

**Promoting freedom of association and collective bargaining rights in the rural
and export processing sectors: August 2009-December 2011**

Independent Final Evaluation Report

(approved by the ILO Evaluation Unit with reservations)

Project number:	GLO/09/60/SID
Project title:	Promoting freedom of association and collective bargaining rights in the rural and export processing sectors
Geographic coverage:	Global project (pilot-testing in Bangladesh, El Salvador, Kenya, Morocco, the Philippines and South Africa)
Project period:	1 August 2009 – 31 December 2011
Start date:	1 Jan 2010
End date:	31 December 2011
Total budget:	US\$ 1,628,000
Implemented by:	Programme on Promoting the Declaration (DECLARATION) and the International Labour Standards Department (NORMES)
Donor:	Swedish International Development Cooperation Agency (SIDA)
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Table of Contents

LIST OF ACRONYMS.....	ii
EXECUTIVE SUMMARY.....	iii
I. BACKGROUND	1
II. PURPOSE, SCOPE AND USER OF EVALUATION	2
III. EVALUATION METHODOLOGY.....	2
IV. REVIEW OF IMPLEMENTATION PHASE	5
V. FINDINGS.....	7
A. Relevance and Strategic Fit of the Project	8
B. Validity of Project Design	8
C. Effectiveness of Implementation Phase	10
D. Efficiency of Resource Use.....	14
E. Effectiveness of Management Arrangements	15
F. Sustainability.....	17
VI. CONCLUSIONS	19
VII. RECOMMENDATIONS	22
VIII. LESSONS LEARNED AND GOOD PRACTICES	23
ANNEXES	24
ANNEX A: Terms of Reference: Final Independent Evaluation	25
ANNEX B: List of Documents REVIEWED.....	30
ANNEX C: INTERVIEW QUESTIONS	31
ANNEX D: LIST OF PERSONS INTERVIEWED	33

LIST OF ACRONYMS

ACT/EMP	ILO's Bureau for Employers' Activities
ACTRAV	ILO's Bureau for Workers' Activities
BW	ILO's Better Work Project
CPO	Country Programme Outcome
DED	Design, Evaluation and Documentation (IPEC evaluation function)
DECLARATION	ILO's Office on Declaration on Fundamental Principles and Rights at Work
DWCP	Decent Work Country Programmes
FACB	Freedom of association and collective bargaining
GENDER	ILO's Bureau for Gender Equality
GLO/09/60/SID	DECLARATION project under the SIDA partnership
IPEC	International programme for Elimination of Child Labour
NORMES	ILO's Office on International Labour Standards
P&B	Programme and Budget
SIDA	Swedish International Development Cooperation Agency
SPF	Strategic Policy Framework
STANDARDS	ILO's Department on Standards and Fundamental Principles and Rights at Work Sector

EXECUTIVE SUMMARY

Background and Context

1. The project entitled ‘Promoting freedom of association and collective bargaining rights in the rural and export processing sectors’ was part of the Sweden/ILO Partnership Programme, which began in August 2009 and finished in December 2011. This project was a joint effort between two ILO offices, DECLARATION and NORMES, which form part of ILO’s STANDARDS sector. The project’s primary aim was to systematize a method for diagnosing challenges on freedom of association and collective bargaining in the rural and export processing sectors. It was piloted in four countries: Bangladesh and Philippines (export processing sector), and Kenya and South Africa (rural sector). Some initial research and awareness-raising activities also were conducted in El Salvador and Morocco. The results of the diagnostic process in each pilot country will be presented in reports and lay the foundation for a national plan of action to promote freedom of association and collective bargaining rights of workers and employers in the rural and export processing sectors. ILO field offices and project staff will support a subsequent process of adoption and implementation of these national plans of action by tripartite constituents during the project’s second phase (2012-2013).

Purpose, scope and users of evaluation

2. The primary purpose of the independent evaluation was to determine to what extent the project achieved its stated objectives, examine how these objectives were achieved, and identify any obstacles to the process. It also aimed to provide recommendations based on the project’s achievements and lessons for application in the second phase of the project. The scope of the evaluation focused on the project’s relevance and strategic fit, the validity of its design, the effectiveness of its implementation, the efficiency of resource allocation, the effectiveness of management arrangements, and the sustainability of its achievements. Users of the evaluation included SIDA, DECLARATION, NORMES, ILO field offices, and other ILO collaborating units and projects (ACTRAV, ACT/EMP, GENDER and Better Work).

Methodology of evaluation

3. The methodological approach for data collection was primarily qualitative in nature, comprised of a desk review and interviews with stakeholders, including the core project team and steering committee, participating field offices, collaborating units or projects, and external consultants or advisors. Face-to-face interviews were carried out with most of the ILO Geneva headquarters’ staff, while interviews with stakeholders outside of the Geneva headquarters were conducted via Internet or telephone. The selection of interviewees was purposeful and non-random based on involvement in some aspect of the project design and implementation, or in an advisory capacity. Interviews were not conducted with ILO constituents in any of the pilot countries. This resulted in the independent evaluator directly assessing the constituent support and involvement, or any changes as a result of their participation.

Key findings and conclusions

4. In the area of **relevance and strategic fit**, the project fulfilled a relevant need to develop global tools that would provide a systematic method for diagnosing issues related to freedom

of association and collective bargaining rights in the rural and export processing sectors. It also represented a strategic fit within the context of the participating ILO field offices' Decent Work Country Programme priorities and outcomes. There was some hesitancy shown by tripartite constituents in two countries, El Salvador and Morocco, with regard to participation in the diagnostic process, however, indicating further need to 'market' the purpose and benefits of the diagnostic.

5. The **project design** identified a logical sequence between activities in relation to the specific products that form part of the diagnostic process. These, in turn, contributed to the achievement of project outcomes. Means of verification of both outputs and outcomes were established. Nevertheless, the accuracy and validity of certain acceptable ILO indicators for verifying achievement of project outcomes was unclear, particularly with regard to whether 'the launching of an awareness-raising strategy on freedom of association and collective bargaining' could, in fact, verify that tripartite constituents were 'better equipped'.
6. With regard to the **effectiveness of the implementation**, the achievements recognized by project stakeholders included both the products—national reports, global tools and diagnostic reports—as well as the actual process that contributed to greater dialogue and awareness of issues regarding freedom of association and collective bargaining rights. These achievements were the result of the concerted efforts of the project staff and field offices to involve tripartite constituents throughout the diagnostic process; the project's leadership, methodical planning and dedication; and the support and commitment of the field offices. These achievements, however, were impacted by two weaknesses in the project design and implementation: (1) the project's short timeframe, which did not provide adequate time for planning and completing all of the outputs, and (2) the perceived information gaps, which led to some level of misunderstanding among stakeholders regarding the project's purpose, scope and timeline for key deliverables.
7. In the area of **efficiency of resource use**, including financial and human resources, some field offices expressed the need for more administrative and technical support during the diagnostic mission, yet the pilot process demonstrated that paying for additional support did not always result in the most efficient or effective process. The use of outside consultants to carry out administrative tasks alleviated some pressure experienced by field office staff, but it did not always result in additional support with the technical tasks that were required to complete the diagnostic process.
8. Regarding the **effectiveness of management arrangements**, the joint efforts and complementary areas of expertise of both the DECLARATION and NORMES offices have contributed to developing a well-rounded approach to the diagnostic process. The primary reasons cited for the project's success were the knowledge, experience and dedication of the project team, as well as the technical and administrative support of the field office staff. Communication channels between the Geneva-based project staff and field offices were open and productive, with early communication being key to maximizing its effectiveness. Coordination and collaboration with mainstream ILO units or other projects was stronger in some units than others. Key factors contributing to stronger coordination and collaboration were involvement of the mainstream unit during the design of the project, and maintaining that unit informed during the implementation phase.

9. Finally, with regard to **sustainability**, it is likely that the activities conducted, and products created, in the project's first phase will serve as the necessary 'building blocks' for the sustainable actions planned for its second phase. However, the feasibility of completing all of the phase II activities in a two-year timeframe will pose a significant challenge.

Recommendations

10. The following is a summary of the key recommendations directed to the DECLARATION Programme, the project's phase II implementer.
- a. Create a project workplan for phase II that can be implemented within a **two-year time period**. Scale up the diagnostic process only to the degree that the identified outputs and outcomes remain **achievable** given the budget and timeframe. Enable and encourage the continued **streamlining** of the diagnostic process, without compromising the necessary constituent involvement throughout the process.
 - b. Elicit and host **timely opportunities** for field office input regarding the diagnostic process, and how it best fits into ongoing activities regarding freedom of association and collective bargaining. Work with field office staff to identify specific **administrative and technical support** that will be needed prior, during and following the diagnostic mission.
 - c. Allow for **flexibility** in the design and implementation of the diagnostic process, to take into account the country context and its social or cultural characteristics. Integrate ideas and suggestions from the local interview team in order to improve the data collection process as the diagnostic mission progresses.
 - d. Establish a **performance monitoring plan** with valid outcome indicators that clearly measure progress toward achieving results. Indicators should be both observable and measurable from a practical standpoint. Use monitoring data to track progress throughout the implementation phase, and make any necessary adjustments to project strategies.
 - e. Develop a clear **communication strategy** that will disseminate information to stakeholders regarding the project's purpose and scope, and provide timely updates of key project activities. Promote the larger social and economic benefits of freedom of association and collective bargaining rights.
 - f. Collaborate with ILO mainstream units and projects at the **planning stage** in order to address roles and expectations in a substantial and timely manner. Integrate ideas and expertise of key contributors within the mainstream units. Inform collaborating units on a regular basis to ensure that consultation on project issues is productive and meaningful.
 - g. Identify strategies at the planning phase that will lead to **sustainability** of core project outputs and outcomes within the project timeframe. Prioritize the identified sustainable actions and closely monitor their progress to allow for early identification of any barriers or challenges. Adjust or add to these sustainability strategies as needed.

Lessons learned and good practices

11. The following is a summary of the lessons learned and good practices that may guide similar future projects:
 - a. **Planning and coordination with field offices**, beginning at the design phase and continuing throughout the implementation phase, allows for the timely identification of key administrative and technical support personnel who can facilitate the successful implementation of project activities.
 - b. **Greater tripartite ownership** can be achieved by **consulting constituents** during the selection of national consultants who conduct studies on issues of freedom of association and collective bargaining. The consultants should be seen as neutral by the tripartite constituents.
 - c. **Working with national interviewers** is an important component of the diagnostic process. It provides invaluable support and augments the larger capacity-building efforts. Proactively soliciting ideas from national interviewers with regard to adaptation of interview tools or strategies will support a diagnostic protocol that takes into account the cultural and social context of the country.
 - d. Pilot projects that establish a **realistic project scope and timeline** have a greater chance of success. Within the topic of freedom of association and collective bargaining rights, there are inherent complexities; sufficient time must be allocated to accommodate likely delays when consulting tripartite constituents, obtaining approval within the ILO system, and coordinating logistical details.
 - e. **Strategic and ongoing communication and dissemination** of project information helps to clarify the project's purpose and scope. It keeps stakeholders informed and vested in the success of project activities, and conveys the relevance and influence of its results.

I. BACKGROUND

Project Context

1. In July 2009, The Swedish International Development Cooperation Agency (SIDA) signed a four-year partnership programme with the International Labour Organization (ILO), with the aim of supporting ILO's Decent Work Agenda promoting social dialogue and tripartism, social justice and the universal values of freedom, human dignity, security and non-discrimination in the world of work.¹ Toward this end, the Sweden/ILO Partnership Programme supported seven technical cooperation projects that, in turn, supported specific thematic outcomes contained in ILO's *Strategic Policy Framework 2009-2015* (SPF), and further described in the *Programme & Budget for the Biennium 2010-2011* (P&B). Among these was the project entitled 'Promoting freedom of association and collective bargaining in the rural and export processing sectors' (GLO/09/60/SID), designed to support P&B Outcome 14: The right to freedom of association and collective bargaining is widely known and exercised.² The Swedish support was divided into two project phases: August 2009 to December 2011 (the focus of this report) and March 2012 to December 2013.

Project Elements

2. The first phase of the project was dedicated primarily to systematizing a method for diagnosing the challenges in freedom of association and collective bargaining in the rural and export processing sectors in four pilot countries: Bangladesh and Philippines (export processing sector), and Kenya and South Africa (rural sector). Some initial research and awareness-raising activities were also conducted in El Salvador and Morocco. The primary project activities involving research, development and application were as follows:
 - a. Completion of two **global studies** on gaps in law and practice of freedom of association and collective bargaining in the rural and export processing sectors;
 - b. Completion of an in-depth **national study** on gaps in law and practice of freedom of association and collective bargaining in each of the pilot countries;
 - c. Development and piloting of **global tools** to assess gaps and opportunities for action in the rural and export processing sectors;
 - d. Application of the global tools during a **diagnostic mission** to gather information directly from a sample of constituents regarding the reality of freedom of association and collective bargaining rights in the rural or export processing sector.
3. ILO officers will present the results contained in the diagnostic reports for each pilot country. Each diagnostic report will lay the foundation for a national plan of action that will be presented to tripartite constituents, who are then expected to adapt and adopt it as part of a **constituent-driven** process. These national plans of action will articulate tripartite priorities and corrective responses to promote freedom of association and collective bargaining rights of workers and employers in the rural and export processing sectors. ILO field offices and

¹ International Labour Organization (2009). *Strategic Policy Framework 2010-2015*, Geneva.

² International Labour Organization (2009). *Programme and Budget for the Biennium 2010-2011*, Geneva.

project staff will support the implementation of these national plans of action during the project's second phase (2012-2013).

Administration of Project

4. The current project is a joint effort between two ILO offices within the Standards and Fundamental Principles and Rights at Work Sector (STANDARDS): Declaration on Fundamental Principles and Rights at Work (DECLARATION) and International Labour Standards (NORMES), although the lead responsibility lies primarily with DECLARATION. Three staff members who report to DECLARATION coordinate all project activities, with direct assistance from field office staff in each of the pilot countries as well as international and national consultants. For further discussion of the project's management arrangement, see Section V. E.

II. PURPOSE, SCOPE AND USERS OF EVALUATION

Purpose

5. The primary purpose of the independent evaluation was to determine to what extent the project achieved its stated objectives, examine how these objectives were achieved, and identify any obstacles to the process. It also aimed to provide recommendations based on the project's achievements and lessons for application in the second phase of the project.

Scope

6. The evaluation examined all relevant activities implemented from January 2010 to January 2012. It focused on the project's relevance and strategic fit, the validity of its design, the effectiveness of its implementation, the efficiency of resource allocation, the effectiveness of management arrangements, and the sustainability of its achievements.

Users

7. While the evaluation served as an assessment for the ILO implementing offices (DECLARATION and NORMES) themselves, it also could be useful for the ILO field offices, other ILO collaborating units and projects (ACTRAV, ACT/EMP, GENDER and Better Work), SIDA and future potential donors in order to make improvements to the diagnostic process, and to establish priorities for future projects and programmes.

III. EVALUATION METHODOLOGY

Evaluation Team

8. An internal ILO evaluation manager provided technical oversight throughout the evaluation process to ensure credibility, particularly with regard to methodology. The evaluation manager also acted as liaison between the independent evaluation collaborator and the

project team, as well as other stakeholders. The independent evaluator was directly responsible for developing the evaluation methodology, including the sources and methods for data collection, data analysis and reporting. The independent evaluator has ten years of previous experience evaluating technical cooperation projects funded by US Government agencies focusing on labour capacity-building, education and public health initiatives in Latin America.

Approach

9. The principles and approach adopted during the evaluation were in line with established guidelines set forth in the ILO Guidelines to Results-Based Evaluations.³ The methodological approach for data collection was primarily qualitative in nature. Quantitative data were drawn from project documents and reports, to the extent that they were available, and incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated for many of the evaluation questions in order to bolster the credibility and validity of the results. The format of the interview ensured that key information was obtained while allowing for the inclusion of additional questions. A consistent protocol was followed for each person interviewed, with adjustments made for the level of involvement or specific activities conducted.

Data Collection Methods and Analysis

10. *Document review:* Prior to beginning the interviews, the independent evaluator reviewed and referenced numerous project-related documents covering a wide range of project background, design and implementation issues. These documents included the project document, progress reports (2010, 2011), project logical framework, midterm evaluation report, mission and meeting reports, international research studies on rural and export processing sectors, national research studies for each of the participating countries, diagnostic tools, diagnostic reports for Bangladesh and Philippines, and the project budget. During the mission to Geneva, additional supporting documents were reviewed and collected. (See Annex B for a complete list of documents.)
11. *Data collection tools:* A master list of key evaluation questions contained within the terms of reference (Annex A) served as the basis for the development of the data collection tools, including the interview guides employed with the diverse stakeholder groups. Varying emphasis and weight were placed on questions in order to maximize the use of time, and to overcome the constraints inherent in conducting long-distance interviews via the Internet or telephone. A complete list of interview questions has been included in Annex C.
12. *Stakeholder Selection and Interviews:* In total, the independent evaluator conducted 29 interviews with stakeholders in January and February 2012, including the core project team and steering committee, participating field offices, collaborating units or projects, and external consultants or advisors. Face-to-face interviews were carried out individually or in pairs with most of the Geneva headquarters' staff. Interviews with stakeholders outside of the ILO Geneva headquarters were conducted via Internet or telephone. The selection of interviewees was purposeful and non-random based on involvement in some aspect of the

³ International Labour Organization, Evaluation Unit (2010). *ILO Principles and Guidelines to Results-Based Evaluation—Principles, Rationale, Planning and Managing for Evaluations*.

project design and implementation, or in an advisory capacity. Table 1 summarizes the interviews conducted, disaggregated by type of stakeholder. (See Annex D for a complete list of names and titles of persons interviewed.)

Table 1: Interviews Conducted by Type of Stakeholder

Stakeholder Group	Sample Size for distance interviews	Sample Size for on-site interviews
Field Office Representatives	8	
National Interviewers	3	
International and National Collaborators	5	
Core Project Staff and Steering Committee		5
Collaborating ILO Units or Projects	2	2
Other ILO HQ Staff		2
External Advisor to Project	1	
Donor Representative	1	
SUBTOTAL	20	9
TOTAL = 29		
TOTTAL INTERVIEWS: 29		

13. *Data Analysis:* The document reviews and stakeholder interviews generated a substantial amount of raw qualitative data. The independent evaluator primarily used matrix analysis to categorize, synthesize, and summarize the raw data captured from the interview notes. The data analysis process was driven by the key evaluation questions that appear in the TOR.

Validation Meeting

14. At the conclusion of the Geneva mission, the independent evaluator, in consultation with the evaluation manager, conducted a validation meeting for the core project staff, steering committee members, and two other high-level ILO officials. The independent evaluator used the meeting as an opportunity to present preliminary findings from the interviews, solicit feedback, and obtain additional information.

Constraints and Limitations

15. Various limitations existed in the final evaluation of the SIDA-funded project on promoting freedom of association and collective bargaining. The independent evaluator selected primarily stakeholders that could speak either English or Spanish and who had sufficient access to Internet-based or telephone voice connections and email, the latter of which were critical to preparatory work and post-interview follow-up. While this posed little problem for

the ILO headquarters or field office staff, it did pose a significant challenge for international and national collaborators and interviewers. Finally, the independent evaluator was unable to discuss any of the evaluation areas directly with ILO constituents (primary stakeholders) in any of the pilot countries. This resulted in the independent evaluator directly assessing the constituent support and involvement, or any changes as a result of their participation.

16. The accuracy and usefulness of the evaluation findings relied on the integrity and relevance of the information provided to the evaluator from interviews with key stakeholders as primary data, and project background documents and reports as secondary data. The determination of project efficiency contained in this report did not include a comprehensive cost-efficiency analysis utilizing financial records, although it did incorporate information from interviews with key stakeholders regarding selected aspects of the cost-effectiveness and efficiency of project outputs and outcomes.

IV. REVIEW OF IMPLEMENTATION PHASE

17. The project status at the time of the final evaluation fieldwork is summarized in tables 2 and 3 below.

Table 2: The status of the first project outcome and 7 outputs

<i>Outcome 1: Tripartite constituents are better equipped to promote freedom of association and collective bargaining in the rural sector.</i>	
Outputs	Status
Output 1.1: Global study on gaps in law and practice of freedom of association and collective bargaining in the rural sector	Completed
Output 1.2: In-depth national studies on gaps in law and practice of freedom of association and collective bargaining	Completed
Output 1.3: Global tool to assess gaps and opportunities for action in the rural sector	Completed
Output 1.4: Plan of action on freedom of association and collective bargaining in the rural sector adopted	Delayed – National plans of action have been developed by ILO officers, but have not yet been distributed to the national constituents.
Output 1.5: Government, employers' and workers' capacity strengthened to successfully carry out their plan of action	Partially completed – Awareness-raising workshops and seminars have been conducted, which have contributed to capacity-building of tripartite constituents. However, it is too early to determine the degree to which these activities have contributed to the successful development and implementation of the national plans of action.
Output 1.6: Operational guidelines to accompany global tool	Completed
Output 1.7: Dissemination of global tool in selected number of countries	Delayed – Roll-out of global tools, rather than dissemination, planned for next phase.

Summary of status of outputs targeting the rural sector:

- Four are completed;
- Two are partially complete and will carry over into the next phase;
- One has not started and will be delayed until the next phase.

18. **Table 3: The status of the second project outcome and 7 outputs**

<i>Outcome 2: Tripartite constituents are better equipped to promote freedom of association and collective bargaining in the export processing sector.</i>	
Outputs	Status
Output 2.1: Global study on gaps in law and practice of freedom of association and collective bargaining in the export processing sector	Completed
Output 2.2: In-depth national studies on gaps in law and practice of freedom of association and collective bargaining	Completed
Output 2.3: Global tool to assess gaps and opportunities for action in the export processing sector	Completed
Output 2.4: Plan of action on freedom of association and collective bargaining in the export processing sector adopted	Delayed – National plans of action have been developed by ILO officers, but have not yet been distributed to the national constituents.
Output 2.5: Government, employers' and workers' capacity strengthened to successfully carry out their plan of action	Partially completed – Awareness-raising workshops and seminars have been conducted, which have contributed to capacity-building of tripartite constituents. However, it is too early to determine the degree to which these activities have contributed to the successful development and implementation of the national plans of action.
Output 2.6: Operational guidelines to accompany global tool	Completed
Output 2.7: Dissemination of global tool in selected number of countries	Delayed – Roll-out of global tools, rather than dissemination, planned for next phase.

Summary of status of outputs targeting the export processing sector:

- Four are completed;
- Two are partially complete and will carry over into the next phase;
- One has not started and will be delayed until the next phase.

19. Status of Outcome 2 targeting the export processing sector: Achievement likely, in accordance with indicators outlined for ILO P&B Outcome 14 on freedom of association and collective bargaining.

V. FINDINGS

A. Relevance and Strategic Fit of the Project

Relevance

20. *Field Offices:* All six ILO field office representatives identified freedom of association and collective bargaining (FACB) rights as one of the ‘priorities’ within their Decent Work Country Programme (DWCP), and several office representatives mentioned it as one of the key issues in support of their Country Programme Outcomes (CPOs). The project was often cited as a good ‘fit’ and ‘timely’ within this context. In more general terms, field office staff stated that while regional or national studies on issues surrounding FACB in their country may exist, they were not aware of the existence of any ‘practical tools’ that would permit an objective diagnostic among tripartite constituents on this issue.
21. *ILO Headquarters:* Interviews with project staff and other representatives at ILO headquarters cited the project’s relevance in the context of forming ‘an integral component’ for achieving Outcome 14 on freedom of association and collective bargaining of ILO’s Strategic Policy Framework, specifically in the rural and export processing sectors. Those responsible for the project design mentioned that the project fulfilled a need to develop global tools to diagnose FACB rights ‘on the ground’. Others mentioned the important capacity-building role the project plays by raising awareness of FACB rights at the national level. One ILO official noted, however, that while the project may fulfil a relevant need in terms of diagnosing the current situation on FACB rights, governments and social partners may continue to be resistant to openly discussing these issues in a tripartite manner. ‘It is necessary to convince them of the value added of participating in the diagnostic process’.
22. *International & National Consultants:* The international and national consultants responsible for developing the studies on gaps in law and practice of FACB rights, or who participated in the diagnostic process, agreed with the need for this type of ‘practical and objective’ diagnostic study to document the current situation of FACB rights in a tripartite manner. Some national consultants expressed confidence that this type of diagnostic approach for either the rural or export processing sector was ‘the first of its kind’.

Complementing and supporting other ILO strategies, projects and programmes

23. *Strategies:* Project staff and steering committee members indicated that this project forms an integral part of the ILO strategic priorities in relation to FACB and its practical application or promotion of ILO Conventions 87 and 98 related to freedom of association and collective bargaining rights at the national level.
24. *Projects and programmes:* All field office representatives stated that this project complements several other projects aimed at promoting FACB rights at the country level, and that it is important for these projects to work collaboratively toward one common goal. A representative from the Better Work (BW) project specifically mentioned the mutually supportive and complementary project efforts taking place in Bangladesh, where each project potentially shares the same national constituents. Of the ILO mainstream units—GENDER, ACTRAV and ACT/EMP—only GENDER provided specific examples of how the project

complemented efforts being carried out by GENDER in the area of FACB rights for women. (See Section V. C, Effectiveness of Implementation Phase, for further discussion.)

B. Validity of Project Design

Coherence of project design

25. The framework of the project design shows the logical linkages (Fig. 1) between the various activities to achieve the outputs, which in turn work toward achieving the outcome. The impact is the project's contribution to the broader developmental objective: 'The rights of freedom of association and collective bargaining in the rural and export processing sector are more widely recognized and realized'.

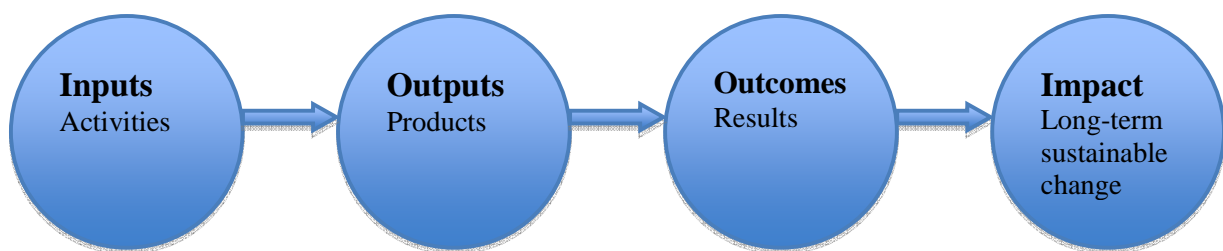


Figure 1. The logical linkages in the project design

26. *Means of verification of outputs:* The project was structured around a diagnostic process corresponding to 14 outputs as outlined in Section IV, Review of Implementation Phase, with the immediate objectives of better equipping tripartite constituents in the rural and export processing sectors to promote freedom of association and collective bargaining. Specific activities were designed to achieve these outputs; their completion was verified by ILO-approved confirmation of delivery. For a summary of the status of the 14 outputs at the end of the two-year project period, see Section IV.
27. *Verifying outcomes:* The project staff and steering committee members cited awareness-raising strategies as the primary means of verification for achievement of outcomes, based on ILO indicators described in *P&B 2010-2011* for Outcome 14.⁴ Interviews with field office representatives confirmed the implementation of awareness-raising activities with tripartite constituents, primarily in the form of dissemination of results from the national studies on gaps in law and practice of freedom of association and collective bargaining in the rural and export processing sectors. However, no concrete evidence was provided to indicate a change in knowledge, attitudes or practice of the participating constituents as a result of these awareness-raising events. One ILO official noted: 'Awareness has been created during this [initial] process, but this is not the awareness that is sufficient for real change; [rather], it created awareness of the issue...and managed to reignite discussions'.

⁴ International Labour Organization (2009). *Programme and Budget for the Biennium 2010-2011*, Geneva.

28. *Performance monitoring plan:* While the achievement of outputs was tracked and reported in the annual donor progress reports, the project did not establish a performance monitoring plan to systematically verify progress toward achieving the outcomes. In its absence, the independent evaluator was unable to objectively verify such progress. Project staff, however, explained that the first two years of the project laid the groundwork to gather necessary diagnostic baseline information from which future progress could be measured. According to project staff, phase II of the project fully intends to establish a performance monitoring plan, although one official noted: ‘It is very difficult to develop indicators that measure a change in “mindsets”’.

Timeframe for achieving project outcomes

29. Project staff indicated that the achievement of project outcomes during the first phase would be ‘unlikely’, and was ‘never the intention’ given the general understanding that this was the first of two phases lasting a total of four years. As stated by one ILO official: ‘Making changes with regard to the situation of FACB will not happen in two years. It takes at least 4-5 years to have real measureable impact’.

Timeframe for achieving project outputs

30. As previously shown in Section IV, Review of Implementation Phase, the project fully completed **8** of the **14** outputs by the end of the first two-year period. The remainder of the outputs to be achieved will roll over into the second two-year phase of project implementation (2012-2013). The discussions generated during the evaluation interviews focused to a great extent on the timeframe for achieving project outputs. Following are some highlights of these discussions.
31. *Field offices:* Field office staff expressed concerns over what they perceived to be ‘time pressure’ from Geneva to rush the process: ‘Geneva-driven project timelines are not always feasible nor the most effective when “juggling” multiple projects’. They cited examples of several projects working toward the promotion of FACB rights, and the need for these projects to work in a complementary fashion rather than as a set of isolated activities. One field office representative explained that, all too often, technical cooperation projects are planned at the headquarter level without the necessary input from the field offices regarding their country-specific and outcome-based workplan.
32. *National consultants:* National consultants mentioned significant delays in obtaining tripartite constituent buy-in for the diagnostic process in general, and more specifically, in obtaining their approval for carrying out the national study on gaps in law and practice. In one country, the constituents rejected the national consultant twice (due to perceived biases) before a third consultant was finally approved. This, in combination with the lengthy process of presenting the studies’ findings and obtaining tripartite validation, created a ‘domino effect’ for delays in making progress on other aspects of the project. One national interviewer added an interesting cultural perspective with regard to the delays, commenting: ‘Expect glitches that are sure to occur during the fieldwork; things never go as planned.’
33. *Project and HQ staff:* The most common explanation for project delays cited by headquarter staff centred on the perception that making progress on an issue as sensitive as freedom of

association and collective bargaining **takes time**: ‘Buy-in can be difficult and time consuming’. Also, the approval and refining process required by ILO officials throughout the diagnostic process with regard to project methodology, tools, and parameters for acceptable reporting of sensitive information, was time-intensive. One ILO official put it into perspective: ‘This was, in fact, a “pilot” and now that the diagnostic process and reporting system has been approved and established, such time delays are not anticipated as the project scales up.’ Even so, several suggestions were made for establishing a more efficient diagnostic process (see Section V. C, Effectiveness of Implementation Phase).

C. Effectiveness of Implementation Phase

Contribution to the strengthening of the influence of international labour standards

34. The strengthening of the influence of international labour standards is one of the cross-cutting issues that drives ILO actions. According to project staff, ‘influence’ can mean ‘making people more aware of international labour standards; or ensuring that these standards are taken into account in legislative, policy and business decisions’. The associated activities for this project involved facilitating tripartite dialogue and raising awareness on how to improve FACB rights in each of the participating countries. This served as evidence of the project’s initial contributions; more concrete contributions are expected in the second phase. One field office representative stated that the diagnostic process already has contributed to discussions with ministerial committees for promoting a systematic methodology for gathering objective data on FACB issues in a particular sector: ‘Once the contents of the diagnostic report are released, there will be data to promote further discussions with [legislative] officials’.

Contribution to the strengthening of social partners, social dialogue; and to gender equality

35. *Social partners*: Interviews with both field office representatives and project staff described the historical difficulties in initiating constructive dialogue with tripartite constituents on the issue of freedom of association and collective bargaining. The involvement of the social partners in the national studies on gaps in law and practice—including their approval of the national consultant and validation of the findings—provides evidence of progress. Their involvement in the execution of the diagnostic process provides further evidence.
36. *Social dialogue*: Social dialogue includes all types of negotiation, consultation or simply exchange of information between, or among, tripartite constituents, on issues of common interest...with the goal of promoting consensus-building and democratic involvement among the main stakeholders.⁵ One field office in particular described great advancements in executing a tripartite dialogue on issues of FACB over time, in part due to SIDA-funded project activities. Other field offices, however, described a situation still in its infancy with regard to meaningful social dialogue on FACB. As one field office representative noted: ‘In some countries, *any* discussion with tripartite constituents on this “sensitive” issue is evidence of progress in social dialogue’.

⁵ Definition from ILO website on social dialogue (17 Feb 2012).
<http://www.ilo.org/public/english/dialogue/themes/sd.htm#def>

37. *Gender equality:* All ILO units and projects are responsible for promoting and advocating for gender equality in their work, with the special support of ILO's Bureau for Gender Equality (GENDER). In the case of the SIDA-funded projects, GENDER received special funding to integrate GENDER issues into the project design and implementation. This was described by a representative of the project staff and GENDER as a 'productive and proactive approach as it relates to the integration of gender issues throughout the diagnostic process'. This provided an opportunity for the GENDER staff to comment on the national reports, and give guidance on how to include gender-specific questions in the diagnostic tools. In addition, GENDER was able to complement the project's efforts with the development of two women-specific manuals regarding FACB for the rural and export processing sectors. The representative from GENDER compared this working relationship to its experience with other technical cooperation projects: 'All too often, GENDER is asked to provide input only after the project is underway, resulting in resistance to making significant changes in order to better integrate gender issues'.

Greatest achievements and factors leading to such achievement

38. *Field offices:* The majority of field office representatives felt that it was too early to provide any kind of meaningful reflection on project achievements, due to the first phase being more 'research' in nature. Some representatives, however, did identify significant achievements and the factors leading to them:
- a. **Global tools:** provided a means to gather objective data directly from constituents in rural and export processing sectors on issues of FACB. Interviewees recognized the piloting process necessary to create these tools, and the consistent methodology utilized by the project team for their application;
 - b. **Awareness-raising events:** provided a forum for discussing the national studies and obtaining validation. While the process itself was viewed as difficult at times, it did result in open discussions regarding FACB with constituents. The tripartite constituent involvement throughout the diagnostic process was seen as key to the project's achievements.
39. *International and National Consultants:* The international and national consultants all recognized the achievement of carrying out the diagnostic process in countries where there has been resistance to promoting FACB. Several attributed this success to the Geneva-led process, which conveyed a 'neutral presence'. They pointed out that the diagnostic process created a factual platform that can be used by tripartite stakeholders to begin developing solutions to the FACB issues identified in the diagnostic report. They also noted that the validation process of the national studies served as a focal point for discussion and contributed to the project's awareness-raising efforts, even if the constituents did not agree with the studies' contents.
40. *Project and HQ staff:* Project staff, steering committee members and other ILO officials commented on the achievement of planning and implementing a diagnostic process at a global level. There was repeated mention of the sensitive nature of FACB among the tripartite constituents, and the numerous challenges in dealing with such a politically sensitive issue. Several ILO officials commented that, even if there is the political will,

oftentimes **FACB is not a national priority**; therefore, obtaining the support and buy-in from the pilot countries should be considered a huge achievement. One ILO official discussed the importance of the global tools and their contribution to establishing an ILO ‘intervention model’ for promoting FACB. Such a model could be presented to other donors and scaled-up to other countries and other sectors. Contributing factors to the project’s achievements included the project’s leadership, methodical planning and dedication, and the support and commitment of the field offices and tripartite constituents.

Areas of least achievement and constraining factors

41. *Field offices:* Interviews with field office staff noted several areas of least achievement, or project weaknesses. These included the following:
 - a. **Project scope:** too ambitious of a project to complete the stated outputs within the given timeframe;
 - b. **Information gap:** too great of a time gap between completing the diagnostic process and presenting the results to the tripartite constituents, with no updates regarding the status of the process. While some field offices had other projects or events focusing on FACB, the gap in information may have resulted in some loss of interest by the constituents in the diagnostic results;
 - c. **Diagnostic methodology:** validity of the diagnostic results was questioned due to the size and selection of the sample population;
 - d. **Issues around time:** relatively short lead-in time to obtain the necessary buy-in—‘You cannot obligate the actors...it is a [time-consuming] process’—as well as insufficient lead-in time to allow the project to fold into the country-level workplan around FACB.
42. *ILO mainstream units or projects:* ILO mainstream units and projects had one primary area of least achievement: information flow. While all of the units or projects were aware of the project’s existence, one official commented that there was a lack of the necessary communications to best ensure support for the project as a whole. This issue is further discussed in Section V. E—Coordination and collaboration with other ILO units and projects.
43. *Project and HQ staff:* Two countries—Morocco and El Salvador—were only able to execute initial research and awareness-raising activities, constituting an area of least achievement. The barriers or challenges identified in these two countries included the following:
 - a. Insufficient political and/or stakeholder will to support or prioritize a project dealing with an issue as sensitive as FACB rights;
 - b. Changes in political power that could derail progress made by project representatives in discussions with government officials;
 - c. Country’s perception of ‘donor imposition’ rather than a solicitation for technical assistance.

Alternative strategies for greater effectiveness or efficiency

44. In general, all stakeholders interviewed felt that the diagnostic process was both effective and efficient. Based on some of the shortcomings identified, however, they offered the following additional or alternative strategies to further strengthen the outcome. Many of these suggestions form the basis for the evaluation recommendations and lessons learned (see Sections VII and VIII).

45. *Field offices:*
 - a. **Design phase:** Involve the field offices at the design phase of the project in order to take into account other projects that may be working toward the same outcome. This would allow for a greater synergy of efforts.
 - b. **Lead-in time:** Provide more lead time for field offices to work with tripartite constituents and obtain their buy-in for the diagnostic process.
 - c. **Staff resources:** Provide funding for a field office staff person at the country-level who can oversee all aspects of project implementation.
 - d. **Project promotion:** Dedicate more time and effort toward clarifying the purpose of the project and promoting the benefits of participation.
 - e. **Flexibility:** Allow for greater flexibility in adapting the global tools to a country's sector-specific or cultural issues.
 - f. **Information flow:** Provide the results of the diagnostic to the constituents in a more timely fashion. At the very least, provide interim status updates for field office staff to enable them to communicate expectations and plans to their constituents.
46. *International and national consultants:*
 - a. **Roles and responsibilities:** Provide greater clarity on roles and responsibilities of the field office staff when carrying out activities related to the diagnostic process.
 - b. **National input:** Seek more input and involvement from national consultants or field office staff that can assist in carrying out a culturally sensitive and linguistically appropriate diagnostic survey process.
 - c. **Information flow:** Provide periodic updates and a more streamlined process for conveying the results of the diagnostic process.
47. *ILO mainstream units or projects:*
 - a. **Participation:** Consult mainstream units at the design phase so that there is some sort of 'meaningful role and corresponding responsibility'.
 - b. **Communication:** Provide formal periodic project updates to those units or projects with whom the project is expected to collaborate.
 - c. **Project sequencing:** Examine the sequencing of ILO projects that are working toward the same outcome. Where appropriate, assess the outcome and response of constituents from one project before moving forward with another project dealing with the same issues.
 - d. **Diagnostic interviews:** Target worker constituent interviews at the trade union level, rather than with workers directly, to allow for a wider and more representative interview sample.
48. *Project and HQ staff:*
 - a. **Benefits of participation:** Clearly demonstrate to government officials the benefit of participating in the diagnostic process, for example, an analysis highlighting the social and economic benefits of freedom of association.
 - b. **Transparency:** Clearly transmit the purpose of the diagnostic process to avoid any misinterpretation of project motives.

- c. **National studies:** Prior to commencing the diagnostic process, conduct a mapping of the sector rather than a comprehensive national study. The mapping exercise will offer important planning information for the diagnostic without requiring constituent validation.
- d. **Diagnostic interviews:** Continue gathering data directly from a statistically significant number of constituents—including unionized and non-unionized workers and employers, trade union organizers, and employers' organization officials—to ensure that the diagnostic process is relevant for the majority of workers and employers within the specific sectors.

D. Efficiency of Resource Use

Allocation of resources

- 49. Findings related to the efficient use of project resources did not include a fiscal analysis of expenditures; rather, they focused on the allocation of resources, including financial and human resources, as they related to conducting an efficient and effective diagnostic process. With this focus, views were obtained from both field office representatives as well as the project team.
- 50. *Field offices:* The primary concern raised by several field office representatives centred on the amount of administrative tasks related to the diagnostic process, as well as the lack of financial support from the Geneva-based project. According to field office staff, this added a 'level of strain' on what was described as an already 'overcommitted' staff. At the same time, one field office representative pointed out that the tasks involved with the diagnostic process went beyond administrative; they also involved tasks that were better suited for ILO programme officers, due to the sensitive nature of the FACB issue. For this reason, 'It often takes a trusted ILO official who has developed a relationship with the constituents'.
- 51. *Project team:* The project team recognized the need for both administrative and technical assistance in carrying out the pilot project. The pilot tested several different models for carrying out the most efficient and effective diagnostic process, culminating with the diagnostic mission. These models ranged from hiring external/outside administrative support to assist with the logistical tasks of the mission, to setting up and conducting the mission primarily with the Geneva-based team. The results were mixed, but useful for identifying good practices and lessons learned:
 - a. Having external administrative support to take care of some of the logistical arrangements related to the diagnostic did not necessarily create a more efficient or effective process;
 - b. Having minimal logistical support from the ILO field office led to more inefficiencies during the diagnostic mission;
 - c. Having a combination of ILO administrative and technical support (especially for maintaining contact with the constituents), as well as some support from an external consultant who could both take care of logistical details and play a role in discussions with constituents, resulted in an efficient diagnostic process;
 - d. Having proactive communication between the Geneva-based team and the specific needs of the field offices led to a more efficient and effective mission.

Cost efficiency

52. There is evidence that costs were lowered during the diagnostic mission through the use of national versus international consultants when carrying out the interviews. Additionally, interviewees noted the inability of the project to complete its outputs within the planned timeframe. Project delays were attributed to the inherently slow process of carrying out a project requiring the approval and support of tripartite constituents, as well as high-level ILO officials. However, evidence reviewed during the evaluation process offered no proof of additional costs incurred by the delays. Since the project is expected to receive two additional years of funding, outputs that are not completed in the first phase will be rolled over to the next phase. Project staff expressed some concern over the effect of incomplete phase I outputs on phase II; nevertheless, they have identified some alternative strategies for creating a more efficient diagnostic process overall. (See Section V. C—Alternative strategies for greater effectiveness or efficiency—for a discussion of these strategies.)

E. Effectiveness of Management Arrangements

Stakeholder involvement

53. In the absence of direct access to tripartite constituents in the pilot countries, evaluation questions regarding stakeholder involvement were directed to the field office representatives and project staff. The following are key areas of involvement identified:
- a. *Preliminary discussions:* Before launching any project activities, the project team and field office representatives met with tripartite constituents to introduce the diagnostic process and seek their initial input and support. In spite of these efforts, tripartite support was often difficult to attain due to the sensitive nature of the issue.
 - b. *National studies:* Tripartite constituents were involved in the identification and approval of the national consultant(s) who carried out the national study on the gaps in law and practice. This was an arduous process at times, due to the perceived biases of the consultants, resulting in disapproval by one constituent group or the other. Following the national study, project staff presented results to tripartite constituents for their validation. Field office and project staff mentioned that one result of this approval and validation process was the opportunity to dialogue with constituents and raise their awareness regarding FACB issues.
 - c. *Diagnostic mission:* ILO representatives sought the support of tripartite constituents in identifying and conducting interviews with representatives of employer organizations, employers, trade unions and workers. The actual support from some constituent groups, however, varied from country to country.
54. Two field office representatives mentioned that it was difficult to predict if stakeholder interest and involvement would continue through the process of adopting the national plan of action, until they had the opportunity to examine the diagnostic report. ‘Once they are leading the process is when we can say there is national ownership’.

Project management

55. The three-person Geneva-based team led the day-to-day activities of the project, with continual support and oversight from the project steering committee. They were supported by a steering committee, comprised of one member from the DECLARATION office and one member from the NORMES office. Stakeholders viewed this joint effort as ‘complementary’ in terms of the unique perspective and input each area of ILO office added to the project. One office primarily approached the issue of FACB from a perspective of standards application, while the other from the viewpoint of technical assistance in promoting FACB rights. This complementary perspective was also noted of the project team that consisted of specialists in the legal field as well as the social sciences. Consistently, interviewees described the core project team as ‘competent, knowledgeable and organized’, in carrying out the diagnostic process. In addition, the project team had the support of other senior level officials, who served in an advisory capacity, as needed. One ILO official reflected that the project team grew in both knowledge and experience, as would any project team taking on a unique and challenging technical cooperation project.

Effectiveness of the communication between the project team and the ILO field offices, steering committee and donor

56. *Field Offices:* Field office representatives stated that there was good direct communication with the Geneva-based team in the events leading up to the diagnostic process, but that this communication should have started sooner and perhaps during the project’s design phase. One field office staff person stated: ‘This is a common problem with technical cooperation projects that put too few resources into the planning process.’
57. *Steering committee:* There existed well-established communication channels between project staff and steering committee members through weekly meetings as well as less formal means of communication. Project staff commented on the accessibility of steering committee members to offer technical support and guidance throughout the project implementation.
58. *Donor:* The donor representative stated that there was sufficient communication between their office and the project staff by means of the annual progress reports. The representative did, however, suggest that the annual reports provide more narrative detail of the project achievements and the reasons for this achievement or the barriers encountered. Another suggestion was for reports to document any evidence of coordination between the different SIDA-funded projects.

Technical and political support from ILO field offices and specialists

59. *Field Offices:* Representative from all six ILO field offices gave full support of the project’s efforts in light of its own Country Programme Outcomes promoting FACB rights (see Section V.A, Relevance, for further discussion). The only issue cited was the need for the project to support a field office staff member or consultant who could provide the necessary administrative and/or technical support throughout the diagnostic process. While the technical support from the field offices is there, representatives were quick to state that the **political support** has to come from the constituents themselves.

60. *ILO Specialists:* ILO specialists and technical advisors offered their technical and political support throughout the project's first phase. On at least one occasion, the project asked an ILO special advisor to offer technical and political support by conducting a joint mission for the purpose of advancing discussions with ministry officials.

Coordination and collaboration with other ILO units or projects

61. Collaborating ILO 'mainstream' units and projects include GENDER, ACTRAV and ACT/EMP, as well as the Better Work project. Interviews conducted with representatives from each of these units and projects showed varying degrees of collaboration or coordination. This was partly due to the fact that at least two of these units did not feel that they formed an integral part of the project design or implementation. One unit representative explained:
- ‘We were not part of the project and had no role in it other than to comment on odd bits from time to time’... Collaborating units need to be more than just informed. They need to be integrated in the design of [the project]; otherwise, it will not be collaboration. As far as consultation is concerned, it has to be meaningful, with the consulted party being given all relevant information at a time when the feedback can make a difference to what is done, otherwise the consultation will not be meaningful’.
62. In contrast, another one of the mainstream units did provide specific examples of collaboration with the project, previously described in Section V. C, Effectiveness of Implementation Phase. It should be noted that this particular unit was obligated under a separate technical cooperation project to conduct such collaboration, although there is no evidence to suggest that this was the sole reason for such collaboration. A representative from the Better Work (BW) project discussed how the two projects coordinated efforts in Bangladesh. This coordination of efforts was partly attributed to periodic formal and informal communication between the two project managers.

F. Sustainability

Sustainability of project achievements

63. There was general agreement among field office representatives that any discussion of project sustainability is premature since the activities to date had primarily been ‘research and development’ in nature. As such, phase I (2009-2011) was designed as the diagnostic phase with development of key products—global and national studies, global tools, diagnostic reports, national plans of action—and phase II (2012-2013) was envisaged to contain the sustainable actions—namely rolling out the global diagnostic tools and supporting tripartite constituents as they adopt and implement the national plans of action. Some field office representatives declined to comment on or engage in any speculation regarding sustainability until they could see the contents of the diagnostic report and assess constituent response to the national plan of action (contained at the end of the report). The underlying risk suggested is that the diagnostic process could end up amounting to ‘just another report’ and not being adopted and implemented as planned.
64. Still others stated that the project has positioned itself well for achieving sustainable actions. One field office representative confidently stated: ‘The constituent involvement throughout

the diagnostic will lead to **ownership** of the process, which is a necessary component of sustainability'. However, any progress towards constituent 'ownership' could not be explored or verified within the scope of this evaluation.

A building block approach for phase II

65. The question of how phase II can best build upon phase I was discussed with ILO headquarter representatives as well as the donor. Both parties expressed that the ILO-SIDA partnership was conceived as a four-year technical cooperation, but that donor support would be reassessed and confirmed after the first two years. Splitting up the project between two phases allowed both **the project and donor** to reflect on the foundation laid in the first phase, assess constituent response, and decide how efforts could best be scaled up and expanded. However, with only a partial incompleteness of phase I outputs at the time of this evaluation—falling short in the development and adoption of the national plans of action—the question remains as to whether or not all of the 'building blocks' are in place to achieve the outcomes proposed for phase II.
66. In examining the question of project sustainability, the response given by stakeholders was often: 'The project's sustainable actions are contained in phase II'. Thus, a quick summary of the proposed phase II strategy is merited. Within a two-year period (2012-2013), phase II will begin with the release of the diagnostic report to the four pilot countries from which the constituents are expected to create the national plan of action for their country. The project also intends to roll out the global diagnostic tools on freedom of association and collective bargaining in the rural and export processing sectors to **seven countries**. These include El Salvador and Morocco, which have already completed the research phase as well as some initial awareness-raising activities. The project will also develop and pilot another diagnostic tool for a different sector in **two countries**. One of these countries, Indonesia, will also take part in the diagnostic process for the rural and export processing sectors. The roll out of the global diagnostic tools is based on the critical assumption that the systems created in phase I are now fully replicable. There was some difference of opinion noted between the various ILO officials interviewed regarding the viability of achieving all of the activities, outputs and outcomes associated with the phase II strategies that will take place in a total of **12 different countries** (roughly three times the number of countries as phase I), within the two-year time frame.

VI. CONCLUSIONS

A. Relevance and Strategic Fit of the Project

- The project fulfilled a relevant need to develop global tools that would provide a systematic method for diagnosing issues related to freedom of association and collective bargaining rights in the rural and export processing sectors.
- The project represented a strategic fit within the context of the ILO field offices' Decent Work Country Programme priorities and outcomes. It also formed an integral part of activities that contributed to the achievement of Outcome 14 on freedom of association and collective bargaining of ILO's Strategic Policy Framework.
- While purposeful efforts were made in at least one of the pilot countries to complement other projects aimed at promoting FACB rights, greater advance planning and coordination with the field offices is needed so that projects can work together in a more integrated and strategic manner.
- There was some hesitancy shown by tripartite constituents in at least two of the pilot countries with regard to participation in the diagnostic process, indicating further need to 'market' the purpose and benefits of the diagnostic.

B. Validity of Project Design

- The project design adequately identified a logical sequence between the activities in relation to the specific products that form part of the diagnostic process. These, in turn, contributed to the achievement of project outcomes: better equipping the tripartite constituents to promote freedom of association and collective bargaining in the rural and export processing sectors.
- Means of verification of both outputs and outcomes were established. Nevertheless, the accuracy and validity of certain acceptable ILO indicators for verifying achievement of project outcomes was unclear, particularly with regard to whether 'the launching of an awareness-raising strategy on freedom of association and collective bargaining' could, in fact, verify that tripartite constituents were 'better equipped'.
- The absence of a performance monitoring plan to verify progress toward achieving project outcomes may be due to the focus during the first phase on the diagnostic tools and process, which in turn permitted the establishment of critical baseline information. Without such baseline information, meaningful progress toward achieving outcomes cannot be measured.
- The timeframe for achieving all of the project outputs during the first phase was insufficient, resulting in the need for six of the 14 outcomes to be rolled over and

completed during the project's second phase. The project timeline also did not provide sufficient time to gain tripartite constituents' buy-in and support. This, coupled with delays in the ILO approval process, were the primary contributors to the inability to complete the planned outputs.

C. Effectiveness of Implementation Phase

- The project successfully contributed to the strengthening of the influence of international labour standards. Freedom of association is one of the four fundamental international labour standards, and the promotion of FACB rights is at the very centre of the diagnostic process.
- The project successfully contributed to the strengthening of the social partners and social dialogue on FACB issues by involving tripartite constituents throughout the diagnostic process, and advancing discussions on the issue of FACB rights. Furthermore, advancement on the issue of gender equality was achieved through the proactive approach of integrating gender issues into project design and implementation.
- The project's achievements recognized by project stakeholders included both the products—national reports, global tools and diagnostic reports—as well as the actual process that contributed to greater dialogue and awareness of issues regarding freedom of association and collective bargaining rights. These achievements were the result of the concerted efforts of the project staff and field offices to involve tripartite constituents throughout the diagnostic process; the project's leadership, methodical planning and dedication; and the support and commitment of the field offices.
- The areas of least achievement or project weaknesses focus primarily on the issue of **time**: insufficient planning time to maximize tripartite buy-in and support; insufficient time for the ILO field offices to integrate this project into its country-level workplan around FACB issues so that activities work together in an integrated, rather than an isolated, fashion; and insufficient planning time for an on-time delivery of the key product: the diagnostic report.
- An additional area of weakness includes perceived **information gaps** between the project staff and the field office (and therefore its tripartite constituents), as well as the project staff and some of the mainstream ILO units. This has led to some misunderstanding of the project's purpose and some loss of interest in its outcomes. While these information gaps were not substantiated, and there is ample evidence of project communication, the fact remains that project stakeholders perceived such gaps.

D. Efficiency of Resource Use

- While some field offices expressed the need for more administrative and technical support during the diagnostic process, paying for additional support to help with activities related to the diagnostic mission did not always result in the most efficient or effective process. The use of outside consultants alleviated some pressure experienced by field office staff with regard to logistical details, but did not adequately assist project or field staff with technical matters involving the tripartite constituents. The important task of contacting tripartite constituents, therefore, should likely be reserved for trusted ILO field office officials.

E. Effectiveness of Management Arrangements

- The evidence provided by field office representatives as well as project personnel suggests a satisfactory level of involvement of key project stakeholders—namely the national tripartite constituents—throughout the diagnostic process. However, it is too early to conclude if this level of involvement created any kind of national ownership of the diagnostic process and the national plan of action.
- The joint efforts and complementary areas of expertise of both the DECLARATION and NORMES offices have contributed to developing a well-rounded approach to the diagnostic process. The primary reasons cited for the project's success were the knowledge, experience and dedication of the project team, as well as the technical and administrative support of the field office staff.
- Communication channels between the Geneva-based project staff and field offices were open and productive, with early communication being key to maximizing its effectiveness. The frequent formal and information communication with steering committee members demonstrate its importance in contributing to project team member's technical and administrative decisions. Communication with the donor in the form of annual reports was sufficient, with the request of additional narrative details regarding progress or challenges in achieving outputs and outcomes.
- Coordination and collaboration with mainstream ILO units or other projects was stronger in some units than others. Key factors contributing to stronger coordination and collaboration were involvement of the mainstream unit during the design of the project, and maintaining that unit informed during the implementation phase.

F. Sustainability

- It is likely that the activities conducted and products created in the project's first phase will serve as the necessary 'building blocks' for the sustainable actions planned for its second phase. However, the feasibility of completing all of the phase II activities in a two-year timeframe will pose a significant challenge.

VII. RECOMMENDATIONS

The following recommendations are specifically directed to the project's phase II planning:

1. **Roll out of global diagnostic tools:** Create a project workplan for phase II that can be implemented within a two-year time period and considers the time constraints that led to programme shortfalls in phase I. Likewise, scale up the diagnostic process only to the degree that the identified outputs and outcomes remain achievable given the budget and timeframe, and one that will allow field offices the time to gain tripartite buy-in and support. Enable and encourage the continued streamlining of the diagnostic process, without compromising the necessary constituent involvement throughout the process.
2. **Working with field offices:** Consult with participating field offices with as much advance notice as possible, regarding the diagnostic process—its purpose, scope and role of the constituents. Elicit and host timely opportunities for field office input regarding the diagnostic process, and how it best fits into ongoing activities regarding freedom of association and collective bargaining. Work with field office staff to identify specific administrative and technical support that will be needed prior, during and following the diagnostic mission.
3. **During the diagnostic mission:** Allow for flexibility in the design and implementation of the diagnostic process, to take into account the country context and its social or cultural characteristics. Conduct daily debriefings during the diagnostic mission with the national interview team to provide a forum for exchanging ideas and experiences. Integrate ideas and suggestions in order to improve the data collection process as the diagnostic mission progresses.
4. **Monitoring:** Establish a performance monitoring plan with valid outcome indicators that clearly measure progress toward achieving results. Indicators should be both observable and measureable from a practical standpoint. Ensure suitable metrics across project activities that can enable a useful comparative analysis of outcomes without compromising the sensitive nature and complexity of the issues engaged by the project. Use monitoring data to track progress throughout the implementation phase, and make any necessary adjustments to project strategies.
5. **Project communications:** Develop a clear communication strategy that will disseminate information to stakeholders regarding the project's purpose and scope, and provide timely updates of key project activities. Promote the larger social and economic benefits of freedom of association and collective bargaining rights, which in turn may result in greater tripartite constituent support of project activities.

6. **Coordination and collaboration with ILO mainstream units:** Collaborate with ILO mainstream units and projects at the planning stage in order to address roles and expectations in a substantial and timely manner. Integrate ideas and expertise of key contributors within the mainstream units into the core project design. Inform collaborating units on a regular basis to ensure that consultation on project issues is productive and meaningful.
7. **Sustainability:** Identify strategies at the planning phase that will lead to sustainability of core project outputs and outcomes within the project timeframe. Prioritize the identified sustainable actions and closely monitor their progress to allow for early identification of any barriers or challenges. Adjust or add to these sustainability strategies as needed.

VIII. LESSONS LEARNED AND GOOD PRACTICES

The following lessons learned and good practices may guide similar future projects on freedom of association and collective bargaining:

1. **Planning and coordinating with field offices,** beginning at the design phase and continuing throughout the implementation phase, allows project activities to complement existing activities focused on the same outcome. It also enables for the timely identification of key administrative and technical support personnel who can facilitate the successful implementation of project activities.
2. **Greater tripartite ownership** can be achieved by **consulting constituents** during the selection of national consultants who conduct studies on issues of freedom of association and collective bargaining. The consultants should be seen as neutral by the tripartite constituents.
3. **Working with national interviewers** is an important component of a diagnostic process. It provides invaluable support and augments the larger capacity-building efforts. Proactively soliciting ideas from national interviewers with regard to adaptation of interview tools or strategies will support a diagnostic protocol that takes into account the cultural and social context of the country. A debriefing process can provide a forum to reflect on lessons learned and good practices and build national interviewers' awareness regarding next steps in the analysis and results of their efforts.
4. Pilot projects that establish a **realistic project scope and timeline** have a greater chance of success. Within the topic of freedom of association and collective bargaining rights, there are inherent complexities; sufficient time must be allocated to accommodate likely delays when consulting tripartite constituents, obtaining approval within the ILO system, and coordinating logistical details.
5. **Strategic and ongoing communication and dissemination** of project information helps to clarify the project's purpose and scope. It keeps stakeholders informed and vested in

the success of the project's activities, and conveys the relevance and influence of its results.

ANNEXES

Annex A: Terms of reference for evaluation

Annex B: Documents reviewed

Annex C: Interview guide

Annex D: List of people interviewed

ANNEX A: Terms of Reference – Final Independent Evaluation

Promoting freedom of association and collective bargaining rights in the rural and export processing sectors (Sweden/ILO Partnership Programme, 2009-11)

I. Background

It is estimated that nearly half of the world's workforce is found in rural areas and that over sixty million workers worldwide work in export processing zones. Many of these workers are denied the fundamental rights of freedom of association and collective bargaining in law or in practice. The ILO supervisory bodies, the International Labour Conference, and the Governing Body have recognised the particular issues concerning the rural and export processing sectors and emphasized the need to assist ILO constituents to address existing decent work deficits in relation to the observance of freedom of association rights in these sectors.

In this context, the Swedish International Development Cooperation Agency is generously funding an ambitious project promoting freedom of association and collective bargaining rights in the rural and export processing sectors. This project is an integral part of the ILO's response to support its constituents to organize and bargain collectively. It is based on the premise that the development of global tools will enhance the ILO's capacity to deal with a growing demand for technical assistance in the rural and export processing sectors.

The objective of the project is to create 'global tools' that are aimed at enhancing ILO constituents' capacity to promote freedom of association and collective bargaining in the rural and export processing sectors, accompanied by operational guidelines for their use. The tools will provide constituents with the opportunity to identify gaps in law and practice in relation to freedom of association and collective bargaining in their country; they will also assist in identifying opportunities and means available at the national level to take action to promote freedom of association and collective bargaining rights of workers and employers in these sectors.

II. Project strategy

The global tools are based on both global and national research and pilot country level testing activities. The resulting global diagnostic tool has been pilot-tested in two countries for each of the two sectors, resulting in diagnostic reports setting out the gaps and opportunities in law and practice in relation to freedom of association and collective bargaining at the sectoral level. Based on these diagnostic reports, the constituents will develop national remedial plans of action to be implemented with ILO support. The global diagnostic tools will be accompanied by operational guidelines, and prepared for wide dissemination.

III. Evaluation

In line with the ILO's policy for evaluation of technical cooperation projects, a final independent evaluation of the project will consider the project's effectiveness in ensuring that the tripartite constituents are better equipped to promote the fundamental rights of freedom of association and collective bargaining in the rural and export processing sectors.

1. Purpose

- a. Determine to what extent the project has achieved its stated objectives and how and why have been/have not been achieved.
- b. Reflect on the level of applicability of the project outputs, the global tools, (i.e response to stakeholder needs).
- c. Provide recommendations on how to build on the achievements and lessons of the project.
- d. Identify and document lessons learned and good practice to be further used in the second phase of the project and other relevant areas of ILO work.

2. Scope

- a. The evaluation will look at all activities and results implemented from January 2010 to January 2012.
- b. The evaluation should cover expected (i.e. planned) and unexpected results in terms of non planned results (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation should reflect on them for learning purposes.
- c. The analytical scope should include identifying levels of achievement of objectives and explaining how and why have been attained in such ways (and not in other alternative expected ways, if it would be the case).
- d. The major audience of the evaluation is the ILO implementing unit because of the self-contained characteristics of the project. The report will also be useful for the ILO constituencies and the donor.

Aspects to address:

1. Relevance and strategic fit

- To what extent did the project address a relevant need and decent work deficit?
- To what extent did the project support ILO strategies and complement other ILO projects and programmes?

2. Project design

- Were the linkages between inputs, activities, outputs and objectives clear and logical? Has the project a consistent logical chain results from inputs to impact?
- Assess whether the programme design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.

- Was the time frame realistic regarding planned objectives and outputs?

3. Effectiveness of implementation

- To what extent did the outputs and outcomes contribute to the strengthening of the influence of labour standards; to the strengthening of the social partners and social dialogue; and to gender equality?
- In which areas (sectoral, issue) did the project have the greatest achievements? What were the supporting factors? How could this be built upon?
- In which areas did the project have the least achievements? What were the constraining factors? How could they be overcome?
- What, if any, alternative strategies would have been more effective in achieving its objectives?

4. Efficiency of resource use

- Have resources (funds, human, time, expertise) been allocated strategically to achieve outcomes?
- To what extent have resources been used efficiently? In general, do the results justify the costs?
- Have activities been delivered in a timely manner?

5. Effectiveness of management arrangements

- How were stakeholders involved in project implementation and how effective was the project in establishing national ownership?
- Were management capacities adequate for the achievement of the project aims?
- Did project governance facilitate good results and efficient delivery?
- How effective was communication between project team, field and regional offices, responsible departments at headquarters and the donor?
- Did the project receive adequate administrative, technical and political support from ILO field offices, specialists and technical units in headquarters?
- Was relevant gender expertise sought?
- Did the project make strategic use of coordination and collaboration with other ILO projects?

6. Sustainability

- How likely are project achievements to be sustainable?
- Has the project contributed to broader and longer-term development goals?
- How can phase II of the project (2012-13) best build on what has been done in phase I (2009-11)?

IV. Assignment

Under ILO evaluation policy, DECLARATION is carrying out this final evaluation. The evaluation will be coordinated by Ricardo Furman as evaluation manager, in consultation with the ILO Evaluation Unit. The evaluation will be conducted by an independent evaluator. Ricardo Furman will coordinate the evaluation and act as liaison with the independent evaluator with logistic support of the project manager, Lisa Tortell. The evaluation will comply with the criteria set out in ILO's policy for project evaluations.

The independent evaluator collaborator will undertake the briefing on the evaluation, initial desk review, preparation of the inception report, and interviews within the period of the contract. S/he is

expected to travel to Geneva during the period 5 -10 February 2012 to carry out discussions with project management and conduct certain individual interviews. During the visit to Geneva, there will be a validation meeting at which time the evaluator will present his or her preliminary findings to the steering committee, project team and evaluation manager to obtain their viewpoints and any additional information, and clarify outstanding issues before drafting the evaluation report.

Interviews with persons not located in Geneva will be by telephone, email or Skype prior to travelling to Geneva. The project team will provide the independent evaluator with a letter of introduction to ILO officials, constituents, and external project collaborators and may assist with setting interviews.

A first draft of the evaluation report shall be submitted by the independent evaluator to the evaluation manager no later than 24 February 2012. The evaluation manager, will circulate the draft report for comments and review and submit consolidated comments to the independent evaluator by 2 March 2012. The final report, with comments integrated, will be submitted to the Evaluation Manager no later than 9 March 2012.

1. Methodology

The evaluation methodology is expected to encompass, but will not be restricted to:

- Desk review of relevant project documentation (notably including the results of the diagnostic process, and in particular the questionnaire, with technical assistance from the project team), other relevant publications and documents
- Interviews with ILO officials, ILO constituents, and other stakeholders as determined by the evaluator
- Validation meeting at which the evaluator will present his/her preliminary findings to the steering committee, project team, and evaluation manager, so as to obtain their viewpoints and any additional information required

2. Expected outputs

2.1. Inception report

This short report should present the evaluation methodology (based on the TORs and amended as required) including evaluation instruments (i.e. interview guides, questionnaires, etc.) after initial desk review and prior to conducting the evaluation for approval of the evaluation manager. The report encompasses also the data sources, methods and techniques for data collection and analysis, as well as, criteria to be followed in selecting interviewees (who and where).

2.2. Draft report

The independent evaluator is expected to provide an evaluation report of 15-30 pages, excluding annexes, which presents the viewpoints and experiences of a wide range of stakeholders. It is proposed that the final report is structured as follows:

- Cover page with key project and evaluation data
- Executive summary
- Brief background of project and its context
- Purpose, scope and users of evaluation
- Methodology employed (ie limitations and constraints)
- Review of implementation phase/"work done"
- Findings regarding project impact

- Conclusions
- Recommendations for future planning and the possible next phase
- Lessons learned, including good practices and challenges, which may guide similar future projects on freedom of association and collective bargaining
- Annexes, including TORs, persons interviewed, documents reviewed

2.3. Final report

Same structure the as draft report, reflecting comments and answers for any comments not included in the final report.

V. Dates of service

The independent evaluator contract will run from 16 January – 9 March 2012.

ANNEX B: LIST OF DOCUMENTS REVIEWED

1	Project document, Swedish Partnership 2009-2011
2	Progress reports (2010, 2011)
3	Mid-term evaluation report
4	Mission and meeting reports
5	International research studies on rural and export processing sectors
6	National research studies for Bangladesh, El Salvador, Kenya, Morocco, Philippines and South Africa
7	Diagnostic 'tools' (guidelines, questionnaires, description for constituents, analytical framework)
8	Diagnostic reports for pilot-countries – Bangladesh and Philippines
9	Project budget – planned and actual expenditures
10	Diagnostic mission reports written by international collaborators for Bangladesh, Philippines and South Africa
11	Draft Project document, Swedish Partnership 2012-2013

ANNEX C: INTERVIEW QUESTIONS

Final Evaluation

Promoting freedom of association and collective bargaining rights in the rural and export processing sectors

INTRODUCTION

In line with the ILO's policy for evaluation of technical cooperation projects, a final independent evaluation of the project will consider the project's effectiveness in ensuring that the tripartite constituents are better equipped to promote the fundamental rights of freedom of association and collective bargaining in the rural and export processing sectors. To this end, a selected sample of project stakeholders will be interviewed to provide feedback on the six evaluation areas being considered, as well as overall lessons learned and good practices. All answers to questions are confidential; any quotes used in the report will be referenced in general terms, only.

1. Relevance and strategic fit

1. To what extent did the project address a relevant need or deficit, as it applies to decent work, in either the rural or export processing sectors?
2. To what extent did the project support or complement some of the broader ILO strategies, or other ILO projects or programmes? Which ones?

2. Project design

1. Is there a logical sequence between the project's activities and outputs and the intended result? Describe.
2. What are some objective means of verification that can provide sound evidence of change occurring as a result of the diagnostic process?
3. Did the project modify its design/approach in order to adequately take into account the institutional arrangements, roles, capacity and commitment of the stakeholders in the various countries? How?
4. Was the project's timeframe realistic for achieving the planned objectives, outputs and outcomes?

3. Effectiveness of implementation

1. To what extent did the diagnostic process contribute to the following:
 - the strengthening of the influence of labour standards? How?
 - the strengthening of social partners and/or social dialogue? In what ways?
 - gender equality? How?
2. What were the project's greatest achievements or key project outputs? What were the factors leading to these achievements? How could these be expanded or enhanced?
3. In which areas did the project have the least achievements or least successful outputs? What were the constraining factors? How could these be overcome?
4. What, if any, alternative strategies, technical approaches or tools would have been more effective in achieving the project objectives, or specifically for carrying out the diagnostic process?

4. Efficiency of resource use

1. To what extent have the resources (financial, human, institutional, time) been allocated strategically?
2. Was there any specific part of the project planning or implementation that could have been conducted in a more efficient manner in order to achieve the same outcome?
3. In general, did the obtained results justify the costs? Why or why not?
4. Have activities been implemented and products delivered in a timely manner?

5. Effectiveness of management arrangements

1. How were stakeholders involved in the diagnostic process? Was this an effective approach? Are constituents satisfied with their level of involvement and input?
2. How effective was project management and technical backstopping?
3. Were there any specific management approaches that led to positive results and efficient delivery? Were there any management approaches that proved to be ineffective?
4. How effective was communication between the project team and the stakeholders (field and regional offices, responsible departments at headquarters, donor)? What would have been the ideal communication flow?
5. Did the project receive adequate administrative, technical and political support from ILO field offices and mainstream units at ILO headquarters? What would have been the ideal collaboration dynamic?
6. Was relevant gender expertise sought? In what way did this impact the project design or implementation?

6. Sustainability

1. Which achievements will continue after the project ends? How?
2. How can phase II of the project (2012-13) best build on what has been accomplished in phase I (2009-11)?

7. Lessons learned/good practices/challenges

1. If key stakeholders had to do things over again, what would they likely do differently? How and why?
2. What were some of the good practices drawn from the diagnostic process or a specific aspect of the project?
3. What other recommendations could be made for similar future projects on freedom of association and collective bargaining, so that similar tasks or activities might achieve better results?

ANNEX D: LIST OF PERSONS INTERVIEWED

ILO HEADQUARTERS

NAME	DEPARTMENT	EMAIL
1. Kari TAPIOLA	Special advisor to the Director General	tapiola@ilo.org
2. Kamran FANNIZADEH	Director of the Programme for the Promotion of the Declaration (DECLARATION)	fannizadeh@ilo.org

3. Karen CURTIS	Deputy Director of the International Labour Standards Department responsible for Freedom of Association (NORMES)	Curtis@ilo.org
4. Wael ISSA	Senior Declaration Officer, Programme for the Promotion of the Declaration (DECLARATION)	Wael-issa@ilo.org
5. Lisa TORTELL	Senior Project Officer, ILO-Swedish project on freedom of association and collective bargaining, Programme for the Promotion of the Declaration (DECLARATION)	tortell@ilo.org
6. Vanessa RAINGEARD	Technical Officer, ILO-Swedish project on freedom of association and collective bargaining, Programme for the Promotion of the Declaration (DECLARATION) (NB: working on an excoll contract until second phase commences)	Vanessa.bletiere@gmail.com
7. Anca APETRIA	Project Assistant, ILO-Swedish project on freedom of association and collective bargaining, Programme for the Promotion of the Declaration (DECLARATION)	apetria@ilo.org
8. Line BEGBY	Associate expert, Gender Equality (presently at ILO Country Office for South Pacific Island Countries)	begby@ilo.org
9. Claude AKPOKAVIE	Specialist in Workers' Activities, Bureau for Workers' Activities (ACTRAV)	akpokavie@ilo.org
10. Roy CHACKO	Principal Officer-Relations, Bureau for Employers' Activities (ACT/EMP)	chacko@ilo.org
11. Yun GAO BOEHMER	Technical Officer, Industrial and Employment Relations Department (DIALOGUE)	gao@ilo.org

ILO FIELD OFFICES

NAME	FIELD OFFICE	EMAIL
12. Vic VAN VUUREN	Director, ILO DWT for Eastern and Southern Africa and ILO Country Office for South Africa, Botswana, Lesotho, Namibia and Swaziland (DWT/CO-Pretoria)	vanvuuren@ilo.org
13. Gagan RAJBHANDARI	Deputy Director, ILO Country Office for Bangladesh (CO-Dhaka)	rajbandari@ilo.org
14. Saidul ISLAM	Programme Assistant, ILO Country Office for Bangladesh (CO-Dhaka)	islam@ilo.org

15. Jeff Lawrence JOHNSON	Director, ILO Country Office for the Philippines (CO-Manila)	johnson@ilo.org
16. Diane RESPALL	Senior Programme Assistant, ILO Country Office for the Philippines (CO-Manila)	respall@ilo.org
17. Anthony RUTABANZIBWA	Programme Officer, ILO Country Office for the United Republic of Tanzania, Kenya, Rwanda and Uganda (CO-Dar es Salaam)	rutabanzibwa@ilo.org
18. Rosa BENYOUNES	Programme Assistant, ILO Country Office for Algeria, Libyan Arab Jamahiriya, Morocco and Tunisia (CO-Algiers)	benyounes@ilo.org
19. Tania CARON	Labour Standards Specialist, ILO DWT and Country Office for Central America (DWT/CO-San José)	caron@ilo.org

EXTERNAL COLLABORATORS, INTERVIEWERS, DONOR REPRESENTATIVE

NAME	ROLE IN PROJECT	EMAIL
20. Bernard BANKS	International consultant, diagnostic mission to Bangladesh	Bernard.banks@kielywqtn.co.nz
21. Ramapriya GOPALAKRISHNAN	International consultant, research phase, rural sector, global level	ramapriya.gopalakrishnan@gmail.com
22. Renee GRAWITZKY	International consultant, diagnostic mission to South Africa	reneeg@telkomsa.net
23. Joy HERNANDEZ	National consultant/logistical coordinator, diagnostic mission to Philippines	joyee.hernandez@gmail.com
24. Ena NUÑEZ MANCIA	National consultant, research phase, El Salvador	enalilian7@gmail.com
25. Sue LONGLEY	Expert advisor, labour constituents, global level	sue.longley@iuf.org
26. Diane NDUNGU	National interviewer, diagnostic mission to Kenya	dnmuthoni@gmail.com
27. Rose KYALO	National interviewer, diagnostic mission to Kenya	rosekyalo@yahoo.com
28. Mia ALARCON	National interviewer, diagnostic mission to Philippines	miacclarissaalarcon@yahoo.com
29. Margaretha SUNDGREN	Donor representative	Margaretha.Sundgren@sida.se