



# ILO EVALUATION

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

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## Acronyms

<b>BDT</b>	Bangladeshi Taka
<b>BEF</b>	Bangladesh Employers Federation
<b>BEPZA</b>	Bangladesh Export Processing Zones Authority
<b>BFFEA</b>	Bangladesh Frozen Food Exporters Association
<b>BGMEA</b>	Bangladesh Garment Manufacturers and Exporters Association
<b>BIM</b>	Bangladesh Institute for Management
<b>BKMEA</b>	Bangladesh Knitwear Manufacturers and Exporters Association
<b>BLA</b>	Bangladesh Labour Act
<b>CTA</b>	Chief Technical Advisor
<b>DECLARATION</b>	Programme for the Promotion of the Declaration on Fundamental Principles and Rights at Work
<b>DIFE</b>	Ministry of Labour and Employment, Department of Inspection for Factories and Establishments
<b>DOL</b>	Ministry of Labour and Employment, Department of Labour
<b>EPZ</b>	Export Processing Zone
<b>ERD</b>	Economic Relations Division
<b>ET</b>	Evaluation Team
<b>FG</b>	Focus Group
<b>FRLR</b>	Promoting Fundamental Principles and Rights at Work and Labour Relations in Export Oriented Industries in Bangladesh project
<b>FPRW</b>	Fundamental Principles and Rights at Work
<b>HQ</b>	Headquarters
<b>IBC</b>	IndustriAll Bangladesh Council
<b>ILO</b>	International Labour Organization
<b>ILS</b>	International Labour Standards
<b>IO</b>	Immediate Objective
<b>IOE</b>	Mass media Information, Education and Outreach Campaigns
<b>IRI</b>	Industrial Relations Institute
<b>MOLE</b>	Ministry of Labour and Employment
<b>NCCWE</b>	National Coordination Committee for Workers Education
<b>OECD</b>	Organization for Economic Cooperation and Development's Development Assistance Committee
<b>OSH</b>	Occupational Safety and Health
<b>PRODOC</b>	Project Document
<b>RBM</b>	Results-Based Management
<b>RMG</b>	Ready-Made Garment
<b>RNE</b>	Royal Norwegian Embassy
<b>SDIR</b>	Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh Ready-Made Garment Industry project
<b>TOR</b>	Terms of Reference
<b>TOT</b>	Training of Trainers
<b>USDOL</b>	United States Department of Labor

## I. Background and Project Description

This report documents the main findings and conclusions of an independent final evaluation of the International Labour Organization (ILO) project “Promoting Fundamental Principles and Rights at Work and Labour Relations in Export Oriented Industries in Bangladesh” (FRLR project), which was carried out during December 2015-February 2016.

### 1.1. Project context

Bangladesh is a small country in respect of area but it is the 10th largest country in the world in respect of population<sup>1</sup>. Over the past 40 years since independence, Bangladesh has increased its real per capita income by more than 130 percent and cut poverty rate by 60 percent<sup>2</sup>. The sturdy annual economic growth has mainly been due to the rapid development of the ready-made garment (RMG) sector of the textile industry, which accounts for 80 per cent of the export income to US and European markets. The sector provides employment opportunities for 4.5 million workers of whom 80 per cent are women. The number of export-oriented garment factories has grown from 9 in 1979 more than 5,200 today.

Recent events in Bangladesh have brought the issue of workers' rights in the Bangladeshi garment sector to world attention. These events include a factory fire in November 2012, killing 117 workers and the collapse of the Rana Plaza building housing several RMG manufacturers in April 2013, killing 1,129 workers - the latter one being one of the worst industrial disasters on record. Consequently, allegations have continued to rise on the poor working conditions of employees in the RMG industry. Protection of workers' fundamental rights to freedom of association and collective bargaining remain, in practice and in law, very weak. RMG factories operating in the export processing zones (EPZs) are officially outside the scope of the national legislation and system of labour management relations. Overall, the entire industry seems to be particularly affected by the lack of sound industrial relations and collective bargaining. A strategy is thus needed in order to develop new sources of competitiveness for the industry, as proceeding towards a downwards spiral of lack of recognition of workers' rights and low labour costs is neither.

Shrimp sector represents the second largest export industry for Bangladesh after garments with 97 per cent of the shrimp produced being exported<sup>3</sup>, contributing about 4 per cent to national GDP<sup>4</sup> and employing approximately 1.2 million people for production, processing and marketing activities<sup>5</sup>. Including their families, this sees approximately 4.8 million Bangladeshi people directly dependent on this sector for their livelihood. However, the industry is plagued by hazardous working conditions, child labour, bonded labour, withholding of pay, excessively low wages, health and safety violations, restricted union activities, verbal abuse and excessive hours<sup>6</sup>. Poor working conditions affect all facets of the industry: from collecting fry (larvae) from wild stocks or from hatcheries to supply ponds to those working in processing plants. Small shrimp farmers lack access to credit, transport and remain under the control of middlemen and buyers.

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<sup>1</sup> <https://www.cia.gov/library/publications/the-world-factbook/geos/bg.html>

<sup>2</sup> Source: Sixth Five-Year Plan for 2011-15

<sup>3</sup> Kruijssen et. al., 2012

<sup>4</sup> Haque et al. 2012

<sup>5</sup> Paul and Vogl 2012

<sup>6</sup> Report ‘Impossibly cheap: abuse and injustice in Bangladesh's shrimp industry’, Environmental Justice Foundation, 2014

Shoe & Leather sector of Bangladesh accounts for 3 per cent of Global leather & product market by volume<sup>7</sup>. It is the 4th largest foreign exchange earner. Bangladesh's leather exports are a \$1 billion-a-year industry, according to the Bangladesh Export Promotion Bureau. Competitive prices and improved quality have attracted an increasing number of importers from Asia and Europe. Almost all of the country's leather production, 80 per cent, is exported. According to the Leather Goods and Footwear Manufacturers and Exporters Association, presently there are 110 export-oriented factories manufacture footwear and another 207 leather processing units in the country. The industry employs 180,000 Bangladeshi people, 70 per cent of the workforce are women. As with Bangladesh's ready-made garment industry, there is a huge local cost. 90 per cent of these exports are produced in the Hazaribagh neighborhood of the capital city Dhaka. It was rated as one of the five most toxic, heavily-polluted sites on the entire planet in 2013 by the Blacksmith Institute<sup>8</sup>. The worst conditions are endured by 8,000 to 12,000 tannery workers, who toil 12 to 14 hours a day, seven days a week for less than \$2 a day, according to the local Tannery Workers Union.

Protection of workers' fundamental rights to freedom of association and collective bargaining remain<sup>9</sup>, in practice and in law, very weak. Overall, the RMG, Shoe & Leather and shrimp processing industries are particularly affected by the lack of sound industrial relations, and collective bargaining and there is a need to develop new sources of competitiveness for the export oriented industries; as proceeding towards a downwards spiral of lack of recognition of workers' rights and low labour costs is neither economically nor socially sustainable.

## 1.2. Project description

The Royal Norwegian Embassy-funded ILO FRLR project was designed to promote labour rights and sound industrial relations in export-oriented sectors of the national economy, such as the shrimp processing, shoe and leather sectors. The project set four immediate objectives (IOs):

Immediate Objective 1: workers and employers in the RMG, shrimp processing and shoe & leather industries will have a better knowledge and understanding of labour rights – in law and in practice;

Immediate Objective 2: workers and employers and their representatives are better equipped to engage in meaningful dialogue and labour relations on workplace issues of mutual importance;

Immediate Objective 3: governmental authorities and labour courts, in particular the IRI, the MoLE, labour courts and the BEPZA, will have an improved capacity to perform core functions and mandates;

Immediate Objective 4: support the implementation of occupational safety and health (OSH) improvement measures and the National Tripartite Plan of Action on Fire Safety, in particular its "practical activities".

The ILO project management team planned the project activities to: (a) raise the awareness of workers and employers about labour rights and obligations; (b) strengthen understanding, skills and tools of workers and employers to implement their fundamental labour rights at the workplace; (c) improve the functioning of the labour management committees; (d) reinforce BEPZA officials and technical staff capacity to ensure labour law compliance and resolving of disputes; (e) increase capacity of

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<sup>7</sup> <http://www.lfmeab.org/>

<sup>8</sup> <http://gizmodo.com/how-leather-is-slowly-killing-the-people-and-places-tha-1572678618>

<sup>9</sup> Background information: Bangladesh ratified both Conventions following independence in 1972. Overall, Bangladesh has ratified a total of 33 of the 189 ILO Conventions.

employers and workers in interest-based negotiations to prevent workplace level disputes and to conclude win-win workplace level agreements; (f) improve the enforcement of labour rights and dispensation of labour justice; (g) expand tripartite constituents understanding of industrial relations and related good practices in the region; (h) raise the awareness and capacity of tripartite constituents to know and exercise their rights and obligations in the workplace; and (i) improve understanding and resources to build an OSH compliance culture at the factory level.

The direct target groups for the project were: workers in export oriented sectors and the ILO tripartite constituents in Bangladesh.

## II. Evaluation Objectives and Methodology

This section defines the main objectives of the final independent evaluation as well as describes the evaluation methodology that was employed to carry out this assessment, explains the methods of data analysis and lists the main limitations of the evaluation.

### 2.1. Purpose and Scope of the Evaluation

The main objectives of the evaluation were to identify the project's primary achievements in the FRLR project, to describe how it was implemented, to analyze the appropriateness of its design and adequacy of its management structure and to assess the potential for the sustainability of project interventions.

The final evaluation covers the FRLR project implementation starting from September 2013 to December 2015.

The final evaluation was initiated by the ILO's Programme for the Promotion of the Declaration on Fundamental Principles and Rights at Work (DECLARATION) in line with the ILO policies and procedures on evaluations<sup>10</sup> and project document.

The evaluation was carried out by an independent Evaluation Team (ET) composed of international evaluation expert (Team Leader), Ms. Katerina Stolyarenko and national expert (Team Member), Mr. Arafat Khan between December 2015 and February 2016. The evaluation process was overseen by independent ILO evaluation manager and Monitoring and Evaluation Officer from the ILO Regional Officer for Asia and the Pacific, Mr. Jajoon Coue and Ms. Pamornrat Pringsulaka, the ILO Bangladesh staff were actively involved in briefing and debriefing activities and were provided opportunities to provide inputs and guidance.

The evaluation findings, good practices, lessons learned, conclusions and recommendations are primarily intended for ILO (project management, ILO Dhaka Office, DWT-India, Regional Office for Asia and the Pacific-ROAP, and GOVERNANCE department at HQ), the Royal Norwegian Embassy, the Government of Bangladesh and the constituents in Bangladesh to use, as appropriate, in the design and implementation of subsequent projects in the country, as well as elsewhere if relevant.

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<sup>10</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_176814/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm)

## 2.2. Evaluation Criteria and Questions

As specified in the Terms of Reference (Annex 5.1), the final evaluation of the FRLP project is based on the analysis of the OECD-DAC<sup>11</sup> established evaluation criteria: (a) relevance and strategic fit, (b) validity of project design, (c) project progress and effectiveness, (d) efficiency of resource use, (e) effectiveness of management arrangements, and (f) impact orientation and sustainability. Additionally, the evaluation studied the extent to which the FRLR project promoted the ratification and implementation of ILO core labour standards and a tripartite/bipartite dialogue in Bangladesh as well as integrated gender equality throughout its methodology and all deliverables, as per Evaluation TOR.

The final evaluation seeks to answer the following eight groups of questions:

### Validity of the project design

1. To what extent was the project design logical and coherent? Were the objectives/outcomes, targets and timing clearly established and realistically set? Was this objective realistic and valid?
2. How appropriate and useful are the indicators described in the project document in assessing the project's progress? Is the project's performance monitoring plan practical, useful, and sufficient for measuring progress toward achieving project objectives? How is the gathered data used? How could it be used better?

### Relevance and strategic fit

3. To what extent were the project's immediate objectives consistent with the needs of key stakeholders including workers, employers, labor ministry officials in charge of labor inspections, worker and employer organizations, Were appropriate needs assessments or diagnostics conducted at the inception of the project? Have the needs of these stakeholders changed since the beginning of the project in ways that affect the relevance of the program?
4. Was there tripartite agreement on the changes needed to bring labor law into full compliance with ILO principles of freedom of association and the right to collective bargaining? How collaborative or inclusive was the process?

### Project progress and effectiveness

5. Have project objectives been achieved and outputs produced according to plan? If not, what have been the obstacles to achievement?
6. How effectively has the project engaged stakeholders in project implementation? How effective has the project been in establishing national ownership? What is the level of commitment of the government, the workers' and employers' organizations to, and support for, the project?
7. Are there external factors influencing the delivery of project services?
8. What are the challenges to worker participation, and how might they be overcome as the project transitions into its sustainability and exit strategy phase? What was the nature of training received and what evidence is there that it has been effectively applied? Were the training services provided relevant? What are the areas for improvement? Please include your assessment of the quality and effectiveness of trainings: a) Have the trainings been conducted based on training module and a training strategy?

### Efficiency of resource use

9. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically and efficiently to achieve outcomes? How might they have been allocated more effectively?

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<sup>11</sup> OECD DAC: Organization for Economic Cooperation and Development's Development Assistance Committee

#### Effectiveness of management arrangements

10. Was the project adequately staffed? What are the key strengths of the technical team responsible for the project's interventions? What are the areas for improvement?
11. To what extent did management capacities and arrangements put in place support the achievement of results?
12. Did the project governance and management facilitate good results and efficient implementation?

#### Impact orientation and sustainability, including effectiveness of stakeholder engagement

13. What was the nature of the commitment from national stakeholders, including the Government of Bangladesh, the labour movement, and the private sector? What are opportunities for greater engagement?
14. Has the project communicated effectively with national stakeholders? Do the stakeholders feel that their concerns have been sufficiently addressed?
15. How effective were project strategies and related activities to strengthen the Collective Bargaining and Social Dialogue Unit to promote workplace cooperation?

#### Gender

16. Has the project integrated gender equality as a cross-cutting concern throughout its methodology and all deliverables, including the final report?

#### International Labour Standards

17. The extent to which the project has promoted the ratification and implementation of ILO core labour standards in Bangladesh?

#### Social Dialogues

18. The extent to which that the project has promoted a tripartite or bipartite dialogue in Bangladesh?

### 2.3. Evaluation Methodology

The final evaluation methodology was developed in line with the TOR and was discussed and agreed with the ILO staff at commencement of the assessment in order to ensure that ILO approach towards evaluations has been followed.

The final evaluation utilized a mixed-method approach. Data was collected from five primarily sources: (1) a desk review, (2) field visit to Bangladesh, (3) interviews with key informants, (4) focus group discussions with employers and workers trained or assisted by the project and (5) observations.

#### 1. Desk review:

- Conducting a desk review and content analysis of all project documents including initial project document, agreement, budget, TPP and ERD approvals, progress reports, technical assessments and reports, project monitoring plan, developed training manuals and materials for media campaign, statistics on helpline, PAC minutes, ILO Strategic documents (ILO Conventions ratified by Bangladesh, Decent Work Country Programme for Bangladesh, National Tripartite Plan of Action of Fire Safety for the Ready-Made Garment Sector in Bangladesh) and documents on Bangladesh context in regard to FPRW and RMG sector as well as ILO sister projects.

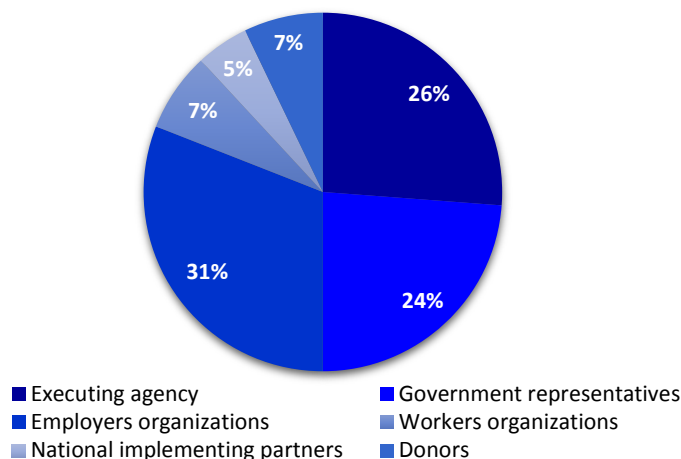
In overall, the ET reviewed more than 60 documents. Study of all relevant project documents provided comprehensive project background as well as achievements of the project on each of the intended areas (see Annex 5.2).



2. Field mission to Bangladesh during January 3-13, 2016.

Place	Dates
Dhaka	January 4-8, 2016/January 12-13, 2016
Khulna	January 9-11, 2016
Tongi	January 11, 2016

3. In-depth face-to-face, group, skype or phone interviews with all relevant stakeholders:



In total, 42 interviews were conducted by the ET during data collection phase (see Annex 5.3).

These key informants were useful in providing clarifications on the Project's implementation, details of the challenges, good practices and suggestions on areas that merit improvements.

4. Focus Groups (FGs):

Focus groups in Dhaka and Khulna were conducted by the ET with direct project beneficiaries, in particular: (1) master trainers from BEF, BGMEA, BKMEA, BFFEA, BEPZA, BIM, IBC and NCCWE, (2) workers who underwent trainings on labor rights and obligations, and (3) trained mid-level managers and supervisors in RMG sector companies on conduction awareness programmes at the factory level for the workers and supporting in the establishments of OSH committees. In total, 5 focus groups were conducted with 64 employers and workers trained or assisted by the project (see Annex 5.3).

FGs were used specifically to assess the value added of ILO trainings on labor rights, workplace cooperation and OSH, effectiveness and impact of different trainings approaches used by the Project.

5. Observations:

- Site visits to (1) the refurbished IRI Training Center in Khulna, (2) not-refurbished IRI Training Center in Tongi and (3) one medium-sized factory in Khulna from shrimp processing sector.

The site visits gave the ET a possibility to get first-hand experience of activities implemented by the project.

Table 1: Summary of Main Methods of Data Collection and Number of Stakeholders Reached in the framework of Final Evaluation

Source ↓	Method→	Interview	Group Interview	Focus Groups	Total
ILO Dhaka		9	-	-	9
ITC ILO		2	-	-	2
Government of Bangladesh		-	10	-	10
Employers Organizations		-	13	23	36

Workers Organizations	-	3	22	25
National implementing partners	2	-	-	2
Direct beneficiaries (workers)	-	-	19	19
Donors	3	-	-	3
Total	16	26	64	<b>106</b>

The ET also facilitated a national level stakeholder workshop on January 13, 2016 with stakeholder representatives in attendance. The ET presented their initial findings, good practices, lessons learned and recommendations and invited feedback from the participants. The workshop program and list of participants are included in Annex 5.4.

#### 2.4. Data Analysis

The final evaluation triangulated data by making use of pre-existing data sources as well examining information collected by other means, such as described above. The validity of each set was tested by first gathering and then comparing multiple data sets with each other. The most frequent methods were content, pattern and trend analysis to identify themes emerging from data collection and document review exercises; and response convergence/divergence analysis to determine where target groups exhibited similar or differing responses. Herewith the final evaluation aimed to strengthen conclusions about observations and to reduce the risk of false interpretations.

For comparability purposes, a scoring rubric on a scale of 1 to 6 for making judgments about different levels of performance and relative success of different project's components was adopted and it is disclosed in Table 2 below.

*Table 2: Scoring Rubric for Performance*

Satisfactory	Unsatisfactory
6- Highly Satisfactory: no shortcomings	3- Moderately Unsatisfactory: significant shortcoming
5- Satisfactory: minor shortcomings	2- Unsatisfactory: major shortcomings
4- Moderately Satisfactory: moderate shortcomings	1-Highly Unsatisfactory: severe shortcomings

The ratings are based on all the information available to the ET, including project documents, interactions with project staff, meetings with stakeholders, and field visits to project's sites. Factors beyond the control of the project (such as Rana Plaza event, elections, hartals, ongoing political crisis) were taken into account in considering shortcomings.

## 2.5. Evaluation Limitations

The Evaluation Team has experienced a series of constraints and limitations to data collection and analysis:

1. *Time constraints for consultations and discussions with relevant stakeholders during field mission.* During the short timeframe (8 working days) available for the field work, it was not possible to contact all project beneficiaries, which inevitably limited the quantity of data collected and the depth of analysis.  
Mitigation: The field mission programme was composed in such way to include all relevant project beneficiaries for each component.
2. *Dependence on activity reports.* The FRLR progress reports of activities and results were an important source of information for this final evaluation.  
Mitigation: Triangulation of data through interviews, expert commentaries and publications produced by the project and the documents of independent donors and agencies.
3. *Memory bias.* The recollection by the interviewees of events, which took place up to three years ago, might have resulted in some memory bias.  
Mitigation: The ET triangulated (use of three sources) its findings as much as possible.
4. *Potential lack of willingness of respondents to provide honest responses.*  
Mitigation: In order to encourage honest responses, the ET informed participants of interviews and focus groups that all information they provide would be treated as confidential, and opinions collected during the interviews and focus groups discussions would be analyzed and presented in the evaluation report in an aggregate form.

While important, the above limitations did not affect the overall quality of the report as a representative sample of the overall groups of beneficiaries was reached.

### III. Evaluation Findings

The following findings were arrived at following the document review and the collation and analysis of the feedback from the interviews and focus groups. The evaluation findings are organized along the following sub-sections: a) validity of the project design, b) relevance and strategic fit, c) project progress and effectiveness, d) efficiency of resource use, (e) effectiveness of management arrangements, (f) impact orientation and sustainability, (g) gender, and (h) international labour standards and social dialogue.

#### 3.1. Validity of the Project Design

**Finding 1.** The FRLR project's design coherently addressed a large number of the major issues affecting the exercise of FPRW in export oriented industries and EPZs in Bangladesh. The focus of the project on capacity building and technical assistance in combination with policy level and local level (beneficiary and factory) interventions are among the elements that made the project's design relevant. At the same time, the project paid insufficient attention towards institutional and conceptual levels with regard to organizational strengthening of employers and workers organizations as well as the MOLE-IRI.

The FRLP project was designed by ILO as follow up to the FRPW project, which initially scheduled to come to an end in January 2014 (IO1-IO3) and Rana Plaza event (IO4). The project document and interviewed ILO staff identified the main constraints to applying FPRW in export oriented industries and EPZs as: weaknesses in the national labour law and its application, weak capacity and knowledge gaps among key stakeholders, low unionization levels in export sectors and shortcomings and inefficiencies in the industrial relations governance system. The project proposed strategies to address all these constraints by structuring a multiple component labour rights program. In particular, Component 1 focused on mass media information, education and outreach (IEO) campaigns on workers' rights at the national and sectoral levels and education programmes on labour rights and obligations for both workers and employers to improve their knowledge and understanding of labour rights. Component 2 concentrated on capacity building programmes on labour relations and effective labour management committees, IBN and joint problem solving to prevent workplace level disputes. Component 3 concerted on improving capacity of government authorities and labour courts to perform more effectively their core functions and mandates by conduction of trainings for IRI staff on ILS, reviewing the IRI curricula and materials, undertaking renovation and modernization of IRI training facilities, conducting of gap analysis of the use and functioning of existing labour law enforcement and administration mechanisms at the MoLE and labour courts level and provision of policy recommendations to ensure better dispense of labour justice. Component 4 provided support for the implementation of occupational safety and health (OSH) improvements in target sectors as per the national laws and OSH national plan.

In spite of the good combination of different types of activities; the project has not to the full extent addressed the main problems faced by constituents (MoLE-IRI, employers and workers organizations), i.e. their holistic organizational strengthening in addition to institutional training capacity-building. It includes such areas as (1) governance and administration (vision/mission, operational policies, procedures, and systems, information system), (2) organizational management (strategic and operational planning, resource mobilization, communication strategy), (3) human resources management (staff performance management and development), (4) financial management (financial policies and procedures, financial reporting, audits) and (5) performance management (quality assurance). Additionally, the project focused insufficiently on strengthening internally managed mechanisms within social partner institutions for raising public awareness which may limit its longer term impact both on the institutions and on informing public opinion.

Finding 2: The FRLR project's design was overly ambitious, the scope of the project was too broad, the feasibility of achievement of the expected results was rather limited within the initial project's timeframe and the budget of the project was too big for quite short-term duration of the project. Although, the FRLR project development objective and results were clearly stated and project activities were connected to the planned objectives. The assumptions in overall held true.

The FRLR project aimed at targeting too many topics (fundamental labor rights, workplace cooperation, interest based negotiations, OSH) and sectors (three export-oriented industries (RMG, shrimp processing and shoe & leather) and EPZs) with an ambitious beneficiaries coverage (13,500 workers and employers by capacity building and 150,000 workers and employers in three target sectors by awareness raising activities) and geographic coverage (Dhaka, Chittagong, and Khulna) within the limited initial project timeframe of only 12 months. The feasibility of spending the budget of USD 2,5mln within the initial project duration was not also too realistic. Dialogue and cooperation between the donor and the ILO resulted in progressively extending the project duration. This flexibility eventually allowed the project to achieve most of its planned results.

In the meantime, the overall and specific objectives were well-defined in the PRODOC. The expected results were clear. The selected activities were relevant for the fulfilment of the stated objectives and results. However, the project duration was rather short in terms of objectives set and time allocated for its achievement. In addition, the project would benefit of having a theory of change that explains both the mini-steps that lead to a long term goal and the connections between these activities and the outcomes of the FRLR project. The project work plan was practical, logical, cohesive and relevant.

Assumptions and risks were identified in the PRODOC. Assumptions are the conditions necessary in order to ensure that the project activities will produce results while risks are the possibility that they may not occur. Risks need to be recognized and prevented from happening to the extent possible, and contingency plans must be put in place to deal with them should they happen. The main risk identified was centered on adequate political will at the national and sectoral levels to make concrete progress and implement the planned activities; although little is said about mitigating measures.

Finding 3. The FRLR project Performance Monitoring Plan (PMP) indicators have been systematically tracked as a part of PMP and integrated into project progress reporting. The indicators are in general of good quality, although more focused on quantity rather than quality, which in its turn prevented the project to demonstrate to the full extent its performance. In overall, the project monitoring system was effective in producing reliable, up-to-date, key data and reports for the vast majority of capacity building activities, while monitoring system for awareness raising activities has not been well-thought and established.

The FRLR project established a PMP on the stage of project design and it was an integral part of the PRODOC. The PMP contains outcome and output indicators for each Result area, while any impact indicators for the development objective has been formed. Both outcome and output indicators have clear targets; however, most of selected indicators do not reflect to the full extent the project performance/achievements under each Result area, in particular some outcome indicators are output indicators (e.g. with reference to IO1 and IO3, Indicators "Number of workers and employers in all three target sectors with a better knowledge of labour rights" and "Number of participants from Governmental authorities and labour courts trained by the project"), not always easy to measure (e.g. with reference to IO1, Output 1.1, Indicator "Number of workers and employers aware of the IEO and social media campaigns" and IO2 Indicator "Percentage of workers, employers and both their representatives that consider to be in a better position to improve labour management relations"), not enough (e.g. with reference to awareness raising activities under IO1) or absent (e.g. with reference to technical assistance to IRIs under IO3).

The project Performance Monitoring Plan indicators have been systematically tracked and were integrated into project progress reporting in an easy-to-follow manner. However, progress reports contain only the status of achievement of the outcome indicators under each IOs, meanwhile regular updates of the status of achievement of output indicators have not been included into the progress reports, although collected by the project team. As such, it is limited the stakeholders understanding of project progress and performance.

The FRLR project activity tracking systems appear adequate; nevertheless, monitoring system of some components was more effective than the others. The project was able to establish a proper M&E framework for measuring the effectiveness of worker education programme (Output 1.2) delivered by NCCWE and IBC. A comprehensive M&E system was designed and implemented by the outsourced research institute (University of Dhaka). The University of Dhaka developed a comprehensive database of participants trained under the project<sup>12</sup>, observed the trainings delivered by federations, made assessment of the quality of the trainings (venue, food, trainers qualifications), undertook pre-post knowledge tests of participants. The M&E system allowed not only to make appropriate evaluation of the training program, but also gave a chance to ILO to identify the capacity of different federations. The ILO also established a good system for evaluation of trainings on workplace cooperation. All trainings measured participants' level of knowledge before and after trainings as well as their level of satisfaction with the trainings. Nevertheless, the monitoring system for other capacity building activities (e.g. trainings on IBN (Output 2.2), labour management committees (Output 2.1), labour law compliance and disputes resolutions (Output 3.2), trainings on OSH (Output 4.2) were not fully coherent as the data on the changes in trainees knowledge has not been collected as planned by the project<sup>13</sup>. In addition, awareness raising activities missed also a well-structured M&E framework. The ILO collected only the estimated number of people reached by the IEO campaigns on workers' rights at the national and sectoral levels. Though, the project conducted weekly surveys<sup>14</sup> in Dhaka and Chittagong to find out the outreach of the target listeners after each episode broadcasted. It allowed the project to understand the programs popularity.

Overall, implementing partners submitted participant lists with signatures and lists of guest for TV and radio shows with their activity reporting and consultants were paid on the basis of their deliverables. Financial monitoring – the tracking of actual project expenditures versus planned expenditures by project output have been done by the project (in particular Chief Technical Advisor) and was used as a tool for controlling budget spending.

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<sup>12</sup> Note: Participants database was developed for the first time by ILO in Bangladesh. The database contains all the details of the workers and their photos. This database will allow ILO to measure the impact of the trainings in the long-run.

<sup>13</sup> As per Monitoring Plan for FRLR project

<sup>14</sup> Note: Each survey report was based on the sample of 100 listeners (50 from RMG factories, 20 from Leather factories and 30 from other factories). The surveys were carried out by ABC Radio and Radio Today teams during December 2014-February 2015.

### 3.2. Relevance and Strategic Fit

Finding 4. The overall directions laid out in the project document were entirely consistent with priorities affirmed in Government, donor and ILO programming documents. Needs assessments among constituents (workers and employers organizations) have not been conducted by the ILO at the project's design and implementation phases, while diagnosis analysis have been partly conducted on implementation phase.

#### *Relevance for partner country*

Information gleaned from the desk review documents and interviews with project's counterparts confirm that the FRLR project is fully in line with the national priorities of the Government of Bangladesh with regard to Decent Work Agenda (i.e. rights at work, social protection and the promotion of social dialogue) and needs of the partner country. The project correspond with the Sixth Five-Year Plan for 2011-15<sup>15</sup> (Objective 2: To achieve sustained growth with equity and social justice, strategy 2.2 Improving Factor Productivity through adaptation of better technology (ICT), policies and institutions and strategy 2.6. Benefiting from higher labour force growth (the demographic dividend) and ensuring labour quality), which is focused on accelerating growth and reducing poverty in Bangladesh. The FRLR project supports also the implementation of the National Tripartite Plan of Action<sup>16</sup> on fire safety and structural integrity (NTPA)<sup>17</sup> (Objective 1 – Legislation and Policy, Objective 2 - Administration, and Objective 3 – Practical activities), which became the main framework document for improving working conditions in the garment industry in Bangladesh. The NTPA was developed in a highly participatory way with involvement of all tripartite partners. The High-Level Mission led by ILO Deputy Director General for Field Operations and Partnerships was conducted to Bangladesh immediately after the Rana Plaza accident and became a foundation for development of NTPA. The NTPA contains actions to be taken to bring Bangladesh labour law into full compliance with ILO principles of freedom of association and the right to collective bargaining, specifically *Activity 1.1. Submission of a labour law reform package to the Parliament with consideration of inputs of the tripartite partners to improve protection, law and practice, for the fundamental rights to freedom of, association and the right to collective bargaining, as well as occupational safety and health.* The FRLR project responds to the needs of labour ministry officials in charge of labour inspections specified in the NTPA, particularly *Activity 3.9. Improve the capacity of the Department of Inspection for Factories and Establishments, and Activity 3.11. Development of guidelines for the establishment of labour-management committees on occupational safety and health and/or fire safety.*

In addition, the FRLR project was timely as during 2013-2015 many changes in labour legislation and policies took place, particularly:

- 2013 - Substantial revision of Bangladesh Labour Act and adoption of the New National Occupational Safety and Health Policy;
- 2014 - Draft EPZ Labour Act;
- 2015 - Adoption of Labour Rules.

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<sup>15</sup> [http://www.plancomm.gov.bd/wp-content/uploads/2013/09/SFYP\\_Part-2.pdf](http://www.plancomm.gov.bd/wp-content/uploads/2013/09/SFYP_Part-2.pdf)

<sup>16</sup> Background information: The plan brings together the National Tripartite Plan of Action on Fire Safety in the RMG Sector signed on March 24, 2013 in response to the Tazreen factory fire and the Joint Tripartite Statement adopted on May 4, 2013 in the wake of the Rana Plaza tragedy.

<sup>17</sup> [http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-dhaka/documents/genericdocument/wcms\\_221543.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-dhaka/documents/genericdocument/wcms_221543.pdf)



The objective of this project, defined as *'Promote better compliance with international labour standards, particularly fundamental principles and rights at work, in the ready-made garment, shrimp processing and shoe & leather sectors in Bangladesh'* is of great relevance to the existed needs of the recipient government.

#### *Relevance for donor*

The project main donor is the Royal Norwegian Embassy in Dhaka. Through the strategy of the donor it is clear how this project was of direct support; a view that was further stressed during the interviews that this evaluation held with the donor representatives. The FRLR project's design was coherent with the bilateral cooperation priorities (good governance and human rights) between Norway and Bangladesh and in line with the Bangladesh Joint Cooperation Strategy with the Government of Bangladesh as of June 2, 2010<sup>18</sup>.

#### *Relevance for ILO programming*

The project document and its objectives are in line with the ILO Decent Work Country Program for 2012-15<sup>19</sup>, specifically *Priority 1: Generating productive employment with improved sustainable enterprises and skills development* (Outcome 3: Working conditions improved), *Priority 2: Fundamental principles and rights at work promoted through effective social dialogue* (Outcome 4: Country takes effective measures to respond and implement CEACR recommendations and Outcome 5: Capacities of labour administration and institutions improved), and *Priority 4: Strong and representative employers and workers organization influencing economic, social and governance policies* (Outcome 10: Improved capacity of employers contributes to effective DWCP implementation at country level and Outcome 11: Improved capacity of the workers organizations contributes to effective DWCP implementation at country level). The FRLR project is linked to *Outcome 14 "The right to freedom of association and collective bargaining is widely known and exercised"*, *Outcome 1 "More women and men have improved and more equitable working conditions"*, *Outcome 9 "Employers have strong, independent and representative organizations"*, *Outcome 10 "Workers have strong, independent and representative organizations"*, *Outcome 12 "Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations"* and *Outcome 18 "International labour standards are ratified and applied"* under ILO Programme and Budget for the Biennium 2012-2013<sup>20</sup>, which contributes to expanding the influence of International Labour Standards (ILS) as a means for development.

#### *Relevance for beneficiary agencies (workers' and employers' organizations)*

The Project was designed by the ILO DECLARATION based on the *'needs identified by the ILO through the daily engagement with the social partners in Bangladesh, feedback received from the partners, and/or specific requests of the ILO from Government, business and/or labour partners'*<sup>21</sup>. Nevertheless, stakeholder interviews in the framework of the final evaluation showed that the ILO did not undertake any specific consultations with workers' and employers' organizations. They were not involved into design of trainings on labour rights, trainings on OSH or trainings on IBN. The constituents (MoLE, workers' and employers' organizations) were not also consulted during preparation of the media campaign (mode of delivery and messages) or development of booklet on labour rights. Any initial assessment of the IRI buildings and checking of the IRIs property rights on buildings have been performed as well. This approach limited the opportunity to ensure buy-in and national ownership of project's results as well as influenced the quality of some products and feasibility for implementation

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<sup>18</sup> <http://www.un.org/en/ecosoc/newfunct/pdf/bangladesh.pdf>

<sup>19</sup> <http://www.ilo.org/dhaka/country/lang--en/index.htm>

<sup>20</sup> <http://www.ilo.org/public/english/bureau/program/download/pdf/12-13/pbfinalweb.pdf>

<sup>21</sup> As per the PRODOC



of some planned project activities. At the same time, in interviews with workers’ organizations, they emphasized that the project was innovative as it was for the first time when trainings on labor rights have been delivered to the workers by TUs; before the trainings were conducted only for middle or senior level. Additionally, on implementation stage the project conducted diagnosis analysis, in particular detail engineering assessment of IRI’s buildings (Output 3.1), mapping of DOL’s business process and working paper on labor dispute prevention and resolution (Output 3.3) in addition to needs assessment among stakeholders on workplace cooperation training programme (Output 2.1).

### 3.3. Project Progress and Effectiveness

Finding 5. The project was relatively effective, in that the planned activities were implemented, in some cases beyond what was envisioned in the project document. However – due in part to the design weaknesses identified in the previous section – the degree of achievement of the project’s expected outcomes was weaker than could have been anticipated.

Figure 3. The FRLR project Results Framework

IO	Output
IO1: Workers and employers in the RMG, shrimp processing and shoe & leather industries will have a better knowledge and understanding of labour rights – in law and in practice	1.1: Workers and employers are more aware and sensitized about labour rights and obligations, sound labour relations and social dialogue
	1.2: At least 4,000 workers and employers have a better understanding, skills and tools to implement their fundamental labour rights at the workplace
IO2: Workers and employers and their representatives are better equipped to engage in meaningful dialogue and labour relations on workplace issues of mutual importance	2.1: Workers and employers are better equipped to improve the functioning of the labour management committees
	2.2: Employers and workers representatives are more capable of practicing interest based negotiations to prevent workplace level disputes and to conclude win-win workplace level agreements
	2.3: Tripartite constituents have acquired a better understanding of industrial relations and related good practices in the region
IO3: Governmental authorities and labour courts, in particular the IRI, the MoLE, labour courts and the BEPZA, will have an improved capacity to perform core functions and mandates	3.1: The IRI is better equipped to promote sound industrial relations in the country
	3.2: BEPZA officials and technical staff have increased capacity to ensure labour law compliance and resolve disputes
	3.3: A set of policy and/or procedural recommendations is implemented to improve the enforcement of labour rights and dispensation of labour justice
IO4: Support the implementation of OSH improvements and the National Tripartite Plan of Action on Fire Safety, in particular its “practical activities”	4.1: Workers and employers have improved understanding and resources to build an OSH compliance culture at the factory level
	4.2: A selected number of medium and small factories have improved, affordable and beneficial OSH intervention models

In support of IO1 (‘Workers and employers in the RMG, shrimp processing and shoe & leather industries will have a better knowledge and understanding of labour rights – in law and in practice’) the following has been delivered:

- Carried out a media campaign on labor rights, which reached about 270,000 people through radio programmes by two national radio stations (16 episodes-30 minutes each and 16 episodes-60 minutes each) and talk shows at two national TV channels.
- Printed and distributed one page leaflets in Bangla on labour rights as per the BLA 2006 among 100,000 workers of Shoe & Leather and RMG sectors.
- Established with DIFE a reference system of the laws, interactive voice recognition (IVR) linked with the leaflet on labour rights.
- Designed and printed a labour law booklet in the amount of 30,000 copies.
- Developed a training manual for workers education composed of three modules (freedom of association as per ILO Convention No. 87, workers representatives under the BLA, and enabling environment for workplace cooperation).
- Trained as master trainers on workers education programme 64 representatives of the NCCWE, IBC, Tannery and Shrimp sector unions, 32 representatives of the BFFEA and 177 co-facilitators from the NCCWE union.
- Delivered the education programme for 11,950 workers from RMG, Shoe & Leather and Shrimp processing sectors.

The second round of TV programmes and release of PSAs on radio stations (Act. 1.1.2) were cancelled by the project on grounds of not having sufficient funding to support these initially planned activities.

Feedback from evaluation interviews with stakeholders and focus groups with beneficiaries show that the overall delivery of outputs under IO1 is perceived as satisfactory. The FRLR project under IO1 trained on labour rights 2.9 times more workers than originally planned (11,950 vs 4,000) and estimated outreach was 3 times higher than anticipated (270,000 vs 150,000). In spite of impressive number of beneficiaries reached within rather short project's lifespan, the delivery modalities of both awareness raising and capacity building on labour rights and obligations employed by the project were not to the full extent effective.

The FRLR project awareness raising activities included: (1) media campaign and (2) distribution of posters, leaflets and booklets. Media campaign was composed of radio programmes and TV talk shows. The radio programmes were designed to target the general workers and union leaders in the RMG, shrimp and leather sectors and focused on raising awareness on labour laws, while TV talk shows concentrated on cooperation, labour rights and responsibilities and role of TUs in industrial relations. The radio programmes were conducted by senior practicing labour lawyers and eminent trade unionists identified by the Project, meanwhile for the TV talk shows were invited officials and ranking members of MOLE, NCCWE, IBC, BGMEA, Tannery Workers Unions, and Leather Sector Owners Association members. However, the media campaign messages have not been agreed by ILO with constituents as well as the most suitable campaign approaches to be used to ensure high level of its efficacy. Although the results of surveys among listeners suggest that about 52 per cent of surveyed respondents listened to the project's radio programmes and viewership of project's TV talk shows constituted 42,000 persons; it is still very hard to verify to what extent the project media campaign has reached its intended audience. The ET's interviews and focus groups with workers' organizations and workers in Dhaka showed their awareness about project's media campaign, while interviews with the government officials and employers organizations in Dhaka and Khulna demonstrated lack of general awareness about this initiative. One reason for that could be the selection of national radio stations and TV channels which have high number of audience; however, as the project aimed on audience not only in Dhaka but also in regions (Khulna, Chittagong), the selection of regional broadcasters might be more relevant and useful.

Additionally, the developed labour rights leaflets and posters were distributed mainly among workers of the RMG, Shrimp and Leather sectors, while employers' organizations have been excluded from this

process. Moreover, the labour rights booklet was designed without consultations with the MOLE and contained factual and legal errors, which were determined only when the booklet was published (30,000 copies). Eventually, it prevented the planned distribution of this booklet among target beneficiaries.

The training strategy on education programme for workers was composed of two components. Component 1 focused on conduction of 4 days TOTs for master trainers and half-day trainings for co-trainers. Component 2 envisaged the delivery of 3 days trainings for workers by master trainers and co-trainers. Each training for workers should be delivered by a master trainer and 5 co-trainers. Each master trainer expected to conduct 4 trainings for a group of 50 people. The results of pre-post knowledge tests conducted by ILO showed that TOTs were quite effective as master trainers knowledge on the application of labour law tools and freedom of association increased on average on 17 per cent. The focus groups with master trainers on labour rights indicated that the length of TOT module was sufficient; however, the quality of TOT training programme was only partly effective as it contained some topics not relevant for workers (like collective bargaining); reflected improperly the BLA with regard to procedure of TUs set up; allocated short time for adult teaching methods and developed lengthy training manual. At the same time, all interviewed master trainers in the framework of the present evaluation emphasized that co-trainers received insufficient training. Co-trainers from NCCWE received a training from ILO with overall duration of 2.5 hours, while co-trainers from IBC have not received a training from ILO at all and it was conducted by master trainers themselves. Provision of very short training for co-trainers brought fuzziness in roles of master trainer and co-trainers and led to their quite low level of involvement in training delivery (conduction of training sessions, facilitation of group works, etc.) and ended with simply performing various secretarial and logistical tasks. Consequently, it created an overburden of master trainer as he/she has to deliver 3 days training alone. The size of the group was not optimal too, which inevitably influenced the master trainer ability to conduct interactive trainings. The results of external monitoring of education programme for workers conducted by Dhaka University showed that about 80 per cent of trainings conducted by NCCWE and IBC were lecture based. Additionally, no criteria for master trainers selection has been shared by ILO with federations, which resulted in selection of different level of master trainers with different trainer's experience. The pace of trainings delivery for workers had also some deficiencies. The overall duration was quite short in comparison with the number of topics to be covered. The method of trainings conduction (either 3 days consequently or 1 day per week over three weeks period) was also challenging especially for workers from RMG sector as factory owners were not informed about trainings on labour rights and workers have to take day offs for participation in the project's trainings. This situation has its impact on the trainings attendance rate by workers. The structure of the training curriculum was not flexible also as if a trainee missed one of the training days it was very difficult afterwards to follow up on the training (e.g. if a trainee has not attended a session on TUs then he/she would not understand the topic on collective bargaining). In general, there was low coordination of monitoring activities between the Dhaka University and master trainers as no time has been allocated in training agenda for pre-post knowledge tests as well as collection of data on participants for trainees' database. Collection of information about participants took about 30 minutes by documentation officers from Dhaka University, while pre-post-tests took about 45 minutes each as the majority of workers were illiterate and documentation officers have to read the questions and answers options to them. Also the workers selection process (selection of workers from different factories rather than a group of workers from one factory) was only partly accurate if looking from the point of view of the goals of the trainings, i.e. to help workers forming unions for protecting their rights and entitlements. Despite of above mentioned challenges, the results of pre-post knowledge tests suggest that on average workers knowledge on labour rights and obligations have being increased typically on 20 per cent. The interviewed stakeholders universally agreed that training on labour rights is highly relevant as the workers have low level of knowledge about BLL and ILO Conventions.

In support of IO2 ('Workers and employers and their representatives are better equipped to engage in meaningful dialogue and labour relations on workplace issues of mutual importance') the following has been delivered:

- Designed a five module training package on workplace cooperation.
- Trained as TOT trainers on workplace cooperation 32 representatives from DOL/IRI, BGMEA, BKMEA, TUs, BIM, BEPZA, ILO and academic/independent trainers during July and October 2015. 28 trainers were certified.
- Trained 674 mid-level managers and workers representatives on effective workplace cooperation from 121 companies in the RMG sector.
- Trained 43 representatives of the DOL, DIFE, BIM, BEPZA, ILO and independent practitioners on IBN techniques in December 2014.
- Conducted a 3 weeks study tour to Germany for 16 government officials and factory owners and workers in October 2015 to review the social dialogue process.

Training programmes for employer representatives on IBN and joint problem solving from three target sectors (Act 2.2.1-2.2.5) and national-level tripartite workshop on social dialogue and labour rights (Act. 2.3.2) have not been implemented. Trainings on IBN have not been conducted as this is not a tool that is used by the stakeholders; therefore, the project has to switch its focus on conduction of trainings on workplace cooperation. National-level tripartite workshop has not taken place due to the late conduction of the study visit to Germany, instead ILO initiated a new project for ensuring labour rights and social dialogue in Bangladesh.

Delivery of outputs under IO2 could be assessed as satisfactory. The held IBN trainings were only partly useful as the vast majority of trainees did not consider IBN a helpful tool to resolve workplace level disputes. In overall, there is a lack of readiness for usage of IBN both on the side of workers and employers in Bangladesh. The project change in the strategy was effective as the workplace cooperation was very well perceived by employers and workers. The TOT methodology used for workplace cooperation training had a multiplier effect as international experts' trained social partners' staff who would in turn transfer their new skills and knowledge to the target groups. The training program on workplace cooperation was developed by ITC-ILO followed the needs assessment conducted among project's stakeholders. It consisted of five modules and focused on such topics as human relations, identifying issues, communication and negotiation skills, active listening, and workplace cooperation. The project used appropriate approach for piloting the developed modules and did it in two phases. The first two modules were delivered in July 2015 and the rest in October 2015. Such approach allowed to test the usability of materials and made all necessary adjustments to meet the needs of stakeholders. The pace of TOT delivery was quite difficult for trainers as the group consisted of both employers and workers plus participants have different level of experience and knowledge. It resulted in substantial revision of modules and their simplification and further adaptation to the local context. The interviewed master trainers pointed out that workplace cooperation is a very useful tool as fostering effective networking in the workplace and assisting in building meaningful dialogue among parties. As per observations of the master trainers, the roll out trainings on workplace cooperation were successful as helped participants to realize daily mistakes which employers and workers do in their workplaces. However, the results of these trainings, i.e. increased efficiency, higher productivity, increased job satisfaction, reduced conflict and industrial disputes, improved decision making on matters of mutual concern for management and workers are still to be seen.

In support of IO3 ('Governmental authorities and labour courts, in particular the IRI, the MoLE, labour courts and the BEPZA, will have an improved capacity to perform core functions and mandates') the following has been delivered:

- Conducted assessment of IRI Training Centres in Tongi and Khulna in August 2015.
- Conducted a detailed engineering assessment of IRI Tongi Training Centre Building in November 2015.
- Made a refurbishment of IRI Khulna (1 training room, 2 dining rooms, Library and room for librarian, toilets, corridors, furniture) in December 2015. Hand over took place in January 2016.
- Procured hardware (computers, laptops, scanners, printers, modems, Wi-Fi routers, memory card readers) for DOL. Hand over took place in January 2016.
- Organized a stock-taking and consultation mission on capacity-building support for the IRI by ITC-ILO in January 2015.
- Trained 5 IRI principals on management of education training centers at ICT Turin.
- Delivered technical sessions on the practical means of enforcing the BLA 2006, enforcing the labor rules 2015 and using the trade union registration and anti-union discrimination tools and law for 90 officials from DOL during March 2014-August 2015.
- Launched a Labour Helpline in March 2015.
- Prepared a mapping of the business process of the DOL for support of long term technical assistance in November 2015.
- Completed two studies on the anti-union discrimination and unfair labor practices and on labor disputes prevention and resolution in Bangladesh in December 2015.

The planned renovation of IRI Tongi and IRI Chittagong (Act. 3.1.4), update the IRI curricula and materials (Act. 3.1.2), study on TU-registration (Act. 3.1.1), national conference with BEPZA officials from all EPZs on the challenges and opportunities of IR and compliance in EPZs (Act. 3.2.2), and training workshop for legal practitioners on functioning procedures of labour law enforcement mechanisms (Act. 3.3.4) have not been conducted by the FRLR project. The Activity 3.1.4 was not fully implemented by the project as on the stage of project implementation, it was figure out that the training centre building in Chittagong does not belong to the IRI. It is the BIM building, which is renting by the IRI. Physical renovation of the IRI Tongi training facility was not possible to undertake because of structural damages of the building occurred after raining season, which made it completely unsafe for usage. Instead of renovations of two training centres at the request of DOL, the project purchased the ICT equipment. In addition, it was also agreed that in 2016 the ILO and DOL will rent a place for the IRI Tongi to conduct trainings. The study on TU-registration under Activity 3.1.1 has been started by the project, but not yet finalized because of complexity of the topic and necessity for longer and deeper analysis which overrun the FRLR project duration. Activity 3.1.2 has not started under FRLR project as required much longer timeframe, which was beyond the project's duration. Activity 3.2.2 and Activity 3.3.4 were cancelled due to (1) slow process of passage of the revised draft EPZ law by the Parliament and (2) high level of very comprehensiveness of the topic (labour law enforcement mechanisms) and inability to effectively cover it by one training workshop.

Overall, delivery of outputs under IO3 is satisfactory. The interviewed officials from IRI Khulna and DOL are very satisfied with provided technical assistance by the FRLR project as it contributed to improving of learning conditions for trainees. All the works in IRI Khulna have being agreed with DOL and IRI management. The quality of renovation work conducted by UNOPS was highly appreciated by stakeholders. Although during the ET field work in Bangladesh, the DOL has not yet received the ICT equipment, the interviewed officials stated that these equipment are of high importance to them as will allow to strengthen the TU-registration and anti-union discrimination efforts commenced under the FRLR project. The developed strategy for IRI modernization and upgrade was an important step to identify technical interventions required for increasing efficiency and effectiveness of the work of the Institute including creation of modernized versions of existing curricula, conduction of TOT for delivery of training packages, training of management on running training centres according to market demands, designing an information centre and developing a business model. Due to the short



timeframe of the FRLR project, the ILO was able to complete only several activities of this strategy relating to provision of advanced training and coaching sessions at ICT-Turin for IRI transition team and TOT on workplace cooperation for IRI trainers. The launch of the Labour Helpline was also an important initiative which was appreciated by all stakeholders interviewed as provided a great support to the DOL and DIFE in managing and conducting of more efficient and effective labour inspection to meet better the demands of workers and employers. The helpline was operated by the outsourced company which had previous experience with setting up and managing of hotlines. The established helpline system to channel workers complaints was quite effective as during March-December 2015, 4,960 calls have been received and 681 complaints have been submitted to the DIFE. Of these 57 have been amicably solved and the rest are being perused. Four cases where workers were suspended from work were reinstated through the effective role played by the DIFE and the Trade unions. Other cases that are pending investigations is being followed up by the DIFE. Complaints were received countrywide inclusive of the EPZs. Despite of good results, the method of spreading of information about the hotline was not fully efficient as it was done purely through workers' organizations, while employers' organizations have not been involved in this process. The undertaken review on BLA's dispute settlement process was useful too as helped to design the needed protocols and standards operating practices for the DIFE and the DOL for enforcement of laws and dispute settlement processes. In its turn, the study on business process of the DOL laid out the foundation for reform agenda (collective bargaining, maintaining industrial relations, and trade union registration) as pointed out the main areas which require further strengthening. The project's trainings on anti-union discrimination were useful and practical as allowed the Directorate of Labour and trade union officials to learn more about what constitutes anti-union discrimination and how to systematically address it, how to make an online application for a new union registration and how to appeal in the event of an application being rejected, which in its turn could help to enhance the effectiveness of the online systems. This theme was very well perceived by stakeholders as the DOL and TU officials requested the project to develop a simplified step by step guide to ease the trade union registration process and handling of anti-union discrimination issues. The mini-guide was prepared in January 2016. Furthermore, the DOL requested the ILO to facilitate further interactions on a quarterly basis to discuss matters pertaining to trade union registration and anti-union discriminations. Although the discussion on the challenges and opportunities of IR and Compliance in EPZs could not be perused at a national level by the FRLR project, the ILO Country Director and ILO HQ officials have had a series of discussion regarding the law of the EPZ's and IR framework in general.

In support of IO4 ('Support the implementation of OSH improvement measures and the National Tripartite Plan of Action on Fire Safety, in particular its practical activities') the following has been delivered:

- Trained 114 master trainers from BEF, BGMEA, BKMEA and RMG factories on OSH training programme (ITC-ILO standard training programme consisted of 25 modules).
- Developed basic OSH training programme at the factory level (7 modules: Fire Safety, Electricity, Dangerous, Floor Safety, Knowledge Related to Workers' Skills and Work Environment, Personal Safety Equipment and First Aid) and translated it in Bangla.
- Trained 8,000 mid-level managers and supervisors in 400 RMG sector companies.

Support with implementation of the OSH and labour management programmes in three project's target sectors (Act. 4.2.1-4.2.4) have not been taken place. The project was not able to implement these planned activities due to delays with passing by the Government of Bangladesh of the Labour Rules (BLR). It happened only on September 15, 2015 as opposed to planned December 2013 as per NTPA. Section 90(a) of the BLA 2006 and Rule 81 of the BLA 2015 provides a requirement for employers to establish Safety committees within six months after rules publication, i.e. only by March 15, 2016.

Delivery of outputs under IO4 is perceived as moderately satisfactory. In the ET's meetings with the master trainers from the workers and employers organizations, they highlighted that, on the one hand, trainings on OSH are very timely as they contribute to the fulfilment of requirements setting up by labour laws after Rana Plaza accident. On the other hand, the TOT on OSH training programme contained too many modules and more than half of them have not been applicable to the RMG sector in Bangladesh. The TOT also contained case studies and videos which have not been customized to Bangladesh context. In addition, it does not contain topic on Teaching Strategies for Adult Learners. As a result, in consultation with master trainers from the workers' and employers' organizations, the project selected only 7 modules for basic OSH training programme at the factory level and translated them in Bangla; nevertheless, videos have not still been contextualized and are in English. In addition, OSH is a very technical area and some selected trainers did not have proper educational background for being able to deliver in the future efficiently such type of training. The duration of onsite training was only 3 days. Besides, the project training strategy on OSH foresaw conduction by master trainers 1 day training for 4-7 hours for mid-level managers covering 4 to 7 modules based on the needs of the companies. Such quite short duration influence the quality and deepness of themes disclosure. The interviewed OSH master trainers also pointed out that the basic OSH training has not envisaged any certification and during delivery of the trainings at RMG factories they saw some lack of interest for participation in this training programme.

Based upon an analysis of the triangulated data, the FRLR project in general completed only 72 per cent of planned activities (28 out of 39). The pace of the project implementation was influenced by a series of internal and external factors, which have an influence on the achievement of the expected results and smooth implementation of the Project. Those factors were identified during the interviews with the project staff, beneficiaries and counterparts as part of this final evaluation.

#### Internal

- *Changes in project management at the start of project implementation:* the Project did not have a project manager for 9 months (the initial project manager resigned in October 2013, while the new one was hired just in July 2014).
- *Delays with staff recruitment:* the ILO was able to find and hire the national project officer only in May 2014, i.e. 11 months after the project start.
- *Lengthy approval of contracts with implementing partners:* the approval of the contract with UNOPS took more than 3 months (from April to July 2015), which resulted in late start of renovation works at IRI Khulna (only in October 2015).
- *Proper selection of implementing partners for worker education programme:* initially the project selected only national level workers organization (NCCWE) which has insufficient access to grass root level (workers) in RMG sector. The project had to change the approach and started to collaborate also with sector level trade union federations under the IndustriALL Bangladesh Council (IBC).
- *Short-deadlines for implementation of activities by partners:* due to the short project duration and high volume of activities, the project set very tight deadlines for all implementing partners. In the case of capacity building activities, it influenced the quality of roll out training programmes.

#### External

- *Challenging environment:* the FRLR project was launched just after the Rana Plaza accident, in which more than 1,100 people died, the attention of national constituents has been deviated towards the issues of occupational safety and health at factories. The fundamentals principles rights and principles at work started to receive less attention. It created difficulties for the project to organize its activities in timely manner under IO1-IO3 as it required a lot of advocacy efforts by ILO.

- *Political instability (2015 political crisis, 2014 general elections, hartals and blockades):* Bangladesh had in January 2014 general elections, which has been boycotted by the opposition party (the Bangladesh Nationalist Party (BNP) and resulted in violent protests by opposition activists. Hundreds of people have been killed and injured. BNP raised several demands for a second election under a neutral caretaker government, which was accompanied by countrywide protests and traffic blockades throughout 2014-2015. All these events led to the state of political turmoil between the two main political parties, the Awami League (AL) led by Prime Minister Sheikh Hasina currently in power, and the BNP in opposition, which is still ongoing. Such events influenced the project's ability to conduct capacity building activities during working week and forced to re-schedule most of them for weekends.
- *Lengthy approval process of the project:* the Project spent more than a year to get approvals from the Government (ERD approved the project on October 24, 2013, while Ministry of Planning approved TPP of the project on October 9, 2014). It limited project's ability to conduct activities as per implementation work plan in the first half of 2014 as well as influenced on the ability to conduct regular PAC meetings.
- *Government staff turnover:* the ILO Government partners (DOL, DIFE, and IRI) in Bangladesh have high staff turnover. It created difficulties for the Project to ensure retention rate of trained staff.
- *Different level of institutional development of implementing partners:* the Project was unable to deliver education program on labour rights through workers organizations from shrimp sector due to their low level of organizational capacity. As a result, the project had to utilize a different strategy to outreach workers directly at the factory levels, in particular through the Bangladesh Frozen Food Exporters Association (BFFEA). The IRIs are weak organizationally (principals and trainers are frequently changing plus there are a number of vacant positions). Consequently, the Project was not able to deliver all planned activities under the developed strategy of strengthening IRI's training capacity. In the most of the cases, employers and workers organizations do not have dedicated training units. In addition, most of workers organizations do not have technical capacity for effective trainings provision (projector, computer, printers/scanners). It influenced on the project's ability to build up long term sustainability of the organizations' training capacities.
- *Contracting problems with some implementing partners:* the NCCWE does not have the official registration and the project had to make individual trade union contracts with its member organizations. It caused four months delays with the start of education programme for workers (actual start in February 2015 as opposed to planned October 2014).
- *Lack of engagement of employers for collaboration with trade union organizations:* the implementing partners of worker education programme experienced some difficulties with access to the RMG sector's workers as most of employers (factory owners) have low interest in such issues as labour rights and obligations.
- *Difficulties in timely obtaining the list of participants for the training:* it took three months for the project to obtain the list of nominees from the DOL for IRI Senior Management Training at ITC-Turin.
- *Low level of knowledge about ILO:* the level of awareness about the ILO on the regional level is low. For effective implementation of activities in Chittagong and Khulna, the ILO staff had to spend time to build a rapport with social partners and form positive image about ILO, which supports both workers and employers.

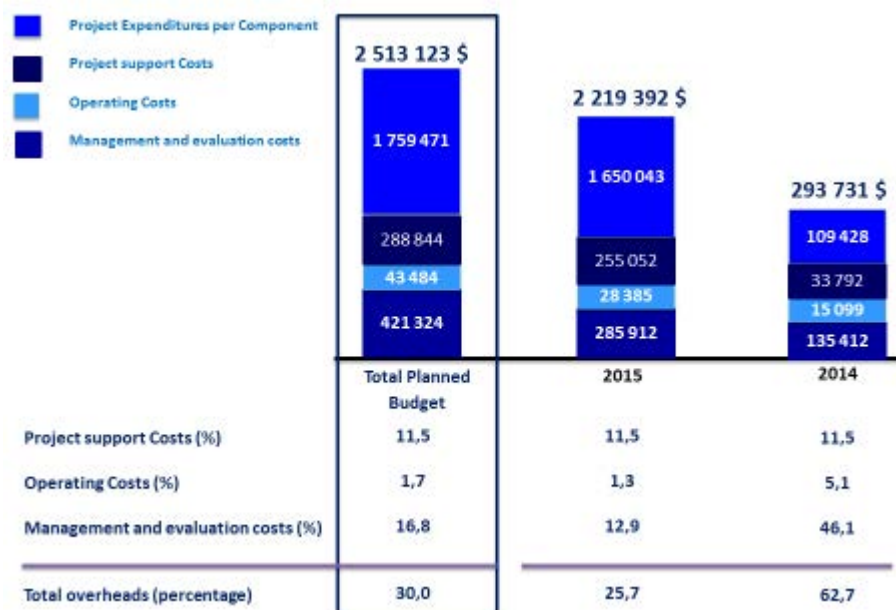


### 3.4. Efficiency of Resource Use

Finding 6. The project resources were allocated strategically and for the most part effectively to achieve outcomes. The ILO appeared to have balanced its use of national, ILO and international experts strategically.

The FRLR project budget amounts to a total of USD 2,513,123, while the actual spending equals USD 2,409,300 as of December 31, 2015, i.e. the budget utilization rate constitutes 95.9 per cent.

Figure 4. Annual planned project expenditures per budget line



The FRLR project suffered substantial delays in implementation. The Project duration was revised 3 times, i.e. from 12 months to 30 months; however, the actual implementation took place only during 17 months (August 2014-December 2015). Consequently, the project expenditures in 2014 constituted just USD 293,731 (or 12 per cent) of total budget, meanwhile the rest USD 2,115,539 (or 84 per cent) were spent in 2015.

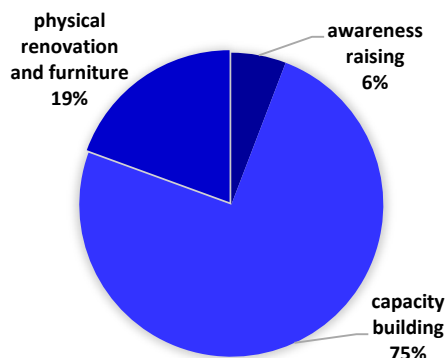
The table below shows the budget allocation according to two main categories: project direct costs - comprising all costs directly associated with the delivery of the activity - and project quality assurance - including project support costs, operating costs and management oversight and evaluation - together with the percentage of line items vs. the total budget and the total expenditure as of the end of December 2015.

Figure 5. Project Budget Spending

Budget Line	Total spent	
	USD	%
Project direct cost	1,717,100	71,3%
Project Expenditures per Component	1,717,100	71,3%
Project quality assurance	692,200	28,7%
Project support Costs	231,700	9,6%
Operating Costs	40,500	1,7%
Management and evaluation costs	420,000	17,4%
<b>Total spent</b>	<b>2,409,300</b>	

In review of the project’s disbursement history, the implementation has been cost-efficient and demonstrates good value for money. The distribution of costs between ‘Project Direct Cost’ and ‘Project Quality Assurance’ amounts to 71.3 per cent and 28.7 per cent respectively.

Figure 6. Actual expenditures per type of project’s activities



The biggest project spending went for capacity building activities (75 per cent), while for renovations, purchase of technological equipment and furniture for IRIs/DOL and awareness raising activities were allocated about 19 per cent and 6 per cent of the project’s budget respectively.

At large, all project activities were efficient, but especially those which were accompanied by technical support (refurbishment, purchase of furniture and ICT equipment) as it is a very substantial support for the reform process. The project maintains thorough records of all transactions, including when procuring goods and services for refurbishment of IRIs, purchase of furniture and equipment as part of the project. In reviewing of the financial documents obtained from the desk report, all procurement is done within the rules and regulations of ILO Geneva. This attentive maintenance of records and adherence to good administrative and financial practice also contribute to the active promotion of transparency and accountability.

The project appeared to balance the use of national, ILO specialists and international experts strategically. Project coordinator was senior national staff as opposed to expat chief technical advisor (CTA) and a large number of key consultants were Bangladesh specialists based in the country. In addition to reinforcing project relevance (national specialists usually have strong knowledge of the national issues and constraints), the use of qualified national experts was a more efficient use of project resources since expat benefits and international travel were not required. Furthermore, the project made good savings by inviting representatives of ITC-ILO to Dhaka for both (a) needs assessment for development of tailored-made curriculum on workplace cooperation and (b) delivering of five TOT modules on workplace cooperation to the selected representatives of constituents.

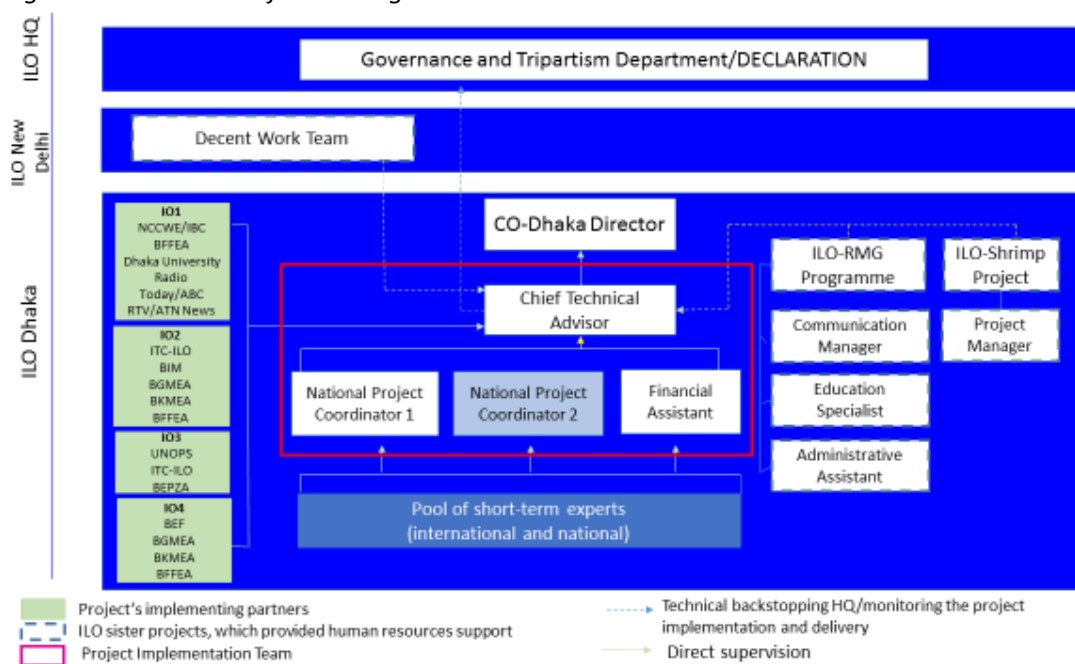
At the same time, the focus groups and interviews with implementing partners showed that the project allocated a bit low budget for trainings on labour rights conducted by workers organizations. Training budget was insufficient as venue for trainings conduction was 2-3 times higher than budgeted (i.e. price for venue constituted BDT10,000-15,000, while only BDT 4,000 was budgeted) and no cost has been allocated for coordination/organizational activities by Trade Unions (TUs). Similarly, the budget for monitoring of trainings on labour rights by Dhaka University constituted just USD 17,680. It involves the monitoring of 196 trainings delivered by 13 NCCWE union federations and Tannery Workers Union for 5,600 workers and 14 IBC union federations for 4,200 workers. The monitoring involved 20 documentation officers, attendance of 196 trainings and preparation of individual 2-pages training reports, inclusion of data on participants into ILO central database, and development of 2 narrative reports on the trainings delivered by NCCWE and IBC. The original budget allocations (USD 333,750) for refurbishment of IRIs training centres in Khulna, Tongi and Chittagong was also rather low and would not allowed to undertake renovations in all planned locations.

### 3.5. Effectiveness of Management Arrangements

Finding 7. The ILO country office, regional specialists and Geneva-based program officers provided adequate support and consultants were used strategically, but the project management arrangements might have been more effective with additional staff to handle the large number of planned activities. The project had weak governance structure and insufficient level of coordination and communication with Constituents throughout the project implementation. Strong collaboration was established by the FRLR project with other ILO projects in the RMG and Shrimp sectors.

The project management was delegated to an international Chief Technical Advisor (CTA). The CTA was assisted by a National Project Coordinator (NO-A). The ILO Dhaka provided human resources and administrative support. Content-specific expertise was delivered by Short-Term external experts and ILO staff (Decent Work Team in New Delhi and relevant technical units at headquarters). The Governance and Tripartism Department/DECLARATION provided the technical backstopping for the project. The FRLR project has collaborated with 14 implementing partners. The partners assisted the ILO in facilitating and organizing trainings for the tripartite partners and beneficiaries, conducting media campaign, undertaking renovation of training facilities, procurement of equipment.

Figure 7. The FRLR Project Management Structure



Overall, the project management structure was only partly effective, although it allowed for reaching sustainable and meaningful results. The roles and responsibilities within staff members were clearly defined. At the same time, the project had insufficient number of staff to advance all four project components with multiple sub-components at one time. The CTA was responsible for supervision of two more projects in addition to the FRLR project, namely ILO Shrimp project and FRPW project. In addition, the project had only one full time national project coordinator mostly for the whole period of project implementation and just starting from August 2015 the second full time national project coordinator has been added. Furthermore, the project focused mainly on capacity building and awareness raising activities and at the same time it did not have at least part-time Monitoring and Evaluation Specialist, who could standardize the M&E tools for different trainings provided by the project and undertake the quality assurance of capacity building and awareness raising activities delivered by implementing partners. All that created high overburden on the project staff members

with administrative rather than technical work and lead to delays in delivering many of its planned outputs.

Evaluation interviews showed that there was a lack of awareness about the FRLR project among social partners both on the national and regional levels. The sharing of information in particular amongst the tripartite partners on project progress was perceived as poor. The Project Advisory Committee (PAC) supposed to provide political oversight for the project, project progress, and general advice for project implementation policy ensuring the national ownership and continuation of project's results after the project will be finished and the meetings were supposed to take place on a quarterly basis. However, they have not been conducted on a regular basis. The PAC meeting was held just once at the end of project implementation in December 2015. In the meantime, individual meetings with tripartite constituents were conducted on the need basis and based on the area of collaboration under the project. At the same time, in interviews with the MOLE, they informed that the project has never communicated about the problems in implementation and necessity for project's no-cost extensions.

In principal, the project management team was perceived as knowledgeable and experienced with dedicated staff members. The CTA was seen by interviewees (all the tripartite constituents) as a neutral and credible actor with a deep understanding of the country's industrial relations and the specific priorities and concerns of each group. In interviews with the donor representatives, they advised the project was professionally implemented, conformed to their requested inputs, and was responsive to information requests. The project team indicated that it would be useful for them to receive additional training on freedom of association and collective bargaining. The additional trainings which are required for the national project coordinators include sustainable project management, RBM, communication management (particularly stakeholders' engagement).

The project has engaged international and national experts to elaborate project training materials and guides, conduct legislative analysis. Their work and deliverables were perceived as of good quality by interviewed stakeholders.

The project management team was effective in ensuring synergies with other ILO projects active in Bangladesh (RMG Programme, FPRW project, ILO Shrimp project). The collaboration with the ILO Shrimp project included such areas as workplace cooperation, worker education programme and OSH trainings at factory level for shrimp sector. The cooperation with RMG Programme covered such areas as OSH trainings at factory level for RMG sector, while the partnership with the FRPW project on establishment of a grievance mechanism at the enterprise level, workplace cooperation. On the one hand, it was very positive as contributed to creation of greater impact and coverage of the target groups. On the other hand, it created difficulties with attribution of results as most of the activities which were jointly held with the ILO sister project have been co-shared.

The ILO Country Office in Dhaka, regional and Geneva-based technical experts were supportive and provided all necessary assistance to the project on a short notice.

### 3.6. Impact Orientation and Sustainability, including Effectiveness of Stakeholder Engagement

**Finding 8.** The FRLR project generated positive effects at beneficiary, enterprise, institutional and policy levels; although, relatively small number of workers from target sectors were reached due to different sizes of the target sectors.

Based upon an analysis of the triangulated data, the ET identified a number of positive effects which can be causally linked to the project's intervention.

At beneficiary level, the FRLR project raised awareness on BLA and ILO Conventions, increased knowledge of workers on labour rights and workplace cooperation, created interest of workers in learning more about their rights and obligations. It also contributed to organizing workers among themselves and networking through sharing knowledge with peers on labour rights. Workers became more proactive and encouraged to contact TUs, and understand better how to approach employers.

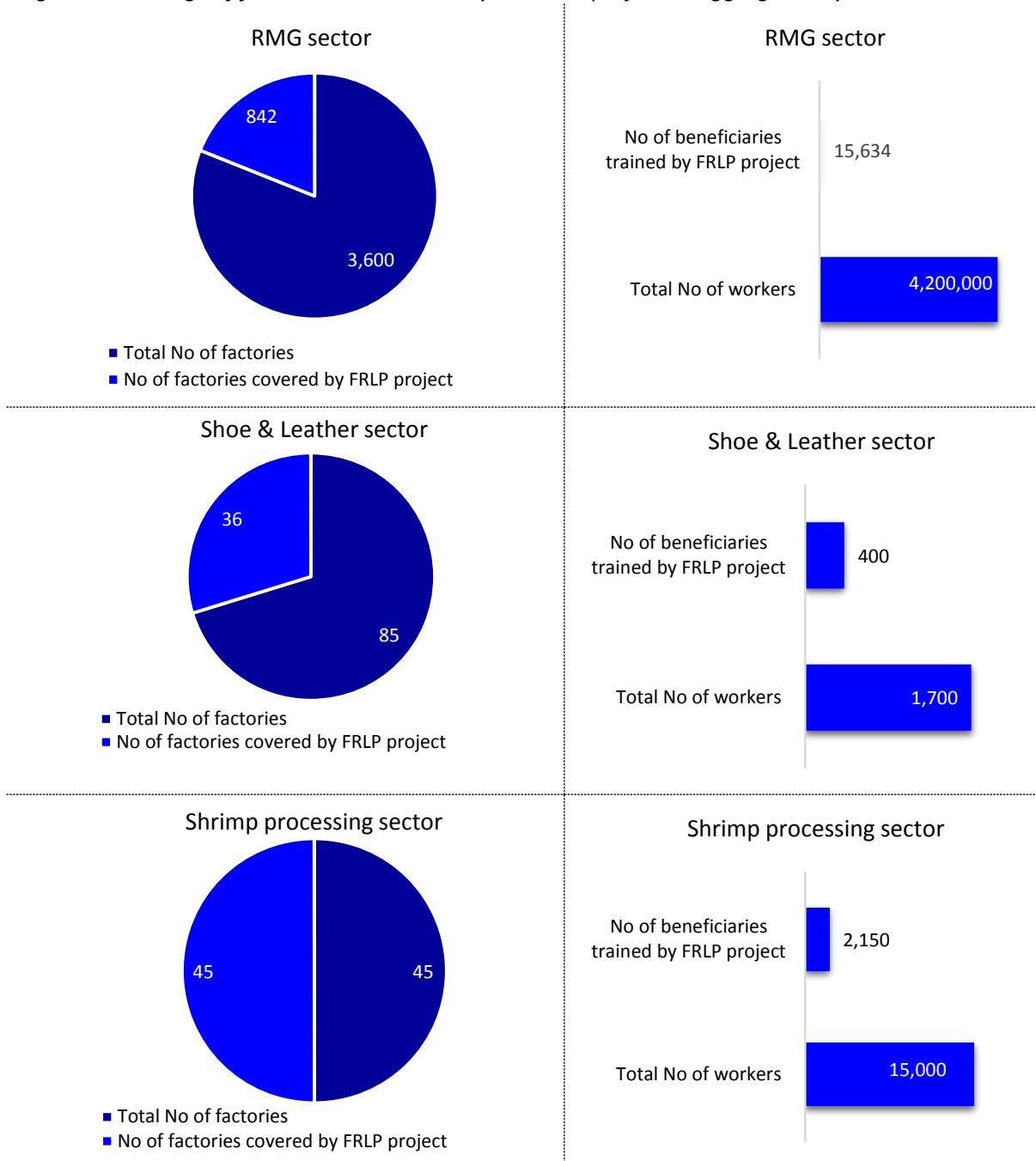
At enterprise level, the project contributed to improvement of the enabling environment, in particular increase in buy in for workplace cooperation (e.g. BEPZA became committed for workplace cooperation and included it in its annual training programmes, ILO-RMG Programme and Better Work Programme started to have discussion with major buyers houses in inclusion of these programs as a part of their collaboration), emerging of other initiatives on social dialogues (e.g. H&M initiative, Li&Fung initiative on workplace cooperation) and increase in representation of TUs in Participation Committees. The project contributed through trainings on workplace cooperation to changes in the mind-sets of employers as they are starting to sit together with workers and discuss the issues of concern.

At institutional level, the FRLR project contributed to improvement of technical capacities (to different extents) of national partners by strengthening trainers capacity of Constituents, improving physical infrastructure for better business processes (IRI Khulna), making business processes more effective and meeting of the needs of the industry (Labour Hotline), change in perception towards TUs, increase in number of applications for TUs registration and conducted facilitation to ensure decrease in rejections of applications for TUs registration.

At policy level, the project laid out the foundation for further institutional development of Constituents through preparation of mapping of the business processes of the DOL, legal mapping on Labour dispute prevention and resolution.

Nevertheless, the FRLR project was able to reach relatively small number of workers and factories with its capacity building activities in each target sector (see Figure 8). The biggest coverage of factories were in shrimp sector (100%) and Shoe & Leather (42%), while the smallest in RMG sector (22%) due to difference in sectors sizes. The number of workers reached were comparatively smaller than factories, specifically 24 per cent workers from Shoe & Leather factories, 13 per cent from shrimp factories and 0.35 per cent from RMG factories.

Figure 8. Coverage of factories and workers by the FRLR project disaggregated by sector



Finding 9. The FRLR project did not have a clear sustainability plan. Sustainability has been ensured through follow up of project's results by new ILO project on social dialogue and ongoing ILO projects in RMG and shrimp sectors.

To ensure sustainability, the whole process of project designing and implementation should be participatory. The project followed this approach partly as the project activities have been designed and/or revised only to some extent in coordination with tripartite partners. Besides, the FRLR project did not have a separate sustainability plan, which specifies the social partners' commitments and ownership of the results after the project has been completed.

Sustainability was intended to be addressed through building of institutional capacity of tripartite partners; establishing of complaints handling mechanism; training of trainers to pass on learning gained in the project to a wider group of stakeholders; production of high quality guidelines and publications.

The FRLR project was reasonably successful in training of trainers and production of guidelines and publications. In total, the project prepared 238 master trainers on labour rights, social dialogue and OSH to disseminate learning from the project, developed training manuals in Bangla and handed them over to social partners. During project's life-time the trained master trainers commenced with conducting the trainings of the workers and employers based on the distributed training materials, the acquired skills and knowledge. However, it remains a question whether the project created a critical mass to ensure imparting of knowledge to their respective constituents. Additionally, the developed training programmes on labour rights, workplace cooperation and OSH have not been integrated into the constituents' annual training programmes; therefore, their further usage is in question. The positive steps have been taken by IRI Senior Management Transition Team in developing a plan of action for future strengthening of training centers and its submission for approval to the DOL. In spite of the fact that the project established a helpline system to channel workers complaints for effective perusal, it was not handed over to the Government partners due to the lack of readiness to run it on their own. In addition, insufficient institutional capacity of tripartite partners has been built so far and continued support will be essential to ensure promotion of decent work in Bangladesh.

However, it is necessary to highlight that the ILO was very successful in ensuring financial sustainability of the FRLR project results. All project components will be continued through other ILO projects either new or ongoing.

Figure 9. Financial sustainability of FRLR project's results

FRLR Project components		SDIR project <sup>22</sup> (2016-2020)	ILO-RMG programme (2017-2021)	ILO-Shrimp project (Feb 2014-Jun 2016)
IO1	awareness raising	X		
	worker education programme	X		
IO2	workplace cooperation for RMG and EPZ	X		
	workplace cooperation for shrimp sector			X
IO3	DOL	X		
	IRI Training Centers	X		
	Labour Helpline	X		
IO4	OSH trainings at factory level		X	
	OSH committees		X	

At the same time, the ILO has not developed a clear strategy on how in the long run to reach with trainings on workplace cooperation, OSH and labour rights all factories/workers from three target sectors.

<sup>22</sup> Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh Ready-Made Garment Industry



### 3.7. Gender

**Finding 10.** The FRLR project did not have an explicit gender strategy; however, the project integrated gender equality approaches mainly into its capacity building activities, management practices and deliverables (progress and technical reports).

The analysis of project documents and interviews with project staff showed that the FRLR project used three main ways to address gender issues during both the design and implementation of its activities. First, the FRLR project considered gender issues in capacity building activities planned in its work plan to secure that women and men have equal opportunities and are treated equitably and without discrimination. The project has a specific target to cover over 65 per cent of woman workers in the RMG, Leather and Shoe sectors through workers education program. Second, the ILO collected gender-disaggregated data for all its capacity building activities under IO1-IO4. The indicators in the PMP with regard to capacity building activities required gender disaggregated data on participants. It also related to the awareness raising activities. During conduction of weekly surveys among listeners of radio programs, the project ensured that at least 35 per cent of surveyed workers were women. Third, the FRLR project hired 2 women staff members (for implementation of Output 3.3) to ensure gender equality among its project management team. The project incorporated gender disaggregation data in its progress reports and reports on capacity building and awareness raising activities under different IOs prepared by implementing partners.

However, the FRLR project lacked a comprehensive gender equality strategy as it did not plan and introduce any strategies to discourage gender discrimination and promote equality in workplaces. The project did not conduct any gender analysis to determine the division of labour between women and men and needs of women and men in the workplace in each target sector or trainings, for instance, on such topics as preventing/addressing gender based violence and sexual harassment in the workplace. Gender issues have not being mainstreamed into the project's awareness raising activities as well. Besides, the project's PMP did not have specific indicators for gender that can assess the project's progress and achievements on promoting gender equality. The data has not been also collected on the level of strengthening women's leadership in the unionizing process, e.g. the number of women workers trained by the project who applied for registration and/or created TUs.

### 3.8. International Labour Standards and Social Dialogue

**Finding 11.** The FRLR project contributed to the application of ratified by Bangladesh ILO core labour standards (ILO Convention No. 87 and No. 98) and promoted the ratification of the ILO Convention No. 135. The FRLR project encouraged a bipartite dialogue (between employers and workers) in Bangladesh by focusing on promotion of workplace cooperation.

The Government of Bangladesh has ratified the main ILO Conventions on social dialogue: Freedom of Association and Protection of the Right to Organize Convention, 1949 (No. 87) and Right to Organize and Collective Bargaining Convention, 1949 (No. 98). However, workers have been experiencing number of challenges to exercise their rights in establishing union and to bargain their demand collectively with employers. Moreover, TUs in Bangladesh have weak connectivity between union leadership at regional and national level with their workers and membership at grass root. The FRLR project tried to address these issues throughout its activities to ensure compliance with the standards contained in the ratified by Bangladesh ILO conventions. It has being done through (1) capacity building training for mid-level managers and workers representatives on effective workplace cooperation; (2) educational program on labor rights and obligations; and (3) provision of policy and procedural recommendations on BLA. Such project activities allowed the government and social



partners to become more aware of freedom of association and collective bargaining rights and better able to address gaps in law and practice in RMG, Shoe & Leather and Shrimp processing sectors. Trade union organizations strengthened their training capacities and reached their members on the grass root level, which in its turn contributed to increasing of the number of application for TUs registration and/or establishing of the new TUs in targeted sectors. The ILO inputs/recommendations to the BLA resulted in the revision of section 195 (the list of the activities of unfair labor practices increased from 8 to 12) and section 196 (extension the purview of unfair labour practices) of the law<sup>23</sup>, which reflects certain principles (Article 2 in particular) of the ILO Convention No. 135 - Workers' Representatives and may contribute to its ratification by Bangladesh in the long run.

As evident from interviews with stakeholders, in spite of these efforts, very much work nevertheless remained to be done to protect freedom of association and to ensure respect of the law as per ILO core labour standards in Bangladesh. The interviewed counterparts mentioned that it is still remained difficult for workers to exercise their right to freedom of association. With regard to legislation, there are still a number of areas require revision to be fully in line with international standards relating to freedom of association and collective bargaining, in particular with respect to: the establishment of an excessively high threshold for membership for forming a union, the restriction on the right to elect representatives in full freedom, the numerous restrictions on the right to strike, and the broad administrative powers that allowed for cancellation of trade union registration. Furthermore, in practice, collective bargaining rights at factory level are still very limited. The Participation Committees and Safety Committees are still formed through appointment rather than selection of workers representatives and as a result they do not function effectively. In addition, the number of collective labour agreements is quiet difficult to establish because of the unavailability of the necessary data. Social dialogue still mainly takes the form of bipartite relations between employers and workers, with little or no government participation.

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<sup>23</sup> [http://www.ilo.org/wcmsp5/groups/public/---ed\\_protect/---protrav/---ilo\\_aids/documents/legaldocument/wcms\\_229274.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---ilo_aids/documents/legaldocument/wcms_229274.pdf)

## IV. Conclusions and Recommendations

### 4.1. Conclusions

Conclusions have been drawn throughout this report and they are gathered here as a summary of the evaluation.

#### Overall

The RNE funding was important as allowed the ILO through the FRLR project to continue the work on labour rights issues in highly challenging context and built the foundation for social dialogue in Bangladesh. The FRLR project was innovative as for the first time in Bangladesh workers education programme has being carried out, novel concept on workplace cooperation has been introduced, awareness on labour rights and obligations has been raised, complaints handling mechanism has been launched. The FRLR project was instrumental in forming a basis for reform agenda in the country and future continuation of the work on social dialogue on more advanced level. The project document set up a broad work agenda with limited time. It also demanded to work with multiple stakeholders on complex technical and political issues such as the legal reform and the promotion of labour rights, workplace cooperation and occupational safety and health in the export-oriented sectors and EPZs. In spite of these challenges, the project carried out a vast number of planned activities.

#### Validity of project design: moderately satisfactory

The project design was generally valid, although quite ambitious in terms of scope, budget and duration. All components of the project (labour rights, workplace cooperation, labour law reform, OSH) are interlinked, and important pre-requisites for promotion of decent work agenda in Bangladesh. In some areas of the logical framework, however, there is space for improvement.

#### Relevance and strategic fit: satisfactory

The FRLR project enjoyed a high relevance as the project's subject matter – freedom of association and collective bargaining – remain contentious issues in Bangladesh, especially at the level of the export-oriented industries and EPZs. The project would have better ownership if conducted needs assessments among all tripartite partners including workers and employers organizations at the design and implementation phases.

#### Project progress and effectiveness: moderately satisfactory

The project was effective where it did deliver. The Project achieved most of the set targets under IO2-IO4, while the expected results exceeded the set targets under IO1. In all, while not being able to meet all its intended outputs, the available data (qualitative and quantitative) strongly suggest the project's progress towards meeting its objective.

#### Efficiency of resource use: satisfactory

Resources have been allocated strategically and used for the most part efficiently to achieve outcomes. With the interest to achieve demonstration and learning around the activities at the individual and enterprise levels, the project effectively allocated greater resources towards training and capacity building activities as compared to awareness raising or physical renovation. However, the FRLR project suffered substantial delays in implementation.

#### Effectiveness of management arrangements: moderately satisfactory

Planned project management structure was only partly effective as lacked project staff both technical and administrative. Human resources at various levels of the ILO were engaged in project implementation and contributed toward achieving most of intended outputs, with balanced use of national, international and ILO specialists. The FRLR project had weak project governance structure

and insufficient level of coordination and communication with Constituents throughout project implementation, while strong collaboration was established with other ILO projects from RMG and Shrimp sectors. In general, there was a lack of awareness about the FRLR project among stakeholders both on national and local levels.

**Impact orientation and sustainability: satisfactory/moderately satisfactory**

The Project has showed the positive short term and medium term impacts at individual, enterprise, institutional and policy levels through contribution to better understanding of labour rights, workplace cooperation, OSH; improving the enabling environment for social dialogue through advocacy and other measures; improving technical capacities of national partners. More visible and tangible results were achieved under shrimp processing sector, less under RMG and Shoe & Leather sectors due too different sizes of the sectors. The ILO ensured mainly financial sustainability of project’s results by obtaining of further funding to continue work; meanwhile insufficient attention was paid for enhancing institutionalization of project activities by social partners.

**Gender: moderately satisfactory**

Gender issues were considered only partially during the design and implementation of FRLR activities in terms of: 1) collecting gender disaggregated data for all its capacity building activities; 2) targeting over 65% of woman workers in targeted sectors through workers education program; and 3) hiring women staff members.

**ILS and social dialogue: satisfactory**

The FRLR project promoted application of ratified by Bangladesh ILO Convention No 87 and No 98, while a bipartite dialogue was encouraged through promotion of workplace cooperation.

**4.2. Recommendations**

Based on the overall assessment of the FRLR project, the following recommendations were formed in relation to improvement of the design and pace of similar projects implementation by ILO in Bangladesh.

The following tables provide a comprehensive listing of these Recommendations. Legends are also provided to indicate the ET consideration regarding the timeframe in which the recommendation may be considered with Short Term (S/T) referring to the project design and implementation strategy of subsequent projects and Long Term (L/T) referring to the steps needed for further strengthening of ILO projects on FPRW and labour relations. Legends are also provided to indicate the priority (low, medium, high) which the ET think these recommendations should be considered, however clearly future prioritization of these recommendations should be made by ILO in consultation with tripartite partners, and reviewed as the context changes.

**4.2.1. Recommendations for ILO**

No.	Recommendation	Timeframe		Priority		
		S/T	L/T	L	M	H
<b>Design</b>						
1	In the design phase of future interventions, ILO should be more focused and identify the right balance between meeting beneficiaries’ requests and being strategic. When planning the project, ILO should make sure that the time available is sufficient to achieve the objectives initially agreed upon.	▲				▲

2	ILO Dhaka should ensure involvement of Constituents in project planning and design to secure the national ownership of project activities and sustainability of the results and outcomes.	▲				▲
3	ILO Dhaka should consider introduction of the practice of development theory of changes for its interventions, which would explain logical path from activities/outputs through intended outcomes/objectives to anticipated impacts. Further elaboration on indicators might also be explored to assist in the monitoring of progress toward realizing outcomes. Indicators that are more reflective of a causal relationship between interventions and desired outcomes may be helpful.	▲			▲	
4	ILO Dhaka should consider building into the project design a proper assessment of risk and assumptions relating to variations in project intermediate objectives and associated outputs and activities over the lifespan of the project. It will allow to better mitigate risks and undertake timely adjustments.	▲				▲
5	ILO Dhaka should mainstream gender in the situation analysis, the project goals, outputs, indicators, and monitoring and evaluation framework on the stage of project design.	▲			▲	
<b>Implementation</b>						
6	ILO Dhaka should start to focus more on strategic strengthening of institutional capacity of Constituents and their internal governance structures to ensure their sustainability in the long-run. When undertaking organizational development, carry out initial baseline assessments of supported social partners and establish measurable indicators of capacity development.		▲			▲
7	ILO Dhaka should focus more on raising awareness about labour rights and obligations and capacity building among young generation in Bangladesh.		▲			▲
8	ILO Dhaka should plan support for social partners to develop public awareness and communication strategies and activities to inform the public on FPRW and stimulate debate.	▲			▲	
9	ILO Dhaka should undertake a lessons learned exercise and share with its experience/good practices of promotion of decent work agenda in different sectors of Bangladesh for the last three years with all Constituents. ILO Dhaka should consider replication of FRLR project experience of the shrimp sector at RMG sector (in particular cooperation with employers' organizations and factory owners).	▲			▲	
<b>Management and Governance</b>						
10	ILO should ensure strong governance structure under each its project and regular interactions with Constituents on project implementation. Project Advisory Committee (PAC) should deal with strategic issues pertaining to project implementation. It is recommended to hold PAC meetings at least once per 6 months, individual meetings with Constituents on a need basis and joint working level meetings to update on the progress on quarterly basis. ILO should also keep proper records on correspondence with Constituents and conduct systematic follow up.	▲				▲

11	ILO Dhaka should ensure allocation of sufficient number of staff for effective implementation of projects. For similar type of interventions, it is recommended to have one full-time project manager, two national project officers and one part-time M&E specialist.		▲			▲
12	ILO Dhaka should consider providing additional technical assistance to its staff, e.g. in the form of PCM training, to improve skills on sustainable project management and RBM.	▲			▲	
<b>Partners and Partnership</b>						
13	In order to sustain the momentum evolved by the FRLR project and seek greater impact for the subsequent projects in the field of FRPW, ILO Dhaka and its Constituents should seek to expand engagement with other actors, including other line ministries relevant to the decent work agenda, local governments and academia.		▲			▲
14	ILO Dhaka should introduce criteria for partners' selection including level of activeness, frequency of changing leadership and level of democracy in order to ensure fair treatment of different partners and high motivation for effective work.	▲				▲
<b>Capacity building</b>						
15	ILO Dhaka should facilitate the development of a comprehensive capacity development training strategy for ILO Dhaka which includes standards and monitoring mechanisms for all aspects of services provided including training evaluation, materials development and dissemination, and services support such as for information systems.		▲			▲
16	ILO Dhaka should consider using a factory-based approach for future worker education programmes as it will allow to cover larger number of workers, contribute to formation of TUs and introduce change agents within the sector	▲			▲	
17	ILO Dhaka should ensure conduction of more in-depth training needs assessments prior to organization of trainings to ensure meeting of trainees' expectations in future.	▲			▲	
18	ILO Dhaka should develop a database of master trainers on labour rights, workplace cooperation, OSH formed under the FRLR project and share it with Constituents.	▲			▲	
<b>Monitoring and Evaluation</b>						
19	ILO Dhaka should develop a more systematic approach to measuring training outcomes. To consider using Kindpatrick's training assessment model which allows measuring the efficacy of the trainings on the level of reaction, knowledge and behavioral change. It is recommended to pay more attention for measuring training outcomes 3 to 6 months after training and application of new learning and skills by trainees. To ensure allocation of sufficient budget for M&E of capacity building activities (10%-15% of the total training budget).	▲			▲	
20	In future projects targeting renovation of facilities, ILO Dhaka should undertake regular physical monitoring of the works conducted by the contractors.		▲		▲	

<b>Reporting</b>					
21	ILO Dhaka should improve reporting to donors with making more clear articulation which results were achieved with which donors funding.	▲			▲
<b>Gender</b>					
22	ILO Dhaka should improve gender planning of its projects to implement interventions that bring equal benefit, empowerment, and status and rights realization to women and men in Bangladesh.	▲			▲
23	ILO Dhaka and trade unions should develop and implement more programs to strengthen female trade union leadership.		▲		▲
24	ILO Dhaka should encourage better women's participation in its interventions (1) through a quota, (2) by advocacy at senior management levels in tripartite organizations, (3) by inviting members of the women's movement to participate, (4) by requiring women's representation in tripartite bodies, (5) by raising awareness about women's labour rights and non-discrimination thereby highlighting the reasons for encouraging women's participation.		▲		▲
25	ILO Geneva should consider the introduction of the requirement to report on gender in semi-annual reports (Technical Cooperation Progress Reports).	▲		▲	
<b>Sustainability</b>					
26	ILO Dhaka should enhance institutionalization of project activities. ILO Dhaka should engage the Government with a view of finding ways and means of effective mainstreaming and integration of project objectives and activities, not just in relevant national and sector-specific policies and strategies, but also in their budget plans for purposes of fostering political and financial support towards ensuring longer term sustainability of project activities. It is also recommended that in future, issues of sustainability be part of the funding and agreement with implementing partners at all levels.	▲			▲

#### 4.2.2. Recommendations for donor

No.	Recommendation	Timeframe		Priority		
		S/T	L/T	L	M	H
27	The nature of FPRW efforts demand a long-term perspective. The Royal Norwegian Embassy should therefore provide funding for a minimum of three years with a possibility for extension when projects require more time to achieve results and make an impact		▲		▲	
28	The Royal Norwegian Embassy should consider joining SDIR project for ensuring its further contribution and sustaining of results of the FRLR project in the longer term	▲				▲

## V. Lessons learnt and Potential Good Practices

### ILO Lesson Learned No1: Realistic project objectives, time frame, and scope are crucial to success

**Project Title:** Promoting Fundamental Principles and Rights at Work and Labour Relations in Export Oriented Industries in Bangladesh (FRLR) project

**Project TC/SYMBOL:** BGD/13/05/NOR

**Name of Evaluators:** Katerina Stolyarenko & Arafat Khan

**Date:** February 2016

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

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	An important lesson learned of the FRLR project is the need for realistic time frames and goals when planning interventions related to FPRW and social dialogue. Legal, administrative and institutional changes take time, and the initial duration of project was too short, and goals too ambitious, to achieve intended results. Therefore, technical assistance offered in the field of social dialogue and FPRW should be planned for a longer period of time, possibly in the form of a programme rather than projects, to allow for the generation of lasting results and impact.
<b>Context and any related preconditions</b>	<ul style="list-style-type: none"> <li>▪ Project was designed without proper consultations with Constituents</li> <li>▪ Attainment of all approvals from the Government took more than a year</li> </ul>
<b>Targeted users / Beneficiaries</b>	<ul style="list-style-type: none"> <li>▪ Tripartite partners</li> <li>▪ Workers and union leaders in export oriented sectors (RMG, shrimp and leather sectors)</li> </ul>
<b>Challenges /negative lessons - Causal factors</b>	<ul style="list-style-type: none"> <li>▪ Inability to deliver all planned outputs within project's timeframe</li> <li>▪ Insufficient time for sustainable capacity development of social partners</li> <li>▪ Difficulties in demonstrating tangible results because of coverage too many topics and sectors</li> </ul>
<b>Success / Positive Issues - Causal factors</b>	<ul style="list-style-type: none"> <li>▪ Understanding of the necessity to introduce of theory of change in all phases of the project implementation to ensuring long-term impact and sustainability of the project</li> </ul>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<ul style="list-style-type: none"> <li>▪ Substantial delays in project implementation.</li> <li>▪ Overburden of project staff due to high volume of work.</li> <li>▪ Compromise on quality and focus on delivery rate.</li> </ul>



## ILO Lesson Learned No2: Conducting media outreach campaigns to improve knowledge on labour rights

**Project Title:** Promoting Fundamental Principles and Rights at Work and Labour Relations in Export Oriented Industries in Bangladesh (FRLR) project

**Project TC/SYMBOL:** BGD/13/05/NOR

**Name of Evaluators:** Katerina Stolyarenko & Arafat Khan

**Date:** February 2016

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

<b>LL Element</b>	<b>Text</b>
<b>Brief description of lesson learned (link to specific action or task)</b>	In an environment that lacks awareness of FPRW and social dialogue, the international labour standards and collective bargaining, freedom of association, the media may come in as an important transmission belt in reaching out for many more people that any project can do. A media component appears to be a must for all the projects of this type.
<b>Context and any related preconditions</b>	The FRLR project used radio programmes and TV talk shows to raise awareness on labour laws. Preconditions: <ul style="list-style-type: none"> <li>▪ Awareness-raising campaigns stand much more chance of having an impact if they are clearly focused</li> <li>▪ Awareness-raising should not be seen as an end in itself but as a means to an end. It should be a key element in a combination of interventions</li> </ul>
<b>Targeted users / Beneficiaries</b>	<ul style="list-style-type: none"> <li>▪ Tripartite partners</li> <li>▪ Workers in export oriented sectors (RMG, shrimp and leather sectors)</li> </ul>
<b>Challenges /negative lessons - Causal factors</b>	<ul style="list-style-type: none"> <li>▪ Awareness-raising is an on-going process. Resources have to be expended on a regular basis to raise awareness.</li> </ul>
<b>Success / Positive Issues - Causal factors</b>	<ul style="list-style-type: none"> <li>▪ Estimated coverage of 270,000 people through radio programmes by two national radio stations</li> </ul>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<ul style="list-style-type: none"> <li>▪ Difficulties in ensuring sustainability due to lack of</li> <li>▪ Prior to conduction of any media campaign/awareness raising activities, to discuss and agree with all Constituents its key messages</li> </ul>



## ILO Emerging Good Practice No 1: Documenting the Implementation of Workers' Training Programme

**Project Title:** Promoting Fundamental Principles and Rights at Work and Labour Relations in Export Oriented Industries in Bangladesh (FRLR) project

**Project TC/SYMBOL:** BGD/13/05/NOR

**Name of Evaluator:** Katerina Stolyarenko & Arafat Khan

**Date:** February 2016

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

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	Third-party monitoring of large-scale worker education training programme. It was done by outsourced research institute (Dhaka University) with an aim to document the implementation of training programme targeting workers in RMG sector, which was carried out by the trade union organizations (NCCWE and IBC). The monitoring included several components: (1) training observation, (2) assessment of trainer and co-trainer, (3) development of database of trainees, (4) pre-post knowledge tests, (5) post-training evaluation of training by trainees (venue, food) and (6) financial monitoring (distribution of training allowances). The monitoring was performed by trained documentation officers. Documentation Team passed 2-days orientation to perform the documentation task efficiently. After each training the documentation officer prepared a two-pages report.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	Based on FRLR project experience, the following conditions seem to be important for its successful implementation: <ul style="list-style-type: none"> <li>▪ Coordination of monitoring activities with trainer and co-trainer with allocation of time in training agenda for monitoring activities</li> <li>▪ Involvement of third-party monitoring team on the stage of master trainers preparation for better understanding of the essence of the training and focus of monitoring</li> <li>▪ Provision of appropriate time for data analysis and reporting</li> </ul>
<b>Establish a clear cause-effect relationship</b>	The key achievements of the practice was: <ul style="list-style-type: none"> <li>▪ Formation of a comprehensive database of trainees with full contact details (i.e. participant name, organization, address, mobile phone and email) participated in worker education programme and its convertible into ILO central database through online data portal. This database will allow ILO to measure impact of capacity building work in the long run</li> <li>▪ Measurement of trainings relevance for workers and level of improvement in knowledge and skills</li> <li>▪ Identification of organizational capacities of trade union organizations</li> </ul>
<b>Indicate measurable impact and targeted beneficiaries</b>	Workers in export oriented sectors (RMG, shrimp and leather sectors)

<b>Potential for replication and by whom</b>	<p>Necessary condition for replication</p> <ul style="list-style-type: none"> <li>▪ Experienced and committed documentation team who could collect the data</li> <li>▪ Availability of iPads for onsite database of trainees update</li> <li>▪ Allocation of sufficient budget for third-party monitoring</li> </ul>
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	<p>The replication could be done by Programme for the Promotion of the Declaration on Fundamental Principles and Rights at Work (DECLARATION)</p> <ul style="list-style-type: none"> <li>▪ ILO Programme and Budget for the Biennium 2014-2015, Outcome 10 "Workers have strong, independent and representative organizations"</li> <li>▪ DWCP 2012-2015, Outcome 11: Improved capacity of the workers organizations contributes to effective DWCP implementation at country level</li> </ul>
<b>Other documents or relevant comments</b>	N/A

## ILO Emerging Good Practice No 2: Capacity building for enhanced delivery of project objectives

**Project Title:** Promoting Fundamental Principles and Rights at Work and Labour Relations in Export Oriented Industries in Bangladesh (FRLR) project

**Project TC/SYMBOL:** BGD/13/05/NOR

**Name of Evaluator:** Katerina Stolyarenko & Arafat Khan

**Date:** February 2016

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

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	Capacity building activities of the FRLR project have included TOT programmes to build capacity of participants on labour rights and obligations, workplace cooperation and OSH. In delivering these capacity building interventions, ILO outsourced external collaborators who are consultants with relevant expertise in their area of endeavor.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	Based on FRLR project experience, the following conditions seem to be important for its successful implementation: <ul style="list-style-type: none"> <li>▪ Using of interactive methods of teaching</li> <li>▪ Inclusion of sufficient time for adult-learning techniques</li> <li>▪ Translation of training materials in Bengali</li> </ul>
<b>Establish a clear cause-effect relationship</b>	The key achievements of the practice was: <ul style="list-style-type: none"> <li>▪ Capacities gained from the capability building programmes of the FRLR project gave social partners adequate skills to roll-out trainings on grass root level (for workers) and at factory level</li> </ul>
<b>Indicate measurable impact and targeted beneficiaries</b>	<ul style="list-style-type: none"> <li>▪ Workers' and employers' organizations in export oriented sectors (RMG, shrimp and leather sectors)</li> <li>▪ Workers and employers in export oriented sectors (RMG, shrimp and leather sectors)</li> </ul>

<p><b>Potential for replication and by whom</b></p>	<p>Necessary condition for replication</p> <ul style="list-style-type: none"> <li>▪ The need to have stakeholder commitment in the project is paramount as it holds the key to whipping up interest of staff to participate in the capacity building programmes</li> <li>▪ The project must have ample time for implementation so that planning and actual delivery and application of capacity building interventions could all be accommodated within the project life span</li> <li>▪ Availability of capacity building experts as external collaborators to deliver interventions with remarkable excellence</li> <li>▪ Continued support from donors is critical in replicating capacity building interventions. This is because the capacity building is relatively expensive and adequate support is needed to carry it out</li> </ul>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b></p>	<p>DWCP 2012-2015:</p> <ul style="list-style-type: none"> <li>▪ Outcome 10: Improved capacity of employers contributes to effective DWCP implementation at country level</li> <li>▪ Outcome 11: Improved capacity of the workers organizations contributes to effective DWCP implementation at country level</li> </ul>
<p><b>Other documents or relevant comments</b></p>	<ul style="list-style-type: none"> <li>▪ Capacity building is essential but must seek to build on existing capacities of beneficiaries. Therefore a careful capacity needs assessment should be done</li> <li>▪ On the stage of training curriculums design to hold consultations with social partners to identify the themes most relevant to the context. That stakeholder consultation and involvement during project design and implementation play critical role in fostering ownership of capacity building interventions and enhances the possibility for sustainability of trainings beyond the project lifetime</li> <li>▪ During conduction of TOT on labour rights it is better to have a TOT trainer with legal background and knowledge of country’s labour legislation</li> </ul>

## VI. Annexes

### Annex 5.1. Terms of Reference

#### Final Independent Evaluation of Promoting Fundamental Principles and Rights at Work and Labour Relations in Export Oriented Industries in Bangladesh Project

<b>TC Code</b>	<b>BGD/13/05/NOR</b>
<b>Donor</b>	<b>Royal Norwegian Embassy</b>
<b>Total budget</b>	<b>US\$ 2,513,126</b>
<b>ILO Administrative Unit</b>	<b>CO-Dhaka</b>
<b>ILO Technical Unit</b>	<b>Programme for the Promotion of the Declaration on Fundamental Principles and Rights at Work (DECLARATION)</b>
<b>Evaluation date</b>	<b>November 2015</b>
<b>Evaluation Manager</b>	<b>Mr. Jajoon Coue</b>
<b>TOR preparation's date</b>	<b>October 2015</b>

#### Introduction and Rationale for the Final Independent Evaluation

This Terms of Reference (TOR) covers the final evaluation of the project. The project was implemented by the ILO and funded by the Royal Norwegian Embassy (RNE). The project was developed to build upon the then-ongoing work in Bangladesh to promote labour rights and sound industrial relations; specifically, it was designed to build upon the work of the ILO "Promoting Fundamental Principles and Rights at Work" (FPRW) project in the country's ready-made garment (RMG) sector, and subsequently expand into other key and growing export-oriented sectors of the national economy, such as the shrimp processing, shoe and leather sectors.

The project was originally to run from June 2013 to March 2014, but actually commenced in September 2013—when funds were actually received—and was completed in August 2015, after having received a no-cost extension from the donor. The RNE provided a sum of USD 2,513,126 for the project.

In line with ILO policies and procedures on evaluations, the final evaluation is a mandatory exercise for all ILO projects and as per ILO Evaluation policy, all ILO projects with budget of more than USD 1 million require at least one independent evaluation. A midterm evaluation was undertaken during August-September, 2013. The final evaluation will be an independent evaluation to be managed by an independent ILO evaluation manager. The evaluation manager will prepare a TOR and will subsequently finalize it in a consultative process involving key stakeholders of the project including the RNE. The evaluation will comply with UN norms and standards and ethical safeguards will be followed.

#### Project Background

The Freedom of Association and Protection of the Right to Organize Convention (No. 87) and the Right to Organize and Collective Bargaining Convention (No. 98) apply to all workers, including those in and outside the export processing zones (EPZs). Bangladesh ratified both Conventions following independence in 1972. Overall, Bangladesh has ratified a total of 33 of the 189 ILO Conventions. The main law governing labour issues in Bangladesh is the Labour Act of 2006 (BLA), a consolidation of dozens of previous laws related to labour. The final product took twelve years of drafting under three Governments. Positive developments introduced by the law are the limitation on working hours to eight hours a day, an increase in maternity benefits, and provisions for equal remuneration for work of equal value. Nevertheless, the BLA was passed without full consultation among the tripartite partners and is inconsistent with ILO Conventions in many ways. The most recent statute is the EPZ Workers Welfare Society and Industrial Relations Act, 2010, which allows workers to form Workers Welfare Societies "for the purpose of regulating the relations between workers and employers".

Certain provisions of the Act are incompatible with the fundamental rights set out in ILO core conventions. Relating to the right to organise, discrepancies include minimum membership and other requirements for the establishment of workers' societies, a limitation of one society per industrial unit, a prohibition on societies associating or affiliating in any manner with their counterparts in the same or other zones or maintaining any linkage with political parties or NGOs, as well as certain of the powers conferred on the Bangladesh Export Processing Zones Authority (BEPZA) Executive Chairman in relation to constitution drafting and trade union elections, and a ban on strike in the EPZs until 31 October 2013.

The project will build on the recently (since 2011) intensified work of the ILO in Bangladesh in the following areas: promoting labour rights; supporting dialogue between employers, workers, and the Government; labour compliance; freedom of association (FOA); and collective bargaining (CB). Elements of this work include, for example: a feasibility study for a Better Work (BW) programme<sup>24</sup>; a gaps diagnostic and the subsequent development of national plan of action on FOA and CB to close those gaps; the ongoing BW Design Phase; the current U.S. Department of Labor funded FPRW project; and the tripartite work the ILO is facilitating on fire safety in the RMG industry.

Proposed programmes and activities under this project are designed to build on, complement, expand, and broaden the work of the FPRW project and the potential full-fledged BW project. The proposed project will also make use of the wide experience of the ILO staff in the country. This project proposal is based on a combination of needs identified by the ILO through the daily engagement with the social partners in Bangladesh, feedback received from the partners, and/or specific requests of the ILO from Government, business and/or labour partners.

To address and take into account the realities of very low unionization levels in export sectors in Bangladesh, the proposed project will work with union structures where they exist but will also work with credible factory-level labour-management and safety and health committees. Such committees exist and/or are required at most export-oriented manufacturing facilities under the national labour law.

### **Project Strategy**

As discussed with the RNE of Bangladesh, the ILO will implement a multiple component labour rights programme designed to be delivered over the period of 1 year. The proposed project will be delivered through four principal components which are all focussed on the RMG, shrimp-processing and shoe & leather sectors (called Immediate Objectives – IOs):

IO 1 - workers and employers in the RMG, shrimp processing and shoe & leather industries will have a better knowledge and understanding of labour rights – in law and in practice;

IO 2 - workers and employers and their representatives are better equipped to engage in meaningful dialogue and labour relations on workplace issues of mutual importance;

IO 3 - governmental authorities and labour courts, in particular the IRI, the MoLE, labour courts and the BEPZA, will have an improved capacity to perform core functions and mandates; as well as to

IO 4 - support the implementation of occupational safety and health (OSH) improvement measures and the National Tripartite Plan of Action on Fire Safety<sup>25</sup>, in particular its “practical activities”.

Accordingly, the project's support will focus on the following Outputs:

- Workers and employers are more aware and sensitized about labour rights and obligations sound labour relations and social dialogue;

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<sup>24</sup> [http://www.ilo.org/global/programmes-and-projects/WCMS\\_084616/lang--en/index.htm](http://www.ilo.org/global/programmes-and-projects/WCMS_084616/lang--en/index.htm)

<sup>25</sup> [http://www.ilo.org/dhaka/informationresources/WCMS\\_209285/lang--en/index.htm](http://www.ilo.org/dhaka/informationresources/WCMS_209285/lang--en/index.htm)

- At least 4000 workers and employers have a better understanding, skills and tools to implement their fundamental labour rights at the workplace;
- Workers and employers are better equipped to improve the functioning of the labour management committees;
- Employers and workers representatives are more capable of practicing interest-based negotiations to prevent workplace level disputes and to conclude win-win workplace level agreements;
- Tripartite constituents have acquired a better understanding of industrial relations and related good practices in the region;
- The Industrial Relations Institute (IRI) is better equipped to promote sound industrial relations in the country;
- BEPZA officials and technical staff have increased capacity to ensure labour law compliance and resolve disputes;
- A set of policy and/or procedural recommendations is implemented to improve the enforcement of labour rights and dispensation of labour justice;
- Workers and employers have improved understanding and resources to build an OSH compliance culture at the factory level;
- A selected number of medium and small factories have improved, affordable and beneficial OSH intervention models.
- 

In implementing the activities relating to the above-mentioned Outputs, the project will utilize and/or adapt relevant materials, training modules, toolkits, and other resources developed by ILO through global and technical cooperation projects. The proposed project will utilize the expertise of the ILO training experts to develop custom-tailored programmes on workers' rights, social dialogue, and compliance based industrial development specific to the country's industries and context.

### **Target Groups and Areas of Intervention**

The target groups of the project are workers in export oriented sectors and the ILO tripartite constituents in Bangladesh. Women and younger workers, who represent significant percentages of the workforce in RMG, shrimp processing, and export processing zones will particularly benefit from the proposed programmes.

The ultimate beneficiaries of the project will be workers and employers and the export industries themselves. Improvements in the area of labour rights will enhance the global image of the industries and dialogue between workers and employers will lead to greater stability, productivity, and competitiveness.

The project will work both within and outside the EPZs. Though the number of factories in the EPZs is relatively small (at approximately 425 factories), the importance of the EPZs to the national economy, to export industry development and to progress in terms of labour compliance is significant. There is little shoe & leather production and no shrimp processing in the EPZs. Accordingly, the ILO will include specific activities with the EPZ stakeholders within those areas of intervention. The majority of the work and activities of the proposed project will however be outside the EPZs, focussing mainly on the Dhaka, Chittagong, and Khulna areas.

### **Activities/Outputs under Each Immediate Objective**

**IMMEDIATE OBJECTIVE 1:** Workers and employers in the RMG, shrimp processing and shoe & leather industries will have a better knowledge and understanding of labour rights – in law and in practice.

**Output 1.1:** Workers and employers are more aware and sensitized about labour rights and obligations, sound labour relations and social dialogue



Under this Output, the project will carry out mass media information, education and outreach (IEO) campaigns on workers' rights at the national and sectoral levels. The IEO campaigns will be developed and delivered with input from the ILO labour and employer partners. The campaign will utilize a multiple media approach, using among others: television spots, cinema advertisements, radio spots, print materials, social media, billboards, and possibly specific live and recorded performances. Professional production companies with experience in similar types of IEO and social messaging campaigns will be contracted for this component of the proposed project. The campaigns will target the geographic areas where the three target industries are concentrated.

There will be two approaches to the IEO campaigns. One will be an IEO on general worker rights issues common to all three project target sectors (cross-sectoral campaign focusing on the Dhaka, Chittagong, and Khulna areas). The second portion will be to supplement the general portion with industry specific IEO components which will provide information on rights, OSH, and other workplace related issues specific to each sector.

The IEO campaign subjects will be sequenced over the duration of the project to create a type of series with the idea being to capture the targeted audiences' attention and retain it over a period of time by introducing additional and relevant workplace and rights topics. The principle of "with rights comes responsibility" will be a common theme of the IEO campaign. At the end of the campaigns there will be an evaluation with a specific focus on developing good practices for future campaigns and analysing information retention.

#### **Expected Results:**

- Information on workers' rights, compliance, and labour relations will be received and understood by at least 100,000 workers in the target sectors.
- Workers will utilize information to enforce their rights and/or address violations at their workplaces.

**Output 1.2:** At least 4000 workers and employers have a better understanding, skills and tools to implement their fundamental labour rights at the workplace

To achieve this Output, the proposed project will develop a strategy to carry out education programmes on labour rights and obligations for both workers and employers. These education programmes will cover the full scope of labour rights subjects including freedom of association and collective bargaining rights. The programme will include core trade union development, worker representation, and labour and industrial relations subjects. Other subjects to be included are: wage and hour issues, overtime, health and safety, leave entitlements, workers' welfare benefits, mandated labour-management committees, and issues specific to globalized industries.

The education programme will be delivered through seminars, community-based meetings and discussions with workers, "union hall" programmes, and programs with employers on a core curriculum of labour rights, labour compliance, and labour relations subjects. The project will also assess the feasibility of implementing a supplementary weekly radio and/or TV show to reinforce learning and reach a larger audience. Audience appropriate informational materials will be adapted and/or developed to ensure participants have reference materials when they attempt to apply what they have learned in the workplace.

The education programme will include a training of trainer (TOT) component to ensure there are trained local resource people and to enhance sustainability of the investment, in particular through leadership training. Materials developed through the programme will be piloted initially and revised as and if needed to ensure relevance and utility. The project will utilize both trade union partners and



other partners with experience and expertise in the education programme subject areas to deliver the worker education programmes.

**Expected Results:**

- Workers and employers will display improved knowledge on labour rights, labour law compliance, labour relations and social dialogue.
- Workers and employers will be equipped with stronger skills and tools (training and informational materials).
- Workers will utilize information and acquired skills to enforce their rights, address violations at their workplaces, and/or to organize.

**IMMEDIATE OBJECTIVE 2:** Workers and employers and their representatives are better equipped to engage in meaningful dialogue and labour relations on workplace issues of mutual importance.

**Output 2.1:** Workers and employers are better equipped to improve the functioning of the labour management committees

Under this Output, activities will aim to work with factory level structures such as unions, mandated worker representation committees and employers' organizations. On the worker side, union or committee members will receive training on how to build effective unions or committees, how to prepare for labour-management negotiations and discussions, how to communicate union or committee work with their constituents, and how to enforce agreements reached with the employer.

Separate training programmes will also be delivered to employer representatives who conduct collective bargaining or engage in labour-management committee or union discussions. Compliance and welfare officers, human resource managers, and line level supervisors who represent the employer in labour-management, will receive training and skills building in working effectively and respectfully with worker representatives. These activities with employers would focus on how proactive engagement with workers, dialogue, and integrating worker input to factory operations and workplace conditions contribute to productivity and competitiveness.

Finally, the project will also carry out joint worker and employer representatives trainings. This component of the activity would assist the committees in making effective use of their engagement, framing issues for discussion, and following through on commitments, decisions, and agreements.

**Expected Results:**

- Unions, labour-management committees and employers' representatives will demonstrate improved capacity to conduct labour and industrial relations.
- Labour-management committees will negotiate and enforce agreements on workplace issues raised by workers and employers.
- Workers and employers will have resource materials and trained resource persons to multiply the numbers of capable labour-management committee members at the factory level.

**Output 2.2:** Employers and workers representatives are more capable of practicing interest based negotiations to prevent workplace level disputes and to conclude win-win workplace level agreements

So as to achieve this Output, the proposed project will first carry out separate and then joint programmes with employers' and workers' representatives in the targeted sectors on interest based negotiations (IBN) and joint problem solving. The proposed project will expand the work being done on IBN in the RMG sector through the current FPRW project and introduce IBN to the shrimp and shoe

& leather sectors. The proposed project will continue to partner and contract with the US Federal Mediation and Conciliation Service (FMCS) for part of this project.

IBN is an alternative model to traditional, confrontational labour relations, negotiations, and dispute resolution. IBN focuses on mutual and respective interests, using objective criteria to evaluate bargaining/resolution proposals, and building consensus to determine agreements/settlements.

The IBN programme will include: separate IBN and joint problem solving training programmes with employer and worker representatives, a training of trainers (TOT) for previously trained employer and worker representatives, joint trainings for employer and worker representatives, and setting up a mentoring scheme for practitioners who will introduce and/or utilize IBN in their labour relations, grievance handling, and labour-management committee work.

**Expected Results:**

- Employers' and workers' representatives will understand and practice IBN and joint problem solving as an attractive alternative to conflict based labour relations.
- Employers' and workers' representatives will have training, human resources and skilled trainers to build a cadre of IBN practitioners and advocates in their industries.

**Output 2.3:** Tripartite constituents have acquired a better understanding of industrial relations and related good practices in the region

Under this Output, the project will organize study exchanges with tripartite constituents to countries in the region that have successfully faced and addressed labour rights and labour compliance challenges in the RMG, EPZ, shrimp, and/or shoe and leather sectors. Real life efforts by employers, workers, and government from other countries in the region facing similar development challenges and opportunities will provide valuable examples for Bangladeshi tripartite partners to adapt and/or emulate. Additionally, the project will carry out a national level tripartite workshop related to the exchanges and how lessons learned/positive practices could be applied in the BGD industries. At this workshop, a set of tripartite recommendations/conclusions based on the good practices observed in other countries will be adopted.

**Expected Result:**

- The tripartite constituents will understand how other countries have overcome the challenges they face.

**IMMEDIATE OBJECTIVE 3:** Governmental authorities and labour courts, in particular the IRI, the MoLE, labour courts and the BEPZA, will have an improved capacity to perform core functions and mandates

**Output 3.1:** The Industrial Relations Institute (IRI) is better equipped to promote sound industrial relations in the country

The IRI is the division within the Directorate of Labour (DL) of the Ministry of Labour and Employment (MoLE) which is tasked with training Ministry staff, employers, and/or workers and unions on matters related to industrial relations, enforcement of freedom of association and collective bargaining rights, and labour dispute/unfair labour practice cases. The ILO identifies the IRI as an underutilized resource that can have wide and unique access to workers and employers. This access is critical when the low unionization rates in the private, export oriented sectors are considered.

The project will work towards improving the capacity of the IRI through various activities. Firstly, the proposed project will carry out an in-depth training course on industrial relations and International

Labour Standards (ILS) with IRI staff. Secondly, and with the support of the recently-trained staff, the project will review the curricula and materials currently being used by the IRI trainers. Materials will be updated, produced in durable formats/media for distribution to trainees, and new subjects related to working conditions, worker rights, and competitiveness issues in globalized industries will be introduced. The project will train and provide professional development with the IRI training staffs and administrators to help them improve the quality of their training services.

The project will also support renovations and modernization upgrades to the IRI training facilities in Dhaka, Chittagong, Khulna, and possibly Rajshahi. These renovations will be limited to ensure the training room(s) facilities at the IRI buildings are brought up to a modern standard to deliver effective trainings in an adequately equipped and comfortable facility.

The support will be used to purchase technological equipment (i.e. projectors, computers, large screen televisions/screens, and sound/microphone systems); proper furniture for a training facility and cosmetic improvements to the actual training rooms (i.e. repairing and painting walls/ceilings, washroom facilities, windows, fans, and air conditioners). The renovations and modernizations are necessary to bring the facilities up to a current standard both from a technological and learning environment perspective.

**Expected Results:**

- The MoLE will have updated, relevant, and high professional standard training materials and subject specific programmes to offer their constituents and clients.
- The MoLE-IRI will have modern, more professionally run facilities to be able to better deliver labour rights and labour relations training programmes to employers, workers, and MoLE representatives.

**Output 3.2:** BEPZA officials and technical staff have increased capacity to ensure labour law compliance and resolve disputes

The EPZs in Bangladesh function under a separate labour law that provides restricted freedom of association rights. The ILO is currently working with the Bangladesh Export Processing Zones Authority (BEPZA) regarding observations and comments by the ILO Supervisory Mechanism regarding the 2010 EPZ Labour Law in terms of compliance with ILS. The proposed project will complement these efforts through a capacity building programme designed for BEPZA officials and technical staff responsible for implementing the labour law and regulations specific to the EPZs, for mediating and facilitating resolution of labour management disputes, and for supervising the elections of worker representative committees at the factory level.

To achieve Output 3.2, the capacity building programme will include a comprehensive training programme, including a TOT element, which will cover the following subjects: the 2010 EPZ Labour Law and ILO Core Conventions; rights and responsibilities of workers, employers, and BEPZA as the regulatory authority; facilitating labour management cooperation; mediating labour-management conflict through IBN and joint problem solving; and effective administration and enforcement of EPZ labour law.

Finally, the proposed project will also organize a conference with BEPZA officials from the eight different EPZs. The conference will discuss the challenges and opportunities of industrial relations and law enforcement in the Bangladeshi EPZs.

**Expected Results:**

- BEPZA officials will be better equipped to carry out their core functions

· BEPZA officials will be trained as TOTs to ensure commitment to continuous learning.

**Output 3.3:** A set of policy and/or procedural recommendations is implemented to improve the enforcement of labour rights and dispensation of labour justice.

In order to achieve this Output and to complement the gap analysis of the law, systems, and procedures regarding registration of trade unions which the ILO conducted in 2012, the proposed project will conduct an analysis of the gaps between the respective function of the MoLE and the Labour Courts as they relate to enforcement of the labour law(s) and labour rights violations. This activity is in direct response to a suggestion from the MoLE during the aforementioned union registration analysis. The MoLE suggested the ILO review and support measures to address contradictions in applying the provisions of the law falling under the purview of the MoLE-DL and the labour courts. In practice, there are reported challenges related to parties bypassing the MoLE-DL by direct, premature, and inappropriate first resort to the labour courts.

The project will utilize experts in labour law administration and enforcement to analyse the law and its application in practice by the parties vis-à-vis the provisions and respective authorities of the MoLE and the labour courts. The gap analysis will have a specific focus on union registration decision challenges, unfair labour practice claims, and union discrimination cases. The experts will provide a report and recommendations from their research to relevant authorities. The project will provide technical advice to the development of concrete policy and procedural steps to address those gaps. Legal advisory services will also be provided to MoLE officials and judges to implement the recommendations and policy and procedural steps developed before.

As a final activity to achieve this Output, the project will carry out a training workshop for legal practitioners (lawyers, prosecutors and legal advisors) on functioning procedures of labour law enforcement mechanisms.

**Expected Result:**

· MoLE and Labour Courts will receive and act upon valuable and realistic recommendations on policy and/or procedural modifications to better dispense labour justice.

**IMMEDIATE OBJECTIVE 4:** Support the implementation of OSH improvements and the National Tripartite Plan of Action on Fire Safety, in particular its “practical activities”

**Output 4.1:** Workers and employers have improved understanding and resources to build an OSH compliance culture at the factory level

To accomplish this Output, the proposed project will firstly set up a project will establish a coordination, collaboration, and quality control group (CCQ group) consisting of representatives from employers, workers’ groups/organizations, OSH experts and relevant MoLE staff. The CCQ group will design, supervise delivery and monitor the OSH training programme outlined below. The proposed project, with the support of the CCQ group, will also ensure that the OSH project activities are coordinated to compliment and support the recent initiatives of the MoLE, in particular under the National Tripartite Plan of Action on Fire Safety, to fortify the national labour inspection resources and practices.

The project will subsequently develop and deliver a comprehensive, factory-level OSH training programme for worker and employer representatives. The training programmes will cover general OSH issues and requirements under the national laws and OSH national plan. Based on specific risks,

exposures, and/or manufacturing processes specific to the RMG, shrimp, and shoe & leather sectors, industry specific OSH issues will be included in those respective trainings. A total of 140 OSH training programmes will be delivered, 100 for RMG factories and 20 each for the two remaining sectors. For the RMG sector, the OSH programmes will be coordinated to fill the needs and gaps of the National Tripartite Plan of Action on Fire Safety.

The OSH education programme will have a special sub-component to support and fill training and other lower cost/non-infrastructure intervention gaps of the tripartite fire-safety initiatives agreed to by the Government of Bangladesh, the employers' representatives, and the union representatives in March 2013 (see footnote 2).

**Expected Results:**

- Factory level workers and supervisors will have improved knowledge on OSH issues, better factory OSH practices, and will better comply with OSH standards and requirements.
- Workers and employers will have current and relevant training and informational materials to build an OSH compliance culture at the factory level.

**Output 4:2:** A selected number of medium and small factories have improved, affordable and beneficial OSH intervention models

Social and environmental compliance initiatives have been well-received by RMG industry stakeholders. "Model factories" are creating an example that sound social, labour, and environmental practices also translate to good business. Unfortunately, it is almost exclusively larger manufacturing facilities which have been able to generate the resources or that can afford to implement these model standards and practices.

To stimulate the advancement of model OSH practices and innovations at second level facilities, the proposed project will set up an incentive programme to award a total of six grants to two medium-sized manufacturing facilities from each of the target sectors of this project. The grants will be of US\$ 50,000 each and shall be used to develop and implement OSH interventions at the factory level. The interventions must be developed through full engagement between the employer and worker representatives at the factory level. The ILO, together with international and national experts, will set up an application and selection process, using integrity mechanisms to safeguard the investment. The project will contract local and international experts to provide expert technical OSH assistance.

The results of the grantees' OSH interventions and innovations will be widely publicized among the national and international stakeholder communities in the respective sectors.

**Expected Results:**

- Examples of affordable and beneficial OSH improvement measures will be available to be replicated by other medium and smaller sized manufacturing facilities.
- Details on the design and implementation of the six grantees' model OSH interventions will be published and widely distributed.

**Assumptions and Risks**

The main assumption is that the Bangladesh tripartite partners are adequately committed to respecting and promoting workers' and employers' rights, labour compliance, and respect for international labour standards. It is assumed that at the national and sectoral levels there will be a supportive climate and the political will to make advancements in these areas. It is further assumed that there will be the political will to strengthen relevant state institutions mandated to uphold and enforce labour laws and standards and that there will be sufficient institutional capacity to sustain the project outcomes in the future. A main risk, therefore, is whether the political will at the national and

sectoral levels is adequate enough to make concrete progress.

2013 is proving to be a volatile year in Bangladesh, marked by intense political disagreement between the two major national political parties (centre-left Awami League and centre-right Bangladesh Nationalist Party) and frequent national strikes (called hartals). The hartals of 2013 are proving to be more prone to violence than has been the case in previous periods that showed a similar level of political disagreement. This volatility and frequent disruption to order in the country is expected to continue through 2013 and into 2014 when the next round of national elections are scheduled to take place. This political uncertainty and the frequent disruptions may influence the implementation and timeliness of the delivery of this proposed project. Frequent strikes and national shutdowns may, at times, divert the social partners' attention away from project activities due to the urgent need to "catch up" on work and time lost from the hartals and for employers in managing concerns of their clients. It is however important to note that past experience has shown that the ILO's longstanding and strong relationships with the tripartite partners will assist in working through these difficult and challenging work environment realities.

#### 1) Purpose and Scope of Evaluation

##### Purpose

The overall purpose of this final evaluation is to ascertain what the project has or has not achieved; how it has been implemented; how it is perceived and valued by target groups and stakeholders; whether expected results are occurring (or have occurred) based on performance data; the appropriateness of the project design; and the effectiveness of the project's management structure. In addition, the evaluation aims to describe practices that can and should be replicated; and identify those factors that enable the sustainability of the interventions undertaken during the project. Finally, the evaluation will investigate how well the project team managed project activities and whether it had in place the tools necessary to ensure achievement of the outputs and objectives.

##### Scope

The scope of the evaluation includes an assessment of all outcomes and activities carried out as per the project documents from the start until the end. The evaluation will focus data collection primarily on project documents and reports and interviews with key project personnel, partners, and stakeholders in Bangladesh. The evaluation will cover all geographical coverage that the project operates. The evaluation will integrate gender equality as a cross-cutting concern throughout its methodology and all deliverables, including the final report.

The evaluation will focus on the areas of project relevance, effectiveness, efficiency, impact and sustainability. Specifically, the evaluator should examine:

- The validity of project design, objectives, strategy, and assumptions including strategic fits of complementary programmes, its objectives and outputs;
- The complementary and/or linkages of this project vis-à-vis other FPRW projects in particular the US DOL-funded FPRW project in Bangladesh and other projects implemented in the RMG sector
- Progress made in achieving the project's immediate objectives
- Stakeholders' buy-in, support, and participation in the project;
- Barriers and opportunities to successful implementation; activities which have been particularly successful, the reasons for successful implementation;
- Direct and indirect impact on the target groups;
- Sustainability of project activities, way forward and any lessons learnt and possible good practices;
- Incorporation of the interim evaluation feedback and recommendations into project strategy;
- Risk analysis in project design and implementation, and the extent to which the project

responded effectively to emerging risks and challenges.

#### Users

The primary stakeholders of the evaluation are project management, ILO (ILO Dhaka Office, DWT-India, and Regional Office for Asia and the Pacific-ROAP, and GOVERNANCE department at HQ), the Government of Bangladesh and social partners in Bangladesh, and the RNE. The ILO, the tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learned. The evaluation findings, conclusions and recommendations will also serve to inform stakeholders in the design and implementation of subsequent projects in the country and elsewhere as appropriate.

#### 2) Evaluation criteria and questions

This final evaluation will assess the extent to which the project partners and beneficiaries have benefited from the project and the extent to which the project strategy and implementation arrangements were successful. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency, sustainability and impact as defined in the ILO Policy Guidelines for results-based evaluation, 2012 ([http://www.ilo.org/eval/Evaluationguidance/WCMS\\_176814/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm)). The planned Norwegian evaluation will include similar questions.

The following OECD/DAC evaluation criteria will be applied.

- Relevance and strategic fit of the project;
- Validity of the project design;
- Project effectiveness;
- Efficiency of resource use;
- Sustainability of project achievements/results;
- Impact orientation;

These criteria are explained in detail below by addressing their associated questions.

In addition the evaluation is expected to be based on the following principles:

- Application of result-based management;
- Gender equality;
- Adoption of human rights-based approach;
- Capacity development;
- Environmental sustainability;

Gender equality, along with development, has been identified by the ILO as a cross-cutting issue of the strategic objectives of its global agenda of Decent Work. To the extent possible, data collection and analysis will be disaggregated by gender as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes.

The above gender concerned and the following two questions that should be taken into consideration throughout the findings, observations, conclusions and recommendations:

- What lessons learnt and good practices from the project that can be applied to similar future projects in Bangladesh?
- What should have been different, and could have been avoided?

The evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed between the evaluation manager and the evaluator, and reflected in the inception report.

Validity of the project design



19. To what extent was the project design logical and coherent? Were the objectives/outcomes, targets and timing clearly established and realistically set? Was this objective realistic and valid?
20. How appropriate and useful are the indicators described in the project document in assessing the project's progress? Is the project's performance monitoring plan practical, useful, and sufficient for measuring progress toward achieving project objectives? How is the gathered data used? How could it be used better?

#### Relevance and strategic fit

21. To what extent were the project's immediate objectives consistent with the needs of key stakeholders including workers, employers, labor ministry officials in charge of labor inspections, worker and employer organizations, Were appropriate needs assessments or diagnostics conducted at the inception of the project? Have the needs of these stakeholders changed since the beginning of the project in ways that affect the relevance of the program?
22. Was there tripartite agreement on the changes needed to bring labor law into full compliance with ILO principles of freedom of association and the right to collective bargaining? How collaborative or inclusive was the process?

#### Project progress and effectiveness

23. Have project objectives been achieved and outputs produced according to plan? If not, what have been the obstacles to achievement?
24. How effectively has the project engaged stakeholders in project implementation? How effective has the project been in establishing national ownership? What is the level of commitment of the government, the workers' and employers' organizations to, and support for, the project?
25. Are there external factors influencing the delivery of project services?
26. What are the challenges to worker participation, and how might they be overcome as the project transitions into its sustainability and exit strategy phase? What was the nature of training received and what evidence is there that it has been effectively applied? Were the training services provided relevant? What are the areas for improvement? Please include your assessment of the quality and effectiveness of trainings: a) Have the trainings been conducted based on training module and a training strategy?

#### Efficiency of resource use

27. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically and efficiently to achieve outcomes? How might they have been allocated more effectively?

#### Effectiveness of management arrangements

28. Was the project adequately staffed? What are the key strengths of the technical team responsible for the project's interventions? What are the areas for improvement?
29. To what extent did management capacities and arrangements put in place support the achievement of results?
30. Did the project governance and management facilitate good results and efficient implementation?

#### Impact orientation and sustainability, including effectiveness of stakeholder engagement

31. What was the nature of the commitment from national stakeholders, including the Government of Bangladesh, the labour movement, and the private sector? What are opportunities for greater engagement?
32. Has the project communicated effectively with national stakeholders? Do the stakeholders feel that their concerns have been sufficiently addressed?

33. How effective were project strategies and related activities to strengthen the Collective Bargaining and Social Dialogue Unit to promote workplace cooperation?

Gender

34. Has the project integrated gender equality as a cross-cutting concern throughout its methodology and all deliverables, including the final report?

International Labour Standards

35. The extent to which the project has promoted the ratification and implementation of ILO core labour standards in Bangladesh?

Social Dialogues

36. The extent to which that the project has promoted a tripartite or bipartite dialogue in Bangladesh?

### 3) Evaluation Methodology

The evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures. The ILO adheres to the United Nations system evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

In order to enhance usefulness and impartiality of the evaluation, evidence-based approach to evaluation will be adopted. A combination of tools and methods will be used to collect relevant evidences. Adequate time will be allocated to plan for critical reflection processes and to analyse data and information. The methodology for collection of evidences will include:

- Review of documents related to the project, including the initial project document, progress reports, technical assessments and reports, project monitoring plan.
- Review other relevant documents (Bangladesh context in regard to FPRW, Decent Work Country Programme etc.)
- Conduct an evaluation field mission which will be qualitative and participatory in nature. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from stakeholders will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders.
- Gather relevant quantitative data which may be drawn from project documents including the Technical Progress Reports (TPRs) and other reports to the extent that it is available. For those indicators where the project is experiencing challenges, a brief analysis will be included in the results.
- At the completion of the field mission, a meeting will be organized by the Project for the evaluator to share the preliminary findings with stakeholders (to validate the preliminary findings)
- Ensure a pro-active and consultation with and participation of the key stakeholders in the evaluation process is implemented throughout the evaluation process (draft TOR and draft report will be shared with key stakeholders for inputs, stakeholders will actively participate in the stakeholders workshop)
- The draft terms of reference for the evaluation and a draft evaluation report will be shared with relevant stakeholders
- Methods of data collection and stakeholder perspectives will be triangulated to the greatest extent possible.

**Interviews:** Interviews will be held with as many project stakeholders as possible. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and

indirect beneficiaries, employers' and workers' organization representatives, community leaders, donors, and government officials. For the Bangladesh project, this includes but is not limited to the following groups:

- ILO/FPRW staff and other relevant HQ staff
- ILO Project Staff based in Bangladesh
- Director and relevant officials of the ILO Dhaka Office
- Workers Education specialist of the ILO Dhaka Office
- Selected individuals from the following project's beneficiaries or partners group in Bangladesh:
  - Relevant staff from the Government
  - Relevant representatives from employers and workers' organizations
  - Employers and workers trained or assisted by the project.
  - RNE in Bangladesh

Depending on the circumstances, these meetings will be one-on-one or group interviews. The exact itinerary will be determined based on scheduling and availability of interviewees. Meetings will be scheduled in advance of the field visit by the project staff, coordinated by the designated project staff, in accordance with the evaluator's requests and consistent with these terms of reference. The evaluator should conduct interviews with beneficiaries and stakeholders without the participation of any project staff.

**Field Visits:** The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator (the criteria for selecting project site visits should be included in the inception and evaluation report). Every effort should be made to include some sites where the project experienced successes and others that encountered challenges. During the visits, the evaluator will observe the activities and outputs developed by the project. Meetings will be scheduled in advance of the field visits by the ILO project staff, in accordance with the evaluator's requests and consistent with these terms of reference.

**Stakeholders Meeting:** The stakeholder workshop will take place in early 2016. This meeting will be conducted by the evaluator to provide feedback on and validate initial evaluation results. It will bring together a wide range of stakeholders, including the implementing partners and other interested parties. The agenda of the meeting will be determined by the evaluator in consultation with project staff. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork. The exact program for the workshop will be decided jointly with the project staff during the first week of the evaluation.

#### 4) Deliverables

The evaluator will provide:

1. A short inception report, including the work plan and details on methods, data sources, interviews, participatory methodologies, draft mission schedule and draft report format. This report should also provide a review of the available documents. It should set out the evaluation instruments (which include the key questions, participatory workshop and data gathering/and analysis methods) and any changes proposed to the methodology or any other issues of importance.
2. A power-point presentation on the preliminary findings of the evaluation mission at a stakeholders' meeting to be held at the end of the evaluation mission, for the purpose of providing the project's stakeholders a chance to jointly assess the adequacy of the findings and emerging recommendations as well as recommend areas for further considerations by the evaluators.
3. A draft evaluation report of approximately 30 pages, excluding annexes. It will contain an executive summary, a section with project achievements to date, findings and

recommendations for short and medium term action. The report should be set-up in line with the ILO's 'Quality Checklists 4 and 5' for Evaluation Reports which will be provided to the evaluator.

4. A final evaluation report, which integrates comments from ILO and project stakeholders. The evaluation summary according to ILO template will also be drafted by the evaluator together with the finalised evaluation report.

The evaluation report should include

- Title page (**standard ILO template**)
- Table of contents
- Executive summary (**standard ILO template**)
- Acronyms
- Background and project description
- Purpose of evaluation
- Evaluation methodology and evaluation questions
- Project status and findings by outcome and overall
- Conclusions and recommendations
- Lessons learnt and potential good practices (**please provide also template annex as per ILO guidelines on Evaluation lessons learnt and good practices**) and models of intervention
- Annexes (list of interviews, overview of meetings, proceedings stakeholder meetings, other relevant information)

The deliverables will be circulated to stakeholders by the evaluation manager and technical clearance for the deliverables will come from the evaluation manager. The evaluation report will be in English.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. Ownership of the data from the evaluation rests with the ILO. The copyright of the evaluation report will rest exclusively with the ILO.

Use of the data for publication and other presentation can only be made with notification and agreement by the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose with appropriate acknowledgement.

#### 5) Management arrangement and work plan

The evaluation will be funded from the project budget. The evaluation is being managed by Mr. Jajoon Coue based in the ILO Decent Work Team, Bangkok. He will be in charge of developing the evaluation ToR, the selection of the consultants in consultation with ILO's Monitoring and Evaluation Officer and Evaluation Office (EVAL) who will provide quality assurance to the evaluation process.

#### **An independent evaluator for the final evaluation**

The international evaluator will be recruited to conduct this final independent evaluation and to deliver the outputs required as per this TOR. The evaluator will report to the evaluation manager. The evaluator will be responsible for refining the proposed methodology in consultation with the evaluation manager; gathering information from key stakeholders during the field visit; directly conducting interviews and facilitating other data collection processes; analysing the evaluation material gathered; presenting feedback on the initial findings of the evaluation during the national stakeholder workshop; and preparing the evaluation report. Specifically

- Review project and relevant background documents
- Conduct planning meetings/calls, as necessary, with ILO (evaluation manager and project staff)

- Prepare an inception report – which include a review of the evaluation questions and refine the questions, as necessary
- Develop and implement an evaluation methodology to collect information as per evaluation questions, including a detailed discussion of constraints generated by the retrospective nature of this evaluation methodology and data collection and how those constraints could be avoided in future projects
- Decide and select field visit and the interviews to ensure objectivity of the evaluation
- Present a preliminary findings to project field staff and other key stakeholders
- Prepare an initial drafts of the evaluation report and share with ILO
- Prepare and submit final report incorporating comments and inputs from key stakeholders

### **Interpreter**

An interpreter will be recruited to accompany the evaluator and assist him/her during the field mission in Bangladesh and during the whole evaluation when needed.

One member of the project staff may accompany the evaluator to make introductions. This person will not be involved in the evaluation process and will not attend the evaluators' meetings or interviews with key informants.

The responsibility of the interpreter is to ensure that the evaluator is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator.

**ILO Evaluation manager-** is responsible for:

- Draft and finalize the evaluation TOR upon receiving inputs from key stakeholders
- Reviewing CV of the proposed Evaluators
- Providing project background documents to the Evaluator
- Coordinate with the project team on the field visit agenda of the evaluator
- Briefing the evaluation consultant on ILO evaluation procedures
- Circulating the report to all concerned for their comments
- Reviewing and providing comments of the draft evaluation report
- Consolidate comments and send them back to the evaluator

### **Monitoring and Evaluation Officer –Regional Office for Asia and the Pacific (ROAP)**

- Provide quality assurance for the evaluation process including quality review of the draft TOR and draft evaluation report
- Approve the final TOR and the choice of possible evaluators in consultation with EVAL

### **Evaluation Office (Geneva)**

- Approve the final TOR and final evaluation report
- Follow up with CO-Dhaka on the actions undertaken as per evaluation's recommendations

### **RNE and key stakeholders**

- Actively participate in the evaluation process
- Will be consulted on the TOR and draft report for inputs. Review the TOR and draft evaluation report and provide comments/inputs as necessary, directly to the evaluation manager
- Participate in a stakeholders workshop

### **FPRW Project management**

- Provide project background materials to the evaluator
- Prepare a list of recommended interviewees

- Schedule meetings for field visit and coordinating in-country logistical arrangements
- Be interviewed and provided inputs as requested by the evaluator during the evaluation process
- Review and provide comments on the draft evaluation reports
- Organize and participate in the stakeholder workshop
- Provide logistical and administrative support to the evaluator, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed to provide all deliverables.

***Time frame and responsibilities (Tentative)***

<b>Task</b>	<b>Responsible person</b>	<b>Time frame</b>
Preparation of the TOR –draft	Evaluation Manager	Early November 2015
Preparation of list of stakeholders with E-mail addresses	Project Manager	November 2015
Sharing the TOR with all concerned for comments/inputs	Project Manager Evaluation Manager	November 2015
Finalization of the TOR	Evaluation Manager	November 2015
Approval of the TOR	Evaluation Office	November 2015
Inception report submitted to Evaluation Manager	Evaluator	End November 2015
Evaluation Mission	Evaluators	December 2015
Post-mission Stakeholders Workshop	Evaluators	December 2015
Draft report submitted to Evaluation Manager	Evaluators	End February 2016
Sharing the draft report to all concerned for comments including EVAL	Evaluation Manager	March 2016
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	March 2016
Finalisation of the report and submission to Evaluation Manager	Evaluator	April 2016
Review of the final report	Evaluation Manager	April 2016
Submission of the final report to EVAL	Evaluation Manager	April 2016
Approval of the final evaluation report	Evaluation Office	April 2016

The evaluation is estimated to be undertaken during the period between November 2015 – April 2016. The field mission will be in December 2015.

## Annex 5.2. List of Documents Reviewed

1. PRODOC of FRLR project
2. Budget
3. FRLR Project Workplan
4. Monitoring Plan of FRLR project
5. Job descriptions of FRLR project team (CTA and national project coordinator)
6. Approval of Project by Government (ERD Approval of FRLR project, October 2013/TPP Approval of FRLR project, October 2014)
7. Progress Report 1 from 1 July 2013 to 31 December 2013
8. Progress Report 2 from 1 January 2014 to 28 August 2014
9. Progress Report 3 from 1 September 2014 to 28 February 2015
10. Progress Report 4 from 1 March 2015 to 31 August 2015
11. Presentation 'Overview and Progress of FRLR Project', PAC meeting (December 23, 2015)
12. Organigram of ILO Dhaka
13. National Tripartite Plan of Action on Fire Safety and Structural Integrity in the Ready-Made Garment Sector in Bangladesh. Ministry of Labour and Employment Government of the People's Republic of Bangladesh, 23 July 2013
14. ILO Decent Work Country Programme in Bangladesh 2012 – 2015, November 2012
15. ILO Country office for Bangladesh newsletter, Issue No. 2, July 2015
16. One year beyond Rana Plaza - Bangladesh redeeming its pledges Improvements in working of the RMG and Knitwear Industry in Bangladesh, 1 April 2014
17. Contract for University of Dhaka
18. Two narrative reports from Dhaka University
19. Database of trainees
20. Contracts with NCCWE and IBC on worker education programme
21. Mapping of the business process of the DOL, November 2015
22. Gap analysis of the use and functioning of existing labour law enforcement and administration mechanisms
23. Mini Guide anti-union discrimination
24. ICT Proposal from DOL
25. Technical Proposal for ITCILO-facilitated institutional capacity-building support under FRLR project
26. Training manual on workplace cooperation
27. Training manual on OSH for phase 1 and phase 2
28. List of guests for TV and radio programs
29. The Out Reach Report of "Amar srom amar Odhikar" of Radio Today
30. The Completion Report of "Amar srom amar Odhikar" of Radio Today
31. Technical Report on Production and Broadcast of Radio program on ABC Radio FM892
32. Survey Report on Production and Broadcast of Radio program on ABC Radio FM892
33. Rules of the Game ILO Bangladesh, February 2015
34. Labour rights booklet
35. Labour rights leaflet
36. Assessment of Training Centres in Tongi and Khulna in Dhaka, UNOPS, August 2015
37. Detail engineering assessment report on Industrial Relation Institute Tongi (School Building), November 2015
38. Hotline operational procedures
39. FPRW Project Evaluation Reports (mid-term and final)
40. New five year PRODOC of SDIR project



### Annex 5.3. List of Interviews, Meetings and Site Visits

Date	Time	Meeting
04 January 2016	9:00 am- 11.30pm	<b>Mr. Ravi Samithadasa</b> , Project Coordinator, Declaration Projects, ILO Dhaka <b>Mr. Jafar Iqbal</b> , National Project Officer, FRLR Project, ILO Dhaka <b>Mr. Uttam Kumar Das</b> , National Project Officer, FRLR Project, ILO Dhaka
04 January 2016	12:15 pm- 1:00pm	<b>Mr. Srinivas B Reddy</b> , Country Director, ILO Dhaka
04 January 2016	3:00 pm- 6:30pm	<b>Mr. Ravi Samithadasa</b> , Project Coordinator, Declaration Projects, ILO Dhaka <b>Mr. Jafar Iqbal</b> , National Project Officer, FRLR Project, ILO Dhaka <b>Mr. Uttam Kumar Das</b> , National Project Officer, FRLR Project, ILO Dhaka
05 January 2016	10:30am- 11:30am	<b>Ministry of Labour and Employment, Dhaka</b> <b>Mr. Khandker Mostan Hossain</b> , Joint Secretary, Ministry of Labour and Employment, Dhaka <b>Md. Humayun Kabir</b> , Senior Assistant Chief, Ministry of Labour and Employment, Dhaka <b>Mr. Bijoy Ranjan Saha</b> , Deputy Secretary, Ministry of Labour and Employment, Dhaka
05 January 2016	12:00pm- 1:00pm	<b>Department of Labour (DoL):</b> <b>Mr. S M Ashrafuzzaman</b> , Director of Labour, Ministry of Labour and Employment, Dhaka <b>Mr. S M Anamul Hoque</b> , Deputy Director of Labour (Admin), Ministry of Labour and Employment, Dhaka
05 January 2016	2:00pm- 3:00pm	<b>Mr. Farooq Ahmed</b> , Secretary-General, Bangladesh Employers Federation
05 January 2016	4:00pm- 5.30pm	<b>Mr. Md. Rafiqul Islam</b> , Additional Secretary, BGMEA, Dhaka <b>Mr. Md. Shariful Islam</b> , Senior Deputy Secretary, BKMEA, Dhaka
06 January 2016	9:00am- 10:00am	<b>Mr. Tauvik Muhamad</b> , Workers Education Expert, ILO, Dhaka <b>Mr. Jafar Iqbal</b> , National Project Officer, FRLR Project, ILO Dhaka
06 January 2016	10:30am- 11:30am	<b>Mr. A K M Masum Ul Alam</b> , Programme Officer, RMG Programme, ILO Dhaka <b>Mr. Ravi Samithadasa</b> , Project Coordinator, Declaration Projects, ILO Dhaka
06 January 2016	11:30am- 1:00pm	<b>Focus Group 1 - NCCWE (RMG Federations)</b> <b>1. Pulak RanjanDhar</b> , Secretary, BFTUC <b>2. Ahsan Habib Bulbul</b> , Organizing Secretary, Socialist Labour Front <b>3. Abdul Wahed</b> , Vice-President, JSJ <b>4. Kazi Rahima Akter Sathi</b> , President, SJUL <b>5. Chowdhury Ashiqul Alam</b> , Secretary General, BTUS <b>6. Habib</b> , BTUS <b>7. Shamsun Nahar</b> , General Secretary, JSL <b>8. Dr. Wajedul Islam Khan</b> , General Secretary, BTUC <b>9. Lutfar Rahman</b> , Vice President, BTUC <b>10. Naimul Ahsan Jewel</b> , JSJB <b>11. Rina Khan</b> , MGSF <b>12. Monjural Ismam</b> , Publication Secretary, BJSD <b>13. Rafiquz Zaman</b> , BJSF

06 January 2016	1:00pm- 2:00pm	<b>Professor Kazi Maruful Islam</b> , University of Dhaka
06 January 2016	02:30pm- 3:30pm	<b>Focus group 2 - IBC (RMG Federations)</b> <b>China Rahman</b> , General Secretary, FGW <b>Babul Akther</b> , General Secretary, SGQ <b>Rasadul Alam Raju</b> , General Secretary (Acting), BIGUF Shamima Nasrin, President, SBGSKF <b>Hadayetul Islam</b> , General Secretary, BJSKP <b>Nahidul Hasan Nayan</b> , General Secretary, SGSF <b>Salauddin Shapon</b> , President, BRGWF <b>Morium Akter</b> , Vice President, <b>Nasima Yismin</b> , Wemen Secretary, UFGW
06 January 2016	03:45pm- 4:30pm	<b>Royal Norwegian Embassy, Dhaka</b> <b>Mr. Henrik Width</b> , Deputy Head of Mission <b>Mr. Morshed Ahmed</b> , Senior Development Advisor
07 January 2016	08:30am- 9:30am	<b>Mr. Saidul Islam</b> , Programme Officer, ILO Dhaka (FRLR Project Backstopping)
07 January 2016	10:00am- 11:00am	<b>Mr. Babul Akter</b> , Member Secretary and President, Bangladesh Garments and Industrial Workers Federation (BGIWF)
07 January 2016	11:30am- 12:30pm	<b>Ms. Nazma Akter</b> , President, Sommilito Garments Sromik Federation (SGSF) <b>Mr. Nahidul Hasan Noyon</b> , General Secretary, Sommilito Garments Sromik Federation (SGSF)
07 January 2016	02:30pm- 4:00pm	<b>Mr. Nurul Haque</b> , General Manager (Enterprise Services), BEPZA <b>Mr. Nazmul Islaam Bhuayan</b> , Deputy Manager, BEPZA
10 January 2016	10:00am- 11:30am	<b>IRI Khulna</b> <b>Mr. Mizanur Rahman</b> , Principal, IRI Khulna <b>Mr. Osman Ghani</b> , Lecturer, IRI Khulna <b>Mr. S. M. Faruq Ahmed</b> , Lecturer, IRI Khulna
10 January 2016	12:00pm- 1:30pm	<b>Mr. Mikhail Islam</b> , National Project Officer, Shrimp Project Bangladesh, ILO Khulna
10 January 2016	3:00pm- 3:45pm	<b>Bangladesh Frozen Food Export Association (BFFEA):</b> <b>Mr. Khandakar Aiyunul Islam</b> , Director, BFFEA <b>Mr. S. Humayon Kabir</b> , Director, BFFEA <b>Mr. Md. Shoyed Mahmud</b> , Director, BFFEA
10 January 2016	04:30pm- 5:30pm	<b>FGD 3 – Workers from Jalalabad Frozen Food Limited, Khulna</b> 1. <b>Md. Mahabubar Rahman</b> , Manager (HR & Admin) 2. <b>Mrs. Peyera Begum</b> , Panner (worker) 3. <b>Mrs. Rina</b> , Panner (worker) 4. <b>Mr. Ranju</b> , Gate Man (worker) 5. <b>Mrs. Mahinur</b> , Panner (worker) 6. <b>Mrs. Asma</b> , Panner (worker) 7. <b>Md. Maasum</b> , Office Pion (worker) 8. <b>Md. Firoz Hasan</b> , Laundry Man (worker) 9. <b>Md. Rabiul Islam</b> , worker 10. <b>Md. Ariful</b> , worker 11. <b>Md. Sabbir</b> , Weugh Man (worker)

10 January 2016	5:30pm- 6:00pm	<b>Md. Aftabuzzaman</b> , Senior Admin compliance officer, Jahanabad Sea Food Limited, Khulna/Master Trainer on labour rights <b>Md. Mahabubar Rahman</b> , Manager (HR & Admin), Jalalabad Frozen Food Limited, Khulna
11 January 2016	02:00pm- 3:00pm	<b>IRI Tongi</b> <b>Mr. Bellal Hossain Sheikh</b> , Principal, IRI Tongi <b>Mr. Masuda Sultana</b> , Lecturer, IRI Tongi
12 January 2016	08:30am- 10:00am	<b>Mr. Ravi Samithadasa</b> , Project Coordinator, Declaration Projects, ILO Dhaka <b>Mr. Uttam Kumar Das</b> , National Project Officer, FRLR Project, ILO Dhaka
12 January 2016	10:00am- 11:30am	<b>FGD 4 - Master Trainers:</b> <ol style="list-style-type: none"> <li>1. <b>Md. Rafiqul Islam</b>, BGMEA. (Master trainer on Worker Place Co-operation)</li> <li>2. <b>Mr. Kamal Sorker</b>. (Master trainer on OSH)</li> <li>3. <b>Md. Azizur Rahman</b>. (Master trainer on OSH)</li> <li>4. <b>Md. Atiqer Rahman Sarker</b>, Master trainer on Worker Place Co-operation</li> <li>5. <b>Mr. Ranjan Kumar Roy</b>, Master trainer on Worker Place Co-operation</li> <li>6. <b>Ms. Hira Biswas</b>, Federation</li> <li>7. <b>Ms. Rani Khan</b>, Master trainer on Worker Place Co-operation</li> <li>8. <b>Ms. Rokeya Sultana Anju</b>, JSB</li> <li>9. <b>Ms. Samima Nasreen</b></li> <li>10. <b>Ms. Lamia Farah</b>, BIM. (Master trainer on Worker Place Co-operation)</li> <li>11. <b>Mr. Laboni Akter</b>, BGIWF</li> <li>12. <b>Mr. Srabani</b>, Master trainer on Worker Place Co-operation</li> </ol>
12 January 2016	12:00pm- 01:30pm	<b>FGD 5 – Workers participated in workers education program:</b> <ol style="list-style-type: none"> <li>1. <b>Md. Shuimul Hossain</b></li> <li>2. <b>Ms. Tahmina</b></li> <li>3. <b>Md. Amin</b></li> <li>4. <b>Ms. Sonia</b></li> <li>5. <b>Mr. Nurjahan</b></li> <li>6. <b>Mr. Borun Bahar</b></li> <li>7. <b>Ms. Panna</b></li> <li>8. <b>Mr. Mannan</b></li> <li>9. <b>Mr. Shahnaj</b></li> </ol>
12 January 2016	03:00pm - 04:00pm	<b>Mr. Tuomo Poutiainen</b> , RMG Programme Manager, ILO Dhaka
12 January 2016	04:00pm- 05:30pm	<b>FGD 6 - Mid-Level Managers</b> <ol style="list-style-type: none"> <li>1. <b>Ms. Farzana Sharmin</b>, BKMEA</li> <li>2. <b>Mr. K.M. Mahamudul Islam</b></li> <li>3. <b>Mr. A.H.M. Kamruzzaman Chowdhury</b></li> <li>4. <b>Mr. Md. Al Hasan</b></li> <li>5. <b>Mr. Mitu Basak</b></li> <li>6. <b>Mr. Md. Akram Ali</b></li> <li>7. <b>Mr. Md. Shariful Haque Mia</b></li> <li>8. <b>Mr. Shahidul Islam</b>, Masco Group</li> </ol>
25 January 2016	11.00am- 12.00pm	<b>Mr. Buddhika KODITHUWAKKU</b> , Project Manager, South Asia Operation Hub, Colombo, UNOPS

26 January 2016	2.00pm- 3.00pm	<b>Mr. Sylvain BUFFI</b> , Programme Officer, Social Dialogue and Industrial Relations, ITC-ILO
27 January 2016	12.30pm- 1.30pm	<b>Mr. Tom Wambeke</b> , Programme Manager, ITC-ILO
16 February 2016	22.00pm- 23.30pm	<b>Mr. Jeffrey S. Wheeler</b> , J.D. International Relations Officer, Office of Trade & Labor Affairs, International Labor Affairs Bureau (ILAB) U.S. Department of Labor

## Annex 5.4. Agenda and List of participants of Stakeholder Workshop

### External Independent Final Evaluation Promoting Fundamental Principles and Rights at Work and Labour Relations in Export Oriented Industries in Bangladesh Stakeholders' Meeting 13 January 2016

#### Program

10.00am-10.30am	Registration of participants
10.30am-10.35am	Welcome and introduction to the workshop by ILO RNB Program Manager, Mr. Tuomo Poutiainen
10.35am-10.40am	Opening Remarks (Donor) by Norway Embassy, Mr. Morshed Ahmed
10.40am-10.45am	Opening Remarks (Trade Unions) by representatives of NCCWE and IBC, Mr. Naimul Ahsan and Mr. Babul Akhter (IBC)
10.45am-10.50am	Opening Remarks (Employer) by Mr. Rafiqul Islam, BGMEA
10.50am-10.55am	Opening Remarks (Government) by Mr. Mehbi Hassan, MoLE
10.55am-11.30am	Presentation of objectives of the evaluation and preliminary evaluation findings by Ms. Katerina Stolyarenko, Evaluation Team Leader
11.30am-11.40am	Coffee break
11.40am – 12.10pm	General stakeholder comments facilitated by Ms. Katerina Stolyarenko, Evaluation Team Leader
12.10pm – 12.30pm	Session on Good Practices and Lessons Learned facilitated by Ms. Katerina Stolyarenko, Evaluation Team Leader
12.30pm – 12.55pm	Session on recommendations facilitated by Ms. Katerina Stolyarenko, Evaluation Team Leader
12.55pm – 13.00pm	Summary by Program Manager– ILO FLRP project, Mr. Ravi Samithadasa

#### List of participants

Invited	Participated
<b>Government:</b>	
<ol style="list-style-type: none"> <li>1. Mr. Mikail Shipar, Secretary, MoLE</li> <li>2. Mr. Syed Ahmed, Inspector General, DIFE</li> <li>3. Mr. S M Ashrafuzzaman, Director of Labour</li> <li>4. Mr. Md. Nurul Haque, General Manager, BEPZA</li> </ol>	<ol style="list-style-type: none"> <li>1. Mr. Md. Mehdi Hassan, Assistant Chief (Labour), MoLE</li> <li>2. Mr. S M Anamul Haque, Deputy Director, Department of Labour</li> </ol>
<b>Employers' Organizations:</b>	
<ol style="list-style-type: none"> <li>1. Mr. Farooq Ahmed, Secretary-General, Bangladesh Employers Federation</li> <li>2. Mr. Md. Siddiquir Rhamn, President, BGMEA</li> <li>3. Mr. A. K. M. Salim Osman, President, BKMEA</li> </ol>	<ol style="list-style-type: none"> <li>3. Mr. Joha Jamilur Rahman, Training Coordinator, BEF</li> <li>4. Mr. Rafiqul Islam, Additional Secretary (Labour), BGMEA</li> <li>5. Mr. Sharif Hossain, Senior Deputy Secretary, BKMEA</li> <li>6. Mr. Ranjan Roy, Deputy Secretary, BKMEA</li> </ol>
<b>Workers' Organizations:</b>	
<ol style="list-style-type: none"> <li>1. Mr. Sukkur Mahmood, Chairperson, NCCWE</li> <li>2. Mr. Babul Akhter, Member Secretary, IBC</li> </ol>	<ol style="list-style-type: none"> <li>7. Mr. Naimul Ahsan Jewel, Member Secretary, NCCWE, (and General Secretary, JSJB)</li> </ol>

	<ul style="list-style-type: none"> <li>8. Mr. Abul Kalam Azad, NCCWE, and President, Tannery Workers Union;</li> <li>9. Chowdhury Ashiquil Alam, Secretary General, BTUS, and NCCWE</li> <li>10. Ms. Rani Khan, NCCWE</li> <li>11. Mr. Babul Akhter, Member Secretary, IBC</li> <li>12. Mr. Salauddin Shapon, IBC</li> <li>13. Mr. Rashedul Islam Raju, IBC</li> <li>14. Mr. Kutubuddin Ahmed, IBC</li> </ul>
<b>Donor Agency (The Royal Norwegian Embassy):</b>	
<ul style="list-style-type: none"> <li>1. Mr. Henrik Width, Deputy Head of Mission, RNE</li> <li>2. Mr. Morshed Ahmed, Senior Advisor, Development Affairs, RNE</li> </ul>	<ul style="list-style-type: none"> <li>15. Mr. Morshed Ahmed, Senior Advisor, Development Affairs, RNE</li> </ul>
<b>ILO Dhaka:</b>	
<ul style="list-style-type: none"> <li>1. Mr. Srinivas B Reddy, Country Director</li> <li>2. Mr. Tuomo Poutiainen, RMG Programme Manager</li> <li>3. Mr. Ravi Samithadasa, Project Coordinator, CTA, FRLR Project</li> <li>4. Mr. Md. Saidul Islam, Programme Officer</li> <li>5. Mr. Uttam Kumar Das, National Project Officer, FRLR Project</li> <li>6. Mr. Jafar Iqbal, National Project Office, FRLR Project</li> </ul>	<ul style="list-style-type: none"> <li>16. Mr. Tuomo Poutiainen, RMG Programme Manager</li> <li>17. Mr. Ravi Samithadasa, Project Coordinator, CTA, FRLR Project</li> <li>18. Mr. Uttam Kumar Das, National Project Officer, FRLR Project</li> <li>19. Mr. Jafar Iqbal, National Project Officer, FRLR Project</li> <li>20. Mr. Tauvik Muhamad, Workers Education Expert</li> <li>21. Mr. Md. Saidul Islam, Programme Officer</li> <li>22. Ms. Anika Saha, Administrative Assistant</li> </ul>