



Oxford Policy Management

# **Evaluation of the Responsible and Accountable Garment Sector Programme**

Final Report

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## Preface / Acknowledgement

Our thanks are due to DFID for providing generous support to our review team. DFID has shown commitment to transparency throughout the evaluation process, including access to staff and programme documentation.

Our thanks also go to the Fund Manager, Maxwell Stamp Public Limited Company (PLC), for their time spent with the team and their support in arranging documentation for review, the on-line questionnaire and in-country support.

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## Executive Summary

### Final Evaluation of the Responsible and Accountable Garment Sector Challenge Fund

The Responsible and Accountable Garment Sector Challenge Fund (RAGS) was designed by the Department for International Development (DFID) to support projects aimed at improving conditions of vulnerable workers in the ready-made garment (RMG) production sector. DFID provided support to RAGS through a challenge fund mechanism managed by Maxwell Stamp Public Limited Company (PLC). From 2010 to 2013 RAGS supported twelve projects in four countries, India, Bangladesh, Nepal and Lesotho, by providing matching grants to organisations concerned with labour conditions in the garment sector in developing countries. Grantees included private businesses, trade unions and members of both ethical and fair trade movements. The total amount of grant funding provided by DFID was £2.853 million. The objective of the programme was to contribute to the goal of responsible, ethical production as the norm in the RMG production sector supplying the United Kingdom (UK). The expected outcome of the programme was that RAGS would act as a catalyst to better working conditions in garments industries through the identification and development of scalable and replicable interventions in key labour areas.

DFID commissioned Oxford Policy Management Ltd. (OPM) to undertake an independent final evaluation of RAGS to the Organisation for Economic Co-operation and Development (OECD)/Development Assistance Committee (DAC) standards. The OECD/DAC standard provides a framework whereby an assessment is carried out in five areas, relevance and rationale; effectiveness; efficiency; results and impact and sustainability. In addition, the evaluation considered what would have happened in the absence of RAGS, and what lessons can be learnt in respect of future DFID programming and for wider interest.

### Methodology

Our evaluation of RAGS involved reviewing both the operation of the challenge fund as a facility for funding projects, and the aggregated performance of the projects funded. This required articulating the intervention logic for the facility as a whole, as well as for each of the individual funded projects. Consequently, the evaluation of RAGS was carried out on two levels:

- Level one - A high level review of the intervention logic for the facility and the programme's Theory of Change (ToC); an assessment of the governance and management arrangements as a mechanism for funding individual projects with an emphasis on the provision of Value for Money (VfM); and the fitness for purpose of arrangements for achieving RAGS' stated objectives.
- Level two – A detailed review using a mixed method approach to assess five funded projects (two of which were carried out in greater depth through country visits) and a document review of the remaining six completed projects, one project having been cancelled. The detailed review comprised a desk-based document review and quantitative data analysis; field visits to India and Bangladesh to conduct semi-structured interviews with project staff, factory staff and workers, broader industry stakeholders and DFID; an on-line questionnaire to all RAGS grantees; meetings with a variety of stakeholders in the UK and a retrospective construction of a ToC for each project. The level two analysis of the remaining completed projects was desk-based supplemented by an on-line questionnaire. No systematic survey work was undertaken.

Based on the level one and two analyses an overall synthesis/evaluation was conducted.

## Key Findings and Recommendations

Table 1 provides the overall assessment against the OECD/ DAC evaluation criteria for both level one (facility) and level two (funded project) reviews. The assessment is against a five point scale<sup>1</sup>. The assessment of each of the funded projects has been used as the basis for constructing an overall project assessment, using a simple model that weights each question under the evaluation areas equally and all completed projects equally.

**Table 1 Level One and Two Assessments**

Level One and Two Assessments		
Evaluation areas	RAGS as a facility	Funded projects
Relevance and Rationale	3 Partly achieved	1.62 Achieved
Effectiveness	3 Partly achieved	2.41 Partially achieved
Efficiency	2 Achieved	2.71 Partially achieved
Results and impact	4 Not yet achieved	2.48 Partially achieved
Sustainability	4 Not yet achieved	3.09 Partially achieved

### Relevance and Rationale

The RAGS facility and its funded projects were assessed as “partly achieved” and “achieved” respectively.

At the facility level:

- **To what extent was RAGS suited to the priorities and policies of DFID, the UK garment ethical trading initiatives, garment producing countries and target beneficiary groups?** Overall, alignment on DFID priorities was strong. The DFID consultation process was satisfactory and suitable for a small programme. In general, the focus on intended beneficiaries was strong.
- **Were the activities and outputs of RAGS consistent with the intended impacts and effects?** The activities and outputs were partly relevant to the expected outcome of the project “*RAGS acts as catalyst to better working conditions in garments industries through the identification and development of scalable and replicable interventions in key labour areas*” but they were remote from the stated overall impact of the programme of “*responsible, ethical production is the norm in the garment sector supplying the UK*”. There was little evidence of innovation in the projects selected for funding. Balanced against this, funded projects can be clearly identified against the intended intervention areas.

And at the project level:

- **Were the activities and outputs of the funded projects consistent with the intended impacts and effects?** RAGS funded projects provided at least one initiative in each of intervention areas outlined in the initial project design. All eleven completed projects were found to be adequately designed, well adapted to the country context, and the majority were rated, against the relevance criterion, as closely focused on the intended beneficiaries.

### Effectiveness

The programme facility and its funded projects were assessed as “partially achieved” from the viewpoint of effectiveness.

At the facility level the evaluation assessed:

<sup>1</sup> Where 1 is significantly achieved, and 5 substantially not achieved.

**To what extent do the monitoring and evaluation arrangements provide information to measure results / performance / outcome and outputs?** The logframe measures selected to represent the outcome failed to capture the evidence of RAGS acting as a catalyst and the replication aspect. The measures were selected retrospectively from funded projects, and not all of those related to the stated outcome. The monitoring and evaluation framework did not use indicators that might have allowed an assessment of the desired outcome.

**To what extent did the processes, procedures and practices of the facility provide evidence of VfM (effectiveness)? To what extent were funded projects designed and conducted to focus grant funding on the intended beneficiaries (VfM equity)?** DFID and the Fund Manager both performed adequately against VfM effectiveness and equity benchmarks, demonstrating best or good practice against the majority of challenge fund process opportunities with few practices rated as below acceptable.

At the individual project level:

**Were the intended results identified appropriate and have they been met to the extent expected?** The evaluation scores most projects as “achieved” or “partly achieved” for both delivering their intended outcomes and for providing robust logframes for measuring outputs. RAGS output indicators, selected from a variety of funded projects, were largely achieved. In India, some projects deviated from the implementation plans initially specified. As a result of these changes the original logframes have not provided an accurate measure of effectiveness. Several projects have been effective in improving selected workers’ situations but have not obtained the scale of impact originally designed. In Bangladesh, the activity performance of projects is rated as good. There is anecdotal evidence that RAGS contributed to women’s economic empowerment at the individual project level, but these effects were confined to the workplace. There was little evidence available to assess the different approaches taken by grantees to improve beneficiary skills but informal settings and interactive sessions are all techniques which seem to have been memorable for participants.

## Efficiency

The evaluation assessment of the facility was “achieved” and at the funded project level “partially achieved”.

**Were the RAGS activities economic and efficient?** DFID’s performance overall from a VfM (economy) process perspective was considered good to excellent and the Fund Manager’s performance mixed, but overall was assessed as adequate. From a VfM (efficiency) process perspective, both DFID’s and the Fund Manager’s performance is rated as adequate.

**Were the objectives achieved in a timely manner and what were the major factors influencing the achievement or non-achievement of the objectives?** Individual grant projects in general, took longer to realise than initially agreed. The extension of many of the projects, with additional grant funding was aimed at both achieving additional results and reinforcing outcomes in the case of others.

**Was RAGS implemented efficiently compared to alternatives, and how did sharing risk (financial and otherwise) with private sector partners influence the interventions?** There was no business case for RAGS and it is impossible to determine what alternatives might have been considered to achieve the same end, although some discussion in the project memorandum ruled out existing challenge funds because of their rules of engagement. It is unlikely that the cost of attaching the RAGS agenda to another challenge fund would have been more economic, given the VfM economy analysis. In terms of risk and cost sharing, the evaluation found that the Non-Governmental Organisation (NGO) projects would not have proceeded at the scale achieved without alternative funding and that available non-DFID funding was limited. However, the decision

to award additional grants to the majority of existing grantees represents relatively poor VfM (economy) from a process perspective.

At the individual funded project level:

**Were the objectives achieved in a timely manner and in line with the level of resources envisaged?** All RAGS India projects struggled with initial stakeholder engagement including those that scaled up or expanded into new areas but they largely completed their activities as planned. In Bangladesh, the findings were mixed.

## Results and impact

The evaluation assessment of the result and impact review at the facility level is “not yet achieved” and at the funded project level as “partially achieved”. The evaluation questions asked:

**What has happened as a result of RAGS?** Indicators chosen for the outcome and outputs were largely achieved. The evaluation found gaps in the ToC logic chain especially between outcome and impact. As a result, RAGS funded some project activities that did not contribute to the desired impact, namely that responsible, ethical production is the norm in the garment sector supplying the UK. At the funded project level, although project planned activities were largely carried out and individual funded project targets met, expected outcomes of those projects were only partially achieved. Although there is evidence of a move towards ethical production for the UK garment market, this cannot be attributed to RAGS.

**What real difference has RAGS made to the beneficiaries?** It is difficult to assess the outcome of RAGS due to a combination of a lack of quantitative performance data on several projects especially baseline and endline data with the focus on qualitative lessons learnt, which prevents aggregation. Projects largely achieved the agreed indicators on the number of beneficiaries targeted and reached but in many cases there was a lack of follow-on assessment of the subsequent impact. This impact is difficult to measure and in most cases cannot be attributed given external factors. Third party verification was not adopted and indicators were changed in some cases without being reflected in logframes. The small size of the fund restricted the funding allocated to monitoring and evaluation. Evidence from the interviews conducted with beneficiaries and some of the reporting on grantee projects supports the assertion that individual project interventions have had a positive impact on lives for some of the grantee projects, for example in the case of Global March, 1,345 children received statutory benefits including release certificates under the Bonded Labour System Abolition Act.

**How many people have been affected?** The project monitoring system has tracked numbers of impacted persons against targets. The primary worker-related targets are the number of workers potentially benefitting from freedom of association, collective bargaining and industrial relations in targeted factories, which totalled 279,000 at March 31, 2013. The projects that contributed significantly to these totals are ActionAid (179,000) and Impactt Ltd (97,000).

## Sustainability

The evaluation assessment of the sustainability at the facility level is “not yet achieved” and at the funded project level as “partially achieved”.

At the facility level, the evaluation focused on the questions:

**To what extent are the expected benefits of RAGS likely to continue after DFID funding ceases?** The evaluation concludes that the benefits will continue to a limited extent. DFID will continue to support the RMG sector in Bangladesh as part of its Trade in Global Value Chains Initiative (TGVCI). Lessons learnt have been shared across the RAGS grantees through dissemination events and in a report published in November 2013.

**What were the major factors which have influenced or can be expected to influence the achievement or non-achievement of sustainability of RAGS?** Post-RAGS, a number of factors relating to the RMG industry might be expected to provide a positive impetus. These include the rise of Asian consumer markets and the establishment of ethically-inclined demographic markets in the Asian tiger economies; a consolidation and simplification of value chains as buyers are expected to source from fewer factories and wholesalers in the future; an increase in value chain transparency; a new emphasis on environmental improvements in production; and stronger coalitions of buyers to change producers' behaviour.

At the funded project level:

**To what extent are the expected benefits likely to continue after cessation of DFID funding?**

A number of funded initiatives will not be sustained without continuing donor support or considerable effort. In many cases, the recent completion of the grant funded activities meant it was too early to determine sustainability.

## Counterfactual

**It is probable that some RAGS grantees would have continued to provide support without RAGS but it would have been at a lower level of intensity.** Evidence from grantee visits in India and Bangladesh indicate that many of the RAGS grantees were undertaking activities that were not new to them organisationally.

**RAGS was effective in enabling the UK government to demonstrate that it has long been committed to improving working standards in the RMG sector.** This was important in the 2013 UK political debate that followed the Rana Plaza disaster. More generally, the UK government has been constant in advancing the ethical trading agenda as a policy priority, in line with child labour and other similar international obligations. Without RAGS, an important opportunity to demonstrate its commitment would have been missed.

## Lessons learnt

A significant number of lessons learnt at the funded project level have been included in the publication "Working Together for a Responsible RMG Sector – Lessons Learnt" published by the Fund Manager in November 2013. Supplementary lessons learnt and recommendations are provided below. A breakdown of lessons learnt for different evaluation audiences is shown in Section 6 along with broad lessons that relate to the challenge fund itself.

- Economic empowerment activities cannot be confined to the workplace alone.
- RMG sector workers face critical issues outside of, but linked to, the workplace.
- Pre-existing knowledge and contacts in the RMG sector supported grantees to implement projects more efficiently.
- When implementing programmes that relate to fair and ethical trade the influence of retailers and brands is critical in getting the local industry to participate.
- DFID country offices can play a greater role in the marketing of programmes and ensuring local ownership.
- Projects and milestone targets need to be flexible enough to capitalise on wider calls for change or major changes in the operating environment.

- Training materials need to be adapted to the local context. Without contextually informed materials buy in by factories is more challenging. Clear routes for sharing lessons need to be compiled during, as well as at the end, of programmes.
- Impact measurement requires baseline data and a robust monitoring and evaluation system to track progress indicators.
- Capacity for change and experimentation among factories will be limited where there is not explicit ownership of the change ideas by factory owners and managers.
- Effective engagement of local stakeholders takes time.

### **Recommendations for DFID Country Offices**

- DFID should support learning and sharing by putting in place a clear strategy for a) promoting the fund at the country office level b) supporting grantees to establish links with comparable programmes and initiatives.
- If the purpose of DFID's engagement in the RMG sector is to impact on responsible, ethical production in the garment sector supplying the UK then DFID should only intervene in countries with significant RMG exports to the UK, where there are known issues.
- Focusing funding on industries employing high numbers of women does not necessarily lead to the economic empowerment of women. Tailored research and indicators need to be developed to ensure future interventions in the RMG section have a positive impact on women's lives, in and beyond their workplace.

### **Recommendations for RAGS Project Partners**

- Capitalise on pre-existing links to the RMG sector by working with local institutions that have expertise in this area.
- Regularly assess the prevailing environment in order to monitor key events that will impact the project.
- Modify approaches and existing tools to each new country or local context.
- Explore the use of dual approaches to empowerment- within and outside the workplace.
- Explore methodologies in use by other grantees.

### **Recommendations for Other Agencies**

- Wage levels, working hours, poor human resource management remain issues in the garment sector industry.
- Grantees should already have presence in the country of implementation.
- Private sector partners can help the project implementation in terms of timeliness and reach through strong relationships with local industry.
- If other agencies opt to use a challenge fund mechanism it is recommended that a longer time frame is used.



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## List of Abbreviations

AAB	Action Aid Bangladesh
AEPC	Apparel Export Promotion Council
AGOA	African Growth and Opportunities Act
ASK	Association for Stimulating Know How
BBW	Benefits for Business and Workers Project
BDT	Bangladeshi Taka
BGMEA	Bangladesh Garment Manufacturers and Exporters Association
COSATU	Congress of Southern African Trade Unions
CRB	Centre for Responsible business
CSO	Civil Society Organisations
CSR	Corporate Social Responsibility
DAC	Development Assistance Committee
DCED	The Donor Committee for Enterprise Development
Delhi NCR	Delhi, New Capital Region
DFID	Department for International Development
DEFRA	Department for Environment, Food and Rural Affairs
ETI	Ethical Trading Initiative
FDI	Foreign Direct Investment
FGD	Focus Group Discussion
GAN	Garment Association of Nepal
GDP	Gross Domestic Product
GMACL	Global March Against Child Labour
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
HWW	Home Workers Worldwide
IFC	International Finance Corporation
ILO	International Labour Organisation
IR	Indian Rupee
ITGLWF	International Textile Garment and Leather Workers Federation
KII	Key Informant Interview
KTS	Kumbeshwar Technical School
LIC	Lower Income Country
LOHAS	Lifestyles of Health and Sustainability
Ltd	Limited
MIS	Management information system
MP	Member of Parliament
MSG	Multi-stakeholder Garment Steer Group on Child Labour
MSP	Maxwell Stamp Plc
NCR	National Capital Region
NGO	Non-Governmental Organisation
OECD	The Organisation for the Economic Co-operation and Development
OPM	Oxford Policy Management Ltd.
OSISA	Open Society Initiative of Southern Africa
PLC	Public Limited Company
PTF	People Tree Foundation
RAGS	Responsible and Accountable Garment Sector Challenge Fund
RMG	Ready Made Garments
SAI	Social Accountability International
SAVE	Social Awareness and Voluntary Education
SEWA	Self Employed Women's Association
SSA	Sub Saharan Africa
SSI	Semi-Structured Interview
TGVCi	Trade and Global Value Chain Initiative
TOC	Theory of Change
TOR	Terms of Reference

UK	United Kingdom
UK	United Kingdom Trade and Investment
UN	United Nations
US	United States
USD	United States Dollar
VfM	Value for Money
WPC	Worker Participative Council(s)
WRAP	Waste and Resources Action Programme
WWW	Women Working Worldwide

# 1 Introduction

The following section gives an overview of the objective, scope and target audience of the evaluation.

## 1.1. Objective of the Evaluation

The Department for International Development (DFID) commissioned Oxford Policy Management Ltd. (OPM) to make a detailed assessment of the performance of the Responsible and Accountable Garment Sector (RAGS) Challenge Fund in terms of (i) relevance; (ii) effectiveness and efficiency; (iii) impact and sustainability. The final evaluation will be separate from, but inform, a Project Completion Review, which DFID will complete.

## 1.2. Scope of the Evaluation

The evaluation examines the performance of the Challenge Fund Manager – Maxwell Stamp Public Limited Company (PLC) (MSP or Fund Manager) in the allocation, use and effect of the RAGS grants between 2010 and 2013. The evaluation also provides an assessment of the relevance, effectiveness, efficiency and results of the RAGS funded interventions, as well as the impacts of DFID RAGS funding as a whole.

The scope of work includes assessments of:

- the extent to which the selected projects were relevant for achieving the intended results of RAGS;
- how effective the RAGS projects were in delivering their intended outputs and outcome;
- the effectiveness of the RAGS portfolio in delivering intended outputs and outcome;
- whether and how RAGS contributed to women's economic empowerment;
- the effectiveness of the approaches used by grantees;
- how efficiently RAGS was managed in terms of operations, governance, financial management and monitoring progress;
- the use of the challenge fund mechanism for delivering intended results and Value for Money (VfM);
- any differences between civil society and private sector grantee recipients;
- the extent project grantees' experiences have helped to catalyse action from other companies and civil society organisations to improve working conditions; and,
- what impact, if any, sharing risk with private sector partners has on the sustainability of their interventions.

## 1.3. Target Audience

The findings of the evaluation will be of relevance to a range of audiences. DFID Country Offices will use the findings to inform options for possible new programming. RAGS project grantees will use the findings to help assess their interventions and inform future work. The evaluation will also be published on DFID's website. In this way it will also be available to inform the work of other agencies.

## 1.4. Report Structure

The report is structured as follows:

Section 2 – Provides an overview of the RAGS challenge fund.

Section 3 - Discusses the overall approach and methodology selected by the evaluation team.

Section 4 – Presents the key findings.

Section 5 – Outlines lessons learnt.

Section 6 – Provides recommendations.

The report is augmented by a number of 'standalone' annexes.

## 2 The RAGS Challenge Fund – An Overview

RAGS was designed by DFID to support projects aimed at improving conditions of vulnerable workers in the Ready-Made Garment (RMG) production sector. DFID provided support to RAGS through a challenge fund mechanism managed by MSP. From 2010 to 2013 RAGS supported twelve projects in four countries, India, Bangladesh, Nepal and Lesotho by providing matching grants to organisations associated with labour conditions in the garment sector in developing countries. Grantees included private businesses, trade unions and members of both ethical and fair trade movements. Eleven projects were completed.

### 2.1. Expected Results

The **impact** of the programme is “responsible, ethical production is the norm in the garment sector supplying the UK market.

The **outcome** is “RAGS acts as a catalyst to better working conditions in garment industries through the identification and development of scalable and replicable interventions in key labour areas.

The three programme **outputs** are: (i) improved business case for ethical garment production; (ii) improved awareness of decent work and labour rights amongst workers and managers and better capacity to enforce them; (iii) known barriers to suppliers and buyers scaling up ethical practices are reduced.

#### 2.1.1. The Theory of Change (ToC)

RAGS was designed before the ToC became a standard management tool for social programme design and development. As part of the 2013 annual review, DFID reviewers constructed a high level ToC retrospectively. It is shown below:

*Retailers and brand-owners recognise that their customers want to be sure that the clothes they buy have been produced in reasonable conditions. This can be achieved by showing employers that their commercial and financial results get better – or at least do not suffer – when conditions improve and by showing workers and managers what to expect in a responsible workplace and how to achieve it. The use of public resources, awarded by competition, can identify what are the most important and feasible practical actions to improving garment sector working conditions in the target countries, as it relies on businesses and other actors closely involved in the supply chain to both identify the work to be done and share the costs and risks of each project.<sup>2</sup>*

#### 2.1.2. Target Group

Funded projects were initially aimed at benefitting workers in low- and lower-middle-income countries in Asia and Sub-Saharan Africa that supply the UK market. The intervention focus was on vulnerable workers described by DFID as including women, migrant workers and workers without contracts<sup>3</sup>.

#### 2.1.3. Timescale

RAGS began in July 2009 and MSP commenced work as Fund Manager in March 2010. Grantee projects were originally scheduled to finish in May 2013, with the programme as a whole concluding in September 2013. A no-cost extension for the programme meant that grantee projects

<sup>2</sup> DFID (2013). Annual Review. RAGS.

<sup>3</sup> DFID (2009), RAGS Challenge Fund Project Memorandum pp19



were allowed to extend activities until September 2013, with the programme as a whole finishing in March 2014.

#### 2.1.4. Summary of Projects Funded

Twelve grants totalling £2.855 million were provided to nine not-for profit and three for-profit organisations, attracting matching funding of £2.137 million<sup>4</sup>. The funded projects and their contribution to each of the programme outputs are shown in Table 2.

**Table 2 Summary of Projects Funded**

RAGS outcome/ output	Funded project(s) contributing to the outcome/ output
Improved business case for ethical garment production.	Impactt Limited (Ltd), Self Employed Women's Association (SEWA), Women Working Worldwide (WWW), Ethical Trading Initiative (ETI), Action Aid Bangladesh (AAB), Monsoon Accessorize Ltd
Improved awareness of decent work and labour rights amongst workers and managers and better capacity to enforce them.	AAB, Social Accountability International (SAI), WWW, ETI, Skillshare International, Tesco, ITGLWF
Known barriers to suppliers and buyers scaling up ethical practices are reduced.	Global March Against Child Labour (GMACL), SAI, People Tree Foundation (PTF)

## 2.2. Fair and Ethical Trade – the Wider Context

**DFID sees economic growth as the most important means of raising people's incomes and reducing poverty in the developing world.** Supporting fair and ethical business operations is one element of DFID's work in this area and includes supporting principles, codes and standards, such as Fairtrade and the ETI, improving working conditions in developing countries and supporting the United Nations (UN) global compact<sup>5</sup>.

**In 2009, the UK fashion industry was estimated to have directly contributed £20.9 billion to the UK economy, or 1.7% of total UK Gross Domestic Product (GDP)**<sup>6</sup>. Historical decline in the UK manufacturing sector has seen increased sourcing from overseas countries that have a competitive advantage due to relatively low labour costs<sup>7</sup>. About 90% of the clothing consumed in the UK is imported. As outlined in a recent debate by the All-Party Parliamentary Group on Ethics and Sustainability in Fashion "UK consumption has positive economic effects in developing countries, but there are also a wide range of environmental and ethical implications to take into account"<sup>8</sup>.

<sup>4</sup> Each organisation winning a grant contributes to the project funding from their own resources – an amount of at least 50% of the value of the grant in the case of private sector grantees and at least 33% of the value of the grant in the case of civil society organisations. DFID (2013). RAGS Annual Review

<sup>5</sup> DFID and Her Majesty's (HM) Treasury (Last updated November 2013). Helping developing countries' economies to grow. Available at: <https://www.gov.uk/government/policies/helping-developing-countries-economies-to-grow/supporting-pages/providing-debt-relief-for-developing-countries>

<sup>6</sup> British Fashion Council (2012) The Value of the UK Fashion Industry. Available at: <http://www.britishfashioncouncil.com/uploads/media/62/16356.pdf> pp12

<sup>7</sup> British Fashion Council (2012) The Value of the UK Fashion Industry. Available at: <http://www.britishfashioncouncil.com/uploads/media/62/16356.pdf> pp 26

<sup>8</sup> House of Lords (2013). All-Party Parliamentary Group on Ethics and Sustainability in Fashion. Ethical and Sustainable Fashion Question for Short Debate, 19 March 2013 8.19 pm. Column 571, The Parliamentary Under-Secretary of State, Department for Environment, Food and Rural Affairs (Lord De Mauley).

**An ethical approach to production means that certain values are adhered to throughout the supply chain.** As stated in the ETI Base Code these values include that:

- Employment is freely chosen
- Freedom of association and the right to collective bargaining are respected
- Working conditions are safe and hygienic
- Child labour shall not be used
- Living wages are paid
- Working hours are not excessive
- No discrimination is practised
- Regular employment is provided
- No harsh or inhumane treatment is allowed

**DFID has significantly expanded funding and support for fair and ethical trade over the last decade.** In 2009, DFID promised to quadruple support for ethical trading initiatives over the period 2009-2013<sup>9</sup>. DFID's main concerns were around the "race to the bottom" for competitive exports that could have significant adverse impacts on labour and environmental aspects, whilst mindful of the risk of skewing competitive markets, especially around the relative costs of semi-skilled labour. Clear concerns were also expressed around unacceptable labour practices, including slavery, forced labour, bonded labour and adverse health and safety.

### 2.2.1. Women and Girls in the RMG Sector

Targeting women and girls through RAGS was of high importance to DFID.

**Empirical and anecdotal evidence indicates that gender-based labour inequalities slow development,** economic growth and poverty reduction, lower the productivity of labour, and create inefficiencies in labour allocation in households and the economy at large<sup>10</sup>.

**The RMG industry labour force is highly feminised.** The vast majority (about 85%) of workers employed in this sector are women<sup>11</sup> and the sector frequently offers more favourable employment than the alternatives available. Yet, women have lower opportunity of access to higher skilled positions<sup>12</sup>. ILO research in Cambodia - where comparably to the RAGS focus countries women comprise the majority of the labour force in the RMG sector- found that strong occupational segregation exists by sex and the lower-skilled sewing jobs are filled almost exclusively by young women with little education from the rural areas. "The industry relies on the abundant and relatively cheap availability of women's labour and their compliance with existing gender norms"<sup>13</sup>. Women workers advance less frequently as a result of more limited opportunities and this inhibits professional and personal growth<sup>14</sup>.

<sup>9</sup> DFID (2009). Eliminating World Poverty: Building our Common Future. Presented to Parliament by the Secretary of State for International Development by Command of Her Majesty July 2009

<sup>10</sup> Isabel Coche, Barbara Kotschwar, José Manuel Salazar-Xirinachs (2006). Gender Issues in Trade , Policy-Making . Available at: [http://www.sice.oas.org/genderandtrade/genderissuesintp\\_e.asp](http://www.sice.oas.org/genderandtrade/genderissuesintp_e.asp)

<sup>11</sup> SOMO (2011). Gender aspects in the Latin American garment industry. Available at: [https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=12&cad=rja&ved=0CDAQFjABOAO&url=http%3A%2F%2Fsomo.nl%2Fpublications-en%2FPublication\\_3677%2Fat\\_download%2Ffullfile&ei=XYOUUpanI9Sjhgej\\_oAl&usg=AFQjCNGxZP4jYKMr0DGCEU\\_1e1xv6AxLCg&sig2=8A3XqpsYIAgNFo3hct36xQ&bvm=bv.57155469,d.ZGU](https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=12&cad=rja&ved=0CDAQFjABOAO&url=http%3A%2F%2Fsomo.nl%2Fpublications-en%2FPublication_3677%2Fat_download%2Ffullfile&ei=XYOUUpanI9Sjhgej_oAl&usg=AFQjCNGxZP4jYKMr0DGCEU_1e1xv6AxLCg&sig2=8A3XqpsYIAgNFo3hct36xQ&bvm=bv.57155469,d.ZGU) pp1

<sup>12</sup> Jodie Keane and Dirk Willem te Velde (2008). The role of textile and clothing industries in growth and development strategies . Final Draft. Investment and Growth Programme . Overseas Development Institute pp29

<sup>13</sup> ILO (2012). Action-oriented research on gender equality and the working and living conditions of garment factory workers in Cambodia. Available at: [http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---sro-bangkok/documents/publication/wcms\\_204166.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---sro-bangkok/documents/publication/wcms_204166.pdf) pp5

<sup>14</sup> Nanda, P., Mishra, A., Walia, S., Sharma, S., Weiss, E., Abrahamson, J. (2013). Advancing Women, Changing Lives: An Evaluation of Gap Inc.'s P.A.C.E. Program. International Center for Research on Women. Available at: [http://www.icrw.org/files/publications/PACE\\_Report\\_0912\\_singles.pdf](http://www.icrw.org/files/publications/PACE_Report_0912_singles.pdf) pp4

**As outlined by Ana Maria Munoz Boudet et al (2012) “Markets are not gender neutral; they are embedded in societies and take up (and reflect) their specific gender norms. Thus, when assessing women’s agency, it is important to bear in mind that women’s knowledge and evaluations of their actual chances in local labour markets are intimately shaped by the hierarchy of values to which they adhere, as well as the values of their community, family, local leaders, and employers”<sup>15</sup>. Employment must therefore be negotiated around the norms and values associated with gender<sup>16</sup>.**

**Labour Behind the Label provide a gender analysis of labour rights issues with the purpose of restating gendered concerns that relate to workers’ rights in the garment and sports shoe industries.** Women are frequently hired due to social perceptions about their skills, abilities, female temperament, and duty to obey male superiors and it is these perceptions about gender that play a central role in the types of work women do within the RMG sector<sup>17</sup>. At the same time a surplus of impoverished, illiterate, socially and economically oppressed women fuel the RMG export economy<sup>18</sup>. The RMG sector thereby profits from women's disadvantage which remains difficult to address due to the wider link to social and economic norms around gender and the exclusion of women from other labour markets.

### 2.2.2. Systemic Factors Influencing the RMG Sector

The RMG sector is influenced by consumers, government, factories, workers and buyers. Martin<sup>19</sup> has identified the following major systemic factors that might provide positive stimulus in the RMG sector (the commentary on each factor is that of the evaluator):

- **The rise of the Asian consumer markets** and the establishment of Lifestyles of health and sustainability (LOHAS) demographic markets in the Asian tiger economies, but especially China. These markets might be expected create additional positive pressure for a continuation of RAGS objectives;
- **A consolidation and simplification of value chains as buyers procure from fewer factories and wholesalers in the future.** This might be expected to cause consolidation in key producer markets. Countries that cannot adapt will find themselves effectively excluded, and factories that are unable to meet the rigorous standards demanded by fewer buyers will also become excluded. It will also give rise to increasingly powerful wholesalers;
- **An increase in value chain transparency,** potentially driven by legislation or regulation, such as the California Transparency of Value Chains Law;
- **A new emphasis on environmental improvements in production;**
- **Stronger coalitions of buyers to enforce standards in producers,** such as the Sustainable Apparel Coalition; and,
- **The growth of Myanmar as a producer** with impacts and opportunities for Bangladesh and India to discriminate themselves positively in Western markets.

<sup>15</sup> Ana Maria Munoz Boudet et al (2012). On Norms and Agency. Conversations about Gender Equality with Women and Men in 20 Countries. Conference Edition. World Bank. Available at: <http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362-1164107274725/On-Norms-Agency-Book.pdf> pp 128

<sup>16</sup> As outlined in more detail by World Bank (2013) Women, Business and the Law 2014: Removing Restrictions to Enhance Gender Equality. Available at: <http://wbl.worldbank.org/~media/FPDKM/WBL/Documents/Reports/2014/Women-Business-and-the-Law-2014-Key-Findings.pdf> pp19 some economies prohibit women from working in jobs legally deemed harmful to their moral character.

<sup>17</sup> Labour Behind the Label (2005). Made by Women: Gender, the Global Garment Industry and the Movement for Women Workers? Rights, Available at: <http://www.labourbehindthelabel.org/component/k2/item/573-made-by-women-gender-the-global-garment-industry-and-the-movement-for-women-workers?-rights?qh=YToyOntpOjA7czo2OiJnZW5kZXliO2k6MTtzOjg6ImdlbmlcmVkljt9> pp 5

<sup>18</sup> Harder (2013). Gender and Garment Work: The Rana Plaza Disaster. Harvard Journal of Law and Gender.

<sup>19</sup> Dr. Maximilian Martin (December 2013). Creating Sustainable Apparel Value Chains- A Primer on Industry Transformation, Impact Economy.

### 3 Evaluation Approach and Methodology

The following section discusses the overall approach and methodology selected by the evaluation team. Information is included on the analytical framework, the grantee project selection, and challenges encountered by the evaluation team.

#### 3.1. Overall Approach

Our evaluation of the performance of RAGS involved analysing both the operation of the challenge fund as a facility for funding projects, and the aggregated performance of individual projects funded. This required understanding the intervention logic for the facility, as well as for each of the individual funded projects, as key steps for testing the intervention logic for the facility as a whole. Consequently, the evaluation of RAGS was carried out on two levels of analysis:

- Level one - High level review of the intervention logic for the facility, as well as of the governance and management arrangements for the operation of the challenge fund; and
- Level two - Detailed review of a) five individual projects of which two were in depth, including country visits, and b) a document review of the remaining six completed projects.

Based on the level one and two analyses an overall synthesis/evaluation was conducted.

The level one analysis drew on the governance and management arrangements of the RAGS fund as a mechanism for funding individual projects with an emphasis on the provision of VfM and the fitness for purpose of the arrangements for achieving RAGS stated objectives. The process tool used by OPM to assess VfM in the policies, practices and processes of the RAGS challenge fund is outlined in Section 3.4.

The level two analysis focused on five of the projects funded. This consisted of a desk review; a country visit to two of the five projects (including meetings with project staff, workers and broader industry stakeholders), an on-line questionnaire and meetings with relevant stakeholders including UK based grantee staff. The level two analysis of the remaining six completed projects was desk based supplemented by an on-line questionnaire. The overall synthesis is based on the level one and two analysis.

**Table 3 Level One and Two Analysis Activities**

<b>Level One and Two Analysis Activities</b>		
<b>1. Analysis of the intervention logic for RAGS, &amp; the governance and management arrangements</b>	<b>2a). Analysis of the sample of individual projects</b>	<b>2b). Analysis of the remaining six projects</b>
Desk review	Desk review	Desk review
A limited number of meetings with relevant stakeholders, including DFID and MSP	A limited number of meetings with relevant stakeholders in the UK	On-line questionnaire for grantees
	On-line questionnaire for grantees	
	Two project visits – one in India and one in Bangladesh	
	Interviews with grantee staff, DFID staff (where appropriate), workers and wider industry stakeholders	

## 3.2. Methodology

The evaluation used a mixed-methods approach, including document review and quantitative data analysis (where available), complemented by Semi-Structured Interviews (SSI) with grantees, factory staff and workers, DFID and industry stakeholders. The evaluation team members conducted field visits as part of the evaluation in Bangladesh and India.

Evidence used in this report constitutes the combination of: quantitative data from the grantee application and funding award process and the logframe; quantitative and qualitative data from organisational, project-specific and relevant contextual information; and qualitative information provided by grantees and beneficiaries during SSI or Focus Group Discussions (FGD). Secondary data is the predominant form used but limited primary data collection was undertaken through Key Informant Interviews (KIIs), FGD, SSIs and an on-line questionnaire. No systematic survey work was undertaken.

The evaluation team assessed whether the RAGS structure, evidenced by its Theory of Change (ToC), was robust and effective. Project-level ToCs were constructed and assessed, for the five grantee projects selected for in-depth analysis under the level two review. Our full findings are shown in Annex A and a summary of key findings on the global ToC is given in section 4.5.1.

As mentioned in the evaluation team's inception report an indication of what would have happened in the absence of DFID funding for RAGS will be provided. The approach is not intended to provide a rigorous analysis of the counterfactual question. Rather, the analysis is intended only to suggest what would have happened in the absence of the support provided. This can be found in the results/ impact section 4.5.5.

## 3.3. Analytical Framework

Evaluation questions follow the OECD/DAC and DFID criteria: relevance; effectiveness; efficiency; results; and sustainability.

Data was collected and organised using an evaluation matrix, as set out in Annex E. The evaluation matrix provides a set of key questions to be answered throughout the evaluation and forms the basis for the analytical work. The use of a common set of questions for interviews generated comparable responses on key evaluation questions. After completion of the field work and desk based research the evaluation team mapped the key findings against the evaluation matrix. As a secondary step a grading from 1- 5 was attached to each grantee project. The grading 1-5 is in line with the below:

- 1 = significantly achieved
- 2 = achieved
- 3 = partially achieved
- 4 = not yet achieved
- 5 = substantially not achieved

## 3.4. Challenge Fund VfM Analysis

DFID's VfM framework requires that the intended results and costs of an intervention are made transparent, together with the underlying assumptions and evidence of what is required to achieve and measure those results. The results chain is assessed for the strengths of the links in the chain from inputs to outcomes and the economy, efficiency and effectiveness at each stage of the results chain. Judgements around effectiveness need to consider issues of equity if targeted results are desired, for example if certain groups in society are to benefit, rather than society as a whole. VfM is then conceptualised around maximising each of the four 'Es' - economy, efficiency, effectiveness and equity - for the intervention.

A VfM process analysis tool was used to assess VfM in the policies, practices and processes of the RAGS challenge fund as part of the level one review. The process tool classifies opportunities to demonstrate challenge fund VfM in terms of the 4 Es and provides a best-practice statement for each opportunity based on experiences across multiple challenge funds. The tool utilised 43 opportunities to demonstrate VfM across twelve activity categories:

- Selection of the challenge fund manager
- Designing efficient governance and operational processes
- Aligning the challenge fund strategy with programme priorities
- Selection and definition of key targets
- Theme design – choosing themes
- Round design – calculating investment needs
- Awareness raising
- Concept note selection
- Due diligence
- Full application
- Grant award and contracting
- Project management

For each opportunity, the evaluation assessed the practices adopted for RAGS and classified them as one of the following - “not relevant”, “best practice”, “suitable practice”, “poor practice”, “not practiced”.

### 3.5. Grantee Project Selection

Five grantee projects were selected for the level two review based on a series of selection criteria set out in the Terms of Reference (ToR). From this sample of five projects, two projects were visited as part of the evaluation - one in Bangladesh and one in India.

The projects selected for the country visits were AAB – Empowering Women RMG Workers Project and SAI - Improved Social Standards in the Indian RMG Sector. The three other projects selected for analysis under level 2a) were:

- GMACL: Not Made by Children;
- Impactt Ltd – Benefits for Business and Workers Model; and
- Skillshare International – Lesotho Responsible and Accountable Garment Sector.

### 3.6. Evaluation Challenges

**The timing of the evaluation** necessitated visiting Bangladesh and India during a period of extended holidays (Eid ul-Adha and Diwali). Field visits were timed after key holiday dates but this meant that many factories were not running at full capacity. This meant that not all factory workers had returned from holiday. Due to the evaluation timescale there was not an option to delay the field trips beyond the holiday period. This led to a smaller selection of workers to interview.

The timing of the evaluation also meant that:

- The SAI programme director was no longer available (but was subsequently interviewed in the UK);
- It was too early in the process to ascertain the impacts of recently completed work on funded projects; and
- Final project reports were not always available. This limited the evaluation team to information available in quarterly reports.

**Political unrest** During the Bangladesh field visit there were several Hartals (general strikes) which restricted the areas that could be safely visited and therefore the number and selection of workers that could be interviewed, notably in Gazipur, a major hub for UK supplying factories.

**Interpreters** were used in both India and Bangladesh to conduct workers interviews. Interpreters used were independent from the evaluation team, the grantees and the factories in the region but as with any interpretation the more nuanced messages could have become distorted through the translation into English.

**Gatekeepers** The review of the SAI work in India was flawed at the beginning. It was clear that factory managers had selected and coached workers for interview. Additionally “gatekeepers” sat in and supervised initial worker group interviews. The approach was adapted by specifying different workers for subsequent interviews and comparing and contrasting results of the FGD.

**Lack of objective information about gender splits** and gender at varying management levels in factories meant it was not possible to analyse the impact on women and girls of the RAGS projects in the manner that was intended. Even the SAI project that focused on gender sensitisation did not collect figures on the number of women employed at various job levels in affected factories. This limited the evaluation teams ability to understand whether RAGS resulted in “better jobs” – in particular for women. It also prevented secondary quantitative data from being collected on the number of grievances raised at grantee factories receiving RAGS funding.

**Grantee monitoring and evaluation:** The findings of the evaluation indicate that this was an area of weakness for many of the grantees. As a consequence there is a lack of measurable, gender disaggregated results that make use of robust baseline and end-line assessments.

**Logframe Indicators:** The outcome indicators in the logframe were not found to be appropriate. For example the first indicator which relates to the achievement of milestones is an activity, not an outcome, indicator. None of the indicators were measured through independent (non grantee) evaluation.

**Data collection:** No systematic survey work was undertaken which meant that gaps in the evidence available to the evaluation team could not be filled and self-reporting could not be cross checked.

## 4 Key Findings

The key findings are presented by OECD/ DAC criterion. The overall challenge fund level findings (level one) are presented in the main body of the text, followed by “discussion at the project level” boxes which provide findings from the level two review. Relevant results from the on-line questionnaire “grantee self-assessment of achieving outcomes” are included in the box “discussion at the project level”.

The evaluation questions are drawn from the evaluation matrix contained in Annex D. The questions cover the areas of assessment outlined in the ToR, which themselves are linked to the OECD/ DAC criterion, as well as other streams of questioning the team felt were necessary to provide a summative analysis at the level one and two level.

Table 4 provides the overall assessment against the OECD/ DAC evaluation areas for both level one (facility) and level two (funded project) reviews in accordance with the five-point scale discussed above. The assessment of each the funded projects has been used as the basis for constructing an overall assessment of funded projects for each evaluation area, using a simple model that weights each question under the evaluation areas equally and all completed projects equally.

**Table 4 Level One and Two Assessment**

Level One and Two Assessments		
Evaluation areas	RAGS as a facility	Funded projects
Relevance and Rationale	3 Partly achieved	1.62 Achieved
Effectiveness	3 Partly achieved	2.41 Partially achieved
Efficiency	2 Achieved	2.71 Partially achieved
Results and impact	4 Not yet achieved	2.48 Partially achieved
Sustainability	4 Not yet achieved	3.09 Partially achieved

### 4.1. Relevance and Rationale

The RAGS facility and its funded projects were assessed as “partly achieved” and “achieved” respectively.

#### 4.1.1. Evaluation Questions

The following section discusses evaluation questions relating to the relevance and rationale of the RAGS – both at the overall challenge fund and project level. The overarching evaluation questions ask a) to what extent is the RAGS suited to the priorities and policies of DFID, the UK garment ethical trading initiatives, garment producing countries and target beneficiary groups? And b) are the activities and outputs of the project consistent with the intended impacts and effect.

#### 4.1.2. Summary Answers

At the facility level:

- To what extent was RAGS suited to the priorities and policies of DFID, the UK garment ethical trading initiatives, garment producing countries and target beneficiary groups?** Overall, there was strong alignment at the time of design. The aim of RAGS and its funded projects continue to be relevant today. The DFID consultation process was satisfactory and suitable for a small programme. In general, the focus on intended beneficiaries was strong.



- **Were the activities and outputs of RAGS consistent with the intended impacts and effects?** – The activities and outputs were partly relevant to the expected outcome of the project *“RAGS acts as catalyst to better working conditions in garments industries through the identification and development of scalable and replicable interventions in key labour areas”* but remote from the stated overall impact of the programme *“responsible, ethical production is the norm in the garment sector supplying the UK”*. There was little evidence of innovation in the projects selected for funding. Balanced against this, the outputs in the logical framework provided acceptable linkages to the designed intervention areas.

And at the project level:

- **Were the activities and outputs of the funded projects consistent with the intended impacts and effects?** RAGS funded projects provided at least one initiative in each of intervention areas outlined in the initial project design. All eleven completed projects were found to be adequately designed, highly adapted to country context, and the majority were rated, against the relevance criterion, as closely focused on the intended beneficiaries.

## 4.2. Specific Findings

### 3.1.3.1 Relevance to Policies

**Overall, there was strong alignment of the fund at the time of design and the RAGS fund, and its associated projects, continues to be relevant today.** DFID’s Trade Policy Unit’s (within which a Fair and Ethical Trade team was set up<sup>20</sup>) goals are to improve the development impact of trade in poor countries.

**DFID’s work in this area is of wider relevance to the UK Government** as demonstrated by the All-Party Parliamentary Group on Ethics and Sustainability in Fashion. The group’s purpose is to work with the fashion industry to develop political solutions that address issues such as the environmental impact of excessive consumption, assess what the key issues are relating to exploitative labour conditions in the supply chain, and educate children and young people on issues of sustainability.<sup>21</sup>

**RAGS was aligned to one of the structural reform priorities outlined in the Department for Business, Innovation and Skills Business Plan 2011-2015.** Priority seven was to stimulate exports and inward investment in order to promote open and fair global markets, improve UK Trade and Investment’s focus on generating high-value inward investment, and strengthen the capability of UK exporters.<sup>22</sup>

**RAGS was seen as an extension of DFID’s work on fair and ethical trade development** which had been centred around the DFID Bangladesh Rights and Governance Challenge Fund 2008 - 2013), which supported three Bangladeshi Non-Governmental Organisations (NGOs) working on workers’ rights in the RMG industry<sup>23</sup> and DFID’s funding to the ETI from its Civil Society Department. ETI is a multi-stakeholder initiative that provides space for trade unions, NGOs and private sector companies who share concerns about the viability of at-risk supply chains that are important to poor countries. The major industries that provided trade between poor countries and the richer countries of Europe are food and garments and DFID was already funding the Food and Retail Industry Challenge Fund but had no similar initiative in garments. As part of its ongoing dialogues with DFID, ETI had expressed concern that there was a lack of financial resources within

<sup>20</sup> DFID Terms of Reference: Fund Management: Responsible and Accountable Garments Sector Challenge Fund

<sup>21</sup> Parliamentary business (as at 5 December 2013). Register of All-Party Groups. Ethics and Sustainability in Fashion . Available at: <http://www.publications.parliament.uk/pa/cm/cmhallparty/register/ethics-and-sustainability-in-fashion.htm>

<sup>22</sup> Department for Business, Innovation and Skills (November 2010). Business Plan 2011-2015. pp 22

<sup>23</sup> UK Parliament (January 2013). Available at:

<http://www.publications.parliament.uk/pa/cm201213/cmhansrd/cm130116/text/130116w0002.htm>

ETI for funding experiments, and there was at the time UK public concern around “sweat shop” production.

**RAGS was initially<sup>24</sup> an important element of the Sustainable Clothing Roadmap established by the Department for Environment, Food and Rural Affairs (Defra) and implemented by the Waste and Resources Action Programme (WRAP), a Defra delivery body. The Sustainable Clothing Roadmap was launched in 2007 with the aim of improving the sustainability of clothing across its lifecycle in recognition of the environmental and social footprint created from the clothing supply chain<sup>25</sup>. Defra’s interests in sustainable consumption included garments, and the RAGS initiative was aligned to their objectives, and classified under the government’s initiatives “Improving traceability along the supply chain – ethics and development.”<sup>26</sup>**

#### 4.2.1. Relevance to Initiatives

**DFID has recently commenced funding support for the Trade in Global Value Chains Initiative (TGVCI) (2013-15) which will be piloted in Bangladesh, South Africa and Kenya. TGVCI will form partnerships between food and clothing retailers, local charities and governments to help farmers and workers employed by suppliers that operate in global supply chains to access improved working conditions, job opportunities, training and wages in support of more sustainable, secure and productive supply chains.<sup>27</sup>**

**RAGS projects covered various parts of the RMG supply chain but none covered the complete chain or looked at the impact of purchasing practices on supply chain conditions.** ETI, Monsoon Accessorize Ltd, PTF and SEWA, and to some extent SAI, attempted to work with the extended homeworking supply chain. This typically involves many layers of sub-contractors and agents. Some projects struggled to engage with the formal RMG sector (e.g. factories), such as AAB and GMACL. Whilst grantee insights into supply chain practices may have been an unintended consequence of RAGS funding there is not documented evidence that grantee projects impacted supply chain practices.

#### 4.2.2. Relevance to the Target Beneficiary Groups

**In general, the focus on intended beneficiaries was strong.** By concentrating resources in Bangladesh and India, RAGS provided inputs in an industry where a large proportion of workers are from disadvantaged groups. Most interventions impacted workers directly, and exceptions relate to activities aimed at improving standards, whether these are improved responsible business practice or those aimed at improving management- worker relations in factories.

**However, the initial design phase documentation did not make it totally clear who the intended beneficiaries of RAGS were,** and this lack of clarity was compounded in the guidance materials for grant applicants prepared by the Fund Manager. This primarily related to the issue of support for workers working in factories and value chains that produce for non-UK markets.

**The eventual selection of beneficiaries which has been assumed in this evaluation as “women and vulnerable workers including children working in RMG production sectors in DFID priority countries” was, and is still, relevant to DFID’s agenda.** Some of the projects were targeted to provide results in areas which are defined by their activity focus on disadvantaged

<sup>24</sup> It is the evaluation team’s understanding that whilst DEFRA notes in its Ethical Procurement Policy “the pursuit of ethical practices can help tackle environmental degradation, resource depletion, economic exploitation and poor education and training that through, for example, poverty, food deficiency, conflicts and inequity contribute to movements of populations. Such movements can affect the quality of the natural environment, increase the likelihood of further conflict, and reduce social cohesion between ethnic groups” since 2010 SCAP has had a eco only mandate. DFID are invited to attend steering group meetings.

<sup>25</sup> Defra (2011). Sustainable Clothing Roadmap. Progress Report. Available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/69299/pb13461-clothing-actionplan-110518.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69299/pb13461-clothing-actionplan-110518.pdf)

<sup>26</sup> DEFRA (February 2010). Sustainable Clothing Action Plan

<sup>27</sup> See DFID (January 2013). Trade: UK to work with businesses to improve livelihoods

groups. Therefore homeworker projects (ETI, SEWA, Monsoon Accessorize Ltd, and WWW) and projects aimed at reducing child labour (GMACL, Monsoon Accessorize Ltd and WWW) are clearly focused on priority groups. Exceptions to this relate to projects that are aimed at improving standards, whether these are improved responsible business practices or those aimed at improving management- worker relations in factories, which are not primarily gender-related. For example, Impactt Ltd was not focused on RAGS target beneficiaries but on RMG workers in general. Impactt-provided data suggest that 54% of workers benefiting from its project activities were female, which is similar to the proportion of the female working age population in Bangladesh) (53%), but lower than estimates of female workers in the Bangladesh RMG sector.

**It is clear that individual interventions have had a positive impact on the working lives of individuals but it is not possible to attribute any sector-level impact to RAGS activities.**

#### 4.2.3. The Consultation Process at Design Stage

**The DFID consultation process was satisfactory and suitable for a small fund.** As mentioned above, key stakeholders included DEFRA, ILO and ETI UK Forum and these institutions were fully consulted in the design of RAGS. A Better Work program (ILO/ International Finance Corporation (IFC) partnership) representative served on the Advisory Committee. DFID invited a large number of stakeholders to a launch event during the World Trade Week UK on the 9th June 2009 where the keynote speaker was a UK Trade and Development Minister.

**The design of the competition for the only competitive grant round appears to have been carried out with little consultation outside of DFID and MSP.** Certainly the first meeting of the Advisory Committee (7<sup>th</sup> May 2010) occurred after the closing date for receiving concepts (26<sup>th</sup> April 2010). Many of the stakeholders were also potential grantees, so impartiality was appropriate.

#### 4.2.4. Portfolio of Funded Projects

**Overall, it is doubtful that RAGS procedures, processes and a single challenge round gave rise to an optimal portfolio of projects.** The portfolio chosen is an outcome of competitions to attract quality proposals for funding. As described below, the competitions were not carried out in accordance with best practice in challenge fund management. Opportunities were missed to market RAGS before the closing of the competitive round; to define and nuance terms and conditions for grant awards for innovation and scaling-up and to assess these characteristics with due emphasis.

**The primary cause for this was the short lifetime (three years) allowed for RAGS.** This effectively drove a process that was time-compressed at the outset, with insufficient time and effort given for awareness raising to potential applicants, and that allowed for only one challenge round that attracted concepts that did not clearly demonstrate innovation or scale up. RAGS was largely committed after a first challenge round which drove the decision not to operate a second challenge round, where shortcomings in the portfolio of projects might have been addressed.

**The Fund Manager did not develop a separate formal strategy and detailed operational plan** other than that contained in its technical proposal which was not reviewed by the evaluation team. The project memorandum provided a clear idea of the types of intervention that RAGS could support. The headings provided in the project memorandum were translated by the Fund Manager in the concept note stage to one of the seven intervention areas provided in the second column of Table 5 below. Applicants provided self-classification of the proposed project activities in line with these seven areas.

**A decision was taken at the inception of the fund design not to carry out significant additional marketing and awareness-raising over and above DFID's existing network and own awareness raising,** both centrally and in country offices, carried out before the start of the initiative. It is noted that there were 52 eligible countries for RAGS funding, but DFID offices in fewer than 30. DFID provided the Fund Manager with the contact details of approximately 50

potential grantees. From a process perspective, to demonstrate evidence that an optimal portfolio had been sought would have required significant awareness-raising in RAGS target countries combined with an assessment of the portfolio after each funding round. This would have allowed the fund manager to focus further rounds on themes or result areas which were under-represented. This did not occur.

**The interpretation in the concept note instructions prepared by the Fund Manager of the key intervention areas foreseen in the project memorandum, suggests a close but not perfect alignment.** It is noteworthy that “Sector-wide or multi-brand efforts to drive better norms and practices” was not specifically targeted in the concept note instructions, although it is noted that two funded projects (ETI, ITGLWF) do cover this ground.

**Table 5 Map of intervention areas to the RAGS project memorandum**

<b>Map of intervention areas to the RAGS project memorandum</b>			
<b>RAGS Output</b>	<b>Per RAGS Project Memorandum</b>	<b>RAGS Project Concept Note classifications</b>	<b>Funded projects</b>
<b>1. Improve the business case for ethical garment production through better factories</b>	Build skills in production management for garment sector in key producer countries	Building skills in garment production and management	3 (PTF, SAI, Tesco)
	Firms adopt better people management systems and better industrial relations	Adopting better people management skills	2 (Impactt Ltd, ITGLWF)
	Harmonise private and retailer codes so that one audit is recognised by many buyers	Harmonising codes and audit requirements	1 (SEWA)
<b>2. Build awareness of decent work and labour rights and the capacity to enforce them</b>	With workers in factories and further down the supply chain with supervisors and managers	Building awareness of rights and capacity to enforce	9 (AAB, ETI, GMACL, Monsoon Accessorize Ltd, SAI, SEWA, Skillshare, ITGLWF, WWW)
	Develop workers' committees or other regular means of dialogue		
	Outreach and capacity building on fair trade principles and working conditions to more poorer producers, at different scales	Capacity building and research on fair trade principles	3 (ETI, Monsoon Accessorize Ltd, PTF)
	Strengthen inspection and audit capacity to cover more of garment sector in key countries	Strengthening local audit capacity	1 (GMACL)
<b>3. Reduce institutional barriers to scaling up</b>	Replication/ expansion of approaches with potential; development of training tools for suppliers	Training tools developed to assist replication and expansion of effective approaches	8 (AAB, ETI, GMACL, Impactt Ltd., SAI, SEWA, Tesco, WWW)
	Sector-wide or multi-brand efforts to drive better norms and practices.		

**The concept note instructions appear to privilege applicants from the UK** citing “logistical and accountability reasons”. The evidence from interviews and documents suggests that this may have restricted the numbers of concepts received in the one competitive round.

**The single challenge round attracted 35 concepts.** Eleven were classified by the Fund Manager as ineligible. The remaining 24 concepts were submitted to the Advisory Committee who selected sixteen of the concepts for further development.

**The design of RAGS operations envisaged proactive fund management oversight.** The Terms of Reference (ToR) for the Advisory Committee provided for a relatively light-touch approach meeting infrequently (The ToR stated that it was expected that the Advisory Committee would meet three to five times over the life of RAGS and also will provide other advice and decisions through correspondence), but practically the Advisory Committee met twelve times in total. There was substantial evidence from the minutes of the Advisory Committee that suggests that the Advisory Committee was very active in shaping projects at the full application stage and this shaping provided additional focus on beneficiaries through strengthened activities.

**RAGS eventually funded twelve initiatives that provided at least one initiative in each of seven intervention areas outlined by DFID in its initial project design** (see Table 5). Most projects covered multiple intervention areas. A significant number of projects were aimed at building awareness of rights and the capacity to enforce, and in providing training tools to assist replication.

**The formal marking system was only partly used in the concept note selection process, by two of the five assessors.** This system was replaced by a pragmatic approach that ranked projects as high, medium or low priority based on the assessor's understanding of the fund and its objectives. The evaluation team found that there was a good correlation between the sum of the project marks provided by the three expert markers and the eventual selection outcome, suggesting that this system was used as the eventual selection process.

#### 4.2.5. Innovation and Replicability

**There was little evidence of innovation in the projects selected for funding and although some projects might be replicable there is little evidence that replication is happening,** primarily due to the lack of funding for continuations or further scaling up. Some projects funded appear to be continuations of previous pilots but were not scaled up by any meaningful way, representing instead "business as usual."

In the RAGS project memorandum, innovation is defined in terms of how a RAGS proposal "**seeks to go beyond existing practice.**" The project memorandum made it clear that RAGS should support innovation.

**The cause for this innovation finding can trace its roots in the challenge fund processes that failed to encourage, emphasise innovation or scale up, or contrast the two sufficiently.** This is expanded on below:

- The design of RAGS, reflected in the project memorandum, made it clear that the RAGS should support innovation and scale up projects. Whilst the concept note form and the accompanying notes made it clear that applicants needed to respond to the request to demonstrate innovation or scaling up, very few applicants did so.
- The assessment of concept received used innovation/ scalability as a marking criterion, with a weighting of 1/6<sup>th</sup> of the marks. Most innovation funds would provide that innovation is treated separately from scale-up concepts, and then treated as an eligibility criterion, and failure to demonstrate either characteristics would result in the concept being treated as non-eligible and would have been screened out. In this way only innovative or scale up concepts would be considered for funding.

- A review of the concept notes suggests that the word “innovation” was not mentioned in the vast majority of the concepts despite instructions to explain the innovation. The evaluation team classified the concept notes received that related to eventually funded projects. The classification found that two out of the twelve projects demonstrated innovation, and that the innovation in both cases was relatively minor, covering only part of the grantee project activities.
- There was no differentiation made in the challenge round terms and conditions for innovation and scale up despite the financing and risk sharing needs being very different. Typically the funding limits available for projects (a maximum of £250,000) are appropriate for innovation work in the developing world, but considerably insufficient for scale up.
- Discussion about the extent to which projects were innovative, if these took place, were not in the minutes of the Advisory Committee meetings. Innovation was not assessed by the Fund Manager’s short-term specialists who supported the review of the full grant applications. DFID annual reviews of RAGS did not address the question of innovation.
- A review of the one expert who used the full marking system suggests a reasonable correlation between the expert’s mark for innovation/ scale up and the eventual selection of concepts, as shown in Table 6. One project was rated by the expert marker as innovative and easily replicated was not funded as no full application was received.

**Table 6 Innovation Perceptions of one expert concept note marker**

Innovation Perceptions				
Marker’s Rating	All concepts	Selected concepts	Eventually funded	Not funded
5	1	1	0	1
4	6	6	5	1
3	6	6	6	0
2	8	3	1	7
1	3	0	0	3
Total	24	16	12	12

#### 4.2.6. Dissemination

**Dissemination events provided a space for grantees to share lessons learnt. There is limited evidence these lessons are being shared beyond the RAGS grantees.** The Fund Manager organised dissemination events in 2013 in the UK, India and Bangladesh, and key stakeholders took part or were invited to these events. A lessons learnt document, “Working Together for a Responsible Garment Sector” was published in November 2013, and other materials relating to the body of learning will be published on Local Resources Network, a networking site for ethical trading, and the DFID website. The lessons learnt document makes a series of primary recommendations to retailers, suppliers and exporters, governments and donors based on the RAGS project experiences. Media were not present at the UK event.

#### Relevance at the project level (level two evaluation):

##### a) India

The textile and clothing industry is the second largest employer in India. Direct and indirect employment provided by the textiles and clothing industry has been estimated at 35 million and 55

million respectively, which is nearly one-fifth of the total factory sector industrial work force. The industry is the second largest employer in the Indian economy after agriculture<sup>28</sup>.

All RAGS projects in India have clear relevance to specified RAGS objectives meeting at least one of the three RAGS objectives and aimed at the target groups (workers and managers in the garment sector). By default RAGS India projects have focused on women and girls as they make up a high proportion of workers in the RMG industry. Some projects only worked with managers, who remain predominantly male. These projects relied on management implementing change that would then affect women and girls (Impactt Ltd, SAI). Where RAGS India projects have not achieved clear relevance, in OECD/DAC terms, is that several have changed in outputs and design since the original proposal (Monsoon Accessorize Ltd, SEWA, SAI, WWW). These changes have been due to resource restraints and over ambitious original targets and timelines.

## **b) Bangladesh**

As outlined by the Workers Voice Report (2013)<sup>29</sup>, Bangladesh is the second largest apparel exporting country in the world with the RMG industry making up 13% of GDP, contributing 78% to the country's total export earnings, employing four million people, 80% of which are women, who predominantly originate from poor rural households. According to official estimates, nearly 4,500 garment factories are now in operation in the country. Over 70% of these factories are located in and around Dhaka, the capital city.<sup>30</sup> Political volatility in Bangladesh and numerous well documented concerns around health and safety affect the country's ability to make progress in ethical trade<sup>31</sup>.

Research undertaken as part of the Workers Voice Report (2013)<sup>32</sup> found around 40% of male workers receive a monthly salary of Bangladeshi Taka (BDT) 5,000 or above (approx. Euro 50) whilst this was the case for only a little over 10% of female workers.

All four Bangladesh grantee projects are highly relevant to country context and to RAGS objectives. Bangladesh's RMG manufacturers are in need of tailored guidance on improved labour standards and a powerful way to do this is to work in parallel on production and job quality, as both Impactt Ltd and Tesco set out to do. AAB's concentrated focus on empowering the workforce outside the factory was, and remains, extremely topical and the PTF's work with artisan groups – while in a different sector (unorganised and fair trade rather than mainstream) – responded to the broad-based needs of diverse artisan groups.

While AAB has the clearest mandate with respect to target group, PTF's is also strong although the proportion of women is less. Impactt Ltd and Tesco, on the other hand, while ultimately intending to reach poor RMG factory workers, did this via management- thus reaching intended beneficiaries depends on assumptions of 'trickle down' of the learning by managers to impact on workers.

## **c) Lesotho and Nepal**

Lesotho is Sub-Saharan Africa's (SSAs) largest exporter of textiles and garments and has an export market geared to the United States (US) – which represents over 95% of export share.<sup>33</sup>

<sup>28</sup> ITC (2012). Creating integrated textile parks in India Public—private partnerships drive world-class facilities—Part 1. Business Briefing. Trade Policy. pp 1

<sup>29</sup> Workers; Voice Report (2013). Insight into Life and Livelihood of Bangladesh's RMG Workers pp15

<sup>30</sup> Anu Muhammad (2013). Wealth and Deprivation: Ready-made Garments Industry in Bangladesh.

<sup>31</sup> ETI (2011/12) Annual review. Available at:

[http://www.ethicaltrade.org/sites/default/files/resources/ETI%20Annual%20review%202012%20WEB\\_0.pdf](http://www.ethicaltrade.org/sites/default/files/resources/ETI%20Annual%20review%202012%20WEB_0.pdf) pp9

<sup>32</sup> Workers; Voice Report (2013). Insight into Life and Livelihood of Bangladesh's RMG Workers pp42

<sup>33</sup> Mthente, 2009 cited in Kate Bird et al (2009). Aid for Trade in Lesotho: ComMark's Lesotho Textile and Apparel Sector Programme. ODI. Available at: <http://www.odi.org.uk/publications/4854-aid-trade-lesotho-commarks-lesotho-textile-apparel-sector-programme> pp 3

The RMG sector is the country's larger employer providing approximately 40,000 jobs for mostly female workers who represent 20% of the formal workforce<sup>34</sup>

However the industry has been contracting due to: the end of quota limits with the termination of the global Multifibre Agreement in 2005; higher wage levels compared to other garment exporting countries (the minimum wage in Lesotho is US Dollar (USD) \$127, or Rupee (R)1,150, including benefits and overtime. There is an absence of downstream industries; and a relatively higher cost of infrastructure and service costs (such as water, electricity and land freight costs) compared to other garment exporting countries. In 2004 there were 45 garment exporting factories in Lesotho employing 52,000 and exporting 111million m<sup>2</sup> of clothing. In 2011 this has reduced to 23 with 35,000 employees manufacturing 72million m<sup>2</sup> in exports<sup>35</sup>. Declines in employment in the sector are expected to have gendered implications as the predominantly female labour force has less income and correspondingly less control over household decisions<sup>36</sup>.

The one RAGS project in Lesotho, Skillshare LESRAGS, was relevant to the Lesotho context where the industry is dominated by Foreign Direct Investment (FDI) and worker influence is diluted by the number of different trade unions and their various political affiliations.

LESRAGS sought to bring about partnerships across Lesotho trade unions and improve their capacity and leadership skills through north/ south mentoring within the trade union sector. This was coupled with a worker and management training programme to raise awareness of rights and to encourage trade union membership.

According to the Garment Association of Nepal (GAN), in July 2006, around 30 manufacturing units were in operation in comparison to the 212 in 2001. GAN estimate that during the boom years in the RMG sector (1999-00) employment totalled 50,000 but in 2001-02 this had fallen to approximately 16,500. Two factors are said to be responsible for this. The first is Nepal's higher transaction costs which have eroded Nepal's competitive edge in liberal trade and the second has been the inability of Nepal to adjust to an international clothing trade that is without a quota regime<sup>37</sup>. Due to Nepal's marginal export of RMG (total exports had a value of \$6.5 million in 2008/09, as stated in PTF's project proposal) any impacts of RAGS Nepal will not have a significant impact on the UK clothing market.

Unlike in India and Bangladesh, men made up the predominant percentage of employees.<sup>38</sup> About 25 % of the total employees in the garment industry are estimated to be women.<sup>39</sup> The US is Nepal's biggest market for export followed by France and the UK<sup>40</sup>. The RAGS project in Nepal was led by the PTF. Activities in Nepal accounted for less than 5% of PTF's budget and focussed on practical measures translating Fair Trade guidance documents and labour rights information.

### 4.3. Effectiveness

\ garment production; increased awareness of decent work and labour rights amongst workers and managers, leading to better capacity to enforce them; barriers to suppliers and buyers scaling up ethical practices are reduced) achieved / are likely to be achieved? And b) were the intended

<sup>34</sup> IFC (2010). Africa Can Compete! The Miracle of Tiny Lesotho—Sub-Saharan Africa's Largest Garment Exporter. Smart LessonSp1

<sup>35</sup> Greg Mills (2011). Lesotho's textile industry unravels. Business Times. Brenthurst Media Articles

<sup>36</sup> Kate Bird et al (2009). Aid for Trade in Lesotho: ComMark's Lesotho Textile and Apparel Sector Programme. ODI. Available at: <http://www.odi.org.uk/publications/4854-aid-trade-lesotho-commarks-lesotho-textile-apparel-sector-programme> pp 13

<sup>37</sup> UNESCAP (2008). Unveiling Protectionism: Regional Responses to Remaining Barriers in the Textiles and Clothing Trade. VII. Nepal. United Nations Publications pp 237

<sup>38</sup> Trade and Export Promotion Centre (2008). Available at: <http://www.tepc.gov.np/products/rmg.php?print=1>

<sup>39</sup> [http://www.unescap.org/tid/publication/tipub2500\\_pt2chap7.pdf](http://www.unescap.org/tid/publication/tipub2500_pt2chap7.pdf) pp 232

<sup>40</sup> Garment Association Nepal (date NK) Readymade Garment Export to other Country and India. Available at: <http://www.ganasso.org/pdf/Garment%20Association%202001-2010%20Data.pdf>



results identified appropriate and have they been met to the extent expected? The programme's objectives equate to the logframe outputs and contributed to the outcome statement "RAGS acts as a catalyst for better working conditions in garment industries through the identification and development of scalable and replicable interventions in key labour areas"

The programme facility and its funded projects were assessed as "partially achieved" from the viewpoint of effectiveness.

At the facility level the evaluation assessed:

**To what extent do the monitoring and evaluation arrangements provide information to measure results / performance / outcome and outputs?** The logframe measures selected to represent the outcome failed to capture the evidence of RAGS acting as a catalyst and the replication aspect. The measures were selected retrospectively and represented a selection of measures from funded projects, and not all of those related to the stated outcome. The monitoring and evaluation framework did not use indicators that might have allowed an assessment of the desired outcome.

**To what extent did the processes, procedures and practices of the facility provide evidence of VfM (effectiveness)? To what extent were funded projects designed and conducted to focus grant funding on the intended beneficiaries (VfM equity)?** DFID and the Fund Manager both performed adequately against VfM effectiveness and equity benchmarks, demonstrating best or good practice against the majority of challenge fund process opportunities with few practices rated as below acceptable.

At the individual project level:

**Were the intended results identified appropriate and have they been met to the extent expected?** The evaluation scores most projects as "achieved" or "partly achieved" for both delivering their intended outputs and for providing robust logframes for measuring outputs. In India, some projects changed activities somewhat from the implementation plans initially specified. As a result of these changes the original logframes have not provided an accurate measure of effectiveness. Several projects have been effective in improving selected workers' situations but have not obtained the scale of impact originally designed. In Bangladesh, the activity performance of projects is rated as good. There is anecdotal evidence that RAGS contributed to women's economic empowerment at the individual project level, however, economic empowerment activities were confined to the workplace. There was little evidence available to assess the different approaches taken by grantees to improve beneficiary skills but informal settings and interactive sessions are all techniques which seem to have been memorable for participants.

#### 4.3.1. Outcome Indicators

**The achievements at the outcome level were largely in accordance with the chosen indicators and the targets.** The results are given in more detail in 5.3.2 below

**The outcome indicators in the logframe were not found to be completely appropriate (see Table 7).** For example the first indicator which relates to the achievement of milestones is an activity, not an outcome, indicator as is the disbursement indicator. The child labourer indicator is not evidenced in the output indicators, where it more correctly belongs.

**None of the indicators were measured through independent (non-grantee) evaluation preventing an independent assessment of the progress made at the outcome level.** Instead the Fund Manager compiled information from the reports of grantees. The progress against indicators was then reported based on the sum of information provided by each individual project.

**Table 7 Logframe outcome indicators and sources of indicator information**

Logframe outcome indicators and sources of indicator information		
RAGS outcome	Funded project(s) contributing to the outcome/ output	Indicators
RAGS acts as a catalyst for better working conditions in garment industries through the identification and development of scalable and replicable interventions in key labour areas	All	Proportion of individual milestones met by RAGS supported projects
	AAB, ETI, Impactt Ltd, WWW	Number of workers with better industrial relations including collective bargaining
	GMACL	Number of child labourers withdrawn from the workplace
	Impactt Ltd	Number of workers benefitting for increased wages and opportunities for higher income
	Impactt Ltd	Better efficiency in targeted factories
	All funded projects	Challenge funding disbursed

#### 4.3.2. Results at the outcome and output level

According to the logical framework provided, the performance against outcome indicators was generally above the targets provided as shown in Table 8. To note that there are no replication/crowding in statistics included in the targets, which were constructed after projects were funded and based on negotiated targets.

Projects largely achieved the agreed indicators on the number of beneficiaries targeted and reached but there was a lack of follow-on assessment of the impact of the projects. This impact is difficult to measure and in most cases cannot be attributed to RAGS.

**Table 8 Outcome Results**

Outcome	Outcome results		Reported result at March 2013
	Measure and expectation	Target	
RAGS acts as a catalyst to better working conditions in garments industries through the identification and development of scalable and replicable interventions in key labour areas	Proportion of individual milestones met by RAGS supported projects	RAGS funded projects met all of their milestones	Not reported on yet, but appears to be close to target
	Number of workers potentially benefitting from freedom of association, collective bargaining and industrial relations in targeted factories/workplaces	225,000	279,303 (124% of target)

Outcome results			
Outcome	Measure and expectation	Target	Reported result at March 2013
	Number of child labourers withdrawn from targeted factories/ workplaces	900	
Improved awareness of decent work and labour rights amongst workers and managers and better capacity to enforce them.	Number of workers benefitting from increased wages/ opportunities for higher income in targeted factories/ workplaces	75,000	97,777 (130%)

According to the logical framework provided, the performance against output indicators was generally above the targets provided as shown in Table 9.

**Table 9 Output Results**

Output results			
Output	Measure and expectation	Target	Reported result at March 2013
Improved business case for ethical garment production	Selected evidence at the output level exists of improvements to income, working hours and labour turnover at selected factories in India and Bangladesh	Impactt project statistics in India and Bangladesh:  Take-home pay Hourly pay Working hours  Labour turnover rate	(India/ Bangladesh % of target)  Overachieved (108,119%) Overachieved (125,113%) Achieved in India (182%) but not Bangladesh where working hours increased Overachieved (285,303%)
	RAGS projects are sensitive and sex disaggregated, evidence exists of specific and direct improvements in working conditions of women workers	Women receiving work through RAGS projects  Women benefitting from social protection schemes	97% achievement  Significant overachievement (443%)
	Evidence for RAGS supported projects of the adoption and implementation of responsible policies and practices, establishment of relevant groups and networks, and extending supply chains to homeworkers/ informal workers	Bangladesh factories with gender policies in place  Common interest groups for home based weavers established in Uttar Pradesh  ETI piece rate methodology tested and applied	No achievement (0%)  Partial achievement (67%)  Achieved (100%)
Improved awareness of decent work and labour rights amongst workers and managers and better capacity to enforce them.	Worker awareness of national and international labour code provisions	185,000 women RMG workers are aware of Bangladesh labour law  30 trainers trained on homemaker and discrimination issues  500 managers/ supervisors	99% achievement  Achieved

Output	Output results		Reported result at March 2013
	Measure and expectation	Target	
		possess enhanced levels of gender awareness  1200 workers in Lesotho and 1300 in India trained in ILO core conventions and decent work agenda	119% achievement  Lesotho 122% achievement India 122% achievement
	Improved capacity to enforce decent work and labour right amongst workers and managers (including the establishment of social dialogue and worker representation mechanisms)	2000 informal workers organised into self-help groups etc.  60% increase in trade union membership of RMG workers in Lesotho  150 operational participation committees in Bangladesh  2 advocacy groups formed around the concept of a living wage in Bangladesh  18000 peer education groups established in Bangladesh	115% achievement  No information  93% achievement  Achieved  Achieved, 114% of target
Known barriers to suppliers and buyers scaling up ethical practices are reduced	Improve capacity of local auditing firms/ labour inspectors to conduct ethical audit.	30 labour inspectors trained in child labour trafficking in India  3 sets of auditor guidelines distributed in India	Achieved 163% of target  Limited achievement (33%)
	Number of training tools available to stakeholders to encourage good practice	Training manual of child labour finalised and mainstreamed  4 Training modules developed on homeworker and discrimination issues  WFTO FTS training materials developed and made available in Nepali and Bengali	Achieved  Partly achieved (75%)  Achieved
	Systematic communication and dissemination of successful examples of ethical practices	RAGS website, dissemination events	Achieved

### 4.3.3. VfM (Effectiveness and Equity)

The evaluation team found that DFID and the Fund Manager both performed adequately against VfM effectiveness and equity benchmarks, demonstrating best, good or acceptable practice against the majority of process opportunities with few practices rated as below acceptable. However sub-par practice and opportunities to demonstrate VfM were also demonstrated in some cases.

The process tool used by OPM in this evaluation classifies the opportunities to improve challenge fund VfM in terms of the 4 Es and provides a best-practice statement for each opportunity. The benchmark ranges from best practice to not practised. OPM has identified 43 opportunities to demonstrate VfM of which 15 relate to effectiveness and six relate to equity. The results of the assessment are shown in Annex G. Table 10 shows the process tool results in relation to opportunities to demonstrate VfM in relation to effectiveness and Table 11 assessments regarding benchmarking of opportunities to demonstrate VfM (equity).

**Table 10 VfM (Effectiveness) Benchmarking**

VfM (Effectiveness) Benchmarking		
	Benchmark	Number of opportunities to demonstrate VfM achieving the benchmark assessment grade
	DFID	Fund Manager
Best practice	1	2
Good practice		2
Acceptable practice	1	4
Sub-par practice	1	1
Not practised		1
Not applicable		2

**Table 11 VfM Equity Benchmarking**

VfM Equity Benchmarking		
Benchmark	Number of opportunities to demonstrate VfM achieving the assessment grade	
	DFID	Fund Manager
Best practice		1
Good practice	1	1
Acceptable practice		
Sub-par practice	1	1
Not practised		1
Not applicable		

#### 4.3.4. Logframe Focus on Beneficiaries

**The logical framework indicators are well focused in terms of the intended beneficiaries and the individual project purpose indicators relate closely to the intended beneficiaries** - although for a number of projects the baseline indicators were not collected independently. Grantee management information system (MIS) collection processes were reviewed by the Fund Manager as part of the due diligence process prior to grant award.

#### 4.3.5. Addressing Gender Considerations

The implications for women and girls of initiatives in the RMG sector are of high importance to DFID. Because of this it was appropriate for the evaluation team to look at the ways in which the outcomes from the RAGS projects are differentiated for men and women. The RMG sector offers entry into the labour market, the possibility of economic independence and social standing yet this is countered by social exclusion from the workplace and broader society<sup>41</sup>. The evaluation team found that:

<sup>41</sup> Nidhi Khosla (2009) provides an overview of this topic in the Journal of International Women's Studies. Volume 11. Issue 1 Gender and Islam in Asia. Article 18. The Ready-Made Garments Industry in Bangladesh: A Means to Reducing Gender-Based Social Exclusion of Women? Available at: <http://vc.bridgew.edu/cgi/viewcontent.cgi?article=1161&context=jiws>

- **Almost all grantees provided gender data relating to training and other intervention activities but the lack of impact analysis** prevented an assessment of the effectiveness of RAGS on women's economic empowerment.
- **Whilst some grantees (workers in Impactt Ltd project factories saw working hours reduce by up to 17% and take home pay rise by up to 5%) reported progress in terms of take home pay and working hours there was not correlating research to understand what reduced working hours and increased pay have meant to lives of working women** (and men) – both in terms of better jobs and economic empowerment outside of the workplace.
- **Gender sensitisation, as part of the grantee activities, was anecdotally found (during worker FGDs) to have had a big impact on individual lives.** In India, where SAI focused on gender sensitisation, the women interviewed spoke of how their own perception of their abilities had positively changed and that they felt more empowered to speak up in meetings at work. Men involved in the training spoke of how they have changed their attitude to certain tasks within the workplace and at home. Many reported helping out with more domestic duties and childcare and of keeping girl children in education.
- **Economic empowerment activities cannot be confined to the workplace alone. The world of women workers is one of juggling domestic and working life and strengthening one is not possible without strengthening the other.** Action Aid created worker cafes<sup>42</sup> in Bangladesh for women (and men) to meet and discuss work issues. Many cafes reported that demand for help with domestic violence, desertion, divorce etc. was greater than for work-related issues, and the bulk of time of legal advisors was taken up with this. This demonstrates one way in which men and women can be engaged to discuss work and domestic issues.

#### **Effectiveness at the project level (level two evaluation):**

##### **a) India**

The grantee projects in India have predominantly varied from the implementation plans initially specified. As a result of these changes the original logframes have not provided an accurate measure of effectiveness for several projects whose activities and outputs have changed from original plans but the logframes have not been updated (ETI, Monsoon Accessorize Ltd, SEWA., SAI). Whilst several projects have been effective in improving selected workers situations they have not obtained the scale of impact originally designed (ETI, SEWA, SAI, WWW). These variances from original plans are largely due to an overestimation of the ability of grantees to partner with each other and other organisations to deliver outputs and impact as well as their ability to engage recipients in the projects quickly.

##### **b) Bangladesh**

The performance of Bangladesh projects has been good, with the exception of the Tesco project which fell dramatically behind target and remains in a vulnerable position with respect to raising the customer fees essential to its future survival. PTF's performance has been less than hoped (with only half number of producers and half amount of sales achieved) with global recession given as the main reason. In all cases, grantees' individual logframes were assessed as robust.

##### **c) Lesotho and Nepal**

The performance of RAGS Lesotho is difficult to assess as the end of project report available for review took the form of a quarterly report and did not report achievements in the same format as

<sup>42</sup> Most cafes have a core attending group of 50-200 women, with much wider numbers attending casually and for specific programmes.

the original logframe. The project struggled due to on-going competition and friction between the beneficiary groups. It is recognised that no stakeholder analysis was carried out. The operating environment and lack of robust partnership impacted adversely on implementation and reduced the project's effectiveness in terms of the number of workers reached and the speed at which the project could undertake planned activities.

PTF in Nepal was a very small part of one project. There is limited evidence available for the evaluation team to assess effectiveness. Project documentation indicates that the activities of PTF Nepal were shaped by the local partner, Kunbeshwar Technical School (KTS), who appeared to operate semi-autonomously. KTS did take part in a visit to UK buyers according to the project reports available but there is not documentation on the effectiveness of the partnership and whether the visit to buyers resulted in new or increased orders.

#### **d) Grantee self-assessment of achieving outcomes**

Of the ten respondents who answered the question "Were you able to achieve all the intended project outcomes by the end of the RAGS funding period?" seven said yes. The three respondents who answered no all choose to provide an additional comment. These additional comments referenced:

- Lack of access to young women workers at workplace. Contact at their houses resulted in difficulties securing consistent access.
- Difficulty identifying UK retailers because of lack of transparency in supply chains.
- The short time frame in which to achieve substantial improvements in working conditions.
- Difficulties securing payment from participating factories
- Difficulties recruiting a sufficient number of factories to take part in the project
- Lower than anticipated beneficiaries- this prevented targets from being met.

These findings indicate that some of the grantees were unable to undertake the activities they had outlined in their proposal in the manner they intended to. This was related to the limited timeframe in which to show results, lack of buy in from factories and lower than expected beneficiary numbers. These factors prevented some grantees from meeting the results to the extent that was expected suggesting that the intended results outlined at the design stage were unrealistic in some cases.

## **4.4. Efficiency**

The following section discusses evaluation questions relating to the efficiency of RAGS – both at the overall challenge fund and project level. The overarching evaluation questions ask a) were RAGS activities economic and efficient? b) Were objectives (the business case for ethical garment production is improved.; there is increased awareness of decent work and labour rights amongst workers and managers, leading to better capacity to enforce them; known barriers to suppliers and buyers scaling up ethical practices are reduced.) achieved in a timely manner? And c) Was RAGS implemented in the most efficient way compared to alternatives?

The evaluation assessment of the facility was "achieved" and at the funded project level "partially achieved". At the facility level, the evaluation attempted to answer if RAGS' activities were economic and efficient, and whether objectives were achieved in a timely manner. The evaluation also looked at whether RAGS was implemented in the most efficient way compared to alternatives. At the funded project level, the evaluation addressed whether the objectives were achieved in a timely manner and in line with the level of resources envisaged.

**Were the RAGS activities economic and efficient?** DFID's performance overall from a VfM (economy) process perspective was considered good to excellent and the Fund Manager's performance mixed, but overall was assessed as adequate. From a VfM (efficiency) process perspective, both DFID's and the Fund Manager's performance is rated as adequate.

**Were the objectives achieved in a timely manner and what were the major factors influencing the achievement or non-achievement of the objectives?** The timeliness of achieving RAGS programme objectives is a function of the activities of the individual grant projects, which, in general, took longer to realise than initially laid out and agreed. The extension of many of the projects, with additional grant funding was a mixture of achieving additional results and reinforcing outcomes in the case of others.

**Was RAGS implemented efficiently compared to alternatives, and how did sharing risk (financial and otherwise) with private sector partners' influence / affect the interventions?**

There was no business case for RAGS and it is impossible to determine what alternatives might have been considered to achieve the same end, although some discussion in the project memorandum ruled out existing and then-planned challenge funds because of their rules of engagement. It is unlikely that attaching the RAGS agenda to another challenge fund would have been more economic. In terms of risk and cost sharing, the evaluation found that the NGO projects would not have proceeded at the scale achieved without alternative funding and that available non-DFID funding was limited. The decision to award additional grants to the majority of existing grantees represents relatively poor VfM (economy) from a process perspective.

At the individual funded project level:

**Were the objectives were achieved in a timely manner and in line with the level of resources envisaged?** All RAGS India projects struggled with initial stakeholder engagement including those that scaled up or expanded into new areas but largely completed their activities as planned. In Bangladesh, the findings were mixed.

#### 4.4.1. VfM (Economy)

The process tool used by OPM in this evaluation classifies the opportunities to improve challenge fund VfM in terms of economy across sixteen opportunity areas. Annex G provides the full assessment. Table 12 shows the benchmarking results.

**Table 12 VfM (economy) benchmarking**

VfM (economy) benchmarking		
Benchmark	Number of opportunities to demonstrate VfM achieving the assessment grade	
	DFID	Fund Manager
Best practice	2	1
Good practice	2	3
Acceptable practice		1
Sub-par practice		1
Not practiced		3
Not applicable		3

Overall commentary is provided below.

**DFID's performance overall from a VfM (economy) process perspective is considered good to excellent.**

- **The selection of the RAGS Fund Manager was made through open competition in line with standard DFID procurement processes.** The management cost negotiated with the winning firm was approximately 15% of the RAGS programme value and provides excellent VfM from the economy perspective. Day rates for experts were in the standard bands.
- **The Advisory Committee met many more times (12) than anticipated initially,** and whilst the overall cost of the committee is low, it is not clear why so many meetings were required, even given the expertise that they committee members provided. The Advisory



Committee was able to give expert views on the pricing of grant applicant bids received and a number of concepts were rejected for not demonstrating good VfM (economy).

**The VfM (economy) process performance of the Fund Manager was mixed**, but overall was assessed as adequate.

- **There were missed VfM opportunities** to work with independent evaluation service providers in India and Bangladesh that would have strengthened the evidence relating to funded project outcomes; and to phase grant awards based on project performance.
- **A number of contemporary techniques to demonstrate VfM (economy) were not used as their general acceptance post-dated the start of RAGS activities**, including the use of private sector grant justification techniques (industry cost of capital, industry investment hurdle rates and alternative investment opportunity analysis); allowing different grant percentages against grant project expense line items to favour line items associated to expected outcomes; differential grant ceiling and grant percentages according to applicant type and project type (scale up and innovation); use of grant reduction techniques; grant awards based on expected outputs or results delivery rather than activities.
- **The decision to award additional grants to the majority of existing grantees rather than conduct a competitive second round represents relatively poor VfM (economy)** from a process perspective, although it is acknowledged that the decision not to hold a second competitive round was governed by the short time frame of RAGS.
- **The Fund Manager applied best challenge fund practice in a number of process areas**, including the award and treatment of grant advances; application of grant preconditions and the assessment of grantee procurement processes.

#### 4.4.2. VfM (Efficiency)

Table 13 shows the VfM process tool results in relation to six opportunities to demonstrate VfM in relation to efficiency. This is the area that was benchmarked the lowest out of the four VfM assessments.

**Table 13 VfM (efficiency) benchmarking**

VfM (efficiency) benchmarking		
Benchmark	Number of opportunities to demonstrate VfM achieving the assessment grade	
	DFID	Fund Manager
Best practice		
Good practice	1	1
Acceptable practice		
Sub-par practice	1	2
Not practiced	1	
Not applicable		

From a VfM (efficiency) process perspective, DFID's performance is rated below adequate and the Fund Manager's performance as below adequate.

**The Fund manager missed an important opportunity to demonstrate efficiency** in the competition for grants and the awareness raising and instruction materials to maximise applicant financial contribution. Although it is clear that MSP was not explicitly asked to do so, the opportunity to maximise the leverage of grant funding is considered best practice. This resulted in large proportion of applicants applying for the maximum grant available and the maximum

percentage of grant to project costs. This led to RAGS having a relatively low leverage ratio compared to other challenge funds. It is noted that awards were eventually based on further negotiations.

**In general the grant projects took longer to realise than the initial timetable, included in the full grant applications that were approved, set out.** The timeliness of achieving RAGS programme objectives is a function of the activities of the individual grant projects. The extension of many of the projects, with additional grant funding was a mixture of achieving additional results (e.g. in the case of Impactt Ltd) and reinforcing outcomes in the case of others.

**Good practice process techniques included** the inclusion of VfM as a concept note assessment criteria awarded a reasonable proportion of the marks; the weight given to the assessment of expected applicant project management capability and capacity; and the alignment of accountabilities and responsibilities in the governance and management arrangements.

#### 4.4.3. Risk Sharing

NGO projects would not have proceeded at the scale achieved without alternative funding and that available non-DFID funding was limited.

There is limited evidence that suggests that the pledging of co-finance by one private sector grantee was difficult to achieve despite the organisation's apparent wealth, due to competing non-income earning investment opportunities available to it at the time of application.

#### 4.4.4. Additional Funding

**There is no evidence that if the grantee projects had received additional funding there would have been additional economies of scale or proportionately larger impact attributable to the grant funding.**

**There is very limited evidence that the provision of top up additional grant funds was able to provide proportionately greater results than the results obtained with the initial funding, when viewed from the perspective of the end beneficiaries.** However the additional funding requests did provide an opportunity to revisit implementation models and improve delivery to maximise results and achievement of targets. They also provided the opportunity to apply lessons learnt to improve quality and delivery through the additional funding. Table 14 analyses the marginal additional benefit associated with extra funding for five projects receiving the most funding. In some of these cases, the funding was spent to secure previously agreed results or improve the quality of the interventions with end beneficiaries.

**Table 14 Marginal Additional Benefit**

Marginal Additional Benefit						
Grantee	Initial Grant £000s	Measure	Cost of measure in £	Top up grant £000's	Marginal cost of measure grant in £	Comments
Impactt Ltd	250	Workers impacted	2.70	181	3.99	Impactt Ltd had provided a forecast of up to 185,000 workers impacted, which would provide a marginal cost of £1.96 per worker. Additional funding was used to increase the catchment from 83,800 to 140,000 workers (still lower than anticipated).

Tesco	198	Workers/ managers trained	20.60	100	n/a	Additional funding for project time overruns. No additional beneficiaries forecast.
SAI	243	Homeworkers impacted	57.80	91	n/a	SAI applied for additional funding to secure the original forecast of 4,800 homeworkers.
AAB	240	Women workers	1.20	73	n/a	Target workers remained the same. Additional budget spent to improve the quality of interventions with the target workers.
Skillshare	50	Workers impacted	1.54	70	n/a	Additional funding spent on training HR officers and supervisors, factory managers, owners and directors.
<b>Total</b>	981			515		
<b>Other projects</b>	1,031			208		
<b>Total for all grantees</b>	2,012			723		

#### 4.4.5. Branding of the RAGS Fund

**The evidence that the funded grantee project activities benefitted from the RAGS “brand” in terms of greater cooperation from stakeholders is limited.** A counterargument provided by experiences observed in Bangladesh, suggests that working through global buyers/ brands helps projects to access factories although buyers are generally more comfortable in interventions that increase productivity/ efficiency rather than rights-based activities.

**Working with the private sector (i.e. global buyers/ brands) helps with access to factory and with interventions aimed at increased productivity/ efficiency** (in some ways these interventions provide a more comfortable ground for buyers than pushing directly for rights).

Efficiency of RAGS implementation compared to alternatives is discussed in the results section under the counterfactual section.

#### Efficiency at the project level (level two evaluation):

##### a) India

The range of activities across the RAGS India projects means that direct efficiency comparisons across projects is not possible. The text below relates to how efficiently RAGS grantees have implemented their original activities in relation to the grants given and how well these have achieved intended outputs and effects.

All RAGS India projects struggled with initial stakeholder engagement- including those that scaled up or expanded into new areas (SEWA, Monsoon Accessorize Ltd). This affected the ability of grantees to meet their objectives in a timely manner. SAI suffered the most from late implementation. Stakeholder engagement and programme development took up to 18 months rather than the planned six months. However in terms of VfM (effectiveness) SAI did deliver, providing training to 200 factories by the end of the grant period compared to the 100 targeted. Likewise GMACL struggled to engage with brands and did not achieve their target. GMACL removed a higher number of children from factories than originally targeted (over 2,500 children rescued compared to a target of 2,000).

## b) Bangladesh

In terms of VfM AAB – leveraging the low cost structure of local professionals and civil society organisations – has been strong. On the other hand, there are indications that the AAB project faced delays in cash flow and delivery of essential project materials which could have been mitigated with better planning. By contrast, Impactt Ltd provided a relatively expensive model with a high proportion of resources flown in to deliver project activities. But within this constraint, the project appears to have been very well managed in-country. Both Impactt Ltd and AAB appear to have managed risk well.

The Tesco project falls down on efficiency criteria, with a model combining high in-country costs with high upfront capital expenditure and infrastructure investment, the risks of both of which could have been hedged better with stronger risk analysis. Adequate information was not available from PTF to complete this efficiency analysis.

## c) Lesotho and Nepal

Skillshare missed their intended targets for numbers joining trade unions and being reached through media interventions. This was mainly due to unclear targets and baseline data. These unclear targets plus the friction between local trade unions meant that Skillshare were not efficient in implementing parts of their project. North-South trade union twinning seems not to have been a reality, only South-South and ITGLWF. Project documents reference the Open Society Initiative of Southern Africa (OSISA) grant funding activities that RAGS funding was targeted at. If multiple funding was being received for similar activities efficiency gains could have been made through cost sharing activities. Project documentation has not enabled the evaluation team to clarify whether cost sharing took place.

Interventions in Nepal were so small and there is little disaggregated information available. The discrete nature of the activities and the relationship with one partner is assessed to have heightened efficiency due to the restricted administrative burden associated with dealing with a large number of partners and activities.

## 4.5. Results/ Impact

The evaluation assessment of the result and impact review at the facility level is “not yet achieved” and at the funded project level as “partially achieved”. The evaluation questions asked:

a) What has happened as a result of RAGS? b) What real difference has the project activity made to the beneficiaries? And c) how many people have been affected?

**What has happened as a result of RAGS?** The evaluation found gaps in the ToC logic chain especially between outcome and impact. As a result, RAGS funded project activities that did not contribute to the desired impact, namely that responsible, ethical production is the norm in the garment sector supplying the UK. At the funded project level, there were also logical disconnects and as a result, although project planned activities were largely carried out expected outcomes were only partially achieved. Although there is evidence of a move towards ethical production for the UK garment market, the case for attribution to RAGS activities was not significant.

**What real difference has RAGS made to the beneficiaries?** It is difficult to assess the outcome of RAGS due to a combination of a lack of grant project quantitative performance data on several projects especially around baseline and end line data, with the focus on qualitative lessons learnt which prevents aggregation. Projects largely achieved the agreed indicators on the number of beneficiaries targeted and reached but in many cases there was a lack of follow-on assessment of the impact of the achievement. This impact is difficult to measure and in most cases cannot be

attributed given external factors. Third party verification was not adopted and indicators were changed in some cases without being reflected in logframes. The small size of the fund restricted the funding allocated to monitoring and evaluation. Evidence from the interviews conducted with beneficiaries and some of the reporting on grantee projects supports the assertion that individual project interventions have had a positive impact on lives for some of the grantee projects, for example in the case of Global March, 1,345 children received statutory benefits including release certificates under the Bonded Labour System (Abolition) Act.

**How many people have been affected?** The project monitoring system has tracked numbers of impacted persons against targets. The primary worker –related targets are the number of workers potentially benefitting from freedom of association, collective bargaining and industrial relations in targeted factories, which totalled 279,000 at March 31, 2013. The projects that contributed significantly to these totals are ActionAid (179,000) and Impactt (97,000).

#### 4.5.1. Discussion of the Global Level ToC

**There are gaps and jumps in the logic chain.** The fund was designed before the ToC became a standard management tool for social programme design and development. As part of the 2013 annual review, DFID reviewers constructed a high level ToC retrospectively. The evaluation team assessed the logic steps and found that the top level of evidence is not strong (i.e. between outcome and impact). Please refer to Table 17 in Annex A for a further discussion.

**There are additional substantial disconnects evidenced in funded project activities as they relate to RAGS impact.** The majority of UK garment imports come from countries outside of those focused on by RAGS but these countries are not DFID priority countries. Working with factories which export minimal amounts to the UK (Nepal and Lesotho) created a disconnect. From the perspective of the goal, and economic additionality, some funded project activities were therefore not optimal.

#### 4.5.2. Logframe Design

**The logical framework's outputs provided acceptable linkages to RAGS intervention areas.** Awareness-raising material for the only challenge round allowed grant applicants to classify their concepts as contributing to up to three or more intervention areas which were drawn from the project memorandum.

**The verifiable indicators chosen for the RAGS logframe were formulated after grant projects were selected** to reflect the expected results of selected individual grant projects. This approach is one of the accepted practices for the construction of challenge fund logical frameworks.

**The way in which the logframe indicators were selected allowed the compiler to choose certain grant funded projects and indicators and to ignore those that either did not fit the logic or where grant funded projects were unlikely to achieve its aims.** This significantly increases the “performance” of the fund, measured in relation to the indicators chosen. This becomes an issue later in the challenge fund's life when progress is well established on funded projects. The outcome of this practice is that RAGS has a very high probability of meeting its milestones as measured by its indicators, whereas the expectations for RAGS when initially conceived may have been higher. This evaluation review of the structure of the most recent logframe version noted exceptions in the choice of projects and indicators for the logframe as follows:

- The Tesco and ITGLWF indicators are absent from the logframe indicators of success. The ITGLWF project was cancelled not long after it started. The Tesco project's activities were significantly delayed;

- The GMACL withdrawal indicators are only included at the outcome level and not at the output level; and
- The output three indicators for “Systematic communication and dissemination of successful examples of ethical practices” are activity level indicators.

**At the outcome and output levels there is a mix of RAGS management and funded project indicators.** It may have been more appropriate not to have challenge fund operations indicators, as they do not contribute to the purpose of RAGS.

**However, the alternative of setting aspirational indicators under each of the outputs and selecting projects for funding that can contribute most to these indicators is not suited to a challenge fund such as RAGS** where the number of expected applicants is limited, the indicators reflecting the outputs are complex, and where funding available under each output is not set in advance

#### 4.5.3. Change at the Impact Level

**There is insufficient information on which to judge, at the time of the evaluation, whether there has been an improvement in the alignment of UK retailers with ETI norms but there are encouraging trends.** The indicator chosen in the logical framework at the impact indicator level relates to the number of UK retailers that are assessed for their garment business at “Achiever” level (and above) against the ETI Principles. The principles relate to commitment to ethical trading, integration into corporate culture and business practices, application of practice within the value chain and transparency. This is a reasonable proxy for ethical behaviour, although there are limitations relating to the size of the ethical clothing market to the overall market. However, ETI has changed the way it assesses member performance; it is now based on forward planning rather than retrospective performance. Although the Fund Manager was working with ETI on an alternative indicator, this work has not provided the alternative indicator.

**Overall, RAGS has not made an impact on the UK ethical garment sector, if measured by the number of garments that are sold in the UK market from factories that have been impacted by the project.** In 2009, the UK fashion industry is estimated to have directly contributed £20.9 billion to the UK economy, or 1.7% of total UK GDP.<sup>43</sup> Ethical clothing remains an underdeveloped market that makes up less than 1% of the overall market<sup>44</sup> according to the Ethical Fashion Forum. The market declined during the early part of the 2011, and total sales were £150 million in 2011 compared to £177 million in 2010<sup>45</sup>.

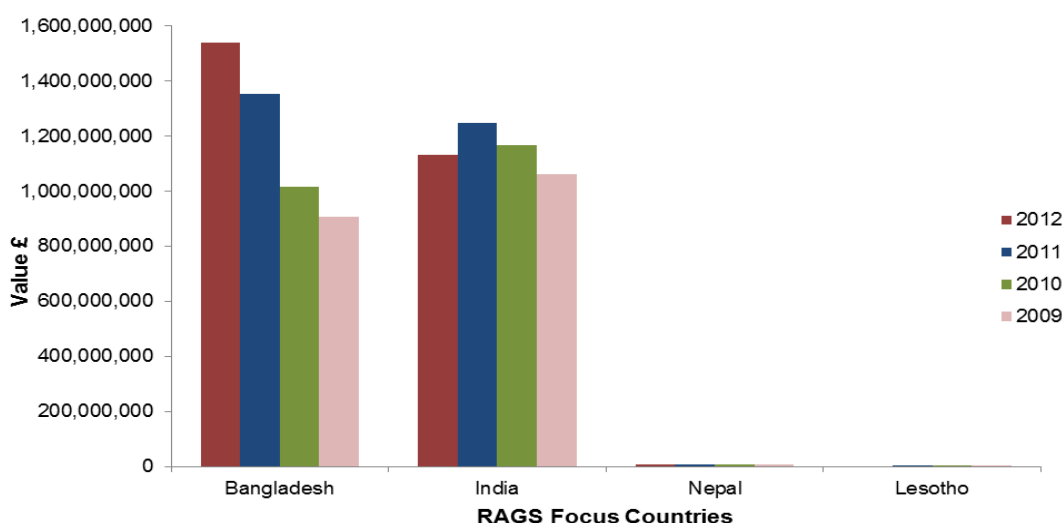
**In terms of the UK market, data from 2012 shows that the primary importing countries (by GBP) to the UK were China, Bangladesh, Turkey, India and Hong Kong. RAGS projects are being funded in the two of the five that are DFID priority countries (Bangladesh and India).** Figure one shows that imports to the UK from Bangladesh in 2012 totalled £1.55 billion and from India £1.2 billion, compared to total garment imports to the UK of £7.534 billion in 2012. Other large providers to the UK (China and Turkey) were not targets for RAGS funding. The other two countries benefitting from RAGS, (Nepal and Lesotho) have minimal garment exports to the UK whilst Lesotho is not a DFID priority country. As a result, the outcome was patchy, with two countries represented fully (Bangladesh and India) and no concepts received for the large majority of eligible countries due to a lack of alignment between DFID priority countries and the primary countries supplying RMGs to the UK market.

<sup>43</sup> British Fashion Council (2012) The Value of the UK Fashion Industry. Available at: <http://www.britishfashioncouncil.com/uploads/media/62/16356.pdf> pp12

<sup>44</sup> Ethical Fashion Forum (2011). Market for Ethical and Sustainable Fashion Products. Briefing pp 6

<sup>45</sup> Ethical Consumer Market Report (2012). pp 4

**Figure 1 Imports (Value £) to the UK from 2009-2012 from RAGS Focus Countries<sup>46</sup>**



A survey carried out by Ethical Consumer of 29 UK clothing retailers, weighted for RAGS priority areas, showed a solid performance for the RAGS grantees Tesco Fairtrade and Monsoon Accessorize Ltd Fairtrade – both from the private sector.<sup>47</sup> Nonetheless the same report names many other companies, active in the UK RMG retailer sector, that are adversely connected to issues that RAGS sought to positively influence at the impact, outcome and output level. The report demonstrates the variation of the private sectors engagement with making the responsible and ethical sector the norm in the garment sector supplying the UK market (the specified impact of RAGS) and the range of issues, including discrimination and poor working conditions, which continue to thrive throughout the RMG sector. See Table 15.

**Table 15 Ethical Consumer report**

Ethical Consumer report <sup>48</sup>	
Issue	Companies supplying UK retail market
No commitment to pay a living wage to workers in their supply chain.	Wal-Mart, Alexon Group (no policy at all), MNG-MANGO U.K. Ltd, Fast Retailing Co. Ltd (Uniqlo), Gap, Benetton (no policy at all), H&M, Matalan, Marks & Spencer, TK Maxx, River Island and Sainsbury's.
Companies buying from Gurgaon in India, where there are worker's abuses (poverty wages, discrimination, non-promotion) in the garment industry according to Labour behind the Label and War on Want.	Arcadia Group, Debenhams, H&M, Marks & Spencer, Monsoon Accessorize Ltd and NEXT.
ITGLWF report on sportswear sourcing in India, Philippines and Sri Lanka, naming poor working conditions.	Tesco, Walmart, Levi's, The North Face (owned by VF Corp), NEXT, Tommy Hilfiger, Calvin Klein, Marks & Spencer and Gap.

<sup>46</sup> Data is taken from HM Revenue and Customs. Statistics. Data Commodity by Code. The commodity codes included are: 61- Articles of apparel and clothing accessories, knitted or crocheted, 62-Articles of apparel and clothing accessories, not knitted or crocheted, 63- Other made up textile articles; sets; worn clothing and worn textile articles; rags.

<sup>47</sup> Ethical Consumer (accessed 8 January 2014). Shopping guide to High Street Clothes Shops. Available at: <http://www.ethicalconsumer.org/buyersguides/clothing/clothesshops.aspx>

<sup>48</sup> Ethical Consumer (accessed 8 January 2014). Shopping guide to High Street Clothes Shops. Available at: <http://www.ethicalconsumer.org/buyersguides/clothing/clothesshops.aspx>

#### 4.5.4. Monitoring and Evaluation

**Quantitative data on the impact of Grantee project activity on beneficiaries and the number of people affected cannot be known as they were not estimated at baseline and end line in a systematic manner.**

**The Fund Manager developed the RAGS log frame and measures in conjunction with DFID.** DFID had set the basic structure of the logframe as part of the project design, and the challenge fund's processes in attracting concepts and selecting projects for grant funding ensured that projects would contribute to the logframe outputs. Each project had its own logframe with negotiated indicators. The chosen indicators for the RAGS logframe were derived from the funded projects. There was no DFID requirement for baseline studies on any of the projects.

**The monitoring and evaluation component of the RAGS fund, and the component projects, was found to be weak.** It is difficult to assess the impact of RAGS due to a combination of lack of grant project quantitative performance data from several projects especially around baseline and endline data, and the focus on qualitative lessons learnt which prevents aggregation. It is the evaluation teams understanding that the small size of the fund restricted the funding available for allocation to monitoring and evaluation. The findings of the evaluation also indicate that this was an area of weakness for many of the grantees and that subsequently, it should have been given more of a focus to ensure that project results were measurable, and that they could feed into an assessment of the intended impact of the fund. Examples at project level are given below:

- **In India, the evaluation team found that projects had their impact assessment hindered by a lack of clear data and a lack of disaggregated information.** Quantitative data was either missing or different indicators were used than those in the original logframes. This made it difficult to clearly assess the impact of project activities (GMACL, SAI, SEWA, WWW). This also made it difficult to quantify the impact of RAGS interventions on known barriers to ethical garment production as evidence is mainly qualitative.
- **In Bangladesh, data collection was better.** Three projects reported in good detail with documentation capturing process, challenges and unintended consequences as well as achievement against targets. The same three projects can be said to have identified and developed scalable and replicable interventions in key labour areas of the RMG sector. AAB has reportedly reached the number of workers that it specified as an outcome indicator in the original proposal, but assessing if they were reached with interventions in a way which has meaningful and lasting effects cannot be confirmed without an independent verification at a future date. By contrast, Impactt Ltd and PTF were under target in comparison to the proposed outputs, the former by about a third and the latter, by about half.
- **In Lesotho, the project failed to meet original outcome and impact indicators** although the evidence indicates that this was influenced by changes in the broader operating environment.

#### 4.5.5. Counterfactual

In response to the ToRs, and as mentioned in the evaluation team's inception report an indication of what would have happened in the absence of DFID funding for RAGS will be provided. The approach is not intended to provide a rigorous analysis of the counterfactual question. Rather, the analysis is intended only to suggest what would have happened in the absence of the support provided.

**Through RAGS, the UK government has been able to demonstrate that it has long been committed to improving working standards in the RMG sector.** This was important in the 2013 UK political debate that followed the Rana Plaza disaster. Without RAGS, it is possible that the



primary ethical trading initiatives and the RAGS grantees would have continued to provide support, but at a much lower level of intensity. More generally, the UK government has been constant in advancing the ethical trading agenda as a policy priority and without the programme, an opportunity would have been missed.

**The review of documentation and grantee visits in India and Bangladesh indicate that many of the RAGS grantees were undertaking activities that were not new to them organisationally.** In the absence of RAGS this indicates that some of the activities would have, or already were, going ahead. This is partly supported by the findings from the on-line questionnaire which asked grantees “As a result of RAGS funding did your organisation implement activities that you had not tried before?” Whilst out of the ten respondents eight answered yes and two answered no, of those that answered yes, the majority were actually scaling up a routine activity, working with a different stakeholder group or a different beneficiary group (but were still undertaking the same activities). All respondents provided an additional optional comment. The answers have been analysed and grouped together for ease of reading below:

- The organisation worked with new stakeholders e.g. trade unions and the private sector prior to RAGS;
- The organisation worked with a new beneficiary group;
- The organisation focused on a totally new issue e.g. gender sensitisation;
- The organisations routine activities were scaled up; and
- The organisation undertook routine activities.

These findings correlate with those from the documentation and grantee visits. In the absence of RAGS some grantees would have remained effective at sourcing alternative funding or using existing funding, or generated revenue, to continue pre-determined activities. Without the funding evidence indicates that existing activities would not have been rolled out to new geographic areas or beneficiary groups, and that scale up would have been slowed.

The alternatives were to support a broad based intervention comprised of country-led programmes - either as challenge funds or other cost sharing grant funds. From a management perspective, an alternative might have been to provide ETI with the grant pot to manage, given its focus of activities are also aligned to RAGS objectives. The design of RAGS predates the use of the Treasury business case where the relative merits of alternatives are discussed and contrasted.

The advantages of a multi-country challenge fund rather than a country fund are not as clear cut. Advantages of single country funds are clear where there is strong country ownership of the desire for change, a detailed understanding of the issues in that country, and closer engagement with grantees. Against this, the costs of running country specific programmes are quite high, and the overall cost of managing RAGS was much smaller than the alternative. The country fund concept would have been more attractive if the fund had been significantly larger.

The option to provide ETI with the funding depends on the ability of ETI to absorb the management effort and the potential for conflicts of interest with ETI’s members. It is not possible to know whether ETI had the skill set to manage a challenge fund. It is not possible to comment further on whether this option was considered or not.

#### **Impact and results at the project level (level two evaluation):**

##### **a) India**

The evaluation team found that projects in India had their impact assessment hindered by a lack of clear data and a lack of disaggregated information. Quantitative data was either missing or different indicators were used than those in the original logframes.

There is a general move in India (in the North especially) towards greater employment of women. The attribution of this shift to RAGS is not evidenced. Shortages of skilled labour, coupled with high inflation rates, are driving more women into formal employment - especially in the garment sector around National Capital Region (NCR). This, coupled with a national debate on the roles of women that was fuelled by the Delhi gang rape case in December 2012, is changing the way women enter the workforce and think about their abilities and opportunities. In this context RAGS could be seen as benefitting from a shift in perceptions taking place in India during the lifetime of project implementation.

### **b) Bangladesh**

Three projects, excepting Tesco, have reported in good detail on their projects, with documentation capturing process, challenges and unintended consequences as well as achievement against targets. Compared to the other three, Tesco's reporting is narrow.

None of the projects can be confidently said to be achieving impact on responsible garment production to the UK at this point in time. Projects are small and the markets of target factories are split across many countries. While Impactt Ltd and Tesco's partnership structures held out the clearest link to UK markets, both have focused as much on efficiency/ productivity gains as on worker gains and the translation of the former to the latter cannot be taken for granted. Impactt Ltd reports a significant gain in average wage to workers (BDT 491/ month) but attribution to the project, rather than the shifting external climate of governance, is not documented or proven. As mentioned in this report, the average wages paid in 2013 are far beneath a living wage.

As women account for over 85% of the workforce it can be reasonably assumed that the wage gains documented by Impactt Ltd went to increase women's incomes. However, increases in income are frequently offset by rent increases. Further analysis of the impact of pay, in the light of other expenditure increases related to the RMG sector (in this case housing in the garment clusters in Bangladesh), is needed to assess change in the lives of women and the families they support.

Three of the four projects (i.e. excepting Tesco) can be said to have identified and developed scalable and replicable interventions in key labour areas of the RMG sector. Tesco may still, but it is too early to tell.

AAB has reportedly reached the number of workers that it planned but assessing if these have been reached with interventions in a way which has meaningful and lasting effect cannot be confirmed without a random sampled evaluation. By contrast, Impactt Ltd and PTF are somewhat under target, the former by about a third and the latter, by about half.

In one FDG undertaken by the evaluator in Bangladesh men reported learning about labour laws and demonstrated guiding women colleagues towards improving their knowledge. In a context of predominantly female workforce and male management, AAB responded to demand by women workers for legal counsel on non-work related issues thus demonstrating impact on men and women's lives beyond the workplace and acknowledging the close link between work and home life for all women members.

### **c) Lesotho and Nepal**

Where LESRAGS failed to meet their original targets the wider literature review indicates that the changes in the operating environment had a negative impact. There were continued tense relations between local trade unions and factories and there was a failure to put a coalition/ partnership in place between competing unions. A general election in Lesotho during the project reinforced political differences between the trade unions. North/ South mentoring of trade union staff was replaced with a relationship with COSATU in South Africa. COSATU provided south/ south training.

The impact of this cannot be seen in the project documentation or from the results of the on-line questionnaire.

Skillshare in Lesotho did succeed in raising awareness of labour rights across a large number of workers. But there is limited evidence on the resulting impact. Over 3,000 workers joined trade unions during the course of the project but attribution to the project was not available. There was no gender breakdown available for the numbers joining trade unions during the course of the project. Due to the infighting between trade unions there is no existing data that indicates that membership will result in increased protection of worker rights.

It is not clear what impact the interventions in Nepal have had for KTS and their workers. Disaggregated information on Nepal has not been available for review.

#### **d) Grantee self-assessment of achieving outcomes**

Grantees were asked “how many women were in management and/ or supervisory roles at the end of the RAGS award in the total number of factories participating”? Only one of the ten respondents was able to provide data. This highlights the lack of sex disaggregated data collected by grantees. This curtails the evaluation team’s ability to measure impact on beneficiaries.

At the project level grantees reported (via the on-line questionnaire) that the major factors influencing the achievement of the objectives were:

- Getting the right project staff in-country. This supported project delivery and the buy in of workers in factories.
- The identification of relevant project objectives that meet the needs and wants of local people.
- Government and wider external stakeholder support for the project. This was linked to the positioning of the project with wider policy.
- A supportive contextual environment. This included political stability.

## **4.6. Sustainability**

The following section discusses evaluation questions relating to the sustainability of RAGS – both at the overall challenge fund and project level. The overarching evaluation questions ask a) to what extent are the expected benefits of a fund likely to continue after DFID funding ceases? b) What were the major factors which have influenced or can be expected to influence the achievement or non-achievement of sustainability of RAGS and the funded projects? And c) to what extent are the expected benefits of a project likely to continue after DFID funding ceases?

### **4.6.1. Sustainability at the Design Stage**

**From a process perspective, whilst sustainability was an issue addressed robustly in the application process it was given insufficient weight at the design stage.** In the challenge fund context, sustainability is an issue that normally needs to be addressed as part of the initial concept note’s selection criteria and assessment of applicant’s plans to sustain activities. For both private sector and NGO grantees, the primary measure of sustainability would be whether the activities funded under the grant become part of the mainstream activities of the grantee after the grant funding period has ended. It is clear that where sustainability issues were raised as part of the review of applications, actions were required to be taken as part of the final project design to mitigate sustainability concerns.

A number of initiatives will not be sustained without continuing donor support or considerable effort. The 'Lessons Learnt' report produced by the Fund Manager noted that sustainability of project interventions beyond the lifetime of the project was a challenge especially where there was a need for intensive support for new innovations<sup>49</sup>.

#### 4.6.2. Factors Influencing Sustainability

**Apart from those cases noted above, the processes of the challenge fund were adequately robust in the consideration of the sustainability plans**, especially during the review of projects with budget increased requests, which involved multiple iterations between the Fund Manager, the Advisory Committee and the grantees. The robustness was also evidenced by the structure of the initial application that required the applicant to demonstrate how sustainability might be achieved and the review process whereby the Fund Manager and the Advisory Committee questioned the model.

**Missed opportunities that might have given rise to improved achievements of RAGS, including sustainability and effectiveness are:**

- The timescale for RAGS, which at three years did not give time for more than one challenge round;
- A much greater emphasis on innovation, with a greatly increased effort in seeding ideas and awareness raising; and
- A separate competition for scale up of already successful innovations with larger funds available for each project.

**RAGS did not fund any truly innovative projects and funded only three partly innovative projects. Therefore there are limited new models that can be scaled up. This may have prevented RAGS from maximising its effectiveness.** The projects with some innovation include:

- **The women's café model of Action Aid Bangladesh**, where the funding was shared with GIZ. This innovation is rather specific to very high density multi-factory environments and is of limited replicable value outside of Bangladesh in the developing world, and may be of limited growth potential even in Bangladesh;
- **The work of Skillshare in Lesotho**, which was innovative for Lesotho. The innovation is already being refined, and received RAGS support for training of owners and factory managers as part of an engagement model; and
- **The SAI project** ended up delivering an innovative gender sensitisation programme once it became clear the original planned partnership programme with ETI on homeworking supply chain would be possible. SAI focussed on gender sensitisation not just women's rights and delivered this in mixed gender groups using participative workshop techniques which were a very innovative form of delivery for India. This form of delivery was well received by participants and seems to have made a big impression on those attending training sessions.

#### 4.6.3. Continuation of Activities Post-RAGS Funding

**It is the evaluation team's understanding that a continuation of DFID support to RAGS is not an option.** However, the importance of the sector to the economies of a number of DFID priority countries suggests that DFID country offices could look at the potential to support locally owned initiatives. The economic impact for the future in Bangladesh (to protect and sustain its world-wide market share), and Myanmar (to develop its own RMG production capability) in particular could be reason for consideration for DFID country offices. However, we understand that such initiatives

<sup>49</sup> Maxwell Stamp PLC (2013). RAGS Challenge Fund. Working Together for a Responsible RMG Sector – Lessons Learnt pp17

are unlikely to gain much traction through competition with other priorities and the minimum size for DFID programmes.

**At the time of this review there is limited evidence of any catalytic effect on government, donors, NGOs or private sector initiatives that can be attributed to RAGS.** The GMACL project worked actively towards an improved child labour legislation in India, which is also part of the campaign for the universal ratification, implementation and monitoring of the ILO's child labour conventions. During the life of the project, the Indian government approved the amendments in the existing law, banning all forms of child labour under the age of 14, and making the employment of children below 14 a criminal offense. It also put a blanket ban on employing anybody below 18 in hazardous occupations, within the new Child and Adolescent Labour (Prohibition) Act. However Government interest in working conditions was initiated before RAGS was very far advanced. In Bangladesh, it is likely that any acceleration in further working condition improvements will be attributable to the aftermath of the 2013 Savar disaster, where there is evidence of significant increased investment by foreign buyers in safety investments in factories.

**DFID continues to support the RMG sector in Bangladesh as part of its 2013-15 programme TGVC1** which will be piloted in Bangladesh among other countries. GIZ has been active for a number of years in the Bangladesh RMG sector, through its "Promotion of Social and Environmental Standards" programme, which ran over a similar time frame to RAGS. This programme funds initiatives very similar to the RAGS projects, and has covered 2,000 factories and 1.5 million workers (i.e. a much larger scale commitment). Projects included co-funding the RAGS AAB project and its Ethical Model Factory project with Marks and Spencer.

#### **Sustainability at the project level (level two evaluation):**

##### **a) India**

RAGS India projects were active until the second half of 2013, for example the SAI project was running up to two weeks before the field visit. In many cases it is therefore too early to be able to clearly establish whether project results have been sustained.

The 2012 Companies Bill has put CSR centre stage for large companies but will have little impact on most of the RMG sector which is not publicly owned and will not meet turnover levels necessary to be affected by the bill. The Apparel Export Promotion Council (AEPC) have launched their own CSR programme with backing from the Ministry of Textiles so there is some evidence of India taking responsibility for employment standards in the sector. It does seem that this has grown out of international pressure and media expose's (e.g. US blacklisting on Indian textile goods due to child labour and the Panorama Primark expose of child labour<sup>50</sup>.) The current national debate in India about the roles of women is likely to mean that SAI's gender sensitisation training will live long in participants' minds but there is no indication that this training programme will be continued and spread to a wider audience. Anecdotal evidence suggest that the training has sparked debate in local communities and is seeing changes in individual households with a fairer division of domestic tasks but no objective evidence exists to show this is a trend and not just isolated cases. There is also no evidence to suggest that women are entering the workforce with development or promotion prospects as a result of this training.

Lessons learnt have been shared across the RAGS grantees through dissemination events. Some grantees have made a good job of sharing their results to wider audience - for example, ETI sharing results and guidelines with their membership and Impactt Ltd publishing a 'Benefits for Business and Workers Project (BBW)' report.

##### **b) Bangladesh**

Three of the four projects (excluding Tesco) demonstrate strong prospects of continuing their work

<sup>50</sup> BBC (2008). Primark: On the Rack. Panorama.

with new customers and donors after the close of RAGS. The Tesco project's future remains uncertain and will depend very much on its ability to respond to demand and market itself to this demand for management training over the coming months.

The three more successful projects demonstrate sharing beyond the project, to other training providers, NGOs, policy making bodies and a general readership. Impactt Ltd and PTF are already moving ahead with scaling up of interventions after RAGS, while AAB is still seeking funding to do so, and in the short term has been forced to sharply contract its support to women's groups, after RAGS funding closed.

There has been much focus on Bangladesh following the Rana Plaza incident in 2013 with a rise in minimum wages brought forward and plans established to improve building safety. However following the recent elections it is not clear how stable the government will be and relevant departments remain under resourced and heavily influenced by the industry itself where many factory owners are also Members of Parliament (MP's).

Women remain the majority of the RMG workforce in Bangladesh but there is no evidence that this demonstrates that development and promotion prospects for women have improved as a result of RAGS. There is some evidence that the efficiency gains seen at factories and the extension of the Impactt Ltd project will extend the associated wage increases to more women. However without rent controls these wage gains may not benefit the female workers or their families.

### **c) Lesotho and Nepal**

Lesotho's RMG industry is reliant on African Growth and Opportunities Act (AGOA) privileges continuing beyond 2015 and wholly funded through FDI with no local ownership or investment. As such the industry is precarious and the national government has limited influence over continuing employment in the sector. The RMG sector is totally reliant on imports of all inputs and so has no resilience in the face of changes to duty preferences or wages rates in competing countries This puts the 95% female workforce at serious risk and does not point to a secure future for them or their families.

Nepal is a fringe source of clothing for the UK market so subsequently will have a very limited bearing on the intended impact of RAGS (responsible, ethical production is the norm in the garment sector supplying the UK market). As such discontinuing the project will have a more limited effect. In terms of empowering women the RMG sector may not be the best sector to target going forward in Nepal as the majority of workers in the industry are male.

### **d) Grantee self-assessment of achieving outcomes**

Three of the ten respondents said they had accessed further funding. The three grantees that had accessed funding had all received this from an external source. No grantee mentioned putting forward additional internal funds.

Of the three respondents that had accessed further external funding, one had accessed a private donation for continuation of some of the work initiated under RAGS, one had received DFID and retailer funding and the third had received support from a UK retailers Corporate Social Responsibility (CSR) wing to continue activities with women artisans in a different geographical area.

The predominant lack of further funding from a sustainable source (the private sector) indicates that the majority of RAGS funded projects are not sustainable unless they are continued by the factories themselves. Seven of the ten respondents said that they had evidence that factories will continue with RAGS funded activities without grantees support. Conducting a follow-up visit to factories would be required to triangulate these responses.

## 5 Lessons Learnt

The following section discusses the lessons that can be drawn from this evaluation for:

- DFID Country Offices;
- RAGS project partners (both for-profit and not-for-profit); and,
- The work of other agencies,

Lessons learnt are presented in Table 16. The highlighted cells indicate whether the lesson is for DFID Country Offices, Partners, Other Agencies or a combination of audiences.

**Table 16 Lessons Learnt**

Lessons Learnt				
No.	Lesson	DFID Country Office	Project Partners	Other Agencies
1	Economic empowerment activities should not be confined to the workplace alone. The world of women workers is one of juggling domestic and working life and strengthening one without strengthening the other will not achieve empowerment. Worker empowerment should also be addressed from outside the workplace.			
2	RMG sector workers face other critical issues outside of, but linked to, the workplace. This includes housing issues, both in quality and in the level of rents charged for low standard 'tin shacks'.			
3	Pre-existing knowledge and contacts in the RMG sector supported grantees to implement projects more efficiently. When there were no pre-existing links to the RMG sector it was more difficult to gain access to factories and secure factory buy in for initiatives.			
4	When implementing programmes that relate to fair and ethical trade the influence of retailers and brands is critical in getting local industry to participate. This evaluation notes that greater success in getting factories to sign up was linked to retailers specifying that factories must, or would be advised to participate, in RAGS.			
5	DFID country offices can play a role in the marketing of programmes and ensuring local ownership. When this is not done there can be missed opportunities to coordinate with other CSR initiatives in DFID priority countries. When it is done sustainability is enhanced.			
6	Projects and milestone targets need to be flexible enough to capitalise on wider calls for change or major changes in the operating environment.			
7	Training materials need to be adapted to the local context. Without contextually informed materials buy in by factories			

	is more challenging.			
8	Clear routes for sharing lessons need to be compiled during, as well as at the end, of programmes. This supports a continuous learning and sharing process and assists crowding in.			
9	Impact measurement requires baseline data and a robust monitoring and evaluation system to track progress indicators. RAGS lacked this system, and this meant that most project data collected was self-assessed. Some of this reporting did not reflect the logframe targets.			
10	Capacity for change and experimentation among factories will be limited where there is not explicit ownership of the change ideas by factory owners and managers.			
11	Effective engagement of local stakeholders takes time. In not allowing for enough time to build working relationships some grantee projects were not able to successfully engage local stakeholders or provide clear sustainability strategies.			

In addition there are some more broad lessons that relate to the challenge fund itself. These are relevant for DFID Country Offices who use challenge funds in future programmes and to external agencies who are considering using challenge funds.

1. **Without awarding grants to grantees with strong links to the sector in question the links to the sector are weak.** This prevents timely engagement and programme start up.
2. **The RAGS concept note process, including the setting of eligibility and marking criteria, failed to separate innovation from scale up and failed to define clear definitions of them in the concept note instructions.** The result of this led to the funding of projects that were neither innovative nor effective in the scale up of previous innovations, frustrating the initial vision of RAGS as an innovation facility and resulting in RAGS failing against its stated objectives.
3. **A combination of insufficient time and budget led to the decision not to fund a second competitive round.** This prevented an option of awarding further funding in portfolio areas where there were gaps.
4. **The decision to select a light-touch fund manager provided considerable cost economy savings but there were some adverse trade-offs, particularly in the design and conduct of the competition for funding;** the failure to design the competition to distinguish innovation and scale-up; and the absence of additional fund awareness raising. These aspects are viewed by the evaluation team as having had an adverse impact on the effectiveness performance of RAGS against its potential.
5. **RAGS was designed and run before two key development tools were in use, the ToC and economic additionality.** Future challenge funds would benefit from use of these tools at the concept note assessment stage and of the new DCED results measurement standards.



## 6 Recommendations

A range of fund or project-related recommendations are listed below. The recommendations are divided into three sections: how DFID Country Offices can apply lessons in future programming, how the work of project partners can be informed by RAGS and recommendations on interventions that may be funded in the future by other agencies.

### 6.1. Recommendations for DFID Country Offices

- **DFID should support learning and sharing** by putting in place a clear strategy for a) promoting the fund at the Country Office level b) supporting grantees to establish links with comparable programmes and initiatives.
- **If the purpose of DFID's engagement in the RMG sector is to impact on responsible, ethical production in the garment sector supplying the UK then DFID should only intervene in countries with significant RMG exports to the UK**, where there are known issues.
- **Focusing funding on industries employing high numbers of women does not necessarily lead to the economic empowerment of women.** Tailored research and indicators need to be developed to ensure future interventions in the RMG section have a positive impact on women's lives, in and beyond their workplace.

### 6.2. Recommendations for RAGS Project Partners

- **Capitalise on pre-existing links to the RMG sector by working with local institutions that have expertise in this area.** This will support sustainability and support exploration of local institution capability to potentially take forward activities upon project completion.
- **Regularly assess the prevailing environment in order to monitor key events that will impact the project.** Areas that are receiving particular focus, such as gender or health and safety, can act as leverage points for the project. This can enhance intended impact and get buy-in from stakeholders who were not initially targeted.
- **Approaches and tools need to be modified to each new context.** It is suggested that piloting takes place during the design phase in order to ensure that there is sufficient local bias and applicability.
- **Explore the use of dual approaches to empowerment- within and outside the workplace.** This may involve focusing on existing activities such as productivity and pay whilst pairing this approach with models that explore critical issues such as worker housing.
- **Explore methodologies in use by other grantees.** This might include formalising an approach for the use of pocket books (currently in use by multiple grantees), and learning from the use of worker cafes.
- Capitalise on pre-existing links to the RMG sector by working with local institutions that have expertise in this area.

### 6.3. Recommendations for Other Agencies

- **Wage levels, working hours, poor human resource management remain issues in the garment sector industry.** Several RAGS projects looked at these aspects of the industry and have had some limited success (Impactt Ltd India and Bangladesh and Tesco). A combined approach looking at these issues directly and the prevailing environment may have a better

impact for works (e.g. rent control in Bangladesh to ensure pay increases remain in the hands of the worker and not the local landlord).

- **Grantees should already have presence in the country of implementation.** Local knowledge and experience is a key to success when implementing within a short timeframe. Selecting projects with established local teams helped projects get off the ground quickly.
- **Private sector partners can help the project implementation in terms of timeliness and reach through strong relationships with local industry.** Private sector partners' local offices need to be actively engaged during concept and proposal development to ensure buy in at local level. It is these local relationships that are critical to success.
- **If other agencies opt to use a challenge fund it is recommended that a longer time frame is used.** This should include time for the refinement of challenge themes that drive the awareness raising and the design of challenge round competitions, a suitable period for evaluation of concepts and the development of funded ideas, the negotiation of grant awards and contracts and the design and conduct of further challenge rounds. At the end of the funded activity, suitable time should be provided to allow changes to bed down so that impact and sustainability can be accurately assessed.

## Annex A Theory of Change

### A.1 Global Level Theory of Change

RAGS was designed before the ToC became a standard management tool for social programme design and development. As part of the RAGS 2013 annual review, DFID reviewers constructed a high level ToC retrospectively.

*“Retailers and brand-owners recognise that their customers want to be sure that the clothes they buy have been produced in reasonable conditions. This can be achieved by showing employers that their commercial and financial results get better – or at least do not suffer – when conditions improve and by showing workers and managers what to expect in a responsible workplace and how to achieve it. The use of public resources, awarded by competition, can identify what are the most important and feasible practical actions to improving garment sector working conditions in the target countries, as it relies on businesses and other actors closely involved in the supply chain to both identify the work to be done and share the costs and risks of each project”.*

The logic steps are shown in the first column of Table 17. The evidence columns relate to published papers that support or refute the logic statements. The top level evidence is not strong.

**Table 17 RAGS Theory of Change and the evidence for and against**

ToC and the evidence for an against		
Logic Step	Evidence for	Evidence against
Retailers and brand-owners recognise that their customers want to be sure that the clothes they buy have been produced in reasonable conditions.	<p>Media exposés and campaigns around working conditions in supply chains are on the increase, as are consumer boycotts. Nearly half of shoppers polled in a 2009 AccountAbility survey stated that they would boycott a product even if there was no other choice<sup>51</sup>.</p> <p>There is growing evidence that consumers are prepared to reward companies for better ethical performance. For example, according to a poll of 7,000 consumers carried out by TNS Worldpanel, 72% of British consumers think that 'ethical production' of the clothes they buy is important - up sharply from 59% in 2007.</p> <p>The TNS survey also revealed that in 2007, 60% of under-25s said they bought the clothes</p>	<p>M Carrighan, A Atallah “The myth of the ethical consumer, do ethics matter in purchase behaviour?” Journal of Consumer Marketing vol 18, no. 7, 2001.</p> <p>Most consumers pay little heed to ethical considerations in their purchase decision making behaviour. However there are more stakeholders than the consumer to be influenced and shareholders, governments, employees and the wider community are actively concerned with good ethical behaviour. It makes sense to have clear objectives in mind when developing ethical marketing policy<sup>52</sup>.</p> <p>The findings from this research demonstrate little evidence that ethical issues have any effect on consumers' fashion purchase behaviour. When it comes to fashion purchase, personal needs motivate consumers primarily to buy garments and take precedence over ethical issues<sup>53</sup>.</p>

<sup>51</sup> Ives, K., MacGillivray, A. and Zayakova, E. (2009) “What Assures Consumers in an Economic Downturn? A new agenda for business in the global economic crisis”, AccountAbility.

<sup>52</sup> Marylyn Carrigan, Ahmad Attalla, (2001), “The myth of the ethical consumer - do ethics matter in purchase behaviour?”, Journal of Consumer Marketing, Vol. 18 Iss: 7 pp. 560 - 578

<sup>53</sup> Catrin Joergens, (2006) “Ethical fashion: myth or future trend?”, Journal of Fashion Marketing and Management, Vol. 10 Iss: 3, pp.360 – 371

<http://www.emeraldinsight.com/journals.htm?articleid=1563054&show=abstract> accessed 2 Oct 2013

	they wanted and didn't care how their clothes were produced. In 2008, only 36% said they do this.	
This can be achieved by showing employers that their commercial and financial results get better – or at least do not suffer – when conditions improve and by showing workers and managers what to expect in a responsible workplace and how to achieve it.		Barrientos, Stephanie and Smith, Sally (2007) <sup>54</sup> conclude that whilst corporate codes of labour practice have proliferated as a result of trade union and NGO campaigns against poor labour conditions in global production they are currently doing little to challenge existing commercial practices or embedded social relations that underpin poor labour standards in global production systems.
The use of public resources, awarded by competition, can identify what are the most important and feasible practical actions to improving garment sector working conditions in the target countries, as it relies on businesses and other actors closely involved in the supply chain to both identify the work to be done and share the costs and risks of each project.	RAGS represents the only competitive source for UK public funds in the target sector – hence there is no independent source of information to support this assertion.	

**There are additional substantial disconnects at the lower levels of the ToC as they relate to the specifics of RAGS impact and the purpose of the fund.** The majority of UK garment imports come from countries outside of those focused on by RAGS due to those countries not being listed as DFID priority countries (e.g. China, Turkey). Working with factories who do export minimal amounts to the UK (Nepal and Lesotho) broke the logic path to the RAGS impact goal. From the perspective of the goal, and from the perspective of economic additionality, there was a resulting leakage of project activities.

## A.2 Project Specific Toc

This evaluation retroactively constructed high level ToC impact pathways for five of the 12 funded projects based on the full grant application assessed for grant awards. The five projects were:

- SAI
- Impactt Ltd
- Action Aid Bangladesh
- GMACL
- Skillshare

<sup>54</sup> Barrientos, Stephanie and Smith, Sally (2007). Do workers benefit from ethical trade? Assessing codes of labour practice in global production systems *Third World Quarterly*. Volume 28, Issue 4 . Beyond Corporate Social Responsibility? Business, Poverty and Social Justice.

The performance of the projects against the ToCs along the theoretical pathways is provided using a simple traffic light system. The colouring depends on whether it is the activity, assumption or output that is being considered, and commentary is provided below if there is a break in logic between activity and output, or output and outcome. The breaks in logic normally result where extraneous factors or factors were not anticipated at the time the project.

**Table 18 Colour Coding for the Project ToC Diagrams**

Colour Coding for the Project ToC Diagrams					
Rating	Activity	Assumption	was	Output	
Red	Activity not carried out	Assumption incorrect	was	Output achieved	not
Amber	Activity partly carried out	Assumption partly found in practice	was	Output achieved	partly
Green	Activity completed according to plan	Assumption held in full		Output completely achieved	

**There were significant disconnects between funded project activities and the purpose of RAGS evidenced in the five funded projects reviewed.** The pathways to achieving the funded projects' purposes in some instances were reliant on a series of assumptions that were not addressed adequately in the design of the funded projects' activities. As a result, although project activities were largely carried out, the purposes of the projects were only partially achieved.

### SAI

- Training materials were only developed on discrimination and not homeworking issues. The initial partnership with ETI did not materialise.
- Likewise the initial assumption that training would be delivered through the CSR Centre (now known as CRB – Centre for Responsible Business) did not happen but local trainers were trained through a more informal network developed by SAI.
- Although initial delivery modes did not materialise the actual training and impacts were delivered.

### Impactt Ltd

- Due to the delayed start-up of the Tesco Skills Academy the proposed partnership and exchange of training materials did not happen to the extent first envisaged. The Tesco Skills Academy did use some of the Impactt Ltd materials but as it did not get up and running until near the end of the RAGS programme.
- Increased worker satisfaction and the sustainability of improvements have insufficient evidence to completely corroborate or refute whether these areas were a success. Not all factories involved in the grantee project have conducted worker surveys so it is not possible to get an overall measure of worker satisfaction before and after the intervention. As the project has been running up until recently it is too soon to see how well improvements in working hours and pay will be sustained without direct intervention from Impactt Ltd.

### Action Aid Bangladesh

- AAB worked much less with management than was planned because it proved difficult for them to secure access to the targeted beneficiary group.
- The logical progression between rights awareness training and wider women's café activity, and the ability to claim rights, is clear. The fact that this was achieved largely independently of management and Worker Participation Councils (WPCs) meant, on the one hand,

greater resistance of management, on the other hand – we believe – deeper and more sustainable change in the long term.

- Advocacy groups (and the Rana Plaza, and protestors) did successfully influence factory owners to increase wages but only to levels substantially lower than living wage.

## **GMACL**

- The Multi Stakeholder Garment Steering group on Child Labour (MSG) was successfully scaled up to include government representatives. However there is no evidence available that a remapping of subcontractors has taken place. This led to an unclear mandate for the MSG which, although still operational, remains fragile, without clear mandate or financial funding. Despite this missed target a child free hub has been established in Khanpur.
- Other activities outputs from GMACL were achieved. However, it is unclear from project documentation available how many trainers were trained.
- Children being removed from the informal sector does demonstrate that labour inspectors have been able to work successfully with the informal sector to identify and rescue child labourers.
- GMACL missed their target of increased trade union membership by 20,000 with only 2,500 new trade unions members during the course of the project. Nevertheless, it is clear that promoting decent work has resulted in greater awareness of the inappropriateness of child labour.

## **Skillshare**

- North / South mentoring of Lesotho trade unions took place on a limited basis.
- There was minimal input from ITGLWF but the main relationship was with the Congress of South African Trade Union Council (COSATU).
- As a result of this relationship south/ south mentoring took place which led to up-skilling of Lesotho unions to a degree.

Figure 2 SAI project In India – High level ToC

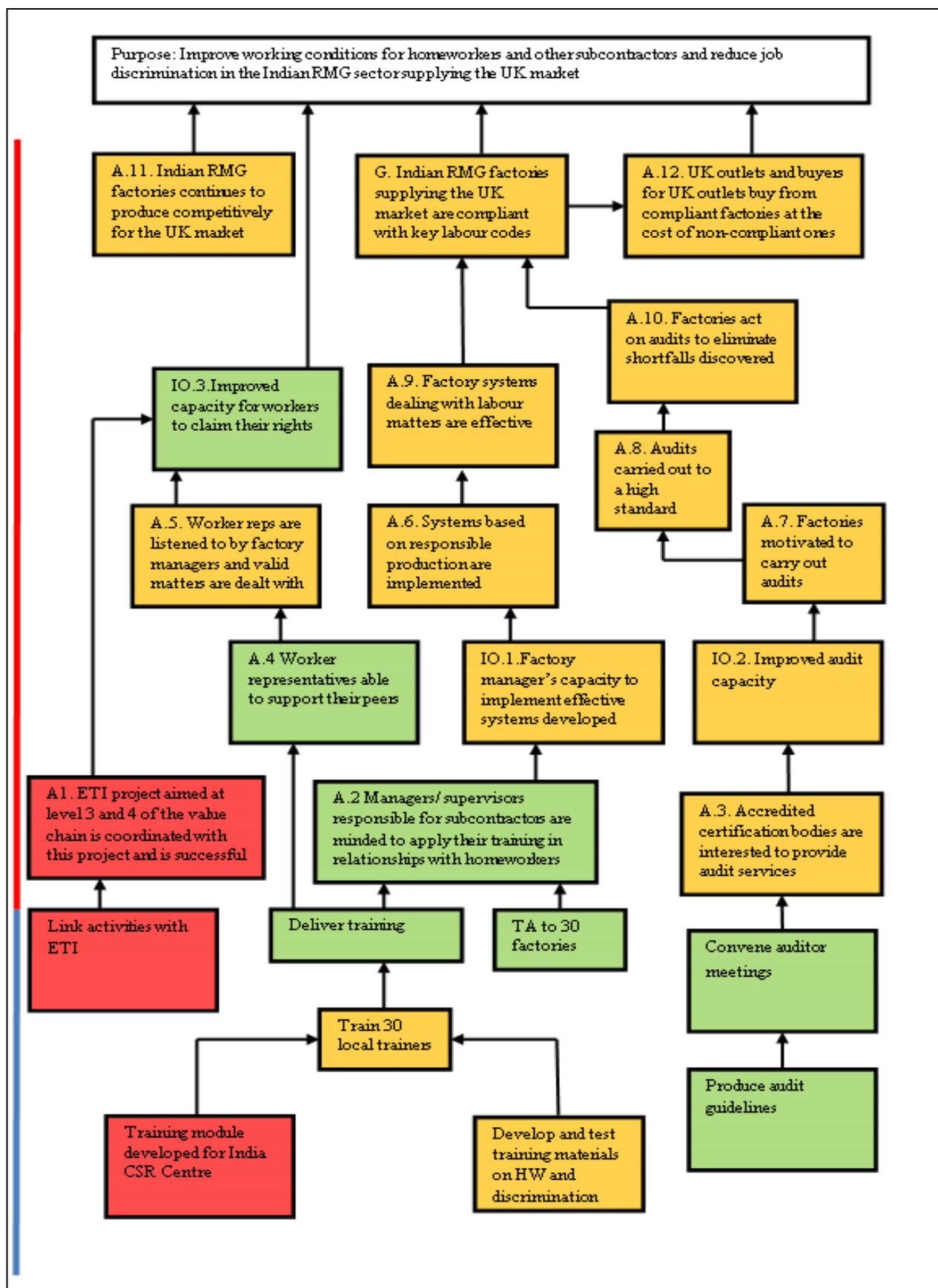


Figure 3 Impactt Ltd project in India and Bangladesh – High level ToC

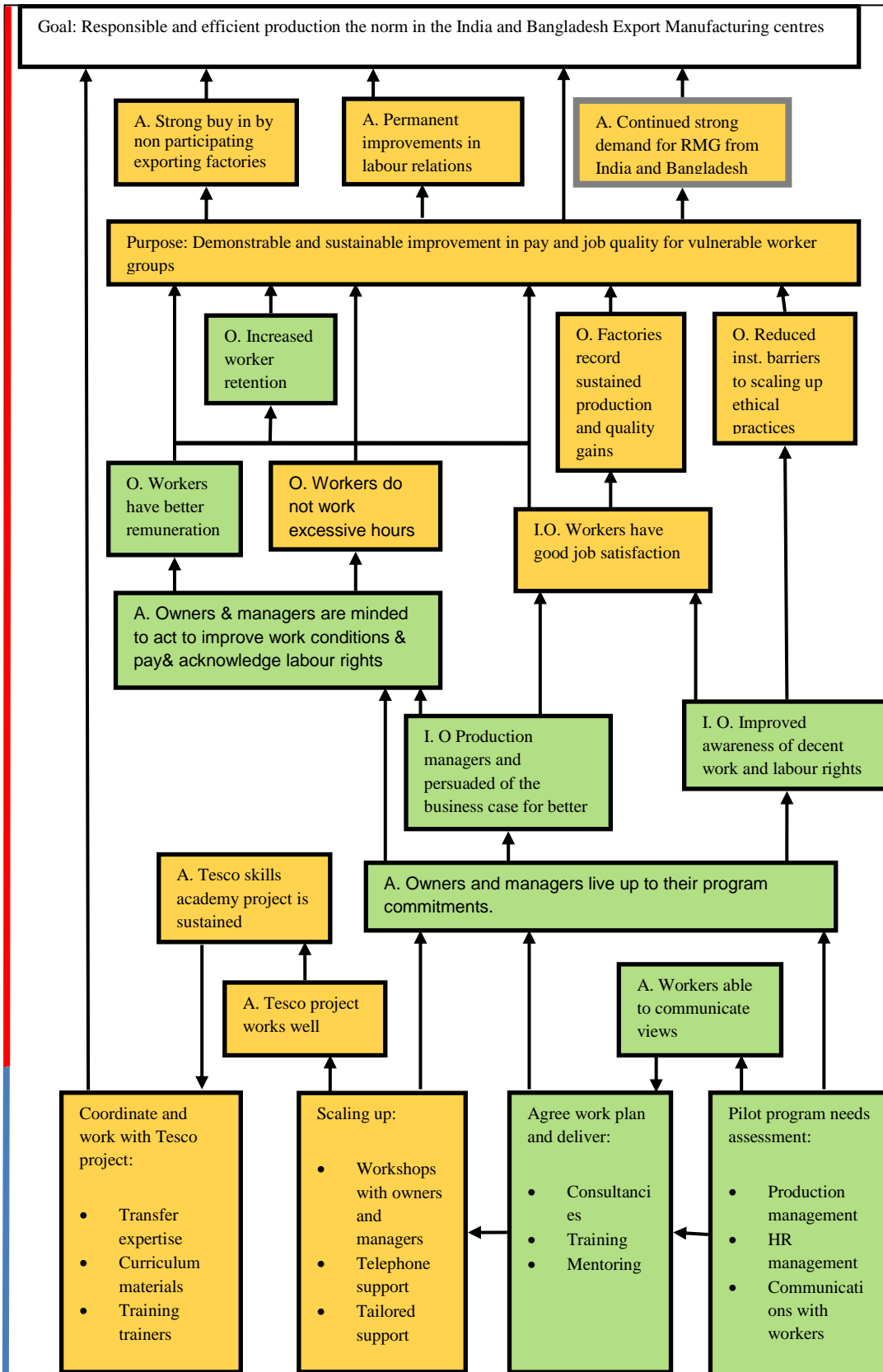




Figure 4 Action Aid Bangladesh – high level ToC

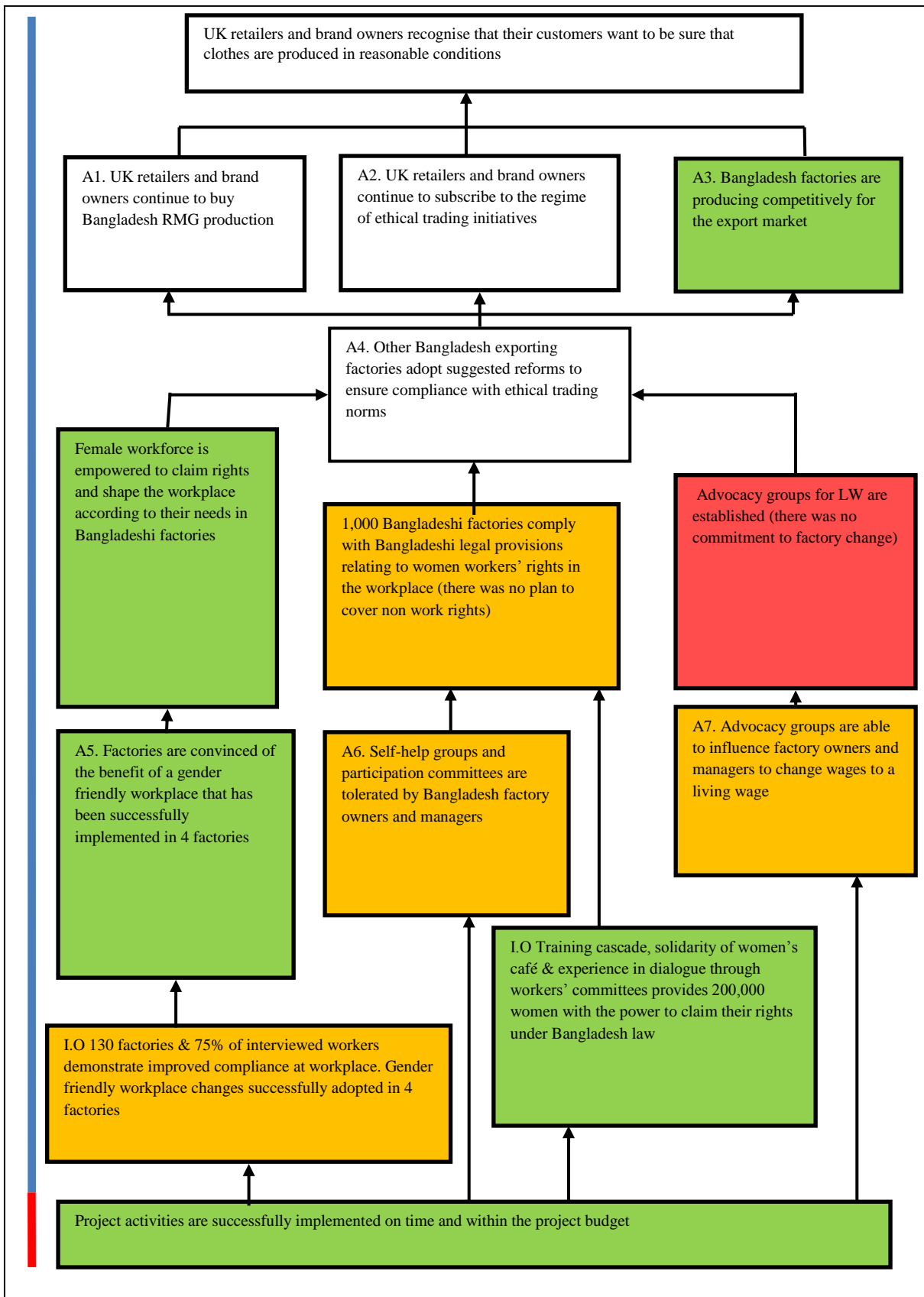


Figure 5 GMACL project in India – high level ToC

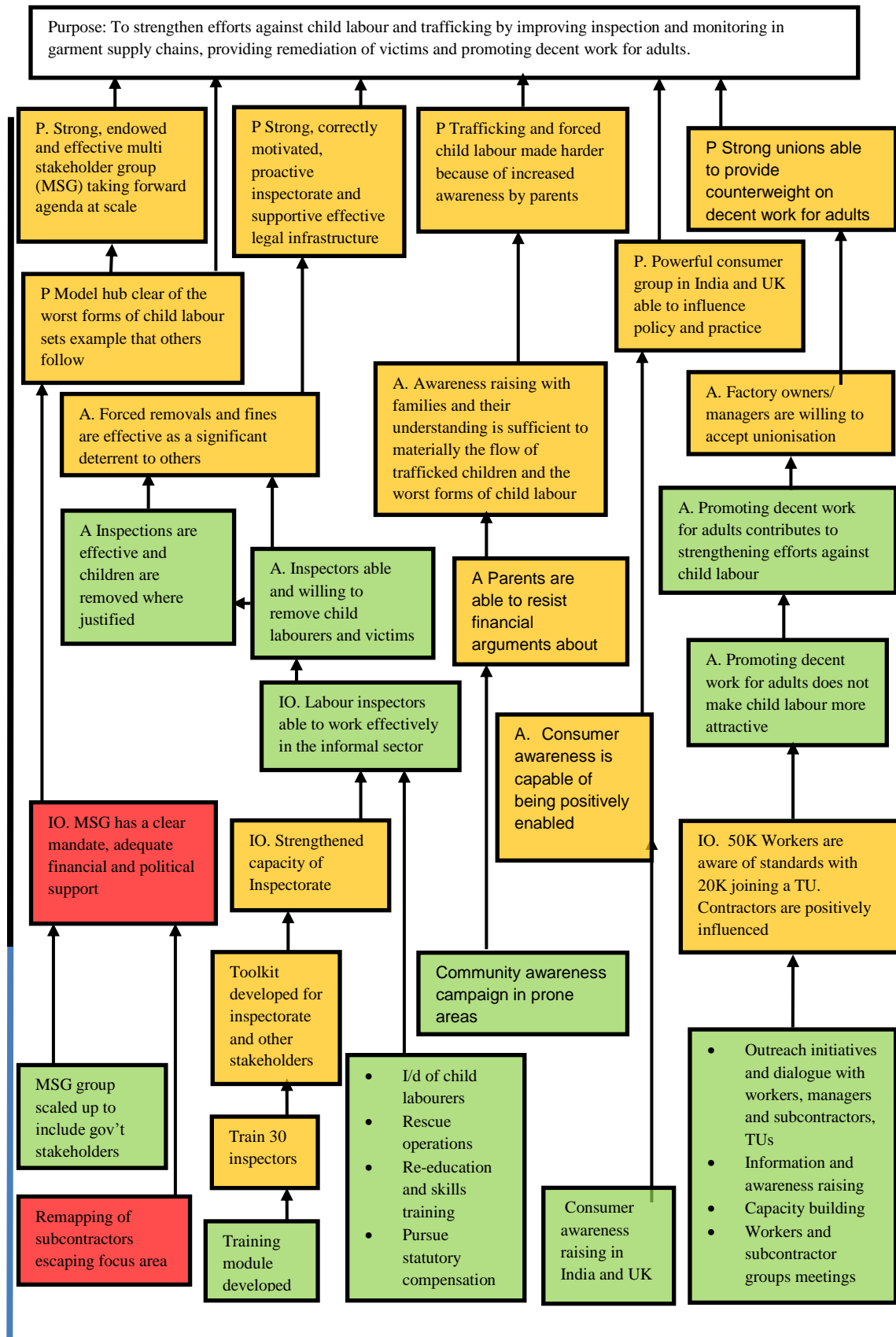
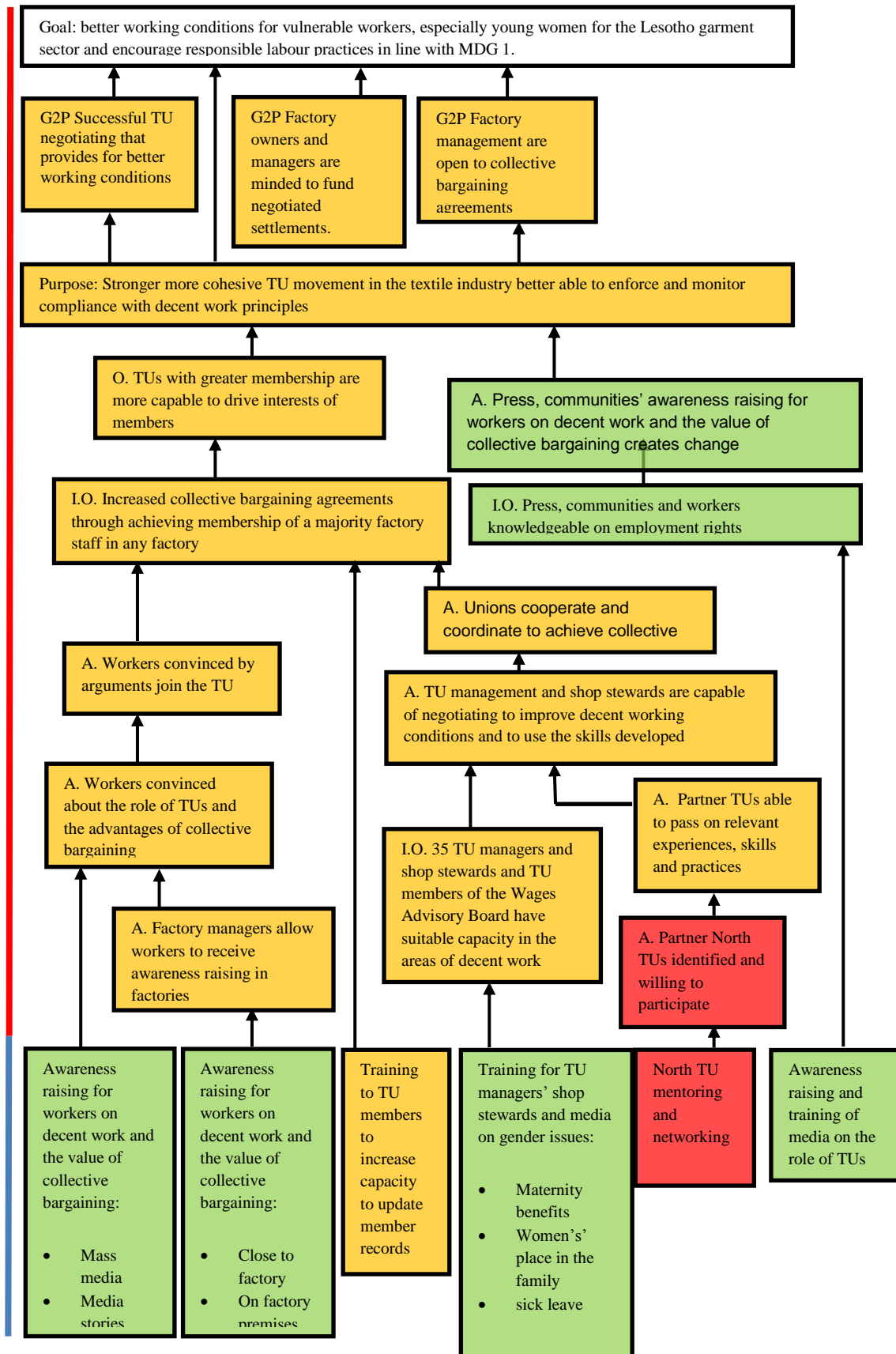


Figure 6 Skillshare project in Lesotho (LESRAGS) high level ToC



## Annex B Level 2 Review Scoring Grid

Projects were awarded grades based on available evidence contained in project proposals, logframes, quarterly reports and end of project reports where these were available. The grades assigned reflect the evaluation team's assessment based on information given to them during the course of this evaluation and information gathered during the field trips (AAB and SAI).

A decision was taken not to grade PTF Nepal separately due to a lack of documentary evidence for specific Nepal project outcomes. Where information was available relating to PTF Nepal this has been taken into account in the PTF Bangladesh grading.

After completion of the field work and desk based research the evaluation team mapped the key findings against the evaluation matrix. As a secondary step a grading from one- five was attached to each grantee project. The grading one-five is in line with the below:

- 1 = significantly achieved
- 2 = achieved
- 3 = partially achieved
- 4 = not yet achieved
- 5 = substantially not achieved

Looking at a simple model that weights each question equally and all completed projects equally, the overall mark for the RAGS portfolio under each of the top questions is:

**Table 19 Funded Project portfolio - Average Evaluation Question Grading**

Average Marks		
Question	Average grading	Interpretation
Relevance and rationale	1.62	Achieved
Effectiveness	2.41	Partially achieved
Efficiency	2.71	Partially achieved
Results impact	2.48	Partially achieved
Sustainability	3.09	Partially achieved

Table 20 shows the grading assigned to each project. Examples of the scorings assigned are given below.

- All selected RAGS projects were highly relevant for the RMG sector. This is reflected in the scores of one given (Tesco scores slightly lower on question K1 because of its foreseeable need to create a new institution which delayed focus on the RAGS objectives). SAI were graded a three for the relevance for their project proposal as the actual outputs varied quite significantly from the initial project proposal in terms of work with homemaker supply chains. This did not take place but gender sensitisation training with factories did. Impactt Ltd were graded a one as their proposal project and project activities were significantly aligned and the project delivered outputs as outlined in their proposal.
- In terms of effectiveness Impactt Ltd were graded one for question L1 as their project delivered significantly against intended outputs and outcomes. In contrast Tesco were graded four in this area as the project was significantly delayed and has yet to deliver significant outputs or outcomes against the original project plan. PTF's performance has been less than hoped (with only half number of producers and half amount of sales achieved, hence a score of three).

- WWW were graded four for question M2 regarding efficiency as they had significant issues managing their project and had a number of redesigns (supported by the Fund Manager) in order to deliver in a more focused logframe restructured to suit their capacity. Impactt Ltd scored one for this aspect as they were seen to efficiently implement against their logframe and to allocate resources efficiently to do this. Adequate information was not available from PTF to complete this efficiency criterion, while the project appears to have been reasonably well managed and to have predicted risks and adjusted well to the challenges posed by the recession.
- Action Aid's project establishing worker cafes has delivered against intended outputs and was graded a one for impact against question N2. There is also evidence of crowding activity i.e. that their approach of establishing worker cafes is scalable as Impactt Ltd have now declared their intent to establish worker cafes in Bangladesh in 2014. Tesco were graded five for this question as their skills centre (S4Mi) has yet to deliver significant outputs as establishing the centre took longer than planned. None of the projects can be confidently said yet to be achieving more than a mild impact on responsible garment production to the UK, hence all are marked down. Projects are small and the markets of target factories are split across many countries.
- Three of the more successful projects also demonstrate sharing beyond the project, to other training providers, NGOs, policy making bodies and a general readership. PTF are already moving ahead with scaling up of interventions after RAGS (hence a score of two for P3), while AAB is still seeking funding to do so, and in the short term, has been forced to contract its support to women's groups sharply, after RAGS funding closed (hence the lower score of four). Tesco is not yet in a position to share and must focus all resources in building the project.
- Action Aid has been graded a two for P4 with evidence of crowding in by Impact Ltd. All other grantees have been graded a five as there is no evidence available for similar crowding in activities in their areas of operation following RAGS.

**Table 20 Level Two Questions**

Evaluation criteria	Breakdown of criteria	ETI	GMAC	Imp	Mon	SEWA	SAI	WWW	Tes	Imp	PTF	AA	SS
<b>RELEVANCE, RATIONALE</b>													
K. Are the activities and outputs of the project consistent with the intended impacts and effects?	K.1. Is the projects structure, evidenced by its ToC, robust and effective?	2	1	1	2	2	3	3	2	1	1	2	2
	K.2. Are the outputs and outcomes of the project consistent with the initial plans for the project?	1	1	1	2	2	3	3	4	1	2	2	2
	K.3. Is the project focused suitably on intended beneficiaries, especially women, children and other disadvantaged garment workers?	1	1	2	1	1	2	1	3	3	2	1	1
	K.4. How did the project design and delivery adapt to country context? To what extent was the project relevant to the country context?	1	1	1	1	1	1	1	1	1	1	1	1
<b>EFFECTIVENESS</b>													
L. Were the intended results identified appropriate and have they been met to the extent expected?	L1. To what extent did the processes, procedure and practices of the project provide evidence of VfM effectiveness? How effective was the project in delivering their intended outputs and outcome?	3	2	2	2	3	3	3	4	1	3	2	2
	L.3. To what extent do the M&E arrangements provide information to measure results? Has the grantee log frames provided a coherent and robust basis for tracing results and measuring outputs achieved?	3	2	1	3	3	3	4	2	2	1	1	1
<b>EFFICIENCY</b>													
M. Were objectives achieved in a timely manner and in line with the level of resources envisaged?	M.1. To what extent have resources been appropriately allocated?	3	2	2	3	3	3	4	5	3	n/a	1	3
	M.2. To what extent has the project been efficiently implemented and managed by the grantee?	3	2	1	3	3	2	4	3	1	3	2	3
	M.3. To what extent has risk been well managed?	3	2	1	3	2	2	3	5	1	2	1	4
<b>RESULTS/ IMPACT</b>													
N. What has happened as a result of the project?	N.1. Are the projects processes and procedures adequate to capture positive and negative results over and above those intended as part of the project.	4	3	3	4	4	4	4	3	1	1	1	1
	N.2. Has the project acted as a catalyst to better working conditions in garment industries through the identification	2	2	1	2	2	3	4	5	1	1	1	3

Evaluation criteria	Breakdown of criteria	ETI	GMAC	Imp	Mon	SEWA	SAI	WWW	Tes	Imp	PTF	AA	SS
	and development of scalable and replicable interventions in key labour areas.												
	N.4. Are there non-funded project related activities within the project that have influenced or contributed to change?	2	2	1	2	2	3	4	4	1	1	1	3
O. How many people have been affected?	O.1. How is this total disaggregated?	3	2	2	2	2	2	4	4	2	3	1	2
<b>SUSTAINABILITY</b>													
P. To what extent are the expected benefits of a project likely to continue after DFID funding ceases?	P.1. Has the project generated replicable lessons?	2	1	1	3	2	2	4	4	1	1	1	3
	P.2. How is the project sharing learning within and beyond the project?	1	2	1	2	2	3	3	4	1	1	1	2
	P.3. Is there any evidence of a sustained scaling up of relevant results?	4	3	2	4	3	3	4	n/a	2	2	4	4
	P.4 Is there evidence of crowding in (non-grantee adoption of practices initiated in grant funded projects)?	5	5	5	5	5	5	5	5	5	5	2	5

Please note that under efficiency the question L2 “What were the major factors influencing the achievement or non-achievement of the objectives? “ was excluded. It is not rationale to attach a scoring to a question with negative and positive indicators attached to it.

## Annex C List of Interviewees

Aamanur Rahman, Project Manager, Action Aid Bangladesh  
 Afrin, Reporting and Support Executive, Action Aid Bangladesh  
 Alex Marshall, Responsible Business Adviser / Business Engagement Hub, DFID  
 Arifur, PEG Supervisor, Awaj Foundation  
 Asgar Ali Sabri, Director Policy and Campaigns, Action Aid Bangladesh  
 Asif Ibrahim, New Age Garments  
 Atiur Rehman, Governor, Bangladesh Bank  
 Barry Lowen, Director UK Trade and Investment (UKTI) India  
 Bharathy Yadav, Deputy Manager Compliance, Orientcraft Ltd  
 Bimal Arora, Chief Executive Officer, CRB  
 Dave Runganaikaloo, Fund Manager, RAGS Challenge Fund, Maxwell Stamp  
 David Vickers, Managing Director, S4Mi  
 Dean Poskitt, Lead Consultant, S4Mi  
 Dionne Harrison, Head of Business Development, Impactt Ltd  
 Divya Divakaran, Trade & Investment Advisor, UKTI India  
 Divya Jyoti, Programme Manager, CRB  
 Enayat Tulla, Senior Supervisor, Azim Mannam Garments Ltd  
 Farjana, Project Coordinator, Awaj Foundation  
 Farzana, Compliance Officer, Adila Apparels Unit  
 Hameeda Hossain, ASK NGO  
 Harpreet Kaur, Manager, Human Rights Resource centre  
 Helal, Project Coordinator, Agrajattra  
 Ian Stewart, Senior Consultant, Maxwell Stamp PLC  
 Ifty Islam, Asian Tiger Capital  
 Isabelle Pugh, Business Engagement Hub, Private Sector Department, DFID  
 Jahir, Trainer, Agrajattra  
 Jane Hwang, Director, Corporate Programmes and Training, SAI  
 Jayachandra, Manager, Birdy Exports Pvt Ltd  
 Johan Stellansson, Relations Responsible, H&M Puls Trading Far East Ltd  
 Kapil Mathur, Director, South Asia and Mediterranean Social and Environmental Responsibility, Gap Inc.  
 Karen Johnson, Responsible Business Adviser / Business Engagement Hub, DFID  
 Kritika Joshi, intern, SAI  
 Kuldeep Sahota VRC, GM Personnel and Administration, Orientcraft Ltd  
 Lavi Joy D'Souza, General Manager Operations, Shahi Exports Pvt Ltd  
 Mahidi Hassan Arif, Compliance Officer, Azim Mannam Garments Ltd  
 Manas Bhattacharya, Division Head, Institutional Development, ASK  
 Manohar Albuquerque FX, Manager - HR, Shahi Exports Pvt Ltd  
 Manoj Singh, Rajesh Bheda Consulting representative  
 Mona Gupta, Founder Director & International Management Consultant, Sutradhara  
 Monjurul Haque, CEO, Artisan Hut  
 Mosfeq Rahman, RAGS Project M&E manager, Action Aid Bangladesh  
 Mr Asad, Armana Group  
 Nilma, President, Agrajattra  
 Noyar, Director Operations, Awaj Foundation  
 Pooja Singh, Ethical Trade Executive, Primark  
 Pradeep Kumar, Director – South Asia, Middle East, Africa and Europe Social & Environmental Responsibility, Gap Inc  
 Priyanka Ribhu, Policy Advocacy, GMACL  
 Rajesh Bheda, Managing Director, Rajesh Bheda Consulting  
 Rameshwar Ram, Manager - HR, Orient Fashion Exports Pvt Ltd  
 Reaz Bin Mahmood, Vice President, Bangladesh Garment Manufacturers and Exporters Association (BGMEA)  
 Reema Agarwal, Manager Social Responsibility, Gap Inc.



Rezaul Karim, Production Manager, Adila Apparels Unit  
Rishi Sher Singh, India Programme Director, SAI  
Rita Kodlani, Country Manager, Timberland  
Rokeya Rafique, Executive Director, Karmojibi Nari  
Sadhim, Coordinator, Karmojibi Nari  
Sanjay Kumar, Director, SEWA Bharat  
Sara Hossain, BLAST NGO  
Seema Bhatia-Panthaki, Economic Advisor, Global and National Team, DFID India  
Selima Akhtar, Country Director, Impactt Bangladesh  
Shahidul Kabir Chowdhury, HR & Compliance Manger, Azim Mannam Garments Ltd  
Shamina Nasreen, President, SBGLWF  
Sumit Sahni, General Manager, Vam Hi Garments Pvt Ltd  
Suresh Jerry, Vice President for Compliance PGC Switcher  
Tanbir Uddin, Factory in-Charge, Azim Mannam Garments Ltd  
Viraf Mehta, RAGS Country Coordinat, India, Maxwell Stamp Plc

Project visits took place in India and Bangladesh in November 2013. Other key project activities are shown in the evaluation work plan outlined in Annex K.

## Annex D Evaluation Matrix

Table 21 Evaluation Matrix

Evaluation Matrix				
	Main evaluation questions	Information required (detailed questions)	Source of Information	Data Collection Method
<b>Relevance and Rationale (Level 1)</b>	A. To what extent is RAGS suited to the priorities and policies of DFID, the UK garment ethical trading initiatives, garment producing countries and target beneficiary groups?	<p>A1 To what extent did RAGS strategy and operational plan reflect the goals and aims laid down in the DFID project memorandum?</p> <p>A.2. Were specific projects appropriately selected to achieve RAGS objectives?</p> <p>A.3. To what extent did the procedures, process and conduct of the grant competition(s) provide an optimal portfolio of projects, measured in terms of RAGS multiple expected results?</p> <p>A.4. To what extent were other stakeholders consulted on the focus of RAGS and the design of the competition for grants and have funded project lessons learnt been broadcast to these stakeholders?</p> <p>A.5. Did the way RAGS was designed and managed encourage the selection of innovative and replicable projects?</p> <p>A.6. Did the governance arrangements facilitate lesson learning and communication with other ethical garment initiatives?</p>	KII with MSP, DFID, the advisory committee alongside a secondary data analysis based on project documentation. A desk based review of wider literature will be take place at the same time.	KII Assessment of project documentation Desk based literature view,
<b>Relevance and Rationale (Level 1)</b>	B. Are the activities and outputs of RAGS consistent with the intended impacts and effects?	<p>B.1. Is RAGS structure, evidenced by its ToC, robust and effective?</p> <p>B.2. Are the outputs and outcomes of RAGS consistent with the initial plans for RAGS?</p> <p>B.3. Are the funded projects focused suitably on intended beneficiaries, especially women, children and other disadvantaged garment workers?</p>	KII with MSP, DFID, the advisory committee alongside a secondary data analysis based on project documentation (including the overall logframe). A desk based review of wider literature will be take	Desk based literature view, assessment of project documentation KII

<b>Evaluation Matrix</b>				
	<b>Main evaluation questions</b>	<b>Information required (detailed questions)</b>	<b>Source of Information</b>	<b>Data Collection Method</b>
			place at the same time.	
<b>Effectiveness (Level 1)</b>	C. To what extent were the objectives (The business case for ethical garment production is improved; There is increased awareness of decent work and labour rights amongst workers and managers, leading to better capacity to enforce them; Known barriers to suppliers and buyers scaling up ethical practices are reduced) achieved / are likely to be achieved?	<p>C.1 To what extent do the M&amp;E arrangements provide information to measure results / performance / outcome and outputs?</p> <p>C.2. To what extent did the processes, procedures and practices of the challenge fund provide evidence of VfM (effectiveness)?</p> <p>C.3. To what extent were funded projects designed and conducted to focus grant funding on the intended beneficiaries (VfM equity)?</p> <p>C.4. Did the operational modalities of the fund's manager enable suitable guidance to DFID and the Advisory Committee and to grantees to maximise the performance of the portfolio of funded projects?</p>	KII with MSP and a secondary data analysis based on project documentation.	Assessment of project documentation, KII
<b>Efficiency (Level 1)</b>	D. Were the RAGS activities economic and efficient?	<p>D.1. To what extent did the processes, procedures and practices of DFID and the challenge fund governance and management provide evidence of attempts to realise economy from a VfM perspective?</p> <p>D.2. To what extent did the processes, procedures and practices of the challenge fund provide evidence of attempts to maximise efficiency from a VfM perspective?</p>	KII with MSP and a secondary data analysis based on project	KII, assessment of project documentation
<b>Efficiency (Level 1)</b>	E. Were objectives (the business case for ethical garment production is improved.; there is increased awareness of decent work and labour rights amongst workers and managers, leading to better	E1. What were the major factors influencing the achievement or non-achievement of the objectives (including factors outside the RAGS)?	KII with MSP, the advisory committee and DFID plus a secondary data analysis based on project	KII, assessment of project documentation

<b>Evaluation Matrix</b>				
	<b>Main evaluation questions</b>	<b>Information required (detailed questions)</b>	<b>Source of Information</b>	<b>Data Collection Method</b>
	capacity to enforce them; known barriers to suppliers and buyers scaling up ethical practices are reduced.) achieved in a timely manner?			
<b>Efficiency (Level 1)</b>	F. Was the RAGS implemented in the most efficient way compared to alternatives?	F1. How did sharing risk (financial and otherwise) with private sector partners influence / affect the interventions?	KII with MSP and a secondary data analysis based on project documentation	KII, assessment of project documentation
<b>Results/ Impact (Level 1)</b>	G. What has happened as a result of RAGS?	G.1. How has RAGS influenced responsible, ethical production in the garment sector supplying the UK?  G.2. Has RAGS acted as a catalyst to better working conditions in garment industries through the identification and development of scalable and replicable interventions in key labour area? How?  G.3. Are RAGS processes and procedures adequate to capture positive and negative results over and above those intended as part of the project?  G.4. What major systemic factors have influenced or are expected to influence the achievement of RAGS objectives?	KII with MSP, DFID and the advisory committee and a secondary data analysis based on project documentation	KII, assessment of project documentation
<b>Results/ Impact (Level 1)</b>	H. What real difference has the activity made to the beneficiaries?	H.1. To what extent are projects or the fund manager able to capture changed behaviours or other impact indicators? H.2. Is there a demonstration of disaggregated impact based on gender?	KII with MSP, a secondary data analysis based on project documentation	KII, assessment of project documentation
<b>Sustainability (Level 1)</b>	I. To what extent are the expected benefits of RAGS	I.1. What evidence is there to suggest that the UK garment industry and the governments in producing countries are well placed to	KII with MSP, DFID and the advisory	Desk based literature view,

<b>Evaluation Matrix</b>				
	<b>Main evaluation questions</b>	<b>Information required (detailed questions)</b>	<b>Source of Information</b>	<b>Data Collection Method</b>
	likely to continue after DFID funding ceases?	continue to advance the ethical trading agenda without DFID or other donor support?  I.2. To what extent are the fund manager's processes and procedures in place to capture evidence of crowding in (non-grantee adoption of practices initiated in grant funded projects)?  I.3. To what extent is learning being shared within and beyond DFID?	committee, a secondary data analysis based on project documentation and a desk based literature review	assessment of project documentation, KII
<b>Sustainability (Level 1)</b>	J. What were the major factors which have influenced or can be expected to influence the achievement or non-achievement of sustainability of RAGS and the funded projects?	J.1. What processes are in place to evaluate sustainability plans of funded projects and to review these plans?	KII with MSP, a secondary data analysis based on project documentation	KII, assessment of project documentation
<b>Relevance and Rationale (Level 2)</b>	K. Are the activities and outputs of the project consistent with the intended impacts and effects?	K.1. Is the projects structure, evidenced by its ToC, robust and effective?  K.2. Are the outputs and outcomes of the project consistent with the initial plans for the project?  K.3. Is the project focused suitably on intended beneficiaries, especially women, children and other disadvantaged garment workers?  K.4. How did the project design and delivery adapt to country context? To what extent was the project relevant to the country context?	KII with project partners, MSP, workers from project factories. An on-line survey for all projects and a secondary data analysis based on project documentation	On-line questionnaire, Worker Interviews, assessment of project documentation, KII
<b>Effectiveness (Level 2)</b>	L. Were the intended results identified	L1. To what extent did the processes, procedure and practices of the project provide evidence of VfM effectiveness? How effective	KII with project partners, MSP,	On-line questionnaire,

<b>Evaluation Matrix</b>				
	<b>Main evaluation questions</b>	<b>Information required (detailed questions)</b>	<b>Source of Information</b>	<b>Data Collection Method</b>
	appropriate and have they been met to the extent expected?	was the project in delivering their intended outputs and outcome? L.2. What unintended outcomes (positive and negative) have occurred? L.3. To what extent do the M&E arrangements provide information to measure results? Has the grantee log frames provided a coherent and robust basis for tracing results and measuring outputs achieved?	workers from project factories. An on-line survey for all projects and a secondary data analysis based on project documentation	assessment of project documentation, KII
<b>Efficiency (Level 2)</b>	M. Were objectives achieved in a timely manner and in line with the level of resources envisaged?	M.1. To what extent have resources been appropriately allocated? M.2. To what extent has the project been efficiently implemented and managed by the grantee? M.3. To what extent has risk been well managed? M.4. What were the major factors influencing the achievement or non-achievement of the objectives?	KII with project partners. An on-line questionnaire for all projects and a secondary data analysis based on project documentation	On-line Questionnaire, KII, assessment of project documentation
<b>Results/ Impact (Level 2)</b>	N. What has happened as a result of RAGS?	N.1. Are RAGS processes and procedures adequate to capture positive and negative results over and above those intended as part of the project.  N.2. Has RAGS acted as a catalyst to better working conditions in garment industries through the identification and development of scalable and replicable interventions in key labour areas? How?  N.3. What major systemic factors have influenced or are expected to influence the achievement of the projects objectives?	KII with project partners, MSP, workers from project factories. An on-line questionnaire for all projects and a secondary data analysis based on project documentation	On-line Questionnaire, Worker Interviews, KII, assessment of project documentation
<b>Results/ Impact (Level 2)</b>	O. How many people have been affected?	O1. How is this total disaggregated?	KII with project partners, MSP. A secondary data analysis based on project documentation	Assessment of project documentation
<b>Sustainability (Level 2)</b>	P. To what extent are the expected benefits of a project likely to continue	P.1. Has RAGS generated replicable lessons? P.2. How is the project sharing learning within and beyond RAGS? P.3. Is there any evidence of a sustained scaling up of relevant	KII with project partners, MSP and DFID. An on-line questionnaire for all	On-line Questionnaire, assessment of project

<b>Evaluation Matrix</b>				
	<b>Main evaluation questions</b>	<b>Information required (detailed questions)</b>	<b>Source of Information</b>	<b>Data Collection Method</b>
	after DFID funding ceases?	results? P.4. Is there evidence of crowding in (non-grantee adoption of practices initiated in grant funded projects)?	projects and a secondary data analysis based on project documentation	documentation
<b>Cross-cutting issues</b>	The overall efficiency compared with the outputs achieved taking into consideration the challenge fund framework put in place to support implementation and selection.		KII with MSP and DFID. A secondary data analysis based on project documentation	KII, assessment of project documentation
	Lessons learnt: What lessons can be learnt for future DFID programming? What lessons are being learnt for wider interest?		KII with project partners, MSP and DFID. An on-line questionnaire for all projects and a secondary data analysis based on project documentation	On-line Questionnaire, KII, assessment of project documentation
	The counterfactual- what would have happened in the absence of RAGS? What has RAGS done to contribute to improved effectiveness and sustainability of national and global responses?		KII with project partners, MSP and DFID. An on-line questionnaire for all projects and a secondary data analysis based on project documentation	On-line Questionnaire, KII, assessment of project documentation

## Annex E Individual Project Outputs/ Achievements

The following section shows grantee project outputs and achievements. Please note that the indicators mentioned here are taken from original logframes for each project so that the success against original assumptions and targets can be assessed.

**Table 22 Individual Project Targets and Achievements: India**

Individual Project Targets and Achievements: India					
	Purpose	Indicators	Target	Achievement	Comment
ETI	To work towards the implementation of the Ethical Trading Homeworkers Guidelines in India	No of households receiving increased income from current wage levels	20% increase by year 3		No baseline data available. Planned to be collected in year 2 but no information available for evaluation
		% of target households organized in Sangam Vihar	50% by end of year 3		No baseline data available. Planned to be collected in year 2 but no information available for evaluation
		Number of homeworkers with increased awareness of rights	45,000 by the end of year 3	5,000 achieved by 30/06/2013	No baseline data available. Planned to be collected in year 2 but no information available for evaluation
		50 local home worker group organised in Sangam Vihar	50 by end of year 3		Project office in Sangam Vihar closed in April 2013, there is no evidence available to for this evaluation as to how workers in this area are sustaining ways of working or organisation levels
		Number of workers maintaining payment records in Sangam Vihar	3,000 by end of year 3		Project office in Sangam Vihar closed in April 2013, there is no evidence available to for this evaluation as to how workers in this area are sustaining ways of working or organisation levels
		Strategic review of National Homeworkers Group (NHG)	Mission and strategy published by Q3 year 2		Registration and systems review of NHG was in work by June 2013 but by ETI's own admission further work is still required.
		Increased knowledge of supply chain participants	Sustainability strategy published in year 3		No evidence of a sustainability strategy has been provided for this evaluation
		GMACL	Strengthening the efforts against child labour and trafficking for forced labour through improved inspection and monitoring	Number of key stakeholder group participating regularly in the Multi Stakeholder Garment Steer Group on Child Labour	Include 3 additional groups (buying houses, manufacturers associations and government agencies)



Individual Project Targets and Achievements: India					
Purpose	Indicators	Target	Achievement	Comment	
processes in garment supply chains.	Number of pilot actions adopted by the steering group	3 additional plans adopted	No pilots adopted due to lack of financial resources/ investment from members of the steer group on child labour	Indicator not achieved	
	Labour inspectors training manual on child labour in the garment supply chain to be developed	Training manual based on existing labour guidelines and ILO programmes to be developed	2 editions of a resource book for labour inspectors on child labour have been published	Indicator achieved	
	Labour inspectors trained on training manual	30	55 inspectors trained	Indicator exceeded	
	Training manual mainstreamed into existing labour rights institute training programmes		A standard operating procedure (SOP) has been written and sent to the Ministry of Home Affairs which has stated intent to implement but is not yet institutionalised.	Indicator partially achieved	
	Awareness of decent work and core labour standards among garment workers	100,000 garment workers and 200 manufacturers and sub-contractors to be targeted.	10537 (10387 women).	Indicator partially achieved	
	Awareness of decent work and social dialogue principles and mechanisms along the supply chain of garment sub-contractors	3 workshops a year to be organised for workers in year 1 and 2 and 2 workshops a year to be organised for sub-contractors	The number of workshops is not clear (GMACL report holding 82 sensitisation programmes and 105 weekly worker meetings). 416 sub-contractors were trained through the	Unclear whether indicator was achieved or not; indicator and achievements use different measures.	

Individual Project Targets and Achievements: India					
Purpose	Indicators	Target	Achievement	Comment	
			project (all women) with 77 joining the subcontractors association		
	Number of workers receiving minimum wage and overtime payments			Numbers joining unions during the course of the project has been taken as an indicator of workers receiving minimum wage but there is no wage or overtime data to support this	
	Number of workers working more than 60 hours a week reduced			Numbers enrolling in unions has been taken as an indicator of working hours but there is no actual working hour's information to confirm this.	
	Number of workers benefiting from collective bargaining and social dialogue outcomes increased.	20,000 workers join garment workers unions in target areas	2572 new members (2424 women) joined garment workers unions during the course of the project	Indicator partially achieved	
	Membership of garment workers unions increased and working conditions improved through collective bargaining	20,000 workers join garment workers unions in target areas	2572 new members (2424 women) joined garment workers unions during the course of the project	Indicator partially met	
	Number of child labourers and victims of trafficking withdrawn from work accessing educational and vocational services	2,000 child labourers (1,500 boys and 500 girls) had withdrawn from working and transitioned through state education and child protection schemes.	2578 child labourers rescued during the course of the project (2066 boys and 512 girls from the pilot areas)	Indicator exceeded.	
	Number of child labourers withdrawn from work in the garment sector and receiving statutory compensation from the government	1,000 child labourers receiving statutory compensation	1,345 children received release certificates under the bonded labour system	Indicator exceeded	

Individual Project Targets and Achievements: India					
	Purpose	Indicators	Target	Achievement	Comment
		Number of families able to differentiate between child work and harmful child labour	700 families able to differentiate between child work and harmful child labour	End of project states that 53% of an interviewed group are able to differentiate between child work and harmful child labour, compared to 23% baseline. Extrapolating this over the estimate community outreach of 100,000 families suggests that the target was achieved.	Changing measurements and target numbers through the project makes it difficult to make a clear evaluation of success. End of project report does not report in the same structure as the project plan and indicators.
		Number of families reporting incidences of missing children/trafficked children from their communities/villages	300 families reporting missing/trafficked children	An increase of 20% between baseline and end line reports was reported.	Changing measurements and target numbers through the project makes it difficult to make a clear evaluation of success. End of project report does not report in the same structure as the project plan and indicators.
Impactt Ltd	Improved management systems which demonstrate the business benefits of better jobs and provide the tools and know-how to create and sustain change	Factories record sustained productivity and quality improvements	Efficiency increased by 7.5% and cut to ship ratio improved by 1.1% in Phase 1. Efficiency increased by 5% and cut to ship ratio improved by 0.5% in Phase 2.	Efficiency: Phase 1 19.99% Phase 2 26.27%  Cut to ship ratio Phase 1 1.51% Phase 2 1.38%	All figures relate to BBW India only. Phase 1 and phase 2 are split out as different methodologies were applied and therefore it is relevant to see the impact of these different phases and types of intervention (e.g. individual factory training in phase 1 versus group trainings in phase 2)
		Increased worker retention	Labour turnover - 45% in phase and -16% in phase 2	Phase 1 - 39.54% Phase 2 - 26.11%	Phase 1 targets were ambitious and not fully realised but phase 2 group training proved more effective than anticipated due to the element of competition between factories that spurred participants on.
		Workers are better remunerated	Average take home pay +30% in phase 1 and +25% in phase 2	Phase 1 + 2.5% Phase 2 +5.09%	Indicator not achieved and Impactt links this to the failure to meet labour turnover targets as workers did not stay in jobs long enough to

Individual Project Targets and Achievements: India						
	Purpose	Indicators	Target	Achievement	Comment	
					see increases in take home pay	
		Workers do not work excessive hours	Average working hours -13% in phase 1 and -7% in phase 2	Phase 1 - 17.52% Phase 2 -2.2%		
		Workers able to communicate their views	Average number of issues raised per factory 7 and number of issues responded to 7% (phase 1), and 5 and 60% for phase 2	No data available		
Monsoon Accessorize Ltd	Improve the livelihoods and socio economic conditions of homeworkers engaged in weaving in Baranki through secondary livelihood development and development opportunities for children of excluded weavers families	% workers increasing their income by 15-20%	100% forum members increase their income by 15-20%	90.55%	NB cumulative achievements report from May 2013 give different measures to original logframe, these have been used here only where there is clear correlation to original indicators.	
		% workers working no than 60 hours per week	80% of forum members			
		Number of households joining the forums	500	582		
		% forum members accessing micro credit and / or training	100%	100%		
		% forum members using child labour	0%	12.33%		
		% forum members adopting health and safety measures	100% of households			
		Monsoon Accessorize Ltd supplier actively supporting the programme	100%			
		% of monsoon Accessorize Ltd product via supplier costed using basis of ETI piece rate methodology	100%	100%		Reports quote 6 styles in work from Monsoon Accessorize Ltd but it is not clear what % of Monsoon Accessorize Ltd orders this accounts for.
SAI	To improve working conditions for homeworkers	Number of workers affected/ reached by the	67,000 workers by 2012 (60% female)		Project did not tackle homeworking in the end but focused on gender sensitisation at factory level	

Individual Project Targets and Achievements: India					
	Purpose	Indicators	Target	Achievement	Comment
SEWA	and other subcontractors and reduce job discrimination in the Indian ready-made garment sector supplying the UK market	project			
		Number of workers receiving at least minimum wage	More than 90% by 2012		No data available
		Number of female homeworkers receiving comparable wages in those at factories	More than 90% by 2012		No data available
		Number of workers working more than 60 hours/ week	Less than 10% by 2012		No data available
		Number of workplaces audited showing incidence of child labour	Less than 5% by 2012		No data available
		Number of training materials developed	4 by 2012	1 x classroom and 2 x on site courses developed	
		Number of trainers qualified	30 by 2012	30 participants trained in May 2012	
		Number of courses offered by qualified trainers	30 by 2012		No data available but 200 factories trained, it is unclear how many courses this involved
		Number of managers/ supervisors with increased skill and awareness	270 by 2012	593 participants from 195 factories trained by June 2013	
		Number of managers/ supervisors rating training useful	More than 70%		No data available
		Number of auditor guidelines distributed	2 by 2012	2 by end 2013	Indicator achieved
		Number of auditor meetings convened	4 by 2012	2 workshops held in June 2013	Indicator partially achieved
		Ethical home worker practices implemented across the	% homeworkers receiving minimum wage	No % target given	243 out of 298

Individual Project Targets and Achievements: India					
Purpose	Indicators	Target	Achievement	Comment	
supply chain resulting in increased transparency				achievement.	
	Supply chain mapping	Mapping conducted at lower levels of supply chain		Indicator partially met	
	Policies of UK RMG companies in relation to homeworkers		Mapping of policies ongoing	Indicator partially met	
	Majority of UK companies have progressive and informed homeworker policies in place			Indicator not achieved but initial indicator was not clear	
	Number of women receiving regular work from SEWA	1250 in Sunder nagar 1250 in Rajiv Nagar	398 women received work from these centres in June 2013	Indicator partially achieved.	
	Number and size of order fulfilled	Adequate work to provide full time work for all members		Data is not clear about whether work has been adequate to provide full time work	
	Income generated by Producer Company	Producer Company established with 1500 members and generating monthly income	Producer Company registered, company systems and procedure development ongoing. 750 members registered (50%) generating 15.37 Lakh INR	Indicator partially met	
	Number of centres opening	3 centres operational	15 members joined in Sikandrabad	Indicator partially met	
	Number of women receiving regular work & accessing wider SEWA services	200 members in each area	15 members in one area	Indicator partially met	
	Number of suppliers and companies placing regular orders with SEWA	10 UK companies/suppliers placing regular orders	8 (80%)	Indicator partially met	
	Level of satisfaction with	All UK companies/	Q2 2013 all orders	Indicator achieved	

Individual Project Targets and Achievements: India					
	Purpose	Indicators	Target	Achievement	Comment
		SEWA orders	suppliers satisfied with SEWA orders	completed with no complaints	
WWWW	To reduce poverty and promote gender equality by empowering women workers to negotiate improved working conditions, supported by engagement between southern workers organisations and UK retailers	No of women (and some men) trained on ILO core conventions, national labour legislation, programmes/factors affecting progress towards DWA	95 trainers trained 1,400 informal workers trained	Target exceeded but no figures given	NB the indicators noted here are taken from the restructured project proposal from January 2013 for India only. This project has been so significantly altered from original proposal that comparison against original indicators would not be useful
		Number of women joining self-help or sangam groups and unions in India	1,400 IWW of join SHGs or sangams, of these 50% join the union	No figures available	
		Number of meeting organised with i. trade unions (TU), ii. Labour Department Officials and other significant stakeholders.	Minimum 10 meetings		Both SAVE and READ (local partners) have held meetings with stakeholders but no figures given)
		Number of meetings held with local community leaders in India	At least 14 meetings		Both SAVE and READ (local partners) have held meetings with stakeholders but no figures given)
		Number of lobbying meetings organised by HWW and WWW to share research findings with U.K. retailers	Meetings organised with at least UK retailers and working groups (dialogue with at least 4 retailers)	1 x retailer approached	Indicator partially achieved
		Contribute to No of U.K. retailers (ETI member) which have adopted and implemented policies that will lead to improvement in conditions for informal workers in Indian supply	3 new UK retailers adopt and implement policies related to home and informal workers in their supply chains		Increase in number of retailers in Sumangali and camp labour ETI group but no figures given and not sure this can be directly attributed to this project.

Individual Project Targets and Achievements: India					
	Purpose	Indicators	Target	Achievement	Comment
		chains			
		Number of UK retailers which are aware of informal work in their garment supply chain and hold discussions with their suppliers in India	3 companies engaged in discussions with their suppliers as a result of the project		No data given to assess this indicator
		Contribute to number of companies aware of conditions in their supply chains in Tamil Nadu and commit to remedial action through ETI working group or independently (India)	10 companies commit to remedial action		No data given to assess this indicator
		Number of international info-sharing meetings among project partners	3 companies engaged in discussions with their suppliers as a result of the project		No data given to assess this indicator
		International advocacy actions with retailers	10 companies commit to remedial action		No data given to assess this indicator
		RAGS coordination and learning and dissemination meetings in India	1 learning and dissemination meeting and 8 coordination meetings		
		WWW Monitoring visits	Monitoring trip to Bangladesh and two to Lesotho and India	Trip to India completed in April 2013	
		Partner capacity building	Partners undertake bespoke capacity building training programme	Training completed in April 2013	



**Table 23 Individual Project Targets and Achievements: Bangladesh**

Individual Project Targets and Achievements: Bangladesh					
	Purpose	Indicators	Target	Achievement	Comment
<b>Tesco S4Mi</b>	Purpose: Increased production efficiency in RMG factories, leading to reduced overtime, increased pay for male and female workers and consistent quality and on time delivery	RMG factory efficiency rates	% increase efficiency in participating factories on pilot lines.	35% (from 16 <sup>th</sup> Nov presentation)	Logframe did not mention what % target
		On-time delivery rates	4% increase on time delivery or 90% on time delivery on pilot lines	11.3% incr productivity (12 <sup>th</sup> Quarterly Report) 20.8% incr efficiency (12 <sup>th</sup> Quarterly Report)	This indicator not monitored in Quarterly Reports
		Basic wage levels and amount of OT working	% workers working more than 60 hours per week: 5% reduction on pilot lines.	0% reduction (12 <sup>th</sup> Quarterly Report) -1.1% wages (12 <sup>th</sup> Quarterly Report)	Indicators not consistent. Much higher than targeted reduction in internal rework needs explanation. "Improvement in pre-shipment quality" indicator used in QRs needs defining
		Product quality	Internal rework and reject rates reduced by 5%+	50% (from Nov 16 <sup>th</sup> presentation) "Improvement in pre-shipment quality" at 19% (from 12 <sup>th</sup> Quarterly Report)	
		Staff turnover	Staff TO reduced by average 10% on pilot lines	8.6% reduction	
	Establish and equip Skills Academy	Premises and equipment	Skills Academy premises equipped and in use, 100%	100% (12 <sup>th</sup> Quarterly Report)	Achievement of this output took much longer than predicted. Reason is not clear from available reports
		Curriculum developed	Comprehensive curriculum equipped and in use, 100%	100% (12 <sup>th</sup> Quarterly Report)	Achievement of this output was rushed towards end of project (time was saved by borrowing widely from Impactt Ltd) with revised curriculum (12 months rather than 6 months) only started in Sept 13
	Skills Academy Factory teams trained in	Factory teams graduate	Number of factories subscribing (QR	9 factories	Logframe had no indicator for # factories subscribing while QR did. In meeting, S4Mi team revealed 6

Individual Project Targets and Achievements: Bangladesh					
	Purpose	Indicators	Target	Achievement	Comment
	leading edge management techniques	from Skills Academy	revised target): 10 (this is far lower than original whole project target of 100 factories)  First intake implement management changes in 'home' factories - end 2012 / after course completion		factories have so far completed training package, 2 more factories are ongoing since Sept 13, and hoping for 4 more sign-ups to start Jan 14.  Combined late establishment of academy and difficulties in marketing/ recruitment, mean far lower internal income stream than predicted
		Productivity, quality and staff retention	At least 5% increase in productivity, efficiency, reduction in turnover and improvement in staff retention		These are mapped through indicators of purpose, above
<b>Impactt Ltd BD (using Phase 2 end-of-project results</b>	Purpose: Improved management systems which demonstrate the business benefits of better jobs and provide the tools and know-how to create and sustain change				All indicators are at output level (not able to access original logframe). Bangladesh got almost three times number of training hours to India, due to demand for follow-ups. Training delivered in geographical batches in-factory with factories taking turns to host
	Factories record sustained productivity and quality improvements	Daily efficiency	8%	18.28%	Larger factories with more sophisticated production systems performed much better on P&E & reducing absenteeism, though no differently on 'great jobs'
		Daily productivity	8%	17.07%	
		Cut to ship ratio	0.75%	1.14%	
Increased worker retention	% workers taking unplanned leave		-20%	-33.65%	While proportion of leavers with 1 <sup>st</sup> 3 months slightly increased, absolute number of such people went down in line with sharp decrease in TO
			-11%	-52.15%	
	% labour turnover per month		-11%	1.87%	
	% workers leaving within 3 months of joining				

Individual Project Targets and Achievements: Bangladesh					
	Purpose	Indicators	Target	Achievement	Comment
	Workers are better remunerated	Average take-home pay	+Tk 100	+Tk 491	Piece-rate factories performed better on pay-related indicators
		% workers receiving at least MW	100%	No change	
		% workers receiving full overtime due	100%	No change	
		Number of workers reached	100,000		
	Workers do not work excessive hours	Average working hours	-20 hours	-6.47 hours	
		% workers having more than 60 hrs per week	-5%	-43%	
	Number of factories	Number of factories receiving training	100, then revised down to 70	63	Recruitment was the most challenging part of the project
Number of workers	Number of workers reached	119,037	80,526	About 40% of these were women (while it was planned that about 55% of them would be)	
PTF	Purpose: Creation of decent livelihoods and the improvement of working conditions of vulnerable people through the fair trade partner organisations	Number of producers working for the partners under fair trade conditions	8056 (revised to 7,434)	3,968	Targets not differentiated by country while near all of budget is for Bangladesh  11 <sup>th</sup> Quarterly Report explains that recession conditions have hampered participation
	All partner groups involved in STFMS (fair trade certification) implementation and continuous improvement plans	Number of producers in STFMS process  CIP actions on social conditions implemented	8056  Improvements made	3,968	Some items implemented, others in progress (11 <sup>th</sup> QP)
	Robust practical monitoring and	SFTMS training	Materials available for	Internal audit new standard	Changes in WTO's fair trade certification left inadequate time for

Individual Project Targets and Achievements: Bangladesh					
	Purpose	Indicators	Target	Achievement	Comment
	bus development systems for FTOs	materials and formats  STFMS materials available to public	training  Website live and up-to-date	with all partners  Available, in Bengali, Nepali	all partner producers to undergo the certification process
	Improved marketability of partner products in quality, design and the timeliness of deliveries	Delivery schedules met  Value of purchase orders from PT	% Spring Summer '13 product ready for sale  GBP 800,000	83%  GBP 466,162 (58%)	This figure is for Autumn-Winter '12
ActionAid Bangladesh	Purpose: To improve the working conditions of women workers in RMG production industries in Bangladesh	Number of compliant factories  PEG leader capacity to negotiate for worker rights in collective arrangement	1000 factories  700 PEG leaders		
	Women workers have comprehensive understanding of Bang Labour Law	Women workers understand Bang LL  PEGs created	200,000 women workers  20,000 PEGs	208,562 women workers (105%)  20,583 PEGs (102%)	[from our small and non-random sample of women tested in BLL, majority knew the law well and were quickly corrected by others in group]
	Women workers have collective voice in form of functional participation committees (WPCs) and are able to effectively mediate management-worker conflict	WPCs formed  Women workers interviewed feel their grievances are adequately resolved thru WPC  Publication of briefing papers on WPCs and living wage  Organised trainings for project staff	350 WPCs (150 revised target)  50% women workers interviewed  2 briefing papers published	149 WPCs (42% of original target, 100% of revised)  See comment  2 papers, 4000 copies (100%)	See point directly below  [from our small and non-random sample of women interviewed, WPC is not the only/ main means to address grievances. Therefore the project has probably not achieved this target but this not necessarily bad thing]

Individual Project Targets and Achievements: Bangladesh					
Purpose	Indicators	Target	Achievement	Comment	
	on demand mediation and living wage  Follow-up actions taken by women's leaders for implementation of WPC/ BLL	1 training organized  5 follow-up actions	1 training organized (100%)  5 follow-up actions (100%)		
Factory owners and managers understand benefits of compliance and importance of gender-friendly workplace	Factories compliant with BLL  Women workers interviewed have observed significant improvements in workplace compliance  HR managers trained in gender awareness  Workshops to build capacity of owner-managers and government for implementation of BLL and gender friendly workplace  Capacity-building workshops for factory	500 factories at least 80% compliant with Bangladesh LL  >75% women workers interviewed  700 HR managers/ supervisors trained (revised target of 4 HR managers)  2 workshops in Dhaka & Chittagong  25 workshops in Dhaka & Chittagong	Not available  See comment  4 HR Managers (revised target)  2 workshops conducted (100%)  20 (80%)	Will need to await post-hoc and random sampled evaluation  [I would say that AAB is close to achieving this target, from our small and non-random sample of workers interviewed]  Project worked v little with management inside the factory until last few months  Project worked v little with management inside the factory until last few months.  [This evaluation was unable to test inside-factory outputs due to problems of access to factories and priority given to café interviews]	

Individual Project Targets and Achievements: Bangladesh					
	Purpose	Indicators	Target	Achievement	Comment
		supervisors/ HR on gender, BLL and mediation through WPC			
	Movement of RMG workers for a living wage takes hold	Number of advocacy groups formed around LW	2 advocacy groups	2 advocacy groups (100%)	[This evaluation was unable to test this output]

#### Additional explanatory notes for Tesco – S4Mi

- The project made some major miscalculations at the outset which have affected its progress:-
  - o need for large premises, machines... and later about-turn
  - o the rate at which the Academy would be ready to start and able to generate internal income stream

The project appeared to have gone ahead with heavy capital and running costs before a sound assessment of market and of risk had been undertaken. The sustainability of the project is now in question. S4Mi told us that Tesco would not have done anything like this project without DFID funds.

The project may still do well. But its success can only be gleaned from now onwards, with refined curriculum, new management team in place and a re-gearing towards marketing.

**Table 24 Individual Project Targets and Achievements: Lesotho**

Individual Project Targets and Achievements: Lesotho					
	Purpose	Indicators	Target	Achievement	Comment
<b>SKILLSHARE (Lesotho)</b>	To strengthen Lesotho's garment trade unions to be able to play a full role in ensuring decent work principles are adopted especially in the area of gender sensitive issues.	Increase in workers', HR Managers', Supervisors' and Factory Owners/Director s' knowledge of labour rights. Reduction in conflict cases at shop floor level, and reduction in Union intervention. Reduction in number of labour htribunal cases.	30% target group year 1, 70% year 2 and 100% year 3.	June to Sept 2013 120 shop stewards trained, 992 workers trained, 35 trade union officials trained, 29 HR managers trained	No clear numbers of the size of the target group and no end of grant report was available so cumulative numbers have not been available for review.
		Adoption of decent work principles in Lesotho's garment	40% factories enrolled in ILO Better Work Initiative year 1, 70% year 2.		No information available on numbers of factories joining BW

Individual Project Targets and Achievements: Lesotho					
	Purpose	Indicators	Target	Achievement	Comment
		factories, by registering with BW			
			20% factories enrolled in ILO Better Work Initiative year 1, 50% year 2. 50% factories complying with BWI in year 3.		No information available on numbers of factories joining or complying with BW
		Number of Trade Union officials and shop stewards trained	35 by 2012	35 trained, 7 men, 28 women)	Target achieved.
		17 Wages Advisory Board Representatives trained in negotiation skills	17 by 2012	34 trade union officials trained in negotiation skills (28 women and 6 men)	Target over achieved.
		Number of Human Resource Managers and Supervisors trained	200 by 2013	191 participants in 5 day training (109 women, 82 men) for HR , line managers and supervisors	
		Number of Factory Owners/Directors trained	34 b y 2013		No information available
		Number of mass media campaigns (radio + TV) and road shows held for factory workers and public.	10 events by 2011	46 events reported in final quarter report	Target over achieved
		Number of media personnel with enhanced knowledge of decent work principles. Developed pamphlets and progress reports. Training needs assessment	40% media companies		No clear information on number of media companies so cannot assess whether this target was achieved.

Individual Project Targets and Achievements: Lesotho					
	Purpose	Indicators	Target	Achievement	Comment
		Number of workers with enhanced knowledge of decent work principles, disaggregated by gender (DWP 1)	50% of 32,000 people	Awareness raising campaign held covering 12-18,000 workers (98% women)	Numbers achieved are vague so cannot assess whether this target was achieved or not.
		Availability of a Marketing Strategy	Year 1 develop marketing strategy, year 3 strategy, amendments and evaluation.	Consultant was hired and developed a marketing strategy on Trade Unions marketing strategies.	
		Increase in Trade Union member registration	100% of 32,000 people in year 3	Trade unions reported 3,300 factory workers joining trade unions following new marketing strategies.	
		Number of road shows held at factories communities around the industrial areas	20 by 2012		No information available about the number of roadshows held
		Number of collective bargaining agreements	4 agreements by 2012		No information available about the number of collective bargaining agreements
		Number of partnerships formed between Lesotho Federations and UK North/South Trade Unions.	7 partnerships formed by 2013		Partnerships did not happen with political rivalries making project working challenging.
		Number of mentoring partnerships (between Lesotho Trade Unions and mentors from North and South)	3 partnerships	1 partnership/relationship has been maintained with COSATU	Target has been partially met, only 1 mentoring relationship has been maintained and this is with a South Africa based union so a south/south network
		Number of joint initiatives that evidence increased networking	6 joint initiatives		No evidence available to assess this target.



Individual Project Targets and Achievements: Lesotho					
	Purpose	Indicators	Target	Achievement	Comment
		between key stakeholders (ITGLWF, SACT WU, Solidarity, SMAWU, ZCTU, COSATU)			

## Annex F On-line Questionnaire

*This section presents the questions asked and the responses received.*

### F.1 Questions Asked

Q.1 Please enter your name:

Title First Name Last Name

Q.2 Please enter your job title:

Q.3. Please enter your organisation's name:

Q.4 Were you able to achieve all the intended project outcomes by the end of the RAGS funding period?

Yes

No

If you answered no please list up to three challenges:

Q.5 What were the major factors influencing the achievement of the objectives and why? List up to three factors.

Q.6 As a result of RAGS funding did your organisation implement activities that you had not tried before? \*

Yes

No

Please help us understand why you selected this answer

Q.7 Do you have evidence RAGS funded project activities are being replicated (e.g. by other civil society or private sector agencies)?

Yes

No

Q.8 Do you have evidence that factories will continue with RAGS funded project activities without your support?

Yes

No

Not applicable as we do not work with factories

Q.9 Have you accessed funding for continuing or expanding similar activities to that funded by RAGS ? \*

Yes

No

Q.10 If you answered yes to question 9 was this funding internal or external? \*

Internal

External

Not applicable (I did not answer yes to Q9)

Q.11 If you answered external to question 10, which type of external organisation was it? \*

INGO

DFID

Other donor (non DFID)

Retailers

Other

Not applicable (I did not answer external to Q10)

If you selected other please help us understand why you selected this answer

Q.12 How many women were in management and/ or supervisory roles at the end of the RAGS award in the total number of factories participating? \*

If you do not have data on this please state this below.

## F.2 Responses

The questionnaire was sent to all of the RAGS project coordination contact points. The contacts were provided by the Fund Manager. The contact points consisted of: lead contacts for approved projects; in-country contacts for Bangladesh; and, in-country contacts for India. In total 33 e-mail addresses were provided, for up to three people from each grantee. An invitation to participate in the questionnaire was sent by the Fund Manager and then followed up with an e-mail generated from the on-line questionnaire tool – Poll Daddy- which requested participation. It was decided to send the questionnaire invite to all 33 people on the contact sheet in order to offer each person on the sheet an equal right to participation.

Of the 33 invites sent 10 responses were obtained. This gives a response rate of 30.3%. It should be noted that this figure is misleading as in some cases, known to the evaluation team, a single person from the grantee organisation was selected to participate on behalf of all the people in that organisation that an invite had been sent to.

Respondents came from the following grantee organisations:

- ActionAid Bangladesh
- ETI
- Homeworkers Worldwide/WWW
- Impactt Ltd
- SEWA Bharat
- Skillshare International
- Social Accountability International
- Tesco

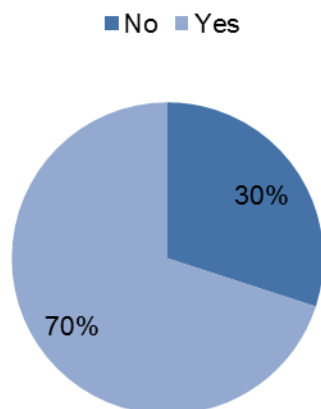
The responses for each of the questions are outlined below:

### **Were you able to achieve all the intended project outcomes by the end of the RAGS funding period?**

Of the ten respondents seven answered yes and three answered no. The three respondents who answered no all choose to provide an additional comment. These additional comments referenced:

- Lack of access to young women workers at workplace. Contact at their houses resulted in difficulties securing consistent access.
- Difficulty identifying UK retailers because of lack of transparency in supply chains.
- The short time frame in which to achieve substantial improvements in working conditions.
- Difficulties securing payment from participating factories
- Difficulties recruiting a sufficient number of factories to take part in the project
- Lower than anticipated beneficiaries- this prevented targets from being met.

**Were you able to achieve all the intended programme outcomes by the end of the RAGS funding period?**



**What were the major factors influencing the achievement of the objectives and why?**

Respondents were able to provide an open response to this question. The responses can be grouped into the below categories:

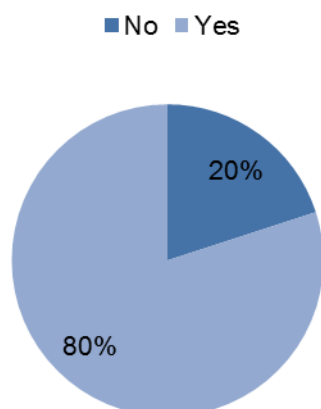
- a) The right project staff in-country. This supported project delivery and the buy in of workers in factories.
- b) The identification of relevant project objectives that meet the needs and wants of local people.
- c) Government and wider external stakeholder support for the project. This was linked to the positioning of the project with wider policy.
- d) A supportive contextual environment. This included political stability.

**As a result of RAGS funding did your organisation implement activities that you had not tried before?**

Of the ten respondents eight answered yes and two answered no. All respondents provided an additional optional comment. The answers have been analysed and grouped together for ease of reading below:

- The organisation worked with new stakeholders e.g. Trade Unions and the private sector prior to RAGS.
- The organisation worked with a new beneficiary group.
- The organisation focused on a totally new issue e.g. gender sensitisation.
- The organisations routine activities were scaled up.
- The organisation undertook routine activities.

**As a result of RAGS funding did your organisation implement activities that you had not tried before?**



**Do you have evidence RAGS funded project activities are being replicated (e.g. by other civil society or private sector agencies)?**

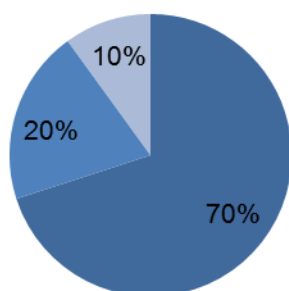
Of the ten respondents five said yes and five said no- an equal split of 50/50%.

**Do you have evidence that factories will continue with RAGS funded project activities without your support?**

Of the ten respondents seven said yes, two said no and one said this question was not applicable as they did not work with factories.

**Do you have evidence that factories will continue with RAGS programme activities without your support?**

■ Yes ■ No ■ Not applicable as we do not work with factories



**Have you accessed funding for continuing or expanding similar activities to that funded by RAGS?**

Three of the ten respondents said they had accessed further funding. The three grantees that had accessed funding had all received this from an external source. No grantee mentioned putting forward additional internal funds.

**If you answered external to question 10, which type of external organisation was it?**

Of the three respondents that had accessed further external funding, one had accessed a private donation for continuation of some of the work initiated under RAGS, one had received DFID and retailer funding and the third had received support from a UK retailers CSR wing to continue activities with women artisans in a different geographical area.

The predominant lack of further funding from a sustainable source (the private sector) indicates that the majority of RAGS funded projects are not sustainable.

**How many women were in management and/ or supervisory roles at the end of the RAGS award in the total number of factories participating?**

Only one of the ten respondents was able to provide data. This highlights the lack of sex disaggregated data collected by grantees. This curtails the evaluation team's ability to measure impact on beneficiaries.

## Annex G Results of the Challenge Fund VfM process assessment

Table 25 VfM Process Assessment

Opportunity	VfM Type	Best Practice	Commentary	Classification
Selection of challenge fund manager				
1. An open competition will provide market competitive behaviour to keep costs and estimated level of effort low	Economy	DFID untied procurement competitions	DFID carried out an open competition for the manager of the fund.  DFID negotiated fees with panel members (relatively immaterial)	Best practice
2. Benchmarking of expert rates and overheads of the winning bid and subsequent negotiations	Economy	DFID VFM guidelines for bidders in their commercial proposals  Finland MoFA requirement for bidder budgets to be less than separate elements of management cost (management budget, evaluation budget, other personnel cost budgets, awareness raising)	The management cost of the winning bid (Maxwell Stamp) at 15% lower than the benchmarked norm for smaller challenge funds, which is between 20% and 25%. The fund operated only one round, without awareness raising	Best practice
3. Ensuring staffing is adequate but not overstated at all stages of the challenge fund lifecycle	Efficiency	Evidence of fund management skills or skills relating to programme management involving multiple sub-project skills.  Expert assessment of bids by persons with experience of fund management.	The challenge fund staffing was changed during the course of the fund to reflect a more efficient structure given the concentration on India and Bangladesh. It is noted that the change did provide for additional cost which presumably was matched by improved project monitoring.  The Advisory Committee met many more times (11 to date) than was initially envisaged (3-5 times according to the project memorandum) and in person rather than virtually, and given the fact there was only one challenge round, this did not represent efficient use of funds.	Suitable practice.
4. Some managers may provide a results based bid, allowing alignment	Effectiveness	Appropriate primarily where most funding is for scaling up of	Maxwell Stamp's bid was based on reimbursing management cost based on days worked and reimbursed	Suitable practice

Opportunity	VfM Type	Best Practice	Commentary	Classification
between managerial reward and CF aims		<p>existing initiatives.</p> <p>Not appropriate where the fund is expected to fund innovation, scaling up of initiatives in countries with high risk profiles.</p>	<p>based on monthly invoicing. This was normal practice at the time the contract was awarded.</p> <p>It would be difficult to envisage the management of such a top down and controlled fund being carried out on a results based contract.</p>	
Designing efficient governance and operational processes				
5. Selecting low cost governance and operational structures	Economy	<p>Tripartite arrangement between funding agency, assessment panel and fund manager with most work carried out by fund managers.</p> <p>Funds involving grants to governments or multiple country funds may require quite complex governance – however at no stage should fund managers spend more than 20% of their time dealing with governance structures.</p>	<p>The Advisory Committee (AC) comprises 5 people, about right for a small fund, but met many more times (11 to date) than was initially envisaged (3-5 times according to the project memorandum) and this added to the cost.</p> <p>The managers estimate that time spent dealing with the AC was between 10-15%. 15% would be considered quite high for a small fund.</p> <p>The management structure, involving no full time staff, provided a good model for engagement on a small fund.</p>	Suitable practice
6. Aligning accountabilities with responsibilities will improve responsiveness and timeliness	Efficiency	<p>Responsibilities should be closely aligned to accountabilities, and evidenced by a chart that defines accountabilities and responsibilities throughout the challenge fund process.</p> <p>Exceptions to this rule need to be carefully considered and the additional cost of oversight justified.</p>	<p>The Advisory Committee has taken on a number of oversight roles which are greater than those typically found in a small fund, which would normally only select from a short list of projects and may also have a portfolio oversight role. The additional roles relate to all aspects of strategic direction, the selection of awareness raising expert, the terms of reference of the evaluation consultants, approval of an operations manual for the fund manager. These roles would normally be undertaken by DFID alone and this has therefore been duplicated.</p> <p>The overall impact of the</p>	Suitable practice



Opportunity	VfM Type	Best Practice	Commentary	Classification
			additional duties do not look onerous and at least provide clear mandates for the Advisory Committee and the Fund Manager	
7. Job description of key roles reflect skill and experience requirements	Effectiveness	Job descriptions exist for all persons involved with the CF process, including in the fund manager, those involved in assessment and approval.	<p>The job description for the key roles of Manager and Deputy Manager are suitable for carrying out roles, and the skills of the individuals chosen for those posts match the skills required.</p> <p>The work of the manager did not include large scale marketing and awareness raising, nor did it involve theme setting, or multiple challenge rounds.</p>	Suitable practice
Aligning the CF strategy with programme priorities				
8. Ensure target beneficiaries are effectively targeted by writing this into the strategy	Equity	<p>A strategy document exists that is based around maximising the benefit for target beneficiaries.</p> <p>Intended activities are largely targeted directly towards the target beneficiaries or can show a strong theory of change that can be relied on to provide the intended benefits to the target group.</p>	<p>The project memorandum was considered the strategy document.</p> <p>The project memorandum has as its primary impact “responsible, ethical production is the norm in the garment sector supplying the UK” which does not put the beneficiaries (woman and disadvantaged groups) at the forefront, so weakening the theory of change.</p> <p>Evidence from other documentation, especially the Project memorandum, suggests that the project should measure the impact on woman and other vulnerable groups, which in the widest definition, includes excluded groups (castes, religions, tribes), homeworkers, casual workers and migrants. Project memorandum does expect that the M&amp;E framework will encourage targeted efforts at gender equality, and a focus on vulnerable workers.</p> <p>The proposal writing</p>	On first impressions, there is a disconnect and this is therefore a concern. Overall assessed as good practice

Opportunity	VfM Type	Best Practice	Commentary	Classification
			<p>guidelines refer to the target beneficiaries as “women and other vulnerable workers” who are described as members of socially excluded groups (castes, religions and tribes) in the RMG production industries supplying the UK market or located in supply chains including the UK. By definition seems to exclude non-specific homeworkers, casual workers and migrants.</p> <p>The most recent edition of the LF (July 2013), provides a number of measures. The majority at the outcome level refer to just workers (not gender disaggregated) or child labourers. At output level:</p> <p><i>Indicator 1.1 is not gender disaggregated</i>  <i>Indicator 1.2 provides gender evidence (women homeworkers).</i>  <i>1.3 discussed policies on gender and poor and vulnerable families (weavers) and child labour, output 2.1 Bangladesh targets for women workers, but not for India/ Lesotho</i>  <i>2.2 provides a mix of disaggregated and no disaggregated measures</i>  <i>3.1 discusses child labour inspectors.</i>  <i>3.2 discusses homeworkers/ children (to note 3.2 contains largely activity indicators)</i></p>	
Selection and definition of key targets				
9.Look to other similar programmes to determine unit cost per target measure	Economy	Project manager, funder and selection process receive information about unit costs per target measure for the major interventions.	<p>There are no other programmes quite like RAGS and this would have been difficult to assess alternative costs.</p> <p>There is evidence to suggest that unit cost VFM was considered as a key element, receiving 1/4 of the marks for concept notes. Marks provided by two persons on the assessment. VFM assessment was subjective, but presumably expert.</p> <p>However, the marking grid</p>	Suitable practice

Opportunity	VfM Type	Best Practice	Commentary	Classification
			<p>was only used as a guideline by two of the 5 persons responsible for marking (including the fund manager, which is not included in their ToR)</p> <p>Below average VfM marks for the one detailed marking sheet reviewed were noted for 3 out of the 12 funded projects (Global March, Skillshare, and SAI). Enhanced scrutiny was provided by the management team as a result.</p> <p>Also comments at the first meeting of the AP evidenced in the minutes: SAI project - The Advisory Committee felt that the overall project cost is high.</p>	
10. Use Economic Additionality modelling to determine feasibility of measurement	Effectiveness	Economic additionality is used throughout the CF process to ensure that projects selected provide benefits calculated based on the net numbers of beneficiaries and calculating the net benefit to those beneficiaries.	Economic additionality modelling was not used in the assessment process or as part of the overall M&E framework.	Not practiced
Round design – choosing themes				
11/12. Selection of themes with a demonstrated need for investment (i.e. deadweight is low), or where expected unit cost per target is low (low hanging fruit)	Economy/ Efficiency	<p>Theme design looks at the market for provision of services and the failures in the market, and estimates the capacity of the market players to invest to overcome the failures, the amount of investment required, the ability of market players to fund the investments, and the alternatives that the market players.</p> <p>It then chooses the</p>	<p>In general – themes equate to “areas of intervention” were outlined in the DFID Project memorandum. No justification for the investment was provided, No ranking of themes (preferences not provided)</p> <p>Theme selection in the context of the RAGS fund would have meant prioritising the areas of intervention.</p> <p>The business case for intervention is relatively weak, given that the Civil Society Challenge Fund already provided funds to ethical trade initiatives and</p>	Neither the economy nor the efficiency measures were adopted.

Opportunity	VfM Type	Best Practice	Commentary	Classification
		most advantageous themes providing the greatest demonstrated need for investment, keeping deadweight to a minimum or lowest cost per target.	<p>the lack of justification in the project memorandum. In fact the document acknowledges that “it is not possible to draw any strong conclusions about whether labour standards would improve or not in the absence of RAGS” No social benefits were measured in the economic appraisal section of the project memorandum, only a statement that if good projects are selected and if the approaches are adopted by the firms, they are likely to generate social benefits in excess of the cost of the programme.</p> <p>Given that a large percentage of workers in the industry in Bangladesh and India are women, then the country selection has provided relative efficiency in this respect.</p>	
13. Selection of themes with import substitution potential or export potential means that other economic activities are not displaced	Effectiveness	Themes are preferred if there is little or no displacement of other activities.	From the perspective of the receiving countries, there is little importing of garments of the quality required in Western markets (based on price and demand), and the garments business is important to foreign exchange inflows to both Bangladesh and India. In Bangladesh’s case, the export industry is critical to the country’s economic health. All projects should address and strengthen this critical industry.	Best practice
14. Selection of themes that are expected to directly and positively impact target beneficiaries (e.g. M4P-type analysis)	Equity	The causal link to beneficiaries for chosen themes is very strong and short.	<p>The themes largely are those that could provide a focus on target beneficiaries but are meta or meta-meta rather than direct themes, when viewed from the position of the beneficiary</p> <p><i>Building skills in garment production management – very meta – no guarantee of better outcome for woman and vulnerable groups</i></p> <p><i>Adopting better people management skills – again, no guarantee of better</i></p>	Acceptable given that the themes address the expected impact of the project which relates to the UK clothing industry rather than the beneficiaries, but poor practice given the beneficiaries.

Opportunity	VfM Type	Best Practice	Commentary	Classification
			<p><i>outcome for target groups</i></p> <p><i>Harmonising costs and audit requirements – a meta-meta project</i></p> <p><i>Strengthening local audit capacity – again meta-meta</i></p> <p><i>Capacity building and reach on fair trade principles – meta</i></p> <p><i>Training tools to assist replication/ expansion of effective approaches – meta but more closely related to target groups</i></p> <p>As a result, the need for economic additionality is key, and this was only carried out to a limited extent in the setting of targets for individual projects.</p>	
Round design – calculating investment needs				
15. Develop understanding of the market's expected return on investment in chosen theme	Economy	Theme design looks at the market for provision of services and the failures in the market, and estimates the capacity of the market players to invest to overcome the failures, the amount of investment required, the ability of market players to fund the investments, and the alternatives that the market players might invest in.	There is evidence to suggest a significant lack of investment capital from potential grantees was a well-known fact at the time the project was designed.	Not carried out.
16. Investment need calculations, coupled with market return calculations will provide guidance on the maximum grant to be made available	Economy	Theme design looks at the market for provision of services and the failures in the market, and estimates the capacity of the market players to invest to overcome the failures, the amount of investment required, the ability of market players to fund the investments, and the alternatives that	<p>Not applicable in the case of non-commercial projects. There were three commercial grantees and 9 non-commercial grantees.</p> <p>No formal investment calculations were made. In the case of Tesco and Monsoon Accessorize Ltd, these projects were primarily justified out of the CSR agenda.</p>	

Opportunity	VfM Type	Best Practice	Commentary	Classification
		the market players might invest in.		
17.Setting bands for grant as a % of total project costs and including these as selection criteria will encourage competitive bids	Efficiency	The bands are set with reference to the market analysis rather than pre-set.	<p>Carried out. 50% maximum for private sector, 67% maximum for others as eligibility criteria. The levels of grant sharing seem to be driven by the DFID project memorandum that calls for a key result the co-financing up to £5 million, which equates to an average of 67% of the £3 million grant funding available. Despite this eligibility criterion, one grantee was allowed to renegotiate the bid.</p> <p>Non attention to this as a selection criterion did lead to a large number of projects at the 67% limit – i.e. no real competition for grants based on only bidding for what the grantee actually needs.</p>	Practice was sub-par, but above poor.
Awareness raising				
18/19.Working through industry representative bodies and leveraging subsector analyses to target likely applicants will be efficient and economic	Economy/effectiveness	Fund manager produces a marketing/ awareness raising plan that maximises exposure with the likely grant applicants whilst also providing general coverage that allows other potential grant applicants.	<p>Fund was marketed through DFID offices, and DFID provided a list of potential applicants. The total number of which (c.50?) was relatively small.</p> <p>The cost of marketing was kept to a minimum as a result and almost all possible applicants were aware of the programme.</p>	<p>Acceptable practice for economy,</p> <p>Sub-par performance for effectiveness given the potential for dealing with local partners.</p>
20.Stressing the competitive nature of the fund during awareness raising	Effectiveness	All awareness raising materials emphasise the competitive nature of the grant, that the grant size and grant ratio to project costs is a key selection criterion (or even eligibility criterion) and that applicants should only apply for the funding actually required.	<p>The relative flatness of the Pen's Parade of applications in terms of funding applied for and project size suggests that the wording in the proposal writing guidelines and other practices adopted by the manager were not effective in forcing applicants to be cautious in their requests for funding.</p> <p>The concept note guidelines mention "Funds are made available on a cost-sharing basis, i.e. a level of matched funding is expected from eligible grant beneficiaries" The use of the wording</p>	Good practice

Opportunity	VfM Type	Best Practice	Commentary	Classification
			<p>“match funding” suggests 50%.</p> <p>At part of the proposal writing guidelines, RAGS manager reserves the right to negotiate an appropriate level of cost sharing is good practice however, as an alternative.</p>	
Concept note selection				
21.Setting of marking criteria to include maximum grant and maximum grant % of total project costs	Economy	Marking criteria will include a formula base for awarding marks.	Not done, it was an eligibility criterion, but apparently not applied as such at the concept note phase. Instead, those failing to meet the grant percentage formula were asked to reduce at the time of the full application.	Generally good practice adopted although questions around the application of the rules set for the fund.
22.Selection of concepts with low grant cost per impact target indicator	Efficiency	<p>Concepts that address a theme are assessed in competition with each other and the cost per impact target indicator is one of the assessment criteria.</p> <p>Innovation projects are assessed separately from scale up projects.</p>	There were insufficient concepts for a competition and although VfM was a key selection criterion, the method finally used to select projects related to priority for funding and the concerns on VFM matters were addressed at the application stage.	Adequate practice
23.Selection of concepts from proven market players with strong management credentials	Effectiveness	Assessment of potential management capability is a selection and marking criterion at the concept stage,	Management capability was not a selection criterion at the concept note phase but was reviewed by the project manager.	Adequate practice
24.Comparing competing concepts against each other	Effectiveness	<p>Concepts that address a particular theme are assessed in competition with each other. The project chosen may compete with each other if there is more than one project that is commended.</p> <p>Innovation projects are assessed separately from scale up projects.</p>	Eligible concepts were assessed as a whole, with no separation, but there were insufficient concepts to meet the basic premise of committing most of the funding in the one competitive round. The funded projects comprised most of the concepts that were deemed high or medium priority.	Adequate practice
25.Selection of concepts focused on target groups	Equity	A focus on target beneficiary groups is encouraged in the	It is understood that the majority of RMG workers are women in Bangladesh and	Good practice

Opportunity	VfM Type	Best Practice	Commentary	Classification
or where the additionality % is high		<p>awareness raising materials and the documentation for the challenge round. The relative cost per target beneficiary is an assessment criterion.</p> <p>The project allows for disaggregation of data.</p>	<p>India, where the RAGS fund is most active. As a result projects that are not gender specific can be expected to have high additionality.</p> <p>Proper targeting and focus was part of the consideration for selection.</p>	
Due diligence 26. Assessing procurement processes in would be grantee	Economy	<p>The standard due diligence form requires the CF Manager to assess the procurement process and procedures in the would-be grantee.</p> <p>Separate standards are applied in the due diligence process for small and large companies/ organisations.</p> <p>Budget checking carried out during due diligence process on smaller would-be grantees on larger procurement items.</p> <p>The due diligence exercise is presented to the project selectors.</p>	<p>Standard operating procedures for procurement by grantees were looked at by the fund managers where capital items were part of the budget.</p>	Good practice.
27. Checking financial projections and benchmarking IRR projections	Economy	<p>The due diligence process checks both income and expense line items for methodology of assessment and takes a realistic view on the appropriateness, given benchmarks where available for investment. .</p> <p>For larger grantees, the investment IRR hurdle rate used by the would-be grantee is</p>	<p>The three grants to for-profit companies are not tied to the companies' financial performance.</p> <p>Tesco investment is for the Bangladesh RMG sector factory benefit generally and not only for factories supplying Tesco.</p> <p>Monsoon's Accessorize Ltd project is with its not-for profit trust, Monsoon Accessorize Trust.</p> <p>Impactt is a non-publicly quoted consultancy in</p>	Not applicable.



Opportunity	VfM Type	Best Practice	Commentary	Classification
		<p>discovered or assessed, and the pipeline of investment projects is reviewed to ensure that there are investment projects ranking ahead of the proposed project.</p> <p>IRR calculations carried out on the provided budget and an opinion provided by the CF Manager on whether the IRR with the grant is an appropriate IRR given other factors at play, such as a premium for high risk.</p>	<p>partnership with 6 UK retailers to create better understanding among the factories that supply the six retailers. The project benefits are not directly related to improved income for the companies</p>	
28 Understanding the cost of capital for the applicant's industry	Economy		<p>Most projects are with not-for-profits. The three for-profits are not running projects that provide direct income.</p>	Not applicable
29. Assessing the quality of expected grant project management	Effectiveness	<p>The CF managers carry out adequate due diligence on the proposed project manager at the application stage.</p>	<p>One project was redesigned after application because of concerns around the grantees management capability.</p> <p>One project out of 12 failed because of poor management, otherwise management of projects has largely delivered what was expected, certainly a higher proportion than the average CF operating in LICs.</p>	Acceptable practice
30. Assessing the proposed project MIS to ensure that data/ information relating to target groups can and will be collected.	Equity	<p>As part of the due diligence, the CF Manager enquires and satisfies itself on the feasibility of collecting the data required to assess the project's progress and where appropriate, impact.</p>	<p>This process was followed by the CF Manager</p>	Best practice
Full application				
31. Tagging the grant to costs that	Effectiveness	<p>The CF Manager assesses the project</p>	<p>This process was followed by the CF Manager.</p>	Best practice.

Opportunity	VfM Type	Best Practice	Commentary	Classification
are most directly related to target impact measures		budget and the grant applied for, and determines the feasibility of tagging the grant to line items that contribute to the projects objectives and de-tags the grant from line items that are considered soft or inappropriate.		
32.Careful definitions of success measures	Effectiveness	<p>Care is taken to ensure that the success measures chosen to measure the project represent (and don't materially overstate or understate) the desired changes associated with the project's activities.</p> <p>The measures are a natural choice based on the project's theory of change.</p>	Theory of Change was not used by the CF Manager. The programme predated its common use.	Not applicable
33.Full risk analysis and assessment	Effectiveness	<p>The grantee provides a risk analysis as part of the application, which are reviewed and commented on by the CF Manager and disclosed to the selection panel.</p> <p>Additional risks are appended by the CF where these were omitted by the grant applicant.</p> <p>The CF Manager reassesses risks at each project review stage and considers project changes in line with the changing risk profile.</p>	<p>The application process calls on the applicant to provide a risk assessment for the project. These are relatively high quality on funded projects.</p> <p>The CF manager does not append additional risks.</p> <p>The CF manager reports on the risks to the AC.</p> <p>The grantee provides a narrative of adverse or positive events as part of quarterly reporting.</p>	Good practice
34.Impact on target groups is fully defined and the approach to additionality calculations is	Equity	<p>The expected impact is justified by a strong theory of change.</p> <p>Economic</p>	<p>The project was commenced before the theory of change was accepted as a standard technique.</p> <p>Economic additionality was</p>	Not applicable

Opportunity	VfM Type	Best Practice	Commentary	Classification
provided		<p>additionality calculations are provided as part of the CF Manager's report to the project selector and values in the calculations justified.</p> <p>Variances experienced during the project and at the time of final evaluation are calculated and reasons for the variances provided.</p>	also not in common use when the grants were approved.	
Grant award and contracting				
35. Project phasing conditions with grant award subject to successful phase completion	Economy	The grant award is made with preconditions around phasing where the grantees risk assessment and CF Manager's assessment justifies a phased approach.	It can be reasonably assumed from the extensive preconditions that phasing would have been carried out if the AC thought it was necessary.	Cannot be ascertained = not practiced
36. Project preconditions ensuring readiness before funds are committed	Economy	The expert views of assigned experts and the selector are fully taken into account in the preconditions.	AC provided very detailed preconditions to grant awards, however none related to readiness.	Best practice
Project management				
37. Proactive project management will improve the potential for successful grant funded projects	Effectiveness	<p>CF manager provides hands on assistance to improve the outcome of the projects.</p> <p>CF Manager recommends termination of projects where progress or cooperation is unsatisfactory. The termination does not involve undue financial risk.</p>	<p>Multiple evidence that members of the AC were asked to intervene where appropriate.</p> <p>One project was terminated early based on proactive monitoring.</p>	Best practice
Grant claim and payments				
38. Providing advances only	Economy	Providing advances only when	CF Manager allowed only one advance, which was	Good practice

Opportunity	VfM Type	Best Practice	Commentary	Classification
when absolutely required/ payment in arrears		<p>absolutely required and justified to the CF Manager with the support of the selector.</p> <p>The advance agreement also provides clear advance repayment terms that minimises the financial risk of the donor.</p> <p>Grant payment are made in arrears based on actual expenditures incurred.</p> <p>Strong terms in the grant agreement relating to qualifying project expenditure and evidence required in the claim process</p>	<p>properly justified.</p> <p>The project was terminated and part of the advance representing non-project-spend is still at risk, but is expected to be recovered in full.</p> <p>There was no specific repayment schedule attached to the advance.</p> <p>The CF Manager settles grant claims based on quarterly expenditures and pays in arrears.</p> <p>Grant payment processes appear strong.</p>	
39.Payment by results	Effectiveness	Grantee is awarded a grant which is contingent on the expected results of the project or provides rewards/ incentives for over performance.	Technique not used on any of the grants. The nature of the expected impact on RAGS projects does not lend themselves to payment by results.	Not applicable
40.Evaluation service providers identified and contracted	Economy	<p>Quantitative evaluators are locally (in the country of the funded project) procured wherever possible, if the unit price is higher.</p> <p>Impact evaluation funded within the project has the advantage of being part funded by the grantee. This must be traded off against the need for high skills and whether an independent evaluation is needed.</p>	<p>No independent quantitative impact evaluation has been commissioned.at RAGS. This may be a function of the relatively small projects and fund.</p> <p>The Impactt project is clearly one where the project success measures are impact measures.</p>	Below standard practice for a DFID project.
41.Evaluation needs assessed	Efficiency	An evaluation specialist is	The CF Manager did not employ an evaluation	Below standard practice.

Opportunity	VfM Type	Best Practice	Commentary	Classification
<p>and budgeted for each funded project</p>		<p>attached to or employed by the CF Manager to assess the evaluation needs of each project and for preparing the evaluation terms of reference, budget and timeline for each funded project evaluation.</p> <p>The evaluation specialist liaises with the donor to determine the overall evaluation budget for the fund and the standards of evaluation expected.</p> <p>The budget for the evaluation is approved by the same parties responsible for approving the funded projects.</p>	<p>specialist.</p> <p>No independent quantitative impact evaluation has been commissioned.at RAGS. This may be a function of the relatively small projects and fund.</p>	
<p>42 Independent confirmation of impact from evaluation studies</p>	<p>Effectiveness</p>	<p>The funder decides to set aside adequate funding for independent evaluation of impact.</p> <p>The evaluation specialist liaises with the donor to determine the overall evaluation budget for the fund and the standards of evaluation expected</p>	<p>No impact evaluation has been commissions</p>	<p>Below standard practice for a DFID project.</p>
<p>43.Net impact on target groups evaluated</p>	<p>Equity</p>	<p>The impact evaluators plans only look at the impact on target groups.</p> <p>The overall impact of the project is reconciled to the impact on the target groups</p>	<p>No impact evaluation has been commissions</p>	<p>Below standard practice for a DFID project.</p>

## Annex H Terms of Reference for the RAGS Evaluation

### Background

Garment production for export has been a key driver of industrialisation and trade in many developing countries and has provided a route to growth and reduced poverty in countries like Bangladesh, Cambodia, China and India. It has created 25 million jobs worldwide with a large increase in female employment providing job and income security for many. But the garment industry is also much criticised for failure to provide safe and decent working conditions and equal access and rewards for women and men. It is argued that intense competition leads to a vicious circle of low wages, long hours and low productivity. As factory owners struggle to stay in business with low profit margins, vulnerable workers suffer – including women, migrant workers and workers without contracts. Their weak bargaining position is worsened by lack of information and collective representation.

UK consumers increasingly expect retailers to demonstrate environmental and social responsibility, as well as economic success. Sales of ethical clothing more than quadrupled in the UK from 2004 and 2009, with the market worth £175m in 2009 and high street major retailers moving into this area. Retailers and brand-owners recognise that their customers want to be sure that the clothes they buy have been produced in reasonable conditions. Companies make commitments on ethical production and sign up to voluntary initiatives, such as the Ethical Trading Initiative (ETI) which establishes codes and standards for working conditions and employment.

RAGS was designed by DFID to support projects aimed at improving conditions of vulnerable workers in the ready-made garment (RMG) production sector. The overall **impact** of the programme is responsible, ethical production is the norm in the garment sector supplying the UK. The expected **outcome** of the programme is RAGS acts as catalyst to better working conditions in garments industries through the identification and development of scalable and replicable interventions in key labour areas.

Since 2010 RAGS has supported eleven projects across four countries: India, Bangladesh, Nepal and Lesotho.

RAGS intends to address the barriers which limit large scale moves by producers to more ethical production by demonstrating results in the following three inter-related areas:

- (i) There is an improved business case for ethical garment production. RAGS intends to show employers that their commercial and financial results get better – or at least do not suffer – when conditions for their workers improve.
- (ii) There is increased awareness of decent work and labour rights amongst workers and managers, leading to better capacity to enforce them. RAGS intends to show that more workers, especially women, know what it is to have safe working conditions and decent work and that they systematically join with others, plus interact with supervisors and managers, to improve their working circumstances.
- (iii) Known barriers to suppliers and buyers scaling up ethical practices are reduced. RAGS aims to resolve operating environment challenges, by improving labour inspectors' capabilities and by producing training materials to address complex issues, such as working conditions for homeworkers. RAGS will disseminate insights into successful approaches.

The milestones that help to track progress in the RAGS portfolio are a representative selection of milestones from the logical framework of each grantee's project. It is not practical to include all the milestones for all the grantee's projects in the logical framework for RAGS overall. The milestones were identified before progress against milestones was known for each grantee (i.e. they are not a set of milestones only from high performing grantees).

DFID provides support to RAGS through a Challenge Fund mechanism which is managed by Maxwell Stamp PLC. Grants, the majority of which are under £250,000, have been provided on a matched basis to organisations – both for-profit and not-for-profit – that are associated with labour conditions in the garment sector supplying the UK market. This includes private businesses, trade unions and members of both ethical and fair trade movements. The total amount of grant funding provided by DFID to date is £2.8 million.

By using public subsidy RAGS aims to stimulate private sector activities with potentially wider impact that were unlikely to be tested without some initial public support. Lowering the risk-reward ratio was intended to allow the private sector to change working conditions and practices that they would otherwise have deemed initially too risky or too marginal.

With the eleven projects in the RAGS portfolio scheduled to end in September 2013, DFID is seeking to commission an independent final evaluation to review the overall performance of the programme. The evaluation will analyse the impact of RAGS against the intended output and outcome indicators defined in the programme documentation and logframe. There has not been a mid-term evaluation of RAGS. The final evaluation will be separate from, but inform, the Project Completion Review, which DFID staff will complete.

The findings of the evaluation will be of relevance to a range of audiences. DFID Country Offices will use the findings to inform options for possible new programming. For RAGS project partners (both for-profit and not-for-profit) the findings will help to assess their interventions and inform future work. The evaluation will also inform the work of other agencies, in particular the International Labour Organization's *Better Work Programme* (e.g. through their participation in the RAGS Advisory Committee<sup>55</sup>). The evaluation findings will be disseminated to all interested stakeholders. The report will also be published on DFID's website.

## Objective

To make a detailed assessment of the performance of the RAGS Challenge Fund in terms of (i) relevance; (ii) effectiveness and efficiency; (iii) impact and sustainability.

## Scope

The scope of work will include the following:

- Assess the extent to which the selected projects were relevant for achieving the intended results of RAGS
- Assess how effective the RAGS projects were in delivering their intended outputs and outcome
- Assess the effectiveness of the RAGS portfolio in delivering intended outputs and outcome
- Assess whether and how RAGS contributed to women's economic empowerment<sup>56</sup>
- Assess the effectiveness of the approaches used for capacity building – workshops, seminars, training, etc.
- Assess how efficiently RAGS was managed in terms of operations, governance, financial management and monitoring progress
- Assess the use of the challenge fund mechanism for delivering intended results and VfM. Could this have been done more effectively in other ways?

<sup>55</sup> The RAGS Advisory Committee is made up of representatives from DFID, Maxwell Stamp, the International Finance Corporation/International Labour Organisation 'Better Work' programme and two consultants with expertise in the garment sector (retail and trade union movement respectively)

<sup>56</sup> Common Elements Defining Women's Economic Empowerment (see p8 of [http://www.m4phub.org/userfiles/resources/32201210289657-M4P\\_WEE\\_Framework\\_Final.pdf](http://www.m4phub.org/userfiles/resources/32201210289657-M4P_WEE_Framework_Final.pdf)):

- Economic advancement – increased income and return on labour
- Access to opportunities and life chances such as skills development or job openings
- Access to assets, services and needed supports to advance economically
- Decision-making authority in different spheres including household finances

- Assess whether there is a difference between civil society and private sector recipients in the relevance, effectiveness and efficiency and impact and sustainability of their results.
- Assess to what extent project grantees' experiences have helped to catalyse action from other companies and civil society organisations to improve working conditions
- Assess what impact, if any, sharing risk with private sector partners has on the sustainability of their interventions

## Methodology

The evaluation approach will incorporate desk based reviews of monitoring data and relevant programme documents and interviews with key stakeholders at the central and country level. The evaluation team may elaborate the approach but will be expected to:

- Carry out a desk-based review of the entire portfolio of projects, drawing on existing project and programme documentation
- Select 5 projects to carry out more intensive analysis involving semi-structured interviews with key informants. The selected projects should:
  - include a mix of civil society and private sector grantees
  - be representative of all three of the outputs in the logical framework
  - include at least one project that covers either Nepal or Lesotho, where there three projects
  - cover a range of different target groups, including women & girls, migrant workers, and homeworkers
- From this sample of 5 projects, select 2 projects to visit – one in Bangladesh and one in India – to carry out in-depth fieldwork. The fieldwork should include semi-structured interviews with project staff and a selection of business owners and their workers (with support from the RAGS Country Co-ordinators in Bangladesh and India). The methodology used should demonstrate an understanding of possible workplace sensitivities when interviewing
- Conduct semi-structured interviews with other key informants involved in the day-to-day management of RAGS including: (i) DFID staff, and (ii) staff of Maxwell Stamp (including RAGS Country Coordinators in Bangladesh and India)
- Carry out a brief review of published academic and business literature and data on existing practices in the ready-made garment sector, in particular in India and Bangladesh where the majority of RAGS projects are focused

## Existing information sources

The following sources of information will be provided to the evaluation team for review:

- (i) DFID project and programme documentation including the project memorandum, logframe, annual reviews
- (ii) Programme documentation for each of the project grantees including project proposals, logframes and progress reports
- (iii) Project documentation produced by the Fund Manager (Maxwell Stamp PLC), including quarterly progress reports, communications strategy, financial reports

## Skills and qualifications

Collectively the evaluation team should have the following skills and expertise:

- Extensive experience in conducting programmatic evaluations (essential)
- Experience in the field of the ready-made garment sector including the gender dimensions of the sector (essential)
- Skills in assessing VfM in terms of both cost efficiency and cost effectiveness (essential)
- Knowledge of the ready-made garment sector in India and Bangladesh (desirable)
- Experience in assessing the differential impacts of development interventions on different socio-economic groups (desirable)
- Experience of evaluating Challenge Funds as a delivery mechanism (desirable)



- The team should include at least one member from one of the RAGS focus countries

## Outputs / Timeframe

The evaluation team will be expected to deliver the following outputs:

An inception report outlining the approach and methodology and reporting structure. The report will be about 10 pages long and include a work schedule. The report should indicate how evaluation findings will be communicated.

De-briefing meetings in country following each project visit. A two-side back to office report for each country visit should be included as an Annex to the final report

A presentation to the RAGS Advisory Committee highlighting the key findings prior to submitting the final report

A final report that provides an assessment of the programme against the evaluation criteria. The report will be about 30 pages long, responding to the evaluation questions outlined in these Terms of Reference, any additional questions agreed in initial discussions and briefings between DFID and the evaluation team. The final report will also incorporate feedback obtained on the draft report.

It is expected that the evaluation team will provide in the region of 70-100 days input between them. A timetable for achieving the intended activities and outputs is detailed below.

Activity	Timeframe
Evaluation team appointed Inception meeting with DFID	September 2013
Evaluation team submit Inception Report	End of September 2013
Evaluation team review evidence, conduct interviews, undertake project visits	October 2013
Evaluation team deliver presentation on key findings and submit draft Report to DFID	November 2013
Evaluation team submit final Report to DFID	End of November 2013

## List of RAGS Projects

- ActionAid Bangladesh – Empowering Women RMG Workers Project
- Ethical Trading Initiative – ETI Model for Homeworkers in India
- GMACL: Not Made by Children
- Impactt Ltd – Benefits for Business and Workers Model
- Monsoon Accessorize Limited – Barabanki Weavers Project
- SEWA Bharat – Cutting the Chains: Transforming the Lives of Women Homeworkers
- PTF – Capacity Building for Fair Trade Groups South Asia
- Social Accountability International - Improved Social Standards in the Indian Ready-Made Garment Sector
- Tesco Stores Limited - Bangladesh Apparel Skills Foundation
- Women Working Worldwide - Building Decent Workplaces for Women and Informal Workers in the Garment Sector
- Skillshare International – Lesotho Responsible and Accountable Garment Sector

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## Annex J The Evaluation Team

The evaluation team consisted of five members. Their role and an overview of their experience are shown below.

**Table 26 Overview of the Team**

Name of Staff and Associated Firm	Area of Expertise Relevant to the Assignment	Designation for this Assignment	Overview of Experience
Robert Smith (OPM employee)	Challenge Funds, Bangladesh, ready-made garment sector, evaluation (OECD/DAC), VfM	Project Director. Lead for stream one	Formerly resident in Bangladesh, Robert Smith brings extensive challenge fund expertise and programmatic evaluation experience. In 2013 he completed an evaluation of the South Africa Jobs Fund and a review of two projects as part of an OECD/ DAC evaluation of PENSA for IFC. Robert Smith designed the VfM challenge fund assessment tool to be used for this evaluation.
Stephen Jones (OPM employee)	Private sector development, evaluation (OECD/DAC)	Peer Review	Stephen Jones has more than twenty five years' experience of consultancy, evaluation and research on a wide range of development issues. Stephen brings strong skills in peer review and evaluation design.
Abi Rushton (OPM sub consultant)	Ready-made garment sector, ethical sourcing, supply chains, India, Bangladesh	Evaluation/ senior ready-made garment expert. Lead for work streams two and three.	As a senior sustainable supply chain expert Abi brings an in-depth understanding of the ready-made garment sector, RAGS, international retail markets and supply chains. In 2012 she was the "Bangladesh Specialist" on the Trade and Global Value Chains initiative for DFID.
Orlanda Ruthven (OPM sub consultant)	Ready-made garment sector, India, gender	Evaluation/ junior ready-made garment expert. Work stream two.	Orlanda specialises in labour standards, job quality and skills in global supply chains. She has in-depth knowledge of the ready-made garment sector in the Indian subcontinent. Orlanda has led extensive interviews with women and men workers. In 2012 she was part of a GIZ project looking at the responsibilities of business towards male and female migrants, in apparel and construction sectors.
Joanna Buckley (OPM employee)	Supply chains, evaluations (OECD/DAC), ready-made garment sector, interview methodology	Methodological design, literature review and project manager. Cross-cutting work streams.	Joanna brings experience of programme design (for DFID and AusAid) and evaluation. She has led evaluations for DFID, Oxfam GB, and World Vision UK in accordance with OECD/ DAC criteria. She has extensive methodological design experience including designing and conducting focus groups and KII with garment sector workers and management. Having formerly worked with global brands (including Tesco and New Look) to improve their supply chains, and on women's economic empowerment initiatives, Joanna will carry out cross-cutting research support and project management.

Abi Rushton and Orlanda Ruthven both declared, to DFID, their former interaction with RAGS.

Abi Ruston stated that:

*"The RAGS project in was involved in developing was the Tesco Bangladesh Skills Academy. At the time I was employed by Tesco full-time as Head of Sustainable Sourcing for Clothing. I developed the bid that won funding from RAGS. This involved developing the premise for the skills Academy e.g. the need for better lower and middle management skills in order to allow more effective and efficient planning and communication across factories which would lead to reductions in overtime, build skills and retain skills and thereby reduce tension in the workplace and boost basic wages. I was involved in developing the concept (for RAGS), engaging and securing stockholder buy in, from Tesco Group board, suppliers, competitors and Bangladesh Unions etc. I developed the initial project plan and work-streams and budgets. I left Tesco in October 2010 just after the first round of funding for RAGS was awarded and have not been involved in the project*



*since. I understand that through the process of implementation the project has changed quite significantly but I am not aware of the details of this”.*

Orlanda Ruthven stated that she did seven days of work for Impactt Ltd (linked to RAGS) for work spread between January and May 2011. This involved three/ four visits to one particular factory under the project in India. During her time with Impactt Ltd Orlanda did not visit Bangladesh. Orlanda was initially written into the Impactt Ltd proposal but that she did not take on this envisaged role. Orlanda was not involved in the proposal writing.

In order to mitigate against conflict of interest OPM set out a clear approach to managing the assignment in a way that ensured that neither Abi Rushton nor Orlanda Ruthven were faced with a conflict of interest. OPM proposed, and DFID accepted, the following approach:

- Abi Rushton will not visit any of the projects in Bangladesh or be involved in the scoring of the Bangladesh projects.
- Orlanda Ruthven will not visit any of the projects in India or be involved in the scoring of the India projects.
- Abi Rushton agrees not to discuss the details of the evaluation with former Tesco Skills Academy staff in order to ensure they do not have access to preferential knowledge about the evaluation.

## Annex K Evaluation work plan

Due to the completion of the RAGS funding it is deemed by the evaluation team that the timing of the evaluation is suitable. The final evaluation will also complement the learning events being held in the UK, India and Bangladesh.

**Table 27 Work Plan**

No.	Activity	Months				
		Sep	Oct	Nov	Dec	Jan
<b>1</b>	<b>PHASE 1: Inception planning, desk-based research and formulation of research instruments</b>					
1.1	Inception meeting with DFID	X				
1.2	Desk based review of portfolio of projects		X			
1.3	Selection of 5 projects for level 2 analysis		X			
1.4	Methodological design	X	X			
1.5	Interviews with UK based stakeholders e.g. Challenge Fund management, DFID	X	X			
1.6	Preparation of inception report	X	X			
1.7	Peer review of the inception report		X			
1.8	Level 1 analysis	X	X			
1.9	Desk based review of literature on the read-made garment sector		X			
<b>2</b>	<b>PHASE 2: Field Work</b>					
2.1	Conducting stakeholder interviews India		X	X		
2.2	Conducting stakeholder interviews Bangladesh			X		
2.3	Interviews with the RAGS country-coordinators			X		
2.4	On-line survey with grantees			X	X	
<b>3</b>	<b>PHASE 3: Analysis of data and presentation on key findings</b>					
3.1	Analysis of on-line survey				X	
3.2	Preparation of PowerPoint presentation				X	
3.3	Presentation to DFID				X	
<b>4</b>	<b>PHASE 4: Report writing and submission</b>					
4.1	Submission of complete draft report				X	
4.2	Preparation of final report (based on feedback received)					X
4.3	Peer review					X
4.4	Submission of final report					X