



# 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 Office

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## Acronyms

BEF	Bangladesh Employers Federation
BGMEA	Bangladesh Garment Manufacturers and Exporters Association
BKMEA	Bangladesh Knitwear Manufacturers and Exporters Association
BLA	Bangladesh Labour Act
BWB	Better Work Bangladesh
CB	Collective Bargaining
CBA	Collective Bargaining Agreement
CBA	Collective Bargaining Agent
CEBAI	Centre of Excellence for Bangladesh Apparel Industry
CO	Country Office
CTA	Chief Technical Advisor
DIFE	Department for Inspection of Factories and Establishments
DoL	Department of Labour
DWCP	Decent Work Country Programme
ET	Evaluation Team
FG	Focus Group
FGD	Focus Group Discussion
GoB	Government of Bangladesh
H&M	Hennes & Mauritz AB
HR	Human Resources
IBC	IndustriAll Bangladesh Council
ILO	International Labour Organisation
ILS	International Labour Standards
IR	Industrial Relations
IRI	Industrial Relations Institute
ITC	International Training Centre
LI	Labour Inspector
MDG	Millennium Development Goals
MOLE	Ministry of Labour and Employment

MTE	Mid-term Evaluation
NCC	National Coordination Committee
NCCWE	National Coordination Centre for Workers Education
OECD-DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
OSH	Occupational Safety and Health
PAC	Project Advisory Committee
PD	Project Document
RMG	Ready-made Garment
SD	Social Dialogue
SDIR RMG	Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh Ready-Made Garment Industry
SIDA	Swedish International Development Cooperation Agency
SOP	Standard Operational Procedures
TCC	Tripartite Consultative Council
ToC	Theory of Change
TOR	Terms of Reference
ToT	Training of Trainers
TU	Trade Union
TUSO	Trade Union Solidarity Organizations
UNDAF	United Nations Development Assistance Framework
WPC	Workers Participatory Committee
WRC	Workers Resource Centre

# **1 Executive Summary**

## **1.1 Introduction**

The project, Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh Ready-Made Garment (RMG) Industry (SDIR RMG) (BGD/15/03/MUL), has achieved significant results since its inception. This mid-term evaluation aims to undertake a comprehensive review of all of the project interventions and to draw out the key lessons learned, from its inception until now.

The RMG sector has grown rapidly in Bangladesh, since the 1980s. It currently employs an estimated four million workers, 60% of whom are women. However, according to the Bangladesh Garment Manufacturers and Exporters Association (BGMEA), even with this aggressive growth, the Bangladesh RMG sector still faces some major challenges, including the closure of 50-100 factories every month. According to factory owners, increased costs (minimum wage increase, increased gas prices and new VAT) are major challenges, which are increasingly reducing even the small margins the factories have had until now.

Following several major garment factory accidents, in 2012 and 2013, the ILO developed a broad programme to support the government's efforts to engage in a much-needed reform process, to improve working conditions and rights in the RMG sector. The addressed rights included workers and employers' rights to freedom of association, collective bargaining and to dialogue in the workplace.

The SDIR RMG multi-donor project was built on previous ILO assistance, which included a detailed diagnostic process of; the status of freedom of association and collective bargaining rights in the RMG sector. To begin with a legislative framework must govern and guide any system of labour relations. Whereas it is acknowledged that the amendments, which were introduced into the Bangladesh Labour Act in July 2013, were indeed a good step forward; importantly, there was a also requirement for a parallel process, which would allow the government to ensure the effective implementation of the rules in the labour act, and these were gazetted in the second half of 2015.

## **1.2 Evaluation Background**

The mid-term evaluation (MTE) is a forward-looking evaluation, aimed at reviewing the progress made towards the achievement of the project's desired outcomes. The MTE seeks ways to improve programming and implementation of the project to the benefit of its remaining duration. The evaluation also acts as a downward and upward accountability process from the ILO to the donors.

A team of independent consultants carried out the MTE (of the SDIR RMG Project), in July 2019, under the supervision of an ILO evaluation manager, Nguyen Hoang Ha.



The MTE covered the project's implementation starting from November 2015 until June 2019, inclusive.

The evaluation team understands that the MTE is conducted for the purpose of accountability, learning and planning and building knowledge.

### **1.3 Evaluation Methodology**

The evaluation was conducted in compliance with evaluation norms and standards. It followed ethical safeguards, as specified in the ILO's evaluation procedures. The ILO adheres to the United Nations' system of evaluation norms and standards, as well as to the OECD/DAC Evaluation Quality Standards.

Both qualitative and quantitative evaluation approaches were used for the evaluation. The qualitative information was obtained through field visits, face-to-face semi-structured interviews (+ Skype or telephonic) and focus groups discussions. The evaluation fieldwork was both qualitative and participatory in nature.

The methodology for collecting evidence was implemented in three phases:

1. Desk review of existing documents;
2. Fieldwork phase to collect and analyse primary data; and
3. Data analysis and reporting phase to produce the final evaluation report.

The gender dimension was considered as a cross-cutting concern, throughout the evaluation.

This evaluation includes the voices of workers, employers and key stakeholders, and concerns their participation throughout the project, until now.

The evaluation was conducted through a consultative and transparent approach that made use of the following methods and tools: (i) a desk review of project documents, available reports and other relevant literature; (ii) a project staff workshop; (iii) semi-structured interviews with key informants and stakeholders, including factory workers and factory managers/supervisors trained within the project; (iv) focus group discussions with trainees; (v) direct observation, made during a field visit to Dhaka; and (vi) a validation workshop, concerning the preliminary findings, conclusions and recommendations, with key stakeholders, which was held at the end of the field work.

The evaluation team used an outcome harvesting approach to assess the intervention's underlying theory of change, to assess the factors that contributed to, or impeded, the achievement of results (as outlined in the LFA), and to assess the extent to which the initiative is still 'fit for purpose'.

The evaluation team conducted an outcome-harvesting workshop with the ILO's project staff.

The findings from the workshop were substantiated by the MTE team, through interviews and focus group discussions with workers, trade union and management representatives, employers, government officials, brands and other key informants, after the workshop.

## 1.4 Summary of Evaluation Findings

### 1.4.1 Relevance and Strategic Fit

The evaluation team concludes that the project is highly relevant to Bangladesh. In support of this conclusion, a key government official confirmed that *“The project was designed in line with the government’s plans and strategy. The project is contributing well to our work.”*

The project’s strategy and approach are consistent and pertinent to the current and long-term developmental needs of Bangladesh, to the beneficiaries’ requirements, and in line with the policies of its partners and donors.

The Decent Work Country Program for Bangladesh (DCWP) prioritises harmonious industrial relations as a critical factor in the creation of decent employment opportunities. The project aims to contribute to achieving the Decent Work Country Programme’s Priority No. 3: Promotion of fundamental principles and rights at work through social dialogue and tripartism.

### 1.4.2 Validity of the Project’s Design

The project is generally seen to be very relevant by the constituents as it is designed and customised to the Bangladeshi context.

The SDIR RMG project built upon other ILO interventions, which were aimed at improving industrial relations within the garment industry. This project is a continuation of the ILO and its tripartite partners’ efforts to improve the working conditions, industrial relations, productivity and competitiveness of the RMG industry in Bangladesh.

The overall and specific objectives are well-defined in the PD. The expected results are relatively clear, perhaps even a little over-optimistic. Most of the selected activities are relevant for the fulfilment of the stated objectives and results. However, the project design was very ambitious. Developing social dialogue, improving industrial relations and working conditions all require long-term interventions and need to be embedded within the vision of change for the industry.

The desired impact of the project is to contribute to the development of a socially sustainable garment industry in Bangladesh, through work at the national, sectoral and factory levels, and to improve industrial relations and working conditions through the development of social dialogue and harmonious industrial relations.

There is still a huge demand for skills’ development in conflict resolution and communication, especially for managerial staff at factory level. It is generally recognised that many conflicts at the factory level have their roots in the lack of human resource management skills among mid-level managers.

The PD foresaw the training for thirty staff from the DoL in conciliation of (collective) labour disputes, but this can only come from factories where a CBA is in place and they were very few. Only a few cases were filed to the DoL in 2018 –ten in all.

In terms of gender issues, the project only has three gender-specific indicators: OTC 3.3 Disputes lodged by women workers resolved; OTI 1.3.2 Number of gender sensitive workplace cooperation plans agreed and level of their implementation; and OTI 1.4.3 Number of gender sensitive training delivered by certified IRI/DoL trainers on the grievance procedures, number of people trained and their knowledge increase in subject matter. There are no gender disaggregated indicators under each component or targets that might have served to promote gender equity, at the enterprise level and beyond.

Assumptions and risks were identified in the PD. The main risks identified were centred on changes in governmental priorities focussing on the improvement of legal and institutional frameworks and industrial relations services as well as a lack of commitment from the garment sector stakeholders to address social dialogue and industrial relations challenges of the sector.

The main issue of the project design was the SDIR RMG project's lack of an explicit and integrated sustainability strategy. The fact that the project planned to develop specific institutional mechanisms, tools and guidelines at national, sectoral and enterprise levels, as described in the PD, does not mean that they will ultimately be embedded within the target institutions and enterprises. In addition, the selected capacity building method, at national level, is not optimal as it does not ensure the sustainability of the achieved results.

### 1.4.3 Project Progress and Effectiveness

#### 1.4.3.1 Project progress

Even MOLE was very happy with the SDIR RMG project idea and fully supported its objectives. They very much appreciate the contribution of the ILO to the development of the SoPs for trade union registration and unfair labour practices and also appreciated the fact that the trade unions, from NCCWE and IBC, are now working together on running the WRC. This cooperation, amongst NCCWE and IBC, can have a positive impact far beyond the project. MOLE was very concerned about the progress of the project's outreach. According to MoLE's figures, to date, the project has only reached out to forty of the planned 500 (revised target agreed to 410) factories (according to the project team this figure was sixty-one).

One of the main objectives of the project is to change employers' attitudes towards social dialogue. Their current attitude, which is often a starting point, was rather negative. It was reported that, even at the beginning, many employers were sceptical

about changing their attitudes as they learned about the benefits of harmonious industrial relations.

WPC members who were trained under the SDIR project felt that its work had become more efficient and that the workers' representatives in the committees raised questions that are more serious.

The beneficiaries and other involved persons indicated that the CEBAI training did not always meet the expected level of quality, thus leading to reluctance among factory management to send their staff to the trainings offered by CEBAI. The SDIR's project staff expended significant amounts of human resource on trying to solve the problems. Monthly meetings, between the project management and CEBAI, were introduced in December 2018, but with limited success. The employer's organisations found that the constituents and their organisations should have implemented more activities, and fewer should have been outsourced to external structures. This would have built up internal capacity.

Many stakeholders especially among governmental officials very much appreciate the contribution from the SDIR garment project in the development of SoP for Trade Union Registration and Unfair Labour Practises. These SoP's have helped to improve the work of the labour inspectors qualitatively. The online registration of trade unions that has been developed is according to DIFE officials helping to a smooth and transparent registration of trade unions. This has led to an average national approval rate of 79%. It should however be mentioned that according to trade union representatives that some of the federations have given up on applying for trade union registration and the total number of registered unions has gone down. In 2018 the number of new registered unions was the lowest since 2012 according to workers' rights lawyers.

The capacity building of government officials is seen as very positive by government as well as by other partners as this will have a stronger element of sustainability due the availability of resources to continue the activities beyond the project. It is reported that partners already can feel a higher level of competence among governmental officials.

The establishment of an RMG TCC is seen as a major step forward for the possible establishment of social dialogue at the sectoral level. The project provided technical assistance in connection with the establishment and development of the TCC.

All three constituents and other stakeholders highlight the fact very much that the NCCWE and the IBC now are working closely together on the management and development of the WRC is a major achievement for the project. Historically, it had been difficult for the different wings of the Bangladesh labour movement to join forces and take joint positions.

The WRC has developed an annual work plan and a five- year strategic plan, with extensive support from the SDIR project. The implementation of the annual plan is far behind schedule on outreach training and in reality, already not valid. The five-year strategic plan makes no mention of how to create financial sustainability for the WRC. There is no business plan for the future running of the WRC in place, it seems like the WRC leadership is relying solely on possible future project funding, however, no initiatives have been taken by the WRC to secure project funding.

#### *1.4.3.2 Gender equality*

In general, the project promoted and took gender mainstreaming aspects into account, although the project lacks a comprehensive gender-equality strategy. The analysis of project documents and interviews with project staff showed that the SDIR RMG project used various ways to address gender issues, both during the design and implementation of project activities.

The evaluation noted that the project is in some cases challenged by a lack of gender disaggregation of data; this issue was also raised by the donors, who would like to see a specific report on the gender achievements of the project – this to overcome the deficit of data, currently available.

Gender-related issues were not given a high priority in the project design. A Women’s Committee was established under the WRC as an affirmative action to create a conducive environment for allowing more women to join trade union leadership; however, this should not lead to the parking of gender-related issues with this committee. Another ILO project (RMGP) is offering training on gender issues to DIFE.

#### *1.4.3.3 Efficiency of Resource Use*

The original, approved budget was US\$ 8.426.257; however, this was corrected by the donors down by 18% to US\$ 6.908.445, and the actual spending equalled US\$ 3.134.995, as of December 2018. This gives a budget use rate, for the allocated budget, of 45%, meaning the spending is behind schedule. The project’s two donors are the Governments of Sweden (73%) and Denmark (23 %).

Some 200 master trainers have been trained within the project; a number which is very high even if the outreach target of 500 (410) factories would have been achieved. There is no oversight of the extent to which the master trainers are used to conducting training; however, it seems likely that only a limited number of them conducted any training at all, within the project.

It was reported that project staff were present during almost all of the training sessions, conducted within the framework of the project. It seems to be a rather inefficient use of workforce and a non-justified and expensive solution. At the same time, there was a request to hire more project staff, to overcome the workload. From

the 1st of January 2020, there will be fewer staff members in the team; this might create a challenge given the current workload. The project has a target to reach out to 500 (410) factories. Apart from the aforementioned challenges, related to the lack of motivation among factory owners/employers to buy in to the project, the project is confronted with economic constraints that not will allow for this outreach, under the planned package of capacity building activities. A calculation, made in 2018, shows that with an expenditure of 5.000 USD per factory, the available budget (1.135.728 USD) would only be sufficient to cover the costs of interventions in 225 factories – 68 unionised and 157 non-unionised (with the ratio of 30% unionised and 70% non-unionised). Even though this calculation was made in July 2018, it seems not to have been discussed with the donors and in the PAC.

An identification of the reasons behind this deficit in funding towards targets would require a deeper analysis of spending, which is beyond the scope of the current evaluation. It is however strongly recommended that this problem be attended to without delay.

#### *1.4.3.4 Timeliness of implementation*

The project suffered some delays in starting up, i.e. the project was officially launched eight months after the start of the project's planned starting date, because of its pending registration with the Planning Commission. In addition, some delays occurred. It was evident, from the desk review and interviews with the stakeholders, that the establishment of a national-level sectoral social dialogue was delayed because of the change(s) in the MOLE/DoL leadership. Additionally, the establishment and operation of the WRC took longer than expected because of the lengthy up-start procedures.

The project was registered with the Planning Commission, with an end date of June 2021. This date is also used in the internal documents; e.g., MEL, but this date has not been agreed with the donors. As far as the donors are concerned, the end date is December 2020, as per the PD.

#### *1.4.3.5 Effectiveness of Management Arrangements*

Overall, the project management structure was only partially effective, although it did permit the achievement of sustainable and meaningful results. The roles and responsibilities within staff members were clearly defined. At the same time, the CTA turnover (two with one long-term OiC) had a negative impact on the continuity and progress of the project's implementation.

Principally, the project management team is perceived as knowledgeable and experienced, with dedicated staff members. Interviewees (all the tripartite constituents) saw the CTA as a neutral and credible actor, with a good understanding of the country's industrial relations and the specific priorities and concerns of each group. In interviews with the donor representatives, they stated that the project was

professionally implemented, conformed to their requested inputs, and was responsive to information requests.

#### 1.4.4 Governance structure

A project coordination committee (PCC) and a project advisory committee (PAC) were established for the SDIR RMG project. Up until now, the committees have not met as regularly as originally foreseen and, according to some stakeholders, mainly been used for one-way communication for the ILO, to inform constituents about the project's progress and planned activities. The committees have requested better insight into the project spending.

#### 1.4.5 Partnerships and cooperation

Evaluation feedback from interviews with the project's stakeholders showed that the project was able, on the whole, to establish strong partnerships, with good working relations and cooperation with relevant government authorities, national and international partners and donors.

The Bangladesh Employers Federation is the ILO constituent on the employer's side, but they have only been involved in the project's activities to a minor extent.

Until now, there has been little coordination between the BWB and the SDIR RMG project. The GAP project is a new platform for coordination and cooperation jointly between BWB and the SDIR RMG project. The RMGP2 is running in parallel to the SDIR project, but the two projects are working separately. The potential to create interaction between these projects are not completely realised.

Partners and other stakeholders would prefer to see the ILO come forward with one project that covers all aspects of interventions in the garment industry, instead of four–five different projects, as of today, and which overlap too often with each other.

#### 1.4.6 Monitoring, reporting and evaluation

The project's Log-frame was made more specific and more focused to better show tangible progress, after the evaluability assessment was conducted; however, this without making any political changes.

Although the project did not have a separate M&E plan, it had a well-established documentation system consisting of the ToRs, minutes of meetings, reports for training, activity reports, success stories, feedback sessions with trainees/management in target factories, narrative progress reports and project work plans. Some service providers did not conduct knowledge tests either before or after the delivery of training, nor did they analyse such types of data. This



prevented the measurement of the level of improvement in knowledge and skills, immediately after conducting activities.

The project's staff were present during most training, also the training conducted by the implementing partners. This was justified by a need for ensuring the quality of the specific training. Some stakeholders viewed this approach as very time consuming and expensive. There was a system of pre- and post-training knowledge monitoring in place, but not all partners used it and there seemed to be some gaps in the systematic use of the instrument.

#### 1.4.7 Impact

At enterprise level, the project's focus was on capacity building and system strengthening.

Many of the participants who provided data for this evaluation reported that most of the workers in the target factories had limited or no education. Consequently, they were unaware of what many might consider to be simple and common knowledge, such as one's rights and obligations as a factory worker.

The capacity building activities have influenced a large number of employees in one way or another. Workers generally reported the impacts more so than by the management.

The impacts of the project activities at the national level are already visible. This is something that was not expected, given the nature of the project activities planned at the different levels. Whereas the activities at the enterprise level were relatively easy and more concrete to achieve, those planned for national level were apparently significantly more impactful.

At the national level, limited impact was observed in strengthening the capacities of the trade union federations, NCCWE, IBC and through the WRC. The project supported establishment of trade unions in the target factories as well as in non-target factories. The project has also exerted effort to support CEBAI.

#### 1.4.8 Sustainability

One of the strengths of the project should have been the number of capacity building activities it conducted to beneficiaries (workers, workers' representatives, WP committee members, human resources (HR) managers and management) in the target factories. Overall, as concerns capacity building at the factory level, ensuring the sustainability of the project's activities has yet to be seriously addressed in most of the factories.

A list of twenty-five arbitrators (retired judges) was developed. These arbitrators will offer independent arbitration, after they have been trained within the framework of

the project. The arbitrator's legal status seems not to be in place. It will be essential to have the legislative framework for the arbitrators' work in place up front, as well as a sustainable financing mechanism. The ILO could provide technical assistance in establishing the framework and only thereafter start the training of the arbitrators.

The political and governance framework for the work of the WRC is in place and, with minor adjustment along the road, the WRC can function, but no funding mechanism is in place for the WRC.

It was reported that the IRI provides training activities, very similar to those offered within the project – also long-term training. The SDIR RMG project should further develop its cooperation with the IRI, to create a sustainable capacity-building platform on the issues highlighted by the project.

## **1.5 Conclusions and Recommendations**

### **1.5.1 Relevance**

Overall, Bangladesh has made progress in the promotion of decent work. Good progress was achieved in the improvement of safety in the work place in the export-orientated garment industry.

There is no doubt that the project is relevant, as it targets issues where Bangladesh is challenged. However, in the design the project set out some very ambitious goals – goals that need long-term engagement to be achieved. The project seems not to have been able to create a complete understanding of the mutual benefits of decent work, developed through social dialogue and harmonious industrial relations, among the social partners. The project is strategic, demand-driven and timely; however, it requires long-term engagements to achieve any tangible impact and to ensure sustainability at each level of the intervention.

In assessing relevance, it was observed that even the long-term funding and the possibility of defining and implementing strategic priorities that have a medium- to long-term vision were not used in full.

The project operates within a difficult and complex context but manages to work positively with the tripartite constituents and implementation partners in Bangladesh.

Overall, the SDIR RMG project enjoys high relevance, which was reinforced throughout the project's implementation by the increasing importance of the sector for the country's economy.

#### *1.5.1.1 Relevance and strategic fit*

The project is entirely consistent with the priorities affirmed by the Government of Bangladesh in its strategic plans, UNDAF for Bangladesh, the ILO's DWCP for

Bangladesh and donors' strategies. The project also corresponds with the needs of the direct beneficiaries, as the project's implementation modality was defined, based on needs identified through previous ILO interventions.

A baseline study was conducted to define the needs of the partners, but as this was delivered towards the mid of the project's implementation, it can only help to adjust the LFA for the second half of the project period.

### 1.5.2 Validity of design

The project design was mostly valid, as it targeted issues of utmost importance for the development of a sustainable garment sector in Bangladesh, although it was too ambitious in terms of its targets.

Consultation with tripartite constituents at national level was limited, during the planning and design phases, and there was less involvement of factory-level stakeholders than planned. All components of the project were interlinked. However, there was room for improvement in some areas of the logical framework, in particular with regard to the creation of better linkages between factory-level and national-level interventions. Though assumptions and risks were defined in the project document, insufficient attention was paid to the level of importance of the commitment and willingness of the management of target factories to cooperate with the project.

### 1.5.3 Project effectiveness

Despite the challenging environment, the SDIR RMG project demonstrated good achievements towards reaching the anticipated results at governmental/ministerial level. There was however a serious underperformance when it came to outreach to factories.

Sectoral social dialogue is taking its first steps, through the RMG TCC, and the project has contributed to its development. The very important and very much-needed bi-partite dialogue between the sectoral employers' organisations and the trade unions still seems to be difficult to get started. The project's initiatives in this field were limited.

The SDIR RMG project contributed positively to creating a platform for the national trade unions to cooperate. The WRC could develop into an anchor of cooperation between trade unions, which have often competed rather than cooperated. It would be of the utmost importance to establish a model for the financial sustainability of the WRC.

The project promoted gender-mainstreaming aspects wherever applicable; however, it lacked a comprehensive gender strategy. Gender issues were considered through the incorporation of women's issues, labour inspection and disputes

settlement training, as well as the inclusion of women's issues into the factories grievance handling policies, and collaboration with women's committees.

#### *1.5.3.1 Efficiency of resource use*

The project is efficient overall and is progressing well with respect to resources used (inputs) compared to qualitative and quantitative results (outputs).

The budget usage rate is reasonable, but below the expected figure; it was 45% of the total allocated budget at the end of 2018. Nevertheless, the project suffered some delays in implementation at national- levels because of a number of subjective and objective factors, some of which were beyond the control of the project.

The use of human resources seemed not be fully rational in all cases. The ILO should consider quitting the micro-management that is in place, in relation to many of the training activities. It should be possible to trust the implementing partners and service providers largely.

A baseline analysis was contracted, but the report was delivered after a delay of two years. This meant that the data's usefulness for designing the intervention was limited and the output from the resources spent was not satisfactory.

#### *1.5.3.2 Effectiveness of management arrangements*

The ILO project team was consistently praised for being professional, helpful, flexible and responsive. The project established and has functional working relationships with stakeholders at all levels, which were clearly based upon mutual trust and shared values and purpose.

Overall, the project's monitoring system is effective in producing up-to-date, key data and reports, whereas the data management system at the participating factories and tripartite partners should be further strengthened.

#### **1.5.4 Impact**

The project shows positive signs of short-term impact on participating factories at the individual and institutional levels, through capacity building and awareness raising on social dialogue and grievance handling, conflict solution. It has also strengthened various organisational structures such as the WPCs.

The quality of the LI's work was reported to have improved. The project also contributed to significant positive legislative initiatives; e.g., the SoPs are already being integrated into legislation. However, the impact will only be visible when the SoPs are implemented in full at all levels. This also requires that the trade unions' trust is restored in the trade union registration system.

Limited impact was observed in the area of strengthening the capacity of social partners, especially the trade unions and the cooperation, now established in relation to the WRC, has the potential for a long-term impact.

### 1.5.5 Sustainability

The project’s sustainability varied, depending on the partners. At the national level the RMG TCC was established and will have good opportunities to continue beyond the project.

The trade unions still need to build up sufficient capacity to be modern, representative social partners – it will be hard to talk about sustainability before this can be realised.

The WRC has good potential for becoming an important platform; many resources were allocated by the ILO to make it operational. However, there is no sustainable solution for its continuation in sight.

Many of the initiatives, taken at the factory level within the project, concerning awareness-raising in social dialogue and grievance handling could be continued by the factories, beyond the project, if the political desire was in place.

Ownership still needs to be reinforced at each level of intervention. Therefore, more focus is needed on the institutionalisation of the SDIR RMG project’s activities within the remaining timeframe of project’s implementation.

## 1.6 Key Recommendations

### 1) Recommendation

Addressed to	Priority	Time frame	Resources
ILO and employers’ organisations	medium	mid-term	high

The project itself will not have the resources available to meet the demand for HR management training at factory level. Therefore, it is recommended that the project contribute to the development of long-term solutions, including financing for training of mid-level factory HR Management. It is recommended considering further developing the cooperation with IRI, and possibly other governmental structures, as this may provide better opportunities for sustainability and ensure that the capacity is strengthened within the constituents.

### 2) Recommendation

Addressed to	Priority	Time frame	Resources
ILO and DoL	medium	long-term	medium

Less attention might be paid to training in formal conciliation, as an increase in the use of the formal conciliation mechanism cannot be foreseen in the short- to medium-term. Resources could be reallocated to conflict solution/informal conciliation capacity building. Efforts should be made to secure that female officials are trained.

### 3) Recommendation

Addressed to	Priority	Time frame	Resources
ILO, constituents and donors	high	short-term	none

Consultations should be conducted with constituents and then based on their advice. Realistic targets should take the available budget into account (see page 57) and should be established to allow further discussion with the donors. After agreement is reached with the donors, a detailed work plan should be developed that covers the period until the end of the project. The ILO et al. should consider requesting a non-cost extension of the project, until June 2021.

### 4) Recommendation

Addressed to	Priority	Time frame	Resources
ILO and employers' organisations	high	short-term	none

The ILO should consider establishing another implementation mechanism for the activities today implemented by CEBAI. The responsibility could be transferred to the respective employers' organisations directly.

### 5) Recommendation

Addressed to	Priority	Time frame	Resources
WRC	medium	mid-term	none

The project should continue supporting the positive development and contribute to a broadening the cooperation beyond the WRC and implementation of the current project. A detailed implementation plan to the end of the project should be developed as soon as possible. WRC should solve its management staff problems immediately. A joint monitoring mechanism should be established to ensure progress. Assistance should be requested for establishment of a business plan that will allow for future operation and scaling of the WCR beyond the current project.

### 6) Recommendation

Addressed to	Priority	Time frame	Resources
ILO and Trade Union federations	low	mid-term	low

An assessment of the trade union federations needs for capacity building at leadership level should be conducted and based on this in cooperation with TUSOs active in Bangladesh should a plan for filling the capacity gaps be developed. It should be secured that more female trade union leaders are given leadership training.

#### 7) Recommendation

Addressed to	Priority	Time frame	Resources
ILO and partners	medium	mid-term	medium

The project should look into the possibility of a further promotion of joint training sessions in the remaining project period and maybe include issues beyond grievance handling.

#### 8) Recommendation

Addressed to	Priority	Time frame	Resources
ILO	high	short-term	medium

The project should in the second phase do all efforts to ensure that gender-related issues are given higher priority, this should be based on a deep going needs assessment actively involving women.

#### 9) Recommendation

Addressed to	Priority	Time frame	Resources
ILO	medium	short-term	none

The ILO should consider implementing training activities without the presence of project staff. The saved human resources could be used to consolidate some of the achievements of the project.

#### 10) Recommendation

Addressed to	Priority	Time frame	Resources
ILO	low	long-term	none

The establishment of an umbrella management structure for all of the project interventions in the sector should be established in the ILO CO Dhaka. This would to coordinate activities, to avoid overlaps and would create synergies between the projects, ensuring that the needed expertise is available.

#### 11) Recommendation

Addressed to	Priority	Time frame	Resources
ILO and MOLE	medium	short-term	none

The chair of the respective committees should ensure that regular meetings are convened. The ILO should look into the possibility of creating more transparency in project-related financial issues.

## 12) Recommendation

Addressed to	Priority	Time frame	Resources
ILO and DoL	medium	short-term	high

It should be ensured that both the legal framework for the arbitration and sustainable financing of the arbitrators' work is in place, before investment in training is agreed.

## 1.7 Lessons Learned

The first important lesson learned from the SDIR RMG project is **the need for realistic time frames and goals, when planning interventions related to improvement of social dialogue and industrial relations**. Institutional changes and changes in large groups of people's mind sets and industrial culture take time and goals need to be very ambitious, to achieve intended results. Therefore, any technical assistance, offered in the field of the improvement of industrial relations and social dialogue as well as structures and processes at enterprise, sectoral and national level, should be planned for a longer period of time, possibly in the form of a programme rather than projects. This would allow for the generation of lasting results and impact.

A second lesson learned is that **the design of a project and its implementation plan must take delays, which are created by known administrative procedures (e.g., registration procedures) into account**. Furthermore, the known risks, such as employer's reluctance to join social dialogue and industrial relation-related activities, should be calculated into, and possible mitigation included in, the design. In the SDIR RMG project, both the administrative delays and the employers' attitudes were underestimated.



## **2 Background and Context**

### **2.1 Overview and Bangladeshi context**

The project, Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh Ready-Made Garment (RMG) Industry (SDIR RMG) (BGD/15/03/MUL), has achieved significant results since its inception. This mid-term evaluation aims to undertake a comprehensive review of all of the project interventions and to draw out the key lessons learned, from its inception until now.

The RMG sector has grown rapidly in Bangladesh, since the 1980s. It currently employs an estimated four million workers, 60% of whom are women. However, according to the Bangladesh Garment Manufacturers and Exporters Association (BGMEA), even with this aggressive growth, the Bangladesh RMG sector still faces some major challenges, including the closure of 50-100 factories every month. According to factory owners, increased costs (minimum wage increase, increased gas prices and new VAT) are major challenges, which are increasingly reducing even the small margin the factories have had till now.

The literature on the subject suggests that many women, who are employed in the RMG sector, are illiterate or semi-literate and come from economically weak backgrounds, which leaves them with little bargaining power. Further, these factors pose gender specific challenges in the RMG sector. This fast-paced growth, in the RMG Sector, has not been accompanied by similar developments in labour market institutions, resulting in significant challenges in the area of working conditions and labour rights, which urgently need to be addressed.

Following several major garment factory accidents, in 2012 and 2013, the ILO developed a broad programme to support the government's efforts to engage in a much-needed reform process, to improve working conditions and labour rights in this sector. The addressed rights include workers and employers' rights to freedom of association, collective bargaining and to dialogue in the workplace.

The SDIR RMG multi-donor project is built on previous ILO assistance, which included a detailed diagnostic process of the status of freedom of association and collective bargaining rights in the RMG sector. To begin with a legislative framework must govern and guide any system of labour relations. Whereas it is acknowledged that the amendments, which were introduced into the Bangladesh Labour Act in July 2013, were indeed a good step forward; importantly, there was a also requirement for a parallel process, which would allow the government to ensure the effective implementation of the rules in the labour act, and these were gazetted in the second half of 2015.

Whereas notable progress has already been made, in improving the country's legal framework, enforcement mechanisms, the safety of the factories, and the capacities

of workers and employers' organisations, momentum must be maintained. This means that more needs to be done to realise the rights of the predominantly female, Bangladeshi garment workers, effectively.

For these reasons, a more gender sensitive approach is required, to address the capacity gaps of women's participation in workplace dialogue and to improve their working conditions and labour relations.

A transparent, sound and credible system of registering trade unions and employers' organisations is necessary, among other things. The administration should have up-to-date and complete information on these organisations (their names and contact details, the number of members, and their constitutions, etc.). Following the amendments to the labour act, the ILO, specifically the SDIR RMG project, supported the reform of the registration procedures, by providing assistance to the Department of Labour (DoL) in its development of Standard Operating Procedures (SOP) for trade union registration. However, more support needs to be extended to the registrars' offices, to ensure that staff is better trained to ensure that the system functions well.

The direct target groups for the project are reflected in figure 1 below:

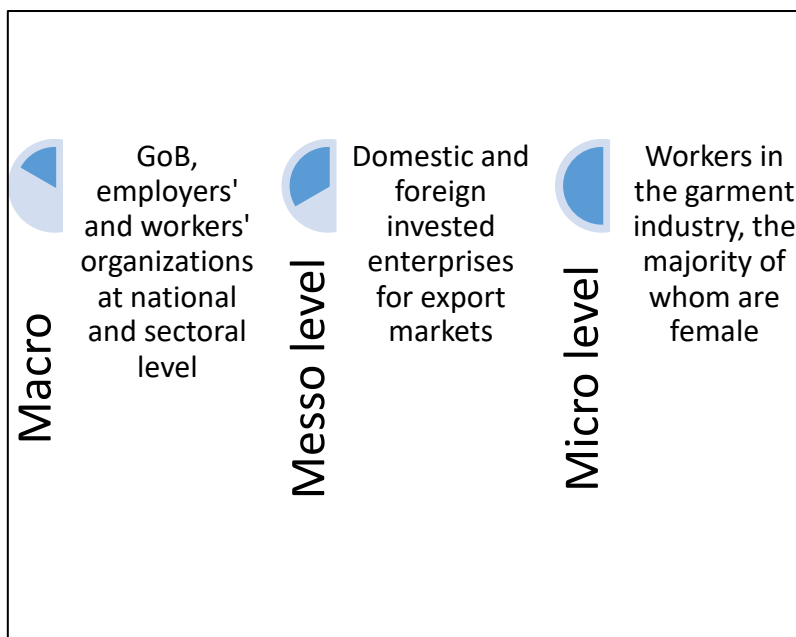
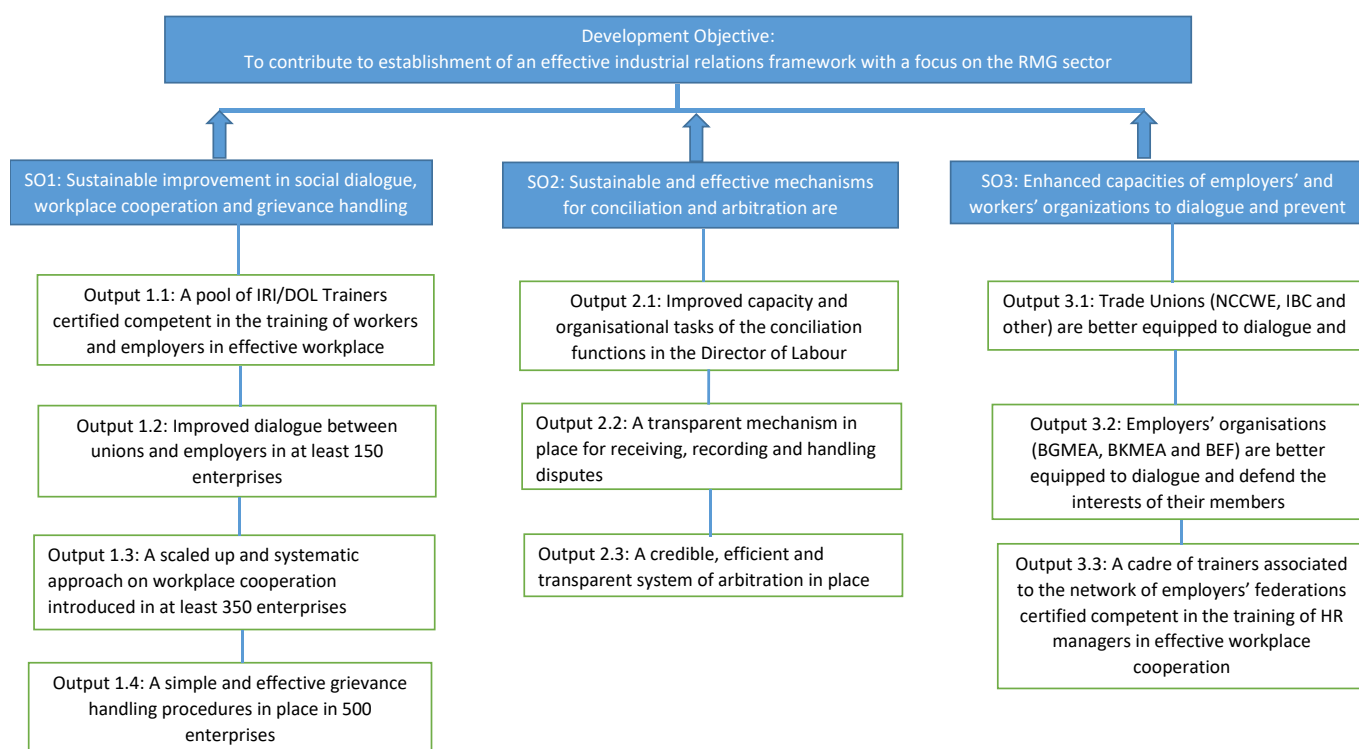


Figure 1: SDIR RMG Project Target Group



**Figure 2: SDIR RMG Project Results Framework**

Prevention of disputes and conflicts is achieved when social dialogue and labour-management cooperation function effectively and efficiently at the national, sector and enterprise levels. At the national level, mechanisms exist for tripartite dialogue, through forums, such as the national Tripartite Consultative Council (TCC).

At the sector level — and in the RMG sector in particular — there are no well-functioning bi-partite mechanisms for social dialogue. The current project aims to strengthen this area, taking into consideration the size of the industry and the proliferation of unions. Initial steps were foreseen to include: support for the unions, to establish a joint platform for negotiations and strengthening the capacity of the trade unions and employers to negotiate at sectorial and enterprise level. Nevertheless, the establishment of dialogue mechanisms, at the sectorial level, would need to be preceded by trust building and cooperation between workers and employers, at the enterprise level. This would also have to be accomplished in a manner that give cognisance to international labour standards.

Enterprise level dialogue, in the RMG sector, continues to be a main area of focus for the project, and is aligned to the workplace cooperation, negotiation and collective bargaining mechanisms that exist within the Bangladesh Labour Act. In order for these mechanisms to function effectively, these mechanisms must be established in accordance with the ILO's conventions on freedom of association and the right to collective bargaining. In this regard, the ILO collaborates with other international partners and works closely with the unions and employers' organisations in Bangladesh.

Support is being extended to train the workers and employers' organisations on their rights and obligations, under the labour legislation, and capacity building programmes are underway. A detailed workplace cooperation training module was developed by the ILO in consultation with the national stakeholders. This training module is gradually being introduced to a number of targeted enterprises.

Resolution of disputes is an important pillar of a sound labour relations' system. The new Bangladesh Labour Act (BLA) (of 2006, together with the amendment of 2013) provides for collective labour dispute resolution; including, negotiation, mandatory conciliation, voluntary (but binding) arbitration, and adjudication by the Labour Court (Chapter XIV, Sec. 209–231). However, these systems' effectiveness in successfully addressing disputes remains limited. The main reason for this limitation is the lack of workplace conflict/dispute resolution mechanisms, which leads to Labour Courts' being overloaded with cases. According to stakeholders interviewed it is reported that sixteen thousand cases have now been pending, for more than ten years — few Government resources have been deployed for their implementation and the workers and employers' organisations lack trust in using the system, as it is perceived not to be neutral. There is an urgent need to develop the government system of arbitration and the labour court system for adjudication.

It is important to view all of the above components as inter-linked and complementary to each other, in order to achieve the objective of having a modern and harmonious labour relations' system; one, which is based on a sound legislative framework and efficient labour administration and social dialogue systems, and where workers are able to participate and are adequately represented.

The SDIR RMG project constitutes an important pillar of the whole programme. It focuses on strengthening social dialogue and workplace cooperation in the RMG sector, with an emphasis on empowering female workers, as well as developing a credible, transparent and effective conciliation and arbitration mechanism. Cutting across these two objectives is the building of employers and workers' organisations' capacity, including via the establishment of the Workers' Resource Centre (WRC), which acts as a coordinating and supporting office and which aims to at provide expertise and services to all unions in the sector.

The SDIR RMG project is linked to other international cooperation frameworks and initiatives. It was developed as part of the Denmark's medium-term development cooperation strategy for Bangladesh and under the framework of Sweden's International Development Cooperation, 2014-2019. The programme also embodies the concept of a 'Global Deal', which was called for by Sweden as an essential strategy to achieving the post-2015 Sustainable Development Goals.

## **2.2 Project setup**

The project is managed by a chief technical advisor (CTA) based in Dhaka. The CTA reports to the ILO CO director for Bangladesh. The CTA is supported by an international expert on workers activities, a social dialogue/IR expert, a shared senior communications officer, two national programme officers and a national finance and administrative officer, with an administrative assistant.

In addition, there is a project coordination unit, led by a national project coordinator, which was established in the Ministry of Labour and Employment (MOLE).

### **3 Background and Objectives of the Evaluation**

#### **3.1 Evaluation background**

The evaluation team understands that the mid-term evaluation is conducted for the purpose of accountability, learning and planning and building knowledge. It will be conducted in the context of criteria and approaches for international development assistance as established by: the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

In particular, this evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 “Preparing the inception report”; Checklist 4 “Validating methodologies”; and Checklist 5 “Preparing the evaluation report”.

##### **3.1.1 Purpose of the evaluation**

The aim of this evaluation is to review the progress made towards the achievement of project outcomes, look for ways on how to improve programming and implementation for the remaining duration on the project. The evaluation will also act as a downward and upward accountability process by the ILO to the donors.

Three main purposes of the independent mid-term evaluation are aimed towards:

1. Project improvements
2. Promoting accountability to the ILO, national key stakeholders and donors
3. Enhancing learning within the ILO and key stakeholders.

The six specific objectives of the independent mid-term evaluation are to:

1. Assess the coherence and logic of the project’s design and its theory of change, specifically determining whether it is still valid within the current development circumstances in Bangladesh
2. Assess the continued relevance of the project’s interventions (i.e. outputs) and the progress made towards achieving the planned intermediate objectives and the Decent Work Country Programme (DWCP) for Bangladesh
3. Assess the project’s implementation effectiveness, including determining:
  - a. its progress in achieving its planned goals, objectives and results (including intended and unintended, and positive and negative results)
  - b. the challenges affecting the achievement of the objectives
  - c. the factors that have hindered or facilitated achievement so far
  - d. the effectiveness of management arrangements
4. Assess efficiency of resource use
5. Assess the likelihood of the interventions being sustainable

6. Propose recommendations for adjustments, in order to ensure the achievement of those objectives within the lifetime of the project and to identify emerging potentially good practices and lessons learned.

The evaluation covered the period between April 2016 and June 2019.

The evaluation was carried out by an independent evaluation team (ET) composed of the international evaluation expert (team leader), Sten Toft Petersen, and the national evaluation expert (team member) Wjid Hasan Shah, in July 2019. The evaluation process was overseen by an ILO evaluation manager, Nguyen Hoang Ha. The ILO project staff were also actively involved in briefing and debriefing activities and were given opportunities to provide input and guidance.

The evaluation questions appear in the Terms of Reference (ToR) in Annex 7.6.

The primary clients of the evaluation are the donor, the ILO, the Government of Bangladesh, and partners as well as other relevant stakeholders. The office and stakeholders involved in the execution of the project will use the evaluation findings and lessons learned, as appropriate.

### 3.1.2 Scope of the evaluation

The mid-term evaluation is due, according to the ILO evaluation policy's requirements.

The evaluation was conducted from 2 July to 30 September 2019, (with field work taking pace from 15–25 July 2019). It will be used to help guide the SDIR project team in planning their implementation of the second half of the project.

The evaluation covered the geographic region of the SDIR project, which is limited to Dhaka City and Dhaka Region.

The mid-term evaluation findings, conclusions and recommendations are primarily addressed to the SDIR project team, the national stakeholders, the ILO Bangladesh, the Decent Work Technical Support Team (DWT) for South Asia, GOVERNANCE and the donors.

The primary clients of the mid-term evaluation are the beneficiaries, donors, the ILO constituents and the ILO technical units that were directly involved in the project:

**The Constituents:** Representatives of the employers' organisations: the Bangladesh Employers' Federation (BEF), the Bangladesh Garment Manufacturers and Exporters Association (BGMEA), and the Bangladesh Knitwear Manufacturers and Exporters Association (BKMEA); from trade union federations, such as the RMG workers' trade union federations affiliated to the National Coordination Committee on Workers' Education (NCCWE); and the IndustriALL Bangladesh Council (IBC), including other locally registered union federations; and the Ministry of Labour and Employment (MOLE), as well as the Department of Labour (DOL).

The evaluation followed the Organisation for Economic Co-operation and Development's Development Assistance Committee's (OECD-DAC) framework and principles for evaluation. All recommendations emerging from the evaluation will be linked to the evaluation's findings.

The evaluation integrated gender equality as a cross-cutting concern throughout its deliverables and processes, with special attention being paid to women workers. It was addressed in line with EVAL Guidance Note n° 4 and Guidance Note n° 7, to ensure stakeholder participation, and other cross-cutting themes, such as ILS, social dialogue, and the environment.

We considered the ILO's core cross-cutting priorities in this evaluation, such as gender equality, non-discrimination, the promotion of international labour standards, tripartite processes, and constituent capacity development. The gender dimension was particularly stressed as a cross-cutting concern, throughout the methodology and final report of the evaluation. Data collection and analysis were disaggregated by gender, as much as possible, as described in the ILO Evaluation Policy Guidelines and the relevant Guidance Notes.



## 4 Methodology

*This section describes the project evaluation objectives, the evaluation questions that were addressed and the evaluation methodology and its limitations.*

The evaluation was conducted in compliance with evaluation norms and standards. It followed ethical safeguards, as specified in the ILO's evaluation procedures. The ILO adheres to the United Nations' system of evaluation norms and standards, as well as to the OECD/DAC Evaluation Quality Standards.

Both qualitative and quantitative evaluation approaches were used for the evaluation. The qualitative information was obtained through field visits, face-to-face semi-structured interviews (+ Skype or telephonic) and focus groups discussions. The evaluation fieldwork was both qualitative and participatory in nature.

The stakeholders' opinions were used to improve and clarify the quantitative data that we obtained from the project documents. The participatory nature of the evaluation contributed to a sense of ownership among stakeholders. Quantitative data were drawn from project documents, including the Technical Progress Reports and the Monitoring, Evaluation and Learning Plan (MEL Plan). A combination of sound quantitative and qualitative research methods was developed for each evaluation question, as deemed appropriate. Data was collected from different sources by different methods for each evaluation question and the findings were triangulated, to draw valid and reliable conclusions. Data were disaggregated by gender where data were available.

The methodology for collecting evidence was implemented in three phases:

1. Desk review of existing documents;
2. Fieldwork phase to collect and analyse primary data; and
3. Data analysis and reporting phase to produce the final evaluation report.

The gender dimension was considered as a cross-cutting concern, throughout the evaluation.

This evaluation includes the voices of workers, employers and key stakeholders, and concerns their participation throughout the project, until now.

The evaluation was implemented through a consultative and transparent approach that made use of the following methods and tools: (i) a desk review of project documents, available reports and other relevant literature; (ii) a staff workshop; (iii) semi-structured interviews with key informants and stakeholders, including factory workers and factory managers/supervisors trained within the project; (iv) focus group discussions with trainees; (v) direct observation, made during a field visit to Dhaka; and (vi) a validation workshop, concerning the preliminary findings, conclusions and recommendations, with key stakeholders, which was held at the end of the field work.

#### 4.1 Identifying and analysing expected and unexpected outcomes

The evaluation team used an outcome harvesting approach to assess the intervention's underlying theory of change, to assess the factors that contributed to, or impeded, the achievement of results (as outlined in the LFA), and to assess the extent to which the initiative is still 'fit for purpose'.

The outcome harvesting approach allowed the evaluators to ask questions such as:

1. What were the expected and unexpected outcomes, and how did the implemented activities contribute to these outcomes?
2. How, and to what extent, were key outputs towards outcomes produced against the project plan?
3. What is the significance of outcomes 'produced'?
4. Were there other contributing factors to outcomes produced and if so, what where they?

An outcome harvesting approach implied that the evaluation team worked with the ILO/project team to identify the planned and unexpected outcomes that might have occurred with workers, trade unions, employers, employers' organisations and governmental authorities. It also examines how the intervention may have contributed to these changes through the implemented activities, including, but not limited to the:

- training of social partners.
- mobilisation of workers (especially female workers).
- the support given to national and local trade unions, to follow-up on social dialogue opportunities.
- the facilitation of social dialogue at factory and national level with trade unions, and government and employers' organisations (BGMEA and BKMEA).
- legislative initiatives

Such outcomes may – as indicated in the intervention's LFA – relate to changes in workers' employment conditions, for example, through the improvement of collective bargaining agreements (CBA)s. Additionally, they could also be related to changes which could be preconditions to achieving the intervention's desired results at a later stage, such as changes in workers and employers' attitudes towards compliance with the labour law or changes in trade unions' ability to negotiate collective bargaining agreements.

To this end, the evaluation team conducted an outcome-harvesting workshop with ILO project staff.

The findings from the workshop were substantiated by the MTE team through interviews and focus group discussions with workers, trade union and management representatives, employers, government officials, brands and others after the workshop.

#### 4.1.1 Studying the success-factors behind SD and IR

The project reports, and the interviews with the partners and beneficiaries, indicated that several factors hampered the intervention's ability to achieve its planned outcomes, even though the efforts to do so were focused and consistent.

Contributing factors may be the intervention's level of ambition, compared to its time frame and the resources that were invested in activities. Other challenges and barriers, identified by the intervention itself, include – but are not limited to – the:

- limited motivation among some employers to engage, as the benefits of engagement were unclear to them
- limited confidence and capabilities of factory-level unions to engage factory management in discussions about non-compliance with national labour laws and develop charters of demands
- low performance among implementation partners
- insufficient human resources in the intervention, which hampered the follow-up with trade unions and employers to support social dialogue and use of conciliation/arbitration potential

#### 4.2 Evaluation criteria

The evaluation criteria and evaluation questions are summarised below:

##### 4.2.1 Relevance and strategic fit of the interventions

- Is the project strategy and approach consistent and pertinent to the current and long-term developmental needs of Bangladesh, beneficiaries' requirements, and the partners and the donors' policies?
- Is the project aligned with the Bangladesh ILO DWCP for 2017-2020 and SDGs (particularly the principle of '*leaving no one behind*') as well as other relevant development policy frameworks?

##### 4.2.2 Validity of the project's design

- To what extent are the project's design (objectives, outcomes, outputs and activities), and its underlining theory of change, logical and coherent?
- To what extent do the specific problems that the project was designed to address still exist or have changed?
  - Does the design need to be modified in the second half of the project, and why?
- How appropriate and useful are the indicators described in the Project Monitoring and Evaluation Plan in assessing the project's progress at output and outcome levels?
  - Are the indicators gender-sensitive?

- Are the means of verification for the indicators appropriate?
  - To what extent has gender mainstreaming been addressed by the project's design and implementation?
- 4.2.3 Project intervention progress and effectiveness (incl. management arrangements)
- To what extent has the project made sufficient progress towards its planned results (including intended and unintended, positive and negative results)?
    - Will the project be likely to achieve its planned goal and objectives by the end of the project?
    - Are there any external factors that hindered or facilitated achievement of the project?
  - To what extent do the project management capacities and arrangements, put in place, support the achievement of the planned results?
  - To what extent do the measurements, adopted by the project's management, address the problems or delays encountered in an appropriately and timely manner and contribute to achieving the immediate objectives of the project?
  - To what extent have stakeholders, particularly workers and employers' organisations been involved in project's implementation?
  - How effectively has the project delivered core services to the stakeholders, including the direct beneficiaries?
  - To what extent has the project promoted the implementation of International Labour Standards on Social Dialogue/ Industrial Relations and contributed to other ones in Bangladesh?
- 4.2.4 Efficiency of resource use
- Were/are the resources allocated to the project use/being used strategically, to achieve its immediate objectives?
    - Have they been delivered in a timely manner?
    - If not, what were the factors that have hindered timely delivery of outputs?
    - What measurements, to mitigate the delays, have been put in place?
  - How should the project reallocate resources or adjust activities in order to improve the achievement of its immediate objectives?
    - Are those resources sufficient for the remaining project period?
- 4.2.5 Sustainability
- To what extent are the project's outcomes likely to be durable, able to be maintained or even scaled up, and replicated by intervention partners after the major assistance has been completed?

- How can the project's sustainability and exit strategy be improved?
- How effective has the project been in establishing national/local ownership?

### **4.3 Evaluation methodology**

As stated in the introduction, the methodology used for data collection was primarily qualitative in nature. A set protocol was followed for each person interviewed, with adjustments made for each person's level of involvement or specific role in project activities.

The evaluation team used the following lines of evidence to conduct the evaluation: document review, field mission, interviews, focus groups (FGs) and surveys. Each of these methods is described in more detail below.

#### **4.3.1 Desk review and literature analysis**

The evaluation team conducted a desk review and content analysis of all the project's documents, including the project proposal, agreement, Log-frame, budget and delivery rate, project work plans, progress reports, Project Advisory Committee (PAC) meeting minutes, project's baseline survey and monitoring data, the INWORK industrial relations intervention model, the policy advice enabled by the project, the factory work plans and review meetings notes, and documents referring to the ILO, SIDA and the Danish government's strategies in the country.

The evaluation team reviewed of all the materials produced as part of the project.

The evaluation team reviewed a total of 22 documents and other relevant documents in the course of the mid-term evaluation. The study of all of the relevant project documents provided comprehensive information on the project's background, as well as on the project's achievements, in each of the intended areas.

#### 4.3.2 Field visit

The evaluation team made a field visit to Dhaka, Bangladesh, between the 15<sup>th</sup> and the 25<sup>th</sup> of July 2019.

#### 4.3.3 Staff workshop – outcome mapping and discussion of initial findings

The evaluation team conducted a one-day workshop with project staff, to establish a preliminary overview of results achieved. The one-day workshop facilitated learning and strengthened the project implementers' ownership of the evaluation's findings. It also provided a space for participants to reflect on key topics such as:

- The changes to which the intervention had contributed, in terms of strengthening knowledge skills and the attitudes of social partners (trade unions, employers and government officials) and facilitating social dialogue between these actors.
- How the intervention itself had contributed to these results/outcomes and how other factors (drivers and barriers), related to the context, stakeholders or the intervention itself, may have affected the identified results. (Findings from desk review were presented and discussed.)

Finally, the workshop provided a space for participants to reflect on (reconstruct) the intervention's theory of change, including the validity of the intervention's implicit assumptions and how, and to what, extent they had affected the achieved results, as well as the intervention's feasibility, effectiveness and relevance.

As already described in Section 3.1, the evaluation team used an 'outcome mapping' approach for this exercise, because it is complementary to a theory of change approach and is particularly helpful in exercises to reconstruct a ToC. An outcome harvesting (OH) exercise helps participants analyse, identify and understand how change takes place within their context and – in this intervention – how the project contributed to that. This information would enrich, and be compared to, the findings from the interviews with the beneficiaries and external informants that the team planned to conduct later on.

#### 4.3.4 Semi-structured interviews

The evaluation team met the relevant stakeholders, including members of the project advisory committee (PAC), the project beneficiaries, and other experts, to examine the delivery of outputs at the local level and to discuss the achieved, expected and unexpected outcomes.

The evaluation team further conducted semi-structured interviews with project staff in Dhaka, including the project staff of other ILO projects, and the ILO staff responsible for the financial, administrative and technical backstopping of the project as well as the donors.

A list follows of the in-depth interviews (face-to-face, via Skype and/or phone) with relevant stakeholders.

- Semi-structured interviews with the ILO’s country office and HQ (10)
- Semi-structured interviews with government representatives (6)
- Semi-structured interviews with the employer’s organisations (4)
- Semi-structured interviews with the workers’ organisations (4)
- Semi-structured interviews with the local implementing partners (2)
- Semi-structured interviews with donors (2)
- Semi-structured interviews with other development partners (5)

These key informants were useful in providing clarifications about the project’s implementation, as well as details about the challenges and good practices. They also made suggestions about areas for improvement. Thirty-three interviews were conducted during the course of the mid-term project evaluation.

The evaluation team conducted semi-structured interviews with informants as show in:

Table 1: Topics for semi-structured interviews

<b>Informant</b>	<b>Issues to explore</b>
<b>ILO (Project and CO staff)</b>	<ul style="list-style-type: none"> <li>➤ Project set-up</li> <li>➤ Links and cooperation with other actors in the intervention</li> <li>➤ Partner selection criteria</li> <li>➤ Mechanisms for monitoring and self-evaluation and key lessons learnt</li> <li>➤ Project’s main achievements and main difficulties experienced</li> </ul>
<b>Local partners leadership (PAC members)</b>	<ul style="list-style-type: none"> <li>➤ Cooperation with the ILO</li> <li>➤ Engagement with the project</li> <li>➤ Motivation to join</li> <li>➤ Project’s main achievements</li> <li>➤ Main difficulties experienced</li> <li>➤ Main ideas and recommendations for a strengthening if the approach</li> </ul>
<b>Trade Union Representatives</b>	<ul style="list-style-type: none"> <li>➤ Reasons to engage with the project,</li> <li>➤ Relevance of the intervention,</li> <li>➤ Opportunities to strengthen relevance,</li> <li>➤ TU barriers and drivers for using capacity provided through the project</li> </ul>
<b>Employer Representatives</b>	<ul style="list-style-type: none"> <li>➤ Reasons to engage/not engage with the project,</li> <li>➤ Relevance of the project to employers,</li> <li>➤ Factors that may strengthen relevance of project and its activities,</li> <li>➤ Employer barriers and drivers for using information and capacity provided through the project</li> </ul>

Informant	Issues to explore
<b>MOLE/DIFE/DoL</b>	<ul style="list-style-type: none"> <li>➤ Relevance of the project to the work of MOLE</li> <li>➤ Opportunities to strengthen relevance</li> <li>➤ Has the project filled in resource gaps in MOLE</li> </ul>
<b>Other stakeholders (Better Work Bangladesh, RMGP, BILS, IFMetall, Solidarity Center, service providers and others)</b>	<ul style="list-style-type: none"> <li>➤ Relevance of the project initiatives in your field of work,</li> <li>➤ Opportunities to strengthen relevance,</li> <li>➤ Interaction/synergy between ILO project and other initiatives</li> </ul>

#### 4.3.5 Focus groups

The evaluation team conducted focus group discussions, with the trainees and representatives of the social partners, who had participated in training activities. FGDs were specifically chosen, in order to assess the added value of the project’s capacity-building activities at the factory level. Seven focus groups were conducted with thirty-nine trainees, workers and employers’ representatives.

#### 4.3.6 Validation workshop

On the last day of the field mission the evaluation team held a validation workshop, where twenty-seven representatives of the Bangladeshi partners discussed the preliminary findings of the mid-term evaluation. A very positive, lively and constructive discussion developed, showing a good level of ownership among the constituents towards the SDIR RMG project.

A detailed list of the documents that were reviewed, and a full list of the conducted interviews are provided in Annex 7.3 and Annex 7.4, respectively.

The evaluation team also facilitated a national-level validation workshop on the 24<sup>th</sup> of July 2019, with representatives of the stakeholder. We presented the preliminary findings, conclusions and recommendations and asked for feedback from the participants. A very positive dialogue developed between the partners during the workshop and a good level of ownership was shown towards the initiatives of the ILO. The list of workshop participants is included in Annex 7.6.

#### 4.3.7 Debriefings

The evaluation team conducted a debriefing meeting, in Dhaka, on the 24<sup>th</sup> of July 2019, with five ILO representatives, to present the evaluation teams preliminary findings and to solicit clarification.



#### **4.4 Sampling Methodology**

The evaluation team purposefully used a non-random sampling methodology to select the interviewees. Individual or small group interviews were conducted with representatives of the ILO, donors, government, and workers and employers' organisations.

#### **4.5 Evaluation's Limitations**

**Attribution of the Project's results:** All of the medium and long-term outcomes of the project were quite broad, and the achievement of goals is not the sole responsibility of the project. In order to achieve many of its objectives, the project had to cooperate with other development partners present in the country. Consequently, it is not possible to attribute the results solely to the project. At best, it is possible to merely point to the project's contribution towards achieving the goals.

**Delayed effects:** The project's results are of a long-term nature and can only be fully observed after a longer time-span.

**Access to direct beneficiaries:** Due to the project's limited duration and resources, it was not possible to meet all of the stakeholders, during the data collection period, and some important voices and perspectives might not have been obtained. It was not possible to visit factories to collect data on the project's contribution to change at the factory level.

**Timing of the mid-term evaluation:** The scope of the evaluation specified one week of fieldwork, which was not enough time to interview all of the key stakeholders involved in the project's activities. Because of the holiday season, it was also difficult to establish meetings with many foreign stakeholder representatives, as well as expat ILO staff.

Another limitation was the fact that the findings of this evaluation were based on information that was collected from background documents and key informant interviews. The accuracy and usefulness of these findings relied on the integrity and relevance of what was provided to the evaluation team by those sources and our subsequent ability to triangulate this information.

Although important, the above limitations did not affect the overall quality of the report, because an acceptable sample, of the overall groups of beneficiaries, was reached.

## 5 Findings

The following findings are based on the results of the methodology as described in Section 4.3, beginning on page 37. The findings address the questions listed in the ToR and are organised according to the following evaluation areas: relevance, project design, effectiveness, efficiency, project management and performance monitoring, as well as impact orientation and sustainability.

A staff workshop was conducted as a starting point for the field data collection, during which the SDIR RMG project staff were asked to establish the ToC for the project as the project team saw it. The following was defined:

- *if* enabling policy, regulatory and legislative framework is in place
- *if* trust and cooperation between workers and employers exist
- *if* enabling institutional capacity of social partners to engage in social dialogue is developed
- *if* relationship between association/federation and their members is improved and
- *if* ownership, commitment and partnership on social dialogue exist
- *Then* harmonious industrial relations will develop.

The PRODOC did not have an explicit ToC. The above was the evaluation teams' understanding of the project's logic.

Likewise, the staffs were asked to determine the achievements to which the project had contributed until now. The staff listed the following:

### High/Major Contributions

- a. Receptiveness to social dialogue among employers and the government of Bangladesh
- b. Establishment of RMG TCC and WRC
- c. Number of trade union registrations had increased

### Medium Contributions

- a. Pro-activeness of government officials
- b. Appreciation of social dialogue
- c. Reduced unrest related to disputes
- d. Increased awareness of gender issues
- e. Legislative change for TUs: 20% threshold from 30%
- f. BLA amendment
- g. Reduction in processing time (fifty-five days from sixty days) for TU registration application
- h. Export volume increased
- i. Employers realised the importance/need of compliance

- j. Overall compliance situation improved (occupational safety and health (OSH) etc.)
- k. Increased trade union registration (acceptance rate 79%)

### **5.1 Relevance and strategic fit**

The evaluation team concludes that the project is highly relevant to Bangladesh. In support of this conclusion, a key government official confirmed that *“The project was designed in line with the government’s plans and strategy. The project is contributing well to our work.”*

The project’s strategy and approach are consistent and pertinent to the current and long-term developmental needs of Bangladesh, to the beneficiaries’ requirements, and in line with the policies of its partners and donors.

The project is aligned with Bangladesh’s ILO DWCP for 2017-2020 and SDGs and other relevant development policy frameworks

The United Nations’ Development Assistance Framework (UNDAF) for Bangladesh 2016-2020 is fully aligned with the aims to strengthen national capacities to formulate evidence-based policies and strategies, and to build strong, effective and efficient institutions at all levels: It also aims to improve equity in the efforts to achieve its ambitious economic and human development targets. The project will contribute to assuring that economic growth is inclusive, sustainable, private-sector driven and supported by increased growth, trade competitiveness, and that there are increased and inclusive employment opportunities for men and women.

The Decent Work Country Program for Bangladesh (DCWP) prioritises harmonious industrial relations as a critical factor in the creation of decent employment opportunities. The project aims to contribute to achieving the Decent Work Country Programme’s Priority No. 3: Promotion of fundamental principles and rights at work through social dialogue and tripartism.

Both donors deemed the project very relevant to their overall strategic objectives. For SIDA Bangladesh, cooperation in the area of the garment sector meets its strategic interest in human rights, gender equality and improving working conditions. The project is also relevant, as it corresponds to one of the SIDA’s objectives; to have a strong private sector. The Danish Government finds the development of social dialogue very much important for further development of the garments sector in Bangladesh. The SDIR project likewise has a good potential for interaction with the Danish OHS project being implemented with DIFE.

Interviews and FGDs with stakeholders and beneficiaries, at all levels, clearly showed that the project was highly relevant to their needs. The management representatives judged the training relevant also, because many of them knew nothing about human resources’ management and conflict handling. This was because they are graduates

of the natural science disciplines (physics, chemistry, and industrial engineering, etc.) which had nothing to do with HRM. The beneficiaries (trainees) further confirmed that the project's training package was relevant to their needs, because it directly addressed their knowledge gaps as trainers/master trainers.

Overall, almost all of the beneficiaries/stakeholders, with whom the evaluation team spoke, indicated their conviction that the project's activities were relevant to their work and to them as trainers.

## **5.2 Validity of the project design**

The constituents stated that project was generally very relevant, as it was designed and customised to the Bangladeshi context.

The SDIR RMG project built upon other ILO interventions, which were aimed at improving industrial relations within the garment industry. This project was a continuation of the ILO and its tripartite partners' efforts to improve the working conditions, industrial relations, productivity and competitiveness of the RMG industry in Bangladesh. The project was designed by ILO Bangladesh in collaboration with ILO HQ, during 2015.

The SDIR RMG PD contains an analysis of both the industrial and legal contexts within which the project operates. Interviews with interlocutors demonstrated that the project was designed, to a limited extent only, in consultation with the tripartite partners.

The overall and specific objectives were well-defined in the PD. The expected results were relatively clear, perhaps even a little over-optimistic. Most of the selected activities were relevant for the fulfilment of the stated objectives and results.

However, the project design was very ambitious. Developing social dialogue, improving industrial relations and working conditions all require long-term interventions and need to be embedded within the vision of change for the industry. Furthermore, the project would benefit from having a theory of change that explains both the mini-steps, which lead to a long-term goal and the connections between these activities, and the outcomes of the ILO SDIR RMG project.

The project work plan was practical, logical, cohesive and relevant. The strengths of the project design were fivefold: (1) it offered a holistic approach, which covered the different levels of intervention; (2) it was innovative, as it focused on the improvement of both human resources (HR) management and industrial relations; (3) it was focused, as it covered only one sector, (4) it built on the lessons learned from previous projects about promoting decent work in the garment sector that had been implemented by ILO Country Office Dhaka; and (5) there was an inception phase, for carrying out a baseline study.

According to the employer’s organisations, they were informed about the project, two months after the MoU had been signed between the ILO and the GoB. They would have preferred to have been involved in the project design process; nevertheless, they are happy that the project as it was tailored and customised for the Bangladeshi context. This was particularly true of their experiences with the joint training on grievance handling — the employers’ organisations highlighted these as very positive. According to them, this approach has never been used in Bangladesh before.

The desired impact of the project was to contribute to the development of a socially sustainable garment industry in Bangladesh, through work at the national, sectoral and factory levels, and to improve industrial relations and working conditions through the development of social dialogue and harmonious industrial relations. To achieve these objectives and address the identified needs, the project was structured under three components:

- Facilitation of social dialogue at a factory level,
- Assisting labour administration in strengthening their capacity for labour inspection, social dialogue and pre-court dispute settlement, and
- Provision of demand-driven capacity building support to workers and employers’ organisations.

There is still a huge demand for skills’ development in conflict resolution and communication, especially for managerial staff. It was generally recognised that many conflicts at the factory level had their roots in the lack of human resource management skills among mid-level managers.

**Recommendation 1:**

Addressed to	Priority	Time frame	Resources
ILO and employers’ organisations	medium	mid-term	high

*The project itself will not have the resources available to meet the demand for HR management training. Therefore, it is recommend that the project contribute to the development of long-term solutions, including financing for training of mid-level factory HR Management. It is recommended considering further developing the cooperation with IRI, and possibly other governmental structures, as this may provide better opportunities for sustainability and ensure that the capacity is strengthened within the constituents.*

The project document foresaw the training of conciliation officers; however, there was a very limited demand for this service, given the current legislation in place and the low number of trade unions/CBAs.

The PD foresaw the training for thirty staff from the DoL in conciliation of (collective) labour disputes, but this can only come from factories where a CBA is in place and

they were very few. Only a few cases were filed to the DoL in 2018 –ten in all. Therefore, it did not seem justified to train thirty experts in this field. The design of the project could have foreseen this lack of demand for conciliation. A lot of informal conciliation takes place with the support of DoL officials, but this requires different skills and training, which were not foreseen in the project design.

**Recommendation 2:**

Addressed to	Priority	Time frame	Resources
ILO and DoL	medium	long-term	medium

*Less attention might be paid to training in formal conciliation, as an increase in the use of the formal conciliation mechanism cannot be foreseen in the short- to medium-term. Resources could be reallocated to conflict solution/informal conciliation capacity building. Efforts should be made to secure that female officials are trained.*

Several partners raised the issue of using external service providers, such as BIM, BRAC, Dhaka University and the ITC to conduct training. Both the government and employers’ representatives felt that that it would be better to build up capacity; for example, in the DoL or the IRI, to provide better opportunities for sustainability and for strengthening the capacity of these institutions. Institutional capacity building could increase the long-term impact among constituents.

The project did foresee the development of capacity building for trade unions, at a national level, and so no needs’ assessment was conducted, either in the design phase or the inception phase. For this reason, it is difficult to discover the justification behind the interventions that were developed in this field. However, this does not mean that the interventions were not relevant and timely – only that they were not based on a needs’ assessment. It is possible, nevertheless, that they might have had an impact on the relevance of the capacity building offered and the partners’ ownership of the project.

The project’s Log-frame is technically sound. Overall, its various components are well-defined, and a clear logic can be easily identified across the different vertical layers (project objective, results, and outputs) and horizontal components (objective/results, indicators, baseline situation, overall target, source of verification). Nevertheless, more linkages could have been achieved between the components. Some output indicators are missing; for example, satisfaction rate for training and level of knowledge increase in subject matter by the various groups of stakeholders.

In terms of gender issues, the project only had three gender-specific indicators: OTC 3.3 Disputes lodged by women workers resolved; OTI 1.3.2 Number of gender sensitive workplace cooperation plans agreed and level of their implementation; and OTI 1.4.3 Number of gender sensitive training delivered by certified IRI/DoL trainers on the grievance procedures, number of people trained and their knowledge increase in subject matter. There were no gender disaggregated indicators under

each component or targets that might have served to promote gender equity, at the enterprise level and beyond.

Assumptions and risks were identified in the PD. Assumptions are the conditions necessary in order to ensure that a project's activities will produce results and risks are the possibility that they may not occur. Risks need to be recognised and prevented from happening as much as possible, and contingency plans must be put in place to deal with them should they happen.

The main risks identified in the project, were centred on changes in the government's priorities for the improvement of legal and institutional frameworks and industrial relations services as well as a lack of commitment from the garment sector's stakeholders to address social dialogue and industrial relations challenges in the sector. Nevertheless, the project underestimated the importance of the management of the target factories' commitment and willingness to cooperate with the project and to implement the necessary improvement plans as well as their readiness to designate factories' employees for participation in the project's capacity building activities.

The main issue of the project design was the SDIR RMG project's lack of an explicit and integrated sustainability strategy. The fact that the project planned to develop specific institutional mechanisms, tools and guidelines at national, sectoral and enterprise levels, as described in the PD, does not mean that they will ultimately be embedded within the target institutions and enterprises. In addition, the selected capacity building method, at national level, is not optimal as it does not ensure the sustainability of the achieved results.

A proper sustainability strategy needs to be elaborated in a participatory way, involving all of the actors, inside and outside of the project, who are responsible for putting measures in place that can ensure progress made in this project is not lost upon exit. The design and implementation of an exit strategy should start in the middle of the project's life, at the latest.

### **5.3 Project progress and effectiveness**

Even MOLE was very happy with the SDIR RMG project idea and fully supported its objectives. They very much appreciated the contribution of the ILO to the development of the SoPs for trade union registration and unfair labour practises and appreciated the fact that the trade unions, from NCCWE and IBC, are now working together on running the WRC. This cooperation can have a positive impact far beyond the project.

The project planned to conduct a number of studies (baseline survey and gender analysis) covering issues such as labour inspection, social dialogue, collective bargaining, dispute settlements, and industrial relations.

Conducting a baseline survey timely would have allowed the establishment of benchmarks for Bangladeshi garment factories, as concerns their level of compliance with core labour standards and labour law. This study could have been instrumental and should have determined the capacity building approach of the project. The gender analysis was important for development/adoption of gender sensitive actions plans.

Objective 1: Sustainable improvement in social dialogue, workplace cooperation and grievance handling

MOLE was very concerned about the progress of the project's outreach. According to their figures, the project only reached out to forty of the planned 500 factories (according to the project team this figure was sixty-one).

MOLE would very much like to see a "good" business story to be told; for example, that none of the target factories, involved in the SDIR project, demonstrated work stoppages, during the turbulence in January 2019.

One main objective of the project is to change employers' attitudes towards social dialogue. Their current attitude, which is often a starting point, was rather negative. It was reported that, even in the beginning, many employers were sceptical about changing their attitudes as they learned about the benefits of harmonious industrial relations. A conspicuous sign of the impact of the development in social dialogue that factories witnessed, occurred during the turbulent period in January 2019, when workers in many factories went on strike for wage increases. However, none of the sixty-one factories, involved in the project, went on strike during this period.

Generally, many of the employers, involved with the project, reported that understanding that good health and safety conditions in factories led to improved productivity. They are also slowly beginning to accept the concept that social dialogue also can contribute to improved productivity and fewer work stoppages. However, disputes do develop, and the labour inspectors need more training in conflict resolution. The DIFE management and the inspectors themselves felt that they had strong technical skills, but needed more soft skills; for example, in communication.

The project document set out a target of 500 factories to be directly involved with the project; this figure has turned out to be over-optimistic, as participation in the project was voluntary, and BGMEA could not force factories to join the project.

Lately, brands have been engaged in "delivering" factories to the project (GAP=48 and H&M=21 (18=unionised)). This is positive, but the extent to which this can then be considered voluntary participation must be taken into account, as well as to what extent ownership of the initiatives can be created at the factory level under these circumstances. A factory level understanding and ownership is essential for any



sustainability, beyond the project period and for activities to continue even after buyers are changed.

**Recommendation 3:**

Addressed to	Priority	Time frame	Resources
ILO, constituents and donors	high	short-term	none

*Consultations should be conducted with constituents and then based on their advice. Realistic targets should take the available budget into account (see page 57) and should be established to allow further discussion with the donors. After agreement is reached with the donors, a detailed work plan should be developed that covers the period until the end of the project. The ILO et al. should consider requesting a non-cost extension of the project, until June 2021.*

WPC members who were trained under the SDIR project felt that its work had become more efficient and that the workers’ representatives in the committees raised more questions that are serious. The WPC’s members felt that they had gained more self-confidence. However, trainees from the H&M supplier factories noted that, compared to the training provided by H&M (six days + three days for the committee chair and vice-chair), the SDIR training was too short and only covered the basic issues.

A significant improvement was reported in the WPC election process. There now seems to be fewer management-appointed workers’ members in the committees – in general, elections are democratic and transparent in the project-involved factories, but there is still room for improvement.

The number of CBAs is still very low, and no improvement is visible in their quantity and quality.

For a number of reasons, CEBAI is far behind in conducting the planned outreach training activities. They list them the reasons, themselves, as follows:

1. The implementation agreement was signed in April 2018, but the training started in August 2018 (the factory list was received in July 2018 whereas the first fund disbursement was in June 2018) and CEBAI conducted the first training in August 2018  
CEBAI received fewer than thirty participants from the factories
2. Fewer participants, than confirmed, attended the training (for various reasons)
3. Master trainers always gave preference to factory/work and often cancelled their participation at the last minute
4. In some cases, CEBAI training was conducted with only twelve participants

5. On average, CEBAI training was conducted with twenty– twenty-two participants
6. When the majority of participants refused to come to a CEBAI training on supervisory skills, it was cancelled (once only two participants showed up)
7. CEBAI was supposed to conduct sixty training sessions, but conducted only eighteen and those with fewer than the designated number of trainees
8. National elections, Eid, and sectoral unrest were hampering factors over the past year, and all affected CEBAI’s ability to conduct training
9. Master trainers’ pairing system. Under the project’s M&E framework for factory outreach training designed in conjunction with the ITCILO, master trainers were paired and if one of the master trainers (in the pair) refused to conduct a training session, then a new pair had to be chosen. It was often difficult to find a new pair willing to conduct training at the last minute
10. Locating a venue for conducting training was challenging for CEBAI
11. CEBAI only had two staff for contacting potential trainees and for handling all of the practical organising issues for the training

It seems not realistic to expect that CEBAI will be able to get back on track, with the implementation of capacity building activities, without upgrading their staffing. The SDIR’s project staff expended significant amounts of human resource on trying to solve the problems. Monthly meetings, between the project management and CEBAI, were introduced in December 2018, but with limited success. The employer’s organisations found that more activities should have been implemented by the constituents and their organisations and fewer should have been outsourced to external structures. This would have built up internal capacity.

The perspectives for the future of CEBAI seem to be in question. The new leadership in BGMEA has expressed its unwillingness to continue funding the institute. It is hard to see how it can continue its activities under its own financing.

There are only two staff in CEBAI to coordinate and ensure implementation of the training. The Training Coordinator is present during all training (normally also an ILO officer is present). The coordination is complicated as CEBAI has to contact participants via the factories where they are working. Often trainers excuse the day before the training is planned to start. Often trainers are reluctant to conduct the training as they give priority to their full-time jobs.

The CEBAI pre and post knowledge assessment shows an average pre-knowledge of 27% with an increase with 20-25% post training.

During the validation work shop conducted by the end of the current evaluation and in interviews with project staff it was suggested that CEBAI could have a coordinating role, but the implementation of training would be conducted by the employer’s organisations. The evaluation cannot recommend such a model as it is exactly on the coordination CEBAI has failed to deliver. It should be noticed that an earlier

evaluation of an ILO project in 2016/2017, where CEBAI also was an implementing partner also was critical towards the institute’s performance.

**Recommendation 4:**

Addressed to	Priority	Time frame	Resources
ILO and employers’ organisations	high	short-term	none

*The ILO should consider establishing another implementation mechanism for the activities today implemented by CEBAI. The responsibility could be transferred to the respective employers’ organisations directly.*

**Objective 2: Sustainable and effective mechanisms for conciliation and arbitration are established**

According to figures provided by DIFE dispute resolution in 2018 was up to 90%, whereas it in 2016 was less than half of the disputes that were solved pre-court with the assistance of the Labour Inspection. This progress is very much thanks to the support DIFE has received from the ILO. Many of the activities initiated under various ILO projects are now or will be taken over by DIFE.

Many stakeholders especially among governmental officials very much appreciate the contribution from the SDIR garment project in the development of SoP for Trade Union Registration and Unfair Labour Practises. These have helped to improve the work of the labour inspectors qualitatively. The online registration of trade unions which has been developed is according to DIFE officials helping to a smooth and transparent registration of trade unions. This has led to an average national approval rate of 79%. It should however be mentioned that according to trade union representatives has some of the federations given up applying for registration and the total number of registered unions has gone down. In 2018 the number of new registered unions was the lowest since 2012 according to workers’ rights lawyers.

The capacity building of government officials is seen as very positive by as well government as other partners as this will have a stronger element of sustainability due the availability of resources to continue the activities beyond the project. It is reported that partners already can feel a higher level of competence among governmental officials.

The contribution to the development of SoPs is highlighted by many stakeholders as a major achievement by the project. That there are more initiatives already in the labour legislation has been taken as a reflection of their contribution. A major task for all constituents will be to ensure the implementation of the SoPs. The project could contribute to this in the remaining project period. There seems still to be some issues such as the BLA definition of “worker” and transparency in calculation of number of workers employed in an establishment where the project could provide

technical assistance to ensure a fair and transparent implementation of the SoP and through that registration of trade unions.

The establishment of an RMG TCC was seen as a major step forward for the possible establishment of a social dialogue at the sectoral level. The project provided technical assistance in connection with the establishment and development of the TCC. It is too early to judge to what extent the TCC can develop as the sectoral platform for a social dialogue that can contribute to overcoming the objective and subjective challenges the garment sector in Bangladesh is confronted with.

Objective 3: Enhanced capacities of employers’ and workers’ organisations to dialogue and prevent and resolve disputes, including those of gender concern.

All three constituents and other stakeholders highlight very much the fact that the NCCWE and the IBC now are working closely together on the management and development of the WRC is a major achievement for the project. Historical it has been difficult for the different wings of the Bangladesh labour movement to join forces and take joint positions. Now they have a concrete joint task to fulfil and this is moving smoothly forward. As this is a first such experience it is the more important that the parties feel that this is a success, so that similar cooperation can develop beyond the WRC.

Some 200 Master Trainers have been trained within the project a number which is very high even if the target of outreach to 500 factories was achieved. There is no oversight to what extent the Master Trainers have been used for conducting training it however seems like only a limited number of them have conducted any training at all.

One of the challenges over recent years among workers and employers has been a lack of cooperation/rivalry between the organisations on both sides with 50+ trade union federations organising in the sector and with many unions being labour wings of political parties. The project has contributed to the establishment of better relations especially on the workers side through the establishment of the WRC, which has had a very positive impact on the relations between the involved trade union structures.

It is therefore of utmost importance that the WRC becomes a success to show that the union together can lift a task like this and get appetite to continue the cooperation in other fields.

**Recommendation 5:**

Addressed to	Priority	Time frame	Resources
WRC	medium	mid-term	none

*The project should continue supporting the positive development and contribute to a broadening the cooperation beyond the WRC and implementation of the current*

*project. A detailed implementation plan to the end of the project should be developed as soon as possible. WRC should solve its management staff problems immediately. A joint monitoring mechanism should be established to ensure progress. Assistance should be requested for establishment of a business plan that will allow for future operation and scaling of the WCR beyond the current project.*

A number of activities are implemented to strengthen the trade unions' capacity to contribute to making them an equal partner to the employer's and their organisations. These activities are however concentrated at the factory level whereas there also is a strong need for strengthening the top leadership at federation level to ensure the development of a constructive sectoral dialogue.

**Recommendation 6:**

Addressed to	Priority	Time frame	Resources
ILO and Trade Union federations	low	mid-term	low

*An assessment of the trade union federations needs for capacity building at leadership level should be conducted and based on this in cooperation with TUSOs active in Bangladesh should a plan for filling the capacity gaps be developed. It should be secured that more female trade union leaders are given leadership training.*

The SDIR RMG project has chosen a rather unusual approach for the ILO, for the selection of participants to the master trainer program; the candidates had to go through a written test and an interview, and the ILO selects the participants based on this. It is too early to judge whether this approach has resulted in better and more active master trainers – till now there is no evidence for this. Normally the ILO would leave it to the constituents to decide who should participate in a given training. The new approach raises questions about the role of the ILO. The evaluation team does not conclude that this is an incorrect approach, but as it is an approach which might have a wider political impact, the evaluation team cannot leave this finding out of the report.

The evaluation understands that the SDIR project has used the ITCILO extensively for training activities and the development of training manuals. Even given the reported high level of expertise among the ITC trainers, the Bangladeshi partners find that training would benefit from a better insight in the Bangladeshi context and training materials should be based on the local experiences, to a greater extent. It has proven difficult for trainers to transform the five-day' training provided by ITCILO and the manual attached to this into a two-day factory-oriented training. The use of staff, who were not professional interpreters, for interpretation, is reported as having had a negative impact on the quality of the training.

The ILO has instructed CEBAI to conduct training for unionized and non-unionized factories separately.

The ILO started discussions on the establishment of a WRC (in the beginning the working title was “Trade Union Hub”, but this was later changed on the request of the employer’s organisations). The WRC officially started in 2017, but only became operational in November 2018. Originally, as per the PD, it was planned to have two centres, but the target was later reduced to one. This seems to have been a wise decision. Over the past seven months four outreach training sessions out of the planned sixty have been conducted. Sixty trade union master trainers were trained within the SDIR project. These master trainers are also used for the joint training on grievance handling with CEBAI. It was reported that the training manuals for the WRC were requested and approved by the BGMEA and the DoL. This seems to be rather unusual within ILO practice, where employers and workers activities are normally independent of each other.

The establishment of the WRC and the cooperation established between the NCCWE and IBC is seen as a major achievement by stakeholders. The WRC contributes to creating a culture of cooperation. However, there seems to be a lack of buy-in to the WRC from the side of the trade union federations and local unions. Until now, the WRC has not become a place that is used by unions for activities and support, as foreseen in the PD. Since the opening, only four days of training were conducted by organisations outside the project – none of these were trade union federations.

The WRC has established a women’s committee and will now according to the WRC leadership also establish a youth committee. However, it is unclear to the evaluation team, what the role of these committees will be, besides providing inputs to the board of trustees, as there are very few activities going on in the WRC. A web-site is going to be launched soon; today it is more common to use social media for outreach rather than an own web-site.

The WRC has developed an annual work plan and a five- year strategic plan, with extensive support from the SDIR project. The implementation of the annual plan is far behind schedule and in reality, already not valid. The five-year strategic plan has no mentioning of how to create financial sustainability for the WRC. There is no business plan for the running of the WRC in place, it seems like the WRC leadership is relying on possible future project funding, no initiatives have however been taken to ensure this project funding.

According to the evaluation team’s calculations, it would cost close to 3.000 USD per month, to run the WRC, in the current premises and with full staffing as planned. This means that each of the thirty-two related trade union federations should pay some 80 USD per month to keep the WRC running, a figure that does not seem to be realistic for most of the federations.

Till now, the WRC has focused its activities on unionised factories only; even today working with twenty organised factories and expect to reach out to 130 more within

the framework of the SDIR project. However, a solid plan for how to realise this is lacking. The leadership wants to expand the activities to non-unionised factories also. In the SDIR PD it is foreseen that the WRC will also reach out to unions, not affiliated to NCCWE and IBC, but this has till now not been realised.

Training of trade union master trainers in trade union administration was conducted in April 2018, but by July 2019, the WRC had not started the training for trade union leaders and activists on trade union administration.

Since April 2019, the WRC has been staffed with only an education manager and one support staff – two positions as manager and financial officer have not been filled. The work of the WRC is certainly suffering from this lack of human resources and capacity. The lack of activities has meant that only 40% of the allocated budget had been spent by July 2019. This unfortunate situation developed even though the SDIR project was all it could to support; e.g., the workers’ education expert spent two days a week in the centre to help organise the work. The current agreement between WRC and the SDIR project comes to an end in November 2019.

The WRC is far behind on its implementation of the planned outreach training activities. There seem to be numerous reasons for this: lack of staff, lack of commitment among master trainers, lack of training materials, unavailability of participants, and lack of buy-in from trade union federations and others.

**Recommendation 5:**

Addressed to	Priority	Time frame	Resources
WRC	medium	mid-term	none

*The project should continue supporting the positive development and contribute to a broadening the cooperation beyond the WRC and implementation of the current project. A detailed implementation plan to the end of the project should be developed as soon as possible. WRC should solve its management staff problems immediately. A joint monitoring mechanism should be established to ensure progress. Assistance should be requested for establishment of a business plan that will allow for future operation and scaling of the WCR beyond the current project.*

The joint grievance-handling training was well-received by both workers and employers, as it was reported to have created a certain level of trust among the partners. This trust is essential for finding solutions to potential conflict issues at an early stage. It is reported that there are fewer work stoppages and conflicts in factories involved in the project, compared to factories not involved with the project.

**Recommendation 7:**

Addressed to	Priority	Time frame	Resources
ILO and partners	medium	mid-term	medium

*The project should look into the possibility of a further promotion of joint training sessions in the remaining project period and maybe include issues beyond grievance handling.*

Significant resources have been invested in the training of master trainers. Many of them have never been used as trainers; some were not motivated and refused when asked to conduct training. Furthermore, it seems the ILO and ITC's pair-training teams' system lacks flexibility. The trainers and master trainers reported that only little pedagogical skill development was included in their training. They were mainly trained in the subject matter and were introduced to adult pedagogical training methods to a limited extent. The ILO and the ITC could consider increase the pedagogical elements of the training of trainers, this would surely increase the trainers and master trainers' self-confidence and thereby they would also be more encouraged to conduct training.

#### **5.4 Gender equality**

In general, the project promotes and takes into account gender mainstreaming, although it lacks a comprehensive gender-equality strategy. Our analysis of the project documents and interviews with the project staff showed that the SDIR RMG project uses different ways to address gender issues, during both the design and the implementation of its activities; namely through the:

1. prioritisation of female workers, to take part in all the project capacity building activities,
2. provisioning of training for WPCs on gender-related issues,
3. inclusion of women's issues into the factories training on grievance handling
4. inclusion of gender into factory action plans

The evaluation noted that the project is challenged by a lack of gender disaggregation of data; this issue was also raised by the donors, who would like to see a specific report on the gender achievements of the project – this to overcome the deficit of data, currently available.

Gender-related issues were not given a high priority in the project design. Therefore, relatively few gender-focused were focussed on; for example, women's empowerment was given priority. A Women's Committee was established under the WRC; however, this should not lead to the parking of gender-related issues with this committee. Another ILO project (RMGP) is offering training on gender issues to DIFE.



**Recommendation 8:**

Addressed to	Priority	Time frame	Resources
ILO	high	short-term	medium

*The project should in the second phase do all efforts to ensure that gender-related issues are given higher priority, this should be based on a deep going needs assessment actively involving women.*

**5.5 Challenges**

The pace of the project’s implementation was influenced by a series of internal and external factors, which had 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 mid-term evaluation:

- Employers/factory management are very reluctant to join the project
- Only 3% of factories can (as per BLA) go to the DoL for dispute resolution
- The implementing partners did not meet their obligations on delivery
- Very low trade union density
- Extreme misbalance in strength of employers and workers’ organisations
- Project fatigue in Bangladesh

**5.6 Efficiency of resource use****5.6.1 Cost effectiveness**

The original, approved budget was US\$ 8.426.257; however, this was corrected by the donors down by 18% to US\$ 6.908.445, and the actual spending equalled US\$ 3.134.995, as of December 2018. This gives a budget use rate, for the allocated budget, of 45%, meaning the spending is behind schedule. The project’s main donors are the Governments of Sweden (73%) and Denmark (23 %).

Some 200 master trainers have been trained within the project; a number which is very high even if the outreach target of 500 factories would have been achieved. There is no oversight of the extent to which master trainers were used to conducting training; however, it seems likely that only a limited number of them conducted any training at all, within the project. The training of trainers was short: three days (+ three days), the project might have considered training fewer trainers over more days — this might have been a more effective investment of time and budget.

The trainers reported that the allocation of funds for each outreach training session was too small and they often had to pay for participants’ snacks from own pockets. At the same time, the fee they were paid for conducting the training was relatively small. It was also reported that only one set of multimedia equipment was provided

to DoL, even though they had ten teams of trainers. The evaluation team got the impression, from the interviews with the trainers, that the scarce allocation of funds for capacity building was de-motivating for the trainers, to a certain extent.

The number of master trainers prepared for DoL seems to be high and not completely cost efficient. Thirty master trainers were trained and in the first year they conducted training in thirty-eight factories with a participation of 525 workers and management representatives. Cost efficiency will improve in the second phase of the project, if the planned reach out to 150 factories can be realised.

It was reported that project staff were present during almost all of the training sessions, conducted within the framework of the project. It seems to be a rather inefficient use of workforce and a non-justified and expensive solution. At the same time, there was a request to hire more project staff, to overcome the workload. From the 1<sup>st</sup> of January 2020, there will be fewer staff members in the team; this might create a challenge given the current work load.

**Recommendation 9:**

Addressed to	Priority	Time frame	Resources
ILO	medium	short-term	none

*The ILO should consider implementing training activities without the presence of project staff. The saved human resources could be used to consolidate some of the achievements of the project.*

The project has a target to reach out to 500 factories. Apart from the aforementioned challenges, related to the lack of motivation among factory owners/employers to buy in to the project, the project is confronted with economic constraints that not will allow for this outreach, under the planned package of capacity building activities. A calculation, made in 2018, shows that with an expenditure of 5.000 USD per factory, the available budget (1.135.728 USD) would only be sufficient to cover the costs of interventions in 225 factories – 68% unionised and 157 non-unionised (with the ratio of 30% unionised and 70 non-unionised). Even though this calculation was made in July 2018, it seems not to have been discussed with the donors and in the PAC.

An identification of the reasons behind this deficit in funding towards targets would require a deeper analysis of spending, which is beyond the scope of the current evaluation. It is however strongly recommended that this problem be attended to without delay.

**Recommendation 3:**

Addressed to	Priority	Time frame	Resources
ILO, constituents and donors	high	short-term	none

*Consultations should be conducted with constituents and then based on their advice. Realistic targets should take the available budget into account (see page 58) and should be established to allow further discussion with the donors. After agreement is reached with the donors, a detailed work plan should be developed that covers the period until the end of the project. The ILO et al. should consider requesting a non-cost extension of the project, until June 2021.*

The project was not able to ensure additional funding, as foreseen in the PD. However, the fashion brand GAP has agreed that they will cover the costs of the participation of their supplier factories in the SDIR project.

### **5.7 Timeliness of implementation**

The project suffered some delays in starting up, i.e. the project was officially launched eight months after the start of the project's planned starting date, because of its pending registration with the Planning Commission. In addition, some delays occurred. It was evident, from the desk review and interviews with the stakeholders, that the establishment of a national-level sectoral social dialogue was delayed because of the change(s) in the MOLE/DoL leadership. Additionally, the establishment and operation of the WRC took longer than expected because of the lengthy up-start procedures.

The project was registered with the Planning Commission, with an end date of June 2021. This date is also used in the internal documents; e.g., MEL, but this date has not been agreed with the donors. As far as they are concerned, the end date is December 2020, as per the PD.

A baseline survey was commissioned in February 2017, to be delivered by May 2017, but the report was only presented and in May 2019. The survey covers fifty-four factories only. It should therefore have been possible to conduct the survey within the given time, but the survey was challenged by lack of access to the factories. The project management agreed to further delays in the delivery of the survey four times; taking stronger measures, to ensure that the baseline survey report was delivered timely, might have been considered.

### **5.8 Effectiveness of Management Arrangements**

The SDIR RMG project has a decentralised structure and is administrated by the ILO RO Dhaka. The project is managed by a chief technical advisor (CTA), based in Dhaka. The CTA reports to the ILO CO director for Bangladesh. The CTA is supported by an international expert on workers activities, a social dialogue/IR expert, a shared senior communications officer, two national programme officers and a national finance and administrative officer with an administrative assistant.

The ILO Dhaka provides human resources and administrative support. Content-specific expertise is delivered by short-term individual experts (local and international), ILO staff (DWT Delhi) and relevant technical units at headquarters) and private sector.

In addition, there is a project coordination unit led by a national project coordinator established in the Ministry of Labour and Employment (MOLE).

Overall, the project management structure was only partially effective, although it did permit the achievement of sustainable and meaningful results. The roles and responsibilities within staff members were clearly defined. At the same time, the CTA turnover (two with one long-term OiC) had a negative impact on the continuity and progress of the project’s implementation.

Principally, the project management team is perceived as knowledgeable and experienced, with dedicated staff members. Interviewees (all the tripartite constituents) saw the CTA as a neutral and credible actor, with a good understanding of the country’s industrial relations and the specific priorities and concerns of each group. In interviews with the donor representatives, they stated that the project was professionally implemented, conformed to their requested inputs, and was responsive to information requests.

The project engaged service providers in elaborating project training materials and guides and conducted assessments at the participating enterprises. However, the interviewed stakeholders questioned their work and deliverables, especially the manuals and the lack of sector/country insight.

The reporting lines in the SDIR team were clear; all but the workers’ education expert reports to the CTA, who then reports to the country director. The evaluation team did not manage to get any solid explanation as to why the workers’ education expert is reporting directly to the country director. This arrangement seemed not to be optimal for the coordination of activities and decision making within the team. However, this seemed to have no direct negative impact that was reported.

The implementation of a number of planed activities is behind schedule and the spending of allocated funds is likewise lower than planned, by mid-2019. Normally we would recommend the donors request a non-cost extension of the project at this point already (now that the project has been approved by the Planning Commission), but under the current project allocation there are no funds available for salaries, beyond December 2020. This creates a complicated situation as it is unrealistic that the implementation partners will manage to meet their targets.

**Recommendation 3:**

Addressed to	Priority	Time frame	Resources
ILO, constituents and donors	high	short-term	none

*Consultations should be conducted with constituents and then based on their advice. Realistic targets should take the available budget into account (see page 58) and should be established to allow further discussion with the donors. After agreement is reached with the donors, a detailed work plan should be developed that covers the period until the end of the project. The ILO et al. should consider requesting a non-cost extension of the project, until June 2021.*

A number of partners and stakeholders indicated that it would be preferable to have one ILO RMG targeted project, rather than numerous and not always well-coordinated interventions. It was been raised, during interviews, that the intervention would benefit from a management capacity analysis, to ensure that the expertise fits the intervention targets. During interviews with donors, they indicated that, given the significant delays in outreach and the questions raised about the quality of some of the training initiatives, the project might benefit from an analysis of the expertise present in the project and the expertise needed for a successful implementation.

**Recommendation 10:**

Addressed to	Priority	Time frame	Resources
ILO	low	long-term	none

*The establishment of an umbrella management structure for all of the project interventions in the sector should be established in the ILO CO Dhaka. This would to coordinate activities, to avoid overlaps and would create synergies between the projects, ensuring that the needed expertise is available.*

The project budget, as approved by the GoB, was established as open in order for extra funding to be mobilised. Recently GAP has committed to contributing to the budget; however, apart from this no other initiatives for fundraising seem to have been undertaken. The constituents’ involvement in the design of the current project seems not to have been fully systematic as, some state they were involved in the process from the very beginning whereas others said that they only got to know about the project, after its approval by the GoB.

**5.9 Governance structure**

A project coordination committee (PCC) and a project advisory committee (PAC) were established for the SDIR RMG project. Up until now, the committees have not met as regularly as originally foreseen and, according to some stakeholders, mainly been used for one-way communication for the ILO, to inform about the project’s progress and planned activities. The committees have requested better insight into the project spending.

The Governments of Sweden and Denmark participate in the PAC as observers.

It is the responsibility of MOLE to call the committee meetings, but they recognise that they have not done so as frequently as they were expected to. Likewise, there was no mechanism in place to ensure that follow-ups, to raised issues, were reported back to the committee. The committee repeatedly requested that the project management provide financial reports on financial progress, but there was no reporting back. Meaning the committee was left without insight into the project's financial progress.

The majority of the interviewed counterparts perceived the present project's governance structure as moderately effective.

**Recommendation 11:**

Addressed to	Priority	Time frame	Resources
ILO and MOLE	medium	short-term	none

*The chair of the respective committees should ensure that regular meetings are convened. The ILO should look into the possibility of creating more transparency in project-related financial issues.*

## **5.10 Partnerships and cooperation**

The project demonstrates respect for the importance of stakeholder participation, and actively seeks stakeholder input, through meetings and consultations. Evaluation feedback from interviews with the project's stakeholders showed that the project was able, on the whole, to establish strong partnerships, with good working relations and cooperation with relevant government authorities, national and international partners and donors.

Interviews revealed that the SDIR RMG project has good relations with the donors.

The Bangladesh Employers Federation is the ILO constituent on the employer's side, but they have only been involved in the project's activities to a minor extent. The two member organisations, BGMEA and BKMEA, were the most directly involved with the project. BEF would have preferred to have been more involved with the project. Only one of the BEF master trainers, who had one year of the ILO and ITC's master trainer training, was used by the project as a trainer – and that only once.

One of the most respected labour market institutions in Bangladesh is the Bangladesh Institute for Labour Studies (BILS). It should be noted that neither the SDIR project nor the WCR were in contact with this institution, to benefit from their capacity and insight. The US labour NGO Solidarity Centre, which has a strong presence in Bangladesh, has very strong expertise in the field of labour legislation and workers' rights, including a paralegal training set-up. Solidarity Centre is also running eight Workers' Community Centres and has three–four satellite centres,

including one in Tongi where the WRC is established, but no exchange of experience or contacts was put in place.

Recently it has been agreed with the fashion brand GAP, that fifty of their supplier factories will join the SDIR project. This cooperation was established through close cooperation with the BWB. GAP will contribute financially to the implementation of capacity building activities, which will be concentrated on management capacity building for improving HR management, especially in grievance handling and communication with workers.

Until now, there has been little coordination between the BWB and the SDIR RMG project. It is the hope of the evaluators that cooperation with the GAP factories will improve the cooperation in other fields, also. Instead of competing, the two interventions could supplement each other; for example, the BWB has a “soft” approach to FoA, whereas the SDIR project gives this a high priority.

The RMGP is running in parallel to the SDIR project, but the two projects are working separately. The potential to create interaction between the projects is not completely realised.

Partners and other stakeholders would prefer to see the ILO come forward with one project that covers all aspects of intervention in the garment industry, instead of four–five different projects, as of today, and which overlap too often with each other.

The RMG cluster, in the ILO CO Dhaka, includes the RMGP2, BWB, EII, SDIR and the Sustainable Compact, but synergies between the projects only seem to be established to a limited extent; this is explained by having different donors and target groups within the garment industry.

The donors have pushed heavily for a multi-stakeholder approach that would include the Swedish fashion brand, H&M, and the Swedish trade union federation, IFMetall. It has also been suggested that, from the Danish side, Danish fashion brands and the Danish trade union federation, 3F, be involved. H&M has been discussing what would be the best functional IR in Bangladesh with the ILO, since 2016. Only recently, and after one year of talks, has it been agreed that eighteen unionised H&M supplier factories will be invited for an orientation session, with the idea of joining the SDIR outreach training. The donors have requested more focus on outcomes rather than on activities.

The Industrial Relation Institute (IRI) is established under the DoL; the SDIR project has only used their facilities and resources to a limited extent, even though it could be seen as an investment in sustainability to build up capacity through the use of their resources. In that way the project could establish a stronger expertise in an institution that would stay on beyond the project.

During the project's implementation, it was reported that it became much easier for the ILO's staff to contact officials in MOLE and DOL: a good non-bureaucratic working relation has developed.

Our evaluation feedback, through interviews with stakeholders and beneficiaries, showed that, overall, cooperation was perceived as very good. Interviewed project partners (national and international) appreciated the ILO's responsiveness and action-orientation. This seems to form a solid basis for continued cooperation and coordination.

### **7.11 Monitoring, reporting and evaluation**

The CTA is responsible for monitoring and evaluation (M&E) within the project. The project paid a lot of attention to establishing a robust M&E system, in order to monitor the project's progress in achieving the anticipated results: among others, an evaluability assessment was conducted in 2017. The strong aspect of the project's M&E system was that it used the Log-frame as a management tool in its programming. A timely baseline survey was helpful for measuring the project's progress towards the achievement of the set objectives. The project indicators were systematically tracked and integrated into the project's progress reporting. The project activity tracking systems appear adequate as they included the status of the implementation of each activity, and sources of verification and comments section for explaining the reasons for delays and/or the achievement of medium-term results.

The project's Log-frame was made more specific and more focused to better show tangible progress, after the evaluability assessment was conducted; however, this without making any political changes.

Although the project did not have a separate M&E plan, it had a well-established documentation system consisting of the ToRs, minutes of meetings, reports for training, activity reports, success stories, feedback sessions with trainees/management in target factories, narrative progress reports and project work plans. Some service providers did not conduct knowledge tests either before or after the delivery of training, nor did they analyse such types of data. This prevented the measurement of the level of improvement in knowledge and skills, immediately after conducting activities.

The project's staff were present during most training, also the training conducted by the implementing partners. This was justified by a need for ensuring the quality of the specific training. This approach was very time consuming and expensive. There was a system of pre- and post-training knowledge monitoring in place, but it was not used by all partners and there seemed to be some gaps in the systematic use of the instrument. When the project signs agreements with partners, it should be based on



trust. It should be believed that the partners will conduct the agreed activities and that at a good level of quality.

Even the presence of ILO staff some training is reported to be substandard and conducted with significant less participants than planned.

The project would benefit from having a unified training and capacity building strategy for all its components. Such a plan could articulate a strategy for training and capacity building and could also necessitate the development of a more effective qualitative monitoring and evaluation mechanism. This in turn would provide the ILO with an opportunity to measure the long-term impacts and sustainability of training provision and, in particular, its efforts at institutionalising training capacities within its tripartite partners and participating enterprises.

At the same time, the project had good reporting practice. The reporting of the ILO (within the organisation and to donors) was in accordance with agreed formats and time-frames. The feedback from donors, received during this evaluation, showed that the donors raised questions concerning the quality and accuracy of the ILO's reporting, especially on financial issues. The progress reports prepared by the project team outlined the progress achieved, in terms of activities, outputs and expected results, in addition to the challenges associated with the implementation process and recommend a way forward.

### **5.11 Impact**

Impact is the change, positive and negative, that is produced or likely to be produced by a project. The SDIR RMG Project is an ongoing project and all of the projected objectives have not yet been achieved. Some impacts can be measured statistically, and some more subtle impacts can only be measured by observation.

At enterprise level, the project's focus was on capacity building and system strengthening. Accordingly, the impacts of the activities in these two areas are presented below.

The capacity building activities focused on offering training to workers, workers' representatives, WPC members and HR management, on grievance handling, OSH and HR management respectively. According to key informant interviews and FGD participants, the impacts of the training were on awareness, knowledge and beneficiaries' attitudes. Whereas awareness and knowledge are cognitive characteristics that may have overlapping features, awareness can be considered as consciousness or rudimentary form of knowledge that lacks depth.

Many of the participants who provided data for this evaluation reported that most of the workers in the target factories had limited or no education. Consequently, they were unaware of what many might consider to be simple and common knowledge, such as one's rights and obligations as a factory worker.

In summary, the capacity building activities impacted a large number of employees in one way or another. The impacts were generally reported by workers, rather than by management. Additionally, it appears that the impacts of the capacity building activities differed from factory to factory. In general, in factories where the management had a strong commitment, workers were generally happy and interested in developing their knowledge and any skills and that could improve the creation of good industrial relations. It should be noted that the commitment of the management was judged in terms of their willingness to provide in-kind contributions, allocation of venues and time for the training of factory staff within the factory's compound or outside the factory.

The impacts of the project activities at the national level are already visible. This is something that was not expected, given the nature of the project activities planned at the different levels. Whereas the activities at the enterprise level were relatively easy and more concrete to achieve, those planned for national level were apparently significantly more impactful.

In more specific terms, certain impact was seen at sectoral level in the area of strengthening the capacity of labour inspectors (at DoL).

At the national level, limited impact was observed in strengthening the capacities of the trade union federations, NCCWE, IBC and WRC. The project has also exerted effort to support CEBAI.

## **5.12 Sustainability**

Sustaining project activities required building the capacity of stakeholders and strengthening the system or institutionalising the activities. Though not explicit, the project also considered capacity building and system strengthening as its major means of sustaining its activities.

One of the strengths of the project should have been the number of capacity building activities it conducted to beneficiaries (workers, workers' representatives, WP committee members, HR managers and management) in the target factories. The project offered training of trainers (TOTs) in some factories and ordinary training in others, based on the availability of individuals in the factories, capable of being trainers themselves and of becoming master trainers. Accordingly, in those factories where ToT was first provided, the trainers could continue conducting training for the remaining workers and in that way the training could be scaled up.

Overall, as concerns capacity building at the factory level, ensuring the sustainability of the project's activities has yet to be seriously addressed in most of the factories. The project needs to provide TOTs to a selected group of individuals, who have the commitment and, if possible, the competence, to become trainers in an effort to make the factories self-reliant. In addition, to ensure a long-lasting effect and the

sustainability of grievance handling outcomes at factory level, factories should be encouraged to have a trained grievance handling officer, who can educate and mobilise workers, challenge managers, and plan and implement activities.

A list of twenty-five arbitrators (retired judges) was developed. These arbitrators will offer independent arbitration, after they have been trained within the framework of the project. The arbitrator’s legal status seems not to be in place. It will be essential to have the legislative framework for the arbitrators’ work in place up front, as well as a sustainable financing mechanism. The ILO could provide technical assistance in establishing the framework and only thereafter start the training of the arbitrators.

**Recommendation 12:**

Addressed to	Priority	Time frame	Resources
ILO and DoL	medium	short-term	high

*It should be ensured that both the legal framework for the arbitration and sustainable financing of the arbitrators’ work is in place, before investment in training is agreed.*

The political and governance framework for the work of the WRC is in place and, with minor adjustment along the road, the WRC can function, but no funding mechanism is in place for them. The current agreement with the ILO comes to an end in November 2019, and the project funding will end in December 2020. The board of trustees seems to rely on continued project funding, but no calculations have been made for the needed funds. The WRC should establish a business plan and a plan for its work, to attract possible donors. With the current level of activities and lack of buy-in from trade union federations, it will be a challenge to attract donors. It would be extremely unfortunate if this very important first example of cooperation between the NCCWE and IBC (and also non-affiliated unions) should fail. The ILO could offer technical assistance in developing a business plan for the functioning of the WRC.

**Recommendation 5:**

Addressed to	Priority	Time frame	Resources
WRC	medium	mid-term	none

*The project should continue supporting the positive development and contribute to a broadening the cooperation beyond the WRC and implementation of the current project. A detailed implementation plan to the end of the project should be developed as soon as possible. WRC should solve its management staff problems immediately. A joint monitoring mechanism should be established to ensure progress. Assistance should be requested for establishment of a business plan that will allow for future operation and scaling of the WCR beyond the current project.*

It was reported that the IRI provides training activities, very similar to those offered within the project – also long-term training. The SDIR RMG project should further develop its cooperation with the IRI, to create a sustainable capacity building platform on the issues highlighted by the project.

**Recommendation 1:**

<b>Addressed to</b>	<b>Priority</b>	<b>Time frame</b>	<b>Resources</b>
ILO and employers' organisations	medium	mid-term	high

*The project itself will not have the resources available to meet the demand for HR management training. Therefore, it is recommended that the project contribute to the development of long-term solutions, including financing for training of mid-level factory HR Management. It is recommended considering further developing the cooperation with IRI, and possibly other governmental structures, as this may provide better opportunities for sustainability and ensure that the capacity is strengthened within the constituents.*

## **6 Conclusions and Recommendations**

### **6.1 Relevance**

Overall, Bangladesh has made progress in the promotion of decent work. Good progress was achieved in the improvement of safety in the work place in the export-orientated garment industry.

There is no doubt that the project was relevant, as it is targeted issues where Bangladesh is challenged. The project set out some very ambitious goals – goals that need long-term engagement to be achieved. The project seems not to have been able to create a complete understanding of the mutual benefits of decent work, developed through social dialogue and harmonious industrial relations, among the social partners. The project is strategic, demand-driven and timely; however, it requires long-term engagements to achieve any tangible impact and to ensure sustainability at each level of the intervention.

In assessing relevance, it was observed that even the long-term funding and the possibility of defining and implementing strategic priorities that have a medium- to long-term vision were not used in full.

The project operates within a difficult and complex context but manages to work positively with the tripartite constituents and implementation partners in Bangladesh.

On the whole, the SDIR RMG project enjoys high relevance, which was reinforced throughout the project's implementation by the increasing importance of the sector for the country's economy.

#### **6.1.1 Relevance and strategic fit**

The project is entirely consistent with the priorities affirmed by the Government of Bangladesh in its strategic plans, UNDAF for Bangladesh, the ILO's DWCP for Bangladesh and donors' strategies. The project also corresponds with the needs of the direct beneficiaries, as the project's implementation modality was defined, based on needs identified through previous ILO interventions.

A baseline study was conducted to define the needs of the partners, but as this was delivered towards the middle of the project's implementation timeline, it can only help to adjust the LFA for the second half of the project period.

### **6.2 Validity of design**

The project design was mostly valid, as it targeted issues of utmost importance for the development of a sustainable garment sector in Bangladesh, although it was too ambitious in terms of its targets.

Consultation with tripartite constituents at national level was limited, during the planning and design phases, and there was less involvement of factory-level stakeholders than planned.

All components of the project were interlinked. However, there was room for improvement in some areas of the logical framework, in particular with regard to the creation of better linkages between factory-level and national-level interventions. Though assumptions and risks were defined in the project document, insufficient attention was paid to the level of importance of the commitment and willingness of the management of target factories to cooperate with the project.

### **6.3 Project effectiveness**

Despite the challenging environment, the SDIR RMG project demonstrated good achievements towards reaching the anticipated results at governmental/ministerial level. However, there was a serious underperformance when it came to outreach to factories.

Sectoral social dialogue is taking its first steps, through the RMG TCC, and the project has contributed to its development. The very important and very much-needed bi-partite dialogue between the sectoral employers' organisations and the trade unions still seems to be difficult to get started. The project's initiatives in this field were limited.

The SDIR RMG project contributed positively to creating a platform for the national trade unions to cooperate. The WRC could develop into an anchor of cooperation between trade unions, which have often competed rather than cooperating. It would be of the utmost importance to establish a model for the financial sustainability of the WRC.

The project promoted gender mainstreaming aspects wherever applicable; however, it lacked a comprehensive gender strategy. Gender issues were considered through the incorporation of women's issues, labour inspection and disputes settlement training, as well as the inclusion of women's issues into the factories grievance handling policies, and collaboration with women's committees.

#### **6.3.1 Efficiency of resource use**

The project is efficient overall and is progressing well with respect to resources used (inputs) compared to qualitative and quantitative results (outputs).

The budget usage rate is reasonable, but below the expected figure; it was 43% of the total allocated budget at the end of 2018. Nevertheless, the project suffered some delays in implementation at national- because of a number of subjective and objective factors, some of which were beyond the control of the project.

The use of human resources seemed not be fully rational in all cases. The ILO should consider quitting the micro-management that is in place, in relation to many of the training activities. It should be possible to trust the implementing partners and service providers to a greater extent.

A baseline analysis was contracted, but the report was delivered after a delay of two years. This meant that the data's usefulness for designing the intervention was limited and the output from the resources spent was not satisfactory.

### 6.3.2 Effectiveness of management arrangements

The ILO project team was consistently praised for being professional, helpful, flexible and responsive. The project established and has functional working relationships with stakeholders at all levels, which were clearly based upon mutual trust and shared values and purpose.

Overall, the project's monitoring system is effective in producing up-to-date, key data and reports, whereas the data management system at the participating factories and tripartite partners should be further strengthened.

## 6.4 Impact

The project shows positive signs of short-term impact on participating factories at the individual and institutional levels, through capacity building and awareness-raising on social dialogue and grievance handling, conflict solution. It has also strengthened various organisational structures such as the WPCs.

The quality of the LI's work was reported to have improved. The project also contributed to significant positive legislative initiatives; e.g., the SoPs are already being integrated into legislation. However, the impact will only be visible when the SoPs are implemented in full at all levels. This also requires that the trade unions' trust is restored in the registration system.

A limited impact was observed in the area of strengthening the capacity of social partners, especially the trade unions and the cooperation, now established in relation to the WRC, has the potential for a long-term impact.

## 6.5 Sustainability

The project's sustainability varied, depending on the partners. At the national level the RMG TCC was established and will have good opportunities to sustain beyond the project.

The trade unions still need to build up sufficient capacity to be modern, representative social partners – it will be hard to talk about sustainability before this can be realised.

The WRC has good potential for becoming an important platform; many resources were allocated by the ILO to make it operational. However, there is no sustainable solution for its continuation in sight.

Many of the initiatives, taken at the factory level within the project, concerning awareness-raising in social dialogue and grievance handling could be continued by the factories, beyond the project, if the political desire was in place.

Ownership still needs to be reinforced at each level of intervention. Therefore, more focus is needed on the institutionalisation of the SDIR RMG project's activities within the remaining timeframe of project's implementation.



## 7 APPENDICES

### 7.1 Appendix 1 Lessons Learned

ILO Lesson Learned Template	
Project Title: <i>Promoting social dialogue and harmonious industrial relations in Bangladesh Ready-Made Garment Industry</i>	
Project TC/SYMBOL: BGD/15/03/MUL	
Name of Evaluator: Sten Toft Petersen (Team Leader), Wajid Hasan Shah (Team Member)	
Date: July-August 2019	
The following lesson learned was identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p><b>Long time is needed for development of good faith social dialogue and harmonious industrial relations.</b></p> <p>An important lesson learned from the SDIR RMG project is the need for realistic time frames and goals, when planning interventions related to improvement of social dialogue and industrial relations. Institutional changes and changes in large groups of people’s mind sets and industrial culture take time and goals need to be very ambitious, to achieve intended results. Therefore, any technical assistance, offered in the field of the improvement of industrial relations and social dialogue as well as structures and processes at enterprise, sectoral and national level, should be planned for a longer period of time, possibly in the form of a programme rather than projects. This would allow for the generation of lasting results and impact.</p>
Context and any related preconditions	<ul style="list-style-type: none"> <li>- Project was designed to have focus on factory level interventions</li> <li>- Some attention was paid to build up sectoral social dialogue</li> </ul>
Targeted users / Beneficiaries	<ul style="list-style-type: none"> <li>- Tripartite partners</li> <li>- Employers and workers</li> </ul>
Challenges /negative lessons - Causal factors	<ul style="list-style-type: none"> <li>- Development discontinues after project stop</li> <li>- Outreach limited and only to export oriented factories</li> </ul>
Success / Positive Issues - Causal factors	<ul style="list-style-type: none"> <li>- Increased awareness among workers</li> <li>- Improved skills among managerial staff (individuals – not system change) at factory level</li> </ul>

	<ul style="list-style-type: none"><li>- Improved compliance (even no system change)</li></ul>
ILO Administrative Issues (staff, resources, design, implementation)	<ul style="list-style-type: none"><li>- Inception phase should be included in all Sd – IR projects and efforts should be made to increase advocacy towards employers.</li></ul>

## ILO Lesson Learned Template

**Project Title:** *Promoting social dialogue and harmonious industrial relations in Bangladesh Ready-Made Garment Industry*

**Project TC/SYMBOL:** BGD/15/03/MUL

**Name of Evaluator:** Sten Toft Petersen (Team Leader), Wajid Hasan Shah (Team Member)

**Date:** July-August 2019

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p><b>Realistic planning should include all objective delays.</b></p> <p>The design of a project and its implementation plan must take delays, which are created by known administrative procedures (e.g., registration procedures) into account. Furthermore, the known risks, such as employer’s reluctance to join social dialogue and industrial relation-related activities, should be calculated into, and possible mitigation included in, the design. In the SDIR RMG project, both the administrative delays and the employers’ attitudes were underestimated.</p>
Context and any related preconditions	The registration and approval procedures are well known and the time these takes can also to a large extend be calculated.
Targeted users / Beneficiaries	ILO CO, project management and donors.
Challenges /negative lessons - Causal factors	<ul style="list-style-type: none"> <li>- Project implementation is delayed from the start of the project</li> <li>- Partners cannot plan their work</li> <li>- Staff costs during pending period</li> </ul>
Success / Positive Issues - Causal factors	N/A

ILO Administrative Issues (staff, resources, design, implementation)	See above
----------------------------------------------------------------------------	-----------

## Appendix 7.2 RECOMMENDATIONS

Evaluation Criteria	Recommendations	Relevant Stakeholders (Recommendation made to whom)	Priority of importance	Time frame for the implementation	Resource implications to implement the recommendations
Validity	<p><u>Recommendation 1:</u> The project itself will not have the resources available to meet the demand for HR management training, it should therefore be recommended that the project contribute to the development of long-term solutions incl. financing for training of mid-level factory HR Management. It is recommended to consider to further develop the cooperation with IRI and possible other governmental structures as this can provide better chances for sustainability and that the capacity is strengthened within the constituents.</p>	ILO and employers' organization	Medium	Mid-term	High
	<p><u>Recommendation 2:</u> Less attention might be paid to training in formal conciliation, as an increase in the use of the formal conciliation mechanism cannot be foreseen in the short- to medium-term. Resources could be reallocated to conflict solution/informal conciliation capacity building. Efforts should be made to secure that female officials are trained.</p>	ILO and DoL	Medium	Long-term	Medium

Evaluation Criteria	Recommendations	Relevant Stakeholders (Recommendation made to whom)	Priority of importance	Time frame for the implementation	Resource implications to implement the recommendations
Effectiveness	<p><u>Recommendation 3:</u> Consultations should be conducted with constituents and based on their advice, realistic targets also taking into account available budget (see page 57) should be established for further discussion with donors. After agreement with donors a detailed work plan to the end of the project should be developed. It should be considered to request a non-cost extension of the project till June 2021.</p>	ILO, constituents and donors	High	Short-term	None
	<p><u>Recommendation 4:</u> The ILO should consider establishing another implementation mechanism for the activities today implemented by CEBAI. The responsibility could be transferred to the respective employers' organizations directly.</p>	ILO and employers' organisations	High	Short-term	None
	<p><u>Recommendation 5:</u> The project should continue supporting the positive development and contribute to a broadening the cooperation beyond the WRC and implementation of the current project. A detailed implementation plan to the end of the project should be developed</p>	WRC	Medium	Mid-term	None

Evaluation Criteria	Recommendations	Relevant Stakeholders (Recommendation made to whom)	Priority of importance	Time frame for the implementation	Resource implications to implement the recommendations
	as soon as possible. WRC should solve its management staff problems with no delay. A joint monitoring mechanism should be established to secure progress. Assistance should be requested for establishment of a business plan that will allow for future operation and scaling of the WCR beyond the current project.				
	<u>Recommendation 6:</u> An assessment of the trade union federations needs for capacity building at leadership level should be conducted and based on this in cooperation with TUSOs active in Bangladesh should a plan for filling the capacity gaps be developed. It should be secured that more female trade union leaders are given leadership training.	ILO and trade union federations	Low	Mid-term	Low
	<u>Recommendation 7:</u> The project should look into the possibility of a further promotion of joint trainings in the remaining project period and maybe include issues beyond the grievance handling.	ILO and partners	Medium	Mid-term	Medium

Evaluation Criteria	Recommendations	Relevant Stakeholders (Recommendation made to whom)	Priority of importance	Time frame for the implementation	Resource implications to implement the recommendations
Gender	<u>Recommendation 8:</u> The project should in the second phase do all efforts to secure that gender related issues are giving higher priority, this should be based on a deep going needs assessment actively involving women.	ILO	High	Short-term	Medium
Efficiency of Resource Use	<u>Recommendation 9:</u> It should be considered to implement training activities without the presence of project staff. The saved human resources can be used to consolidate some of the achievements of the project.	ILO	Medium	Short-term	None
Effectiveness of Management Arrangements	<u>Recommendation 10:</u> The establishment of an umbrella management structure for all project interventions in the sector should be established in the ILO CO Dhaka, this to coordinate activities to avoid overlaps create synergies between projects and secure that the needed expertise is available.	ILO	Low	Long-term	None



Evaluation Criteria	Recommendations	Relevant Stakeholders (Recommendation made to whom)	Priority of importance	Time frame for the implementation	Resource implications to implement the recommendations
Governance Structure	<u>Recommendation 11:</u> The Chair of the respective committees should secure that regular meetings are convened. The ILO should look into the possibilities of creating more transparency on project related financial issues.	ILO and MOLE	Medium	Short-term	None
Sustainability	<u>Recommendation 12:</u> It should be insured that both the legal framework for the arbitration and sustainable financing of the arbitrators' work is in place before investment in training is agreed.	ILO and DoL	Medium	Short-term	High

## Appendix 7.3 Field visit schedule

**Field Mission for the Independent Mid-Term Evaluation (MTE) of the ILO  
Promoting Social Dialogue and Harmonious Industrial Relations in the Bangladesh Ready-Made Garment industry (SDIR) Project**

Evaluation Manager: Mr Nguyen Hoang Ha  
International Consultant (ExColl): Mr Sten Toft Petersen  
National Consultant (ExColl): Mr Wajid Hasan Shah

Date	Time	Activities	Venue
<b>15 July 2019 (Monday)</b>	09.00 am to 12.30 pm	Meeting with SDIR Project Team	PPD Office Complex, 5 <sup>th</sup> Floor
	12.30 pm to 1:00 pm	Meeting with Gap Inc.	PPD Office Complex, 5 <sup>th</sup> Floor
	02:00 pm to 03:00 pm	Meeting with <b>Mr. Md. Saidul Islam</b> , Programme Officer, ILO Bangladesh and SDIR Project Backstop	ILO CO, PPD Office Complex, 2 <sup>nd</sup> Floor
	03:00 pm to 03:30 pm	Meeting with the Programme Manager, Better Work Programme	ILO CO, PPD Office Complex, 2 <sup>nd</sup> Floor
<b>16 July 2019 (Tuesday)</b>	09:00 am to 10:00 am	Meeting with <b>Mr. Saifullah</b> , Project Secretary, SDIR Project	PPD Office Complex, 5 <sup>th</sup> Floor
	10:30 am to 12:00 pm	Meeting with Employers Organizations: <b>BGMEA and BKMEA</b>	PPD Office Complex 5 <sup>th</sup> Floor
	01.30 pm to 02.30 pm	Meeting with Employers Organizations: <b>Mr. Kamran T Rahman</b> , President, BEF	Bangladesh Employers Federation (BEF) Chamber Building 122-124, Motijheel C/A, Dhaka-1000
	4:00 pm to 5:00 pm	Meeting Donor's Representative (Sweden and Denmark)	Embassies of Sweden and Denmark Bay's Edgewater, 6 <sup>th</sup> Floor Gulshan 2, Dhaka- 1212

Date	Time	Activities	Venue
<b>17 July 2019 (Wednesday)</b>	10.00 am to 11:00 am	Meeting with <b>Mr. Shib Nath Roy</b> , Inspector General, Department of Inspection for Factories and Establishment	DIFE 23-24 Karwan Bazaar Dhaka - 1215
	12:30 pm to 1:30 pm	Meeting with <b>Mr. Jafar Iqbal</b> , Programme Officer, SDIR Project	PPD Office Complex 4 <sup>th</sup> Floor
	02.00 pm to 03.00 pm	Meeting with <b>Mr. Mahandra Naidoo</b> , Social Dialogue and Labour Administration Expert, ILO Delhi	PPD Office Complex 5 <sup>th</sup> Floor
	3:30 pm to 4:30 pm	Meeting with <b>Mr. Uttam Kumar Das</b> , Programme Officer, SDIR Project	PPD Office Complex 5 <sup>th</sup> Floor
<b>18 July 2019 (Thursday)</b>	10.00 am to 10.30 pm	Meeting with <b>Mr. A K M Mizanur Rahman</b> , Director General, Department of Labour	Department of Labour, Shromo Bhaban, 4 Rajuk Avenue, Dhaka
	10.30 am to 12.30 pm	FGD with Officials of the Department of Labour (who received training on <b>workplace cooperation, conciliation and investigation of unfair labour practices</b> )	Department of Labour, Shromo Bhaban, 4 Rajuk Avenue, Dhaka
	02.00 pm to 03:00 pm	Meeting with BILS	BILS Office House 20, Road 32 (Old) Dhanmondi, Dhaka
<b>19 July 2019 (Friday)</b>			
<b>20 July 2019 (Saturday)</b>	10.00 am to 11.00 am	Meeting with the WRC Board of Trustees	WRC Office, Sena Kalyan Bhaban, Tongi
	11.00 am to 12.00 pm	Meeting with the Staff of the WRC	WRC Office, Sena Kalyan Bhaban, Tongi
	12:00 pm to 1:30 pm	FGD with Trainers of Trade Union Administration Training (Outcome 3)	WRC Office, Sena Kalyan Bhaban, Tongi
<b>21 July 2019 (Sunday)</b>	10.00 am to 11.00 am	Meeting with the Government Representatives: <b>Dr. Mollah Jalal Uddin</b> , Additional Secretary (IO), MoLE accompanied by <b>Mr. Humayun Kabir</b> , Deputy Chief, and <b>Mr. Mikhail Islam</b> , Assistant Chief, MoLE	Ministry of Labour and Employment Bangladesh Secretariat

Date	Time	Activities	Venue
	12.30 pm to 01:30 pm	Meeting with <b>Mr. Neeran Ramjuthan</b> , Chief Technical Advisor, SDIR Project	PPD Office Complex 5 <sup>th</sup> Floor
	01.30 pm to 2:30 pm	Meeting with <b>Mr. Tauvik Muhamad</b> , Workers Education Expert, SDIR Project	PPD Office Complex 5 <sup>th</sup> Floor
	02.30 pm to 03:30 pm	Meeting with <b>Mr. George Faller</b> , Chief Technical Advisor, RMG Project	PPD Office Complex 5 <sup>th</sup> Floor
<b>22 July 2019 (Monday)</b>	11:00 am to 12:30 pm	FGD with participants of training on workplace cooperation (Outcome 1)	Department of Labour, Shromo Bhaban, 4 Rajuk Avenue, Dhaka-1000
	02.00 pm to 03.00 pm	Meeting with <b>CEBAI</b>	CEBAI Head Office House 11, Road 17/A, Banani, Dhaka
	03.00 pm to 4.30 pm	FGD with participants of training on human resources (6 to 8 persons)	
<b>23 July 2019 (Tuesday)</b>	09:00 am to 10.00 am	Meeting with <b>Solidarity Centre</b>	House #9, Road 127, Gulshan-1, Dhaka
	11.00 am to 12.00 pm	Meeting with <b>H&amp;M</b>	House No. NW(K) 8/A, Road No. 50, Gulshan 2 Dhaka - 1212
<b>24 July 2019 (Wednesday)</b>	10.00 am to 1:00 pm	<b>Validation workshop</b>	PPD Office Complex, Agargaon
	2.00 pm to 4:00 pm	Debriefing with the SDIR Project	

## Appendix 7.4 Informants

**Field Mission for the Independent Mid-Term Evaluation (MTE) of the ILO  
Promoting Social Dialogue and Harmonious Industrial Relations in the Bangladesh  
Ready-Made Garment industry (SDIR) Project**

Evaluation Manager: Mr Nguyen Hoang Ha

International Consultant & Team Leader: Mr Sten Toft Petersen

National Consultant: Mr Wajid Hasan Shah

### Persons interviewed by the MTE the Evaluation Team

1. Ms Tamanna Sarwar, Senior Program Manager, Global Sustainability, Gap
2. Mr Md. Saidul Islam, Programme Officer, ILO Bangladesh and SDIR Project Backstop
3. Ms Jenny Anne Hickey, Deputy Programme Manager, Better Work Bangladesh (BWB)
4. Mr Saifullah, Project Secretary, SDIR
5. Mr A.N.M. Saifuddin Ahmed, former BGMEA Director
6. Mr Mansoor Ahmed, 1st Vice President, BKMEA
7. Ms Farzana Sharmin, Joint Secretary, BKMEA
8. Mr Farooq Ahmed, Secretary General, BEF
9. Mr Santosh Kumar Dutta, Joint Secretary, BEF
10. Mr Nazrul Islam Chowdhury, Deputy Secretary, BEF
11. Mr Md. Habibur Rahman, Legal Officer, BEF
12. Mr Joha Jamilur Rahman, Senior Training Coordinator, BEF
13. Ms Ylva Salstrad, Program Manager, Specialist, Human Rights and Democracy, Embassy of Sweden
14. Mr Shib Nath Roy, Inspector General (IG), DIFE
15. Dr Syed Abul Ehsan, Joint Inspector General (JIG), DIFE
16. Mr Matiur Rahman, DIG, DIFE & Project Director, Gender Equality & Women's Empowerment
17. Mr Mehedi Hasan, Assistant IG, DIFE & Focal Point, LIMA
18. Mr Md. Abul Hazzat Shohag, Assistant IG, DIFE
19. Mr Jafar Iqbal, Programme Officer, SDIR
20. Mr Mahandra Naidoo, Social Dialogue and Labour Administration Specialist, ILO New Delhi (former CTA, SDIR)
21. Mr Uttam Kumar Das, Programme Officer, SDIR
22. Mr Md. Bellal Hossain Sheikh, Director, DoL Divisional Labour Office, Dhaka
23. Mr Md. Abu Ashrif Mahmud, Director, DoL
24. Ms Kohinoor Mahmood, Director, Programme & Information, BILS
25. Mr Niamat Ali, Administrative Officer, BILS
26. Mr Khandoker Abdus Salam, Consultant, BILS
27. Mr Aminul Haque Amin, Chairperson (IBC)
28. Ms Shamsun Nahar, MP, Vice Chair, WRC (Member Secretary, NCCWE)
29. Mr Abul Kalam Azad, Joint Secretary General, Bangladesh Trade Union Center (BTUC) & Founder Member, Board of Trustees, WRC
30. Mr Naimul Ahsan Jewel (NCCWE), immediate past Chair of WRC
31. Mr Abdul Wahed
32. Mr Ruhul Amin, Vice Chair, IBC
33. Ms China Rahman, Member, WRC
34. Ms Tasmin Jahan Suma, Training Coordinator, WRC
35. Mr Mollah Jalal Uddin, Additional Secretary (IO), MoLE
36. Mr Humayun Kabir, Deputy Chief, MoLE
37. Mr Mikhail Islam, Assistant Chief, MoLE
38. Mr Neeran Ramjuthan, Chief Technical Advisor, SDIR
39. Mr Tauvik Muhamad, Workers Education Expert, SDIR
40. Mr George Faller, Chief Technical Advisor, RMG Project (Phase II)
41. Mr A K M Mizanur Rahman, Director General, Department of Labour
42. Mr. Brigadier General (Retd) Mr Aftab Uddin Ahmad, CEO, CEBAI
43. Mr Md. Badrul Munir, Manager Finance, CEBAI
44. Mr Md. Omar Fauque Akhund, Project Training Coordinator, CEBAI
45. Mr Jon Hartough, Country Program Director, Solidarity Center Bangladesh
46. Mr. AKM Nasim, Senior Legal Counselor, Solidarity Center Bangladesh

47. Mr Prodir Gabriel Sku, Sustainability Program Manager, H&M
48. Ms Tanzida Islam, Supply Chain Sustainability Manager, H&M
49. Mr Wael Issa, Senior Technical Advisor, Office of the Deputy Director General for Policy
50. Mr Soeren Albertsen, Sector Counsellor, Royal Danish Embassy, Dhaka

### Focus Group Discussions

1. Mr Md. Khurshedul Haque Bhuiyan, Director, DoL Divisional Labour Office, Narayanganj
2. Ms Mitsu Shaolin, Deputy Director, DoL
3. Mr Md. Saikul Islam, Deputy Director, DoL
4. Mr Md. Mahbub Alam, Assistant Director, DoL
5. Ms Afroza Parvin, Assistant Director, DoL
6. Ms Khaleda Jahan, Assistant Director, DoL
7. Mr Md. Firozur Rahman, Assistant Director, DoL

1. Ms Lotifa Akter
2. Ms Fatema Akter
3. Ms Salina Anwar Shelly
4. Ms Esrat Janan Ela

1. Ms Srabony Akther (PC member, worker, ABM Fashion – RMG, Gazipur Konobari)
2. Ms Majada Khatun (PC member, worker, Narayanganj Fariha Knit Tex)
3. Mr Md Abdul Kader (PC member, Management side, Denimach Ltd)
4. Mr Md Shariful Islam (PC member, Management side, Fame Apparex Ltd)
5. Mr Marzina Begum (PC member, worker, Shanta)

1. Mr Abdullah Al Munsur (Assistant Manager, Kaniz Garments Ltd)
2. Mr Shafiul Islam (Admn & HR, Urmi Garments Ltd)
3. Mr Md. Shahidul Islam (HR Manager, A Plus Industries)
4. Ms Rokhsana Yasmin (HR Officer, Aboni Knitwear Ltd)
5. Ms Nasima Akhter (Worker, Kaniz Garments Ltd)

### Staff Workshop

1. Mr Neeran Ramjuthan, SDIR Chief Technical Advisor (CTA)
2. Mr Uttam Kumar Das, Program Officer, SDIR & Focal Person for MTE
3. Mr Jafar Iqbal Program Officer, SDIR
4. Mr Md. Saleuzzaman Chowdhury, Finance & Admin Officer, SDIR
5. Ms Fariha Rahman, , SDIR Communications focal
6. Ms Krishna Chowdhury, SDIR Project Secretary
7. Mr Saifullah, SDIR Project Secretary
8. Ms Sanjida Bary, SDIR Intern

### Validation Workshop

1. Mr Neeran Ramjuthan, SDIR CTA
2. Mr Tauvik Muhamad, Workers Education Expert, SDIR
3. Mr Uttam Kumar Das, Program Officer, SDIR & Focal Person for MTE
4. Mr Jafar Iqbal, Program Officer, SDIR
5. Mr Md. Saleuzzaman Chowdhury, Finance & Admin Officer, SDIR
6. Ms Fariha Rahman, SDIR Communications focal
7. Mr Saifullah, SDIR Project Secretary
8. Ms Sanjida Bary, Intern, SDIR
9. Mr Mahmudul Islam Khan, Intern, SDIR
10. Mr Md. Saidul Islam, ILO Country Office Program Officer
11. Mr George Faller, RMG Project CTA (Phase II)
12. Mr Mikhail Islam, Assistant Chief, MoLE
13. Mr Md. Bellal Hossain Sheikh, Director, DoL Divisional Labour Office, Dhaka
14. Mr Kamrul Hasan, DIG (Safety), DIFE
15. Mr A.N.M. Saifuddin Ahmed, former BGMEA Director
16. Mr Mansoor Ahmed, 1<sup>st</sup> Vice President, BKMEA
17. Mr Rafiqul Islam, Additional Secretary, BGMEA
18. Ms Farzana Sharmin, Joint Secretary, BKMEA

19. Md. Nazrul Islam Chowdhury, BEF
20. Brigadier General (Retd) Mr Aftab Uddin Ahmad, CEO, CEBAI
21. Mr Md. Omar Fauque Akhund, Project Training Coordinator, CEBAI
22. Mr Shah Md. Abu Jafar (NCCWE), former Member of Parliament
23. Mr Razequzzaman Ratan (NCCWE)
24. Mr Naimul Ahsan Jewel (NCCWE), immediate past Chair of WRC
25. Mr Rashadul Alam Raju, IBC
26. Kamrul Hasan, IBC-WRC
27. Ms Tasmin Jahan Suma, Training Coordinator, WRC

## Appendix 7.5 Desk review documents

### List of documents consulted for the SDIR Independent Mid-Term Evaluation

1. SDIR Baseline Study (Final; May 2019)
2. SDIR Baseline Study ToR (February 2017)
3. SDIR Communication Strategy (December 2018)
4. SDIR Evaluability Assessment Report (January 2017)  
SDIR MEL Plan (Draft)
5. SDIR MTE ToR
6. SDIR PAC minutes of meeting (1st meeting -- 27 September 2017);  
SDIR PCC minutes of meetings (1st meeting -- May 11, 2017, 2nd meeting -- January 21, 2018 and 3rd meeting -- July 12, 2018);
7. SDIR ProDoc [Project Document] (signed July 31, 2016)
8. SDIR Development Cooperation Progress Report (February 2017)
9. SDIR Development Cooperation Progress Report (March 2019)
10. SDIR Updates of Project Activities (June 2019)
11. SDIR Workplan (April 2019)
12. ILO EVAL Checklist for Writing the Inception Report (March 2014)
13. ITC-ILO Consolidated Proposal for Capacity Building Support to Outcomes 2 & 3 of SDIR;
14. ITC-ILO Advanced Women's Leadership Training for RMGP and SDIR (results of pre-test and post-test) [June 2017]
15. ITC-ILO Trade Union Training on Advanced Women's Leadership Skills for Women Workers' in the RMG Sector Training of Trainers (ToT) [June 2017]
16. ITC-ILO Certificate Training Reference Manual for Trade Union Paralegals (June 2019)
17. ITC-ILO Certificate Training Manual for Trade Union Paralegals (including time-table and outline) [June 2019]
18. RMG TCC Formulation Circular (March 2017)
19. SOP for the Registration of Trade Unions (May 2017)
20. WRC 5-year strategic goals
21. WRC Strategic Plan
22. Bangladesh Registration Report, Solidarity Center 2019



## Appendix 7.6 Terms of Reference

### Terms of Reference Independent Midterm Evaluation

#### Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh Ready-Made Garment Industry

<b>Project Title</b> Harmonious Bangladesh	Promoting Social Dialogue and Industrial Relations in Ready-Made Garment
<b>ILO Project Code</b>	BGD/15/03/MUL
<b>Administrative Unit in charge of the Country Office-Dhaka</b>	
<b>Technical Backstopping Unit</b>	GOVERNANCE
<b>Type of Evaluation</b>	Independent
<b>Timing of Evaluation</b>	Midterm
<b>Project Period</b> including 6 months inception phase)	April 2016 – December 2020 (57 months
<b>Total Project Budget</b>	US\$ 6,908,445
<b>Funding Agency</b>	The Governments of Sweden and Denmark

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## I. Background and Justification

The Project on Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh Ready-Made Garment Industry (BGD/15/03/MUL) has achieved significant results since the inception of the project. According to the project document, an independent mid-term evaluation would be undertaken. The mid-term evaluation is intended to undertake comprehensive review of all the project interventions and draw on key lessons learnt from its implementation thus far.

The RMG sector in Bangladesh has grown rapidly since the 1980's. The sector, currently employs an estimated four million workers, 80 per cent of whom are women. Literature suggests that many women employed in the sector are illiterate or semiliterate and come from economically weak sections, which leave them with little bargaining power. These factors have posed gender specific challenges in the RMG sector. This fast paced growth was not accompanied by similar developments in labour market institutions, resulting in significant challenges in the area of working conditions and labour rights that need to be urgently addressed.

Following major garment factory accidents in 2012 and 2013, the ILO developed a broad programme to support the Government's efforts to engage in a much-needed reform process to improve working conditions and rights in this sector including workers' and employers' right to freedom of association, collective bargaining and to dialogue at the workplace.

This multi-donor project, was built on previous ILO assistance, that included a detailed diagnostic process on the status of freedom of association and collective bargaining rights in the RMG sector.,

At the outset is the legislative framework that governs and guides the system of labour relations. While it is acknowledged that the amendments introduced to the Bangladesh Labour Act in July 2013, was indeed a good step forward. However, importantly, there was a need for parallel process for the government to ensure the effective implementation of the rules to the labour act. To ensure that the changes in the amended legislation including, mechanisms for enforcement, prevention and resolution of disputes were developed and strengthened..

While notable progress has been made to improve the country's legal framework, enforcement mechanisms, the safety of the factories and the capacities of workers' and employers' organizations, momentum must be maintained. This means that more needs to be done to effectively realize the rights of, the predominantly female, Bangladesh garment workers. Therefore, a more gender sensitive approach to address the capacity gaps of women to participate in workplace dialogue to improve their working conditions and labour relations is required.

A transparent, sound and credible system of registering trade unions' and employers' organization is, among others, necessary. The administration should have up to date and complete information on these organizations (their names and contact details, number of members, constitution, etc.). Following the amendments to the labour act the ILO, specifically the SDIR project, supported the reform of the registration procedures, through providing assistance to the Department of Labour for the development of standard operating procedures for trade union registration. However, more support needs to be extended to the registrars' office to ensure that the staff is well trained and that the system is well functioning. This support well be extended through 2015 with additional support required for 2016.

Prevention is achieved when social dialogue and labour-management cooperation is functioning effectively and efficiently at the national, sector and enterprise levels. At the national level, mechanisms exist for tripartite dialogue through bodies such as the national Tripartite Consultative Council (TCC).

At the sector level and in the RMG sector in particular, there are no well-functioning bi-partite mechanisms for social dialogue. This is an area that (subject to consultations with workers and employers) should be strengthened taking into consideration the size of the industry and the proliferation of unions. Initial steps include: supporting the unions to establish a joint platform for negotiations; and strengthening the capacity of the trade unions and employers to negotiate at sectorial as well as enterprise level. Nevertheless, supporting the establishment of dialogue mechanisms at the sectorial level should be preceded firstly by building trust and cooperation between workers and employers at the enterprise level in a manner that fully gives cognisance to international labour standards.

The enterprise level dialogue in the RMG sector continues to be a main area of focus in the coming five years, aligned to workplace cooperation, negotiation and collective bargaining mechanisms that exist in the labour code. In order for these mechanisms to function effectively they must be established in accordance with ILO's conventions on freedom of association and the right to organize and bargain collectively. In this regard, the ILO is collaborating with other international partners and is working closely with the unions and employers organizations in Bangladesh. Support is being extended to train the workers and employer organizations on their rights and obligations under the labour legislation and capacity building programmes are underway. These should be continued and enlarged. A detailed workplace cooperation training module will be developed by the ILO in consultation with the national stakeholders. This training module shall be gradually introduced to a large number of enterprises over the next five years. This training module will be developed in close collaboration with the different ILO projects and programmes to ensure consistency in the training being provided. Furthermore, a simple and effective gender sensitive grievance procedures should be developed and introduced at the enterprise level as the first instance for preventing disputes.

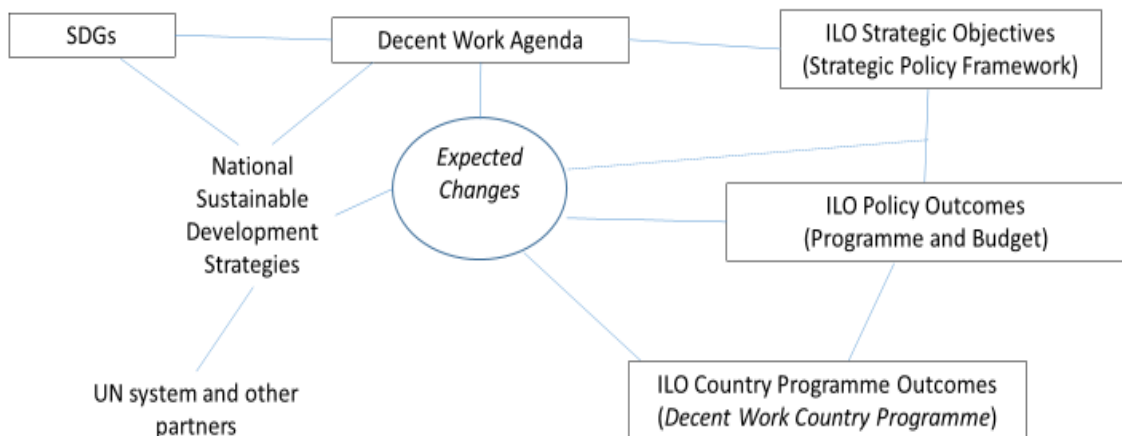
Resolution of disputes is an important pillar of a sound labour relations system. This is an area where additional support is needed. The new BLA (Bangladesh Labour Act, 2006 with amendment in 2013) provides for collective labour dispute resolution, including negotiation, mandatory conciliation, voluntary (but binding) arbitration, and adjudication by the Labour Court (Chapter XIV, Sec. 209–231). However, the effectiveness of these systems for successfully addressing disputes remains limited. The main reasons for this being: the reluctance on the part of female workers to report grievances, the lack of a holistic approach for addressing the issue, the scarce Government resources deployed for their implementation, and the lack of trust by the workers' and employers' organizations in using the system as it is perceived not to be neutral. There is an urgent need to develop the government system of conciliation and arbitration and the labour court system for adjudication.

To reach the objective of having a modern and harmonious labour relations system where vulnerable female workers are adequately able to represent and participate, and which is based on a sound legislative framework and efficient labour administration and social dialogue systems,

it is important to view all of the above components as inter-linked and complementary of each other.

This proposed project, which constitutes an important pillar of the whole programme, will focus on strengthening social dialogue and workplace cooperation in the RMG sector, with a focus on empowering female workers, and on developing a credible, transparent and effective conciliation and arbitration mechanism. Cross cutting these two objectives is that of building the capacity of employers' and workers' organizations, including though the establishment of the Workers' Resource Centre (WRC), acting as a coordinating and supporting office aimed at providing expertise and services to all unions in the sector.

Link to other international cooperation frameworks and initiatives:



The proposed programme was elaborated in view of the next medium-term development cooperation strategy of Denmark for Bangladesh and in the framework of the Sweden's International Development Cooperation 2014-20<sup>1</sup>. The programme also embodies the concept of a 'Global Deal'<sup>2</sup>, called for by Sweden as an essential strategy to achieve the post-2015 Sustainable Development Goals.

## II. Purpose and Objectives of the Evaluation

**Three main purposes** of the independent midterm evaluation are aimed at:

(1) Project improvements; 2) promoting accountability to the ILO, national key stakeholders and donor; and 3) enhancing learning within the ILO and key stakeholders. **Six specific objectives** of the independent midterm evaluation are to:

<sup>1</sup> <http://www.regeringen.se/land--och-regionstrategier/2014/08/uf201451155udas01/>

<sup>2</sup> <http://www.un.org/en/ecosoc/integration/2015/pdf/sweden.pdf>

- (i) Assess the coherence and logic of the project's design and its theory of change, specifically whether it is still valid within the current development circumstances in Bangladesh;
- (ii) Assess the continued relevance of the project's interventions (i.e. outputs) and the progress made towards achieving planned intermediate objectives and the Decent Work Country Programme (DWCP) for Bangladesh;
- (iii) Assess the project implementation effectiveness including the progress in achieving its planned goals, objectives and results (including intended and unintended, positive and negative results), the challenges affecting the achievement of the objectives, factors that hindered or facilitated achievement so far, and effectiveness of management arrangements;
- (iv) Assess efficiency of resource use;
- (v) Assess the likelihood of sustainability of the interventions; and
- (vi) Propose the recommendations to make adjustments to ensure the achievement of these objectives within the lifetime of the project and identify emerging potential good practices and lessons learnt.

### III. Evaluation Scope

The midterm evaluation is due as per the ILO evaluation policy<sup>4</sup> requirements.

The evaluation is scheduled for 28 days from 24 June to 15 September 2019 (with field work during 1 to 12 July 2019) and it will help guide the SDIR project team in planning implementation of the second half of the project.

The evaluation will cover all geographic coverage of SDIR project. Gender equality and non-discrimination, promotion of international labour standards, tripartite processes and constituent capacity development should also be considered in this evaluation.

The midterm evaluation findings, conclusions and recommendations will be primarily addressed to the SDIR project team, the national stakeholders, the ILO Bangladesh, Decent Work Technical Support Team (DWT) for South Asia, GOVERNANCE and the donors.

Primary clients of the mid-term evaluation are the beneficiaries, donors, the ILO constituents and the ILO technical units directly involved in the project:

- The Constituents: Representatives from the employers' organizations, Bangladesh Employers' Federation (BEF), the Bangladesh Garment Manufacturers and Exporters Association (BGMEA), and the Bangladesh Knitwear Manufacturers and Exporters Association (BKMEA), and from trade union federations such as the RMG workers' union federations affiliated to National Coordination Committee on Workers' Education (NCCWE) and the IndustriALL Bangladesh Council (IBC), including other locally registered union federations; and the Ministry of Labour and Employment (MoLE), including the Department of Labour (DOL).
- ILO Country Office for Bangladesh;

- DWT for South Asia;
- GOVERNANCE and other relevant technical units at the ILO HQ; and
- Donors.

Secondary clients are the ILO Regional Office for Asia and the Pacific (ROAP) and other key stakeholders.

#### IV. Evaluation Criteria and Questions

The evaluation should address the overall ILO evaluation criteria: (i) relevance and strategic fit of interventions; (ii) validity of interventions design; (iii) intervention progress and effectiveness; (iv) efficiency of resource use; (v) effectiveness of management arrangements; and (vi) likelihood of sustainability of interventions as defined in the ILO Policy Guidelines for results-based evaluation, 3<sup>rd</sup> edition 2017.

The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartite processes, and constituent capacity development should be considered in this evaluation. In particular, the gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. To the extent possible, data collection and analysis should be disaggregated by sex as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes (Annex 2).

It is expected that the evaluation address all of the questions detailed below to the extent possible. The evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed upon between the ILO team and the evaluator. The evaluation instruments (to be summarized in the inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.

**Suggested evaluation criteria and evaluation questions are summarized below:**

##### **1. *Relevance and strategic fit of the interventions***

- Is the project strategy and approach consistent and pertinent to current and long-term development needs of Bangladesh, beneficiaries' requirements, and policies of partners and the donor?
- Is the project aligned with the Bangladesh DWCP for 2017-2020 and SDG (particularly the principle of '*leaving no one behind*') and other relevant development policy frameworks?

##### **2. *Validity of the project's design***

- To what extent is the project design (objectives, outcomes, outputs and activities) and its underlining theory of change logical and coherent?
- To what extent do the specific problems the project was designed to address still exist or have changed? Does the design need to be modified in the second half of the project, and why?

- How appropriate and useful are the indicators described in the Project Monitoring and Evaluation Plan in assessing the project's progress at output and outcome levels? Are the indicators gender sensitive? Are the means of verification for the indicators appropriate?
- To what extent has gender mainstreaming been addressed by the project design and implementation?

### **3. *Project intervention progress and effectiveness (including effectiveness of management arrangements)***

- To what extent has the project made sufficient progress towards its planned results (including intended and unintended, positive and negative)? Will the project be likely to achieve its planned goal and objectives by the end of the project? Are there any external factors that hindered or facilitated achievement of the project?
- To what extent do project management capacities and arrangements put in place support the achievement of the planned results?
- To what extent do the measures adopted by the project management appropriately and timely address the problems or delays encountered and attribute to achieving the immediate objectives of the project?
- To what extent have stakeholders, particularly workers' and employers' organizations been involved in project implementation?
- How effectively has the project delivered core services to stakeholders including direct beneficiaries?
- To what extent has the project promoted the implementation of International Labour Standards on Social Dialogue/ Industrial Relations and contributed to other ones in Bangladesh?

### **4. *Efficiency of resource use***

- Are the resources allocated to the project used strategically to achieve its immediate objectives? And have they been delivered in a timely manner? If not, what were the factors that have hindered timely delivery of outputs? Any measures to mitigate the delays have been put in place?
- How should the project reallocate resources or adjust activities in order to improve the achievement of its immediate objectives? Are resources sufficient for the remaining project period?

### **5. *Sustainability***

- To what extent are the project's outcomes likely to be durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed? How can the project's sustainability and exit strategy be improved?

- How effective has the project been in establishing national/local ownership?

## V. Methodology

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

Both qualitative and quantitative evaluation approaches should be considered for the evaluation. The evaluation fieldwork will be qualitative and participatory in nature. Qualitative information will be obtained through field visits, one-on-one interviews (face-to-face, Skype or telephonic) and focus groups discussions as appropriate. Opinions coming from stakeholders will improve and clarify the quantitative data obtained from project documents. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders. Quantitative data will be drawn from project documents including the Technical Progress Reports (TPRs) and the Monitoring and Evaluation Plan (MEP). A combination of sound quantitative and qualitative research methods (e.g. surveys, case studies, interview and focused group discussion with appropriate quantitative data analysis methods for each type of data collected) should be developed for each evaluation question as deemed appropriate. However, different evaluation questions may be combined in one tool/method for specific targeted groups as appropriate. Attempts should be made to collect data from different sources by different methods for each evaluation question and findings be triangulated to draw valid and reliable conclusions. Data shall be disaggregated by sex where possible and appropriate.

A detailed methodology will be elaborated by the independent evaluators on the basis of this ToR. The detailed methodology should include key and sub-question(s), detailed methods, data collection instruments and data analysis plans to be presented as a key element in the inception report.

The methodology for collection of evidences should be implemented in three phases:

1. **Inception phase** based on a review of existing documents to produce inception report;
2. **Fieldwork phase** to collect and analyze primary data; and
3. **Data analysis and reporting phase** to produce the final evaluation report.

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in data collection, analyses and if possible within the evaluation team.

The evaluation should include the voices of workers and employers and key stakeholders regarding their participation throughout this project.

## VI. Main Deliverables

The evaluators will provide the following deliverables and tasks:



Deliverable 1: Inception report. The inception report will include among other elements the evaluation questions, data collection methodologies and techniques, and the evaluation tools (interview, guides, questionnaires, etc.). The data collection instruments needs to make provision for the triangulation of data where possible. The evaluator will prepare an inception report as per the ILO Checklist 3: Writing the inception report.

Deliverable 2: First draft evaluation report. Evaluation report should include action-oriented, practical and specific recommendations assigning or designating audiences/implementers/users. The draft evaluation report should be prepared as per the ILO Checklist 5: Preparing the Evaluation Report which will be provided to the evaluator. The first draft evaluation report will be improved by incorporating the evaluation manager's comments and inputs.

Deliverable 3: Stakeholder workshop. The evaluator will conduct national stakeholder workshops. A final national stakeholder validation workshop will be conducted in Dhaka to share the preliminary findings with the ILO and local stakeholders at the end of evaluation mission. All stakeholder workshops will be organized by SDIR project team with assistance from the ILO Country Office for Bangladesh. Evaluation findings should be based on facts, evidence and data. This precludes relying exclusively upon anecdotes, hearsay and unverified opinions. Findings should be specific, concise and supported by triangulation of quantitative and qualitative information derived from various sources to ensure reliability, validity and generalizability.

Deliverable 4: Final evaluation report with evaluation summary. The evaluators will incorporate comments received from ILO and other key stakeholders into the final report. The report should be finalized as per the ILO Checklist 5: Preparing the Evaluation Report which will be provided to the evaluators. The quality of the report and evaluation summary will be assessed against the ILO Checklists 5, 6, 7, and 8 which will be provided to the evaluator.

The reports and all other outputs of the evaluation must be produced in English. All draft and final reports including other supporting documents, analytical reports, and raw data should be provided in electronic version compatible with WORD for windows.

Ownership of the data from the evaluation rests jointly between ILO and ILO consultant. The copyrights of the evaluation report rests exclusively with the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

## VII. Management Arrangements and Work plan

Mr. Nguyen Hoang Ha, a designated evaluation manager, who has no prior involvement in the project will manage this independent evaluation with oversight provided by the ILO Evaluation Office. A team (international and national consultants/evaluators) will be commissioned to conduct this evaluation. The evaluation will be funded from SDIR project budget. A list of tasks of the evaluation manager is following:

- Draft and finalize the evaluation TOR upon receiving inputs from key stakeholders;

- Reviewing CV and proposals of the proposed evaluators;
  - Providing project background documents to the evaluator;
  - Coordinate with the project team on the field visit agenda of the evaluators;
  - 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; and
  - Consolidate comments and send them back to the evaluators.
- ILO Country Office for Bangladesh and SDIR project team will handle administrative contractual arrangements with the evaluator and provide any logistical and other assistance as required. The SDIR project team will be responsible for the following tasks:
- Provide project background materials to the evaluators;
  - 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 workshops; and
  - Provide logistical and administrative support to the evaluators, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing per diem) and all materials needed to provide all deliverables.

The evaluation team reports to the evaluation manager. The evaluation team will compose of two persons, an international consultant and a national consultant, selected through a competitive process from qualified consultants. The consultants will lead the evaluation and will be responsible for delivering the above evaluation deliverables using a combination of methods as mentioned above.

#### Indicative time frame and responsibilities

No.	Task	Responsible person	Time frame (by end)
1	Preparation, sharing and finalization of the TOR	Evaluation Manager	15 April 2019
2	Approval of the TOR	Regional Monitoring and Evaluation (M&E) Officer	30 April 2019

3	Issuance of Call for Interests, advertisement of consultant, and selection of consultant	Evaluation Manager/ Regional M&E Officer	30 April, 2019
4	Issuance of contracts	CTA/CO-Dhaka	15 June, 2019
5	Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	CTA	20 June 2019
6	Brief evaluators on ILO evaluation policy and the project	Evaluation Manager and CTA	25 June 2019
7	Document review and interviews with stakeholders outside Bangladesh (donor, ILO HQ, etc.) and development of the inception report submitted to Evaluation Manager	Evaluators	26 June to 30 June, 2019
8	Inception report approved	Evaluation Manager	28 June 2019
9	Evaluation Mission, including conducting three local stakeholder workshops	Evaluators	1 to 12 July 2019
10	National Stakeholder Workshop	Evaluators	11 July (tentative date to be confirmed by project team)
11	Draft report submitted to Evaluation Manager	Evaluators	25 July 2019
12	Sharing the draft report with concerned stakeholders for comments for two weeks	all Evaluation Manager	31 July 2019
13	Consolidated comments on the draft report and send to the evaluator	Evaluation Manager	15 August 2019
14	Finalization of the report and submission to Evaluation Manager	Evaluators	15 August to 9 September 2019
15	Review and approval of the final report	Evaluation Manager and Evaluation Office	15 September 2019

## **Required Qualifications and Duration**

Independent consultants – one international evaluation specialist/team leader and one national evaluator/team member with the relevant experience and qualifications are being sought.

### ***International Evaluation Specialist/Team Leader***

Desired skills and competencies:

- No previous involvement in the delivery of the SDIR project;
- Master Degree with minimum 10 years of strong and substantial experience in project /programme evaluation;
- An evaluation expert in development field with demonstrated technical expertise in evaluation methodologies and previous proven skills and experience in undertaking evaluations of similar projects;
- Strong background in organizational and institutional capacity building, Human Rights-Based Approach programming, and Results-Based Management and Monitoring;
- Extensive knowledge of, and experience in applying, qualitative and quantitative research methodologies;
- Excellent analytical skills and communication skills;
- Demonstrated excellent report writing skills in English;
- Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming is desirable;
- Experience in participatory evaluation techniques is desirable;
- Experience in social dialogue and industrial relations in emerging economies will be an advantage; and
- Working experience in Bangladesh will also be an advantage.

### ***National Evaluator/Team Member***

Desired skills and competencies:

- No previous involvement in the delivery of the SDIR project;
- Master Degree with minimum 7 years of strong and substantial professional experience working on social dialogue and industrial relations issues in Bangladesh;
- S/He should be knowledgeable in program evaluation methodologies, programming and organizational and institutional capacity building;
- Excellent analytical skills and interview skills;
- Excellent command of oral and written English;

- Bengali language skills;
- Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming will be an advantage; and
- Experience in participatory evaluation techniques will be an advantage.

Below are indicative inputs and tasks to be completed. Numbers of days foreseen for experts in one task can be reallocated to another task where justified and in consultation with the evaluation manager.

Tasks	Evaluation Specialist/Team Leader	National consultant	Proposed Timeline (by end)
Desk review of project related documents; Skype briefing with evaluation manager, CTA, donor, and ILO HQ; Prepare inception report	6	5	
Conduct Field visits and interviews relevant project staff, stakeholders, and beneficiaries; conduct one national stakeholder workshop	8	8	
Analysis of data based on desk review, field visit, interviews/questionnaires with stakeholders; draft report	8	6	
Finalize the report including explanations on why comments were not included.	6	1	
<b>Total</b>	<b>28</b>	<b>20</b>	

## Legal and Ethical Matters

The evaluation will comply with UN Norms and Standards. The ToR is accompanied by the code of conduct for carrying out the evaluations. UNEG ethical guidelines will be followed. It is important that the evaluator has no links to project management or any other conflict of interest that would interfere with the independence of evaluation<sup>7</sup>.

## Annexes

- Annex 1: the SDIR PROJECT project's planned objectives, outputs and activities.
- Annex 2: All relevant ILO evaluation guidelines and standard templates

[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](http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm)

[Code of conduct form \(To be signed by the evaluators\)](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)

[Checklist No. 3 Writing the inception report](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)

- [Checklist 5 preparing the evaluation report](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)

- [Checklist 6 rating the quality of evaluation report](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)

- [Template for lessons learnt and Emerging Good Practices](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)

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

- [Guidance note 7 Stakeholders participation in the ILO evaluation](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

- [Guidance note 4 Integrating gender equality in M&E of projects](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

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

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

<http://www.unevaluation.org/document/detail/1914>





# ILO EVALUATION

## Inception report

**Evaluation Title:** Mid-term Evaluation of Promoting social dialogue and harmonious industrial relations in Bangladesh Ready-Made Garment Industry

**ILO TC/SYMBOL:** BGD/15/03/MUL

**Type of Evaluation:** Independent (Mid-term)

**Country:** Bangladesh

**Date of the evaluation:** July 2019

**Name of consultant(s):** Sten Toft Petersen (TL), Wajid Hasan Shah

**ILO Administrative Office:** ILO CO, Dhaka

**ILO Technical Backstopping Office:** GOVERNANCE

**Other agencies involved in joint evaluation:** N/A

**Date project ends:** December 2020

**Donor: country and budget US\$:** Sweden and Denmark, US \$ 6.908.445

**Evaluation Manager:** Nguyen Hoang Ha

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# Promoting social dialogue and harmonious industrial relations in Bangladesh Ready-Made Garment Industry

## Mid-term Project Evaluation

### Inception report

#### **1. Background**

The Project on Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh Ready-Made Garment Industry (BGD/15/03/MUL) has achieved significant results since the inception of the project. According to the project document, an independent mid-term evaluation should be undertaken. The mid-term evaluation is intended to undertake comprehensive review of all the project interventions and draw on key lessons learnt from its implementation thus far.

This multi-donor project was built on previous ILO assistance that included a detailed diagnostic process on the status of freedom of association and collective bargaining rights in the RMG sector.

At the outset is the legislative framework that governs and guides the system of labour relations. While it is acknowledged that the amendments introduced to the Bangladesh Labour Act in July 2013, was indeed a positive step forward. However, importantly, there was a need for a parallel process for the government to ensure the effective implementation of the rules to the Labour Act.

While notable progress has been made to improve the country's legal framework, enforcement mechanisms, the safety of the factories and the capacities of workers' and employers' organizations, momentum must be maintained. This means that more needs to be done to effectively realize the rights of, the predominantly female, Bangladesh garment workers. Therefore, a more gender sensitive approach to address the capacity gaps of women to participate in workplace dialogue to improve their working conditions and labour relations is required.

A transparent, sound and credible system of registering trade unions' and employers' organization is, among others, necessary. Following the amendments to the Labour Act, the ILO, specifically the SDIR project, supported the reform of the registration procedures, by providing assistance to the Department of Labour for the development of standard operating procedures for trade union registration.

Prevention is achieved when social dialogue and labour-management cooperation is functioning effectively and efficiently at the national, sectoral and enterprise levels. At the national level, mechanisms exist for tripartite dialogue through bodies such as the National Tripartite Consultative Council (TCC).

At the sectoral; level and in the RMG sector in particular, there are no well-functioning bi-partite mechanisms for social dialogue.

The enterprise level dialogue in the RMG sector continues to be a main area of focus in the coming five years, aligned to workplace cooperation, negotiation and collective bargaining mechanisms that exist in the labour code. In order for these mechanisms to function effectively they must be established in accordance with ILO's conventions on freedom of association and the right to organize and bargain collectively. In this regard, the ILO is collaborating with other international partners and is working closely with the unions and employers organizations in Bangladesh.

Resolution of disputes is an important pillar of a sound labour relations system. This is an area where additional support is needed. The Bangladesh Labour Act (BLA, 2006 with amendment in 2013) provides for collective labour dispute resolution, including negotiation, mandatory conciliation, voluntary (but binding) arbitration, and adjudication by the Labour Court (Chapter XIV, Sec. 209–231). However, the effectiveness of these systems for successfully addressing disputes remains limited.

To reach the objective of having a modern and harmonious labour relations system where vulnerable female workers are adequately able to represent and participate, and which is based on a sound legislative framework and efficient labour administration and social dialogue systems, it is important to view all of the above components as inter-linked and complementary of each other.

This project, which constitutes an important pillar of the whole ILO programme, focuses on strengthening social dialogue and workplace cooperation in the RMG sector, with a focus on empowering female workers, and on developing a credible, transparent and effective conciliation and arbitration mechanism. Cross cutting these two objectives is that of building the capacity of employers' and workers' organizations, including through the establishment of the Workers' Resource Centre (WRC), acting as a coordinating and supporting office aimed at providing expertise and services to many unions in the sector.

The proposed programme was elaborated in view of the medium-term development cooperation strategy of Denmark for Bangladesh and in the framework of the Sweden's International Development Cooperation 2014-2020. The programme also embodies the concept of a 'Global Deal'2, called for by Sweden as an essential strategy to achieve the post-2015 Sustainable Development Goals.

### 1.1. Project setup

The project is managed by a Chief Technical Advisor (CTA) based in Dhaka. The CTA reports to the ILO CO Director for Bangladesh. The CTA is supported by an international Expert on Workers Activities, a Social Dialogue/IR Expert, a shared Senior Communications Officer, two national programme officers and a national Finance and Administrative Officer with an Administrative Assistant.

In addition, there is a Project Coordination Unit led by a National Project Coordinator established in the Ministry of Labour and Employment (MOLE).

## 2. Background and purpose of the Evaluation

### 2.1 Evaluation background

The evaluation team understands that the midterm evaluation is conducted for the purpose of accountability, learning and planning and building knowledge. It will be conducted in the context of criteria and approaches for international development assistance as established by: the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

In particular, this evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 "Preparing the inception report"; Checklist 4 "Validating methodologies"; and Checklist 5 "Preparing the evaluation report".

### 2.2 Purpose of the evaluation

Three main purposes of the independent midterm evaluation are aimed at:

1) Project improvements; 2) promoting accountability to the ILO, national key stakeholders and donors; and 3) enhancing learning within the ILO and key stakeholders.

Six specific objectives of the independent midterm evaluation are to:

(i) Assess the coherence and logic of the project's design and its theory of change, specifically whether it is still valid within the current development circumstances in Bangladesh;

(ii) Assess the continued relevance of the project's interventions (i.e. outputs) and the progress made towards achieving planned intermediate objectives and the Decent Work Country Programme (DWCP) for Bangladesh;

(iii) Assess the project implementation effectiveness including the progress in achieving its planned goals, objectives and results (including intended and unintended, positive and negative results), the challenges affecting the achievement of the objectives, factors that hindered or facilitated achievement so far, and effectiveness of management arrangements;

(iv) Assess efficiency of resource use;

(v) Assess the likelihood of sustainability of the interventions; and

(vi) Propose recommendations to make adjustments to ensure the achievement of these objectives within the lifetime of the project and identify emerging potential good practices and lessons learnt.

### 2.3 Scope of the Evaluation

The midterm evaluation is due as per the ILO evaluation policy requirements.

The evaluation is scheduled for 28 days for an International Consultant and 20 days for a National Consultant from 2. July to 30. September 2019 (with field work during 15 to 25 July 2019) and it will help guide the SDIR project team in planning implementation of the second half of the project.

The evaluation will cover all geographic coverage of SDIR project. Gender equality and non-discrimination, promotion of international labour standards, tripartite processes and constituent capacity development will also be considered in this evaluation.

The midterm evaluation findings, conclusions and recommendations will be primarily addressed to the SDIR project team, the national stakeholders, the ILO Bangladesh, Decent Work Technical Support Team (DWT) for South Asia, GOVERNANCE and the donors.

Primary clients of the mid-term evaluation are the beneficiaries, donors, the ILO constituents and the ILO technical units directly involved in the project:

▣ The Constituents: Representatives from the employers' organizations, Bangladesh Employers' Federation (BEF), the Bangladesh Garment Manufacturers and Exporters Association (BGMEA), and the Bangladesh Knitwear Manufacturers and Exporters Association (BKMEA), and from trade union federations such as the RMG workers' trade union federations affiliated to the National Coordination Committee on Workers' Education (NCCWE) and the IndustriALL Bangladesh Council (IBC), including other locally registered union federations; and the Ministry of Labour and Employment (MoLE), as well as the Department of Labour (DOL).

The evaluation will follow the OECD-DAC framework and principles for evaluation.

Recommendations emerging from the evaluation will be strongly linked to the findings of the evaluation.

The evaluation will integrate gender equality as a cross-cutting concern throughout its deliverables and process, with special attention to women workers. It should be addressed in line with EVAL Guidance Note n° 4 and Guidance Note n° 7 to ensure stakeholder participation, as well as other cross-cutting themes such as ILS, social dialogue, and environment.

## 2.4 Client of the evaluation

Primary clients of the mid-term evaluation are the beneficiaries, donors, the ILO constituents and the ILO technical units directly involved in the project:

- The Constituents: Representatives from the employers' organizations, Bangladesh Employers' Federation (BEF), the Bangladesh Garment Manufacturers and Exporters Association (BGMEA), and the Bangladesh Knitwear Manufacturers and Exporters Association (BKMEA), and from trade union federations such as the RMG workers' union federations affiliated to National Coordination Committee on Workers' Education (NCCWE) and the IndustriALL Bangladesh Council (IBC), including other locally registered union federations; and the Ministry of Labour and Employment (MoLE), including the Department of Labour (DOL).
- ILO Country Office for Bangladesh;
- DWT for South Asia;
- GOVERNANCE and other relevant technical units at the ILO HQ; and
- Donors.

Secondary clients are the ILO Regional Office for Asia and the Pacific (ROAP) and other key stakeholders.

## 2.5 Summary of work

Phase	Dates	Activity	Responsible	Deliverable
Desk review and briefings	02-13.07	Review of documents	Evaluators	
	09.07	Draft Inception Report	Evaluators	Draft report
	09.07	Draft mission itinerary	SDIR Team	
	08-12.07	Briefing Skype conference call	Evaluation Manager	
	11.07	Mission itinerary	SDIR Team	Mission Itinerary
	12.07	Inception Report Approved	Evaluation Manager	Final report
Fieldwork	15-25.07			
	15.07	Project and partner workshop	Evaluators	
	24.07	Preliminary findings stakeholder work shop	Evaluators	PPP
	25.07	Debriefing with SDIR Team	Evaluators	
Data analysis and reporting	27.07-30.09			

	27.07-04.08	Skype interviews with stakeholders outside BD	Evaluators	
	15.08	Draft Evaluation Report to Evaluation Manager	Evaluators	Draft report
	20.08	Sharing draft report with stakeholders	Evaluation Manager	
	30.08	Consolidated comments on the draft report to evaluators	Evaluation Manager	Draft report with comments
	09.09	Finalization of report and submission to Evaluation Manager	Evaluators	Final Report
	15.09	Review and approval of the final report	Evaluation manger	Approved Final Report

## 2.6 Approach to Mid-Term Evaluation

The evaluation will address the overall ILO evaluation criteria: (i) relevance and strategic fit of interventions; (ii) validity of interventions design; (iii) intervention progress and effectiveness; (iv) efficiency of resource use; (v) effectiveness of management arrangements; and (vi) likelihood of sustainability of interventions as defined in the ILO Policy Guidelines for results-based evaluation, 3rd edition 2017.

The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartite processes, and constituent capacity development should be considered in this evaluation. In particular, the gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. To the extent possible, data collection and analysis will be disaggregated by sex as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes.

## 3. Proposed methodology

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

Both qualitative and quantitative evaluation approaches will be considered for the evaluation. The evaluation fieldwork will be qualitative and participatory in nature. Qualitative information will be obtained through field visits, face-to-faces semi-structured interviews (+ Skype or telephonic) and focus groups discussions as appropriate. Opinions coming from stakeholders will improve and clarify the quantitative data obtained from project documents. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders. Quantitative data will be drawn from project documents including the Technical Progress Reports and the Monitoring and Evaluation Plan (MEP). A combination of sound quantitative and qualitative research methods (e.g. case studies, interview and focused group discussion with appropriate quantitative data analysis methods for each type of data collected) should be developed for each evaluation question as deemed appropriate. However, different evaluation questions may be combined in one tool/method for specific targeted groups as appropriate. Attempts will be made to collect data from different sources

by different methods for each evaluation question and findings be triangulated to draw valid and reliable conclusions. Data will be disaggregated by sex where possible and appropriate.

The methodology for collection of evidences will be implemented in three phases:

1. Desk review of existing documents;
2. Fieldwork phase to collect and analyze primary data; and
3. Data analysis and reporting phase to produce the final evaluation report.

The gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in data collection and analyses.

The evaluation will include the voices of workers and employers and key stakeholders regarding their participation throughout this project.

The evaluation will be implemented through a consultative and transparent approach and made use of the following methods and tools: (i) a desk review of project documents, available reports and other relevant literature, (ii) a staff workshop (iii) semi-structured interviews with key informants and stakeholders including factory workers and factory managers/supervisors trained within the project; (iv) focus group discussions with trainees; (v) direct observation during field visit to Dhaka and (vi) validation workshop on preliminary findings, conclusions and recommendations with all key stakeholders at the end of the field work.

### 3.1 Identifying and analyzing expected and unexpected outcomes

The evaluation team suggests applying an outcome harvesting approach to assess the intervention's underlying theory of change, assess factors that have contributed to or impeded achievements of results as outlined in the LFA and assess the extent to which the initiative is 'fit for purpose'.

The outcome harvesting approach allows the evaluators to ask questions such as:

What were the expected and unexpected outcomes and how did activities implemented contribute to these outcomes?

How and to what extent were key outputs towards outcomes produced against the project plan?

What is the significance of outcomes 'produced'?

Were there other contributing factors to outcomes produced and if so, what were they?

An outcome harvesting approach implies that the evaluation team works with ILO/project team to identify the planned and unexpected outcomes that may have occurred with workers, trade unions, employers, authorities and brands and how the intervention may have contributed to these changes through activities implemented, including, but not limited to:

- Training of social partners.
- Mobilization of workers (especially female workers).
- Support to national and local trade unions to follow-up on social dialogue opportunities.
- Facilitation of social dialogue at factory, regional and federal level with trade unions, Government and employers' organizations (BGMEA and BKMEA).
- Legislative initiatives



Such outcomes may – as indicated in the intervention’s LFA relate to changes in workers’ employment conditions – through the improvement of CBAs but may also related to changes which may be preconditions to achieve the intervention’s desired results at a later stage, such as changes in workers, employers’ attitudes towards compliance with the labour law or changes in trade unions’ ability to negotiate collective bargaining agreements.

To this end, the evaluation team proposes to conduct an outcome harvesting workshop with ILO project staff.

The team will work to substantiate findings from the workshop through interviews and focus group discussions with workers, trade union representatives, employers, government officials, brands and others after the workshop.

### 3.2 Studying success-factors behind social dialogue and increased productivity

Project reports and reflections indicate that several factors may hamper the intervention’s ability to achieve its planned outcomes (as opposed to outputs) even though preliminary desk findings indicate that efforts to do so have been focused and consistent.

The intervention’s level of ambitions compared with its time frame and the resources invested may be contributing factors. Yet other challenges and barriers identified by the intervention itself include – but are not limited to:

- Limited time, confidence and capabilities of factory level unions to engage factory management in discussions about non-compliance with national labour laws;
- Limited motivation among some employers to engage as the benefits of engagement remain unclear to them;
- Insufficient human resources in the intervention to follow-up with trade unions and employers to support social dialogue and utilization of conciliation/arbitration potential.

This implies that the evaluation if possible will include (but not be limited to) an in-depth study of 2-3 cases where the project can document that its work has stimulated social dialogue which has led to improvement of working and employment conditions. The aim will be to identify and explore factors related either to the context, the actors involved or the intervention itself that has contributed to the successful outcome, so that ILO and its constituents capitalize of these findings in the future.

### 3.3 Selection criteria

The evaluation will address the overall ILO evaluation criteria: (i) relevance and strategic fit of interventions; (ii) validity of interventions design; (iii) intervention progress and effectiveness; (iv) efficiency of resource use; (v) effectiveness of management arrangements; and (vi) likelihood of sustainability of interventions as defined in the ILO Policy Guidelines for results-based evaluation, 3rd edition 2017.

The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartite processes, and constituent capacity development will be considered in this evaluation. In particular, the gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. To the extent possible, data collection and analysis will be disaggregated by sex as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes.

The evaluation will address all the questions detailed below to the extent possible. Any fundamental changes to the evaluation criteria and questions will be agreed upon between the ILO team and the evaluators. The evaluation instruments identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.

**Evaluation criteria and evaluation questions are summarized below:**

**1. *Relevance and strategic fit of the interventions***

- Is the project strategy and approach consistent and pertinent to current and long-term development needs of Bangladesh, beneficiaries' requirements, and policies of partners and the donors?
- Is the project aligned with the Bangladesh ILO DWCP for 2017-2020 and SDGs (particularly the principle of '*leaving no one behind*') and other relevant development policy frameworks?

**2. *Validity of the project's design***

- To what extent is the project design (objectives, outcomes, outputs and activities) and its underlining theory of change logical and coherent?
- To what extent do the specific problems the project was designed to address still exist or have changed? Does the design need to be modified in the second half of the project, and why?
- How appropriate and useful are the indicators described in the Project Monitoring and Evaluation Plan in assessing the project's progress at output and outcome levels? Are the indicators gender sensitive? Are the means of verification for the indicators appropriate?
- To what extent has gender mainstreaming been addressed by the project design and implementation?

**3. *Project intervention progress and effectiveness (including effectiveness of management arrangements)***

- To what extent has the project made sufficient progress towards its planned results (including intended and unintended, positive and negative)? Will the project be likely to achieve its planned goal and objectives by the end of the project? Are there any external factors that hindered or facilitated achievement of the project?
- To what extent do project management capacities and arrangements put in place support the achievement of the planned results?
- To what extent do the measures adopted by the project management appropriately and timely address the problems or delays encountered and attribute to achieving the immediate objectives of the project?
- To what extent have stakeholders, particularly workers' and employers' organizations been involved in project implementation?
- How effectively has the project delivered core services to stakeholders including direct beneficiaries?
- To what extent has the project promoted the implementation of International Labour Standards on Social Dialogue/ Industrial Relations and contributed to other ones in Bangladesh?

**4. *Efficiency of resource use***

- Are the resources allocated to the project used strategically to achieve its immediate objectives? And have they been delivered in a timely manner? If not, what were the factors

that have hindered timely delivery of outputs? Any measures to mitigate the delays have been put in place?

- How should the project reallocate resources or adjust activities in order to improve the achievement of its immediate objectives? Are resources sufficient for the remaining project period?

## **5. Sustainability**

- To what extent are the project's outcomes likely to be durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed? How can the project's sustainability and exit strategy be improved?
- How effective has the project been in establishing national/local ownership?

The evaluation team will work in close cooperation with project staff, ILO CO and local partners to identify informants among the intervention's stakeholders, including government officials, workers, trade union representatives, employers and brands. Yet in line with the proposed methodology and to ensure that the evaluation contributes to a more in-dept understanding of factors (in design and operations) that have contributed to or impeded achievement of results, the evaluation team recommends that the sample includes:

- Interviews with 4-5 ILO staff. The purpose will be to explore how, or under which circumstances, the intervention contributes to the desired changes.
- Interviews with 2-3 fashion brands purchasing garments in Bangladesh. The purpose will be to explore potential differences in demand to compliance and appreciation of social dialogue.
- 3-4 focus group discussions with trainees (min. 50% women) from ToT, OHS, conciliation/arbitration and other training activities. The purpose will be to understand the level of change in capacity the trainees have experienced and to what extent this has led to increased use of their skills.
- Interviews with 8-10 governmental officials. The purpose will be to understand to what extend governmental institutions are ready to continue the initiatives beyond the project and what initiatives are required to ensure this during the remaining part of the project period.
- Interviews with 7-8 trade union leaders and 7-8 representatives from employers' associations. The purpose will be to understand the level of engagement and perspectives for a strong national/sectoral social dialogue.

The above samples are not statistically representative because the methodology of this evaluation basically uses a qualitative approach for data collection. Time and resource constraints do not allow for a full sample.

## **4. Proposed activities and informants for the evaluation**

In line with the methodology described above, the evaluation team will conduct the following activities to assess the project's impact, effectiveness, relevance, efficiency and sustainability.

### **4.1 Desk review**

A desk review will analyze project and other documentation including the approved log-frame, implementation plan, project progress reports and other relevant documents. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. The desk review will include semi-structured interviews with the project team and the development partners.

## 4.2 Field work

### 4.2.1 Staff workshop – outcome mapping and discussion of initial findings

To establish a preliminary overview of results achieved, the team proposes a one-day workshop with project and partner staff. The one-day workshop will facilitate learning and strengthen project implementers' ownership to the evaluation's findings. It will also provide a space for participants to reflect on key topics such as:

The changes that the intervention has contributed to in terms of changing working conditions, strengthening knowledge skills and attitude of social partners (workers, trade unions, employers and government officials) and facilitating social dialogue between these actors.

How the intervention itself has contributed to these results/outcomes and how other factors (drivers and barriers) related to the context, stakeholders or the intervention itself may have affected the results identified. (Findings from desk review will be presented and discussed.)

Finally, the workshop will provide a space for participants to reflect on (reconstruct) the intervention's theory of change, including the validity of the intervention's implicit assumptions and how and to what extent they have affected the results achieved, the intervention's feasibility, effectiveness and relevance.

As described in section 3.1, the evaluation team will choose the 'outcome mapping' approach for this exercise as it is complementary to a theory of change approach and particularly helpful in an exercise to reconstruct a ToC. An outcome harvesting (OH) exercise will help participants analyse, identify and understand how change takes place in their context and – in this intervention – how the project has contributed to that. This information will enrich and be compared to findings from interviews with beneficiaries and external informants that the team will conduct later on.

### 4.2.2 Focus Group Discussions (FGD)

The evaluation team will conduct focus group discussions with trainees (male and female) who have participated in the project capacity building activities. The focus group discussions will contribute to verify key assumptions about participants use of the project instruments, its added value and possible areas for improvement.

A total of 4-5 focus group discussions will be conducted. Focus groups will as far as possible be conducted close to the participants place of work or living and for workers on non-working days or in the evenings after work.

Focus group discussions will combine quantitative and qualitative data collection methodologies.

This will include questionnaires/score cards where workers e.g. are asked to rank on a scale from 1 to 5 how relevant the intervention components were to workers. Questionnaires will be supplemented with open questions to further clarify the answers provided by workers.

**Example, score card: Mark with an X how much you agree/disagree with the following statements**

	Strongly disagree	Disagree	Agree	Strongly agree	Don't know
The training was useful					
I have used my new skills frequently					
The information I got inspired me to seek more information					
I have used the information to raise a discussion about working conditions in my factory/organization					
My qualifications have improved over the last year					

#### 4.2.3 Semi-structured interviews

The evaluation team will further conduct semi-structured interviews with project staff in Dhaka, including the project staff of other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the project and the donors.

The evaluation team will meet relevant stakeholders including members of the Project Advisory Committee (PAC), project beneficiaries, and experts to examine the delivery of outputs at local level and achieved expected and unexpected outcomes.

The evaluation team will conduct semi-structured interviews with informants as outlined in the table below:

Informant	Issues to explore
ILO (Project and CO staff)	<ul style="list-style-type: none"> <li>➤ Project set-up,</li> <li>➤ links and cooperation with other actors in the intervention,</li> <li>➤ partner selection criteria,</li> <li>➤ mechanisms for monitoring and self-evaluation and key lessons learnt,</li> <li>➤ Project's main achievements and main difficulties experienced</li> </ul>
Local partners leadership (PAC members)	<ul style="list-style-type: none"> <li>➤ Cooperation with ILO,</li> <li>➤ Engagement with the project.</li> <li>➤ Motivation to join</li> <li>➤ Project's main achievements,</li> <li>➤ Main difficulties experienced</li> <li>➤ Main ideas and recommendations for a strengthening if the approach</li> </ul>

Trade Union Representatives	<ul style="list-style-type: none"> <li>➤ Reasons to engage with the project,</li> <li>➤ Relevance of the intervention,</li> <li>➤ Opportunities to strengthen relevance,</li> <li>➤ TU barriers and drivers for using capacity provided through the project</li> </ul>
Employer Representatives	<ul style="list-style-type: none"> <li>➤ Reasons to engage/not engage with the project,</li> <li>➤ Relevance of the project to employers,</li> <li>➤ Factors that may strengthen relevance of project and its activities,</li> <li>➤ Employer barriers and drivers for using information and capacity provided through the project.</li> </ul>
Brand representatives:	<ul style="list-style-type: none"> <li>➤ To what extent is the project known in the brand community?</li> <li>➤ In what way are the project initiatives relevant to brands?</li> <li>➤ What would it take to make it even more relevant for brands.</li> </ul>
MOLE/DIFE/DoL	<ul style="list-style-type: none"> <li>➤ Relevance of the project to the work of MOLE</li> <li>➤ Opportunities to strengthen relevance</li> <li>➤ Has the project filled in resource gaps in MOLE</li> </ul>
Other stakeholders (Better Work, GIZ, FES, IndustriAll (global), service providers and others)	<ul style="list-style-type: none"> <li>➤ Relevance of the project initiatives in your field of work,</li> <li>➤ Opportunities to strengthen relevance,</li> <li>➤ Interaction/synergy between ILO project and other initiatives.</li> </ul>

#### 4.2.4 Stakeholders workshop

A stakeholders' workshop will be organized by the end of the field mission to validate findings and complete data gaps with key stakeholders, ILO staff and representatives of the development partners.

It should be noted that it is a limitation for the evaluation that the targeted factories cannot be visited. The evaluation team will have to rely on secondary sources of information on the change the project has contributed to in these factories.

## **5. Deliverables**

The evaluators will provide the following deliverables and tasks:

### Deliverable 1: Stakeholder workshop.

The evaluator team will conduct a national stakeholder workshop. A final national stakeholder validation workshop will be conducted in Dhaka to share the preliminary findings with the ILO and local stakeholders at the end of evaluation mission. The stakeholder workshop will be organized by SDIR project team with assistance from the ILO Country Office for Bangladesh. Evaluation findings will be based on facts, evidence and data. This precludes relying exclusively upon anecdotes, hearsay and unverified opinions. Findings will be specific, concise and supported by triangulation of quantitative and qualitative information derived from various sources to ensure reliability, validity and generalizability.

### Deliverable 2: First draft evaluation report.

The draft evaluation report will include action-oriented, practical and specific recommendations assigning or designating audiences/implementers/users. The draft report will be prepared as per the ILO Checklist 5: Preparing the Evaluation Report which will be provided to the evaluator. The first draft evaluation report will be improved by incorporating the Evaluation Manager's comments and inputs.

### Deliverable 3: Final evaluation report with evaluation summary.

The evaluators will incorporate comments received from ILO and other key stakeholders into the final report. The report will be finalized as per the ILO Checklist 5: Preparing the Evaluation Report. The quality of the report and evaluation summary will be assessed against the ILO Checklists 5, 6, 7, and 8 which will be provided to the evaluators.

The reports and all other outputs of the evaluation will be produced in English. All draft and final reports including other supporting documents, analytical reports, and raw data should be provided in electronic version compatible with WORD for windows.

Ownership of the data from the evaluation rests jointly between ILO and ILO consultants. The copyrights of the evaluation report rests exclusively with the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

### **Draft Report**

After the field work the evaluation team will develop a draft evaluation report in line with EVAL Checklists 5 and 6. The total length of the report will be a maximum of 30 pages, excluding annexes. The report will be forwarded as one complete document.

Under the structure presented in the TORs the outline specifically will be as follows:

1. Table of contents
2. Abbreviations
3. Acknowledgments
4. Executive summary
5. Introduction
6. Background and context
  - 6.1 Overview
  - 6.2 Bangladesh context
  - 6.3 Textile and apparel industry context
7. Evaluation criteria and questions
8. Methodology of the evaluation
9. Findings
  - 9.1 Relevance
  - 9.2 Coherence and validity of design
  - 9.3 Effectiveness
  - 9.4 Efficiency
  - 9.5 Likelihood of impact
  - 9.6 Sustainability
  - 9.7 Overall performance
10. Conclusions and lessons learned
11. Recommendations

### **Final report**

The evaluation team will finalize and submit the final report to the Evaluation Manager in line with EVAL Checklist 5. The report will address all comments and/or provide explanations why comments are/were not taken into account. A summary of the report, a data annex and the lessons learned and good practices fact sheets from the project will be submitted as well.

## **6. Timeframe & milestones**



Dates	Activity
04. -13. July	Desk Review
9. July	Submission and discussion of inception report and question guides
11. July	Field Mission Itinerary
12. July	Inception Report approved
15. – 25. July	Field visit/data collection/staff and stakeholder workshops/debriefing
15. August	Submission of draft evaluation report
09. September	Submission of final evaluation report
15. September	Final Report approved

## Annex I – Overview of Stakeholder, Topics and Data Collection Methodologies

Social actors interviewed	Issues to be explored	Proposed activities
<b>Workers</b>	<p>Changes (outcomes) experienced related to the intervention e.g. with respect to working conditions, or workers’ own attitude, knowledge, skills, behaviour, relations to TUs, other workers or employers</p> <p>Relevance and contribution of the intervention to changes identified:</p> <ul style="list-style-type: none"> <li>➤ Reasons to report on working conditions and salary.</li> <li>➤ In what way is social dialogue relevant to workers</li> <li>➤ What would it take to make the trade unions and work place committees even more relevant.</li> <li>➤ Barriers and drivers related to the context, workers themselves or the intervention for using information provided through the project</li> </ul>	<p>Staff workshop</p> <p>Desk review</p> <p>Focus group discussions with workers</p>
<b>MOLE/DIFE/DoL</b>	<p>Changes (outcomes) experienced related to the intervention e.g. with respect to working conditions, own attitude, knowledge, skills, behaviour, relations to TUs and other workers</p> <p>Relevance and contribution of the intervention to changes identified:</p> <ul style="list-style-type: none"> <li>➤ Reasons for engaging with the ILO project</li> <li>➤ Experiences cooperating with the project and its partners</li> <li>➤ Usefulness of social dialogue in the Bangladesh context</li> <li>➤ Experiences engaging workers in dealing with working conditions</li> <li>➤ Barriers and opportunities for engaging workers and employers</li> <li>➤ Role in follow-up on poor working conditions</li> </ul>	<p>Staff workshop</p> <p>Desk review</p> <p>Semi-structured interviews</p>

<b>Trade Unions</b>	<p>Changes (outcomes) experienced related to the intervention e.g. with respect to working conditions, or TU representatives' capabilities (attitude, knowledge, skills, relations) to use skills availed through the intervention to improve working conditions.</p> <p>Relevance end efficiency of the intervention to changes identified:</p> <ul style="list-style-type: none"> <li>➤ Reasons to cooperate with ILO and the social partners</li> <li>➤ Relevance of the project to TUs</li> <li>➤ What would it take to make the capacity building and information provided even more relevant</li> <li>➤ Barriers and drivers related to the context, workers themselves or the intervention for using information provided through</li> </ul>	<p>Staff workshop</p> <p>Desk review</p> <p>Semi-structured interviews</p> <p>FGD</p>
<b>Employers and their associations</b>	<p>Changes (outcomes) experienced related to the intervention e.g. with respect to employers' attitude, knowledge, or relations to make use of skills availed through the intervention to promote working conditions and social dialogue.</p> <ul style="list-style-type: none"> <li>➤ Relevance end efficiency of the intervention</li> <li>➤ Reasons to cooperate with ILO</li> <li>➤ Relevance of the project to employers</li> <li>➤ What would it take to make the capacity building and information provided even more relevant</li> <li>➤ Barriers and drivers related to the context, employers themselves or the intervention for using information provided through the project.</li> </ul>	<p>Staff workshop</p> <p>Desk review</p> <p>Semi-structured interviews</p>

<b>Brand representatives:</b>	<p>Relevance or contribution of the intervention to changes observed with brands</p> <ul style="list-style-type: none"> <li>➤ To what extent is the intervention known in the brand community</li> <li>➤ In what way is the project relevant to brands</li> <li>➤ What would it take to make it even more relevant for small as well as big brands</li> <li>➤ How does the initiative interact with brand audits</li> </ul>	<p>Desk review</p> <p>Semi-structured interviews</p>
<b>Other stakeholders</b>	<p>Relevance or contribution of the intervention to changes observed by other stakeholders.</p> <ul style="list-style-type: none"> <li>➤ The projects contribution to improving working conditions</li> <li>➤ Interaction with other stakeholders</li> <li>➤ The projects contribution to improving the legal framework for the labour market in general and the RMG sector in particular</li> </ul>	<p>Desk review</p> <p>Semi-structured interviews</p>

## Annex II

### Schedule for field mission

(To be included)

## Annex III

### Key Questions for mid-term evaluation

Evaluation Questions	Indicator	Sources of Data?	Method?
<b>Relevance and strategic fit</b>			
1. Is the project relevant to the related government's strategy, policies and plans, the DWCP of Bangladesh, UNDAF and SDGs?	Project footprints visible in official documents	Documents	Desk review and interviews
2. Is the project relevant to the felt needs of the beneficiaries?	Beneficiaries report that needs are met	Beneficiaries	FGD and interviews
3. How well is the project complemented and fit with other ongoing ILO and other organizations' programs and projects in the country?	Synergy during implementation	Other stakeholders	Interviews
<b>Validity of design</b>			
4. Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets? Is the project design realistic?	Expected outcomes met	PD and reports	Desk review
5. Does the project design include an integrated and appropriate strategy for sustainability?	Partners express readiness to continue initiatives	PD and partners	Desk review and interviews
6. Is the implementation approach valid and realistic? Has the project adequately considered the risks of blockage?	Timely implementation	Reports and project staff	Desk review and interview
7. Has the project addressed gender issues in the project document?	Female beneficiaries with improved working conditions	PD and beneficiaries	Desk review, FGD and interviews
8. Were any lessons learned from previous projects considered in the design and implementation of the project?		PD	Desk review and interviews with ILO

<b>Project effectiveness at micro, meso, and macro levels</b>			
9. To what extent has the project achieved the objectives in terms of stated targets at national and regional/sub-national levels?	Targets met	Reports and constituents	Desk review and interviews
10. Have policies targeted by the project improved? Has this been done through the planned outputs or new ones have been included, why and how effective have they been?	Improved policies	Policy documents	Desk review and interviews
11. Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?	Positive attitude towards the project objectives	Stakeholders	Interviews
12. Which have been the main contributing and challenging factors towards project's success in attaining its targets?		Reports and project staff	Desk review and interviews
13. What, if any, unintended results of the project have been identified or perceived?		Reports	Desk review, interviews and workshop
14. How useful are the baseline data to assess the project effectiveness?	Useful data are available	Baseline report	Desk review
<b>Efficiency of resource use</b>			
15. How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?	Project activities timely implemented	Reports and constituents	Desk review and interviews
16. To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why yes and why not?	No revision of budget	Financial reports	Desk review
<b>Effectiveness of management arrangements</b>			
17. Have the available technical and financial resources been adequate to fulfil the project plans? If not, what other kind of resources may have been required?	No extra allocations	Financial reports and project staff	Desk review and interviews
18. Assess if the management and governance arrangement of the project contributes to facilitating the project implementation	Constituents report positive experience with project management	Constituents	Interviews

19. Has the project created good relationship and cooperation with relevant national, regional and local level government authorities and other relevant stakeholders, including the development partners, to achieve the project results?	Synergies with other projects established	Constituents and partners	Interviews
20. Has the project received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Dhaka, DWT Delhi and RO) and the responsible technical units (GOVERNANCE) in headquarters?	The project implemented timely and with good technical and political quality	Project staff and management	Interviews
<b>Impact Orientation and sustainability</b>			
21. To what extent there is evidence of positive changes in the life of the ultimate project beneficiaries?	The beneficiaries report improved working conditions	Reports and beneficiaries	Desk review, FGD and interviews
22. Assess whether project outcomes are sustainable and identify the steps that have been taken to enhance it.	Constituents continue the initiatives taken	Constituents	Interviews
23. Identify and discuss gaps in the sustainability strategy and how these could be addressed by the stakeholders, including other ILO projects support.		Reports and stakeholders	Desk review and interviews



## Annex IV

### Guide for Focus Group Discussions (FGDs) with workers/trainees

#### Background information

- 1) Date of FGD \_\_\_\_\_
- 2) Place \_\_\_\_\_
- 3) Name of Factory/Organization \_\_\_\_\_
- 4) Number of participants \_\_\_\_\_
- 4a) Union members: \_\_\_\_\_ Not Union members: \_\_\_\_\_
- 4b) Male \_\_\_\_\_ Female \_\_\_\_\_
- 5) Average age (estimate) \_\_\_\_\_
- 6) Month of latest training by the project \_\_\_\_\_
- 7) Type and number of trainings joined \_\_\_\_\_

#### Relevance and contributions of the project

- Do you know the ILO project? Do you know the name of it?
- Do you know how you were selected for the training by the ILO project?
- What types of trainings and support did you get from the project?
- What are major focuses of trainings and supports?
- Are the trainings and supports relevant?
- What are limitations of trainings and supports?
- What are main challenges of the workers in this factory?
- Which challenges have been solved due to the project and which ones are not solved?

### Handout for participants in FGDs

	Strongly disagree	Disagree	Agree	Strongly agree	Don't know
1. The training was useful/relevant					
2. The training filled a knowledge/skill gap I had					
3. I feel more self-confident after the training					
4. I have continued contact with other participants after the training					
5. The information/training I got inspired me to seek more information					
6. I have used the information to raise a discussion with other workers about working conditions					
7. I have been promoted/elected since the training.					
8. After the trainings by the project, I have participated in discussions with other workers and managers about working conditions.					
9. The project has stimulated a dialogue between managers, workers (and the trade union) about how working conditions can be improved.					

## Annex V

### Guide for Semi-structured interviews with

#### Project management (ILO country director, CTA, NPC)

- What are/were motivations for the project set-up?
- Who are partners in the project besides constituents? What are partner selection criteria?
- Was project design participatory and realistic?
- Has the project design clearly defined outcomes, outputs and performance indicators with baselines and targets?
- How relevant is/was the project in terms of alignment with government priorities? ILO and UN priorities? Needs of beneficiaries? Integration in DWCP?
- What are interactions/synergies between ILO project and other government and NGOs initiatives?
- What are the underlying assumptions of the project? What are strengths and weaknesses of these assumptions?
- What previous experiences were used in designing and implementing the project?
- What are major **achievements** and **challenges/difficulties** faced of the project?
- What are mechanisms for monitoring and self-evaluation and key lessons learnt?
- How lessons learned and knowledge gained have been captured, compiled and shared?
- Are results of the project shared and used to facilitate scale up best practices (**scalability**)?
- **Crosscutting issues:** Was gender clearly indicated in the project document and did the project equally benefit female workers?
- How useful are the baseline and progress reports to assess the project effectiveness?
- Is there any strategy put in place to ensure sustainability of the results after the life of the project (**sustainability**)?
- Criteria for selecting participants for training and others?
- Who developed the WRC strategy plan and work plan?
- Staff not foreseen for whole project period (after 31.12-19) no more staff? Design logic?
- How is RMG TCC and the NTCC functioning?
- Has DoL conciliation capacity improved?
- Has MOLE more arbitration and investigation capacity?
- CEBAI is training TU in CBA and organizing? Access after written test?
- Serious budget cut 1.264.000, how mitigated?
- Why employers in WRC board, but no workers in CEBAI?

- In 3. Report (page 2) it talks about changes, which were they?
- Why was University of Dhaka chosen for paralegal training? Coordination with others, who implemented same training?
- What is the difference in trainer and master trainer?
- Only 50% of budget spent each year?
- Only 200 factories get full package – 40 % of original target?

## Annex VI

### Guide for Semi-structured interviews with Project partners (PAC members)

- Was project design participatory, realistic and its implementation valid and timely?
- Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?
- How relevant was/is the project to the government development strategies, plans and policies at the national, regional and local levels? Is it relevant to the felt needs of the beneficiaries: employers and employees?
- Who are major beneficiaries of the project? How project beneficiaries were selected (beneficiary/participanys selection criteria)? Any potential appropriate beneficiaries left out from the project?
- What are major achievements of the project in terms of improving targeted policies, creating enabling environment (systems, people's attitudes, etc.), improving social dialogue and meeting other targeted outputs/outcomes at various levels?
- What are unintended/unexpected effects of the project (both positive and negative)?
- Have the available technical and financial resources been adequate to fulfil the project plans? If not, what other kind of resources may have been required?
- Assess if the management and governance arrangement of the project contributed to facilitate the project implementation
- Has the project created good relationship and cooperation with relevant national, regional and local level government authorities and other relevant stakeholders, including the development partners, to achieve the project results?
- Has the project received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field
- **Crosscutting issues:** Was gender clearly indicated in the project document and did the project equally benefit female workers?
- Do you think that the project outcomes/results are sustainable? Why?
- What foundations have the project laid in place in order to ensure sustainability?
- How is RMG TCC and the NTCC functioning?
- Has DoL conciliation capacity improved?
- Has MOLE more arbitration and investigation capacity?

## Annex VII

### Guide for Semi-structured interviews with Government officials/staff

- Why has your office/bureau/institute been engaged in the project?
- Was project design participatory, realistic and its implementation timely and valid?
- Who are project beneficiaries? How were project beneficiaries selected (beneficiary selection criteria)? Any potential/appropriate beneficiaries left out from the project? If yes, why?
- How relevant is the project to the government development strategies and objectives of your office? Is it relevant to felt needs of beneficiaries (employers and employees)?
- Has the project filled gaps in government offices/bureaus in terms of skills and resources at various levels?
- What are major achievements of the project in terms of improving targeted policies, creating enabling environment (systems, people's attitudes, etc.), improving social dialogue and meeting other targeted outputs/outcomes at federal and regional levels?
- What are unintended/unexpected effects of the project (both positive and negative)?
- What are barriers in your office/bureau (if any) that limited full utilization of resources, information and capacity provided by the project?
- Has the project received adequate administrative, technical and - if needed – policy support from the ILO office and specialists in the field
- Do you think that the project outcomes/results are sustainable? Why?
- What foundations have the project laid in place in order to ensure sustainability?
- **Crosscutting issues:** Was gender clearly indicated in the project document and did the project equally benefit female workers?
- How is RMG TCC and the NTCC functioning?
- Has DoL conciliation capacity improved?
- Has MOLE more arbitration and investigation capacity?
- Mole: How many trains each trainer?
- DoL: Where are the 30 (IRI) master trainers? Do they use their skills?
- DoL: How do you secure that both males and females are trained?
- DoL: 2018: 30 trainers targeted 38 factories is that correct?

## Annex VIII

### Guide for Semi-structured interviews with Employers

- What are reasons to join the project?
- How relevant is the project to the needs of employers in terms of improving labour relations (increasing productivity, motivating workers, increasing understanding of employers about rights of workers, etc.)?
- Has the project influenced your relations with buyers?
- What are factors that may strengthen the relevance of the project and its activities?
- What are major challenges related to labour relations?
- What are key successes of the project in addressing the major challenges?
- What are impacts of the project on the beneficiaries (employers and employees)?
- What are unintended/unexpected effects of the project (both positive and negative)?
- What are employers' barriers and drivers for using information and capacity provided through the project?
- How can the results of the project be sustainable?
- **Crosscutting issues:** Was gender clearly indicated in the project document and did the project equally benefit female workers?
- How is RMG TCC and the NTCC functioning?
- Has DoL conciliation capacity improved?
- Has MOLE more arbitration and investigation capacity?

## Annex IX

### Guide for Semi-structured interviews with: Employers' federations/associations

- Why did this employers' association join the project?
- What is the relevance of the project to the needs of employers in terms of improving labour relations (increasing productivity, motivating workers, increasing understanding of employers about rights of workers, etc.)?
- In what way has the project helped to increase the capacity of your organization?
- Has the project filled in skills and/or knowledge gaps in your organization?
- What are factors that may strengthen the relevance of the project and its activities?
- What are major challenges between employers and employees?
- What are key successes of the project in addressing the major challenges?
- What are impacts of the project on the beneficiaries (employers and employees)?
- What are unintended/unexpected effects of the project (both positive and negative)?
- What are employers' barriers and drivers for using information and capacity provided through the project?
- **Crosscutting issues:** Was gender clearly indicated in the project document and did the project equally benefit female workers?
- How can the results of the project be sustainable?
- How is RMG TCC and the NTCC functioning?
- Has DoL conciliation capacity improved?
- Has MOLE more arbitration and investigation capacity?
- Has the project had a positive impact on the relations between the three employers organizations?



## Annex X

### Guide for Semi-structured interviews with Trade Union federations

- Why did your organization join the project?
- What is the relevance of the project to the needs of workers in terms of improving labour relations (increasing wage, reducing conflicts, motivating workers, awareness creation among workers about their rights and responsibilities, etc.)?
- In what way has the project helped to increase the capacity of your organization?
- Has the project filled in skills and/or knowledge gaps in your organization?
- What are factors that may strengthen the relevance of the project and its activities?
- What are major challenges between employers and employees?
- What are key successes of the project in addressing the major challenges?
- What are impacts of the project on the beneficiaries (employers and employees)?
- What are unintended/unexpected effects of the project (both positive and negative)?
- What are barriers and drivers for using information and capacity provided through the project?
- **Crosscutting issues:** Was gender clearly indicated in the project document and did the project equally benefit female workers?
- How is RMG TCC and the NTCC functioning?
- Has DoL conciliation capacity improved?
- Has MOLE more arbitration and investigation capacity?
- Who prepared the strategy plan and work plan for WRC?
- CEBAI is training TU in CBA, organizing and others – is that not a problem?
- How many is each trainer training?
- Do you support that access to training is depending of written test? Why employers in WRC board, but no TU in CEBAI leadership?
- After ITC training was a women committee established – how was this process?

## **Annex XI**

### **Guide for Semi-structured interviews with brands**

- Have brands engaged in the ILO project?
- How much is the ILO project known to the brand community?
- Is the project relevant to the brands? If yes, in which way? If no, why?
- So far, has the brand community benefited from the project? What are the major benefits?
- Have outcomes of this project been noticed during audits?
- How would the benefits/results of the project be maximized and sustainable?
- **Crosscutting issues:** Was gender clearly indicated in the project document and did the project equally benefit female workers?
- How is RMG TCC and the NTCC functioning?
- Has DoL conciliation capacity improved?
- Has MOLE more arbitration and investigation capacity?