



EVALUABILITY ASSESSMENT REPORT

Promoting Social Dialogue and
Harmonious Industrial Relations in
Bangladesh Ready-Made Garment Industry
(SDIR project)

January 23, 2017

PROJECT BRIEF

Title of project	Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh Ready-Made Garment Industry (SDIR project)
Type of project	Country
Budget size	USD 7,281,027 (Swedish 70% and Danish 30%)
Project duration	July 2016 – June 2021 (60 months including 6-month inception phase)
Donor	Sweden and Denmark
Assessor	Ms. Katerina Stolyarenko, Independent International M&E Expert
Date assessed	January 23, 2017

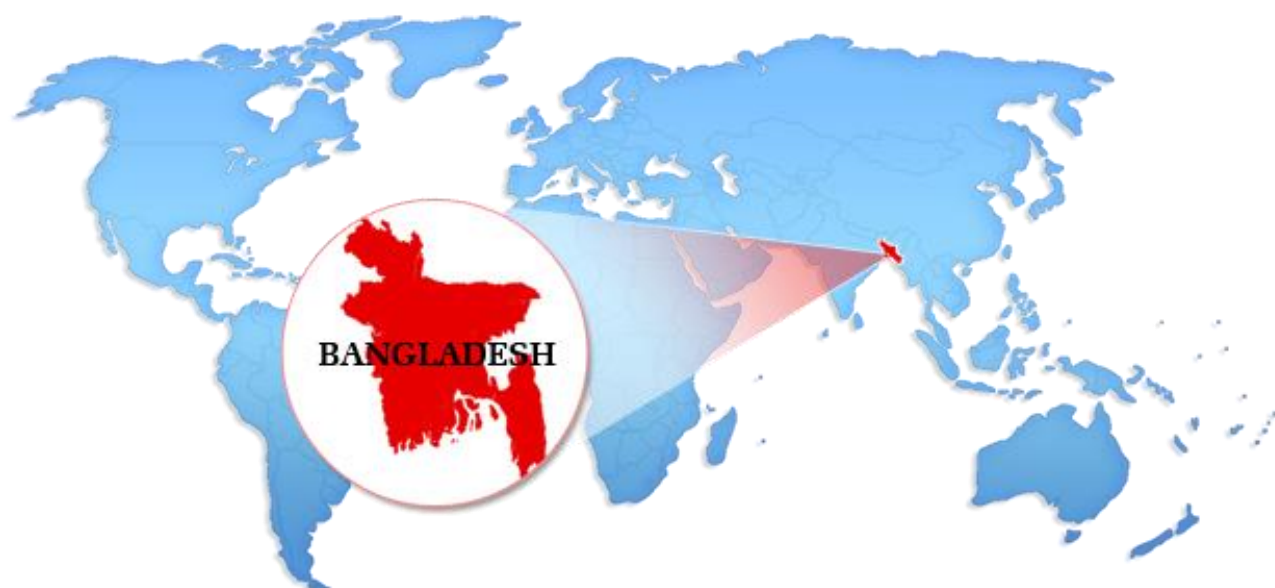


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I. DEFINITION OF EVALUABILITY ASSESSMENT

An Evaluability Assessment (EA) is an exercise to determine the overall readiness of a project or programme to be evaluated. The EA seeks to gain information from important documents and input from stakeholders on the objectives of the project, and how it is being implemented, as well as to gauge the likelihood of achieving the intended project outcomes. Evaluability assessments have also proved useful in determining whether or not there is a plausible path to attain specified outcomes.

Typically conducted at the earlier stages of a project, EAs have proven to be particularly useful for large projects, for which project results (and how they will be achieved and measured) may not initially be well articulated. Thus, the EA helps to set a project on the right path by building a shared understanding about its goals among key stakeholders; the causal links between the goals, inputs, outputs/activities, and outcomes; and, indicators of success and data needs. It thus serves as a tool to assess the strategic and technical soundness of the project.

Briefly, therefore, EAs examine the extent to which a project or a programme can be evaluated in a reliable and credible fashion. An EA calls for the early review of a proposed project or programme in order to ascertain whether its objectives are adequately defined and its results verifiable.

The EA is based on three main steps:

Step 1: *Identify and Analyze Project Documents*

A review of the project documentation provides information regarding the program's history, design, intended goals and objectives, as well of the quality of data that is being produced.

Step 2: *Review and Clarify the Project Theory*

A review of the project's logic model assists in identifying the project's assumptions, values, resources, activities and objectives and how these elements relate to one another.

Step 3: *Draw Conclusions and Make Recommendations*

Based on the data analysed, recommendations are developed to address the steps required to prepare for an evaluation, or to determine if an evaluation is plausible.

II. OBJECTIVES AND PHASES OF THE EVALUABILITY ASSESSMENT

PURPOSE AND OBJECTIVES OF THE EVALUABILITY ASSESSMENT

The EA for the SDIR project aimed to provide a comprehensive and evidence-based answer an overarching question, namely, ***to what extent does the SDIR project have the technical and strategic elements in place to manage effectively towards results, and to credibly demonstrate such results in future evaluations?***

The specific objectives of the EA for the SDIR project included:

- i). Determine the evaluability of the project as currently represented through its Project Document, and to confirm or adjust expectations about the scope of the project, project results, and what is realistically achievable within the remaining project timeframe.
- ii). Recommend concrete steps to improve the project's evaluability.
- iii). Sharpen the projects logic as embodied in the logical framework, sharpen the definitions of indicators, identify the information and data requirements to track changes in the indicators, identify the potential sources of information, identify likely gaps in information, and suggest ways in which those gaps may be filled.
- iv). Review the management aspects of the project by assessing the management structure and capacities, with particular attention to the approach, methods and capacities for monitoring and evaluation. In this way, the EA will help to set the project on the right path by building shared understanding of the project among key stakeholders. The EA is also expected to facilitate reflection and learning among project staff and key stakeholders, leading to increased project coherence and improved management.

PHASES OF THE SDIR EVALUABILITY ASSESSMENT

The EA consisted of 2 phases, namely:

- i). **Phase 1:** Review of the Project Document (ProDoc) and preparation of the evaluability plan, which will specify the project's design strengths and weaknesses as well as area for improvement.
- ii). **Phase 2:** Revision of project's logical framework (in particular formulation of project development goal, specific objectives and results), and selection of SMART indicators for each layer of the logical framework (namely, impact, results and outputs).

III. ASSESSMENT OF PROJECT DESIGN

This section presents the assessment of the main sections of the SDIR project document.

The following evaluability criteria are discussed:

Design criteria as per the Logframe

1. quality of project goal (development objective)
2. quality of project purposes (outcomes)
3. quality of expected outputs
4. existence of indicators
5. risks and assumptions taken into account in the project design
6. availability of baseline data and targets

Other criteria

1. existence of theory of change
2. quality of context analysis (clear identification of the problem and target groups)
3. alignment with ILO programming, SDGs and donors' priorities
4. inclusion of promotion of gender equality
5. clarity of management and governance structure
6. clarity of M&E framework
7. adequacy of financial resources
8. clarity of sustainability approach

PROJECT GOAL (DEVELOPMENT OBJECTIVE)

The identified development pathways concentrate on four levels: goal, purpose, outputs and activities.

The goal specifies what the project is trying to achieve in broader terms and beyond the immediate scope of the project itself. The goal should target a particular RMG sector or policy area, and should link to the higher goal of RMG development which in turn contributes to ILO's and donors' priorities. The quality of goals is less important for evaluability than the quality of purposes because project contribute towards goals but cannot achieve them directly. The goal specification was found to be satisfactory in the sense that it targets particular areas within the scope of ILO's policy framework. However, it is recommended to specify by what means the development objective is planned to be achieved.

PROJECT PURPOSES (OUTCOMES)

The project purpose is a key aspect of any project design, and an important determinant of evaluability. The purpose defines the expected changes in terms of target group performance and is the reason why a project is undertaken. If purposes are not adequately specified and agreed on by stakeholders, the ability to evaluate project effectiveness is severely limited, since there is no agreement on the intended outcomes of the project.

Outcomes are at the heart of the ILO results-based management (RBM) approach: "a management approach that directs organizational processes, resources, products and services towards the achievement of measurable outcomes." ILO defines outcomes as "the expected likely or achieved effects of the combined outputs of a strategy" and as "significant changes (policies, knowledge, skills, behaviours or practices, etc.) that are intended to occur as a result of actions taken by constituents with the Office's support, whether independently or in collaboration with other partners."¹

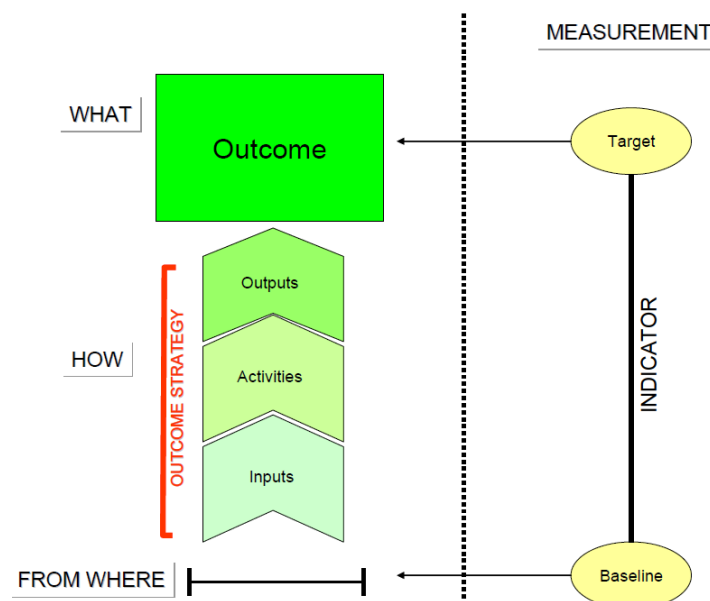
ILO outcomes name the changes that are expected to occur as a direct result of its interventions. They correspond to real-world results to which the ILO's contribution is direct and verifiable, for which it can be reasonably held accountable, and against which performance is assessed and reported. Outcomes are best expressed in simple and direct terms that are easy to verify and measure.²

Figure 1 illustrates how RBM should work in ILO.

¹ ILO (2011). Applying Results-Based Management in the International Labour Organization. Gudiebook, version 2.: International Labour Organization.

² Ibid.

Figure 1. How RBM should work



As Figure 1 indicates, a strategy should be developed to achieve each outcome, including inputs, activities, and outputs that lead—through cause and effect, over time—to achieving the outcome.

The assessment of SDIR project purposes (outcomes) were done based on three criteria: specificity, realism and measurability.

Specificity

A specific purpose is one where (a) there is a direct link between the activities carried out and the stated purpose (i.e. where the purpose can be expected to be achieved as a direct result of project activities), and (b) the phrasing of the purpose is detailed enough to provide a proper understanding of the anticipated outcomes of the project. Lack of purpose specificity implies low evaluability, since it is difficult, or impossible, to evaluate whether a project has achieved its purpose if the purpose itself is not clearly stated.

Realism

A realistic purpose is one where it is likely that the proposed end-of-project situation can be attained within the time frame and budget of the project. Behavioural change, if required for success, must be attainable without the use of heroic assumptions. It is difficult, and perhaps pointless, to evaluate a project objectively against a purpose which is clearly unrealistic. But evaluation by other means, such as user-oriented evaluation, might cater for projects where important outcomes are produced in spite of an unrealistic purpose.

Measurability

A measurable purpose is one where data for the indicators could be reasonably expected to be available at project completion to demonstrate project success. Clearly, if a purpose is difficult

to measure, it will not be possible to evaluate project effectiveness objectively. The evaluation will be reduced to subjective judgements, and evaluability must therefore be rated lower.

Outcome	Specificity	Realism	Measurability
Outcome 1	-	+	+
Outcome 2	-	+	+
Outcome 3	+	+/-	+/-

At the same time, it is necessary to mention that project's components are not interlinked and stands as separate objectives.

QUALITY OF EXPECTED OUTPUTS

The requirement of a planned output is that it should reflect added value to primary beneficiaries as a result of the activities carried out. Thus, there should be an indication of a qualitative or quantitative change emanating from the goods or services provided. If planned outputs are not clearly stated, evaluation of efficiency is problematic, and evaluability is reduced in consequence.

The assessment is based on the number of outputs which are logically linked to the project purpose, have an added value element, do not restate activities, and which are complete in terms of matching the specified project activities.

Quality of outputs		Good	Satisfactory	Marginal	Poor
Output 1.1	Improved dialogue between unions and employers in at least 150 enterprises.	+			
Output 1.2	A scaled up and systematic approach on workplace cooperation introduced in at least 350 enterprises.	+			
Output 1.3	A simple and effective grievance handling procedures in place in 500 enterprises	+			
Output 2.1	Improved capacity and organizational tasks of the conciliation functions in the Director of Labour		+		
Output 2.2	A trusted (by the social partners) pool of national conciliators established		+		
Output 2.3	A transparent mechanism in place for receiving, recording and handling disputes		+		
Output 2.4	A credible, efficient and transparent system of arbitration in place		+		
Output 3.1	Trade Unions (NCCWE, IBC and other) are better equipped to dialogue and service their affiliates		+		
Output 3.2	Employers' organizations (BGMEA, BKMEA and BEF) are better equipped to dialogue and defend the interests of their members		+		

The outputs 2.1-3.2 are rated as 'satisfactory' as they are not phrased in SMART way and in line with Results-based Management standards. Those outputs do not include in particular (a)

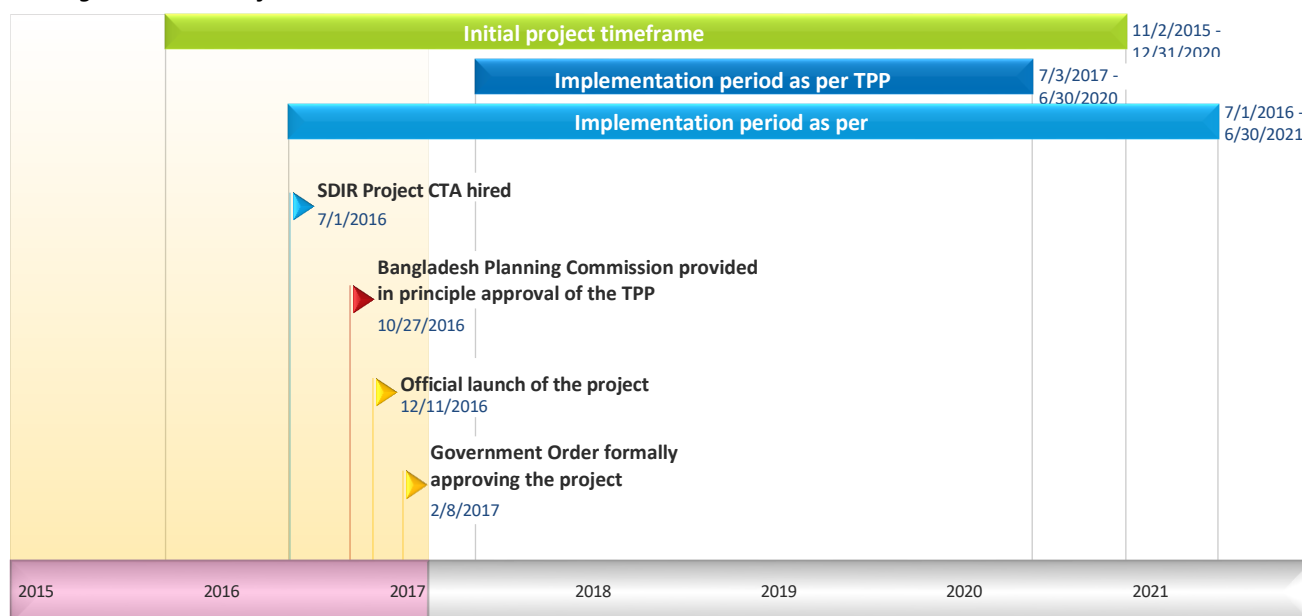
Measurability (definition of quality (how good), quantity (how many), time (how long), resources (how much) and (2) Time bound (having specific deadlines, start and finish dates) aspects.

In addition, as per the ProDoc, the target number of factories by the SDIR project should be 500 (unionized and non-unionized factories). The identification of 350 non-unionized RMG factories, with focus on the medium-size was planned to be done in consultation with the employers and workers, while with the support from the RMG workers' union federations identification and selection of 150 enterprises where registered unions are present were planned to be undertaken. Taking into account that the RMG sector is represented by 1,800 factories, the target was quite relevant. Nevertheless, this target was not agreed by ILO with constituents at the design stage. As a result, on the Inception phase it became evident that it would be difficult to determine by the social partners the whole target number of factories at once due to the big number and it was agreed by the project team and partners that it will be done in badges. As of the end of the Inception phase, 54 factories were determined (34 non-unionized and 20 unionized). Moreover, the selection criteria for factories were not determined and agreed by ILO with social partners at the design stage and were not spelled out in the ProDoc. Consequently, the selection criteria were not applied for identification by social partners of the first badge of factories.

PROJECT DURATION

The overall duration of the project is 60 months including 6 months of inception phase. As pointed out in the ProDoc, the SDIR project was supposed to start in November 2015 and end in December 2020. However, the SDIR project experienced delays with the approval by the Government. The Bangladesh Planning Commission provided in principle approval of the TPP on 27 October 2016, while formal approval of the project was done by the Government on 8 February 2017. The delayed official approval for the project caused a difference in terms of the SDIR project timeframe from donor and government point of view. The SDIR project duration as per the TPP is July 2016-June 2020, while as per the donors' requirements it will be 60 months starting from July 2016 to June 2021.

Figure 2. SDIR Project timeframe



EXISTENCE OF INDICATORS

Logframe-related evaluation requires criteria for the judgement of success to have been developed by the project. Such criteria refer to objectively verifiable indicators that show above all to what extent the purposes are achieved. Lack of indicators, or inability to unearth them, implies lower evaluability because the indicators provide the objectivity and precision that clarify goals, purposes and outputs.

The analysis of the SDIR project's indicators have been done in accordance with international standards of monitoring and evaluation. Each indicator was analyzed using the SMART-test (specific, measurable, achievable, realistic, time-bound).

The SDIR project Logframe has 2 impact indicators, 8 outcome indicators for 3 outcomes and 38 output indicators for 9 outputs.

Table 1. Analysis of Logframe's indicators

Hierarchy of objectives	Key Indicators	Passage of SMART test (Yes/No)	Comments
Development objective	Contributing to establish an effective industrial relations framework with a focus on the RMG sector		
Indicator 1.1.	Number of cases successfully mitigated through dialogue and factory-level grievance handling procedures, conciliation, arbitration (including antiunion and gender discrimination and harassment cases)	No	This is outcome level indicator
Indicator 1.2.	Progress reported in CEACR (Committee of Experts on the Application of Conventions and Recommendations) comments on ILO Convention Nos. 87, 98 and 111	No	This is outcome level indicator
Outcome 1	Sustainable improvement in social dialogue, workplace cooperation and grievance handling.		
Indicator 1.1.1	Percentage of workers and employers who report improvement in social dialogue and workplace cooperation at the enterprise level (data disaggregated by sex)	No	This indicator should be as proportion not number
Indicator 1.1.2	Number of complaints filed by workers or employers particularly on matter pertaining to antiunion and gender discrimination and harassment cases	No	It is output indicator
Indicator 1.1.3	Number of cases successfully mitigated through the new grievance handling system (same indicators as Development Objective)	No	Impact indicator cannot be the same as outcome indicators
Indicator 1.1.4	Number of factories (beyond the initial project' target) opting to join the programme	No	This is output indicator

Outcome 2	Sustainable and effective mechanisms for conciliation and arbitration are established.		
Indicator 2.1.1	Number of complaints filed by workers or employers particularly on matter pertaining to antiunion and gender discrimination and harassment cases	No	The same indicator as Indicator 1.1.2
Indicator 2.1.2	Number of cases successfully mitigated through conciliation and number of cases resolved through arbitration (same indicators as Development Objective)	No	These are two separate indicators and they should be spited
Outcome 3	Enhanced capacities of employers' and workers' organizations to dialogue and prevent and resolve disputes, including those of gender concern.		
Indicator 3.1.1	Number of enterprise-level policies/procedural recommendations for improving HR management practices and workplace cooperation formulated and endorsed by employers and workers' representatives	Yes	Suggest to use ratio rather than number
Indicator 3.1.2	Percentage of workers and employers who report a decrease in disputes and an "improved" representation by unions and employers' organisations (data disaggregated by sex)	No	This are two separate indicators. It should be split in two
Output 1.1	Improved dialogue between unions and employers in at least 150 enterprises.		
Indicator 1.1.1.1	Number of meetings between employers and workers' representatives held in participating enterprises	Yes	
Indicator 1.1.1.2	Percentage of workers and employers who report an improvement in dialogue at the workplace level (data disaggregated by sex)	Yes	
Indicator 1.1.1.3	Number of collective bargaining agreements and number of written agreements reached between the employer and workers' group on issues brought by the employer and/or the workers	Yes	Suggest to rephrase it as 'Number of agreements reached between the employer and workers' group on issues brought by the employer and/or the workers disaggregated by type of agreement (CBA/written agreement)'
Indicator 1.1.1.4	RMG Sector wide communication strategy to promote industry level social dialogue and workplace cooperation developed.	No	This is a result not indicator
Output 1.2	A scaled up and systematic approach on workplace cooperation introduced in at least 350 enterprises.		
Indicator 1.1.2.1	Number of meetings between employers and workers' representatives in participating enterprises	No	The same indicator as Indicator 1.1.1.1
Indicator 1.1.2.2	Number of workplace cooperation plans developed and number of written agreements reached between the employer and workers' representatives on issues brought by the employer and/or the workers	No	The same indicator as Indicator 1.1.1.3

Indicator 1.1.2.3	Number of factories (beyond the initial target) opting to join the programme (same indicator as Outcome 1)	Yes	
Indicator 1.1.2.4	RMG Sector wide communication strategy to promote industry level social dialogue and workplace cooperation developed (same indicator as Output 1.1).	No	The indicators should not be repeated in the Logframe.
Output 1.3	A simple and effective grievance handling procedures in place in 500 enterprises		
Indicator 1.1.3.1	Pilot grievance handling procedure developed and tested	No	This is a result not indicator
Indicator 1.1.3.2	Number of complaints filed by workers or employers particularly on matter pertaining to antiunion and gender discrimination, and harassment cases (same indicator as Outcome 1)	Yes	Suggested to disaggregated by type of case
Indicator 1.1.3.3	Number of cases referred to and resolved through the pilot labour grievance procedure, and incidents of industrial disputes decreased (same indicators as Development Objective)	No	Two separate indicators
Indicator 1.1.3.4	Number of enterprises (beyond the initial target) opting to join the programme (same indicator as Outcome 1 and Output 1.2)	No	Indicators cannot be repeated in the Logframe
Output 2.1	Improved capacity and organisational tasks of the conciliation functions in the Director of Labour		
Indicator 2.2.1.1	Number of recommendations for improving the existing dispute conciliation mechanism issued by the project, which are discussed in a tripartite manner and endorsed by the competent national authorities	No	Better to have percentage and make the indicator as proportion
Indicator 2.2.1.2	Number of public officials trained as investigators of cases and as conciliators, who demonstrate better knowledge and skills in conciliation (data disaggregated by sex)	No	The indicator contains two different components (number of trained people and improvement in knowledge/skills) and two different groups (investigators and conciliators)
Indicator 2.2.1.3	Number of complaints filed by trade unions or employers particularly on matters pertaining to antiunion and gender discrimination, and harassment cases (same indicator as Outcome 2)	No	Outcome indicator cannot be the same as output indicators
Indicator 2.2.1.4	Number of cases successfully mitigated through conciliation (same indicators as Development Objective)	No	Impact indicator cannot be the same as output indicators
Indicator 2.2.1.5	Progress noted in the CEACR comments (same indicator as Development Objective)	No	Impact indicator cannot be the same as output indicators
Output 2.2	A trusted (by the social partners) pool of national conciliators established		
Indicator 2.2.2.1	List of conciliators agreed by social partners	No	This a result not indicator
Indicator 2.2.2.2	A pool of conciliators (30% women) with acquired skills to conduct conciliation	No	This is a target not indicator

Output 2.3	A transparent mechanism in place for receiving, recording and handling disputes		
Indicator 2.2.3.1	Number of cases recorded and reverted to relevant authorities	No	The indicator contains to components – cases recorded and cases reverted. The indicator be revised
Indicator 2.2.3.2	Workers and employers demonstrate support to and satisfaction with the mechanism (data disaggregated by sex)	No	The indicator has vague statements, like 'demonstrate support to'. It is difficult to measure. The indicator should be revised
Output 2.4	A credible, efficient and transparent system of arbitration in place		
Indicator 2.2.4.1	A pool of independent arbitrators (30% women) with acquired skills to conduct arbitration established (data disaggregated by sex)	No	This is a result not indicator
Indicator 2.2.4.2	Number of complaints filed by workers or employers particularly on matters pertaining to antiunion and gender discrimination and harassment cases (same indicator as Outcome 2)	No	Outcome indicator cannot be the same as output indicators
Indicator 2.2.4.3	Number of cases resolved through arbitration (same indicators as Development Objective)	No	Impact indicator cannot be the same as output indicators
Indicator 2.2.4.4	A decrease in the number of cases reverted to the labour courts	No	This is a target not indicator
Output 3.1	Trade Unions (NCCWE, IBC and other) are better equipped to dialogue and service their affiliates		
Indicator 3.3.1.1	Infrastructure and institutional capacity of the HUBs services for trade union are established and National level legal aid trust established	No	This is a result not indicator
Indicator 3.3.1.2	Pool of experts for HUB and, institutional arrangement, procedure, tools and operational guidelines are established	No	This is a result not indicator
Indicator 3.3.1.3	Number of trade union members and workers outreached by the HUBs capacity building	Yes	Suggest to include disaggregated by sex
Indicator 3.3.1.4	A pool of certified trainers (at least 30% women) with acquired skills and knowledge on labour laws and industrial relations established	No	This is a result not indicator
Indicator 3.3.1.5	Outreach and services plan(s) to trade unions' members and workers developed	No	This is a result not indicator
Indicator 3.3.1.6	National paralegal diploma programme on labour laws available	No	This is a result not indicator
Indicator 3.3.1.7	Number of workplace issues/disputes have been assisted by staff of the Hub	Yes	Suggest to include disaggregated by year
Indicator 3.3.1.8	A trade unions communication strategy developed and implemented	No	This is a result not indicator
Output 3.2	Employers' organisations (BGMEA, BKMEA and BEF) are better equipped to dialogue and defend the interests of their members		
Indicator 3.3.2.1	Number of supervisors/ /HR managers trained and showing more knowledge and better skills (data disaggregated by sex)	No	The indicator should be split into two. One should show the number of people to be trained, while the second the

			improvement in knowledge and skills.
Indicator 3.3.2.2	Number of enterprise-level policies/procedural recommendations for improving HR management practices and workplace cooperation formulated and endorsed by employers (same indicator as Outcome 3)	No	The indicator contains two aspects: number of policies formulated and number of policies endorsed. The first part of the indicator is output indicator, while the second is outcome indicator.
Indicator 3.3.2.3	A Human Resource managers' network linked to national level human resource organizations established	No	This is a target not indicator
Indicator 3.3.2.4	A networking and trust building activities plan with trade union organizations developed and implemented	No	This is a result not indicator
Indicator 3.3.2.5	A communication strategy aimed at promoting and disseminating best practices in the industry developed and implemented	No	This is a result not indicator

In overall, the Logframe indicators require revision: impact indicators should be elaborated, while outcome and output indicators should be revised to include the balanced representation of qualitative and quantitative indicators and avoid duplications of indicators at the impact, outcome and output levels. The Logframe should include also the gender sensitive indicators which allow measurement of project's benefit to women and men. This might include: The impact/effectiveness of Activities designed to promote access for women and men to new resources, opportunities, services and/or influence; The impact/effectiveness of targeted Activities designed to address needs or rights specific to women or men; The impact/effectiveness of Activities designed to develop gender-awareness and skills amongst policy making, management and social partners staff, etc.

RISKS AND ASSUMPTIONS TAKEN INTO ACCOUNT IN THE PROJECT DESIGN

External factors or risks need to be taken into account in the project design. Assumptions are stated to confirm that certain risks have been taken into account and that there are reasonable grounds to believe that they will be taken care of or ameliorated by factors external to the project. The quality of purpose and outputs was discussed in earlier sections, and indicators reviewed in the previous section. Inadequate specification of risks and assumptions may be a symptom of an inadequately specified intervention logic. Poor specification of the intervention logic also makes it difficult to assess objectively which risks that should be addressed by the project design.

Assumptions and Risks were defined for the whole project rather than at the level of each Outcome, which do not allow for the identification of conditionalities that were sufficiently specific. The main conditionalities identified were quite generic and were centered on partners'

commitments, support for political decision-makers and staff of other government agencies and social partners, and continued availability of human and financial resources.

Moreover, the ProDoc did not pay sufficient attention towards the political dimension of collaboration among employers' organizations, in particular between National Body (BFA) and sectoral bodies (BGMEA and BKMEA). As per the ProDoc, BFA (ILO constituent) is not involved in the project implementation and does not have a decision-making role, just sectoral employers' organizations involved. It happened as the project is focused on RMG sector and sectoral bodies play more significant role. However, the role of BFA in the SDIR project should be agreed by ILO during the project design stage in order to avoid any potential conflict of interest.

AVAILABILITY OF BASELINE DATA AND TARGETS

Baseline data describe the situation of target groups prior to the project. The data can be expressed either as a pre-project value for an indicator, or as a collection of statistics on the characteristics of target groups. Baseline data are important from an evaluability perspective because it provides benchmarks against which change can be monitored. But to be useful, the data have to be relevant and specific to the project target groups. The SDIR ProDoc and Logframe do not contain baselines. These data are planned to be collected during project's Inception phase. In addition, targets for indicators are not defined. Most of indicators have general targets like % increase or % decrease by 2020. Clear targets for each indicator including milestones should be developed by the project in order to allow proper assessments of the progress in reaching the set targets by the project against the baselines.

EXISTENCE OF THEORY OF CHANGE

Funnel and Rogers³ define a project theory as "an explicit theory or model of how an intervention contributes to a set of specific outcomes through a series of intermediate results. The theory needs to include an explanation of how the project's activities contribute to the results, not just a list of activities followed by the results". In many people's eyes this is also a workable definition of a Theory of Change (ToC). The evaluability assessor's own even simpler version is "a description of a sequence of events expected to lead to a desired outcome, which is verifiable".

ToC is useful for the purposes of:

- *Communication*: to simplify a complex situation to help explain it to others and persuade them of the logic of the proposed intervention, or
- *Management*: to model a situation to better understand it and programme around it.

³ Funnel, S., Rogers, P. (2011)

The ProDoc does not include the theory of change of the SDIR project, although it contains the description of project's strategy.

QUALITY OF CONTEXT ANALYSIS

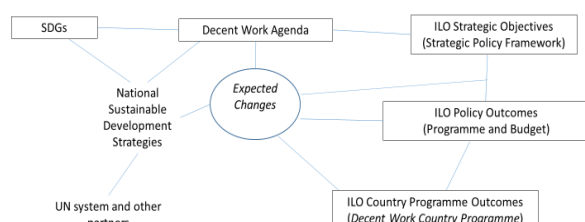
In overall, the original ProDoc of Phase II contains a strong analysis of both the national and legal context in which the project intends to operate. It provides clear arguments for the justification of the intervention. All levels of intervention were defined with a sufficient level of detail; inputs were just mentioned (with no redundant or useless detail), choice which is coherent with the purpose to ensure the comprehension of the logic of intervention and its transparency and accountability. Target groups were defined for the intervention as a whole, and the different typologies of intervention (modalities for delivering the Output) were clearly and synthetically spelled out.

ALIGNMENT WITH ILO PROGRAMMING, UNDAF, SDGS AND DONORS' PRIORITIES

The ProDoc contains clear description of how the project is linked to the ILO Programme and Budget (P&B), DWCP and Country Programme Outcome (CPO); however, any reference is made in terms of project alignment with the UNDAF, SDGs and donors priorities. Moreover, the ProDoc does not include information on areas of collaboration with the ILO sister projects as well as other development partners. Such information should be included as contributes to understanding of the relevance of the project.

The following charts should be taken into consideration during development of the part on linkages of the SDIR project and SDGs.

SDGs and ILO Results Framework



Alignment of ILO Policy Outcomes and SDGs goals/targets

ILO Policy Outcomes	Relevant SDG Goals/Targets	ILO Cross Cutting Drivers Policy Labour Standards Social Dialogue Gender Equality
PO 1: More and better jobs	1.1-4, 4.3-5, 4.c, 5.1, 5.4, 5.5, 8.1-10, 8.a, 8.b, 9.1-2, 10.1, 11.5 (Goals 6, 7 & 10)	
PO 2: Labour standards	16.3, 8.8	
PO 3: Social protection floors	1.1, 1.2, 1.3, 3.8, 3.c, 10.4	
PO 4: Sustainable enterprises	8.2, 8.3, 9.3, 12.4, 12.6	
PO 5: Rural economy	1.1, 1.2, 2.3, 10.1	
PO 6: Informal economy	1.1, 1.2, 5.1, 10.1	
PO 7: Compliance	3.9, 8.8, 10.4	
PO 8: Unacceptable forms of work	8.7, 16.2	
PO 9: Migration	8.8, 10.7, 10.c	
PO 10: Workers & employers	16.7, 4.c	

CLARITY OF MANAGEMENT AND GOVERNANCE STRUCTURE

The ProDoc contains a description of both governance and management structure of the project section Institutional and Management arrangements; although, it would be beneficial to include a chart which will visualize the project's governance and management structures.

Table 2. Staffing of Project as Envisaged in ProDoc

Chief Technical Advisor (CTA), P5	48 months
Senior Communications Officer, P4	12 months
Expert, Workers' Activities, P3	24 months
Social Dialogue/IR Expert, P3	30 months
Social Dialogue/IR Officers, NO-B (2 posts)	96 months
Communication Officer, NO-A	12 months
Finance Assistance, NO-A	48 months
Admin Assistant, GS4	48 months
Driver/Clerk, GS2	36months

In overall, the project management structure is only partly effective. This is so as the Workers' Activities Expert and Social Dialogue/IR Expert tenure for 2 years and 2.5 years respectively do not match with the project budget allocation. While CTA only cover 4 years for 5 years' project time frame.

Furthermore, in view of project scope, duration and number of partners and areas to be covered, the project management structure would benefit of having a dedicated full time National M&E Specialist in addition to Communication Specialists. Such person should serve as a M&E focal point within a project team and for project partners, undertake quality assurance of main project deliverables and ensure proper reporting by partners and service providers.

The proposed governance structure is relevant, although it is necessary to add in the ProDoc one more group of members of PAC – donors with the role of observers.

CLARITY OF M&E FRAMEWORK

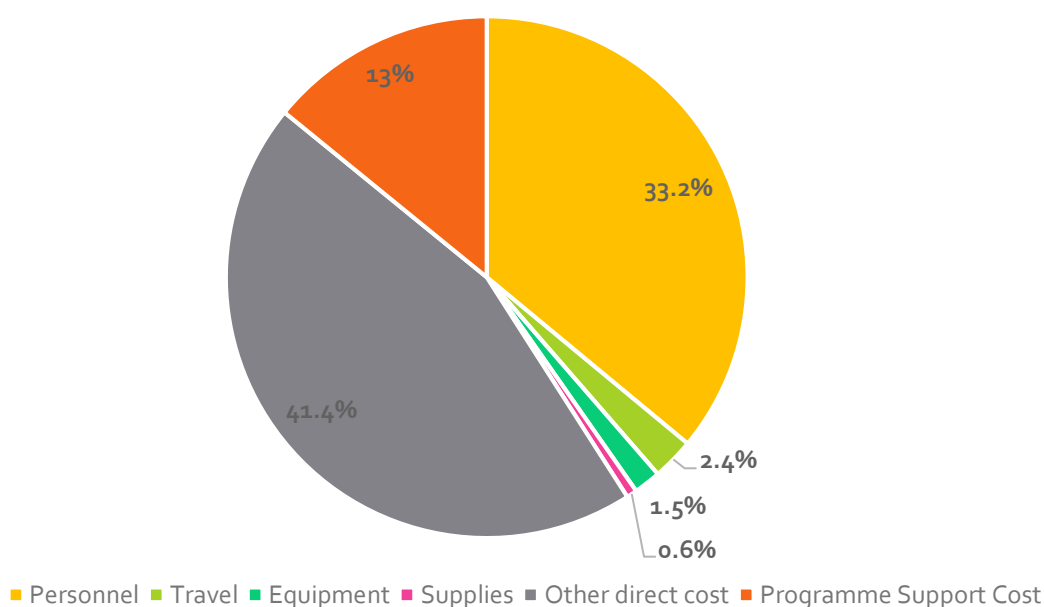
The ProDoc has a separate section on M&E, which specifies that EA will be conducted and that the project will be a subject to reviews and evaluations. However, it lacks the overall description of monitoring approach and tools to be used. Additionally, reporting specification lacks information of format of the reports to be used for reporting to the PAC and donors (either ILO or donors). The project would also benefit of preparation in addition to inception and semi-annual progress reports the preparation of the final report for the whole period of project

implementation. This section needs to also specify whether the Logframe will be used as a management tool by the project and if yes how.

ADEQUACY OF FINANCIAL RESOURCES

The ProDoc contains budget of the intervention. The total project budget constitutes USD8,000,000. The budget is presented in the standard ILO format. The budget has 6 key budget lines: (1) Personnel, (2) Travel, (3) Equipment, (4) Supplies, (5) Other direct costs and (6) Programme support costs.

Figure 3. Analysis of budget allocations per budget line



In reviewing of the project budget, the SDIR project should be seen as a capacity development intervention; therefore, the distribution of costs between 'Project Direct Cost' and 'Project Quality Assurance Cost' amounts to 44 per cent and 56 per cent respectively.

However, it is difficult to estimate the adequacy of financial resources per component due to the absence of the information on the planned allocations per Output. Absence of such information will limit also the analysis of project efficiency as analysis of planned versus actual allocations would not be possible to make. The lack of clear budget allocation per component in the ProDoc can also contribute to a perception of lack of budget transparency of the project among project's counterparts. In addition, the project has two donors; however, from the available budget structure in the ProDoc it is impossible to estimate each donor contribution. Moreover, the SDIR project is a capacity development intervention which requires to have a robust M&E framework for measurement of project's results; nevertheless, the project budgeted only 1.6% for the M&E out of the total budget. Such amount looks insufficient taking into consideration the scope of the project and should be revised.

Moreover, on the stage of signature of the agreement by ILO with donors, the project budget was revised and decreased on 9%, i.e. from USD 8,000,000 to USD 7,281,027. Based on the data of the first progress report, the SDIR project experienced further the reduction of budget during the project's Inception phase due to exchange rate fluctuations. The project budget has reduced from USD 7,281,027 to USD 6,864,080. This translates to a reduction of USD 416,947 less than the original project budget. *Consequently, the SDIR project may suffer challenges on the stage of project implementation as the project targets have not been revised in spite of budget cut off in total for 14.2%.*

INCLUSION OF PROMOTION OF GENDER EQAULTY

Equality for women and men in the world of work is a core value of the ILO, anchored in both a rights-based and an economic efficiency approach. The common goals of eliminating discrimination in employment and promoting equality and decent work for women and men are reflected in the 1998 ILO Declaration on Fundamental Principles and Rights at Work and in the 2008 ILO Declaration on Social Justice for a Fair Globalization. Gender equality is also one of the main focus of SDGs (Goal 5: Achieve gender equality and empower all women and girls⁴) and the UN Agenda 2030 to which Bangladesh is a party for.

As evident from the Labour Force Survey 2015, the readymade garment industry employs roughly 80 percent of women, and is the main employment option for women outside agriculture. These women, at an average are 19 years of age, usually unmarried, and with little education, hence prone to exploitation, sexual harassment, and discrimination. They earn 60 percent less of what their male colleagues earn, and are exposed to low occupational safety and health standards.

The ProDoc does not have a specific section on gender, although gender is reflected in Outcomes 3: Enhanced capacities of employers' and workers' organizations to dialogue and prevent and resolve disputes including those of gender concerns and in project activities under each component.

While quantitative performance targets and indicators to enable data collection and reporting of gender based activity have been established within the project design and Log Frame, the gender orientation of the project, particularly strategies and indicators for the more qualitative aspects of gender could be strengthened within the Phase II design and implementation. For example, there is no clear articulation of how the project will work towards or indeed measure the more qualitative aspects of gender within implementation, how the Project will address the differing vulnerabilities of women and men, nor of how gender will be mainstreamed throughout the project.

⁴ Note: 12 out of 17 Sustainable Development Goals covering gender equality and Goal 5 contains 9 targets and 14 indicators addressing multiple concerns of gender equality

The issue needs to be specifically highlighted with regard to the project's objectives of supporting enabling policy and regulatory environments as well as institutional strengthening. It would be useful for the project to articulate a more detailed strategy for gender mainstreaming, monitoring and evaluation within the revised ProDoc and develop a strategy for strengthening the gender orientation of policy makers and tripartite partners in particular on the Inception stage. A more clearly articulated gender strategy should also include mechanisms for qualitative, outcome based monitoring and evaluation of gender issues to complement existing quantitative indicators and more clearly show gender impact. Specific attention should be paid to the inclusion of a detailed outcome-based gender strategy including qualitative impact focused performance indicators. In addition, the project's approach towards ensuring of balanced representation of women among selected project's experts (both the international and national) and the project team is not spelled out currently in the ProDoc and should be revised accordingly.

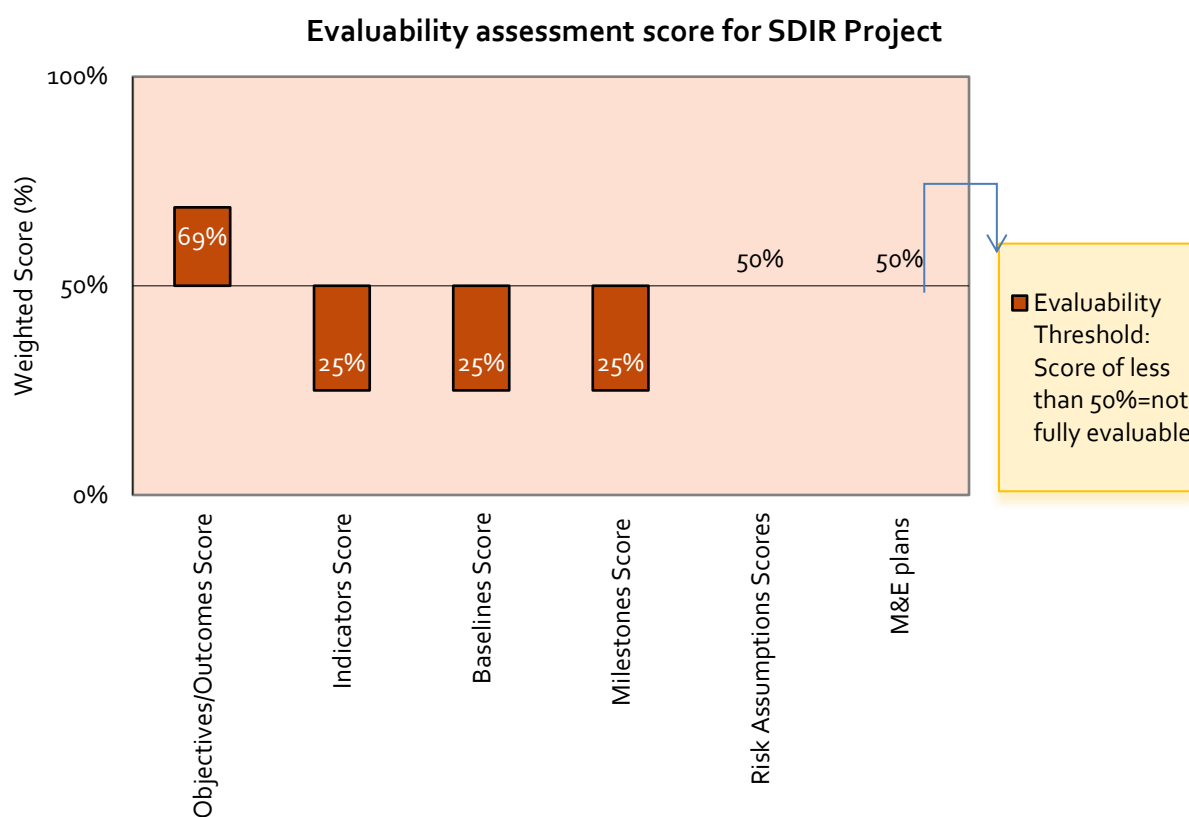
CLARITY OF SUSTAINABILITY APPROACH

Sustainability is defined as the ability of a project to maintain its operations, services and benefits during its projected life time and after the end of the project. The ProDoc has a separate section on Sustainability. The presented sustainability approach is too broad and did not cover all dimensions of sustainability including institutional and management capacity, political support and economic/financial viability. Furthermore, there is no information of whether the project is planning to develop the sustainability plan to promote sustainable project's outcomes.

Taking into consideration sufficient project duration, i.e. 5 years instead of usual 3 years, the project team should try to enhance institutionalization of the SDIR project activities through engagement with the Government with a view of finding ways and means of effective mainstreaming and integration of project objectives and activities, not just in relevant national and sector-specific policies and strategies, but also in their budget plans for purposes of fostering political and financial support towards ensuring longer term sustainability of project activities. The institutionalization of activities capacity building programs in institutional structures of social partners should be also considered as one of the option of sustainability strategy.

OVERALL SCORE OF EVALUABILITY ASSESSMENT

Based on the analysis of the SDIR project ProDoc, the EA shows that the **project has limited evaluability which needs substantial improvement.**



IV. CAPACITY DEVELOPMENT – LITERATURE REVIEW

In the framework of EA, the literature review of the models for and the evaluation of capacity development interventions (including systems changes and capacity building) was undertaken to determine which factors/approaches should be taken/followed by the SDIR project in the course of its implementation to achieve the anticipated results and ensure their sustainability. The results of the literature review will be used also for construction of the project's theory of change as well as during development of M&E framework for the project.

SYSTEMS CHANGE

There is no single accepted definition of “systems change,” yet it is frequently stated as a goal of CD interventions and the subject of much educational research. Systems change is referred to as a “process designed to alter the status quo by shifting and realigning the form and function of a targeted system” (Foster-Fishman, Nowell, & Yang, 2007, p. 197). In this conceptualization, “the underlying structures and supporting mechanisms that operate within a system are altered, such as the policies, routines, relationships, resources, power structures, and values” (Foster-Fishman, et al., 2007, p.197). An assumption of systems change initiatives is that the outcome of interest (e.g., change in behaviour, improved outcomes, etc.) will not occur without changes to the service delivery system that are designed to help achieve the goal (Foster-Fishman, et al., 2007). Similarly, Supowitz and Taylor (2005) note “the theory of systemic reform states that, in contrast to individual programs that have limited efficacy because they inevitably run up against constraining and competing efforts and philosophies, a coherent complement of programs and policies can produce powerful reform by creating reinforcing and synergistic effects” (p. 204).

According to the literature, there are a variety of barriers to successful systems change.

These include:

- Lack of monitoring,
- Leadership issues,
- Infrastructure barriers,
- Lack of support,
- Lack of buy-in,
- Lack of agreement on strategies, and
- Lack of a theoretical or conceptual understanding of what successful implementation would look like (Hall & Hord, 2006; Kreger, Brindis, Manuel, & Sassoubre, 2007).

Kreger et al. (2007) suggest that systemic change can also be hampered by the absence of “clear indicators to measure progress, assess strategies, and review activities in implementing systems change” (p. 303). Turnover of staff and leadership is another barrier that frequently interferes with the implementation of CD interventions.

CAPACITY DEVELOPMENT

Capacity Development being the focus of the literature review, it is important to establish a clear understanding of its definition. The OECD-DAC definitions are used:

- Capacity: understood as the ability of people, organizations and society as a whole to manage their affairs successfully.
- Capacity development: the process by which individuals, groups and organizations, institutions and countries develop, enhance and organize their systems, resources and knowledge; all reflected in their abilities, individually and collectively, to perform functions, solve problems and achieve objectives⁵.

Such DAC definitions build on the UNDP's definition "Capacity development [is] the process by which individuals, groups, organizations, institutions and countries develop their abilities, individually and collectively, to perform functions, solve problems and achieve objectives"⁶.

Century (1999) argue that "capacity" is more than individuals' knowledge and skills in an organization, but instead includes four key dimensions:

- Human capacity: the "intellectual proficiency and will. Intellectual proficiency encompasses the knowledge, expertise, and understanding that the people leading and engaged in the ... reform must hold. Will is comprised of the interest, patience, and persistence necessary" (p. 3);
- Organizational capacity: the "interaction, collaboration, and communication among individuals in the system. . . the interactions individuals have with one another shape a culture" (p. 4);
- Structural capacity: "the elements of the system which exist independent of human beings who may use or change those elements in order to function in the system. . . [including] policies, procedures, and formalized practices" (p. 4); and
- Material capacity: "the fiscal resources and other material supports available to the reform" (p. 5).

The review of theories of organizational development suggest that there are four types of capacities important for building sustainable organizational structures:

- Technical capacity - a capacity which lie in the immediate sphere of the organization. This service improvement that organizations provide their target groups and establishing standards to which work organization and the development of competencies in a certain direction of the organization.
- Organizational capacity - a capacity necessary for sustainable, consistent and credible implementation of the organization's mission and objectives. These include capacity development of systems and structures of governance and management of the

⁵ OECD-DAC - Guidelines and Reference Series Applying Strategic Environmental Assessment: Good Practice Guidance for Development Co-operation, OECD, Paris, 2006

⁶ UNDP - Governance for sustainable human development - A UNDP policy document - Glossary of key terms - 1997

organization, financial management, human capital development, resource mobilization, and so on.

- Adaptive capacity - a capacity that focus on the organization's ability to respond to the political, socio-economic and cultural changes affecting the environment in which the organization operates. Important skills to adapt capacity have strategic and operational planning, skills assessment and analysis, planning activities based on the assessment results, and so on.
- Influencing capacity - is the ability of organizations to influence the environment in which they work. These skills include the ability of advocacy, negotiation, communication, cooperation and partnership within the sector and with "actors" from other sectors.

These different conceptualizations of “capacity” should inform what the SDIR Project M&E Plan will need to address in order to evaluate the degree to which the long-term outcomes are planned to be achieved by the project.

RECENT WORKS ON CAPACITY DEVELOPMENT (CD) ASSESSMENT AND DIRECT REFERENCES OF THE PROPOSED METHODOLOGY FOR THE SDIR PROJECT

In recent years, the main international agencies have accelerated the search for new approaches to identifying and evaluating capacity development. The present literature review presents five approaches towards evaluating capacity development interventions, including the presentation of the achievements of the European Commission’s Backbone strategy for Technical Cooperation as well as newly developed Rapid Assessment of Capacity Development (RAC) approach, the work of the Netherlands evaluation unit (IOB), which has tested the 5C approach to Capacity Development; and that of the World Bank, which has established the Capacity Development Results Framework and tested new evaluation tools; and that of UNDP, which has further developed its approach for capacity measuring.

ROACH

The Backbone Strategy has supported the ROACH approach to the assessment of capacity development. The present study has developed a detailed analysis of the applications of the ROACH approach⁷. It has concluded that this approach highlights well the capacity development process (

Figure 4 - ROACH approach to evaluation

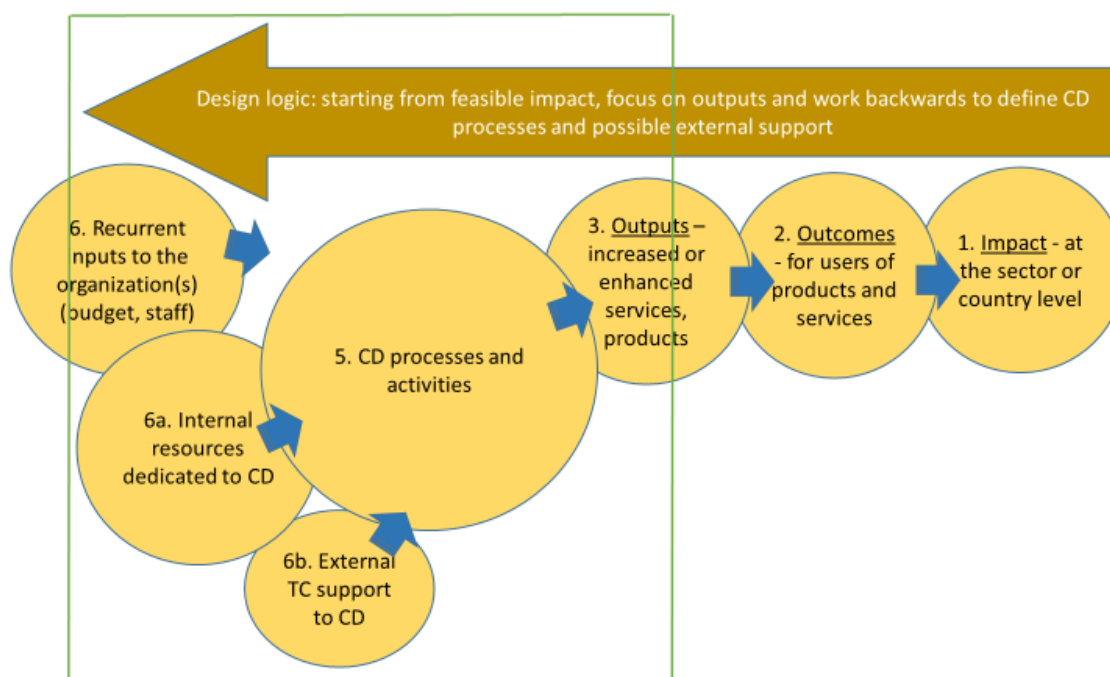
) implicit in the intervention logic of a TC or other support intervention, which aims to transform a set of inputs into a set of development outputs, outcomes and impacts. It does not, however, provide specific instruments for identifying whether or not a capacity development process has taken place successfully, aside from the standard performance assessments. In other words, ROACH does not allow an assessment of the capacity development process with its own specific indicators *vis-à-vis* the output and outcome indicators of the standard support programme. In

⁷ For an in-depth assessment of the ROACH, Inception Report of this Study, 08/2010, pages 48-52.

addition, ROACH – while considering a number of enabling factors that favor the capacity development processes, namely the Quality Criteria – does not consider any “pull” factor.

The CD evaluation methodology developed here builds on the key achievements of the ROACH system, that is to say recognition of the CD process necessary to attain sustainable results. However, it integrates and revises the approach, to allow specific assessment of the CD process and to take into account the role of the context-related driving factors in the determination of the CD processes.

Figure 4 - ROACH approach to evaluation



RAC

A Rapid Assessment of CD was developed by the EC Quality Support Group to identify and map both expected and unexpected outcomes of capacity building interventions.

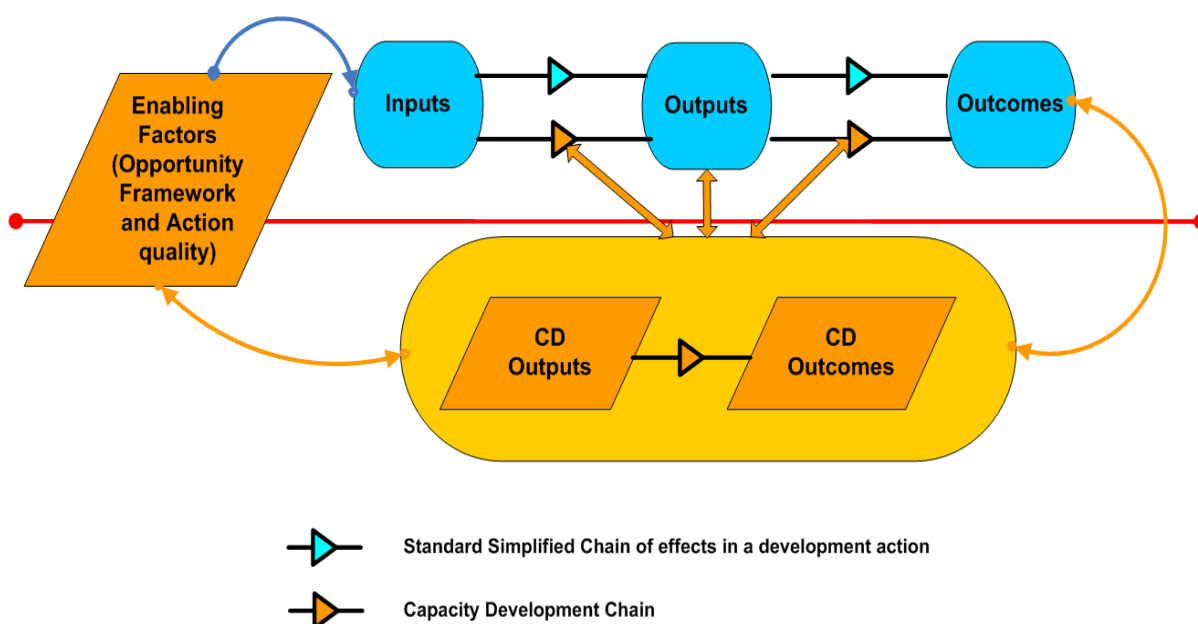
Based on RAC, a significant and sustainable change in the capacity of a given institution (or institutional system), which enables that institution or system to improve its efficiency and effectiveness in the accomplishment of its own mission, is the result of a deep endogenous learning process including:

1. the acquisition of individual and organizational capabilities, and
2. their mainstreaming and transformation into an overall institutional capacity encompassing a coherent improvement in a number of basic features summarized below, which need to be adapted to the specific nature of the institution or system and to the characteristics of the context:
 - policy initiative and autonomy,

- links to the results,
- institutional networking,
- flexibility and adaptation, and
- the coherent expression of all such features.

Such change, like the endogenous process that determines it, is made possible by an enabling environment, which drives the change process through the provision of adequate opportunities, visions and resources. The political and economic opportunities that drive the change are provided by the international environment and partnerships and the domestic political leadership. The specific resources to support the change are provided by possible external and internal support projects, which may have implicit or explicit capacity development components.

Figure 5 – RAC approach of Integration of Capacity Development in the Intervention Logic



The blue part represents the standard chain of results of a development action. The yellow part represents the Capacity Development (CD) chain which interacts with the standard chain of results at all levels. This interaction is influenced by a number of factors (enabling factors). The RAC is focusing on better understanding the yellow chain.

The programme inputs may generate changes in staff skills, procedures and organisation of responsibilities (CD outputs), which in turn may or may not result into improvements in the core capabilities of an institution (CD outcomes).

5CS

Other recent methodological works on CD respond in different ways to the need for assessing or evaluating the CD process *as such*, and not (or not only) in relation to the development results generated in the framework of a given support intervention. This implies that they seek specific

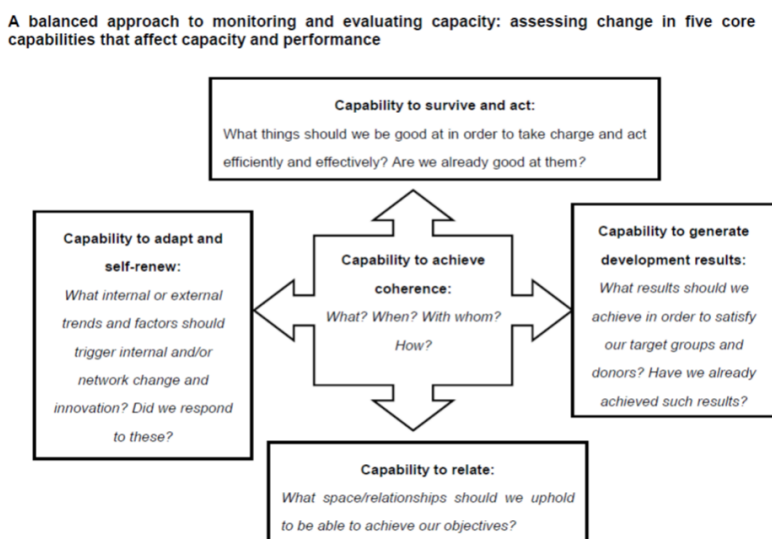
capacity indicators and possible logical paths for CD assessment. The basic idea is that the CD process goes beyond the scope of a given support programme and creates capacities that change the behavior of beneficiary institutions and are instrumental in the accomplishment of their own missions.

Consideration of the CD process *as such* is particularly important in the 5Cs approach, developed by the ECDPM and supported by the Netherlands IOB⁸. The present study, as explained in the following chapters, adopts part of the 5Cs methodology and aims at identifying a fully compatible approach.

Figure indicates how the 5Cs are formulated so as to be individually and collectively linked, since it is the combination and balance of capabilities that defines the capacity of an organization or system to create value for others. All five capabilities are therefore necessary, yet none is sufficient in itself to create capacity. The model focuses on the endogenous capacity-change processes and insists on coherence between the different capabilities, while not stressing a specific intervention logic with possible intermediate steps (i.e. outputs/outcomes/impacts). The approach is based on “behavioral adaptation to changing environments and conditions”.

It should be noted that evaluating behavioral change is never easy. The Netherlands’ recent experience in the evaluation of CD (using the 5Cs model as part of its methodology) was built around a rather lengthy and complex evaluation process that was difficult to submit to quality control: “transference”. Respondents were asked to speak about their perceptions of change without having any pre-arranged reference point or model construct to refer to. The evaluations then translated the responses into the five capabilities.

Figure 6 - Overview of the 5Cs model



⁸ Engel, P., Keijzer, N., Land, T. 2007. “A balanced approach to monitoring and evaluating capacity and performance: A proposal for a framework” (ECDPM Discussion Paper No. 58E). Maastricht: ECDPM. See also: ECDPM, 2011, “Bringing the invisible into perspective”: reference document for using the 5Cs framework to plan, monitor and evaluate capacity and results of capacity development processes.

WORLD BANK CAPACITY DEVELOPMENT RESULTS FRAMEWORK (CDRF)

Another relevant reference which deserves particular attention is the World Bank Capacity Development Results Framework (CDRF – 2009). The Framework establishes an approach to orientating the Bank's programmes towards an improvement in their CD content, with a view to enhancing achievement of the development goals. "The central thesis of the CDRF is that through the acquisition of new knowledge and information – that is, through learning – agents of change can enhance the conduciveness of the socio-political environment, the efficiency of policy instruments, and the effectiveness of organizational arrangements and so contribute to the achievement of development goals"⁹. The three factors mentioned are regarded as the CD determining factors. An evaluation of the CD process should consider the learning process put in place with the aim of enhancing the three CD determining factors. The Framework establishes a number of detailed indicators for assessing the three factors and tailoring the learning activities of the relevant programmes.

The Framework not only provides the theoretical and methodological instruments for assessing the capacity process *as such*, but also imparts strong importance to the *pull* factors, namely the socio-political framework, and other enabling conditions.

Recently a simplified methodology for the assessment of the CD process, in accordance with CDRF, has also been proposed by the World Bank Institute¹⁰. The approach adopts an Intervention Logic including CD outputs - or intermediate capacity outcomes - and CD outcomes as shown in Figure 4.

Figure 7 - CD logical process according to the CDRF



⁹ Samuel Otoo, Natalia Agapitova and Joy Behrens, The Capacity Development Results Framework: A strategic and results-oriented approach to learning for capacity development, World Bank, June 2009, page 15.

¹⁰ World Bank Institute, Reviewing Project Results Retrospectively Using a Results-Focused Approach to Capacity Development. WBI June 2011

UNDP: MEASURING CAPACITY

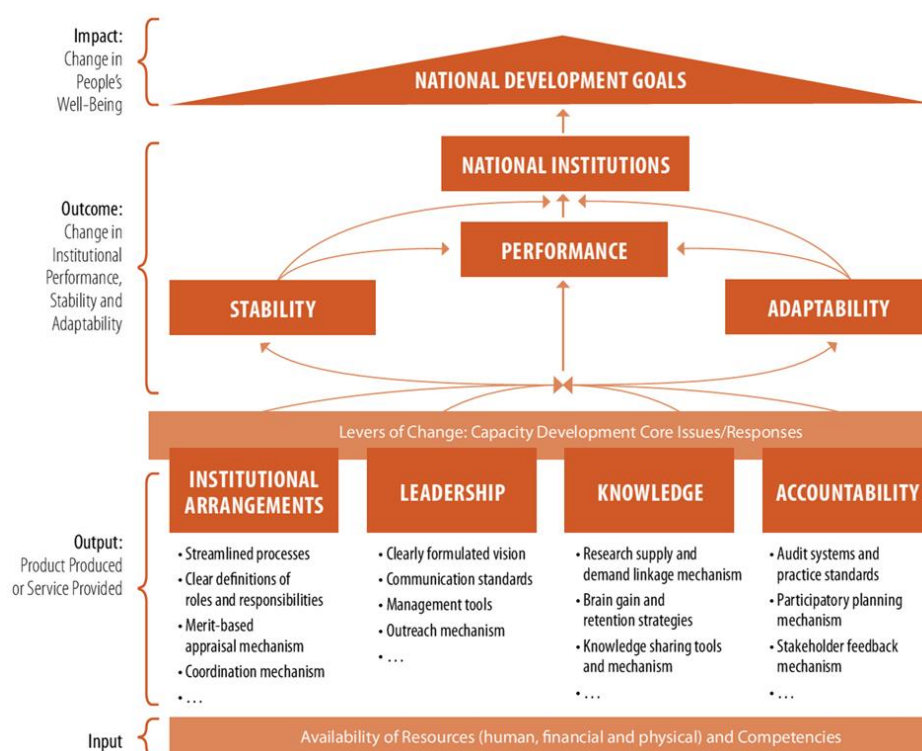
In its Measuring Capacity of June 2010, UNDP proposes a comprehensive approach to assessing and measuring CD through the identification of specific CD outputs and outcomes that ensure the achievement of the national development goals (Figure 5). The latter are regarded as the impact of the Capacity Development process. UNDP has been particularly advanced in such matters since 1998, having supported the idea of CD as a process.

Now it proposes a very comprehensive approach based on the key assumption that the overall development process depends upon Capacity Development. Again, a disaggregation of specific outcomes and outputs is proposed: the CD **outputs** are disaggregated by *institutional arrangement, leadership, knowledge and accountability*, while the **outcomes** are identified as *performance, stability and adaptability*. The theory of change is that the outputs, duly developed and integrated, will generate the outcomes in terms of comprehensive new capacities of the national institutions, which will become globally stronger and empowered to achieve the national development goals.

The UNDP model preceded the WBI model by a few months. The two are very similar, although the WBI model emphasizes the distinction between demand and supply institutions and proposes a slightly different breakdown and definition of what the UNDP model defines as outputs and outcomes.

None of the assessment models examined so far gives any specific consideration to the external driving factors, although they consider that the external environment has an importance of its own, as in most evaluations.

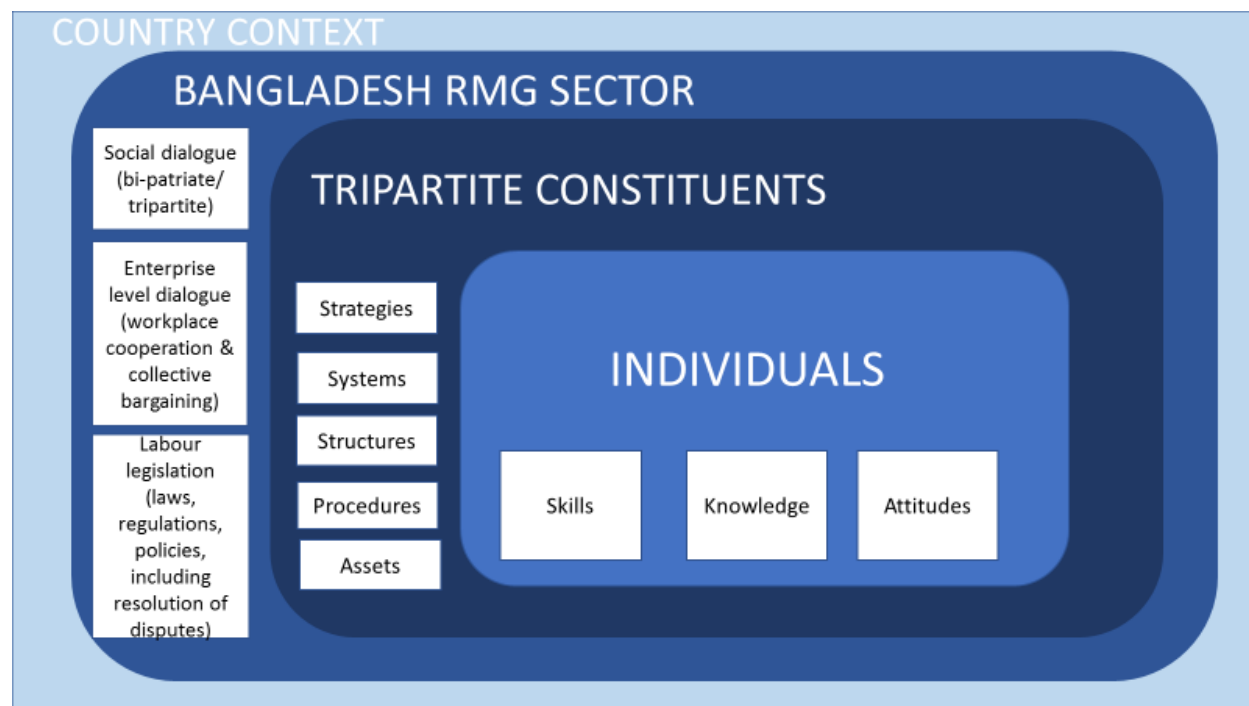
FIGURE 8 - CD LOGICAL PROCESS, ACCORDING TO UNDP



THE PROPOSED METHODOLOGY FOR SDIR PROJECT

Based on the ProDoc, SDIR project plans to target through capacity development the individual, organizational and sector level.

Figure 9 - Overall strategy of the SDIR project



Therefore, for proper assessment of the SDIR project it is important to look not only at the constraints compared to an “ideal” benchmark, but also at capacity strengths including (1) opportunities in the context which may stimulate initiatives, (2) improvement in social and enterprise dialogues and labour legislation, (3) enhancement of institutional performance through enhanced systems and management capacity and practice and (4) strengthen knowledge, skills and attitudes.

Based on the literature review and approaches for assessment of capacity development interventions, the RAC approach is recommended for SDIR project due to its close fit to the logic of the project.

The RAC is based on the following assumptions which are interlinked with the overall strategy of the project:

- Capacity Development is an endogenous process of empowerment, driven by internal and external factors, which enables the institution or system involved to fulfil its own mission.
- RAC methodology emphasizes on the driving role of the political and economic environment in which the beneficiary institution or system is embedded, which determines its opportunity framework.

- It highlights a relationship between the acquisition by the institution or system of a series of specific individual or organizational capabilities, and the transformation and mainstreaming of such capabilities into a new overall capacity to fulfil its own mission. The identification of specific indicators for both the specific capabilities and the overall capacity is essential for grasping and assessing such a relationship.
- The opportunity framework and the quality of the learning process act as the catalyzers of the Capacity Development process, including the acquisition of the specific capabilities and their transformation or mainstreaming into overall capacity.

V. CONCLUSION

To sum up, the project document of the SDIR project in principal contains all key elements used in the project design. Nevertheless, the project requires improvements in a number of areas for being able to achieve the set targets and undergo evaluation. The project is designed in a “light” way, to allow for finetuning during implementation, which is a strong aspect of the project. The areas which require revisions based on the recommendations provided in the next chapter include: Project Strategy, Logframe, Risks and Assumptions, Human and Financial Resources, M&E, Gender, and Sustainability.

VI. RECOMMENDATIONS

To increase the program's readiness for evaluation, the following key recommendations should be addressed to accurately attribute the SDIR project initiatives to the stated outcomes of interest:

Area	Recommendation
Project strategy	1. ILO should include in the ProDoc the theory of change of the SDIR project, which would explain logical path from activities/outputs through intended outcomes/objectives to anticipated impacts taking into consideration the capacity development models presented in the EA report. The project's components should be revised with putting greater attention towards interlinkages. The formulation of outputs under Outcome 2 and 3 should be reviewed as well. The selection criteria for factories (non-unionized and unionized) should be determined by the project team and social partners and approved by the PAC.
Project strategy	2. ILO should specify in the ProDoc the areas of cooperation of the SDIR project with its sister projects in Bangladesh. It will allow to achieve better synergies and avoid duplication of activities. ILO should also explore collaboration with other development partners to ensure achievement of greater impact in the sector and specify that in the ProDoc the approach towards establishing partnerships with other relevant actors.
Project strategy	3. Within the United Nations' and ILO's global strategic framework and based on the culture of shared responsibilities, collective action and benchmarking for progress the SDIR project should provide support to Member States to reach their Targets under the Sustainable Development Goals, in this case Bangladesh. For that reason, it is suggested to include a sub-section into the ProDoc which will specify the linkages of the project with SDGs. The ProDoc should also include the project alignment with UNDAF and donors' priorities.
Logframe	4. ILO should make revision of the SDIR project's Logframe with incorporation of proper impact, outcome and output indicators to ensure proper assessment of achievements as well as gender-sensitive indicators to ensure gender equality in all its activities. It is also suggested to exclude from the ProDoc section Indicators and instead of it to add as the Annex the revised Logframe. Taking into account that the project has two donors, it is suggested to add the line donors'

	contribution per output. It will allow to make better attribution between the project's results and funding sources.
Risks and Assumptions	5. ILO should define risks and mitigation plans separately for each component relating to variations in project immediate objectives and associated outputs and activities over the lifespan of the project to ensure better and timely response to the possible changes in the context and/or needs of tripartite constituents.
Human and Financial Resources	6. For better assessment of the efficiency of resources use and ensuring consistency with the concepts of Results-Based Management (RBM), it is recommended to introduce the Output-Based Budget (OBB) method for preparation of the SDIR project budget which will link project expenditures to the specific activities, outputs and objectives. The OBB also will allow to provide transparent information to project's stakeholders regarding budget allocations and cost efficiency per project component. In addition, it is suggested to establish a system for tracking the cost-sharing activities with systematic collection of data on sources and amounts of allocations by each partner/project. It will allow to make better attributions of results in case of co-funding from other sources than ILO.
Human and Financial Resources	7. ILO Country Office in Bangladesh should put a priority for securing <i>additional funding to cover the costs of the SDIR project staff</i> (CTA (12 months), Workers' Activities Expert (36 months) and SDIR Expert (30 months) for the full anticipated duration of the project. It will allow to ensure the proper project execution and closure.
Human and Financial Resources	8. Taking into consideration the scale of the SDIR project and budget limitations, ILO should consider revision of the title and job description of the National Project Officer (Communication Officer; UN NOA Level). It is suggested to make the following amendments: (1) add to the title Monitoring and Evaluation, (2) revise the functions with putting of more focus on M&E aspects (70%) and communication aspects (30%), (3) extend the duration of position for the whole duration of the project and (4) make a direct supervision of the M&E/Communication Officer to the CTA rather than a Senior Communications Officer.
Human and Financial Resources	9. Considering that the SDIR project is the capacity building intervention consider revision of the project budget with allocation of higher amount of resources for undertaking proper monitoring and evaluation of the project in the course

	of its implementation. It is suggested to allocate for the M&E up to 5% of the project's budget.
Human and Financial Resources	10. ILO should consider inclusion into the PAC the donors as 'observers'. It will allow the project to keep the donors up-to-date with regard to the project implementation. It is suggested to develop the ToR for the PAC on the Inception stage as well as assign the focal point from the project responsible for organization of the meetings as well as preparing and disseminating minutes of the meetings. It is also suggested to consider introducing some periodic meetings between the general project staff and donors, apart from the meetings at the managerial level, to enhance the comprehensive feedback on the project's activities. The project team should also discuss and agree with employers' organizations the role of BFA in the SDIR project implementation.
Monitoring and Evaluation	11. ILO should revise the M&E section of the ProDoc and make clear description of the monitoring, evaluation and reporting approaches which will be used by the project.
Monitoring and Evaluation	12. ILO should strengthen the Monitoring and Evaluation System of the SDIR project to better manage the process of monitoring, analyzing, evaluating and reporting progress toward achieving the project's objectives. It should be done through development of a Performance Monitoring Plan (PMP) for the project on the Inception phase and preparation of the standardized templates of data collection tools like trainers' reports, feedback questionnaires, etc. PMP in comparison with the Logframe should contain not only the indicators, baselines, targets and the methods of data collection, but also point out the frequency of data collection for each indicator, specify responsible parties for collecting the data and how the collected data is planned to be used. All that will allow to ensure timely and efficient generation, storage and use of strategic information by the SDIR project.
Monitoring and Evaluation	13. For ensuring more systematic approach towards institutional strengthening of the tripartite constituents under the SDIR project, ILO should consider the development of a comprehensive capacity-building strategy for the project on the Inception phase which will include an approach towards institutional strengthening of tripartite partners as well as standards towards trainings conduction, and monitoring and evaluation mechanisms. The organizational development of tripartite partners should focus on strengthening different types of capacities including technical capacity,

	<p>organizational capacity, adaptive capacity and influencing capacity. Learning interventions should include a mix of tools including training of trainers, workshops, coaching/mentoring, distance learning. ILO should establish a comprehensive system for monitoring and evaluation of effectiveness and impact of its capacity building work under Phase II. For project's learning interventions, it is suggested to introduce a four level M&E system which should include such levels as: Level 1- Training needs assessment (before training conduction), Level 2 - Participant satisfaction (end-of-training feedback questionnaire), Level 3 – Learning (pre-post knowledge tests) and Level 4 - Workplace behavior outcomes (post-training evaluation which should be done at least six months but no more than two years after the training). For project's organizational development interventions, it is suggested to introduce a three level M&E system which should include the following levels: Level 1 – Baseline assessment, Level 2 – Interim assessments and Level 3 - Organizational impact assessment. It is also recommended to use for that the organizational capacity assessment tools like OCA or TOSA. Database system for capacity building component across SDIR project should be also established and should include information both on trainees and trainers trained/prepared by the project. The database of trainees should provide the following information: the participant's name, gender, institutional affiliation, contact details (phone/e-mail), name of the training, institution providing training, venue, and dates of training, while the database of trainers should include the details of trainers and areas of expertise. Existence of the trainees' database will allow to make assessments of capacity building outcomes of the SDIR project. The database of trainers should be shared with the all interested counterparts. The SDIR project should also establish a practice of systematic collection of success stories under different components, present and disseminate them regularly among tripartite partners, stakeholders and beneficiaries. The suggested template for success stories should include description of the problem, the support provided, results achieved, factors of success, difficulties encountered, further support if needed and photo(s) if relevant.</p>
Gender	<p>14. While in practice, the SDIR project design does seek to address gender within the larger context of the vulnerabilities associated with working conditions, and decent work</p>

	<p>opportunities for all in the RMG sector, there remains a limited articulation of gender analyses and mainstreaming within the design of the SDIR project. ILO should better articulate an outcome-based strategy towards gender mainstreaming in order to strengthen the gender orientation of project's activities and activities undertaken by its tripartite partners, as well as impact of the project. ILO should also specify in the ProDoc how the SDIR project will promote the implementation of ratified conventions by Bangladesh in the area of promotion of gender equality. The clear targets of gender mainstreaming within the project should be also included in the ProDoc.</p>
Sustainability	<p>15. ILO should in greater detail articulate how the sustainability of the project will be ensured in the ProDoc. It is also recommended to develop a sustainability plan for the SDIR project which will both outline the steps that should be taken throughout the implementation period to ensure sustainability and describe how tripartite partners intend to carry forward project results. This type of sustainability plan can then serve as a good practice for future similar projects of the ILO Bangladesh Country Office. Additionally, it is suggested to enhance institutionalization of the SDIR project activities. ILO should engage the Government and social partners with a view of finding ways and means of effective mainstreaming and integration of project objectives and activities, not just in relevant national and sector-specific policies and strategies, but also in their budget plans for purposes of fostering political and financial support towards ensuring longer term sustainability of project activities. Developing local institutional capacity/ platform would be crucial issue.</p>

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