



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

Combined Evaluation of ILO/IPEC garment sector projects as part of the “Memorandum of Understanding” framework with the Bangladesh Garment Manufacturers and Exporters Association

A Final Project Evaluation

By

An Independent Evaluation Team

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PROJECTS COVERED

Project n°	P.340.00.359.052	Budget	\$375,572.00
Start date	1-May-01	End Date	31-Dec-03
Title	BGMEA Phase III - Continuing the child labour monitoring and education components, and prepare for the integration into a broader project in the garment export industry in Bangladesh.		
Financing Agency	US Department of Labour (US DOL)		BGD/000/52/USA

Project n°	P.340.74.359.050	Budget	\$670,000.00
Start date	1-Jul-99	End Date	1-May-01
Title	Social partners' initiative: income and employment generation: extended component of the BGMEA-UNICEF MOU project.		
Financing Agency	Italian Social Partners Initiative (Italy)		BGD/98/M01/ITA

Project n°	P.340.74.359.070	Budget	\$760,548.00
Start date	1-Oct-99	End Date	
Title	Norad assisted integrated child labour rehabilitation component of the BGMEA-ILO-UNICEF MOU project		
Financing Agency	Government of Norway NORAD		BGD/99/M02/NAD

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Acronyms and abbreviations

BGMEA	Bangladesh Garment Manufacturers & Exporters Association
BILS	Bangladesh Institute of Labour Studies
BKMEA	Bangladesh Knitwear Manufacturers & Exporters Association
BRAC	Bangladesh Rural Advancement Committee
CTA	Chief Technical Advisor
GoB	Government of Bangladesh
GSS	Gono Shahajjo Sangstha
ICCD	Intensive child collection drive
ILO	International Labour Organisation
IPEC	International Programme on the Elimination of Child Labour
ISPI	Italian Social Partners Initiative
JTAG	Joint Technical Action Group
MOU 1	first Memorandum of Understanding (signed on July 4 th 1995)
MOU 2	second Memorandum of Understanding (June 2000 - July 2001)
NFE	Non-Formal-Education
NORAD	Norwegian Agency for Development Cooperation
NPC	National programme Coordinator
OSHWR	occupational safety and health and workers' rights
SIBL	Social Investment Bank Limited
Tk.	Thaka
ToR	terms of reference
UNICEF	The United Nations Children's Fund
USDOL	United States Department of Labour

Executive Summary

In July 1995 BGMEA, UNICEF and ILO signed a Memorandum of Understanding in order to work together to remove and rehabilitate child workers in the garment industry. A second MOU was signed in July 2000 and ILO/IPEC implemented 3 projects that contributed to the fulfilment of the MOU's objectives. The USDOL funded BGMEA Phase III, the ISPI funded and the NORAD funded extended components.

This study is both a final evaluation of each of these three projects and a programme evaluation of the whole ILO/IPEC BGMEA intervention. The purpose is to document the process and the achievements. The evaluation was carried out by 2 independent consultants during September and October 2003.

The BGMEA Phase III project experienced difficulties at the design and commissioning stages. There was a 9 month bridging period from the conclusion of the earlier phase until the project document was approved and there was a further 9 months when the project was unable to obtain access to the funds. During this period the project continued to effectively manage the main output, the monitoring and verification of the garment factories. The CTA left the project in the middle of this period so there were 11 months with no CTA and no alternative management system was put in place.

The need for the skill training for ex-child workers was identified in 1997 and the first project documents prepared then and in 1998 on the basis of the number of children graduating from the schools at that time. Due to extended negotiations with donors and implementing partners, the two projects started in late 1999 (ISPI) and 2000 (NORAD). By this time many of the MOU children had left the schools and had taken up employment. The target numbers of these projects were revised downwards, and other child workers included in the target group. The number of MOU families able to benefit from micro-credit was restricted by the size of the funds available. The management of the implementation of the ISPI and NORAD projects has been systematic and effective.

The MOU Steering Committee has not met during the 2nd MOU and has not provided any management to the BGMEA projects. The Education Core Group has been an effective forum for coordinating the implementation of the education components.

BGMEA has benefited greatly from the child labour free status that the project has given it. Some of their financial contributions towards the MOU are long overdue.

The monitoring of the factories has continued uninterrupted, and the number of factories employing child labour has continued to drop with 6.6% of factories employing child labour in 2001. The figure has continued to drop and is now 0.96%. Child labour is approximately 0.004% of the workforce in BGMEA factories.

Due to the small number of children being identified and removed from the factories, the unit cost per child is now over US\$ 1,000. The project also continued to monitor enrolment in schools. Although there has been a slight improvement, the enrolment rate is

still low at 21% in 2001. The number of children is now small and the distance to the nearest school is a constraint.

During the MOU 2 period skill training has been provided by ISPI and NORAD to all MOU children becoming 14 in the schools. By December 2003 when both projects will be completed, 2,750 children will have received training in a variety of skills, equipping them for both wage and self-employment. 816 of them are MOU children; the rest are either MOU children's siblings or other working children. Over half of the children are either in employment related to their skill training or in further education.

451 MOU families have received entrepreneurship training and have received credit through the ISPI and NORAD projects. Recovery rates and the lack of defaulters have been impressive and this is due to the intensive support and follow-up provided by the project monitors and the trainers. There has been a significant impact on the social and economic status of the mainly female participants. The number of children being sent to school by these participants is significantly higher now than before.

During BGMEA Phase III, a broader labour standards project was prepared, and this project has successfully continued the child labour monitoring. It was planned that this project would discontinue the child labour monitoring in all of the BGMEA factories from January 2004 but this has been postponed.

Little was done during BGMEA Phase III to develop BGMEA's capacity to manage the monitoring system and BGMEA were reluctant to take on the responsibility.

BGMEA Phase III was expected to develop a manual documenting the monitoring system and to carry out a tracer study to assess the impact of the MOU interventions on the garment factory child workers. Due to the late release of funds and the lack of management neither of these outputs had progressed by December 2001. Since that time delays have continued and these outputs are now nearing completion. The tracer study will add valuable quantitative data on the impact of the interventions on the children and their families and information on those not enrolled in school.

The future of child labour monitoring in the majority of BGMEA factories is uncertain after January 2004.

Of the 27,951 garment factory child workers that were identified through surveys and monitoring, 8,517 (30%) were enrolled in schools, 2,035 (7%) completed skill training and 451 (1.6%) families have received micro-credit.

The child labour monitoring system is not yet sustainable without ILO's support. The sustainability of the skill training is in the trainees. Many of them are using the skills learnt and will continue to benefit from their training with no further input from the projects. The majority of the micro-credit participants have developed confidence and skills that they will continue to use to achieve an improved standard of living even if no further credit is available.

1. Projects' Objectives and their Historical Context

1.1 The garment industry and child labour

The ready made garment industry in Bangladesh employs approximately 1.8 million workers and the exports, mainly to the United States and to Europe represent 76% of the country's total exports. The Bangladesh Garment Manufacturers and Exporters Association (BGMEA) is responsible for the approval of licences for importing necessary raw materials and for exporting the garments and therefore has a central role in the industry.

It is estimated that in 1993 the number of child workers in the garment industry was in the region of 50,000 to 60,000. Trade Union, human rights, consumers and religious organisations in the United States, under the umbrella of the Child Labour Coalition, promoted legislation to prohibit imports of products made with child labour. The governmental instrument for this proposed sanction was a bill that was placed before the US Congress by Senator Harkin in 1992. The garment industry in Bangladesh responded to this threat by the abrupt dismissal of many child workers. It was reported that 40,000 to 50,000 children were laid off. According to reports at the time, many of these children took up other work, and this work, often in the informal sector, was more hazardous and less secure.

The International Labour Organisation's (ILO) and the United Nations Children's Fund's (UNICEF) intervention was not a pre-planned activity that was designed to remove and rehabilitate child workers in the garment industry. International moral and commercial pressures were compelling employers to dismiss children, and the intervention was designed in response to the given circumstances.

1.2 The first Memorandum of Understanding (MOU I)

A comprehensive and critical summary of the early period of the BGMEA project can be found in Haarlem 1999a.

1.2.1 The MOU

In response to this situation of continuing dismissal of child workers, a Memorandum of Understanding was signed in July 1995 by BGMEA, ILO and UNICEF. The purpose of the MOU was the removal of under aged children from BGMEA factories and their placement in appropriate education programmes. The main components of the MOU were; fact finding survey, a halt to terminating under-aged workers until the education programme was in place, education (funded by UNICEF and BGMEA), verification (funded by ILO), income maintenance (funded by ILO and BGMEA), an Informal Steering Committee and publicity and advocacy. A target date of October 31st 1995 was set for the removal of all children and their placement in the school programme. The MOU contained no completion or expiry date.

An initial survey conducted by ILO, UNICEF and BGMEA between August and November 1995 identified 9,546 children below 14 years in the garment factories.

1.2.2 BGMEA Phase I Project

In August 1995 an agreement was signed between USDOL and ILO/International Programme for the Elimination of Child Labour (IPEC) which included a specific contribution to the work in Bangladesh. The launch of the project was delayed for many reasons and the October 1995 deadline was not met. The Project Document for the ILO components; the ‘Verification and monitoring system for the elimination and prevention of child labour in BGMEA factories and the placement of child workers in school programmes’ (often referred to as ‘BGMEA Phase I’) was under preparation from August 1995 until May 1996. The Project implementation date was July 1996 with an implementation period of two years. There were three immediate objectives:

1. Establish and implement an experimental monitoring and verification system to remove child workers under 14 years from garment factories and to prevent new children from entering employment in garment factories
2. Withdrawal of around 10,000 children under 14 years from work in the garment factories
3. Increased awareness within and outside Bangladesh on the purpose, progress and achievements of the monitoring and verification system.

The first school was established (by UNICEF) in January 1996 and by August 1996 2,200 children had been enrolled in schools. Due to the slow implementation the US Embassy set a new deadline for the removal of under age workers from the garment factories of October 1996, and an intensive child collection drive (ICCD) was carried out in the six weeks prior to the deadline that identified 5,674 child workers. The monitoring visits that were carried out as part of the (ICCD) were the actual start of the Phase I Project. According to the Project Document, monitoring was to be carried out by 30 ILO monitors with 10 Government Factories Inspectors also participating. A record from the ICCD states that there were 46 ILO monitors, 14 BGMEA monitors and 14 Government of Bangladesh (GoB) monitors

1.2.3 Incentives for enrolled children

The payment of a 300 Thaka/month stipend to the children enrolled in school was one of the incentives to promote enrolment. There were strong concerns expressed over the stipend, partly because the available budget would be expended within the first year if all of the initially identified 10,000 children were enrolled in the school. Other incentives included in the MOU 1 were the completely free primary education, a food supplementation programme for the school children (that was never implemented due to the lack of a donor) and a general statement about income generating opportunities.

In order to implement the last of these, ILO and UNICEF submitted a proposal for a project to be funded by the Italian Social Partners Initiative (ISPI) in June 1997. The project was approved only in late 1999 and implementation commenced in December 1999. A similar project to be funded by Norwegian Agency for Overseas Development (NORAD) was submitted in December 1998 but was only implemented in April 2000. During the MOU 1 period, UNICEF carried out their own independent skill training and

1,106 ex-garment workers received training. A further 113 received skill training from H&M, a garment buyer.

1.2.4 BGMEA Phase II Project

The project, 'Mainstreaming the verification and monitoring system for the elimination and prevention of child labour in garment factories, strengthening education programmes and establishing vocational training programmes', (BGMEA Phase II) commenced in July 1998 (although the Project Document states January 1998) and lasted for two years. Three immediate objectives are stated in the Project Document, one to be funded by The United States Department of Labor (USDOL), and two by ISPI. The latter two are from the project that was being discussed with ISPI and UNICEF since 1997 and by the time the project was approved in 1999 the objectives were distinctly different.

The USDOL-funded objective is; 'To have established monitoring and verification schemes according to the agreements stipulated in the MOU ensuring that the garment industry remains child labour free'.

It was envisaged that at the end of the project period, a monitoring system in which BGMEA and the Government are participating, should be in place and be able to take over. A number of activities were planned that would assist in achieving this goal, including:

- Strengthening the capacity of the official labour inspection system through analysis and training of labour and factory inspectors,
- Technical assistance to the industry to set up a self-audit system.

In July 2000 an evaluation of the BGMEA Phase I and II projects was carried out, concluding in a Stakeholders Evaluation Workshop. The evaluation focused on the achievements and challenges to the monitoring system and to the enrolment of children in the education programme and did not comment substantially on handing over the monitoring system to BGMEA and the Government.

1.3 The second Memorandum of Understanding (MOU 2)

1.3.1 The MOU

The second MOU was signed in July 2000 and had a duration of 12 months until June 2001. As this has never been revised or replaced there is currently no MOU between the parties. In addition to maintaining the commitments in the first MOU, the second MOU looked to develop a long-term response to the problem of child labour monitoring in the garment industry. The main components were; ongoing monitoring and verification, transferring the monitoring to another appropriate entity, collaboration with the government, continued education support, skill training, scholarship programme and discontinuing stipends. The financial commitment of each of the partners was specified and management was to be through a Steering Committee chaired by ILO.

1.3.2 The MOU 2 Project

The second MOU was to be implemented through the BGMEA-ILO-UNICEF MOU-2 Project and a Project Document was prepared that describes all of the planned objectives and outputs and goes into greater detail on the ILO supported components. The MOU 2 Project objectives, indicators, outputs and activities are in appendix 2 of this report and it is against this framework that the findings of this combined evaluation are reported in section 3.2. There are three specific projects that make up the ILO/IPEC components and these are detailed in the following three sections. It is these three projects that are evaluated in this report.

1.3.3 BGMEA Phase III project

The Project ‘Continuing the child labour monitoring and education components, and prepare for the integration into a broader project in the garment export industry in Bangladesh’ (BGMEA Phase III) was designed for a period of ten months from May 2001 until February 2002. This was preceded by a bridging period from July 2000 when Phase II was completed. The budget is US\$ 575,572, with US\$ 375,572 from the United States Department of Labor and US\$ 200,000 from BGMEA. The child labour monitoring component was handed over to the ILO/DECLARATION project titled ‘A Partnership Approach to Improving Labour Relations and Working Conditions in the Bangladesh Garment Industry’ (described in this report as the ‘Partnership Project’) in January 2002. The BGMEA phase III project period has been extended until December 2003 to enable some outstanding activities including this final evaluation to be completed.

The Project Document for the USDOL-funded component is incorporated in the overall MOU 2 document described in 1.3.2 above. The immediate objectives are:

1. The achievements of the monitoring system are maintained and expanded.
2. The monitoring and verification system is included as an integral part of a new project covering labour relations and working conditions.
3. BGMEA partners are prepared to handle the monitoring system without external technical assistance.
4. Implementation of the project improved through the strengthening of its management and the gathering of relevant information on ex-child workers.

1.3.4 Income and Employment Generation Project

The Income and Employment Generation Project (hereafter referred to as the ISPI project) is funded by the Italian Social Partners’ Initiative and has a budget of US\$ 670,000 divided between ILO (\$410,000) and UNICEF (\$260,000). Conceived in June 1997 the ISPI project went into operation in December 1999. The project was designed for a period of 18 months and was extended until July 2003. It is currently in a bridging phase while an agreement for a second phase is negotiated.

Although this project started during MOU 1, its design fits within the MOU 2 framework and it was mainly implemented during that period. Implementation was designed to be carried out jointly by ILO/IPEC and UNICEF. The terms of reference (ToR) for this evaluation only covers those parts of the project that have been implemented by ILO/IPEC.

The Development Objectives of the ISPI project are to:

- (a) Contribute to the elimination of child labour from the garment industry through monitoring of the enterprises and assisting children and their families in realising the benefits of and linkages between education, skills training and enterprise development.
- (b) Contribute to the economic progress of the nation by facilitating continued export of garments by a child labour free industry and to social progress by providing child workers with knowledge about the working world and productive career options.
- (c) Contribute to the improvement of family income through skills training, entrepreneurship development and access to micro-credit.

The Immediate Objectives of the ISPI project as stated in the Project Document are as follows:

1. Skill development (700) and family income enhancement (implementing partner-ILO).
2. Micro-credit programme (100) (implementing partner-ILO).
3. Child labour awareness amongst trade unions (implementing partner-ILO).
4. Strengthening education services for working children (implementing partner-UNICEF).
5. Social Mobilisation (implementing partners-ILO and UNICEF).

1.3.5 Integrated Child Labour Rehabilitation Project

The Integrated Child Labour Rehabilitation Project (hereafter referred to as the NORAD Project) is funded by the Norwegian Agency for Development Cooperation with a budget of US\$ 760,548. The project was first drafted in December 1998 and revised in June 1999. The project became operational in April 2000 and activities began in September 2000 with a planned two-year duration. The completion date has been extended until December 2003. Although this project was designed during MOU 1, its design fits within the MOU 2 framework and it was implemented during that period.

According to the Project Document the development objective of the NORAD project is to contribute to the development of an effective model for:

- Transforming the child workers into skilled manpower.
- Alleviating poverty and gradually eliminating child labour from Bangladesh.

The Immediate Objectives of the NORAD project as stated in the document are:

1. To provide skills training to 3,350 MOU children to ensure better wages and wider career options.
2. To enhance the income of 1,116 families of the targeted 3,350 MOU children so that they do not have to send their children who are under 14 years of age to work (with 300 families involved at the first stage).

In July 2001 these objectives and targets were revised to:

1. Providing skills training to 1,800 MOU children, their siblings and other working children.
2. Providing micro-credit to 300 adult family members of the MOU children.

The NORAD Project Document indicates that the project has three major components:

1. Skill training for ex-working children and their capable adult family members,
2. Entrepreneurship training for children and family members to start their own business or improve their existing business, if any, and
3. Micro-credit programme for selected families of child workers for enhancing the family income.

2.0 Evaluation objectives, process and methodology

2.1 Objectives of the evaluation

Chapter 7 of the MOU 2 Project Document on ‘Planning, Monitoring and Evaluation’ states that a final evaluation workshop would be conducted during the programme implementation and that this would cover all of the components (i.e. including the UNICEF implemented NFE and the extended components) of the project. Chapter 12 of the ISPI-funded Extended Component Project Document states that at the end of the project cycle an independent team would assess the quality of the implementation of the various programme components and would report directly to ILO/IPEC and to UNICEF. Chapter 11 of the NORAD-funded Extended Component project similarly says that an independent team would assess the quality of the implementation of the various components.

At the planning stage of these projects there was an expectation that they would be evaluated in an integrated way. In March 2002 ILO and UNICEF representatives met for the first and only meeting of the Joint Technical Action Group (JTAG) and prepared the ‘Framework for Joint Assessment of “MOU project” between UNICEF and ILO/IPEC’. This framework is in annex 1 of the evaluation ToRs that are included as appendix 1 of this report. This framework identified specific areas of responsibility for UNICEF and for ILO/IPEC and this evaluation reviews two of the identified elements: ‘Evaluation of the process and impact on children of the monitoring component’ and ‘Evaluation of the process of the skills training and income generation components’. At least some of the elements to be evaluated by UNICEF were reviewed in a study that was completed in December 2002. The results of this study are only available internally to UNICEF at present. A third potential partner in the JTAG was the Florence Project on “Understanding Children’s Work”, but they have not carried out the contextual study that they expressed interest in.

The effect of this Framework for Joint Assessment has been to evaluate the UNICEF and ILO/IPEC components separately at first, with an intention to have an overall synthesis at a later stage.

This evaluation covers the following components of the ILO/IPEC MOU BGMEA project as follows:

BGMEA Phase III (USDOL funded)	Continuing the monitoring and education component (bridging period from July 2000 to February 2001 and main project from March to December 2001 and some outstanding outputs until December 2003)
BGMEA Extended component (Italy funded)	Income and employment generation (July 1999 to July 2003)
BGMEA Extended component (Norway funded)	Rehabilitation component (October 1999 to December 2003)

The timeframe for the evaluation will be from the actual commencement of the projects until 30th September 2003.

The evaluation is to be both a specific evaluation of the components listed above and a 'programme evaluation' of the whole ILO/IPEC BGMEA intervention. The overall purpose is to document and evaluate both the process and the achievements of the components in terms of changes brought about and strategic linkages.

It is expected that the tracer study that has been implemented by UNICEF as part of the Joint Framework Assessment (completed but not yet published), and the smaller scale tracer study being implemented by the BGMEA Phase III Project (field work completed, still in preparation) will give information on the impact of the projects on the children and their families.

So that the outcome of this evaluation can inform further strategic planning and thinking on child labour monitoring systems and models, it will document achievements, effective practices and lessons learned. Where applicable, recommendations will be developed from these.

2.2 Process and methodology of the evaluation

This evaluation is based on the terms of reference (ToR) produced by ILO/IPEC (appendix 1). These ToR are developed according to the ILO/IPEC evaluation guidelines and are based on the outcome of a participatory consultative process on the nature and specific purpose of the evaluation. The ToR suggest some specific topics and special concerns that should be covered by the evaluation, a general description of the methodology and process to be followed, and some guidelines for this report.

The evaluation was carried out by an independent team, consisting of Mr Keith Jeddere-Fisher (Team Leader) and Ms Sumaiya Khair, from the 1st of September until the 24th of October 2003 when the Final Draft report was submitted. The report was finalised in March 2004 when comments on the draft had been received from the stakeholders.

Project documents, including reports and selected correspondence files were reviewed. A list of these documents is given in appendix 7. Semi-structured interviews were carried out with key informants in Dhaka and existing and past project staff gave an overview of the projects and their activities.

Use was made of the Projects' monitoring and reporting processes, including the six monthly and annual reports made to ILO and the donors. No attempt was made to duplicate the collection of the quantitative data available from these sources. During field visits and interactions with implementing partners and project beneficiaries, observations were made in order to verify the project monitoring results.

Following the overview provided by the staff and from documentation, visits were made to garment manufacturing units, skill-training providers, and to the businesses that were being operated by participants in the credit programmes. Meetings were held with ex-garment industry working children at the skill training centres, in their subsequent places of work and in focus-group meetings. Focus-group meetings were also held with cluster savings and credit groups. A non-formal education centre was visited. These interactions occurred in all of the main garment manufacturing areas of Dhaka, Mirpur, Savar, Narayanganj and Chittagong. Skill training and savings and credit activities of both the ISPI and NORAD-funded components were visited.

In order to make the maximum use of the limited time available for the field visits, individual and group meetings were prepared in advance by the project. On each occasion the consultants made discrete enquiries about the process and criteria used to select the participants for these interactions.

At the beginning of every interaction, an introduction was given, explaining the purposes of the evaluation and emphasising the learning objectives. In most situations it was possible to develop a good open environment where challenges as well as achievements were acknowledged. In virtually every meeting at least one member of the project staff was present in addition to the consultants. This was necessary in order to provide introductions. This may have limited the frankness of the discussion to some degree, but had the important benefit of the staff hearing for themselves the comments and experiences of those involved.

A stakeholder workshop was held for one and a half days at the end of the country visit and was attended by representatives of the government and the implementing partners. The consultants made presentations on the strengths, weaknesses, opportunities and threats of the different components as they saw them. There was discussion in order to obtain consensus on these main points and then intensive small group discussion on five issues that had been identified as either important for ongoing implementation or as an opportunity to document effective practices. Some of the recommendations and points made in the resulting presentations and discussions have been incorporated within this report. The workshop concluded with a summary of the projects' effective practices, the lessons learnt and some recommendations for the future.

A full list of individuals, groups and organisations consulted during the evaluation mission, including the workshop participants is given in appendix 6.

Chapter 3 of this report records the findings of the evaluation team. Section 3.1 reviews the overall implementation process of the ILO/IPEC intervention in the garment industry, looking at the design and timing of the three projects and at the mechanisms to coordinate with the non-ILO/IPEC partners. Section 3.2 reviews the achievement against each of the ILO/IPEC implemented objectives of the BGMEA MOU 2 Programme. This covers all of the USDOL, ISPI and NORAD-funded activities. Chapter 4 revisits the most important issues and challenges that are identified for further discussion and analysis. Chapter 5 discusses the sustainability of the interventions and their impact, and chapter 6 summarises the findings, the effective practices identified, the lessons learnt and the recommendations that have been made through the report.

A draft of this report was circulated to the donors; USDOL, ISPI and NORAD and to UNICEF, BGMEA, ILO/IPEC, ILO/DECLARATION and the Chief Technical Advisor/National Project Coordinators (CTA/NPC) of the three projects involved. Comments received from them have been incorporated in this final version.

In addition to this report on the whole ILO/IPEC intervention, three separate reports have also been prepared. One on the USDOL-funded BGMEA Phase III Project, one on the ISPI-funded Income and Employment Generation Project and one on the NORAD-funded Integrated Child Labour Rehabilitation Project.

3.0 Evaluation Findings

3.1 Implementation process of the projects

3.1.1 Design and relevance

3.1.1.1 BGMEA Phase III

Looking back at the first MOU projects

There are some stakeholders, particularly among the garment factory owners and managers, that question the appropriateness of the whole intervention in the garment sector. They point to the fact that there are many child workers in Bangladesh working in more hazardous situations, and that workers removed from the garment factories may move to more hazardous situations. However, as discussed in the first chapter of this report, ILO and UNICEF did not initiate the removal of child workers from the garment industry, instead, they responded to the situation that had occurred in response to moral and commercial pressure. This report does not attempt to review the appropriateness of that first response.

Building on the experience of Phase I and II

The Project Document summarised the lessons that were learnt from the self-evaluation workshop and the achievements, weaknesses and lessons learnt that were identified in the Stakeholders Evaluation Workshop in July 2000. Where appropriate those lessons have been incorporated in the project design. Whether these changes resulted in changes in practice or not will be noted in section 3.2 where the project achievements are reviewed.

Missed or hidden groups

The project works only with garment manufacturers that are registered members of BGMEA. In order to receive permission from the government to import raw materials and to export garments, every manufacturing unit needs to be registered with BGMEA. BGMEA does acknowledge that subcontracting of orders between factories does occur, but they say that this only occurs between registered BGMEA factories. The minimum size of factory that can be registered with BGMEA is one with 60 machines, so there is the possibility that subcontracting could happen with smaller, non-BGMEA factories. BGMEA are sure that that subcontracting and home working does not occur but there is no independent study to verify this. The Partnership Project is encouraging BGMEA to include clauses on subcontracting in their internal regulations.

There is also the allied knitwear industry that has their own association, the Bangladesh Knitwear Manufacturers and Exporters Association (BKMEA). Some BKMEA factories are also members of BGMEA. It is possible that children are employed in the knitwear industry and no study has been carried out. Garment factory owners say that the numbers are probably quite small as the industry is more mechanised than the garment industry.

3.1.1.2 ISPI and NORAD Extended Components

The design and strategy of these two projects are very similar and they will be discussed together.

The Context

The Project Documents of both the NORAD and ISPI initiatives state the background and justification of the projects in a concise manner. On the basis of the requirement to create income generating opportunities as stated in Article 12 of the first MOU the projects promotes feasible options for poverty eradication in sustained ways by improving the earning capacity of working children and their families. The projects rely on an integrated strategy that combines withdrawal of children from work with skills training and empowering their families with micro-credit for income generating activities.

Need Assessment

There has been very little assessment of children's needs as perceived by them under the projects. The underlying assumption being that children work for monetary reasons. Unless children's needs are appropriately determined such interventions may not achieve their desired effect.

Identification of Beneficiaries

The Project Documents assumes that the age of children would be known or be easily ascertained. However, in Bangladesh the absence of birth registration makes it difficult to establish with any certainty the age of children. It is common for guardians to recall special events/natural disasters in their attempts to specify their children's dates of birth. Such information, however, is hardly credible and can be manipulated. Moreover, given the low levels of health and nutrition amongst children of the target groups, verification of their age becomes problematic, as many of them are underweight and stunted in growth.

Project Objectives

The target numbers for skill training in the project objectives are based on the situation at the time when the projects were first conceived. Under both the NORAD and ISPI projects the activities began four to five years after the signing of the first MOU and two years after initial planning for those projects had started. By the time the two projects commenced the majority of MOU children had completed non-formal education (NFE) and rejoined work after attaining 14 years of age or had migrated elsewhere with their families. Therefore, it was unlikely that many of the original MOU children would benefit from the projects and the target set in the NORAD project was unrealistic.

The target numbers for economic empowerment through micro-credit were very small in relation to the number of potential eligible beneficiaries. There were 100 in ISPI (later revised to 150) and 1,116 with 300 in the first batch in NORAD. These numbers are very low in relation to the number of MOU families and there is no discussion on why these targets were selected. They seem to have been set on the basis of the funds available.

Project Components/Strategies

Both the NORAD and ISPI projects operate on the basis of a survey on the family income status and skills that is utilised as a database for determining the need for skills training, possibilities of entrepreneurship training and micro-credit for eligible children and their families. Conceptually, skills-based training is an effective strategy if children receive training in marketable skills and which are of interest to children. However, this strategy requires careful planning in that an ideal training programme should have

appropriate linkages to apprenticeship schemes. This is because employers are generally reluctant to employ children, even after they complete their skills training, as they are quite young, less strong and seen to be less trustworthy.

The strategy of providing micro-credit to families who have been withdrawn from work is logical in that they are compensated for the loss of their children's earnings. Experience shows that women are more responsible borrowers and they have a greater likelihood of using their income *inter alia* to educate their younger children. The entrepreneurship training prior to credit disbursement provides beneficiaries with the technical knowledge required for starting and managing their businesses in effective ways.

3.1.2 The design and approval process

3.1.2.1 The phasing of the inputs

The July 2000 evaluation identified that 'social assistance programmes should be in place before or at the same time that child workers are identified'. At the time of the workshop the ISPI and NORAD projects were becoming operational, so there are no further failings in this area since that time.

The failure of the projects (including the MOU 1 projects) to provide the necessary assistance programmes at the time when children were making decisions is one of the main reasons for the low school enrolment, and is certainly the main reason for the relatively small number of children benefiting from the skill training activities.

During the first MOU there was a clear record of the number of children in the schools and their ages, and it was noted that approximately 800 children would turn 14 years in the second half of 1997, and approximately 3,000 more children during 1998 and 1999. The ISPI and NORAD projects were designed to provide skill training to these children but as noted in the discussion on the design of these projects, the majority of the children had left to work by the time these projects became operational in late 1999 and in 2000.

This is not a failure in project implementation, nor in the case of the skill training in the extended components a failure in project conceptualisation, but due to the time needed to finalise project proposals and budgets between the donors and the implementers.

Lesson: Education and other rehabilitation interventions need to be ready to implement immediately when children are withdrawn from work and when they are moving from one assistance programme to another.

3.1.2.2 Project design and approval

BGMEA Phase III

The Phase II project was completed in June 2000 and a number of draft proposals for a further phase were prepared. At the beginning of March 2001 it appears to have

received the informal approval of USDOL and in the first week of May formal approval. There is a minimum of four different versions of the Project Document and the one that is used in the country office as the final one is titled 'draft' and has a number of internal inconsistencies (i.e. listed annexes not included). Correspondence between IPEC Geneva and the Country Office in June 2001 shows that both offices are trying to locate the approved Project Document.

Despite the approval there were ongoing discussions with the donor about the budget until at least November 2001. ILO/COMBI minuted the approval of the project by the donor in May 2001 and this is taken by IPEC staff as the date when the funds would have been made available. However there were still considerable delays before the budget could be utilised by the project and correspondence from IPEC to USDOL in November 2001 records that 'We understand that USDOL has not yet approved the budget revision as it awaits clarification of certain issues ...'. It is not clear whether this had effected or delayed the release of the main budget.

The technical progress report of September 2001 warned that the project was unlikely to achieve its objectives due to the non-availability of funds. The December 2001 report repeats the situation of not having received financial authorisation from ILO HQ. The information from the project is clear, but from the correspondence from ILO/IPEC it is not clear whether the difficulty was in the budget approval process with the donor due to the ongoing discussions or due to difficulties in budget release and project management at ILO/IPEC.

It is not within the ToR of this study to comment on the need or the efficiency of the project design and approval and budget release process, but there were consequences on project implementation including:

- Between July 2000 and May 2001 there was a bridging period with no Project Document and ad hoc funding
- The project was maintained during this period with no specific initiatives
- No work was initiated on activities other than the monitoring and verification until after January 2002 (the project completion date)
- There was continuous uncertainty over project funding
- Project staff were insecure.

ISPI extended component

The first proposal for this joint ILO/UNICEF project was submitted in June 1997. Changes were made by ILO without consulting UNICEF and agreement between the two partners on the revised document was reached in April 1998. After a long delay the donor sent comments and requests that were hard to fulfil in the context of the politicised trade unions in Bangladesh. The document required reformulating and again going through the agreement process by the two implementing partners and the donor. The project started in December 1999.

The consequence of these delays was that many of the children it was designed to assist had left the schools at 14 years and were either in work or were no longer traceable.

NORAD extended component

The first draft of this project was submitted to the donor representative in Dhaka in December 1998. The donor responded to it after five months and after reaching local

approval it was sent to Geneva for approval. It was expected to start in December 1999 but only became operational in September 2000. The consequences were the same as those recorded for the ISPI project above.

Lesson: Preparation and approval of project documents can take a long time, and where there is more than one implementing partner, are likely to take even longer. This can have serious consequences on the achievement of the project objectives.

3.1.3 Management of the projects

3.1.3.1 MOU 2

The last meeting of the MOU Steering Committee was on 25th April 2000 so there has been no management of the second MOU. This is discussed further under 3.1.4.1.

3.1.3.2 BGMEA Phase III

An ILO CTA was in post from April 2000 until January 2001. This covered most of the period of the bridging phase and the preparation of the Project Document. There was then no CTA until the Partnership Project CTA took up post in April 2002 and took responsibility for the outstanding outputs of Phase III. There was no CTA during the period of Phase III. A timeline in appendix 3 shows the periods of the MOUs, the projects and the CTAs.

A decision was made by IPEC around August 2001 to forego the hiring of a CTA and to manage the project with national professional staff with backstopping from IPEC Geneva. This was at least in part because of the financial deficit from the bridging period. The decision to not hire a CTA was conveyed to the donor who requested information on the arrangements that would be made to ensure effective project management. There is no record that any specific arrangements were made by ILO/IPEC and during the period when there was no CTA, the Team Leader was the senior member of staff. There were no changes made to his position or to his job description. The project status report of March 2001 warns that the absence of the CTA during the rest of the project was likely to adversely affect project outputs. The September 2001 technical report contains a similar warning.

It is likely that this absence of project management contributed to the lack of management of the second MOU, to the failure to handover the child labour monitoring to BGMEA and to the reduced amount and late payment of the BGMEA financial contribution. This absence also certainly contributed to the long delays in producing the monitoring manual and to carrying out the tracer study. All of these outputs are discussed in detail in section 3.2.

Lesson: When there is no CTA or NPC, then ILO/IPEC should formerly put an alternative and effective project management structure in place.

3.1.3.3 ISPI and NORAD extended components

Management, Institutional Cooperation and Coordination

Both the NORAD and ISPI projects have project management that have a sound knowledge base and an ability to react to demands of the projects in an informed and mature fashion. The changes in implementation that were made are indicative of their clarity in understanding of the issues and the needs specific to the changed circumstances.

The absence of a CTA for the MOU projects for some of the time has not had an adverse impact on the projects. They have aptly demonstrated their capacity to innovate and take prompt decisions in response to specific needs during the implementation period. Documentation of reports, correspondence, agreements and meeting minutes of both projects is well maintained. Regular meetings are held to discuss issues and measure progress. The reporting systems on field operations are clear. The personnel of the respective projects appear to work amongst themselves in a concerted fashion and complement each other's work. However, mutually cooperative experience sharing between the two projects seems limited. Given that the projects share the same office space and are undertaking similar activities involving similar target groups the possibility of learning from each other's experiences and improving on their performance has not been utilised.

There was close coordination with the BGMEA Phase II and Phase III Projects. The identities of the MOU children had to be verified with the BGMEA project. The information regarding MOU children and their families had to be cross-checked with the BGMEA project for confirmation each time an MOU child was placed in skills training and an adult family member was selected for micro-credit.

3.1.3.4 ISPI extended component

Changes in the Project Design

According to the project design, implementation was to be carried out by ILO and UNICEF, each organisation covering specific objectives and outputs. It was not possible to obtain a report on the UNICEF implementation and it appears as if many of the identified activities were not implemented. The ILO activities were able to be implemented independently and still achieve their targets. The UNICEF component was mainly concerned with social mobilisation, and the absence of a proactive role of local communities in dissemination of information, awareness raising and advocacy on child labour weakened the overall approach of the project.

There have been some changes in the design of the ILO outputs during the implementation period. However, these changes, have not affected the overall performance of the projects; rather, project operations became more focused and clear cut.

Immediate Objectives

At the request of the donor training on occupational health and safety to children was added to the activities and replaced the training of trade unions since this constituted a major activity of other projects. Accordingly, the immediate objectives of the ISPI project are now:

- (a) Provide skills training to children withdrawn from garment industries under the MOU for future wage employment or self employment;
- (b) Train adult family members of MOU children on enterprise development and provide them with micro-credit to ensure sustainable poverty eradication in order to eliminate child labour;
- (c) Raise awareness about occupational health and safety and workers' rights amongst children;

Target Groups

In the original Project Document skills development training was intended only for MOU children. However, due to the delays in starting the project it was not possible to enrol all of the targeted 700 children from MOU children alone. Although the majority were MOU children, their siblings and other working children were also included. This step also aimed to prevent younger siblings from entering into the labour market. The target number of children was increased from 700 to 750. The project managed the additional training cost from the unspent amount of earlier allocations. The number of families receiving micro-credit was increased from 100 to 150 due to the successful implementation of the project intervention as well as the good recovery of the fund.

Credit Size

In the ISPI Project Document the credit size was fixed at a maximum of Tk. 10,000. During implementation the project expanded the loan amount to a maximum of Tk. 15,000 for the first time and Tk. 25,000 for the second.

Training Component

The ISPI project replaced the training for trade unions on child labour with instructions on occupational health and safety and workers' rights (OSHWR) for children. Primarily a donor requirement, training on OSHWR provides working children with insights into work-related risks and the means of handling them. The training also aims to acquaint children with a better understanding of their rights and increase their capacities for negotiation.

Although not in the original project document, the necessity of job placement was realised and the project sought to place children in jobs following completion of their skills training.

3.1.3.5 NORAD extended component

Changes in the Project Design

There have been some changes in the design during the implementation period. However, these changes, have not affected the overall performance of the projects; rather, project operations became more focused and clear cut.

Target Groups

In view of the changed circumstances due to the delayed start, the ILO-NORAD review meeting in December 2000 felt it necessary to include the siblings of the MOU children as well as other working children who are under the education programme of other NGOs. Keeping the development goal and the overall objectives the same the NORAD project now aimed at

- Providing skills training to 1800 MOU children, their siblings and other working children.

- Providing micro-credit to 300 adult family members of the MOU children.

Components

Accordingly, the components under the NORAD project now comprise:

- (i) Skills training to MOU children, their siblings and other working children,
- (ii) Micro-credit for the adult family members of the MOU children and
- (iii) Entrepreneurship training to members selected for receiving micro-credit.

Although the original Project Document did not have provision for job placement, in response to the donor's request a scheme was undertaken to help children in finding jobs.

Credit Size

In the NORAD Project Document the credit size was fixed at a maximum of Tk. 10,000 depending on the need of the beneficiary family and the nature and the size of the enterprise. However, there were provisions for increasing this amount in exceptional cases. During implementation the project expanded the loan amount to a maximum of Tk. 15,000 for the first loan and Tk. 25,000 for the second. In the circumstances, the project deemed it essential to enlarge the credit size to help beneficiaries in their efforts to earn a sustainable livelihood.

3.1.4 Coordination mechanisms

3.1.4.1 MOU Steering Committee

The MOU established the MOU Steering Committee to oversee the implementation of the MOU activities. The members were BGMEA, UNICEF, GoB and ILO with the US Embassy as an observer. In the first MOU no organisation is specified as the chair, and in the second MOU it is stated that ILO will chair the committee and will convene meetings once a month (although the MOU 2 Project Document states that 'the project will organise six-monthly MOU-2 Steering Committee meetings').

Initially meetings were held very regularly, and by October 1996 there had been 26 meetings. After this establishment period, the regularity of meeting dropped with 4 in 1997, 3 in 1998, 3 in 1999 and the final meeting in April 2000. These meetings provided an effective forum for the partners to meet and discuss achievements and constraints at the policy level.

The second MOU was signed in June 2000 and there is no adequate explanation why the Steering Committee did not meet during that period. As the number of children in schools was quite small the MOU Project had become relatively insignificant for UNICEF but it was still an important programme for the other two partners and ILO had a CTA in post until January 2001. The reason given for the lack of any meetings of the Steering Committee during the second MOU is that there was no approved ILO/IPEC project and budget for most of that time and ILO was not in a position to clarify its role. When the project had been approved there was then no CTA.

The consequence of this committee failing to meet since April 2000 is that there has been no management of the second MOU. Although it is not possible to directly attribute any failing in the project implementation to this, it is likely to have contributed to:

- the difficulties in realising the BGMEA financial contribution,

- the failure to develop a transparent penalty system for child labour violations
- and the failure to carry out a joint evaluation of the MOU 2 projects as proposed in the project document.

Lesson: If there is more than one organisation involved in implementation, there needs to be an effective steering committee or similar that continues in force at least until the final evaluation.

3.1.4.2 Education Core Group

This meeting, sometimes called the ‘MOU Core Group on Social Assistance’, coordinated the rehabilitation work of the projects and was focused on implementation issues. Representatives included staff of the organisations that were involved in implementation. Membership included UNICEF, ILO (including the extended components), BGMEA, the education providers and SIBL. This group met regularly every 2 to 4 months in 2000 until 2001 with a final meeting in March 2002. By this time UNICEF and Bangladesh Rural Advancement Committee (BRAC) were no longer involved in the education activities and the number of children in school was small. This group provided a useful discussion forum and promoted effective coordination at this level.

3.1.4.3 JTAG

The Joint Technical Action Group (JTAG) was described in section 2.1 under the objectives of the evaluation. The first and only meeting in March 2002 can only be seen as a preliminary meeting as it only included ILO and UNICEF representatives; BGMEA were not involved. Despite not meeting again, both organisations have implemented a number of the evaluation activities that were agreed at that meeting (see annex 1 of the evaluation ToR in appendix 1) and there is still the potential for a synthesis report to be prepared.

3.1.5 Costs and benefits to BGMEA

3.1.5.1 Benefits to BGMEA from the project

BGMEA are very clear that the monitoring and verification system has enabled them to claim that the garment industry is child labour-free and that this claim is accepted by the buying organisations. They also acknowledge that without this clean image the ready-made garment industry in Bangladesh would have collapsed.

BGMEA’s publications, including their website, publicise the ‘Social Sector Development Programs and Projects of BGMEA’ which include; child labour elimination, non-formal education program and earn and learn program. Due credit is given to ILO, UNICEF and the US Embassy. Publicising the elimination of child labour and the rehabilitation of child workers in the industry has an important place in their marketing strategy

3.1.5.2 Costs to BGMEA from the project

The contributions due and made by BGMEA under the first MOU have not been reviewed in this study. The second MOU commits BGMEA to contribute US\$ 200,000 for the 12-month period.

Due to the delays in agreeing a new project and the weaknesses in project management discussed earlier, the bridging period and BGMEA Phase III covered a time period of 18 months from July 2000 until the Partnership Project started in January 2002. It was only after the project had been approved by the donor in May 2001 that BGMEA was approached to pay their contribution to the second MOU. Due to the lack of a formal agreement with BGMEA and the confused situation it was agreed that BGMEA would contribute US\$ 200,000 for this complete period. BGMEA's in kind contribution through salaries to BGMEA monitors was calculated as \$56,200.

Payments have been made as follows:

In kind through salaries to BGMEA monitors	\$56,200
20.5.2002	\$30,000
2.10.2002	\$33,800

BGMEA promised to pay the balance of the cash contribution of \$80,000 by November 2002 but this has not yet been received (October 2003). BGMEA say that the outstanding contribution will be made but that due to the world economic situation they are facing financial difficulties at the present time.

Recommendation: BGMEA should immediately pay their outstanding contribution to the MOU 2 project.

3.2 Achievement of MOU 2 objectives

3.2.1 Immediate objective 1. The achievements of the monitoring system are maintained and expanded

3.2.1.1 The monitoring process

A brief description of the process is provided below. 'The BGMEA/ILO/UNICEF MOU Project Child Labour Monitoring and Verification Manual' which is currently in draft form, gives a more thorough description of the system.

The monitoring teams

Although at the beginning of the MOU intervention the number of monitors supplied by the different partners and the make-up of the survey teams varied, since December 1996 there have been 12 monitoring teams, 2 in Chittagong and 10 in Dhaka and the surrounding area. Each team consists of 2 ILO monitors (one male, one female), 1 GoB monitor, either from the Inspectorate of Factories or from the Department of Labour, and one from BGMEA. It is necessary to have at least one female member of the

monitoring team, as some of the questions used to identify the age of girls are quite intrusive.

Early reports on the project establishment noted that at the beginning (1995) BGMEA were resistant to including NGO or Trade Union representatives in the monitoring teams. BGMEA continue to be resistant to including Trade Union representatives in the monitoring. It is felt that BGMEA would feel threatened by them not being a neutral third party, and that they would act for their own personal benefit.

The monitoring schedule

During the bridging period and BGMEA Phase III these teams carried out child labour monitoring in the BGMEA factories on three days a week. The ILO monitors on their remaining two days would monitor the school attendance. The BGMEA monitors and GoB inspectors on their remaining 3 days would carry out child labour-related motivation work with the management BGMEA factories and other government duties respectively.

Since January 2002 when the Partnership Project started, the tripartite teams have spent 3 days a week working on the Partnership Project objectives with 192 factories. Joint ILO and BGMEA teams do the child labour monitoring in the remaining factories in the other two days. Only occasionally are the GoB inspectors involved in this as they have other responsibilities to attend to. The small number of remaining schools are monitored by the ILO monitors as necessary.

From January 2004 the Partnership Project plans to expand the number of factories it works in and expects that the tripartite monitoring teams to work in them five days a week. This means that there will be no ILO monitors assigned to monitor child labour in the remaining 2,000+ factories. This issue is discussed further in section 4.1.

Monitoring frequency

Based on the monitoring results the factories are graded A, B and C. Those in A are visited every 4 months, B every 2 months and C every month. If any factory has three clear inspections then it is moved into the higher grade. If there is any incidence of child labour then that factory immediately goes to grade C. The percentages of factories in the different categories for each year are given in appendix 4a. There has been a steady increase in factories in grade A. In 1997 42% of the factories were in grade A, this rose to 89% in 2001 and is now 92%. Due to the number of factories in grade A, the monthly visiting schedule is being achieved despite the reduction of monitoring from 3 days to 2 days per week.

“Closed” and new factories

There are approximately BGMEA 3,400 member factories. However the number of factories that are currently running is 2,400 to 2,500. The monitoring schedule only covers those that are running and those that have closed within the last year. After a factory has been closed for more than a year the monitoring team makes enquiries when they are in the area and would only visit if they heard that it had opened. Any new factories opening in an existing garment factory zone is quickly identified by the monitoring teams. If the new factory is not in a garment zone, then the teams have to rely on being informed by BGMEA. These systems for closed and new factories work satisfactorily.

Response from management when approached by monitors

The response from the factory management to the monitoring teams is now consistently good and constructive relationships have been developed. There is no longer a need to file 'non-cooperation reports' and factory owners are said to be more understanding about the benefits of children's education.

Training for child labour monitors

The monitors from all three organisations report that those who were there at the beginning received a short orientation to child labour issues and some training on how to approach the factories when monitoring. Staff who have joined later have learnt 'on the job' and received no specific training prior to the commencement of the Partnership Project. The Factory Inspectors say that they have received training on the statutory enactments, but have not received any child labour-specific training.

3.2.1.2 The results of the monitoring – in garment factories

Introduction

There is widespread acknowledgement that the monitoring and verification system has been effective in removing and preventing CL in the garment factories. The figures that follow show the trend and current status of child workers in the garment factories. An important point that should not be forgotten just because there are no figures for it, is that it is certain that a considerable number of child workers have been prevented from working in the garment factories. This is due to the changed attitudes of the management and/or because of the threat of penalties if children are identified.

Advocacy

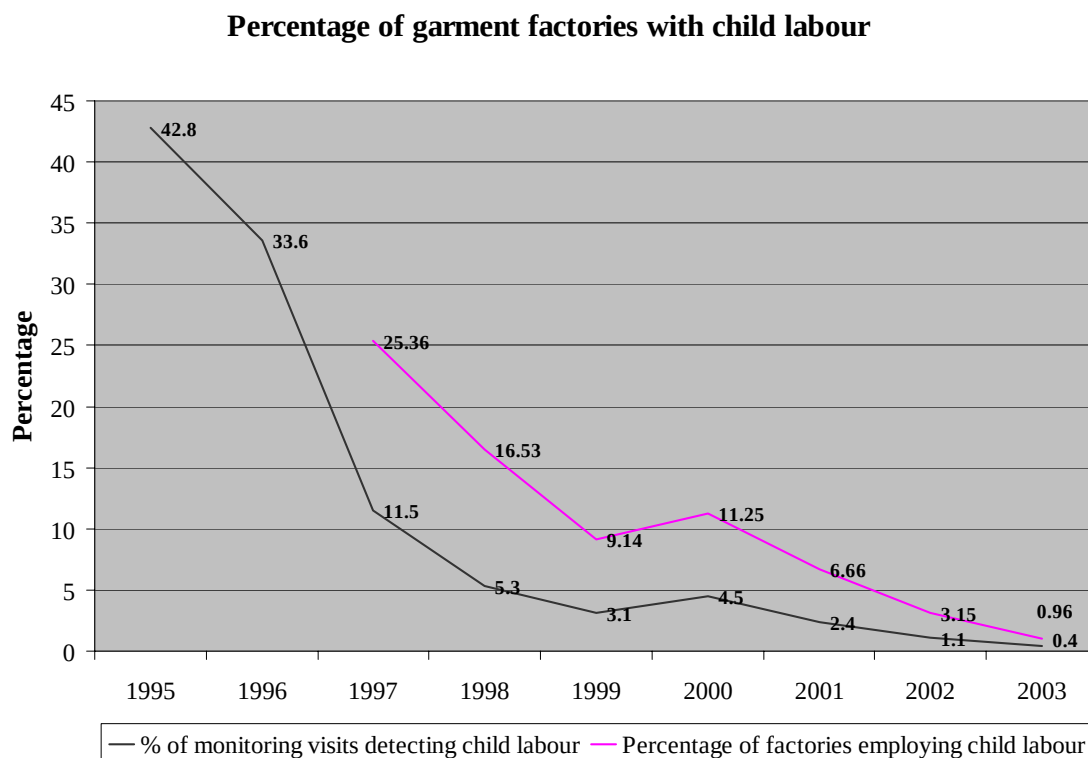
There is widespread acknowledgement that the publicity surrounding child labour in the garment industry and the response by BGMEA, ILO/IPEC and UNICEF to identify and rehabilitate the children was the first important step in raising child labour as an issue in Bangladesh. As well as raising it as an issue, the publicity and public debate that ensued meant that an understanding of what CL is and its effects was understood quite widely. Eight years after the initial events, many people regard this unintended impact as one of the main achievements, or even as *the* main achievement, of the whole MOU intervention.

The monitoring and verification system is well known internationally. Papers describing the system and identifying its achievements have been presented at a number of international conferences and this has contributed to similar systems in other countries.

Factories using child labour

All of the BGMEA projects have reported on the percentage of factories using child labour. The figure that they have used for this is the percentage of monitoring visits that detect child labour out of the total number of monitoring visits. These monitoring results are shown in appendix 4c and are represented by the lower line in the graph below. This method of presenting the results does not give you the number of different factories employing child labour, nor the percentage of factories employing child labour.

Data in the Partnership Project office can provide the number of different factories and the percentage of factories employing child labour (not available for 1995 & 1996) and this is given in appendix 4b and is represented by the higher line in the graph. This figure gives a better representation of the situation of child labour employment and will be used in the following discussion.



The target figure set in the project document was that the annual average of factories using child labour would be a maximum of 5%. As shown in appendix 4b, the figures for the two years of the project are; 11.25% in 2000 and 6.66% in 2001. The figure for the first 9 months of 2003 is 0.96%. Calculated on this basis the project did not achieve its target. However the targets were presumably set on the basis of the previous figures all of which were calculated on the percentage of monitoring visits basis. On this basis the project achieved its target (4.53% in 2000 and 2.35% in 2001 (appendix 4c)).

With just 49 children being found in 24 factories during the first 9 months of 2003, child labour in the BGMEA factories is virtually zero. BGMEA report that there are approximately 1.8 million staff directly employed by the factories. The child labour element is about 0.004% of the total workforce. There are probably no other industrial sectors in Bangladesh with comparable figures.

The work of the monitoring teams is no longer primarily identifying children and enrolling them in the education programme, but carrying out preventative verification and motivational work with factory owners and managers.

Looking at the trend of the figures from 1995 to 1998 would suggest that child labour was going to be virtually eliminated by 1999 or 2000. However it has taken a further 3 to 4 years before the figure has dropped below 1% of the factories. BGMEA representatives say that these infringements are usually by the smaller factories that do

not always have regular work. It was not possible to corroborate this. Other observers suggest that this is due to a lack of thoroughness by BGMEA in implementing the penalty system, an accusation that BGMEA rejects. This is looked at in more detail in the following paragraph.

The conclusion here is that there was an initial sharp downward trend in the numbers of child workers in the garment factories as a result of the threat of import sanctions and the implementation of the three party monitoring and verification system. However after implementing this system for eight years the existence of child labour in the industry has not been totally eliminated.

Potential Good practice: Three party monitoring involving employers, the government and an independent organisation identifies child labour and verifies the status in factories and in the industry.

Monitoring the penalties for factories employing children

The current penalty system is that any factories found with child workers pay a set fine of US\$ 100 per infringement, regardless of the number of child workers found in the factory. In the past there was discussion about a US\$ 1,000 fine and about a sliding scale based on the number of repeat infringements. Recently there have been discussions about the infringing factory taking responsibility for the costs of rehabilitation of the child workers found. These alternatives do not appear to have ever been approved by BGMEA and the system continues as a US\$ 100 fine per infringement. The fine is said to be utilised for the BGMEA contribution to the Project.

BGMEA report that all reported factories are entered into the database and a letter is issued to them and in most cases the money is realised from them. If the fine is not paid immediately, then it will be collected when the factory renews its annual membership with BGMEA. Unless the fine is paid, the membership will not be renewed. Factory managers expressed confidence that any fines due would be collected by BGMEA. BGMEA report that 3 million Thaka has been raised from fines.

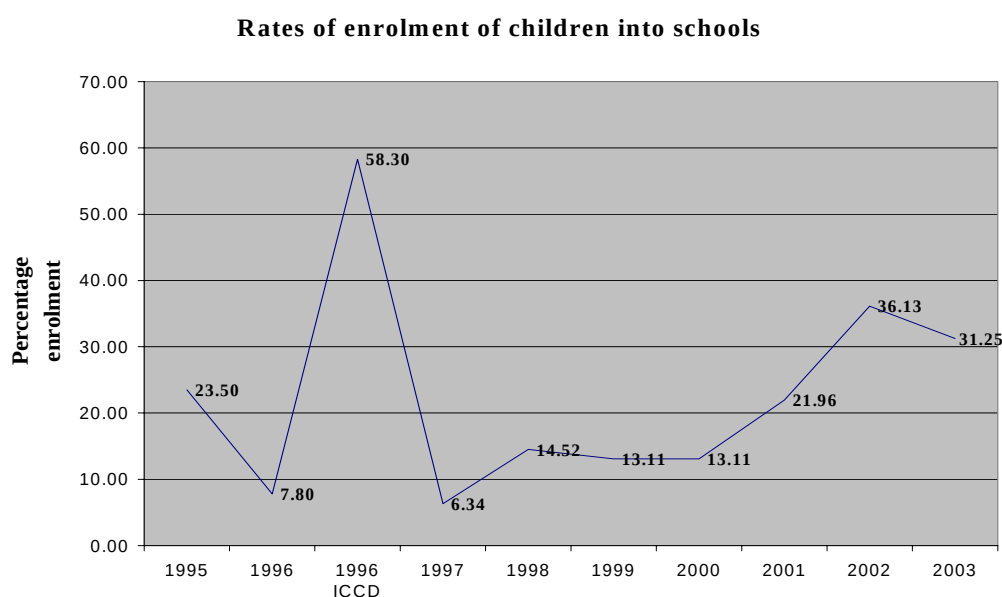
The issue of whether these fines are collected effectively has been a regular discussion point in the Informal Steering Committee. Currently people are continuing to express concern that there is no transparent system for collecting and accounting for these fines. In order to remedy this the Partnership Project developed a proforma to monitor the payment of fines and submitted this to BGMEA but there has been no response.

Recommendations:

- **BGMEA should provide a written description to the Partnership Project showing how it monitors the collection of the penalties, and a record of all fines levied and payments received since July 2000.**
- **BGMEA should discuss and revise the level of the penalty so that it is an effective disincentive to employing child workers. This revision should take effect from January 2004.**

3.2.1.3 The results of the monitoring – in schools

The evaluation at the end of Phase II identified the low enrolment of identified child workers in the school programme as a major weakness. The July 2000 evaluation workshop spent time identifying the reasons for this and making recommendations to improve the enrolment rate. These recommendations were incorporated into the design of Phase III. Although the percentage of identified child workers enrolled in social assistance programmes was given as an indicator in the project document, no target percentage was stated. Under the UNICEF education component this indicator is again referred to, this time it is stated as an increase in enrolment compared to the MOU I project period.



The numbers enrolled in the schools each year and the percentages are given in appendix 4d. The percentage enrolment each year is shown in the graph above.

The enrolment process

The Phase III project took over the responsibility to coordinate the enrolment of children and a number of new measures were introduced at the beginning of the project:

- On the same day that children are identified, a list will be given to the NGO responsible and they will collect the child the next day either from the factory or from their home.
- NGOs will submit the enrolment status on a weekly basis
- ILO compiles the information on a monthly basis and presents this to the Education core Group
- NGOs told to enrol children in their normal schools if the distance to an MOU school is too great.

From July 2001 an additional measure was introduced and this resulted in a significant increase in enrolment:

- Monitoring team visit the child's home on the day that they are identified in order to know its exact location and to have a preliminary discussion with the parents about the social assistance programme under the project.

Enrolment of the children on the same day that they were identified was not achieved during the Phase III project, but has now been implemented by the Partnership Project.

Reasons given for low enrolment rates from July 2000 to December 2001:

- As the number of MOU children has decreased, so have the number of schools, and the distance to the nearest school will often be longer. There is no transport facility or allowance if the schools are some distance away.
- Parents are not interested in sending their children to school, mainly because of financial pressures.
- Many of the child workers are 13 or 13.5 years old when they are identified and they go to look for work

Importance of the stipend

Stipends were provided from the beginning of the intervention in order to provide some compensation to balance the drop in family income that results from a child being withdrawn from work. There has been an ongoing debate on whether a financial compensation in the form of a stipend is necessary, or whether a more developmental incentive package in the form of skill training and economic empowerment through micro-credit is sufficient. This debate has not been put to the test due to the difficulties in finding donors to fund the incentive activities and the time taken to implement them. Only since April 2000 has skill training been available for all MOU children who wanted it, and even now the micro-credit is only available to a limited number of families.

One issue that has not been considered is the trauma that the children suffer due to their change in status. After earning an income and having the status of a productive member of the family, they suddenly return to being a dependent.

There has in effect been a slow phasing out of the stipend. When it was introduced in 1996 it related closely to the basic salary. By the time it was phased out it only represented about 1/3 of the basic salary.

All of the children enrolled in GSS schools when the stipend was stopped (766) continued their education. When children were first being identified and removed from the garment factories there was very little awareness about the hazards of child labour and the benefits of education. As this has now changed and skill training is now available to all 13 ½ year old MOU children, it has been possible to remove the stipend without a negative impact.

Intensive Child Collection Drive

The table in appendix 4d on enrolment rates shows that the ICCD in October 1996 had the highest rate of enrolment. This was carried out immediately prior to the October 30th 1996 deadline that BGMEA set to have the industry child labour free. One reason given for its success was that the education providers had established a large number of schools in readiness and they were therefore eager to enrol the children in order to fill the schools. A more detailed review of the arrangements and methods during this ICCD could identify other factors that led to its relative success.

Discussion

The project did introduce measures to improve the enrolment rate but at the same time there was also a number of new disincentives, in particular the greater distance to school because of the reduced numbers of schools.

In the Stakeholders' Workshop for this final evaluation, the opportunity was taken to discuss the project experiences and to develop an 'ideal' incentive package to encourage children to participate in rehabilitation programmes such as this one. Proposals that came from this discussion included:

- Phasing of services so that they are available at the right time
- Provision of quality education up to class five (quality educational materials including uniform, teacher- quality & involvement, effective supervision, environment – toilet facilities, drinking water).
- Linkage with local health centre or provide health services in school for the family
- Low cost recreational activities such as picnic, art & song competition,
- Transport facilities to pick children up from their home to school.
- Indoor games competition two or three times per year.
- Fixed deposit scheme (contribution to a fund that is released on completion of primary education) for continued education or self-employment.
- IGA training to guardians.
- Financial support in the form of micro-credit to guardians or seed money (if possible).

3.2.1.4 The cost of identification and removal of child workers

With the number of children being identified in the factories dropping to a small number, the cost of identification and removal per child is escalating:

Approximate figures for child labour monitoring (not rehabilitation) based on the project budget:

	1998	1999	2000	2001	2002	2003
CL identified and removed	1,240	534	908	428	156	24 (for 9 months)
Cost of ILO monitors and transport only	96,400	96,400	?	97,850 ⁽¹⁾	113,693	113,693
Time spent on CL monitoring	3 days/wk	3 days/wk	3 days/wk	3 days/wk	2 days/wk	2 days/wk
Direct Cost per child	\$ 47	\$ 108	?	\$ 137	\$ 291	\$ 1,421
Total project cost	350,800	324,150	?	375,572	501,919	501,919
Total cost per child	\$ 170	\$ 364	?	\$ 526	\$ 1,287	\$ 6,274

(1) BGMEA should have paid 50% of this.

The ILO monitors do carry out other activities in addition to monitoring child labour in the factories. This has in the past included school monitoring and currently includes wider factory monitoring. Therefore the direct cost per child is calculated by taking the

cost of ILO monitors and applying the proportion of time that the teams spend on child labour monitoring.

The total cost per child is calculated similarly but taking the total project cost.

These figures do not include the cost of the BGMEA monitors, nor for the allowances provided to the GoB Inspectors, both of which should be paid by BGMEA.

The implications of these costs are considered in the discussion on the future of child labour monitoring in section 4.1.

3.2.2 Immediate objective 2: Appropriate education and skills training is offered to child workers through Learning Centres (UNICEF component)

Introduction

The skills training implemented through the ISPI and NORAD extended components is reviewed in section 3.2.3.

All of the outputs and indicators listed under this objective were the responsibility of UNICEF. However in the text of the project document, and in the Second Memorandum of Understanding, there are some BGMEA educational initiatives that should be reviewed here.

BGMEA learn and earn programme

During the period of the first MOU the Informal Steering Committee had promoted the development of this programme with the objective of encouraging 14+ year olds to continue their education alongside work. BGMEA factories were encouraged to make provision for them. The BGMEA monitors facilitated this. At its peak about 900 children were enrolled.

Although it does still continue in some factories, the scheme is no longer promoted. Factory managers are not supportive as it creates difficulty in a system that is based on a production line.

The likely reason that this activity has been quietly dropped is due to the lack of overall management of the MOU 2 Programme and the lack of any meetings of the Informal Steering Committee that would have encouraged BGMEA to continue with it.

BGMEA scholarship programme

The second MOU contained a proposal that BGMEA would assist a selected number of ex-child workers to receive specialised training. Assistance on an ad hoc basis has been provided to a very few ex-child workers, but none of the monitors or staff of the extended components are aware of this and there has been no systematic programme.

BGMEA say that they are agreeable to supporting children in post-primary education through assistance with tuition fees and similar, but they are not receiving any requests.

It is likely that this has failed due to a lack of management of the second MOU, and a lack of commitment from BGMEA to independently implement an activity of this sort.

3.2.3 Immediate objective 3. Social protection is offered in the form of skills training and income compensation

This objective was implemented by the two extended components, ISPI and NORAD. The exact wording of the objectives varies in the MOU 2 Project Document from the specific Project Documents. Target numbers are only included in the specific documents. The Child Labour Monitoring and Verification Manual being produced by the Phase III project includes a section describing the process for implementing the skill training and the micro-credit programmes.

3.2.3.1 Skill training for ex-working children

The process

Both the NORAD and ISPI projects follow specific criteria for enrolling children in skills training. According to the format that they developed, a child in order to be eligible for skills training must be:

- MOU child and enrolled in education programme
- Regular student of MOU school
- Preferably 14+ but not less than 13 years (age to be calculated on the basis of the age mentioned in the survey form and where necessary may be cross-checked with the age indicated in the list of students under the BGMEA/ILO/UNICEF MOU Project)
- In the education programme for two years
- One who has not received skills training from any other institution before
- Willing to receive skills training and committed to complete it

Despite the designated age criterion the skills training component basically aims at children who are between the ages of 12-14 years conditional on the nature of the trade. Project experience shows that during selection of children it becomes difficult to stick to a rigid age criterion. This is because many children leave school as soon as they attain 14 years or are not interested in skills training. In the circumstances it becomes necessary to make adjustments to the age threshold for admitting children in skills training programme. Moreover, since the training period varies between 6 months to a year attempts are also made to admit children at an age which will enable them to take up wage or self employment soon after their graduation from skills training.

The selection of trades was made through a participatory process involving children and their families. Project Monitors explain the skills training programme to children in the learning centres and attempt to discover their individual interests. They consult with children and their families about their preferences and motivate and advise them about the utilities of skill development in specific trades. Once the trades had been identified the service providers were short-listed having due regard to their locations, facilities, expertise in the relevant trade, reputation in the field and financial abilities. Implementing partners that fulfilled the required standard were met by the Project Management of both NORAD and ISPI and were requested to furnish the Projects with proposals with detailed budget. Agreements were signed after a thorough review of the proposals and budget.

Children identified for skills training have to sit for a selection test, both written and oral. There are some skills that require functional literacy. Therefore, children have to sit for the test to qualify for those particular skills. All children in skills training are provided with transport/conveyance and tiffin allowance per day of attendance. The Project Monitors regularly monitor progress and follow up activities of children at the training centres. Regular counselling classes are held to encourage children in their activities and advising them on relevant issues including safety at work.

The skills training under both NORAD and ISPI projects have been effective in terms of cost and quality. Despite the limited number of organisations providing skills training in the country the projects selected the best providers at competitive costs.

Skill training subjects

Skills were offered by the project on the basis of the children's age, level of education and expressed interest. The subjects provided by the two projects are as follows:

ISPI	NORAD
• Basic tailoring • Tailoring and embroidery • Garments manufacturing • Wool knitting • Garments finishing • Garments manufacturing • Electronics assembling • Garments machine maintenance and repairing • Carpentry • Auto electronics • Electronics	• Basic tailoring • Garments machine • Screen printing • Knit garments production • Automobile/ 2-3 wheeler maintenance • Food processing • House keeping including basic cookery • Electronics assembling • Handicrafts (glazed pottery) • Carpentry • Plumbing • Embroidery

Training providers

Although three service providers UCEP, Surovi and SINGER were originally designated in the Project Document as providers of skills training, the NORAD project included other service providers for imparting skills training to children on selected trades throughout the implementation period. The selection of skills training providers depended to a large extent on the trades that were chosen by the project in consultation with the children and their families. One of the major factors that influenced the selection of trades was the availability of service providers in the intervention area. There were instances when, despite popular demand by children for some trades, they could not be included in the list for skills training as the intervention area lacked the relevant service providers, for example, for auto and electricity in Narayanganj and for block printing and batik in Savar. In order to overcome this situation the project entered into agreements with different service providers at different times.

In the ISPI project the implementing partners for skills training are UCEP, Surovi, MIT and Singer. The NORAD project has contracted UCEP, MAWTS, SINGER, BG-TTC,

TTC Mirpur, MIT, SJSIT, SUROVI, Concern, Silicon Valley, EADS, SIET and Audrija to provide skills training to children on different trades.

Training achievements

The status of skill training at 30.09.2003 is as follows:

	Original target	Revised target	Completed	Ongoing	Total	Girls	Boys	MOU children
ISPI	700	750	666	47	713	495	218	590
NORAD	3,350	1,800	1,748	289	2,037	1,140	897	226
Total	4,050	2,500	2,365	385	2,750	1,635	1,115	816

The figures above only show those that have successfully completed the courses. In ISPI 34 children have dropped out during the courses and 142 in NORAD. The reasons for dropout are; economic (the need to earn), long sickness, slum eviction, migration of their families, distance from home to training centre and lack of awareness of parents.

In addition ISPI organised training on occupational safety and health and workers' rights for a batch of 50 children who were receiving prevocational training from UCEP. Bangladesh Institute of Labour Studies (BILS) provided the training on OSHWR across 16 sessions of one-hour duration, 1 session per day for 2 days a week. Another OSHWR training involving a group of 40 children is currently under process. In NORAD OSH issues are included as a part of the skills training curricula and are presented by the respective service provider.

The training on occupational safety and health and instructions on workers' rights given under the ISPI project raises awareness amongst children about the hazards of work and their rights as workers. Awareness of rights and privileges is imperative to provide children with a power to bargain and to mitigate chances of exploitation.

The projects have provided children with options to choose their future vocations and to learn and work in a relatively safe environment. The travel allowance provided by the projects to attend skills training classes operates at two levels; it enables children to be regular in their training classes and also provides them with incentives to save for future investments. For example, many children have used their savings for purchasing sewing equipment for setting up business at home. Skills training have perceptibly increased the status of children in the family and at their workplaces. It has also increased the chances of making dowry free marriages by girls as skills training is deemed an asset on which the girls can fall back on in times of crisis.

Monitoring

The monitoring of activities under both the NORAD and ISPI projects are carried out on a regular basis by the Project Monitors. Monitoring begins with the introduction of children and involves tracking, follow-up and assisting in job placement.

A specific field visit format indicating the date, locale, programme and purpose is used by the Project Monitors to record observations and comments during their visits to the field. They verify the progress made by children and their families in their respective activities. Similarly, the Monitors visit the families of children and exchange ideas and share information about various issues. Under the NORAD project every service provider maintains a monitoring book in which salient issues/problems are highlighted. In case of irreconcilable matters a note is made out to the Programme Coordinator for

necessary action. Under the ISPI project currently there is only one monitor--she reports back to the Programme Coordinator on the status of the outputs as per the Project Document.

Counselling and motivation constitute an important part of both NORAD and ISPI project activities. Field visits by Project Monitors comprise motivation and counselling sessions with beneficiaries for inspiring them to continue in their respective activities. The constant efforts by the project staff in this context have succeeded in gaining the trust of the beneficiaries. They now confide in and seek assistance from the Project Monitors even in respect of personal matters like their daughter's marriage, whether to pay dowry or not and so on. Motivation by Project Monitors also effectively discourages children from dropping out of skills training.

Motivation and counselling initiatives have considerably increased the knowledge base of beneficiaries. They are now reasonably aware of their rights and privileges and have developed a degree of bargaining power that is manifest in their autonomous existence in their respective communities. Beneficiaries are confident that they can no longer be deceived or deprived of their entitlements, as they now know what their rights are.

Job placement and tracking

The number of skill training graduates that are in employment at 31.09.03 is as follows:

	Completed training	In training-related employment	In other employment	In secondary education*
ISPI	666	243	4	62
NORAD	1,699	457	109	445
Total	2,365	700	113	507

* there may be some overlap between this category and the employment categories

Those who have completed training include recent graduates who have not yet taken up work. For example 81 NORAD students completed training at the end of September. Some of the reasons for not having taken up employment include:

- Restrictions on girls travelling outside their immediate locality
- Lack of access to necessary equipment (i.e. sewing machine)
- The trade they were trained in not to their liking
- Employment in the trade not considered viable

Although the original Project Document did not have provision for job placement under the NORAD project, pursuant to subsequent donor requirement a scheme was undertaken to help children in finding jobs. The necessity of job placement was also perceived by the ISPI project, which sought to place children in jobs following completion of their skills training. The responsibility of job placement was carried out by both the projects within the existing resources both in terms of manpower and funds. Job counselling provides children with valuable insights about the labour market and increases their capacity to make informed choices with regard to future career. Special arrangements were made with some of the service providers like MIT, Audrija and Singer to absorb some of the skills training graduates. UCEP assisted children in procuring jobs through their own contacts and networks.

Lesson Learnt: Job counselling and the placement of trainees in appropriate work should be incorporated in the activities and objectives of skill training projects.

The NORAD project has developed a system of tracking children for a year after completing skills training. The ISPI project undertakes tracking for six months. Although the Project Documents have no provision for tracking both the projects undertake this exercise at their own initiative for assessing the status of children, difficulties encountered by them, counselling and assisting them in procuring jobs.

The opportunity was taken at the Stakeholders' Evaluation Workshop of learning from the different experienced skill-training providers present. Together with project monitors they identified the essential characteristics of a successful skill-training programme. This is included in this report in appendix 5A.

3.2.3.2 Entrepreneurship training and micro-credit for children and family members

The process

The criteria for the selection of adult family members of MOU children has been prepared by the projects in consultation with the Social Investment Bank Limited (SIBL). An income status survey of children's families was conducted by each project and the initial survey results were shared with the Bank. The projects developed specific guidelines for selecting adult family members of MOU children. The criteria is as follows:

- Parents are preferable and more acceptable
- Legal guardian acceptable with emphasis on female heads
- Parent/guardian should be identified by MOU child
- S/he should bear a good moral character
- S/he should be physically capable
- Family should have lived in the present area for a minimum of 5 years
- The income level of the family should be between Tk. 500 to Tk. 2000 per month
- Payment in kind not to be accounted. It should be mentioned only along with the gross income
- Credit is required on account of inability to utilise earlier formal training or inability to expand due to lack of capital despite experience in particular business or for setting up new business
- Credit should be utilised for a business which is viable and marketable
- Receivers past record of receiving credit and repayment
- Any member who is a defaulter or continuing to repay credit will not be provided with further credit
- S/he should be willing to receive entrepreneurship training

After receiving the completed survey forms the Bank meet with the members listed by the projects and make their final selections on the basis of the potential of the receivers. The Bank shares this information with the projects. Clusters of members are then formed with the assistance of Project Monitors. The Bank starts the saving scheme for selected members immediately followed by monitoring by the Project Monitors. After

4-6 weeks of saving Bank requests the projects to organise entrepreneurship training. Selected members participate in the entrepreneurship training provided by Tarango for 10 days under the NORAD project and by MIDAS for 8 days under the ISPI project. Within 3-4 weeks of completing the entrepreneurship training members receive credit. The repayment starts within 4-6 weeks of receiving credit. The Bank holds weekly meetings with the clusters and collects instalments.

Micro-credit achievements

The number of micro-credit receivers is as follows:

	Target	Entrep'ship training	1 st credit cycle	2 nd credit cycle	3 rd credit cycle	Recovery rate	Defaulters
ISPI	150	150	147	64	18	98%	Nil
NORAD	300	318	304	113	0	99%	Nil
Total	450	458	451	177	18		Nil

Entrepreneurship training has been invaluable in providing credit receivers with insights into business techniques, account keeping and management. Many borrowers, though non-literate have learnt to sign their names and keep accounts. Entrepreneurship training has facilitated confidence building amongst beneficiaries, many of whom never realised their own potentials.

Micro-credit has helped beneficiaries set up new businesses in ways previously inconceivable to them. The adult family members utilise their credit in diverse businesses. Receivers under both NORAD and ISPI projects are predominantly female who have successfully set up new businesses or expanded existing ones. The businesses they run range from selling saris, molasses, rice, vegetables, fish, sweetmeats and oil from ships to running restaurants, food joints, grocery shops, tea stalls and rickshaw business. Tangible benefits have accrued to receivers of entrepreneurship training. Although many of the members receive some form of assistance in their businesses from their husbands or sons, either in marketing or accounting or both, they are in complete control of their finances. The micro-credit receivers appear confident and eager to expand their business options.

A significant limitation to the projects is that the planned project periods of 24 months and 18 months for NORAD and ISPI respectively were not realistic for acquiring tangible results in the micro-credit scheme. The extensions to both projects have mitigated this limitation. An optimum of three credit cycles is necessary for a sustainable impact in terms of capability and economic empowerment.

Lesson learnt: Micro-credit programmes should be designed for 36 months, so that the third 12 monthly cycle of credit can be initiated before the project closes.

Impact of micro-credit

Families of working children have benefited from micro-credit in ways hitherto inconceivable to many of them. Credit receivers are found to operate as active agents of change in an otherwise traditional setting. Women credit receivers are articulate,

assertive and have leverage in decision-making in family matters as well as in the context of business and investment. Involvement of other family members in business enterprises facilitates the development of collective strength amongst beneficiaries. The activities of the projects have also enhanced the knowledge base of beneficiaries in terms of their rights, privileges and opportunities.

Project experience reveals that the micro-credit plays an important role in enhancing family income. Living conditions of receivers' families have gone up, their access to quality food and clothing has increased and they have developed the capacity of making informed choices in life. Families receiving micro-credit are now sending their other children to school. This is a result of the support from their businesses and the increased awareness and changed attitudes.

A survey was made of all of the NORAD micro-credit receivers to identify any changes in their practice of sending their children to school. The results are as follows:

Number of micro-credit families:	304	
Number of children excluding the MOU children:	837	
Number of children attending school <i>before</i> micro-credit intervention:	155	19%
Number of children attending school <i>after</i> micro-credit intervention:	680	81%

Some of the change in the numbers of school-going children will be due to children becoming old enough to go to school. There will also be some children graduating from school. Given that each of these families had sent at least one of their children to work in a garment factory, the number of children now attending school is significant. There is tentative statistical evidence from these results to show that family economic empowerment coupled with awareness raising can prevent children from going into child labour.

Effective practice: Skill training to 13/14 year old children and micro-credit to family members at the same time empowers the whole family and encourages the education of younger siblings.

Recommendation: ILO/IPEC should carry out a detailed study of the effect of family economic empowerment with awareness raising on the decision whether to send children to school or to work. The cost effectiveness of this approach could be compared with removal and rehabilitation programmes.

Monitoring, follow up and counselling

The Project Monitors appear to have earned the respect and trust of both the children and their families. The beneficiaries are found to relate closely to the Monitors and seek their advice and support in decisions affecting both their businesses as well as their private lives. Continued motivation and counselling by the Monitors have succeeded in keeping down drop out rates in skills training and encouraging families to continue and

expand their business initiatives. The sound rapport between Project Monitors and the beneficiaries have contributed significantly to the overall success of the projects.

Effective practice: Regular interactions by monitors with beneficiaries, both children and adult credit-receivers, to encourage and counsel them in their learning or their business activity, contributes to low drop-out rates and successful investments.

The Bank Monitors form part of the monitoring system under both the Projects. They visit their clients on specific dates to recover loans and advise them on their investments and business. Project Monitors and Bank Monitors often coordinate their visits.

In NORAD the entrepreneurship training provider, TARANGO, provides a counselling service every three months for a year in order to assess performance and advise on business and investments. The credit-receivers have found this very beneficial. They are able to draw on the experience of their trainers and add to their knowledge at each visit.

Effective practice: Follow-up and counselling by the entrepreneurship training providers is very helpful to the credit-receivers.

The opportunity was taken at the Stakeholders' Evaluation Workshop of learning from the experiences of micro-credit provision. Together with project monitors, SIBL and entrepreneurship trainers identified the essential characteristics of a successful micro-credit programme. This is included in this report in appendix 5B.

Lesson learnt: Micro-credit receivers should be given a entrepreneurship refresher training prior to receiving their second cycle of credit.

3.2.4 Immediate objective 4. The monitoring and verification system is included as an integral part of a new project covering labour relations and working conditions

3.2.4.1 Preparation for the new project

The ILO In-Focus Programme Declaration took responsibility for the preparation of the new document. In 2001 staff carried out a series of missions to Bangladesh in order to discuss the proposed project with BGMEA and other partners and to prepare the Project Document. The Project; 'A Partnership approach to improving labour relations and working conditions in the Bangladesh garment industry' was approved by the Donor, USDOL, in September 2001. The planned date of commencement was October 2001

but it became operational in January 2002. This project took over the child labour monitoring responsibilities from January 2002, although it only began to address all of its objectives in April 2002 when the CTA began his appointment.

Child labour is included in this project as one aspect of labour and working conditions. The project aims to continue to remove any children under the age of 14 from the workplace, and using finances received from the violating factory, arrange for hers or his primary education and subsequent skill training.

It is planned that monitoring teams will continue to visit factories on a random and regular basis, although with a reduced regularity for those that have a consistent clean record.

Although the removal and rehabilitation of child workers is an activity that will continue throughout the 36 months of the planned project, the continuation of the monitoring visits is only proposed for the first 12 months. In the Project Document there is no proposal for a replacement monitoring mechanism.

3.2.4.2 Implementation of the new project

As recorded above, the Partnership Project took over the child labour monitoring and rehabilitation responsibilities from January 2002.

Changes made to the monitoring process

From the commencement of the Partnership Project, ILO took over the responsibility for the few remaining schools that were run by GSS for the education of children removed from the garment factories. This means that the project is now responsible for the identification, enrolment and education of the few remaining child workers.

The regularity of monitoring has remained the same so that over a period of 4 months, 'A' category factories will have 1 visit, 'B' 2 visits and 'C' 4 visits. There is a possibility that the regularity of visits to 'A' category factories will be reduced to once every 6 months.

During 2002, the project developed and tested some new proformas for different monitoring purposes. Two of these are related to the education component and have been implemented, although not incorporated into the database because of the small number of children and the fact that this component is being phased out. The two to do with child labour monitoring and the monitoring of penalties paid by factories using child workers have not been approved by BGMEA and are not yet in use.

Continuation of the child labour monitoring

As child labour monitoring is incorporated as one aspect of labour and working conditions, the monitoring will be continued and institutionalised in the factories that the Partnership Project is working in. However, in the present phase, this is just in a pilot group of 450 factories. Separate child labour monitoring has continued in the remaining 2,000 factories and although the Project Document proposed that this would only be carried out for 12 months from January 2002, it is still going on at the present time. In order to release more resources to support the other objectives of the Partnership Project, the project management is discussing the possibility of stopping this

separate child labour monitoring form January 2004. No alternative has been discussed with BGMEA and this issue is considered further in section 4.1.

3.2.5 Immediate objective 5. BGMEA is prepared to handle the monitoring system without external assistance

3.2.5.1 Background: historical perspective and project design

The second phase of the BGMEA project from 1998 until July 2000 was called 'Mainstreaming the verification and monitoring system for....'. One of the outputs of that project was; "Technical assistance provided to the industry to set up a self-audit scheme". The CTA, writing in July 1999, was expecting to handover to "the new indigenous monitoring system from June to October 2000. However it appears from the June 2000 Stakeholder Evaluation Workshop that there had been no progress made on this and it is recorded that the project has not completed its study on self-audit possibilities, nor had it initiated a detailed dialogue on the issue.

There is some contradiction between this objective of BGMEA being able to handle the monitoring system without external assistance and the previous one of including the system as an integral part of a new ILO project. The September 2001 status report records that BGMEA was not willing to segregate the existing child labour monitoring from the new project. As child labour is just one aspect of the range of labour and working conditions this appears to be a reasonable position to take, in fact a necessary position for the achievement of the previous objective. However, the Partnership Project in its first three-year phase only aims to work in 200 factories with an impact on a further 480 due to multiple ownership. There is no indication whether the implications to the ongoing child labour monitoring of the Partnership Project only working in a fraction of the factories was clear to BGMEA and/or the Phase III project management.

3.2.5.2 Credibility of BGMEA monitoring

Concern is expressed by all of the stakeholders, including BGMEA, that if BGMEA carried out the monitoring alone, there would be a lack of credibility.

- Although there are Government Inspectors involved at the moment, their attendance at child labour monitoring has reduced due to their commitments with the Partnership Project.
- The capacity of the Government Inspectorate has not increased during the project period. There are still just 64 inspectors for 20,000 registered factories. Without ILO's involvement they are unlikely to continue giving the same attention to the garment industry.
- If there is no independent body involved, garment buyers and others would not trust the results.
- When BGMEA monitors carry out motivational work alone in the factories, they have never reported any child labour violations.
- Factory managers and owners treat the BGMEA monitors as their own staff. It is possible that they would be pressurised and compromised.

3.2.5.3 Progress on capacity building and handing over

In June 2001 the project technical report states that no progress had been made towards achieving this objective as BGMEA was "unwilling to take over the child monitoring system" and that they wanted to keep it as an integral part of the expanded project. Neither the BGMEA staff nor the staff of the Partnership Project have heard of the 'Assistance Cell' that was meant to be set up by the Phase III Project to manage the monitoring system. It is likely that if a strong project management had been in place, then this position would have been challenged and some progress may have been made on this objective.

There have been no activities designed to develop the capacity of BGMEA to take over the responsibility of managing and running the monitoring system. The database that is used to prepare the factory-visiting schedule and to record violations is accessed only by the staff of the Partnership Project and is located in the ILO office. Although the training manual on the child labour monitoring system that could provide some assistance to BGMEA is only now being finalised, there have been detailed descriptive reports on the system available and BGMEA have not shown any specific interest in using them.

BGMEA management do not have an expectation or any awareness that they should be managing the monitoring, or that this could happen in the near future. "Management has not been handed over because management is in the hands of a broader project".

3.2.5.4 BGMEA's capability

The time spent by BGMEA monitors on child labour has reduced since the commencement of the Partnership Project and is likely to reduce further. During Phase III, BGMEA monitors weekly schedule was to spend three days carrying out child labour monitoring as part of the tripartite team and three days doing child labour motivational work in factories. They now work for three days in the tripartite team on the Partnership Project objectives, two days with ILO monitors for child labour monitoring and a day carrying out motivational work. From January 2004 it is possible that they will be spending five days on the Partnership Project objectives. The BGMEA management were not clear on the number of days that their monitors worked on child labour monitoring, saying that these details are all decided by the project, and all that they knew was that their monitors worked with ILO for five days.

As noted earlier the capacity of the Government Inspectorate has not increased during the project period. There are still just 64 inspectors for 20,000 registered factories and without ILO's presence it is unlikely that they would be involved on a regular basis. Their level of involvement in child labour monitoring has already decreased due to the demands of the Partnership Project.

BGMEA expressed that they would continue to monitor the child labour in their member factories even if ILO monitors were not involved. They have not considered how they would do this and may be willing to recruit additional staff. They do already have their own 'fire and safety' monitors, 2 in Chittagong and 10 in Dhaka and it is possible that their duties could be expanded.

There is a high turnover of BGMEA monitors so BGMEA's institutional capacity at the implementation level has not been established.

There are also concerns over BGMEA's financial capacity to take the initiative in a monitoring scheme. The arrears in their payments to both Phase III and the Declaration Project demonstrate reluctance, if not an inability to contribute additional financial resources. BGMEA do pay the salaries of their monitors, but if they were to continue working with the tripartite teams in the Partnership Project, then additional monitors would need to be recruited.

3.2.6 Immediate objective 6. Implementation of the project improved through the strengthening of its management and the gathering of relevant information on ex-child workers

There are three specific outputs to be considered here. The first is to do with improving the collaboration between agencies for the enrolment of child workers in school. The reasons for the low enrolment and what was done to try and improve it was discussed in 3.2.1. The other two outputs are reviewed below.

3.2.6.1 Tracer study on the social impact on ex-child workers

The Project Document talks of a system to track the social impact on ex-child workers who have benefited from one or more of the components of the project. Since the document was written ILO/IPEC has clarified terminology. Tracking describes the process of following beneficiaries (or a sample of beneficiaries) during the life of a project and beyond to assess the impact of present and future interventions, while tracing describes the process of assessing longer term impact on beneficiaries from past interventions. ILO/IPEC says that the intention here is a tracing study.

The project technical reports in June, September and December 2001 stated that there had been no progress on the tracer study as it required an outside consultant and the project budget had not been approved. The difficulties due to the budget approval process and/or the absence of a proper project management system were reviewed in sections 3.1.2.2 and 3.1.3.2.

The consequence of the above problems was that no work had done on the tracing system at the time when the project was due to be completed, January 2002. After January 2002 responsibility for this output is taken up by the ILO Programme Officer in Dhaka and by ILO/IPEC in Geneva.

In June 2002 the UNICEF tracking (tracing) study is referred to and the school enrolment process is presented as the BGMEA tracking system. There is clearly confusion over what is required at this stage, a point that the donor raises and clarifies in their response. In December 2002 the same erroneous presentation is made concerning the BGMEA tracking system. It appears that responsibility for the outstanding outputs of Phase III was given to ILO Country Office administrative staff who did not have a clear conceptual understanding, nor a feeling of responsibility and ownership for the project.

Recommendation: When there are outstanding components of a project that is otherwise complete, ILO/IPEC need to ensure that appropriate technical staff are appointed and equipped to complete the commitments in a professional manner.

Also in December 2002 it is stated that UNICEF is carrying out the tracking study to determine impact (tracing). In March 2003 a national consultant is sought to implement the BGMEA Phase III tracing study and deliver the outputs stated in the Project Document.

The same organisation that carried out the UNICEF study has been contracted. Advice on the methodology was provided from ILO/IPEC in Geneva. The methodology is similar, but the investigation is more focused covering just four categories:

- Garment children who were retrenched but did not enrol in a MOU school (the control group)
- MOU graduates who completed his/her education
- MOU graduates who completed MOU education and received vocational training
- MOU graduates who completed MOU education and whose parents received micro-credit

The study was ongoing during the evaluation fieldwork and the draft report should have been submitted by mid-October.

The UNICEF tracer study, carried out as part of a wider study into UNICEF's involvement in the MOU projects, was completed in December 2002. The results have not yet been made circulated. It is said that they will be discussed with ILO at the end of October 2003.

No new information regarding either of these studies were available in March 2004 when this report was finalised.

3.2.6.2 Manual on the BGMEA monitoring and verification system

An operation manual, describing the overall strategic framework of the project and the monitoring and verification system is identified as one of the outputs identified in order to strengthen project management. The manual is currently being tested and finalised.

The manual is designed with different sections designed to meet the needs of the monitors, their supervisors and programme managers interested in adapting the model to other situations. The present monitors and supervisors in the Partnership Project do not express a need for themselves as they are confident in their existing knowledge and experience. The BGMEA management may find it useful if they take over the responsibility for the monitoring. Its main use of the manual is for its adaptation in other sectors and in other regions.

The project technical reports in June and September 2001 stated that there had been no progress on the manual as it required an outside consultant and the project budget had not been approved. The December report again states that a consultant could not be recruited due to the non-availability of funds. The difficulties due to the budget approval process and/or the absence of a proper project management system were reviewed in sections 3.1.2.2 and 3.1.3.2.

At the same time that the official project reports were stating that there had been no progress due to the lack of finances to hire a consultant, the project Team Leader compiled and revised the projects records and recording formats and produced a draft in November 2001. As the BGMEA monitoring model had a high international profile there was a realisation that the manual required further work on it. From January 2002 the staff of the Partnership Project took responsibility for this output.

A descriptive manual was drafted in November 2002, but the project wanted to delay it so that a number of improvements that the Partnership Project was field-testing could be incorporated. The December 2002 status report promises a manual by February 2003, and the March report by April 2003. The August 2003 report is silent on the matter. It is around March 2003 that the need for an outside consultant is identified. At the same time the purpose and structure of the manual is clarified. Terms of reference were prepared and the work is going on now. There are currently two draft documents, 'The BGMEA/ILO/UNICEF MOU Project Child Labour Monitoring and Verification Manual' and 'The BGMEA/ILO/UNICEF MOU Project Child Labour Monitoring and Verification Project: An Overview'.

The delays until December 2001 were due to difficulties in the project and budget approval process. From January 2002 until around March 2003 they were caused by some confusion over what was wanted, but more importantly by it being given a low priority. This stems from a lack of perceived need and therefore ownership of the manual.

4.0 Discussion on Cross-cutting Issues

4.1 The future of the child labour monitoring

The evaluation findings have established a number of points:

- BGMEA are reluctant to take responsibility for the child labour monitoring and their capacity to do so has not developed. There are also questions about their commitment and/or capacity to maintain the child labour monitoring.
- The capacity of the government to independently carry out child labour monitoring has not developed during the period of the projects
- ILO/IPEC has been unsuccessful on two previous occasions to handover the monitoring to BGMEA or to an independent party
- The number of child workers being identified now is very low
- The cost to ILO of identifying and removing child labour from the garment industry is increasing due to the small number of child workers and is now well over US\$ 1,000 per child

According to the Project Document of the Partnership Project, ILO monitors should only have continued child labour monitoring for 12 months. In order to focus on the labour relations' aspects of the project, they are proposing that the mixed teams of monitors spend five days per week on the Partnership Project objectives in the 250 pilot factories. The effect of this on the child labour monitoring in the remaining 2,000 factories is shown in the table below.

Days spent per week on child labour monitoring and awareness raising

	ILO monitors	BGMEA monitors	GoB
BGMEA Phase III	3	6	3
Partnership, now	2	3	0 to 2
Partnership, in 2004?	0	1?	0

Respondents have varying opinions on the effect of stopping the monitoring and verification visits. Some believe that child labour in the garment factories is a thing of the past due to the continuous pressure from buyers, others believe that the marginal and seasonal factories would re-employ children.

Recommendations:

- **BGMEA, with the support of the Partnership Project, needs to urgently explore options to maintain the child labour monitoring in the industry**
- **The Partnership Project should provide advice to BGMEA on how to manage the child labour monitoring in all of their factories**
- **ILO and their donors need to review the cost effective use of their resources**

(As a result of discussions arising out of the draft version of this report the Partnership Project and BGMEA agreed to revise their child labour monitoring schedule. The child labour monitoring will continue in the following manner:

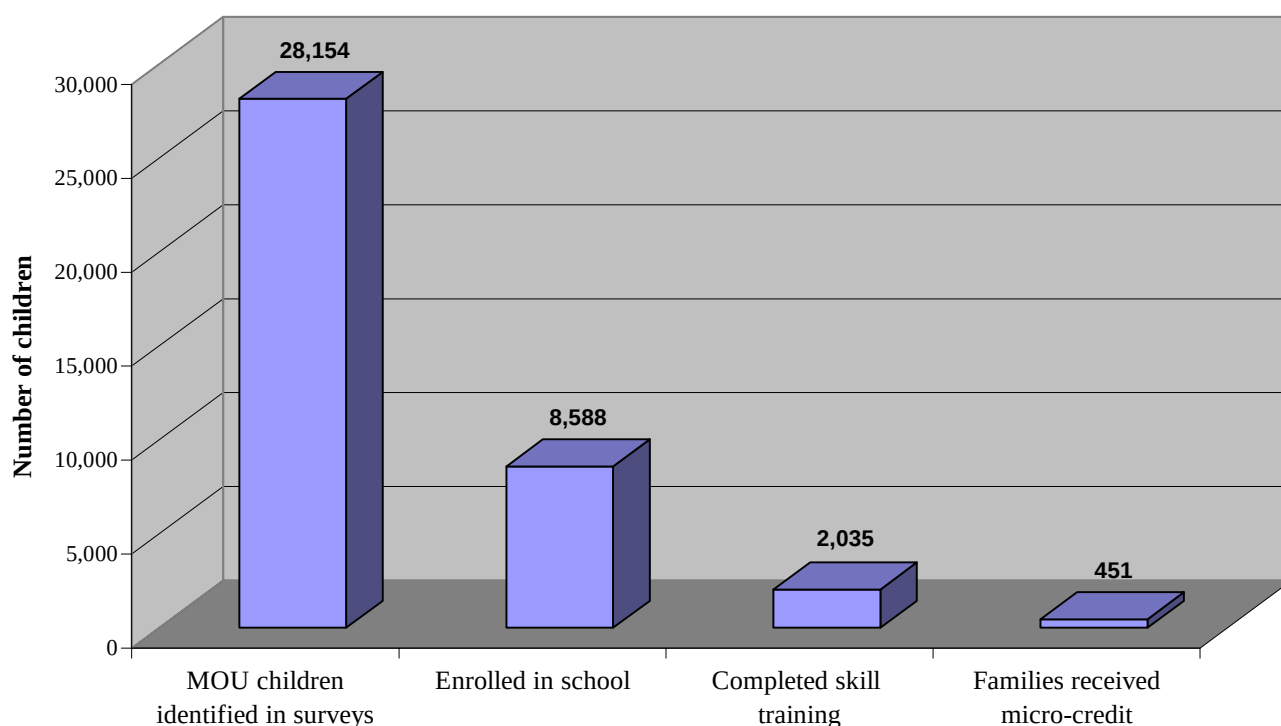
The teams will visit once per year to those category A factories that have had a clean record of child labour since the inception of the child labour project in 1995-96. For other category A factories that employed child labour in the past and are now in category A the team will visit twice per year. B category factories: once every two months and category C factories once a month.)

4.2 Overview of what happened to the garment factory child workers

It was estimated in 1993 that the number of child workers in the ready-made garment industry was in the region of 50,00 to 60,000. Many of these were dismissed from the factories before the MOU projects began. The first systematic survey was carried out from August to November 1995 and this identified 9,546 children below 14 years. It is assumed that 40,000 to 50,000 children had therefore already been dismissed. These dismissals were made prior to the MOU projects commencing, and apart from arguments that the MOU could have been agreed earlier, these children were outside of the responsibility of the project.

The children that the project does have responsibility for are those identified in the initial survey and then in subsequent surveys and monitoring. The total number identified is 28,154 (see appendix 4d). Of those 8,588 (31%) were enrolled in the MOU schools, 2,035 (7%) will by December 2003 have completed skill training (appendix 4e)

MOU children that benefitted from the BGMEA/ILO/UNICEF projects



and 451 (1.6%) families have received micro-credit.

This evaluation has found that those families participating in the micro-credit programme have experienced significant positive changes in their livelihoods, and there are also clear benefits for many of the children who have received skill training. No attempt has been made in this study to identify the benefits obtained from the education

component. However, when reviewing these achievements, one has to recognise the limited impact these interventions have had on the whole target group.

The main reasons for the limited impact are identified earlier in this report. For the education component it was the late provision of the education facilities coupled with issues of incentive and motivation to attend school. For the skill training it was due to the late provision of the training opportunities and for the micro-credit it is due to the limited capital sum available for disbursement. Skill training can be provided to the relatively small number of MOU children still in school and there are ongoing opportunities to provide micro-credit to MOU families.

Recommendation: If the spirit of the MOU is to be maintained, then ILO/IPEC/donors should continue to provide skill training and micro-credit to MOU children and their families.

The results of the two tracer studies, one by UNICEF and one by BGMEA Phase III, will provide an indication of what happened to the nearly 20,000 children who were dismissed from the factories but did not benefit from rehabilitation. They will also provide quantitative information on the impact that the different rehabilitation programmes have had on the children and their families.

5.0 Sustainability and Replication

5.1 Monitoring and verification

Sustainability

There is no consensus on whether monitoring is still required to maintain the garment industry child labour free, with strong conflicting opinions being held by important stakeholders. It is likely that the better-managed and efficient factories will remain child labour free, but that the marginal elements could reemploy children and bring the whole sector into disrepute. The number of children involved is never likely to be large.

This study has identified that the capacity of GoB to carry out child labour monitoring has not developed significantly during the project, and remains at a low level. They are likely to reduce their commitment to child labour monitoring in the garment sector if ILO is not involved.

BGMEA have developed their capacity to support ILO in carrying out the child labour monitoring through the recruitment and support of monitors. This evaluation has identified that BGMEA's capability and commitment to take responsibility for the monitoring is low and has not been increased significantly by the BGMEA Phase III project, despite that being one of the immediate objectives.

Sustainability in maintaining the sector child labour free in the present situation is most likely to be achieved by individual factory owners and managers exercising their own discipline under the surveillance and pressure from international buyers.

Replication

The monitoring and verification system has been replicated successfully in a number of child labour projects in Pakistan and India in sectors where there is a strong influence from buyers. Potential for replication within Bangladesh was discussed at the Stakeholders Evaluation workshop and the knitwear and shrimp industries were identified as potential sectors.

Recommendation: ILO/IPEC should study the child labour situation and explore the possibility of working with the industry and the government to eliminate child labour in the knitwear and shrimp sectors.

5.2 Skill training

Given that the NORAD and ISPI projects have been on the ground for a relatively short period of time it is difficult to assess whether their impacts will be sustainable. However, assessment can be made in terms of the likelihood of success. Initiatives to provide working children with skill development training and assisting them to procure jobs after completing their training endow children with the power to choose and to make informed decisions about their working lives. This is illustrated by the fact that while many skills trainees have joined wage employment others have taken up self-employment or simply chosen to remain home.

With over half of the children now in further education or in skill-related employment, there has been a significant impact that cannot be lost. The opportunity and potential of these children has been enhanced through the project intervention. There is still a potential impact on the remaining children, some of which will be utilised, some of which will be lost.

5.3 Micro-credit

For micro-credit receivers, the perceptible changes in their living conditions continue to inspire them to do better in life and reach for higher goals. Although discontinuation of loans would slow down the progress, the credit receivers are confident that they could carry on with the lessons learnt under the projects. Moreover, the receivers, having already gained the requisite experience and established an environment to operate in, may access other service providers nearby.

The more times that a credit receiver has gone through the cycle of requesting a loan and repaying it, the more capable and confident they will be to continue both in their business and in utilising credit. It is expected that a participant who has gone through three credit cycles should be able to continue and to expand their business without project support. Only 18 (4%) of the participants have done this. 274 (61%) have only had a single cycle of credit. These participants will need further support before they can confidently and effectively continue independently.

The improved socio-economic condition of the micro-credit receivers has led to an increase in the number of children being sent to school. This is likely to have a long-term impact on the prospects of these children.

6.0 Summary of Findings, Effective Practices, Lessons Learnt and Recommendations

6.1 Summary of findings

- Transparent monitoring and verification maintained (3.2.1.1)
- Child labour virtually eliminated from the garment sector. Less than 1% of factories employ any child labour and child labour represents 0.004% of the workforce (3.2.1.2)
- CL monitoring has progressed into improved labour standards in the garment industry (3.2.4)
- Capacity of BGMEA and GoB to carry out monitoring without ILO support not yet established (3.2.5)
- 8,588 (31%) of MOU children have received education (UNICEF component)
- 2,035 (7%) of MOU children have received skill training. Over 50% of these are in skill training-related employment or in further education (3.2.3.1)
- 451 (1.6%) of MOU children's families have received micro-credit. They have experienced significant social and economic improvement and increasingly send their children to school (3.2.3.2)

6.2 Effective practices

1. Three party monitoring involving employers, the government and an independent organisation identifies child labour and verifies the status in factories and in the industry. (3.2.1.2)
2. Skill training to 13/14 year-old children and micro-credit to family members at the same time empowers the whole family and encourages the education of younger siblings (3.2.3.2).
3. Regular interactions by monitors with beneficiaries, both children and adult credit-receivers, to encourage and counsel them in their learning or their business activity, contributes to low drop-out rates and successful investments (3.2.3.2)

6.3 Lessons learnt

- Education and other rehabilitation interventions need to be ready to implement immediately when children are withdrawn from work and when they are moving from one assistance programme to another (3.1.2.1).
- Preparation and approval of project documents can take a long time, and where there is more than one implementing partner, are likely to take even longer. This can have serious consequences on the achievement of the project objectives (3.1.2.2).
- When there is no CTA or NPC, then ILO/IPEC should formerly put an alternative and effective project management structure in place. (3.1.3.2)
- If there is more than one organisation involved in implementation, there needs to be an effective steering committee or similar that continues in force at least until the final evaluation (3.1.4.1).
- Job counselling and the placement of trainees in appropriate work should be incorporated in the activities and objectives of skill training projects (3.2.3.1).

- Micro-credit programmes should be designed for 36 months, so that the third 12 monthly cycle of credit can be initiated before the project closes (3.2.3.2).
- Micro-credit receivers should be given entrepreneurship refresher training prior to receiving their second cycle of credit (3.2.3.2).

6.4 Recommendations

For BGMEA

- BGMEA should immediately pay their outstanding contribution to the MOU 2 project (3.1.5.2).
- BGMEA should provide a written description to the Partnership Project showing how it monitors the collection of the penalties, and a record of all fines levied and payments received since July 2000 (3.2.1.2).
- BGMEA should discuss and revise the level of the penalty so that it is an effective disincentive to employing child workers. This revision should take effect from January 2004 (3.2.1.2).
- BGMEA, with the support of the partnership project, needs to urgently explore options to maintain the child labour monitoring in the industry (4.1).

For ILO/IPEC

- ILO/IPEC should carry out a detailed study of the effect of family economic empowerment with awareness raising on the decision whether to send children to school or to work. The cost effectiveness of this approach could be compared with removal and rehabilitation programmes (3.2.3.2).
- When there are outstanding components of a project that is otherwise complete, ILO/IPEC need to ensure that appropriate technical staff are appointed and equipped to complete the commitments in a professional manner (3.2.6.1).
- ILO/IPEC should study the child labour situation and explore the possibility of working with the industry and the government to eliminate child labour in the knitwear and shrimp sectors (5.1).

For the Partnership Project

- The Partnership Project should provide advice to BGMEA on how to manage the child labour monitoring in all of their factories (4.1).

For ILO and for donors

- ILO and their donors need to review the cost-effective use of their resources (4.1).
- If the spirit of the MOU is to be maintained, then ILO/IPEC/donors should continue to provide skill training and micro-credit to MOU children and their families (4.2).

Appendix 1:

**Terms of Reference
For
Combined Evaluation
Of**

*Final
Draft*

**ILO/IPEC garment sector projects as part of the “Memorandum of Understanding” framework with
the Bangladesh Garment Manufacturers and Exporters Association (BGMEA)**

(Child labour in the Bangladesh garment industry)

(As part of framework for UNICEF-ILO/IPEC Joint Assessment of the “MOU project”)

Geographical coverage: **Bangladesh**
Projects covered:

Project n°	P.340.00.359.052	Budget	\$375,572.00
Start date	1-May-01	End Date	31-Dec-03
Title	BGMEA Phase III - Continuing the child labour monitoring and education components, and prepare for the integration into a broader project in the garment export industry in Bangladesh.		
Financing Agency	US Department of Labour (US DOL) BGD/000/52/USA		
Project n°	P.340.74.359.050	Budget	\$670,000.00
Start date	1-Jul-99	End Date	1-May-01
Title	Social partners' initiative: income and employment generation: extended component of the BGMEA-UNICEF MOU project.		
Financing Agency	Italian Social Partners Initiative (Italy) BGD/98/M01/ITA		
Project n°	P.340.74.359.070	Budget	\$760,548.00
Start date	1-Oct-99	End Date	
Title	Norad assisted integrated child labour rehabilitation component of the BGMEA-ILO-UNICEF MOU project		
Financing Agency	Government of Norway	BGD/99/M02/NAD	

Evaluation dates (indicative): August-October 2003
Date of preparation of the TOR: June/July 2003

I. BACKGROUND AND JUSTIFICATION

Background and Status of Programme

ILO-IPEC has undertaken several initiatives, known colloquially as “the BGMEA projects”, to address child labour in the garment manufacturing sector in Bangladesh. These include the following:

BGMEA Phase I (USDOL funded)	Verification and monitoring system for withdrawal and prevention
BGMEA Phase II (USDOL funded)	Mainstreaming the verification and monitoring system
BGMEA Phase III (USDOL funded)	Continuing the Monitoring and education component
BGMEA Extended component (Norway funded)	Rehabilitation component
BGMEA Extended component (Italy funded)	Income and employment generation

In 1994, a Memorandum of Understanding (MOU) was signed between ILO-IPEC, UNICEF and the Bangladesh Garment Manufacturers and Exporters' Association (BGMEA) to work together to phase out child labour in the garment industry in Bangladesh. The MOU was in part a response to a sudden removal of children from the garment factories as a result of external legislation, consumer concerns and threat of boycott that would seriously affect the export of garments. The effects of the sudden removal without rehabilitation or education facilities being in place to receive the children, demonstrated the need for managed and integrated action in addressing child labour. Following the MOU, a joint ILO, UNICEF, BGMEA project was set up.

In the initial project phase (Phase I) based on the MOU, ILO/IPEC took the lead in establishing the monitoring and verification system, while UNICEF concentrated on providing access to education. A system for disbursement of an allowance to compensate the families of the ex-working children was also put in place. As a result of the cooperation achieved with the industry, inspections showed a steady decrease in the number of factories employing children.

The second phase maintained the same components being implemented by ILO-IPEC under Phase I: (a) Monitoring and Verification system and (b) Income Replacement for ex-working children and their families through monthly stipends.

Two extensions of the basic programme, funded by separate donors, were initiated during Phase 2 to provide (a) skills training for 3,600 children and families and (b) access to micro-credit for 300 families, which included the successful ILO programme Start Your Business (SYB). These components were intended to demonstrate to children, their parents and local communities that investment in educated combined with employment-linked training has the potential to lead to better jobs and increased income. Vocational training, career information and guidance services have been provided to youth over the age of fourteen years.

In the third phase, the monitoring and verification system has been continued and proposals were developed for (a) mainstreaming the scheme by integrating it into the official labour and factory inspection system, and to this end various training activities were undertaken on child labour monitoring, fire safety, codes of conduct and labour inspection; (b) establishing a self-audit system for the garment companies, and (c)

exploring the possible transfer of the experience gained in the garment industry to other industries.

Linked to the ILO-IPEC projects but implemented by UNICEF, have been two components focusing on training and education. The aim of the first was to strengthen national and local training institutions by training local instructors and promoting networking and collaboration among training institutions and others. The aim of the second was to strengthen non-formal education and general education by improving schools and programmes operating during the first phase, and by development of educational and training materials focusing on the skills required to “learn how to earn”.

For each component implemented through ILO-IPEC, a number of smaller Action Programmes have been developed and implemented by governmental and non-governmental organisations. The commitment and involvement of those partners both in their respective Action Programmes and in the project as a whole has been crucial as it promotes sustainability, mainstreaming, and the opportunity to explore possible future approaches such as the self-audit scheme, transfer of the approach to other industries, and other sources of funding for income generation. The overall project concept of the MOU that links ILO-IPEC components with other non-ILO implemented components in a mutually supportive way is one of the strengths and hallmarks of the BGMEA model.

The UNICEF project is now closed. All “direct action” under the ILO-IPEC Phase 3 project has been completed and as of January 2002, been replaced by similar monitoring and verification activities under a new core labour standards project of ILO-DECLARATION. The Extended Components are moving toward completion within the next few months.

Background to Framework for Joint Assessment of “MOU” project:

Evaluations are now due for all of the projects. The evaluation of the BGMEA Phase III project (Transition of Monitoring and Verification System) was originally scheduled for April 2002 and evaluations of the two “extended components” are due in September 2002 and April 2003 respectively. The BGMEA project phase III has been extended until December 2003 in order to complete the evaluation.

Since UNICEF was also planning to make an assessment of its contribution to the MOU work, consultations between ILO-IPEC and UNICEF were held in March 2002 to assess the feasibility of some type of joint evaluation. These consultations led to the “Framework for Joint Assessment of the MOU projects”. This framework is attached in Annex 1. The intention was to set up a joint committee (JTAG) that would review plans and outputs for all BGMEA-related evaluations with a view to maximizing use of resources (e.g. contextual and background studies) and achieving consistency in methods and results. A further explanation of the rationale behind this joint assessment and the proposed methodology is available in separate annex to be supplied to the evaluation team.

The Florence Project on “Understanding Children’s Work”, the aim of which is to promote joint (ILO, UNICEF, World Bank) research on child labour, was initially interested in undertaking a contextual study that would clarify some of the “mythology” around the BGMEA project, and that would provide basic information on the socio-economic context from the viewpoint of the different parties involved at the time. This study would provide important background information that would aid in analysis of the evaluation and assessments of the ILO and UNICEF projects.

The main components of the joint framework were intended to be:

- A tracer study by UNICEF of the children who were removed from the garment factories and entered the special NFE schools. This would include some historical material relevant to UNICEF's involvement. Managed and funded by UNICEF.
- An evaluation of the monitoring and extended components implemented by ILO/IPEC, which while focusing on the recent phase of the "BGMEA" project and the whole extended components, would provide an overall evaluation of the complete BGMEA intervention by ILO/IPEC based on previous evaluations. Managed by ILO/IPEC and funded by project funds.
- A study of the economic dynamics, context and general background, including a compilation of existing information. Managed and funded by UCW.
- Overall assessment and synthesis by independent researchers. Managed and funded by UCW.

UNICEF has embarked on the work related to the tracer study of children who were removed from the garment factories and entered the special NFE schools. As of July 2003 the outcome of this work has not yet been shared within the Joint Framework.

While preliminary discussions have been held amongst the partners in the UCW, no further planning has been done for the study on the economic dynamics. The overall assessment and synthesis study will always intended to be done once the other components have been completed.

The following is the outline of the proposal for the evaluation of the monitoring and extended components implemented by ILO/IPEC.

Combined evaluation of ILO/IPEC implemented BGMEA related projects (Monitoring and Verification project, and the Extended Components on skills training and income generation)

After consultation with the management of the former IPEC project, of the new DECL project, and of the two expanded components as well as IPEC-DED, it was decided to propose a joint evaluation of all the BGMEA projects implemented by ILO/IPEC. Funding would come from pooling available project funds for evaluation for the three parts of the combined evaluation.

A combined evaluation would provide an opportunity for assessing links and synergies between components of the same overall programme in the context of the MOU, in addition to providing an evaluation of each of the components. By pooling the resources for evaluation in the three projects, sufficient resources are available to do both a normal comprehensive final project evaluation and an overall programme evaluation.

A proposal for a combined evaluation was submitted to the donors in mid-2002 and initial comments were received. The timing was to coincide with progress of the Joint Framework activities and the sufficient completion of all components. Approval of the combined evaluation and particularly the pooling of funding were made final in mid 2003.

The first two phases of the BGMEA project has been subject to evaluations with the main evaluation done in June 2000 which covered both phase I and phase II but not the extended components or the UNICEF implemented elements. A self-evaluation process for the whole project was carried out immediately before the June 2000 evaluation with external participation.

Several extensive progress reports have been produced for the project phase I and II, including regular progress reports for IPEC management and the donor as well as specific annual reports for partners and wider audience.

Action Programmes or sub-components within the projects have been subject to self-evaluations as per ILO/IPEC procedures.

II. SCOPE AND PURPOSE

Scope

The evaluation will cover the still ongoing components of the ILO/IPEC “MOU” (BGMEA) project as follows:

BGMEA Phase III (USDOL funded)	Continuing the Monitoring and education component)
BGMEA Extended component (Norway funded)	Rehabilitation component
BGMEA Extended component (Italy funded)	Income and employment generation

The time frame is the beginning of the three components (1999) until mid 2003. While some of the components will not have been formally completed by then, the main part of implementation has taken place so that an evaluation is justified.

As a combined evaluation it will cover as such the whole ILO/IPEC implemented part of the “MOU” framework, including all components and the sub-components such as Action Programmes.

Linkages to other non-ILO components of the MOU framework will be considered as appropriate, particular in terms of links with past, already completed ILO/IPEC implemented components. The evaluation will include a particular focus on the synergies and linkages between the components and take a holistic perspective. As such the evaluation is to be seen as both a specific evaluation of the listed components and as a “programme evaluation” of the whole BGMEA programme.

Purpose

The overall purpose is to document and evaluate the both the process and the achievements of the components in terms of changes brought about and strategic linkages. The focus should in particular be on the key aspects of the process and strategy followed to bring about the institutional changes.

The tracer study to be implemented by UNICEF as part of “joint framework assessment” is meant to provide information on the direct effect on target groups in the programme. The evaluator should explore that with UNICEF in Dhaka to see to what extent that is the case.

As a one of the earliest programmes on child labour “monitoring and verification systems” on child labour in formal industries, the programmes has had considerable attention and interest. It would therefore be important to have clear documentation of the main strategic process followed and the key events and factors crucial for implementation and institutional change.

The outcome of the evaluation will form the basis for further strategic planning and thinking on child labour monitoring systems and models. It should therefore document achievements; lessons learned and knowledge generated in relevant strategic areas for the purpose of Identifying possible strategies and models of intervention

II. ASPECTS TO BE ADDRESSED

As a evaluation, in principle the overall evaluation concerns of ILO should be addressed such as relevance, effectiveness and sustainability should be addressed (please see *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects*, section 1.2, November 1997).

The following are the broad suggested headings under which aspects can have been identified at this point for the evaluation to address.

Other aspects will identified and added by the lead evaluator as part of the development of the evaluation instrument in Stage 1 of the evaluation and as part of continued input from stakeholders. The development of the evaluation instrument will be in accordance with given purpose and in consultation with the Design, Evaluation and Documentation section of ILO/IPEC.

General question

- ❖ Whether recommendations from the June 2002 evaluation were followed up on?
- ❖ What the transition phase (Phase III/MOU2) was able to accomplished related to its stated objective, Specifically why did the project not follow-up on one of its objectives to develop and test a pilot system to track the social impact on children?

Monitoring component

- ❖ To what extent is the present labour conditions monitoring systems as part of the BGMEA (Declaration project) working based on the experiences from Phase 1?
- ❖ Is the incidence of child labour in garments factories still low?
- ❖ What is the likelihood of sustaining the present monitoring and verification system? Who would take over these responsibilities?
- ❖ What have been the BGMEAs and Ministry of Labour's role and responsibility toward the monitoring system? Has capacity of the MOL increased to conduct inspections in the garment and other industries?
- ❖ How replicable is the model for other sectors in Bangladesh?
- ❖ Assess monitoring of the schools: how easy/difficult was this to incorporate within the monitoring system? Was this monitoring as successful/efficient as the factor monitoring?
- ❖ Assessing why there was a low percentage of children identified through the monitoring being placed in schools, even when stapes had been taken to ensure that would not happen in Phase II and III. Please evaluate and assess the issue at length, taken into consideration findings from the UNICEF tracer study so that so that lessons can be drawn and used in current projects

Extended components

Final aspects to be addressed will be developed as part of evaluation instruments

III. EXPECTED SPECIFIC OUTPUTS OF EVALUATION

The expected outputs of the evaluation are:

- a. **An evaluation instrument (list of specific questions to be addressed)** that will identify the specific aspects to be addressed and areas of evaluation, and propose a specific methodology, including checklists, questionnaires and local data collection as an evaluation scheme
- b. **Evaluation tools and questionnaires as appropriate**, including any background notes and programmes for stakeholder evaluation workshop
- c. **An brief preliminary report or mission report with an annotated outlined** for the final report to be presented at an initial debriefing both in-country and
- d. **Evaluation Report** with first draft for review by stakeholders ready as per scheduled and second and final draft prepared based on consolidated comments from stakeholders
- e. **Presentation and participation in follow-up discussions** as agreed upon

The final report is expected to contain at a minimum the following

1. Executive Summary (max. 2 pages)
2. Documentation of project implementation process
3. Findings
4. Conclusions
5. Recommendations (including to whom they are addressed)
6. Areas of lessons learned, including possible model of interventions emerging
7. Potential good practices (experiences to be replicated elsewhere)
8. Annexes as appropriate including one on each of three individual components

The final report should clearly identify which findings, conclusions and recommendations relate to which component. As part of these TORs (but subject to separate contract) a sub-report will be prepared for each of the components of:

- I. BGMEA Phase III
- II. Social partners' initiative: income and employment generation: extended
- III. Norad assisted integrated child labour rehabilitation component

The total length of the report should be maximum 40 pages for main report, excluding annexes; additional annexes can provide background and details on specific components of the programmes/projects evaluated. All drafts and final outputs, including supporting documents, analytical output and raw data, should be provided both in paper copy and in electronic version compatible with either Word for Windows or WordPerfect.

Ownership of data from evaluation rest jointly with ILO-IPEC and the consultants. Use of the data for publication and other presentation can only be made with the agreement of ILO-IPEC.

The first draft of the report will be distributed to a list of key stakeholders, including donors. The second draft will be officially submitted to IL/IPEC DED who will submit it to ILO/IPEC management and to the donors. The final draft will be considered for editing and publication as part of ILO/IPEC's knowledge base.

As the "Framework for Joint Assessment" calls for a possible synthesis report, this final evaluation report will possible be used for such a synthesis report.

IV. PROPOSED METHODOLOGY

The following is the suggested methodology that can be adjusted by the evaluation consultant(s) in consultation with the technical focal point for the evaluation and the ILO/IPEC Design, Evaluation and Documentation section, if the research and analysis suggests changes and provided the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality. The evaluation instrument to be developed will contains any changes to the methodology.

1. Proposed Evaluation Process

Stage 1: Desk Review and Development of Evaluation Instrument	• Review of relevant previous progress report, evaluation reports and other studies • Briefing and key informant interviews with relevant ILO staff members • Review of any available literature collected as part of the other components of the “MOU Project” • Telephone discussion with USDOL as one of the key donors • Discussions on methodology with staff of DED • Preparation of evaluation instrument
Stage 2: In-country review	• In-country desk review • Participation as appropriate in mid-term evaluation of the related ILO Declaration project on labour standards in BGMEA • Consideration and analysis of the preliminary and/or final findings from the tracer study carried out by UNICEF (if available) • Stakeholder and key informant interviews • Presentation of preliminary findings and conclusions for consideration in the stakeholders evaluation workshop • Facilitation of stakeholder evaluation workshop • Preparation of notes from evaluation workshop • Data collection and analysis • Preparation of preliminary mission report and detailed annotated outline for final report
Stage 3: Debriefing and presentation of preliminary out line of report	• Debriefing to key stakeholders in Geneva • Discussion on preliminary outline • Revisions of preliminary draft
Stage 4: Preparation of First Draft	• Preparation of first draft • Circulation of first draft to stakeholders (by DED) • Consolidated comments prepared and sent to consultant (DED)
Stage 5: Preparation of Second and Final Draft	• Revise as appropriate the first draft based upon consolidated comments • Submit final draft to IPEC
Stage 6: Presentation of report	• Presentation at in-house workshop in Geneva • Participation in discussions on follow-up action

2. Composition of the evaluation team

The evaluation team will consist of a lead consultant and a national consultant.

Lead Consultant	
RESPONSIBILITY	PROFILE
• Design evaluation instrument • Manage the process of the evaluation • Guide the national consultant • Manage the workshop process • Prepare the preliminary report and annotated outline • Present preliminary report and annotated outline • Prepare first draft • Prepare second draft based on consolidated comments • Prepare and delivery presentations on the final report • Participate in discussions on follow up action	• Knowledge and familiarity with Bangladesh • Social Development expert • Evaluation expertise and experiences as team leader • Demonstrated team leader experiences • Proven analytical and drafting skills to highest international standard • Sensitive to political dimensions of development work and institutional perspectives on difficult and sensitive process • Preferable familiarity with evaluation of institutional changes and international aspects
National Consultant	
• Participate in the evaluation as member of the team and as assigned by the team leader • Assist the team leader in data collection and analysis • Support the team leader in interviewing key informants. • Support the facilitation of the workshop process • Provide national and local knowledge and input • Draft parts of the evaluation report as requested by the lead evaluator • Support to review of drafts	• Extensive knowledge of development in Bangladesh, preferable Child Labour and the Garment sector • Documented experience in evaluation to international standards, including working as part of or in support of an international evaluation mission • Previous experience with stakeholder workshops and preparation of background reports • Prior knowledge of ILO/IPEC an advantage • National and local knowledge • Research and analytical skills

A focal point has been appointed in the ILO office to support the evaluation. The focal point will assist in the following:

- Suggest implementing partners and other key informants to meet, including justification for why those have been proposed
- Suggest some key questions that could be addressed in the evaluation for evaluator to consider as possible relevant aspects to consider
- Make available as soon as possible copies of relevant documents such as AP Summary Outlines, progress reports and mid-term reports of Action Programme and/ or project
- Identify other relevant documents, including reports and material produced by implementing agencies and other partners
- Ensure full access to any documentations that the evaluator requests

3. Timetable and itinerary

The proposed time table is as follows

STAGE	• Time Period	• Output and Deadline
Stage 1: Desk Review and Development of Evaluation Instrument	• Work in Geneva 1 - 10 September	• Evaluation instrument by 9 September for review in IPEC and comments by 10 September
Stage 2: In-country review	• Initial desk review and link with ILO Declaration project mid-term evaluation team 22-26 Sep. • Further desk review, data collection and analysis 29 Sep. 10 Oct • Workshop (TBD) 2 days desk review	• Preliminary report and annotated outline to be submitted by 10 October prior to leaving Bangladesh
Stage 3: Debriefing and presentation of preliminary out line of report	• Debriefing in Geneva 13-Oct	•
Stage 4: Preparation of First Draft of Combined Report	• First draft 13 -24 Oct	• First draft by 24 October • Consolidated comments sent to consultant by 17 October
Stage 5: Preparation of three sub-reports	• 3 – 12 November	• First draft of sub-reports by 12 November
Stage 6: Preparation of Second and Final Draft of Combined Report and sub-reports	• Second drafts 17-21 Nov.	• Second and final draft of combined report by 24 November • Second and final draft of sub-reports
Stage 7: Presentation of combined report	• In Geneva 3 days (TBD, but probably at the end of November at mutually agreeable time	• TBD

4. Sources of information and Consultations

The following are the types of sources of information and consultations that the evaluation team can use

- o Programme Documents
- o Progress reports, Mid-terms and other relevant evaluation reports
- o Studies and other reports, including Rapid Assessment reports
- o SIMPOC material with relevant references
- o Reports and material from other organisations on programme/project
- o Country Programme Evaluations and other evaluations relating to programmes and project
- o Consultations and interviews with technical staff and relevant Desk Officers for countries
- o Site visits
- o Participatory exercise, stakeholder consultations
- o Secondary official and non-official records, studies, reports
- o Project/Programme monitoring system
- o Child Labour Monitoring Systems
- o Mission reports
- o Web-site
- o Meetings with other organisations working in same area
- o Outputs from linked elements of the Framework for Joint Assessment
- o Output from work on the tracer studies methodology as part of the BGMEA Phase II project
- o Relevant publications and studies related to BGMEA, including non-ILO studies

A List of stakeholders is will be prepared by the ILO/IPEC and ILO Office in Dhaka.

V. RESOURCES AND ADMINISTRATION

Resources

The following are the required resources:

- Lead consultant for 45 days
- International travel for initial desk review, in-country mission, debriefing and presentation
- DSA in Geneva and in-country DSA for International Lead Consultant
- Local expenses for travel and incidentals for evaluation team
- National consultant for 20 days
- Workshop expenditures (facilities etc.)
- Printing and other expenditures

The funding for the evaluation will be divided amongst the allocated evaluation funds for the three projects. A detailed budget is available separately.

Management

The evaluation team will report to the Design, Evaluation and Documentation section of ILO/IPEC on all substantive and management issues related to the evaluation process. ILO Office in Dhaka will provide logistical support. Technical experts in ILO/IPEC on Child Labour Monitoring will provide additional technical guidance.

Annex 1 (of appendix 1)

Framework for Joint Assessment of “MOU project” between UNICEF and ILO/IPEC

(Child labour in the Bangladesh garment industry)
6 March 2002

Elements of the Joint Assessment	Main Questions	By when	Who is responsible	Funding
Chronology	What were the main events? (factual)	Oct. 2002	UNICEF <i>Educ compile</i> JTAG <i>will review</i>	UNICEF
Compiling existing info	What is available? What are the gaps?	May 2002	UNICEF <i>(Materials relevant to</i> <i>Educ study</i> UCW JTAG	UCW
Study of the economic dynamics	What was the impact on the economy How dependent was the economy on one market, Cost effectiveness of protecting markets/grants Profit margins? Have they changed? What was the impact on the industry <u>How did the Bangladesh garment industry evolve?</u> How dependent was it on children Structure of the industry Where else are there similar export dynamics? Policing problems of the subcontractors <u>What was the impact on the child labour situation</u> Alternative (better) approaches What happened to the child labour market because of the garment industry, and child labour in industry (e.g. pushing them into informal sector?) What implications are there for future economic and industrial development How does this/did this feed into development and human resource policy	Start now, target finish: June 2003	UCW, Independent team JTAG	UCW

Elements of the Joint Assessment	Main Questions	By when	Who is responsible	Funding
Study of the private sector (?)	Political influence and affiliation Impact and response of the private sector How should the private sector be involved in this Lack of development & maturing of Bangladesh industry	2003	Independent institution JTAG	UCW
Study of the political dynamics	International factors Nature of the dialogue between US and Bangladesh parties Protectionism? Role of the embassy—connection with the UN agencies and others, with BGMEA Role of labour movement in US (1991) Who were the pressure groups, e.g. consumer groups? Who decided that the children would be <u>removed</u> ? Senator Harkin's role—soft target? Role of the UN agencies in offsetting hurt to kids Relationship to the social clause, WTO Use of the issue to smear international trade unions? Sanctions? Domestic factors Domestic trade unions—if they were stronger, would there have been child labour in the factories? Did this bias child labour action toward export and away from WFCL? Implications for minimum age legislation reform Implications for national child labour policy	Mid 2003	UCW Independent team JTAG	UCW
Evaluation of the process and impact on children of the monitoring component	How did this component articulate with others? Is it cost-effective, sustainable as a model Was this hazardous child labour, based on OSH Difficulties of age determination Did public attitudes change, realize that child labour was not OK, or harden Were the labour inspectors trained? Does govt now see it as their job? Is it self-enforcing? Interface with education sector—picked up in monitoring but not put into school?	Oct. 2002 Report due end 2002	ILO JTAG	Project funds

Elements of the Joint Assessment	Main Questions	By when	Who is responsible	Funding
Assessment (through a tracer study) of the impact on children and families from: - Education (incl. Stipends) component - Skills training component - Income generating component	What was the impact on children's educational attainment How was children's self-confidence affected, Has the child's status in family and community changed What was the effect on siblings (add the rest from list)	Oct. 2002	UNICEF, JTAG Results will be added to the following for the last 2 components	UNICEF
Evaluation of the process of the skills training & Income Generation components	How do these components articulate with others What is the process of implementation Who was involved? What was the cost-effectiveness of the approach?	Dec. 2002	ILO, JTAG	Project funds
Expanded quantitative study (if necessary & possible)	What proportion of garment children were affected by the garment worker crisis and of the various responses	2003	UNICEF, ILO JTAG	UCW
Overall assessment	Was it in the best interests of the children in the broadest sense (present and long-term)?	2003	Independent team	UCW
Synthesis	What was the nature of the agency organizational dynamics Would it have been better for each agency to have done separate projects Assessment of cross-cutting and interface issues	2003	JTAG	UCW

Appendix 2: Project objectives of the complete MOU 2 Project

Project Objectives, Indicators, Output and Activities – all components

4.1 ILO Component: Monitoring and Verification System

Immediate objective	Indicators	Outputs	Activities
1. The achievements of the monitoring system are maintained and expanded.	➤ All listed BGMEA members are included in the monitoring system. ➤ 90% or more of the planned monthly visiting schedule is performed. ➤ Awareness raising receives positive response by management when approached by monitors. ➤ Annual average of child labour using factories of maximum 5%. ➤ % of identified child workers enrolled in social assistance programmes.	1.1. Monitoring visits to BGMEA factories and to NFE centers conducted and reflected in monthly reports.	1.1.1. Discuss the role and participation of the GOB inspectors. 1.1.2. Organise monitoring schedules. 1.1.3. Conduct unannounced visits to the BGMEA factories (including new BGMEA members.). 1.1.4. Conduct monitoring visits to the NFE centres to check attendance 1.1.5. Prepare monthly monitoring reports.
		1.2. Identified child workers are enrolled in social assistance programmes.	1.2.1. Co-ordinate the enrolment of children identified in social assistance programmes.
		1.3. Monitors re-trained and able to use new performance procedures.	1.3.1. Design performance procedures for monitors. 1.3.2. Conduct training workshops for monitors.

4.2 UNICEF Component: Non-Formal Education and other Social Assistance

Immediate objective	Indicators	Outputs	Activities
2. Appropriate education and skills training is offered to child workers through Learning Centres.	➤ Present number of 49 Learning Centre premises is kept open. ➤ Average time of enrolment of identified child worker into the learning centre (target: less than 10 working days from the factory visit). ➤ Number of ex-child workers that completed grade V. ➤ Monthly enrolment rate of newly identified ex-child workers (target: increase compared to MOU-1 project period.)	2.1. The current and new students are offered to continue and complete their Non-Formal Education (NFE) up to grade V at the existing MOU-Learning Centres.	2.1.1. Contract NGOs (BRAC, GSS) to manage and run the Learning Centres. 2.1.2. Include life skills component in Education.
		2.2. Plan outlined for the future role of each of the Learning Centres.	2.2.1. Undertake mapping of the Learning Centres, their location in relation to the target group, their local community, and prospective institutions for sustainable operation.

4.3 ILO Extended Component: Skill Training, Micro Credit and other Social Assistance (supported by Italian Social Partners' Initiative and NORAD)

Immediate objective	Indicators	Outputs	Activities
3. Social protection is offered in the form of skills training and income compensation.	➤ Number of trainees that gained new skills. ➤ Number of ex-child workers placed in jobs according to their training. ➤ Opinions of key stakeholders on the viability of income compensation schemes.	3.1. Skills training provided to the already enlisted skill learners and newly identified child workers.	3.1.1. Identify the learners and select the relevant skills training programmes to match their interests and needs. 3.1.2. Contract skills training providers. 3.1.3. Encourage their job placement after completing the programmes.
		3.2. Selected number of ex-child workers received specialised skills training to find re-employment (i.e. in garment sector) and better career development opportunities.	3.2.1. Prepare a policy paper between the funding and implementing agencies. 3.2.2. Finalise contract between BGMEA and service providers to provide specialised skills training to the former child workers.
		3.3. Alternatives to instant income compensation, (to attract child participation in the Social Assistance components) identified.	3.3.1. Conduct a study on instant income compensation alternatives to stipends. 3.3.2. Discuss the results with the MOU partners and the implementing agencies.

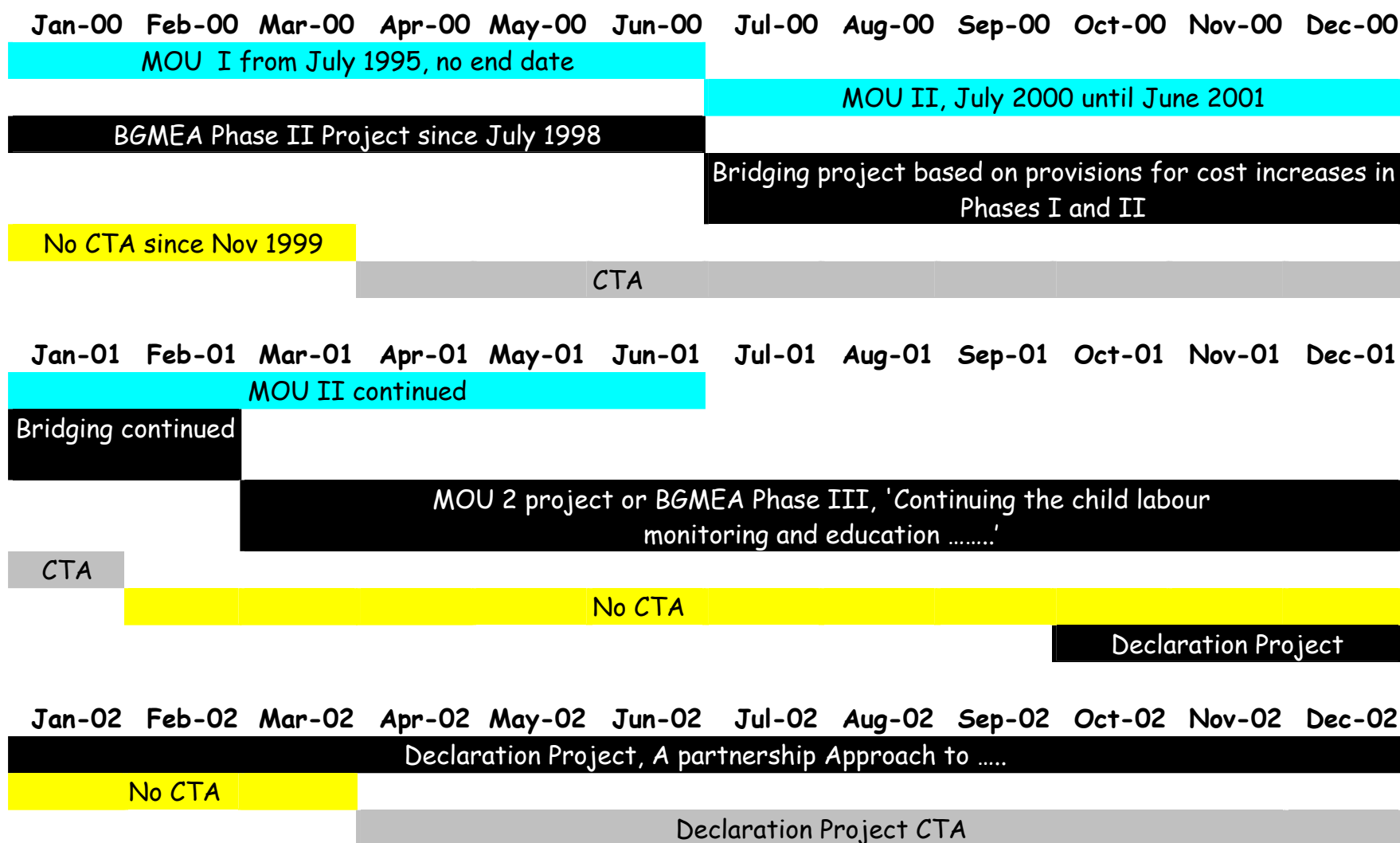
4.4 Preparation of the hand over

Immediate objective	Indicators	Outputs	Activities
4. The monitoring and verification system is included as an integral part of a new project covering labour relations and working conditions.	➤ The monitoring and verification system is included as a chapter in the project document.	4.1. A project document to cover labour relations and working conditions (maintaining child labour as one of the issues for monitoring) is prepared.	4.1.1. Set up a new project management, including monitoring management, by June 2001. 4.1.2. Size down the ILO monitoring team by June 2001. 4.1.3. Finalise TOR for the Project Steering Committee. 4.1.4. Conduct participatory workshops for the planning and design of the new project document.
5. BGMEA is prepared to handle the monitoring system without external technical assistance.	➤ % of BGMEA staff in total management staff of the monitoring system. ➤ Capacities available in BGMEA's Assistance Cell. ➤ Opinions of BGMEA key staff on internal capacity to handle the monitoring system.	5.1. A manual on child labour monitoring system is developed.	5.1.1. Identification of consultant for manual preparation 5.1.2. Participatory workshops for the definition of the manual contents. 5.1.3. Preparation and edition of the manual.
		5.2. BGMEA staff trained.	5.2.1. Training of BGMEA staff on operational techniques of project management including database management system and reporting.
		5.3. An Assistance Cell is set up at BGMEA.	5.3.1. Negotiation with BGMEA. 5.3.2. Training of BGMEA officials.

4.5 ILO Component: Project Management Procedures are Optimised

Immediate objective	Indicators	Outputs	Activities
6. Implementation of the project improved through the strengthening of its management and the gathering of relevant information on ex-child workers.	➤ Reduced time lag to transfer and process information among the operating agencies. ➤ Number of child workers tracked.	6.1. Inter-agency collaboration is fully operational.	6.1.1. Review the working procedures among various agencies. 6.1.2. Negotiations with agencies involved.
		6.2. A pilot system to track the social impact on ex-child workers who have benefited from one or more of the components of the project.	6.2.1. Prepare a concept paper on examining social impact on ex-child workers and their families. 6.2.2. Propose a system to track the social impact of ex-child workers and their families' one year after having been assisted by one of the project components. 6.2.3. Pilot run of a tracking system with a selected number of children and families.
		6.3. Operation manual describing the overall strategic framework of the project and the monitoring and verification system.	6.3.1. Identify various elements of the manual. 6.3.2. Conduct case studies and analysis of various elements (social assistance, monitoring system and procedures, role of stakeholders' etc). 6.3.3. Prepare a draft manual in collaboration with stakeholders. 6.3.4. Review and finalise the manual for publication and dissemination.

Appendix 3: Timeline of MOUs, approved projects and CTAs



Appendix 4a: Percentage of BGMEA factories in different categories

Year	Number of factories	% in group A	% in group B	% in group C
1995				
1996				
1997	1778	41.17	46.40	12.43
1998	1905	63.31	30.71	5.98
1999	1925	82.30	15.30	2.40
2000	2215	82.30	13.20	4.50
2001	2265	89.10	9.00	1.90
2002	2283	90.90	6.90	2.2
2003	2281	92.20	6.36	1.44

Source: BGMEA Project Database

Appendix 4b: Percentage of BGMEA factories employing child labour

Year	Number of factories	Number of factories employing child labour	%
1995			
1996			
1997	1,778	451	25.36
1998	1,905	315	16.53
1999	1,925	176	9.14
2000	2,215	255	11.25
2001	2,265	151	6.66
2002	2,283	72	3.15
2003	2,281	22	0.96

Source: BGMEA Project Database

Appendix 4c: Monitoring results

Year	Visits	With no child labour		With child labour		Temporarily closed		Number of children
	Number	Number	%	Number	%	Number	%	
1996	2,189	1,190	54.36	678	30.97	321	14.67	5,770
1997	5,643	4,592	81.38	652	11.55	399	7.07	3,057
1998	7,681	6,407	83.41	408	5.31	866	11.28	1,240
1999	7,373	5,955	80.80	225	3.0	1,193	16.20	534
2000	8,079	7,157	88.59	366	4.53	556	6.88	908
2001	8,249	6,923	83.93	194	2.35	1,132	13.72	428
2002	7,076	5,960	84.23	76	1.07	1,040	14.70	155
2003	6,659	5,971	89.67	24	0.36	664	9.97	48

Notes:

- 2003 until 30.09.2003

Source: BGMEA Project Database

Appendix 4d: Rates of enrolment of child workers at different times

Date	Notes	Number identified	Number enrolled	%
August – November 1995	Initial survey	9,546	2,241	23.5%
December 1995 – September 1996	Interim monitoring	6,468	505	7.8%
October 1996	Intensive child collection drive	5,674	3,308	58.3%
November 1996 – December 1997	Ongoing monitoring	3,153	200	6.34%
January – December 1998	Ongoing monitoring	1,240	180	14.52%
January – December 1999	Ongoing monitoring	534	70	13.11%
January – December 2000	Ongoing monitoring	908	119	13.11%
January – December 2001	Ongoing monitoring	428	94	21.96%
January – December 2002	Stipend stopped. ILO Partnership Project responsible for schools	155	56	36.13%
January – September 2003	No stipend. ILO Partnership Project responsible for schools	48	14	31.25%
-	MOU children self-enrolled		1,800	
Total		28,154	8,588	

Source: BGMEA Project Database

Appendix 4e: MOU children that have received skill training

Project responsible	Approximate date	Number of MOU children
UNICEF	1998/99	1,106
H&M	1998/99	113
ISPI	2000 - 2003	590
NORAD	2000 - 2003	226
Total		2,035

Note: Both ISPI and NORAD provided skill training to more children, but the others were either siblings of MOU children or other working children.

Sources: BGMEA Project reports, ISPI and NORAD Project reports

Appendix 5a: Model for effective skill training programme - an output from the Stakeholders Evaluation Workshop.

1) Participants selection of the trade:

- i) Survey/ fact finding of job market (within the city)
- ii) Trade selection as per demand
- iii) Selection of non-hazardous trades
- iv) Courses should not be lengthy

2) Selection of participants

- i) Age 13+
- ii) Education level minimum class-V
- iii) Physical fitness
- iv) Personal interest
- v) Selection of trade in consultation with parents
- vi) Financial status of the family
- vii) Written and Aptitude test

3) Development of the Curriculum:

- i) On the basis of the requirements of employers
- ii) Discussion with trainees
- iii) Curriculum should be considered for the target group
- iv) Curriculum should be composed of practical, theoretical and industrial attachment for three months
- v) Job counselling
- vi) Extra curricular activities
- vii) Occupational Health and Safety training
- viii) Testing and Certification
- ix) Review of Curriculum minimum once a year

4) Training facilities:

- i) Adequate floor space as per requirement of the Curriculum
- ii) Tools and equipment should be sufficient
- iii) To ensure positive environment
- iv) Well trained and qualified teachers and trainers
- v) First aid facilities

5) Timing & duration of the training:

- i) Minimum 20 training hours per week
- ii) Time- suitable for the trainees and the training centre
- iii) Course duration 9 months to 15 months (including industrial attachment)

6) Support & allowances to the participants:

- i) Transport/conveyance allowances
- ii) Tiffin
- iii) Attendance incentives- e.g. minimum 80%
(cash and kind i.e. Books/Prizes/Gifts etc.)

7) Keeping dropout rate very low:

- i) Regular monitoring**
- ii) Motivation of trainees through counselling
- iii) Awareness of parents through counselling

- iv) Follow-up and home visit (if necessary)
- v) Rapport build-up with the trainees

Appendix 5b: Model for an effective micro-credit programme - an output from the Stakeholders Evaluation Workshop.

Selection of Participants-

1. Target group:

- Adult family members of the working children who have received skill training under ILO project
- Others (Informal sector+ MOU children's families)

2. Pre-requisite conditions

- (Both illiterate and semi literate individuals)
- Age between 18 to 50 years
- Physical fitness
- Tk. 500 - 5000/- income per month
- Willingness
- Good moral character

3. Curriculum

Characteristics:

- i) SLE based (Structural Learning Experience)
- ii) Picture demonstration
- iii) Dummy money
- iv) Confidence building
- v) Individual Business Plan
- vi) Market survey
- vii) Family counselling

Module:

- i) Competency development
 - ii) Person- project matching
 - iii) Business plan preparation
 - iv) Business Plan presentation
- * For literate: Handout based

4. Facilities

- i) Conveyance allowances
- ii) Food allowances
- iii) Daily allowances (wage compensation)
- iv) Venue- suitable
- v) Day care facilities
- vi) First-Aid facilities

5. Timing & duration:

Time: 9 a.m. to 4 p.m.

Duration: 8 (6+2) days

* 6 days Entrepreneurship Training

* 2 days Micro credit Management Training

6. Support Required:

ILO:

1. Based on selection criteria the project will select preliminary members
2. The project (in collaboration with SIBL) will conduct a survey on selected members which will be submitted to SIBL.
3. ILO & SIBL will jointly form credit clusters
4. ILO will monitor the clusters regularly

SIBL:

1. Jointly select beneficiaries to form credit cluster as per criteria
2. Providing credit
3. Loan recovery and maintain financial records.
4. Counselling

Training provider:

1. Planning training schedule
2. Training delivery

NGOs:

1. Provide support in selecting right beneficiaries

7. Refresher course:

Half-Yearly course (2 days)

Appendix 6: People, groups and organisations consulted

Ministry of Labour and Employment

Md. Shafiqur Rahman Bhuiya, Deputy chief (Planning)

Ministry of Expatriate's Welfare and Overseas Employment

Syed Md. Nurul Islam, Joint Secretary

Bangladesh Garment Manufacturers & Export Association

M Jinnat Ali Mian, Second Vice President

Md. Luftor Rahman, Director

Pradip Kumar Kundu, Additional Secretary, Social Sector Development

A N M Saif Uddin, Director

Sk. Jenefer K Jabbar, Barrister

S M Sayeed Mahmood, Deputy Secretary

Bilash Sharafuddin, Monitor

Bureau of Manpower and Training

Syed Md. Nurul Islam, Director General

Ahsan Habib, Director, Training

Department of Labour

Md. Shamsur Rahman Khan, Director

Department of Inspection for Factories and Establishments

Farida Khatoon, Assistant Chief Inspector

Md. Faridul Islam, Labour Inspector

Other Projects

James Jennings, Chief, Child Development and Education Section, UNICEF

Ruby Q Noble, Team Leader, BEHTRUC Project, UNICEF

Syedul Hoque Milky, Project Officer, BEHTRUC Project, UNICEF

Ronald E Berghuys, CTA, Prevention and Elimination of Child Labour in the Urban Informal Sector, ILO

Sujeewa Fonseka, CTA, Elimination of the Worst Forms of Child Labour, ILO

Rafique Uddin Ahmed, National Programme Coordinator, A Partnership Approach to Improving Labour Standards in the Garment Industry, ILO

ILO Monitors in Dhaka and Chittagong (12 No.), A Partnership Approach to Improving Labour Standards in the Garment Industry, ILO

AT Siddique, ex-Executive Director, Shishu Adhikar (Child Rights) Forum

Donor representatives

Michelle LaBonte, First Secretary, Embassy of the United States of America

Øystein Lyngroth, Second Secretary, Royal Norwegian Embassy

Ami Thakkar, USDOL International Child Labour Programme (by 'phone)

Kevin Williams, USDOL (by 'phone)

Garment manufacturers and employer's representatives

A K M Aminul Bahar, AGM, Crescent Star Ltd, Mirpur

Niaz Ahmed Jaber, General Manager, M&J Group

Shamima Rahman, ISO Implementation, Welfare Officer & Training Coordinator,
Babylon Group

Syed G Mustafa, Deputy Managing Director, fashion Gears Ltd

Sarfraz Mehedi Anwar, Director, Lyric Group

Mortuza Ali, Director, Fashion Products Ltd, Chittagong

Buyer's representatives

Md. Razaul Karim, Vendor Compliance Officer, Gap Inc

Pierre Schmitz, The Cotton Group

Trade Union representatives

**Nazrul Islam Khan, General Secretary, Bangladesh Jatiyabadi Sramik Dal (by
'phone)**

Skill training providers

Aftab Uddin Ahmed, Executive Director, Underprivileged Children's Educational
Programs

Mohd. Habibur Rahman, Divisional Coordinator, Underprivileged Children's
Educational Programs

Borhan Uddin, Micro Institute of Technology

Md. Atiar Rahman, Manager (Training), MAWTS

Employers of skill training graduates

A K M Aminul Bahar, AGM, Crescent Star Ltd, Mirpur (Garment manufacturer)

Kh Sayeedur Rahman, Manager, Power Fair Ltd, Mirpur (Electronics)

Social Investment Bank Ltd

Tarikh Morshed, Assistant Vice President

Education providers

Giasuddin Sarkar, Project Coordinator, GSS

Shahadat Hossain, Field Coordinator, GSS

Eram Marium, Director, BRAC Education Programme

Khondoker Ariful Islam, Senior Regional Manager, BRAC Education Programme,
BRAC

MRC Mode

Tawfique Ahmed, Executive Director

Tarik Hasan, Research Executive

ILO Country Office

Gopal Bhattacharya, Director

AFM Jamiluddin, Programme Officer

MOU 2 Project

Christian von Mitzlaff, ex-CTA

Saidul Islam, ex-Team Leader

Child Labour Rehabilitation Project (NORAD), ILO

Shireen Luftunnessa, Project Coordinator

Shamim Ahmed, Credit Monitor

Mashuda Begum, Credit Monitor

Jamal Uddin Ahmed, Credit Monitor

Md. Shahabuddin Miah, Programme Assistant

Italian Social Partners Initiative Project

Ayesha Doza, Programme Coordinator

Shamima Helal, Micro-Credit Assistant

Local stakeholder groups and representatives

Skill training graduates, Narayanganj (20 girls, 3 boys)

Credit cluster group (18 women) and SIBL representative, Naranganj

Credit recipients in their place of business, Mirpur (4 women in different businesses) and the SIBL representative

Skill training graduates working in garment factory, Mirpur

Credit recipients in their place of business, Chittagong (2 men in different businesses)

Credit cluster group (4 women, 2 men) and SIBL representative, Chittagong

Skill training graduates, Chittagong (33 girls)

Credit recipients in their place of business, Savar (2 women in different businesses)

Credit cluster group (16 women, 2 men), Savar

Skill training graduate (boy) in place of business, Mirpur

Stakeholders Workshops

Presentation and discussion on findings of Final Evaluation – see list

ILO, Headquarters, Geneva

Peter Wichmand, Senior Evaluation Officer, Design and Evaluation Section, IPEC

Naomi Asukai, Evaluation Officer, Design and Evaluation Section, IPEC

Sherin Khan, Programme support, Asia, IPEC

Bharati Pflug, Technical Support Officer, Impact Assessment, IPEC

Simrin Singh, Country Support Desk Officer for South Asia, IPEC

Geir Myrstad, Head of Programme Support, Reporting and Resource Planning, IPEC

Susan Gunn, Coordinator of Hazardous Work, IPEC

Tuomo Poutiainen, Child Labour Monitoring System, IPEC

John Ritchotte, Declaration Team

Independent consultants

Marcia Hamilton, Consultant for the production of the BGMEA Monitoring Manual (by phone)

Gabriele Stoykov, Evaluation Team Leader for the BGMEA Declaration Project

**LIST OF PARTICIPANTS ATTENDED THE ILO STAKEHOLDERS
WORKSHOP FOR COMBINED EVALUATION OF THE ILO/IPEC
GARMENT SECTOR CHILD LABOUR PROJECTS IN BANGLADESH**

8 – 9 October 2003 held at the BRAC Centre Inn Auditorium

Mr. Md. Shafiqur Rahman Bhuiyan, Deputy Chief (Planning), MOLE, GoB
Mr. Kabir Ahmed Choudhury, Deputy Director of Labour, Directorate of Labour, GoB
Mr. Sujeewa Fonseka, Officer-in-Charge, ILO Country Office
Mr. Md. Lutfor Rahman Matin, Director, BGMEA, Dhaka
Mr. Pradip Kumar Kundu, Additional Secretary, BGMEA
Mr. S. M. Sayeed Mahmood, Deputy Secretary, BGMEA,
Mr. Md. Abul Hossain, Monitor, BGMEA
Mr. Md. Sayed Ali Shaikh, Monitor, BGMEA
Mr. Md. Shahed Ali, Deputy Chief Inspector (Engg.), Department of Inspection of Factories and
Establishment, Government of Bangladesh, Dhaka
Dr. Syed Abul Ehsan, Inspector of Factories (Medical), GoB
Ms. Simone Vis, Project Officer, UNICEF, Dhaka
Mr. Syeed Milky, H.T.R. Project, UNICEF, Dhaka
Mr. Md. Hafizur Rahman, Regional Manager Bangladesh Rural Advancement Committee
Mr. Md. Giasuddin Sarker, Senior Coordinator, Education Programme, GSS
Mr. A.K.M. Khorshed Alam, Chief Instructor, Bangladesh-German Technical Training Centre
Mr. Ahmad Ziaul Karim, Principal, Technical Training Centre, Mashkanda, Mymensingh
Mr. M. Khairul Bashar, General Manager, Micro Industries Development Assistance
and Services (MIDAS), Dhaka
Mr. M. Alauddin, Assistant General Manager, MIDAS, Dhaka
Mr. A. B. M. Sajjad Hossain, Bangladesh Institute of Labour Studies, Dhaka
Mr. Md. Atiar Rahman, Training Manager, Mirpur Agricultural Workshop & Training School
(MAWTS), Dhaka
Ms. Kamrunnahar, Proprietor, Audrija Handicrafts, Dhaka
Mr. Sazzad Hossain, Vice Principal, Technical Training Centre, Dhaka
Brig.Gen.Aftab Uddin Ahmad (Retd.), Executive Director, UCEP,
Ms. Yasmin Chamely, Instructor, Technical Training Centre, Mirpur 1, GoB
Mr. Tarik Morshed, Assistant Vice President, Social Investment Bank Limited (SIBL), Dhaka
Mr. Tarik Hasan, Research Officer, MRC MODE Limited, Dhaka
Dr. Rafique Uddin Ahmed, National Project Coordinator, ILO – BGMEA Partnership Project
Mr. Mr. Md. Aminul Hasan, Field Coordinator, ILO – BGMEA Partnership Project
Mr. Md. Motiur Rahman, Monitor, ILO – BGMEA Partnership Project
Md. Billal Hossain, Field Coordinator, ILO – BGMEA Partnership Project
Ms. Selina Akhtar, Monitor, ILO – BGMEA Partnership Project
Mr. Ronald E. Berghuys, Chief Technical Adviser, ILO BGD/00/P01/NET
Ms. Nasmeen Ahmed, Coordinator, Support Programme, ILO – IPEC BGD/00/P01/NET
Ms. Ayesha Doza, National Project Coordinator, ILO ISPI Project
Ms. Shamima Helal, Credit Monitor, ILO ISPI Project
Ms. Shireen Lutfunnessa, National Project Coordinator, ILO NORAD Project
Mr. Shamim Ahmed, Credit Monitor, ILO NORAD Project
Ms. Mashuda Begum, Credit Monitor, ILO NORAD Project
Mr. Jamal Uddin Ahmed, Credit Monitor, ILO NORAD Project
Dr Sumaiya Khair, Consultant, Combined Evaluation, Dhaka
Mr. Keith Jeddere-Fisher, Consultant, Combined Evaluation, United Kingdom

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Tarango, MAWTS, Singer
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