire service inspector numbers

	<i>End of 2013</i>			<i>recruited/ appointed</i>			<i>Total to date</i>		
	<i>Total</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male</i>	<i>Female</i>
# of Fire inspectors	55	55	0	231	211	20	286	266	20

Table 10. RMG trade union registrations

<i>Formation of RMG sector unions</i>	<i>Up to Dec 2012</i>	<i>2013</i>	<i>2014</i>	<i>2015</i>	<i>2016</i>
<i>Newly formed</i>		82	187	72	77
<i>Total</i>	132	214	401	473	550

Annex 8 RMGP Gender Strategy

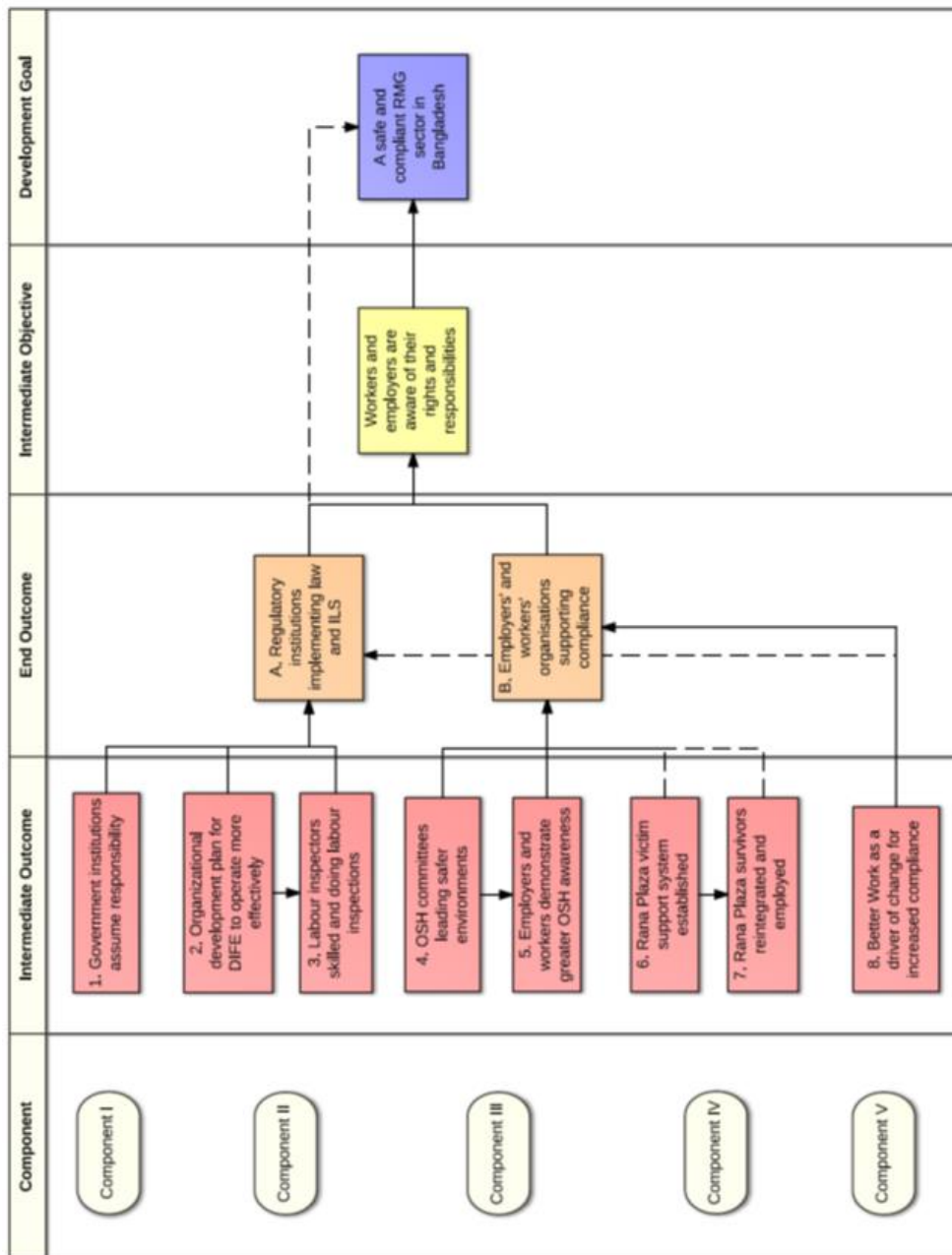
The gender strategy will adopt a set of concrete actions that will provide comprehensive basis for the gender mainstreaming of the programme. The following matrices describe the concrete strategy and required actions to achieve the objectives of the strategy:

Concrete Strategy	Actions required to achieve objectives of each strategy
Mainstreaming gender perspective in programme design	<ul style="list-style-type: none"> • The programme design has undertaken gender analysis of the first phase of the programme, consider the recommendations made from the mid-term review and donors, and mainstream gender perspective in the designing of the second phase programme. • The log frame has both gender mainstreamed and gender specific outputs • The programme will continuously consider gender as a cross-cutting issue and track the implementation and progress accordingly
Technical assistance to develop/review policy tools that are gender responsive	<ul style="list-style-type: none"> • Any policy document/tool that will newly developed or will need review, revision will look at through gender lenses. • The process will involve Tripartite constituents for their buy-in on the policy documents to be gender responsive • Policy advocacy in incorporating the gender dimension will be an integral part of the technical assistance • Women's representation in the Safety and the participation committee's at the factory level are very low, even most of the factories the safety committess are not in place. The programme will contribute to the proportionate representation of women in both the committees. • The programme will promote policies and practices for recruiting and retaining the female labour inspectors at DIFE at all lvels
Capacity building/Awareness Raising/Knowledge building	<ul style="list-style-type: none"> • Capacity building/Awareness Raising/Knowledge building will continue to remain as the center of the ILO/RMG programme strategy as well as for the gender strategy. • The second phase programme will emphasize on the gender parity in any capacity building/awareness raising/knowledge building initiatives • Emphasize will be given to sex-disaggregated data management to monitor the progress of women's participation in all types of capacity building initiatives at all levels • A training plan with categorical mentioning of the types of the training (awareness, sensitization, skills or capacity building) and should be linked up under a broader sustainability plan. • All the training curriculum will incorporate gender issues. • Specific training on Gender issues awareness raising and knowledge development will be planned for respective stakeholders at all levels.

	<ul style="list-style-type: none"> • There will be leadership and skills training provided to women workers for their agency level empowerment, skills and leadership capacity as well as raise their voice in the RMG sector. • There will be training for the Female Trade Union Leaders for promoting gender equality and improved working conditions in the RMG sector
Men Engagement at all levels as partners for gender equality	<ul style="list-style-type: none"> • Men consist of leadership, decision making positions in the GoB and Employers, and the Trade Union Organizations. This is also true for the RMG factories where men hold the mid and senior level positions. The ultimate goal of the Gender Strategy is to achieve gender transformative results through creating opportunities for women to increase their voice and representation at mid/senior/managerial level. For this transition phase men to be sensitized and partner for change. The project will engage men and take specific awareness raising and capacity building initiatives for the smooth transition of achieving the gender transformative results.
Gender responsive Advocacy/ Campaign/ Communication	<ul style="list-style-type: none"> • All advocacy, campaign and communication and materials should be designed and developed in a gender responsive manner. There will also be innovative gender specific advocacy/campaign developed for greater awareness raising and policy influence purposes.
Strategic Partnership /Coordination	<ul style="list-style-type: none"> • In addition to the work with the tripartite constituents, to put emphasis on gender related issues which are not fully addressed, the programme will develop strategic partnership and strengthen coordination with other UN Agencies, NGOs, INGOs, brands, buyers and networks for advocacy and generating evidence base.
Gender specific research and M&E and accountability mechanism	<ul style="list-style-type: none"> • Still there are areas where data is not available to understand the situation and number of women in the RMG sector. The programme will undertake some gender specific research that give us actual data for emphasizing on the needs of that area. • As the programme design took the gender mainstreaming as a tool, the M&E will automatically be gender responsive. However, there will be intensive and continuous monitoring and evaluation of the programme through gender perspectives and a clear gender responsive accountability mechanism will be in-built. • At the middle of the programme, gender related evidence-based good practices will be generated for review and replicating those in the programme, so that the good practices can work as a legacy in the area of gender and the government to carry forward.

Annex 9 RMGP Results Framework, Work Plan and Theory of Change

- 1) **Results Framework**, For the latest version, see the document entitled “*RMGP Results Framework Phase-I (updated progress till Dec-2016)*”. (See also Annex 11).
- 2) **Work Plan**: See the document entitled “*Work Plan 2016-17*”, including the Annex with the **LogFrame** (See also Annex 11).
- 3) **Theory of Change** (cf. ProDoc, Annex 1) is as follows:



Annex 10 Overview of Financial Data

Table 1 in the text is based on the data provided by the RMG Programme office through the document entitled “Financial Exp report Verson 29_1”, which was provided to the evaluation mission on 8 March 2017. The Excel Worksheet with the ‘Details Expense Summary’ of this document is reproduced here:

Name of Comp.	Total					Year 2013	Year 2014	Year 2015	Year 2016	Year 2017					Allocation Balance
	Allocation	Commitment	Expenditure	% of Commit	% of Exp	Actual	Actual	Actual	Actual	Allocation	Commitment	Expenditure	% of Commit	% of Exp	
I: Building and Fire Safety Assessment	8,042,092	8008053.41	7952035.41	100%	99%	75,410	1,649,421	5,382,384	877600.54	93,732	59,693	3,675			34,039
II: Strengthen Labour Inspection & Support Fire and Bu	5,510,119	4848165.59	3638788.48	88%	66%	-	1,044,951	1,328,814	1137317.3	1,999,036	1,337,083	127,706	67%	6%	661,953
III: Build OSH Awareness, Capacity and Systems	3,398,478	3158916.24	1947483.03	93%	57%	229	223,546	595,847	1042000.6	1,534,169	1,294,608	83,175	84%	5%	239,561
IV: Rehabilitation and skills for victims	601,368	599764	566014	100%	94%	-	236,694	243,966	65017	35,354	33,750	-			1,604
V: Better Work	2,741,380	2491406.06	1815978.57	91%	66%	-	300,344	869,633	581204.33	992,624	742,650	67,223	75%	7%	249,974
VI-A Remediation (RCC)	2,248,990	2070972.75	177190.49	92%	8%	-	50,599	87,113	132691	2,116,299	1,938,282	44,499	92%	2%	178,018
VI: Programme Coordination	2,022,016	1806750.73	1538942	89%	76%	3,851	280,594	531,775	648657.29	541,281	326,016	58,207	60%	11%	215,265
VII.Rent & Utilities; Technical Backstopping, Evaluation	4,471,009	3521388.4	3315076.61	79%	74%	12,079	704,971	1,435,213	961911.92	1,219,122	269,501	63,190	22%	5%	949,621
Total	29,035,452	26,505,417	20,951,509	91%	72%	91,569	4,491,120	10,474,746	5,446,400	8,531,618	6,001,583	447,674	70%	5%	2,530,035

Annex 11 Selection of Documents Consulted

Selection of Documents consulted for the evaluation

- 1) Project Document (ProDoc); 2013
- 2) M&E Plan
- 3) RMGP Results Framework Phase-I (updated progress till Dec-2016)
- 4) Work Plan 2016-17 (including the Annex with the LogFrame).
- 5) GoB Documents (incl. Labour policy, TPP and ERD)
- 6) RMG Donor Agreements
- 7) EA 2014
- 8) MTE 2015
- 9) DFID Annual Reviews 2014 - 2016
- 10) Technical Cooperation Progress Reports
- 11) Minutes of Meetings of NTC, PCC, PSC and PAC
- 12) ILO Decent Work Country Programme Bangladesh 2012-2015
- 13) The new ILO Decent Work Country Programme Bangladesh (draft 2017)
- 14) Documents produced by the RMG Programme
- 15) Ansary M.A. and Uttama Barua (2015): Workplace safety compliance of RMG industry in Bangladesh: Structural assessment of RMG factory buildings. Department of Civil Engineering, BUET, Dhaka, ILO and NTC/Government of Bangladesh. In: International Journal of Disaster Risk Reduction 14 (2015): 424–437.
- 16) Project documents and relevant documents of linked Projects and initiatives; and
- 17) Any other document(s) that might be useful for the evaluation.

All relevant ILO evaluation guidelines and standard templates

1. Code of conduct form (To be signed by the evaluator):
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

2. Checklist No. 3 Writing the inception report:

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

3. Checklist 5 - Preparing the evaluation report:

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

4. Checklist 6 - Rating the quality of evaluation report:

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

5. Template for lessons learned and Emerging Good Practices:

http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm

http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

6. Guidance note 7 Stakeholders participation in the ILO evaluation:

http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm

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

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

8. Template for evaluation title page:

http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

9. Template for evaluation summary:

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