



## INTERNATIONAL LABOUR ORGANIZATION

### Independent Evaluation of African Country Programme Outcomes (CPOs) Funded from RBSA in the Thematic Area of Social Dialogue

1	<b>Project title</b>	African Country Programme Outcomes (CPOs) Funded from RBSA in the Thematic Area of Social Dialogue
2	<b>Themes</b>	Assessment of the achievements obtained through the support of RBSA to CPOs/PRO in the Africa region to achieve the biennium CPOs/RPO targets in general and for the promotion of tripartism and social dialogue
3	<b>Country/Region</b>	Project location: Ethiopia, Sudan, Tunisia, Uganda, Zimbabwe; and Africa
4	<b>Project TC Code</b>	RAF801; ETH802; TUN803; ZWE151; SDN108; UGA801
5	<b>Donor</b>	RBSA Fund (Various sources)
6	<b>Project start</b>	01 January 2010
7	<b>Project completion date</b>	31 December 2011
8	<b>Budget (Donor contribution)</b>	US\$ 801,869.00
9	<b>Implemented by</b>	ILO Regional Office for Africa, Addis Ababa, with technical backstopping by the DWAA Department, ILO, Geneva
10	<b>Responsible ILO Officials</b>	CO Experts and Outcome Coordinators
11	<b>Collaborating ILO Units/Offices</b>	ROAF, COs, ACT/EMP, DIALOGUE, LAB/ADMIN
12	<b>Geographical coverage</b>	África Region, Ethiopia, Sudan, Tunisia, Uganda, and Zimbabwe
14	<b>Evaluation data:</b>	
a.	<i>Type of evaluation</i>	Independent evaluation
b.	<i>Evaluation Manager</i>	Ms Elleni Haddis, Programme Officer, ROAF
c.	<i>Evaluation period</i>	21 April - 7 June 2013
d.	<i>Name of evaluator</i>	Prof. Oladele O. Arowolo
e.	<i>Evaluation report submitted</i>	30 May 2013

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## *Acronyms*

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• CETU	Confederation of Ethiopian Trade Unions
• CO	Country Office
• COFTU	Congress of Free Trade Unions (Uganda)
• CPOs	Country Programme Outcomes
• DET	Disability Equality Training
• DWAA	Decent Work Agenda in Africa
• DWCPs	Decent Work Country Programmes
• DWT	Decent Work Team
• FUE	Federation of Uganda Employers
• GoSS	Government of South Sudan
• GTP	Growth and Transformation Plan
• HQ	Headquarter
• ILO	International Labour Organisation
• IMF	International Monetary Fund
• MOL	Ministry of Labour
• MLSA	Ministry of Labour and Social Affairs
• NOTU	National Organization of Trade Unions (Uganda)
• MoLSS	Ministry of Labour and Social Services
• OBW	Outcome-Based Workplans
• OCs	Outcome Coordinators
• OECD	Organization for Economic Cooperation and Development
• ODA	Official Development Assistance
• OSH	Occupational Safety and Health
• P&B	Programme and Budget
• ROAF	Regional Office for Africa
• RPO	Regional Programme Outcome
• RB	Regular Budget
• RBSA	Regular Budget Supplementary Account
• RBTC	Regular Budget-Technical Cooperation
• TNF	Tripartite Negotiating Forum
• UNDAF	United Nations Development Assistance Framework
• ToR	Terms of Reference
• US	United States

## *Acknowledgements*

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The success of this evaluation has been made possible by support received from ILO staff and partners involved in the implementation of the selected CPOs and RPO during the 2010-11 biennium. In this regard, the overall management support and insightful information on RBSA funding provided by Mrs. Cynthia Samuel-Olonjuwon, Chief, Regional Programming Unit in ROAF, Addis Ababa is gratefully acknowledged. Mr. Hans Hofmeijer, Deputy Regional Director, ROAF provided a useful perspective on the RBSA funding as a strategy for achieving specific outcomes in general, and Mr. George Okutho, Director, Country Office for Ethiopia & Somalia gave in-depth information of country experience with particular reference to Ethiopia.

The active support to the evaluation process, including advance preparations and mission work in Addis Ababa, given by the ILO evaluation manager for the exercise and ILO Programme Officer, Ms Elleni Haddis, is appreciated; so also the additional support to the evaluation process provided by Mr Gugsu Farice, Senior M&E Officer, ILO Regional Office for Africa, Addis Ababa.

The interviews held with COs and responsible ILO experts in the selected countries were fruitful; the evaluator is therefore grateful for the support in this regard received from Ms. Kidist Chala, Programme Officer, ILO CO, Addis Ababa, Ethiopia; Mme. Maria Crisetti, Director, ILO Office, Algiers, Algeria; Ms. Rosa Benyounes, NPO, ILO Office, Algiers, Algeria; Ms. Constanze Schimmel, NPO, ILO Office, Algiers, Algeria; Mr. Tabi Abodo, Director, ILO Office, Harare, Zimbabwe; Mr. Adolphus Chinomwe, Programme Officer, ILO Office, Harare, Zimbabwe; Mr. Yousef Qaryouti, Director, ILO Office, Cairo, Egypt; Mr. Nashwa Bilal, Programme Officer, ILO Office, Cairo, Egypt and; Mr Anthony Rutabanzibwa, Senior Programme Officer, ILO Office, Dar es Salaam, Tanzania.

Prof. Oladele Arowolo

*External Collaborator/Evaluator*

## *1. Description of the CPOs and RPOs*

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### **1.1 Background**

The ILO ‘*Strategic Policy Framework 2010–15 (SPF)*, which was developed in 2009, is a medium-term planning framework, designed in response to the needs of ILO constituents, to enable them deliver effectively on the Agenda, including the Decent Work Country Programme (DWCP). The strategic framework covers three biennia, and for each biennium, a Programme and Budget (P&B) is prepared, to provide details on the strategies, targets, measurement of achievement, and the level of resources for the 19 outcomes.

The ILO Governing Body agreed to implement a two-tier ILO field structure (ILO, 2009) in order to strengthen the Organization’s capacity to service its Members globally, in regions and countries. As it relates to this review, the main features of the new (enhanced) structure in Africa include the establishment of a number of Decent Work Technical Support Teams (DWTs) in each region; and the use of national coordinators in countries where the ILO has no office and where ILO activities warrant a stronger presence. The ILO, through policies and programme restructuring at global as well as regional levels, has been increasing its support to DWCP outcomes that are results-driven and focused with the *Regular Budget Supplementary Account (RBSA)* resources. The ILO considers RBSA as a key resource to deliver decent work results.

The strategic importance of RBSA can hardly be overemphasized: i) it enables the Organization to allocate funds when and where they are most needed in an independent, flexible and fast manner; ii) RBSA enables the Office to expand, accelerate and deepen existing technical cooperation programmes and capacity to deliver on decent work priorities and outcomes, mainly at the country level, in ways that may not otherwise be possible because of restrictions on other forms of funding; iii) it is a flexible funding modality which also enables the ILO to respond more efficiently to emerging priorities; iv) in areas and countries that may attract less donor interest, RBSA funds are utilized to fill gaps in these areas and countries so as to enable the ILO to move important agendas forward and respond where needs remain significant; v) it also reduces transaction costs by reducing the administrative and reporting requirements that are usually associated with earmarked funding and; vi) RBSA helps donors fulfil commitments to provide untied aid, consistent with the Paris Declaration on Aid Effectiveness (2005) and the 2008 Accra Agenda for Action (ILO, PARDEV 2012).

The ILO received over US\$ 53 million for the RBSA for the 2010-11 biennium, out of which US\$13.9 million was allocated to Africa Region, down from 17.0 million for the 2008-09 biennium. In terms of the strategic objectives, the distribution of RBSA in the Africa Region covered the main areas of Employment, Social Protection, Social Dialogue, Standards, Policy Conference and Evaluation & Oversight. It is noteworthy that both Social Dialogue and Evaluation & Oversight came on board among the strategic objectives for RBSA allocations only in 2010-11. The total amount of about US\$2 million allocated to Social Dialogue represents 14.5% of the RBSA budget for Africa for 2010-11. These funds are allocated to help achieve specific results in ODA-eligible countries, as identified in Decent Work Country Programmes (DWCP).

One of the work areas funded by the RBSA is strengthening of the ILO’s tripartite constituents so that they can participate as strong partners in debate and decision-making on

labour, economic and social policies and poverty reduction strategies. The Decent Work Agenda in Africa (DWAA), which guides ILO's work in the region, also has significant focus on the social dialogue strategic objective. Under the theme of tripartism as a key governance mechanism for inclusive poverty-reducing growth, the DWAA has articulated two specific objectives: i) to mobilize the potential of tripartism in Africa as a force to promote poverty reducing and socially inclusive development and ii) to strengthen the capacity of employers' and workers' organizations in the development, implementation, monitoring and evaluation of DWCPs and national development frameworks.

## **1.2 Programme Outcomes (CPOs and RPO)**

This evaluation covered five (5) Country Programme Outcomes (CPOs) in five countries (Ethiopia, Sudan, Tunisia, Uganda and Zimbabwe), as well as one Regional Programme Outcome (RPO) for Africa. In particular, this evaluation has dealt with the Programme and Budget Outcomes related to social dialogue and are indicated as follows:

- **Outcome 9:** Employers have strong, independent and representative organizations
- **Outcome 10:** Workers have strong, independent and representative organizations
- **Outcome 11:** Labour administrations apply up to date labour legislation and provide effective services
- **Outcome 12:** Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations
- **Outcome 13:** A sector-specific approach to decent work is applied

### ***Outcome 9: Employers have strong, independent and representative organizations.***

The main tenet of the Social Justice Declaration is that social dialogue and tripartism are the most appropriate method of translating economic development into social progress (P&B, 2010-11). This, according to the ILO, requires that the parties to dialogue must be strong, representative and independent. Strong and effective employers' organizations are considered as essential for good governance and the promotion of policies conducive to the creation of sustainable and competitive enterprises and an entrepreneurship culture, which are the basis for development and economic growth. Without sustainable enterprises and employment, there can be no decent employment.

Among the regional Programme Outcomes selected for this evaluation is **RAF801:** Strengthened institutional capacity of employers' organisations. This Regional Programme Outcome for Africa is linked to the P&B Outcome 9 on Employers' Organizations. Implementation of the work under this Outcome was expected to demonstrate and ensure that the activities carried out supports ODA-recipient countries in the continent that are eligible to receive RBSA funding (PROGRAM, 2011).

### ***Outcome 10: Workers have strong, independent and representative organizations***

In line with the Social Justice Declaration, the ILO strategy is to assist trade unions in placing the four integrated components of decent work<sup>1</sup> at the centre of sustainable national development and global governance. Critical interventions to achieve this is through facilitating effective workers' participation in Decent Work Country Programmes, UNDAFs

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<sup>1</sup>The achievement of the goal of decent work has been anchored on four interdependent strategic objectives, namely: i) promoting human rights in particular the ILO Declaration on Fundamental Principles and Rights at Work (Core International Labour Standards); ii) the creating greater employment and income opportunities for women and men; iii) increasing the coverage of social protection; and iv) strengthening social dialogue and tripartism (ILO, June 1999).

and forums with international financial and multilateral institutions such as the World Trade Organization (WTO), the International Monetary Fund (IMF), the World Bank and regional development banks. Addressing the concerns and expectations of young men and women workers and ensuring their full involvement in trade unions are essential tasks (P&B 2010-11).

The relevant CPO selected for this evaluation is **ETH802**: *Institutional capacity of workers' organizations strengthened*. This CPO is part of the targets in 2010-2011 for P&B Indicator 10.1: number of national workers' organizations that, with the ILO support, include the Decent Work Agenda in their strategic planning and training programmes. The RBSA allocation to this CPO was expected to support delivery of capacity building training for Trade Unions' leaders aimed at addressing discrimination in the work place against persons with disabilities through relevant disability policy and legal frameworks as well as the inclusion of disability rights into collective agreements<sup>2</sup>.

***Outcome 11: Labour administrations apply up to date labour legislation and provide effective services***

The ILO focus with regard to labour administration is to strengthen the capacity of the key labour administration institutions (labour ministries, labour inspectorates and employment services) to enable them to provide effective services to employers and workers and their organizations in the areas of employment, labour law, safety and health, industrial relations and non-discrimination (P&B 2010-11). To this end, the ILO has been providing technical assistance to member States through the mobilization of substantial extra-budgetary resources. However, the formulation and implementation of sound labour laws and policies remain a key challenge in member States.

Relevant to Outcome 11 is the South Sudan programme outcome **SDN108**: *'The foundation of a coordinated labour administration system in Southern Sudan, which will contribute to the development of sound industrial relations and enhance labour law enforcement, is established'*. The CPO forms part of the pipelines in 2010-11 for the P&B Indicator 11.1 'Number of member States that, with the ILO support, strengthen labour administration systems in line with international labour standards' under Outcome 11 on Labour Administration and Labour Law: Labour administrations apply up-to-date labour legislation and provide effective services.

***Outcome 12: Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations***

The promotion of social dialogue and tripartism as the most appropriate method for adapting the implementation of the strategic objectives to the changes and needs of each country has been emphasized by the Social Justice Declaration. In the recent past, the ILO assistance to member States focused on consolidating social dialogue institutions at all levels and on building the capacity of the tripartite constituents so that they can play a meaningful role in social dialogue. However, social dialogue and tripartism are still hardly used as instruments of sound governance and to promote decent work in most African countries.

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<sup>2</sup>PROGRAM, RBSA allocation approval – Ethiopia, ETH802, 18 July 2011.

Given the above situation, the Zimbabwe programme outcome **ZWE151** is quite relevant: *‘Facilitate and institutionalize dialogue on socio economic issues including policy formulation and implementation and capacity building of the Tripartite Negotiation Forum (TNF)’*. This CPO forms part of the targets in 2010-11 for P&B Indicator 12.1, ‘Number of member States that, with ILO support, strengthened social dialogue institutions and mechanisms in line with international labour standards’ under Outcome 12 on Social Dialogue and Industrial Relations.

**Outcome 13:** *A sector-specific approach to decent work is applied.* In line with Social Justice Declaration, the ILO has pursued a sectoral approach that translates high-level policy advice into practice in the work place where impact is needed. The focus has been on reinforcing the integration of economic, social and environmental dimensions with the involvement of constituents. The Social Justice Declaration stipulates that, as appropriate and in consultation with representative national and international organizations of workers and employers, the ILO support programme will reach out to other non-state entities and economic actors, such as multinational enterprises and trade unions operating at the global sectoral level (P&B 2010-11).

**CP Outcome:** Increased capacities of employers' and workers' organisations to participate effectively in the development of social and labour policy. This CPO is relevant to ILO support to Tunisia under **TUN803**; and it forms part of the pipelines in 2010-11 for P&B Indicator 13.2: Number of member States in which constituents, with ILO support, take significant action for a specific sector to advance the Decent Work Agenda. This requires that a national, regional or local policy or plan of action is put in place with adequate funding to implement recommendations or conclusions of ILO sectoral meetings.

## *2. Purpose, scope and clients of the evaluation*

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### **2.1 Purpose and Scope of Evaluation**

#### *Purpose*

This is an independent evaluation, and was designed to assess the achievements obtained through the support of RB SA to CPOs/RPO in the African Region with focus on the promotion of tripartism and social dialogue. The evaluation has been conducted an external collaborator/evaluator, and covered 5 CPOs in five countries (Ethiopia, Sudan, Tunisia, Uganda and Zimbabwe), as well as one regional programme outcome (RPO) for Africa.

#### *Scope*

In terms of scope, the evaluation was thematic in scope and covered RB SA allocated for the 2010-11 biennium. To this end, 5 Programme and Budget (P&B) Outcomes related to social dialogue have been selected for consideration, as defined above.

#### *Objectives*

As defined by the ToR<sup>3</sup> for this evaluation, the specific objectives of the evaluation are to:

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<sup>3</sup>See Annex 1 of this report



- a) Assess the contribution of the RBSA fund to achieve the biennium CPOs/RPO targets;
- b) Assess and highlight progress and achievements obtained with the support of RBSA to the respective CPOs/RPO, in terms of relevance, effectiveness, efficiency and sustainability of the outputs and outcomes;
- c) Assess the factors that affected the progress and achievements obtained;
- d) Highlight problems encountered and constraints faced;
- e) Identify main lessons from the support of RBSA to the respective CPOs/RPO;
- f) Provide recommendations for the future support of RBSA to the CPOs/RPO addressing strengthening tripartism and social dialogue;

While the intension was to specifically address progress and achievements obtained with the support of RBSA, the evaluation also considered the totality of work undertaken to achieve the CPOs/RPO, including with sources of funding other than RBSA.

#### *Evaluation criteria*

In particular, this evaluation has addressed the following criteria or evaluation questions as defined by the ToR: programme design; relevance and strategic fit; effectiveness of interventions; efficiency of resource use; effectiveness of management arrangements; sustainability and; lessons learned.

### **3. Methodology**

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The evaluation has been conducted using a combination of desk reviews and interviews by telephone/Skype with key ILO staff and stakeholders in ILO headquarters and field offices in in the five selected countries and Africa.

#### *Desk review*

The evaluation work started with a desk review and continued throughout the evaluation period. With the support of the Evaluation Manager and ILO programme implementers in the five countries and ROAF, the evaluation had access to reports of meetings, missions, workshops and conferences organised under the five CPOs and the RPO with RBSA funds during the 2010-11 biennium. Background materials were provided by the evaluation manager in ROAF, as well as COs and implementing experts. In addition, the evaluator searched the internet to locate relevant ILO publications related to the subject matter of this evaluation.

The major sources of information from desk review comprised documents related specifically to the CPOs/RPO in question and activities undertaken with support from RBSA under these CPOs/RPO, including texts of approved CPOs/RPO documents; programme Decision Minutes communicated by PROGRAM concerning allocation of funding; ILO Technical reports; ILO RBSA Guidelines/IGDS (internal governance documents); the ILO Programme and Budget for 2010-11; ILO Programme Implementation Report (2012); Decent Work Agenda in Africa; Decent Work Country programmes (DWCPs) for Tunisia, South Sudan, Zimbabwe, Ethiopia and Uganda. In addition, the evaluation referred to relevant regional and

global policy documents related to the strategic objective of strengthening tripartism and Social Dialogue<sup>4</sup>.

From the desk review, it was revealed that RBSA funding for Social Dialogue outcomes (which is the focus of this evaluation) came on board from the 2010-11 biennium, hence institutional memory on past performance is lacking.

### **Interviews**

For consultations with ILO's Regional Management, staff and constituents as well as other key stakeholders, field visits were planned to include specific countries such as Ethiopia and the ILO Office in Cairo. Ethiopia was included in the schedule of field visits in order to facilitate in-depth interviews with the Regional Office for Africa (ROAF) for all CPOs concerned as well as for the Regional Outcome on RAF801. In addition, it enabled the evaluator to liaise with CO-Addis concerning ETH802 implementation.

Consultations by the evaluator with officials at ROAF went well; the evaluator was able to stretch data and information gathering beyond RAF801 and ETH802 by collecting additional information on the other CPOs from the ROAF records and concerned officials. However, information on RAF801 itself was, ironically, the most difficult to come by: the former ILO Regional Director for Africa has been moved from the Region and there were no records on the management of RAF801 which he solely managed. The absence of the Expert in charge of RAF801 from the Office in Addis Ababa during the evaluator's mission did not make any difference as he claimed to have no knowledge on the implementation of RAF801.

Although a field visit to DWT/CO-Cairo was scheduled for in-depth information on the relevant CPOs for Sudan and Tunisia, the plan was shelved in the last minute due to the long week-end holidays (April/May) and the unavailability of most of the persons to be met by the evaluator. Instead, the evaluator with support by the staff of ROAF (particularly the Evaluation Manager, Ms. Elleni Haddis, with the support of Senior Evaluation Officer, Mr. Gugsu Farice) was able to conduct teleconference sessions with CO-Cairo, CO-Dar-es-Salaam, and CO-Harare to collect relevant data and information from the implementing officials responsible for TUN803, SDN108, UGA801 and ZWE151. The independent evaluator thereafter reviewed inputs by all ILO involved in the implementation of the CPOs/RPO.

It was, however, not possible to interview non-ILO stakeholders involved in the implementation of the CPOs and RPO due to time constraints: apart from the Regional PO, the five countries involved in the CPOs are spread across the continent, and it was logistically impossible to visit them within the time allowed for this evaluation<sup>5</sup>. The evaluation also did not consider it cost-effective to go around and interview non-ILO stakeholders given the rather short period of implementation (less than one year in all cases) and the conceptual difficulty of separating RBSA activities from the other CPO activities at operational level. Such a fine distinction is better left with the ILO officials and experts to make in the field.

### *Clients of the evaluation*

The draft evaluation report will be shared with a selected group of key stakeholders, including the relevant ILO Cos and Units at the Headquarters, with a request for comments

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<sup>4</sup>See Annex for major Reference materials consulted, apart from those cited in the footnotes.

<sup>5</sup>See Table 2.1 of this report.

within a specified time frame. Thereafter, the final evaluation report will be submitted to the Evaluation Manager, ILO, ROAF, Addis Ababa for distribution as required.

### *Main outputs of the evaluation*

In accordance with the ToR, the evaluator has prepared/will prepare the following three outputs in the course of executing this assignment:

- i. An evaluation summary according to the ILO's template for summaries of independent evaluation reports (to be provided by the evaluation manager);
- ii. Draft evaluation report;
- iii. Final evaluation report incorporating comments provided by key stakeholders (comments to be compiled by evaluation manager).

### *Structure of report*

The evaluation report is presented as per the proposed structure in the ILO evaluation guidelines as follows:

- Cover page with key evaluation data
- Executive Summary
- Acronyms
- Acknowledgements
  1. Description of the CPOs
  2. Purpose, scope and clients of the evaluation
  3. Methodology
  4. Evaluation findings based on the evaluation criteria
  5. Conclusions
  6. Recommendations
- Annexes

All draft and final outputs, including supporting documents, analytical reports have been/will be provided in electronic version compatible with Word for Windows.

### *Management arrangements*

The evaluation has been conducted by an external independent evaluator responsible for conducting a participatory and inclusive evaluation process. The external collaborator produced the evaluation outputs listed above based on the approved methodology described above.

In terms of process and quality control, the evaluation was organized by ILO regional Office for Africa (ROAF) in close close collaboration with HQ Evaluation Unit (EVAL); the external collaborator worked closely with, and reported to, the appointed ILO Evaluation Manager in the ROAF (Ms. Elleni Haddis, [elleni@ilo.org](mailto:elleni@ilo.org)), with whom he discussed management, technical, logistical and methodological matters. The evaluation acknowledges full logistical and administrative support of the Regional Office for Africa in general and that of the Evaluation Manager in particular.

### *Workplan and timeframe*

The evaluation process started on 21 April and will end by 7<sup>th</sup> of June 2013. The independent consultant spent nine (9) working days on field visits, from 21 April to 5 May 2013. A first draft of the evaluation report was submitted by the external collaborator to the Evaluation Manager by 21<sup>st</sup> of May 2013. The Evaluation Manager, in consultation with relevant

stakeholders, will review the draft and submit any comments to the external evaluator for consideration by 28<sup>th</sup> May 2013 (see Table 2.1).

The final report, with comments integrated will be submitted to the Evaluation Manager by 30<sup>th</sup> of May 2013.

**Table 2.1: Work plan for the RBSA evaluation April 21 – 07 June 2013**

Steps	Tasks	Responsible Person	Timing
<b>I</b>	<ul style="list-style-type: none"> <li>Preparation of TORs, consultation with relevant partners and staff</li> </ul>	Evaluation manager	Second week of February 2013
<b>II</b>	<ul style="list-style-type: none"> <li>Identification of independent international evaluator</li> <li>Creating contract and preparation of budgets and logistics</li> </ul>	Evaluation manager	Second week of March 2013
<b>III</b>	<ul style="list-style-type: none"> <li>Telephone briefing with evaluation manager</li> <li>Desk review of relevant documents</li> <li>Evaluation instrument designed based on desk review</li> </ul>	Evaluator	20-26 March 2013 (5 days)
<b>IV</b>	<ul style="list-style-type: none"> <li>Consultations with field offices (telephone/Skype)</li> <li>Consultations with constituents stakeholders in the field</li> <li>Field visits</li> </ul>	Evaluator	21 April-05 May 2013 (9 days)
<b>V</b>	<ul style="list-style-type: none"> <li>Draft evaluation report based on desk review and consultations from field visits</li> </ul>	Evaluator	15-21 May 2013 (5 days, draft should be submitted by 21 <sup>st</sup> of May)
<b>VI</b>	<ul style="list-style-type: none"> <li>Circulate draft evaluation report to key stakeholders</li> <li>Consolidate comments and share with evaluator</li> </ul>	Evaluation manager	22-28 May 2013 (comments will be shared with evaluator by 28 <sup>th</sup> May)
<b>VII</b>	<ul style="list-style-type: none"> <li>Finalize the report including explanations if comments were not included</li> </ul>	Evaluator	29-30 May 2013 (2 days)
<b>VIII</b>	<ul style="list-style-type: none"> <li>Approval of report by EVAL</li> </ul>	EVAL	First week of June
<b>IX</b>	<ul style="list-style-type: none"> <li>Official submission of evaluation report to ROAF management and HQ</li> </ul>	Evaluator	7 <sup>th</sup> June 2013

## ***4. Findings for each criterion and CPO/RPO***

### **4.1 Programme design**

#### ***4.1.1 Criteria***

One of the work areas funded by the RBSA is strengthening of the ILO's tripartite constituents so that they can participate as strong partners in debate and decision-making on labour, economic and social policies and poverty reduction strategies. The Decent Work Agenda in Africa (DWAA), which guides ILO's work in the region, also has significant focus on the social dialogue strategic objective. Under the theme of tripartism as a key governance mechanism for inclusive poverty-reducing growth, the DWAA has articulated two specific objectives: i) to mobilize the potential of tripartism in Africa as a force to promote poverty

reducing and socially inclusive development and ii) to strengthen the capacity of employers' and workers' organizations in the development, implementation, monitoring and evaluation of DWCPs and national development frameworks.

The framework adopted for RBSA allocations is Outcome-Based Workplans (OBW). Such has been the allocations for the programmes under this evaluation; each of the five programmes has specified Outcomes related to selected P&B Outcome Indicators for the 2010-11 biennium.

As already noted, RBSA funds are only allocated for Decent Work Country Programme outcomes and Global Products that are supported by a results framework. In selecting Decent Work Country Programme outcomes, the following criteria apply: i) the achievement of targets established in the programme and budget; ii) tripartite support and involvement; iii) the contribution to national development objectives and United Nations country programme goals; iv) Office-wide collaboration and; v) reflection of total resource requirements and resource gaps for each CPO and GP IRIS SM/IP . In addition, RBSA allocations can only be spent in countries and for activities that are eligible to receive official development assistance (ODA) according to OECD standards. The evaluation found that all the programmes evaluated have met these selection criteria.

#### *4.1.2 Process*

In terms of process, allocations have been done in accordance with the ILO procedures under RBSA management in Geneva. Under the guidance of PROGRAM, the appraisal of selected CPOs and GPs for RBSA support, including resource needs, was based on information available in the system<sup>6</sup>. PROGRAM requested that initial proposals should be made by Outcome Coordinators on prioritized target CPOs and Global products (GPs) as per Annex 1 of the revised Office Procedure by 27 August 2010 deadline.

At the regional level, as in the case of RAF801, the Regional Director for Africa is responsible for the necessary consultations at the regional and sub-regional offices leading to the submission of request for RBSA funding for the regional programme outcome. For Country Programme Outcomes requiring RBSA support, consultations are initiated with Ministries of Labour on behalf of Government as Chair of the DWCPs, together with the Social Partners (Workers' and Employers' Organisations), requests are made through the Regional Office to PROGRAM at the Headquarters in Geneva. The evaluation found that the above procedure has been followed in all the CPOs and RPO.

#### *4.1.3 Definition of Outcomes*

This particular evaluation has dealt with 5 (out of the 19) Programme and Budget Outcomes related to social dialogue as already indicated above.

The evaluation was designed to determine the extent to which the 6 CPOs//RPO, which have benefited from RBSA support, contributed to the above mentioned ILO 5 P&B Outcomes listed above, which constitute the Organization's strategy for the promotion of social dialogue. Table 4.1 presents a description of each of the 4 CPOs and 1 RPO, their defined Outputs, and corresponding Outcomes in relation to the P&B Indicators.

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<sup>6</sup>As stated in paragraph 21 of the Office Procedure (PARDEV and PROGRAM; Ref. PROG/PB 10-112-8, 12 August 2010).

Table 4.1: Description the selected CPOs/SRPOs/PROs supported by RBSA in Africa, 2010-2011

<b>CPO/SRPO/PRO Title</b>	<b>CP Outputs</b>	<b>CP and related P&amp;B Outcomes</b>
<b>Ethiopia - ETH802:</b> <i>Institutional capacity of workers' organizations strengthened</i>	Output 1: Trained workers' leaders leading campaigns for HIV/AIDS in the world of work and decent work for migrant workers Output 2: CETU assisted to conduct capacity building activities in the areas of Social Dialogue, Industrial Conflict handling and collective bargaining for its members. Output 3: Trade Union leaders trained in disability rights and acquired knowledge on the relevant policy and legal framework, including the ILO convention No. 159 on Vocational Rehabilitation and Employment for persons with disabilities and the UN Convention on the Rights of Persons with Disabilities (UN CRPD) Output 4: Union leaders take first steps towards including disability rights in to collective agreements after capacity building support, including Disability Equality Training (DET) <sup>7</sup> .	<i>CP Outcome:</i> Institutional capacity of workers' organizations strengthened The CP Outcome is part of the targets in 2010-2011 for P&B Indicator 10.1: number of national workers' organizations that, with the ILO support, include the Decent Work Agenda in their strategic planning and training programmes
<b>African Region - RAF801:</b> <i>Strengthened institutional capacity of employers' organisations</i>	Good practice cases documented on 5 employers' organizations or Social Youth Funds under authority of Ministries of Labour, with regard to access to finance for their members	<i>Regional Programme Outcome (RPO):</i> Strengthened institutional capacity of employers' organisations. The RPO is linked to the P&B Outcome 9 on Employers' Organizations
<b>Sudan - SDN108:</b> <i>The foundation of a coordinated labour administration system in Southern Sudan, which will contribute to the development of sound industrial relations and enhance labour law enforcement, is established</i>	Output 1: Central and State Ministries of Labour understand concepts and best practices of DW and Labour administration through a 5-week workshop; Output 2: primary capacity in labour inspection (in its 3 functions of enforcement, advise and knowledge-gap filling) established through a 2-day workshop on OSH and conditions of work; Output 3: primary capacity of ILS development, monitoring and reporting established through a 2-day workshop on ILS; Output 4: labour exchange, career guidance and vocational counselling functions in existing PES are reinforced through a 2-day workshop; Output 5: primary capacity of establishing LMIS is built through a 5-day workshop; Output 6: six (6) key staff of the Central Ministry of Labour are exposed to international practices on ILS, OSH and PES through participation in ITC ILO relevant courses.	<i>CP Outcome:</i> The foundation of a coordinated labour administration system in Southern Sudan, which will contribute to the development of sound industrial relations and enhance labour law enforcement, is established. The CP Outcome forms part of the pipelines in 2010-11 for the P&B Indicator 11.1 'Number of member States that, with the ILO support, strengthen labour administration systems in line with international labour standards' under Outcome 11 on Labour Administration and Labour Law: Labour administrations apply up-to-date labour legislation and provide effective services.
<b>Tunisia - TUN803:</b> <i>Increased capacities of employers and workers' organisations to participate effectively in the development of social and labour policy</i>	Output 1: Un plan d'action de renforcement des capacités des institutions (y compris la Commission nationale de la négociation collective) et des acteurs du dialogue social est formulé et approuvé par les mandants tripartites. Output 2: Des propositions pour une réforme du cadre juridique du dialogue social, en particulier concernant la question de la représentante, sont	<i>CP Outcome:</i> Increased capacities of employers' and workers' organisations to participate effectively in the development of social and labour policy. This CP Outcome forms part of the pipelines in 2010-11 for P&B Indicator 12.1, 'Number of member States that, with ILO support, strengthen social dialogue institutions and mechanisms in line

<sup>7</sup>The four Outputs to be covered by end of 2011.

	<p>formulées par les mandants tripartites.</p> <p>Output 3: Un programme de formation et de renforcement de capacités des partenaires sociaux dans le domaine du dialogue social et de la négociation collective (aux niveaux des secteurs et de l'entreprise) est élaboré et mis en œuvre afin de permettre aux partenaires sociaux de jouer un rôle actif dans les négociations collectives (Durant le deuxième semestre 2011 et 2012 en coopération entre DIALOGUE Département et le Centre International de Formation de l'OIT à Turin)</p>	<p>with international labour standards' under Outcome 12 on Social Dialogue and Industrial Relations.</p>
<p><b>Uganda - UGA801:</b> <i>Labour Administration Systems and Institutions strengthened</i></p>	<p>Output 1: Labour administration audit undertaken;</p> <p>Output 2: A roadmap for the implementation of the audit's recommendation adopted;</p> <p>Output 3: Senior Ministry of Labour management trained in/ on modern labour administration and labour inspection services<sup>8</sup>.</p>	<p><i>CP Outcome:</i> Labour Administration Systems and Institutions strengthened.</p> <p>The CP Outcome forms part of the pipelines in 2010-11 for P&amp;B Indicator 11.1, 'Number of member States that, with ILO support, strengthen labour administration systems in line with international standards' under Outcome 11 on Labour Administration and Labour Law.</p>
<p><b>Zimbabwe - ZWE151:</b> <i>Facilitate and Institutionalize dialogue on socio-economic issues including policy formulation and implementation and capacity building of the Tripartite Negotiation Forum (TNF)</i></p>	<p>The main output of ZWE151 is strengthened capacity of tripartite partners to effectively participate in social dialogue institutions through inclusive and participatory processes.</p> <p>Outputs was covered in 2010-11</p> <p>Output 1: Negotiation and dialogue skills of members of the TNF strengthened</p> <p>Output 2: Strengthened capacity of the institutional framework of social dialogue institutions, including the interface between tripartite partners and other key stakeholders (TNF);</p> <p>Output 3: Effectiveness of negotiation and dialogue mechanisms at the tripartite and bipartite level strengthened</p> <p>Output 4: Strengthened effectiveness of the labour dispute settlement system and alternative dispute resolution mechanisms and processes<sup>9</sup>.</p>	<p><i>CP Outcome:</i> Dialogue on socio economic issues including policy formulation and implementation and capacity building of the Tripartite Negotiation Forum (TNF) facilitated and institutionalized.</p> <p>This CP Outcome forms part of the targets in 2010-11 for P&amp;B Indicator 12.1, 'Number of member States that, with ILO support, strengthen social dialogue institutions and mechanisms in line with international labour standards' under Outcome 12 on Social Dialogue and Industrial Relations.</p>

The evaluation concludes that the design for achieving the 5 programme Outcomes has clearly taken into consideration the relationship between the P&B Indicators for Social Dialogue and the Outcomes proposed for RBSA support in the five countries selected and for the African Region. This augurs well for the Results Based strategy that underpins formulation of the SPN (2009) and its second rolling plan, P&B 2010-2011.

<sup>8</sup>Milestones and major outputs for the year 2011.

<sup>9</sup>Out of the 8 Outputs identified for ZWE151, four were carried out in 2010-2011, while the remaining 4 were covered in 2012 using the balance of RBSA allocation for 2010-2011.

Overall, the evaluation found the design of these CPOs and RPO to be quite good; the Outcomes are clearly stated and their corresponding Outputs and related activities operationally defined. The evaluation, however, found that the specific strategy for addressing the stated Outputs of UGA 801 appear to be concealed, leaving the programme manager to take whatever action deemed appropriate. By contrast, the Outcome formulations for TUN803, SDN108 and ZWE151 identify critical milestones and the specific activities to achieve each milestone.

In each of the CPOs, the milestones, outputs and activities are stated, with implicit targets. The structure of the programme formulation (PROGRAM's Minute Sheet) makes provision for "Comments" by all the technical experts that will be involved in the achievement of each Outcome, but the comments focus almost exclusively on operational matters – budget, project equipment, etc. There should have been a reflection on 'Risks and Assumptions' which, in the case of TUN803, would have speculated on the negative effects of the "Arab Spring" which coincided with the timing of the project in Tunisia. However, the Project TUN/12/01/NOR, part of which TUN803 has been supporting, defines the associated Risks: "The successful delivery of the above-mentioned outputs and activities and of the project as a whole depends very much on how stable the situation will be in the country after the elections of October 2011 as well on the priorities and commitment of the new government towards the objective of strengthening the framework for social dialogue and industrial relations."

Another 'risk' associated with the achievement of the RBSA supported Outcomes in Africa is the uncertainty of funding, apart from the usually long delay between the request for funding support and the actual release of funds. The implications of this for the programmes are treated under the *Effectiveness of interventions* section of this evaluation report.

The budget allocation for each Outcome by country/region is a lump sum, and the 'Comments' section does not leave the task of allocation of funds to each Output/activity to the project manager. Since each allocation is premised on the total amount requested and compatible with the resource gaps 'currently' reflected in the IRIS/SM, the Minute Sheet in that section (Comments) appropriately provides a mini-Work Plan and budget.

In conclusion, the evaluation suggests that, before the commencement of operation, each programme management upon receipt of RBSA funding, should prepare a detailed work plan and budget to amplify the guidance provided in the "Comments" section of PROGRAM's communication, for monitoring and evaluation purposes.

## **4.2 Relevance and strategic fit**

### **4.2.1 Decent Work Context**

In 1999, the ILO adopted the 'Decent Work' (DW) as a primary goal for the Organization during the period of global transition, aimed at securing decent work for women and men everywhere. The goal of DW is to provide "opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity", through four interdependent strategic objectives, namely: i) promoting human rights in particular the ILO Declaration on Fundamental Principles and Rights at Work; ii) the creating



greater employment and income opportunities for women and men; iii) increasing the coverage of social protection; and iv) strengthening social dialogue and tripartism.

In April 2007, ILO's tripartite Constituents in Africa held the 11<sup>th</sup> Africa Regional Meeting in Addis Ababa and adopted the Decent Work Agenda in Africa-DWAA- (2007-15). The DWAA targets urges all African countries to: introduce or extend a basic social security package; have national HIV/AIDS strategies to ensure the workplace contributes to the overall objective of achieving universal access to prevention, treatment, care and support; establish or further develop tripartite social dialogue institutions; adopt legislation to guarantee the rights to freedom of association and collective bargaining; ratify, implement and respect fundamental principles and rights at work; prepare national action plans for the elimination of the worst forms of child labour and the eradication of forced labour by 2015; have anti-discrimination legislation in place and promote equality of opportunity and treatment in respect of employment and occupation and; generate basic annual data on the size and composition of the labour force to facilitate the establishment and sustained functioning of a national Labour Market Information System (LMIS).

While DW has been adopted by the ILO as an internal organizing principle for its operations, Decent Work Country Programme (DWCP) is employed as a strategy for strengthening national capacity to integrate decent work into national development policies and programmes. The DWCPs are anchored on four main strategies; namely, i) supporting national initiatives aimed at reducing decent work deficits; ii) strengthening national capacity to integrate decent work into national policy; iii) demonstrating the utility of an integrated approach in different socio-economic contexts; iv) developing methods for effective country programmes and policies and; v) sharing lessons from national experience. The DWCP provides opportunities to enhance the ILO's and its constituents' involvement in the process of policy formulation and implementation, to advocate employment as a development objective, and to integrate employment-related strategies and approaches into programmes for the creation of more and better jobs at national and regional levels. Thus, the ILO visualized the DWCP as a veritable framework for the promotion of decent work as a key component of national development strategies.

Placing tripartism and social dialogue as its central planks, DWCP provides the ILO both the space and opportunity to harness the Organization's knowledge, instruments, advocacy and cooperation at the service of tripartite constituents in a results-based framework to advance the Decent Work Agenda. Under the theme of tripartism as a key governance mechanism for inclusive poverty-reducing growth, the DWAA has articulated two specific objectives: i) to mobilize the potential of tripartism in Africa as a force to promote poverty reducing and socially inclusive development and ii) to strengthen the capacity of employers' and workers' organizations in the development, implementation, monitoring and evaluation of DWCPs and national development frameworks.

This focus also underscores the importance of the RBSA support to strengthening of the ILO's tripartite constituents so that they can participate as strong partners in debate and decision-making on labour, economic and social policies and poverty reduction strategies. In order to assure programme integrity and continued RBSA funding in response to critical resource gaps and related operational requests, the ILO has decided that the specific Outcomes being so supported should be evaluated. This independent thematic evaluation of RBSA support has been designed to focus on the evaluated ILO Programme and Budget (P&B) Outcomes related to social dialogue.

Deriving from the above, this evaluation concludes that the strategic choice of the RBSA supported Outcomes is quite relevant to the DWCPs in the selected countries (Ethiopia, Uganda, Tunisia, Zimbabwe and Uganda) and African region in general; also, the focus of the RBSA support on activities for the promotion of tripartism and social dialogue address the highest priorities of the ILO to achieve the Decent Work Agenda in Africa.

#### **4.2.2 Selected CPOs and RPO**

At regional level, this independent evaluation has been conducted to assess the achievements obtained through the support of RBSA to CPOs in the African Region concerning the promotion of tripartism and social dialogue, specifically. In addition, the evaluation has covered 5 CPOs in five countries (Ethiopia, South Sudan, Tunisia, Uganda and Zimbabwe).

In terms of relevance and strategic fit of the respective RBSA supported Outcomes, each allocation has been made in response to CP request for additional funding for Outcomes related to tripartism and social dialogue activities. In addition, the approved funding from RBSA sources remains the Organizations management strategy for allocating funds when and where they are most needed in an independent, flexible and fast manner and; as already noted above, RBSA enables the Office to expand, accelerate and deepen existing technical cooperation programmes and capacity to deliver on decent work priorities and outcomes, mainly at the country level, in ways that may not otherwise be possible because of restrictions on other forms of funding. In essence, the relevance and strategic fit of the RBSA support to Country level Outcomes can hardly be debated.

#### **ETH802**

In Ethiopia, the Government ratified the UN Convention on the Right of Persons with Disabilities (UN CRPD) in June 2010 by issuing Proclamation No. 676/2010. The Ethiopian Growth and Transformation Plan (GTP) adopted in 2010 for the period 2011-2015 has put disability as a cross-cutting development issue for the first time in the history of national development planning in the country. The Ministry of Labour and Social Affairs (MLSA) has adopted a National Plan of Action (NPA) for disability inclusion that will be implemented from 2010-2020. Directives for the enforcement of Proclamation 568/2008 on the Right to employment of persons with disabilities have been issued by the Ministry of Labour and Social Affairs following a series of sensitization workshops supported by PEPDEL. (Project NPO report).

The real challenge for Ethiopian Government and development partners is how to translate the policy and legislative frameworks, both international and national, into programmes of action and implement them. In this regard, the ILO has been providing support to the inclusion of people with disabilities in programmes on entrepreneurship development, skills training, and employment in Ethiopia since the early 2000s through the ILO-Irish Aid Partnership Programme.

In order to build on past achievements and continuing programme of support in the disability area, the Government of Ethiopia (GoE) recognized the need for strengthening the capacity of workers' organizations to be more effective in dealing with the various issues the confederation is expected to tackle. The ILO has responded through different programmes and activities in supporting the confederation to tackle existing and emerging challenges.

The request for RBSA support was to focus specifically on the discrimination in the work place against persons with disabilities. It is conceivable that by raising awareness of union leaders and workers on the rights of persons with disabilities as well as lobbying basic trade unions to include disability rights in collective agreements, a disability inclusive work force and trade unions could be realized in the country. Therefore, GoE requested the ILO to provide additional funding through the RBSA facility to achieve the following outputs:

- a) Technical capacity of Trade Unions to address issues of discrimination at the workplace increased;
- b) Capacity of Trade Unions to advocate for and promote the rights to Decent Work for Persons with disabilities strengthened;
- c) Trade Union leaders trained in disability rights and acquired knowledge on the relevant policy and legal framework, including the ILO Convention No. 159 on Vocational Rehabilitation and Employment for persons with disabilities and the UN Convention on the rights of Persons with Disabilities (UN CRPD) and;
- d) Union leaders take first steps towards including disability rights in to collective agreements after capacity building support, including Disability Equality Training (DET)

The above additional outputs, as planned, contributed meaningfully to the country Programme Outcome (ETH802) 'Institutional capacity of workers' organizations strengthened, which is part of the targets in 2010-2011 for P&B Indicator 10.1: number of national workers' organizations that, with the ILO support, include the Decent Work Agenda in their strategic planning and training programmes.

### **SDN108**

South Sudan fought a protracted and costly war with the North Sudan (now Republic of Sudan) leading to the signing of the Comprehensive Peace Agreement in January 2005 and the establishment of the new Government of National Unity in Khartoum. In December 2005, a Government of Southern Sudan was formally established. During the war years, both human and institutional capacities were largely destroyed; it is therefore not surprising that the post-conflict reconstruction efforts were initially focused on the development of the capacity of the new country.

The ILO has been providing support to strengthen the capacity of the Ministry of Labour and the new State ministries of labour. Major activities included: i) drafting of a new labour law and development of the Southern Sudan Vocational Training Policy and Implementation Strategy ; ii) rehabilitation and equipment of eight State labour offices; iii) capacity building of staff in the central Ministry, state ministries and local offices; iv) establishment of employment service centres; v) support to national institutions and service providers on the disarmament, demobilization and reintegration of ex-combatants; vi) in-country capacity building of key staff from the Government and the social partners of what is now South Sudan, with exposure to world best practices through specializing training at the ILO International Training Centre in Turin. Following the referendum for independence, the Labour Ministry of the Government of South Sudan requested the ILO to increase its presence and assistance<sup>10</sup>.

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<sup>10</sup>ILO RBSA : ILO's Regular Budget Update for the Governing Body 313th Session, March 2012 : Selected stories in Africa.

The Ministry of Labour formally requested the ILO assistance in two specific areas of concern to labour and employment issues in the newly independent State. First, a South Sudan Labour Conference involving the ten States and social partners - trade unions and employers associations - to prepare for membership of the ILO and the development of a Decent Work Country Programme. Second, GoSS requested the ILO to run an induction training for State Ministers of Labour, selected Members of Parliament and Director General and Directors of Labour on labour administration and social dialogue for a growing private sector that respects labour standards, rights and laws, etc.

In response the ILO assisted GoSS to organize and conduct the First National Labour and Employment Tripartite Conference, from 2 to 3 May 2011 in Juba, South Sudan. Within the context of ILO ongoing support to the institutional development of this war-ravaged country, the GoSS requested for assistance to achieve the following outputs, from RBSA sources, in support of the CPO (SDN108):

Output 1: Central and State Ministries of Labour understand concepts and best practices of DW and Labour administration through a 5-week workshop;

Output 2: primary capacity in labour inspection (in its 3 functions of enforcement, advice and knowledge-gap filling) established through a 2-day workshop on OSH and conditions of work;

Output 3: primary capacity of ILS development, monitoring and reporting established through a 2-day workshop on ILS;

Output 4: labour exchange, career guidance and vocational counselling functions in existing PES are reinforced through a 2-day workshop;

Output 5: primary capacity of establishing LMIS is built through a 5-day workshop;

Output 6: six (6) key staff of the Central Ministry of Labour are exposed to international practices on ILS, OSH and PES through participation in ITC ILO relevant courses.

The South Sudan CPO, *'The foundation of a coordinated labour administration system in Southern Sudan, which will contribute to the development of sound industrial relations and enhance labour law enforcement, is established'*, forms part of the pipelines in 2010-11 for the P&B Indicator 11.1 'Number of member States that, with the ILO support, strengthen labour administration systems in line with international labour standards' under Outcome 11 on Labour Administration and Labour Law: Labour administrations apply up-to-date labour legislation and provide effective services.

In essence, this evaluation found the outputs of SDN108 to be relevant to the human and institutional capacity building needs of post-conflict reconstruction and rehabilitation efforts of the GoSS; and is strategically related to the P&B Outcome on strengthened Social Dialogue capacity of tripartite constituents in Africa.

### **TUN803**

The social and political unrest which started in Tunisia and has been spreading across the Arab countries was largely driven by high and persistent level of unemployment, bad governance and pervading poverty especially among the youth. The unemployment rate among college educated rose from 14% in 2005 to 22% in 2009 without any sign of a declining trend. The low labour force participation rate of women also has been persistent over the last years despite their improving trends in educational attainment. In 2010, the labour force participation rate among women was 24.8 per cent compared to 69.5 per cent for men.

In addition, poor working conditions featured in the labour market and threatened job security among the middle class.

In the aftermath to the Tunisian revolution, the new Government expressed the need to extend the scope of social dialogue beyond wage bargaining and to involve a wider group of participants. The necessity to promote social dialogue was expressed by the new government, employers and more than anybody else by workers who were one of the major driving forces behind the revolution. The tripartite constituency and other organizations of civic society organizations are calling for a new social contract but as expected each is coming from different background and hold different expectations. While workers embarked on demand for improved wages, the employers on their part were complaining about economic losses they faced because of the economy slowdown, damages inflicted on a large number of enterprises and the inhibiting effect of numerous workers' strikes<sup>11</sup>.

Given the above situation, the Government of Tunisia expressed the need to establish and strengthen mechanisms to ensure a dynamic social dialogue process. For a country in transition, like Tunisia, productive social dialogue process is the only path through which it can arrive at agreed upon short term and long term measures and policies that will support recovery, stability and social justice. This conclusion was also reached by the tripartite national conference entitled "Justice sociale et lutte contre la pauvreté" which took place in October 2011 with the support of ILO and several UN Agencies.

In response, the ILO has been supporting the Government of Tunisia through project TUN/12/01/NOR<sup>12</sup>. The project has two complementary strategies:

- i. Promoting social dialogue at national, regional, and sector levels by enhancing capacities of government officials, workers' and employers' organizations to effectively and efficiently play their roles in social dialogue processes.
- ii. Enhancing the governance of the labour market through revision of labour legislation, modernization of labour market framework and strengthening the capacities of labour institutions.

Support was also provided through the ILO mission in March 2011 and elaboration of movement order for the interventions of the ILO in Tunisia with DS as one of the preferences; the formulation of a proposal of outputs for DS for financing by RBSA (July-August, 2011) and; subsequent formulation of a plan for TC on social dialogue.

In addition, support was also provided to the "Partnership on social dialogue" launched on 8 December 2011 by the Government of Belgium, the ILO, Tunisia, Morocco and Algeria. Although the launching of this partnership did not require any RBSA support, it serves as a basis for the implementation of Norwegian-funded project in Tunisia.

This approach is in line with the findings of "Tunisia: A New Social Contract for Fair and Equitable Growth", compiled by the ILO Regional Office for Africa, that has identified the strengthening of social dialogue mechanisms, institutions and actors as one of the key policy challenges for a more inclusive and sustainable growth in the future. This approach is also consistent with the DWCP (2010-2014), which has identified social dialogue as well as labour administration as pivotal elements achieving decent work for all.

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<sup>11</sup>La Confédération Générale Tunisienne du Travail (CGTT) and L'Union des Travailleurs Tunisiens (UTT)

<sup>12</sup>Titled, *Promoting social dialogue and enhancing labour governance in Tunisia*.

The Tunisia CPO (TUN803) is: *'Increased capacities of employers' and workers' organisations to participate effectively in the development of social and labour policy.* This CP Outcome forms part of the pipelines in 2010-11 for P&B Indicator 12.1, 'Number of member States that, with ILO support, strengthen social dialogue institutions and mechanisms in line with international labour standards' under Outcome 12 on Social Dialogue and Industrial Relations.

The decision by ROAF to request this RBSA was based on discussions with the government and the national social partners held during two missions in Tunisia in early 2011 (February and March 2011). Social dialogue has been identified as one of the urgent fields of intervention.

The evaluation, therefore, concludes that in terms of the country needs for development, the CPO is quite relevant; and in the light of the P&B programming, the CPO fits strategically.

### **UGA801**

The reference point for the ILO support to the Government and the constituents has been the DWCP (2007-2010). Government and the ILO consider effective labour administration, including a proper labour inspection system, to be vital for good governance and economic progress as it can make Decent Work a reality at the workplace. In line with the priority identified by the Government of Uganda (GoU), the ILO was invited by the government to conduct a labour administration and inspection needs assessment and to make recommendations for the improvement of administrative practices and systems of inspection. The overall development objective is to assist the Government improve working conditions for men and women workers in Uganda through improved labour administration services and labour law compliance<sup>13</sup>.

Based on the information gathered, and regarding the coordination of labour administration and inspection functions, the ILO mission observed that: a) the national system of labour administration has been affected by the policy of decentralization of labour administration services to the districts; b) the headquarters has not been effective in the performance of its coordination role; c) decentralization of services has not been accompanied by provision of requisite resources to enable districts to perform their responsibility of service delivery; d) there is general lack of capacity of staff in labour administration matters in the districts regarding their technical competence and numbers.

Therefore, the ILO mission recommended, among others, that the Ministry of Gender, Labour and Social Development (MGLSD) should reassert its active role of coordination, policy setting and provision of technical support and guidance to the districts in order to improve the delivery of labour administration services at the local level, in the light of the Constitution of Uganda and the Local Government Act.

As a follow-up to the ILO mission and its recommendations, the Government of Uganda (GoU) requested for further assistance, through RBSA funding sources, to address specific aspects of labour administration in the country. The three specific outputs for implementation during the 2010-11 biennium are as follows:

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<sup>13</sup>Technical Memorandum: Uganda labour administration and inspection needs assessment (LAB/ADMIN, Labour Administration and Inspection Programme, ILO, Geneva), December 2011.

- Output 1: Labour administration audit undertaken;
- Output 2: A roadmap for the implementation of the audit's recommendation adopted;
- Output 3: Initial training on labour administration and labour inspection for senior management in the Ministry of Labour undertaken.

Certainly, these outputs are quite relevant to capacity building (human and institutional) needs of the labour administration system in Uganda. In terms of strategic fit, the CPO (UGA801): '*Labour Administration Systems and Institutions strengthened*', forms part of the pipelines in 2010-11 for P&B Indicator 11.1, 'Number of member States that, with ILO support, strengthen labour administration systems in line with international standards' under Outcome 11 on Labour Administration and Labour Law.

It is obvious from the above that request for RBSA funding for the labour administration outcome in Uganda has been well grounded on national priority, and the Outcome is strategically positioned within the P&B priority outcomes for the 2010-11 biennium.

## **ZWE151**

In 2009, the ILO GB appointed a Commission of Inquiry to examine the observance by the Government of Zimbabwe of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98). The report, among others, received and considered allegations relating to the systematic violation of freedom of association, including: a) routine infringements of the right to strike and demonstrate; b) the widespread arrests, detentions, assaults and torture of trade union officials and members; c) the intimidation and harassment of trade unions and their members and, in particular, of teachers, farm workers and the business community; d) pattern of interference in trade union affairs and anti-union discrimination; e) lapses in collective bargaining and social dialogue and; f) a failure in the institutional protection of trade union rights<sup>14</sup>.

Following the Commission of Inquiry, the ILO provided a Technical Assistance Package to implement the seven (7) recommendations of the ILO Commission of Inquiry on the observance by the Government of Zimbabwe of conventions on freedom of association and protection of the rights to organise and collective bargaining. In turn, the Government of Zimbabwe accepted the recommendations arising from the findings of the commission leading the formulation of a package of support containing, among others, initiatives aimed at strengthening the application of ILO conventions and other international labour standards.

To this end, as part of the package of support, the ILO supported the organization of a comprehensive training programme for labour officers and National Employment Council's designated agencies in Kadoma, Zimbabwe, from 14 to 16 November 2011. The activity was undertaken as part of the 2010-2011 RBSA allocated to Zimbabwe to strengthen effective social dialogue in the country. It was a follow-up to the work implemented under the ILO/UNDP Strengthening of Social Dialogue and Tripartite Cooperation in Zimbabwe, a

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<sup>14</sup> ILO, Report of the Commission of Inquiry appointed under article 26 of the Constitution of the International Labour Organization to examine the observance by the Government of Zimbabwe of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98) December 2009, ILO, Geneva

project which ended in 2010. It is complementary to the ILO support to the implementation of the ILO Commission of Inquiry's seven (7) recommendations on Zimbabwe.

CPO (ZWE151), *'Dialogue on socio economic issues including policy formulation and implementation and capacity building of the Tripartite Negotiation Forum (TNF) facilitated and institutionalized'*, is obviously relevant to Zimbabwe's country priorities in the light of the ILO Commission of Inquiry's recommendations and Government's acceptance thereof. In addition, this CPO forms part of the targets in 2010-11 for P&B Indicator 12.1, 'Number of member States that, with ILO support, strengthened social dialogue institutions and mechanisms in line with international labour standards' under Outcome 12; on Social Dialogue and Industrial Relations. Hence, in terms of relevance and strategic fit, the evaluation found that RBSA support to this CPO has been well placed.

### **RAF801**

The purpose of RBSA allocation to RAF801 was to support the African Region to achieve 'Strengthened institutional capacity of employers' organisations'. The basis for the RBSA request was not provided to the evaluator by ROAF, and PROGRAM itself, in its approval 'Minute Sheet' expressed the concern that "currently the information available for RAF801 in IRIS/SM is insufficient"; nevertheless, the allocation was approved. It is possible that ROAF request for RBSA support to RAF801 was based on ILO's experience with employers' associations in African countries.

ILO's report VI on Social Dialogue points out a range of challenges in the current global economic environment faced by employers' organizations: rapidly evolving technologies; labour market transformations; a changing architecture of production systems organized in global value chains; pressures on companies to improve their competitiveness and productivity; and heightened competition to attract capital and investment. These attributes of the global economy have increased the complexity for employers' organizations to represent members and respond to their expectations, obliging the bodies to review their strategies, the services offered to their members as well as their own structures<sup>15</sup>.

There are some examples in African countries of the expanding mandates and consolidating representation of employers' organisations. For example, the ILO has observed the emergence of the Federation of Swaziland Employers and Chamber of Commerce from an amalgamation of the Swaziland Chamber of Commerce and Industry and the Federation of Swaziland Employers in 2003. Similar mergers have been observed in Nigeria, South Africa and Uganda. Such a structural trend of mergers among business and economic organizations and chambers of commerce seems to give employers a stronger national voice.

As more decisions are taken supra-nationally, employers' organizations are faced with issues concerning their global representation. In an increasingly demanding environment for businesses and workers, since the beginning of the crisis, the Office has provided capacity building on union-management negotiation skills in many countries including South Africa, Swaziland. Training in conciliation and mediation skills was provided in Botswana, Cape Verde, Egypt, Swaziland, the United Republic of Tanzania, Tunisia and Zimbabwe. Similarly, the employers' organizations in Botswana, Rwanda, Swaziland and Zimbabwe

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<sup>15</sup> ILO, **International Labour Conference, 102nd Session, 2013, Report VI; Social dialogue; Recurrent discussion on social dialogue under the ILO Declaration on Social Justice for a Fair Globalization, 2013; ILO, Geneva (ILC.102/VI).**



benefited from ILO assistance to build bipartite relationships with workers' organizations and launch joint advocacy for sustainable enterprise, employment creation and job security.

In order to respond to this fast-changing landscape, the ILO needs to better understand and analyse, through research and policy dialogue, the changes in representation as well as the related strategies that employers' and workers' organizations are adopting or can pursue in the future (ibid). This provides a justification for ROAF to seek RBSA support for RAF801 to assist selected African countries in strengthening their employers' organizations. In terms of strategic fit, the RPO is linked to the P&B Outcome 9 on Employers' Organizations.

### **4.3 Effectiveness of the interventions**

This section addresses certain critical evaluation issues: the extent to which the six CPOs and RPO and the related outputs have been achieved or are they likely to be achieved; the role of the RBSA fund in achieving the biennium CPOs/RPO targets; the extent to which the interventions have influenced ILO's tripartite constituents in the area of tripartism and social dialogue and; the extent to which planned outcomes/outputs, and the implementation of activities, have addressed gender equality concerns.

The evaluation found that in spite of the delay in making the fund available to programme implementers, the flexibility of RBSA funding has enabled the ILO to respond quickly and effectively to urgent and emerging needs and priorities in all the 5 CPOs evaluated.

#### **ETH802**

As already mentioned above, the ILO has been providing support to the inclusion of people with disabilities in programmes on entrepreneurship development, skills training, and employment in Ethiopia since the early 2000s through the ILO-Irish Aid Partnership Programme. Beginning in 2004, activities were implemented under the project "Developing Entrepreneurship for Women with Disabilities" (DEWD). From 2008 onwards, activities continued under a new project titled INCLUDE (Promoting Decent Work for People with Disabilities through a Disability Support Service), building on the experiences from DEWD while promoting disability inclusion across a wider range of services. The ILO has worked closely with government institutions, employers' and workers' organizations, community groups and non-governmental organizations (NGOs) on this project which has helped to: i) provide business knowledge and training; ii) facilitate access to microfinance institutions and to new markets; iii) provide business support services and; iv) to strengthen women entrepreneurs' voice and representation through networks and groups<sup>16</sup>.

The RBSA funding was requested specifically to fill in observed gap in capacity building by the training of Trade Unions' leaders, specifically to address discrimination in the work place against persons with disabilities through relevant disability policy and legal frameworks as well as the inclusion of disability rights into collective bargaining.

The ETH802 programme management worked closely with Government through the tripartite constituents (Government- Ministry of Labour, the Trade Unions, and development partners) to develop and implement capacity building activities with the RBSA fund provided. Two

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<sup>16</sup>ILO Success Africa III (2011)

major activities seem to stand out: namely, improvement of the knowledge base; and training workshops for Trade Union leaders.

A number of materials have been developed under the larger ILO project being funded by the Irish aid but their usefulness was limited because they were produced in English thereby limiting the readership coverage. The RBSA fund came in handy to translate these materials into Amharic and expand their circulation to the mainstream Amharic speakers in the country. Two major documents were translated, produced and distributed in the country.

First, an Education and Training Guide, entitled: ‘Achieving Employment Opportunities for Persons with disabilities through Legislation’, was translated into Amharic, printed and distributed widely. Second, an ILO video on disability rights promotion entitled ‘From Rights to reality: Trade Unions Promoting Decent Work for Persons with Disabilities’, was translated into Amharic and disseminated in the country.

In addition, RBSA fund was used to print and distribute three ILO Amharic publications on disability rights promotion: a) ILO Convention 159, Recommendation 168, UN CRPD; b) Putting the World to rights; iii) Count Us In. The translation and publication of these ILO tools into local languages and sharing them with stakeholders and the local audience have proved an effective means of improving the knowledge base on disability rights, and the need to formulate and implement effective policies.

The capacity of Trade Union leaders was enhanced through RBSA supported training workshops organized by CETU, one in Hwassa (April 11-12, 2011), and the other in Addis Ababa (April 19-20). By providing training opportunities the capacity of the Confederation of Ethiopian Trade Unions (CETU) in advocating the rights and employment Opportunities for Persons with disabilities was effectively enhanced. In addition, disability awareness workshops, media campaigns and the publishing of guides on disability rights have contributed greatly to the strengthening of ILO partners’ capacity. The programme has also been working on the production of Gender Mainstreaming Guidelines, and should be ready for appraisal soon.

The evaluation concludes that, given the resources available and the period of less than 6 months to carry out output activities, the performance has been exemplary. The ILO interventions through the release of RBSA funds and technical support by the ILO Programme Officer, the Director ILO Ethiopia, and backstopping support from Geneva have all contributed to enhancement of the capacity of Trade Union leaders at national level to take into consideration the concerns of disabled persons in collective bargaining and in the formulation and implementation of relevant policies. As a follow-up, the programme will need to take the capacity building initiatives to the regional level so as to reach all Trade Union leaders in a decentralised fashion.

## **UGA801**

The specific objective of the RBSA allocation of US\$57,000 to UGA801 was to support the ongoing programme of support to the Government of Uganda in strengthening labour administration system in the country through the revitalization of the Uganda Labour Advisory Board and the Industrial Court. To this end, the RBSA fund was expected to lead to the realization of three related outputs in 2011: i) Labour administration audit will have been

undertaken; ii) A roadmap for the implementation of the audit's recommendation will have been adopted and; iii) Initial training on labour administration and labour inspection for senior management in the Ministry of Labour will have been undertaken.

The Ministry of Gender, Labour and Social Development (MGLSD) is the lead Ministry responsible for labour administration in the country, and a recent Ministerial Policy Statement makes it clear that labour administration is not one of the Government priorities in the labour and employment sector<sup>17</sup>. Despite the policy plans contained in the National Development Plan and DWCP, the practical situation in Uganda has not been compliant with international labour standards as evidenced by many comments of the Committee of Experts on the Application of Conventions and Recommendations (Committee of Experts) on the application of Labour Inspection Convention, 1947 (No. 81) by Uganda. There have been several ILO missions to the country whose findings have in the same manner pointed out a number of deficiencies in the labour administration and labour inspection system and made recommendations for reform. As a result, a scoping mission on the current state of labour administration in Uganda was undertaken on 18 to 19 April, 2011 at the invitation of the ILO CO for the United Republic of Tanzania, Kenya, Rwanda and Uganda.

The purpose of the mission was to make an assessment of the nature of improvements on labour administration and labour inspections that have been made by the Government following observations by the Committee of Experts and technical advice by previous ILO missions; to assess the possibility for ILO to undertake a fully-fledged labour administration audit; and to propose the terms of reference for such an audit. Further, a scoping mission was undertaken to lay down preparatory work for undertaking a labour administration audit that would also chart out areas in which the government, in consultation with the social partners, would invest further resources to enhance labour administration in a decentralized system.

The mission met with: i) senior officials from the Ministry of Gender, Labour and Social Development led by the Permanent Secretary (PS), Ms. C. G. Kintu; ii) representatives of the Federation of Uganda Employers led by the Executive Director, Ms. R. Ssenabulya; iii) a delegation from the National Organization of Trade Unions (NOTU) led by the Secretary General, Mr. Peter Werikhe and; iv) representatives of the Confederation of Free Trade Unions (COFTU) led by the Secretary General, Dr. Sam Lyomoki (who is also a Member of Parliament representing workers).

Relevant to the objectives of the mission was the information given that trade union performance in Uganda has not been effective due to the existing trade union rivalry between the two national trade union centres (NOTU and COFTU) resulting from amongst other issues, differences in political party affiliations. Among others, the mission concluded that i) the non-operation of the Labour Advisory Board has denied the tripartite parties of a forum where they could discuss challenges facing labour administration in the country and adoption of policies relating to labour and employment and; ii) that the level of service delivery by the Ministry of Labour was unsatisfactory and there was a need for a comprehensive review of the structure and system of labour administration in the country with a view to coming up with the necessary reforms;

With ILO technical support and RBSA funding, the labour administration audit was

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<sup>17</sup>Republic of Uganda (2011); *Ministerial Policy Statement for Gender, Labour and Social Development, 2011/12*, p. vii.

conducted and the findings communicated to the Government of Uganda. The ministry was, overall, in agreement with the findings of the labour administration audit assessment report, and its recommendations. Although an implementation framework has been developed and agreed to by Government and concerned parties, actual implementation of the audit recommendations remain a challenge, given the structure of labour administration in the country and budget constraint. With ILO support, Government should liaise with the relevant focal points on putting together the ground work for efficient implementation.

Apart from the scoping mission, workshops were undertaken to support the trade unions and employers' organization aimed at improving their services to their members. In addition, new members of tripartite consultative bodies such as the labour Advisory Board were also trained through a workshop in their new role and responsibilities. Thereafter, a time-bound action plan was developed that would monitor progress towards achieving the mid-to long term outcomes of the workshop. Implementation of the time-bound action plan has been ongoing at a slow pace.

The achievements made through the utilization of RBSA funds and ILO technical expertise in addressing labour administration issues in Uganda in 2011 may take some time to show on the regional evaluation radar of the ILO. The implementation report covering the 2010-11 biennium compiled by the ILO mentions Angola, Burkina Faso, Mali, Senegal, Togo, and UR Tanzanians member States that, with ILO support, strengthen labour administration systems in line with international labour standards.<sup>18</sup>

### **TUN803**

Technical lead in the implementation of the CPO was DIALOGUE/HQ. Due to the politically unstable situation, the implementation of the outputs was delayed and had to be adapted to the changing context (e.g. the conclusion of the Social and Economic Pact became the overall priority of the government and the social partners). To this effect, one preparatory meeting in Geneva and one tripartite conference in Tunis were organized.

The preparatory meeting in Geneva was convened in 2011 to prepare for the Tripartite Conference (10 May 2012), at which the project on the promotion of social dialogue in Tunisia (24 – 25 May 2012) was to be launched. The object of this tripartite conference was to bring together the representatives of the government and the social partners in order to define and diagnose the social and economic situation in Tunisia, and to identify the main axes for the Social Contract covering the period 2012 to 2013. This conference was also conceived as an opportunity for the three parties to work together in order to achieve the economic and social reforms necessary for social stability and economic prosperity in Tunisia.

Two training programmes were planned and agreed upon with the government and the social partners in 2011. The first training programme, entitled « Appui à la stipulation d'un contrat Social Tripartite en Tunisie » was planned *for execution between 25 and 29 June 2012*<sup>19</sup>. The one-week training course was to take place in Turin (combined with a study visit in Rome) to support the elaboration of the tripartite Social Contract in Tunisia. The target group for the

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<sup>18</sup>Governing Body, ILO Programme Implementation 2010-11; 13<sup>th</sup> Session, Geneva, 15-30 March 2012.

<sup>19</sup> References to 2012 or 2013 are with respect to planning activities that took place in 2011 against the next biennium.

training consisted of members of the working group for the Social Contract in Tunisia. The management of TUN803 prepared the training in collaboration with ICT/Turin to cost of US\$90,889.

The second training programme was titled, « Atelier tripartite sur la prévention et la résolution des conflits », and *was scheduled for one week in June 2012*. It was designed as a tripartite training workshop in Tunisia on dispute prevention and resolution. The objectives of the workshop was to strengthen participating tripartite partners' capacity and knowledge of consensus-building approaches as well as of effective conflict management so as to help them reach agreements that foster mutual gains. The target group for the training was made up of labour inspectors, representatives of workers and employers. Again, planning was done with the support of ICT/Turin that would carry out the training with an estimated budget of US\$16,710.

For reasons related to limited staff capacity and the prevailing political environment in Tunisia at that time, none of the planned training activities for 2011 materialized. Government had to issue a memo to the TUN803 management informing them that the Minister of Social Affairs and the Secretary General of the UGTT have indicated that their officials were not available for the training sessions. This was probably why ROAF decided that unspent funds from ROAF803 should be transferred to CO-Cairo. In terms of time invested and expectations raised, the intervention was anything but effective. Unfortunately, given the rather volatile political situation in Tunisia in 2010-11, such a sudden decision, however negative, could not have been prevented by programme management.

The ILO provided other interventions to support the transition in Tunisia through two missions to the country: the first was a political mission in February 2011, followed by a technical mission from 29 to 30 March 2011. The technical mission was organized to discuss the concerns and needs of the Government and Tunisian Social Partners in technical collaboration. The mission comprised the following ILO officials: M. Schwettmann : Chef de mission / Directeur Régional Adjoint du BIT pour l'Afrique; Mme. Fortuny : Unité de politique de l'emploi (Siège) ; M. Khalef : Coordinateur de la région arabe (Siège / ACTRAV); M. Sanzouango : Conseiller senior pour l'Afrique (Siège/ ACTEMP); M. Qaryouti : Directeur du Bureau du Caire; Mme Belal : Chargée de programmes (Bureau du Caire) and; Mlle Lehtihel : Chargée de programmes (Bureau d'Alger).

Apart from planned interventions in other areas of DW, the mission discussed two important areas of intervention by the ILO: a) *Interventions in the field of working legislation and in norms of job and*, b) *Interventions in the field of social dialogue*.

Regarding working legislation and norms of job, the mission considered: i) the provision of expertise for the review of working code (with objective to reduce the precariousness of the workers while preserving the competitiveness of firm; possible ratification by Tunisia of Conventions considered by the social partners as priority [(C144 - tripartite consultation); (C 151 - working relations in the public service); (C 154 - collective negotiation); (C 181 - agencies deprived of job) and; (C 183 - protection of motherhood)]).

Interventions in the field of social dialogue by the technical mission included: education of young Tunisians in social dialogue, ethics at job and citizenship. support to the organization of social dialogue at the level of the economic regions; facilitation of a tripartite national conference with a view to consolidating social peace and adopting a National Alliance of Job

(after the keeping of the congresses of UTICA and UGTT); support to the preparation of the negotiations of collective labour agreements and; strengthening the capacities of the social partners in social dialogue and in prevention and resolution of conflicts.

From the consolidated reply to PROGRAM's comments 8 Dec 2011, the rate of delivery of the RBSA fund to TUN803 at the end of the year was projected to about 27% after the payment of the wage of the focal point for December 2011. Overall, the evaluation found that programme interventions utilizing RBSA funding for TUN803 has laid a good foundation for future capacity building programmes planned in 2011.

## **SDN108**

The Ministry of Labour of the newly independent South Sudan, following the referendum, requested the ILO to increase its presence in the country and provide additional assistance. The additional assistance came in February 2011 in form of RBSA allocation of US\$227,000 for a package of initiatives, with focus on the First National Tripartite Labour and Employment Conference for South Sudan, and to address the immediate operational capacity of both federal and the newly established State ministries for labour administration and to establish a basis for social dialogue<sup>20</sup>.

Specifically, the RBSA allocation was to achieve the following 6 outputs:

- Output 1: Central and State Ministries of Labour understand concepts and best practices of DW and Labour administration through a 5-week workshop;
- Output 2: primary capacity in labour inspection (in its 3 functions of enforcement, advise and knowledge-gap filling) established through a 2-day workshop on OSH and conditions of work;
- Output 3: primary capacity of ILS development, monitoring and reporting established through a 2-day workshop on ILS;
- Output 4: labour exchange, career guidance and vocational counselling functions in existing PES are reinforced through a 2-day workshop;
- Output 5: primary capacity of establishing LMIS is built through a 5-day workshop;
- Output 6: six (6) key staff of the Central Ministry of Labour are exposed to international practices on ILS, OSH and PES through participation in ITC ILO relevant courses<sup>21</sup>.

The above outputs of CPO (SDN108) are to contribute to Outcome 11: Labour administrations apply up to date labour legislation and provide effective services. The effectiveness of the interventions will determine the extent of their contribution. The evaluation found that the ILO effectively deployed a body of experts in support the National Conference and the training workshops as scheduled, and thereby strengthened the capacity of the new Government and of the social partners in the areas of employability, employment, labour market policies and systems, working conditions, international labour standards, social dialogue and training of employers' and workers' organizations.

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<sup>20</sup>RBSA: Update for the Governing Body 313th Session, March 2012 Selected stories in Africa

<sup>21</sup>PROGRAMME, RBSA allocation approval – Sudan – SDN108 (PROG/PB 10-11 2-8)

The RBSA was used to prepare South Sudan for its independence, and the ILO adopted a tripartite approach despite the absence of real EO in 2011. The use of RBSA was also positive to prepare this new country for social challenges, and allowed the ILO to work on unexpected events (Revolution and independence) providing flexibility in ILO actions.

The National Conference was held in Juba on the 2<sup>nd</sup> and 3<sup>rd</sup> of May 2011 and it witnessed the massive participation of Government functionaries at the highest level in collaboration with the social partners. This was followed by 7 Workshops from the 4<sup>th</sup> – 13<sup>th</sup> May 2011 at the same venue. These activities drew together a total of 58 participants from the 10 states, comprising of State Ministers of Labour, Directors of Labour, Chairpersons, Trade Union, Director Generals of Labour, Chairpersons Employees Justice Chamber, Chairpersons Chamber of Commerce and several GoSS representatives in attendance. Activities included presentations by ILO experts on the concept of Decent work and eventual implementation of the Decent work program, question and answer sessions, and open discussions by the participants.

#### *National Conference*

Key presentation at the Conference was made by Dr. Yousef Qaryouti, the ILO Director, Cairo on the Decent Work Agenda for Africa, outlining the aims of the agenda covering the period 2007- 2015, based on a Tripartite Assessment of Major DW deficits in Africa, and the issue of Social dialogue for Conflict resolution, reconciliation and nation building. This was followed by a number of expert presentations, analysis and discussions at plenary. These included: a) Mr. Luca Azzoni, ILO Senior Skills Specialist, *Decent work in support of Nation building and conflict resolution*; b) Mr. Graham Boyd, *Decent Work and the United Nations post conflict employment creation, income generation and Reintegration*; c) Mr. Momar N'Diaye, ILO senior reports officer, from the Declaration Office, *the Fundamental principles and rights at work as a cornerstone for the implementation of the decent work agenda in a new nation*; d) Mr. Frederick Parry, *Key features of National social dialogue*.

#### *Workshops*

Between the 4<sup>th</sup> and 13<sup>th</sup> of May 2011, ILO facilitated the conduct of 7 workshops involving plenary sessions and group discussions. The discussions groups were in three categories: Trade Unionists; Government Representatives ( Ministers of Labour, Director General's and Directors of Labour, Employee Justice Chamber and other Line Government institutions and; Employers' Organizations.

At the end of each session, an evaluation was carried out in order to assess the outcome of the respective workshops. Areas of evaluation included: a) the general awareness of the participants on the issues to be tackled during the workshop; b) the actual delivery of the activity which comprised of clarity of objectives, content of the subject matter, methodology, overall participation of the other members, media/ material used and the general organization of the event and; c) the usefulness of the activity and the relevance to daily activities of organizations. The analysis of the questionnaires showed that the workshops were relevant, useful and beneficial to the participants in particular and the country in general.

#### *Conclusion*

The two day conference was closed by the vice president of the Government of South Sudan, H.E. Dr. Riek Machar Teny, and witnessed the signing of the First Tripartite Resolution by the Trade Union representatives, Employers Organization representative and the Minister for

Labour GOSS. In a tripartite resolution signed at this First National Conference, constituents committed themselves to membership of the ILO, preparation of a DWCP, the adoption of all the fundamental Conventions and the adoption of a social dialogue modality for the implementation of the Decent Work Agenda for South Sudan at central and state level. This serves to confirm that the flexibility of RBSA funding has been effective in addressing urgent national needs and building capacity for addressing DWCP priorities.

An internal ILO evaluation also concluded that the sound labour administration will allow the South Sudan federal and state governments to implement the new labour law and the social partners to contribute to the development of industrial relations, providing legitimacy to the social policies the new country will have to adopt. In addition, the flexibility and timely funding of RBSA has enabled the ILO to respond quickly and effectively to urgent and emerging needs and priorities (e.g. facilitation of operational capacity of both federal and the newly established State ministries for labour administration in South Sudan) to provide a real incentive for effective results-based management, especially at country level, supporting the policy goals of the Organization and contributing to major changes in the ways in which the Office has been working to build on the learning experience and expand the ILO's knowledge base and knowledge sharing (RBSA, 2012, op cit).

### **ZWE151**

RBSA allocation to ZWE151 was approved on 09 August 2011 in the sum of US\$53,869 to support the outcome: 'strengthened capacity of tripartite partners to effectively participate in social dialogue institutions through inclusive and participatory processes'. As already noted above, this CP Outcome forms part of the targets in 2010-11 for P&B Indicator 12.1, 'Number of member States that, with ILO support, strengthen social dialogue institutions and mechanisms in line with international labour standards' under Outcome 12 on Social Dialogue and Industrial Relations.

The management of ZWE151 allocated activities to address the following outputs during the 5 months following the RBSA allocation approval:

- Output 1: Negotiation and dialogue skills of members of the TNF strengthened
- Output 2: Strengthened capacity of the institutional framework of social dialogue institutions, including the interface between tripartite partners and other key stakeholders (TNF);
- Output 3: Effectiveness of negotiation and dialogue mechanisms at the tripartite and bipartite level strengthened
- Output 4: Strengthened effectiveness of the labour dispute settlement system and alternative dispute resolution mechanisms and processes.

In order to achieve the above outputs, RBSA funding was used to provide support to the following activities: i) the dissemination of Kadoma Declaration (October 2011); ii) TNF meetings on Labour Law Reform/Legislation of the TNF/Kadoma Declaration and Social Dialogue Training (December 2011); iii) procurement of small equipment - 6 GPRS modems and Webcam; iv) Capacity building for independent and MoLSS's arbitrators - the workshop was guided the ILO guidelines for training of arbitrators, and the training of conciliators involved 35 participants led by the Ministry of Labour (7-11 November 2011); v) Training on negotiation skills for National Joint Negotiation Council(NJNC) - the training to include the Health Services Board, Apex and ZFTU (14-16 November 2011). These activities formed part of the delivery of the Decent Work Country Programme for Zimbabwe (2009-2011), which ended in 2011 and on-going preparatory work for the next programme.



The training course on Key Principles and Practice of Arbitration for Labour Officers and National Employment Councils Designated Agencies, which was conducted between 14 and 16 November 2011, in Kadoma, Zimbabwe was particularly significant because of its capacity building objective and sustainability orientation. The main objective of the workshop was to enhance the negotiating and collective bargaining skills of the Negotiating Councils within the public service and the private sector, both institutional and national. The training workshop also offered an opportunity to improve the social dialogue within the institutional setups of the public sector.

The workshop was facilitated by ILO expertise and the contents were based on the ILO/Turin Centre's Joint Union / Management Negotiation Skills Training for Social Partners on Conflict Prevention and Negotiation Skills Training Package. The topics covered in the training course included: Conflict management process; Referral to arbitration; The basics of the law of unfair dismissal; The arbitration hearing; Interventions by the Arbitrator; Evidence; The decision making process and; Arbitration Role Plays.

Issues raised and observed in plenary included: i) the need for expanding the training to include the many other stakeholders in the dispute settlement system; ii) the apparent limited knowledge of the provisions of the Labour Act by some of the participants and the need to conduct a separate session on sensitization of the Labour Act itself; iii) the need to deepen knowledge and understanding of the role of international law and ILS especially those ratified by Zimbabwe in arbitration as persuasive sources in support of judgements by Arbitrators and; iv) the need to improve sharing of information (judgements) among Arbitrators to improve consistency in practice and application of the arbitration process.

The workshop was judged by participants as fruitful: participants expressed their appreciation of the ILO intervention in facilitating the workshop, and pointed out that it had been very useful in strengthening skills on arbitration. The Ministry also extended a hand of appreciation to the ILO for supporting its efforts aimed at strengthening the labour administration system in Zimbabwe.

### **RAF801**

The ROAF was responsible for the implementation of RAF801, and the ILO Africa Desk in ACT/EMP, Geneva, was responsible for backstopping RAF801. Through the management of ROAF, the programme effectively utilized RBSA fund to support two important international meetings: a) the 25<sup>th</sup> Summit of the Heads of State of Africa and France, held at Nice, 31 May and 1 June 2010 and; b) the Africa/France Business Conference, Paris, 11 July 2011.

The 25<sup>th</sup> Summit of the Heads of State of Africa and France, held at Nice, 31 May and 1 June 2010, for the first time in the history of these Summits, included a significant economic component involving French and African business leaders. The Summit was attended by French and African company representatives, (including high-level business leaders from around Africa, Presidents and CEOs of African Business Organizations, members and partners of MEDEF, representatives of multinational enterprises operating in Africa, UN agencies, World Bank, African Union, African Development Bank, as well as French and

African Government officials<sup>22</sup>), and conducted in five workshops with government authorities on concrete solutions to meet common challenges. Both the French Business Confederation ‘*Mouvement des Entreprises de France*’ (MEDEF) and African companies and their employers’ organizations welcome the initiative of the Presidents of the French Republic and the Arab Republic of Egypt, Nicolas Sarkozy and Mohamed Hosni Mubarak, and recalled that the economic development of Africa must be the priority of our relationship. MEDEF sought to seize the opportunity of the Summit to bring together representatives from the African and French private sectors to discuss the global economy, regional integration processes and possible messages to send to governments at future G20 meetings, particularly the one to be chaired by France in 2011. The Joint Declaration of the Africa-France Employers’ Summit (1 June 2010) sought to address the new challenges of globalization, and urged African and French governments and business leaders through the sharing of their experiences, to define concrete initiatives and action that can have a positive impact on the standard of living and quality of life of French and African people.

RAF801 also supported the Africa/France Business Conference, Paris, (11 July 2011), which was designed to build on the substantial progress and commitment realized through several high-profile events<sup>23</sup> and developments over the last two years that have aimed to highlight awareness and strengthen the application of corporate social responsibility and good governance throughout the world, with specific reference, in the case of the meetings highlighted below, to the African continent. It was agreed at the 11 July Africa-France Conference that the Way Forward to a brighter future for African economies and better societies for its people is contingent on a set of firm commitments, undertaken in a spirit of partnership, by all stakeholders.

To this end, home-grown businesses and overseas companies operating in Africa, as well as their representative organizations, committed to building the Africa of the future, and asked African governments and other stakeholders, where appropriate, to join them in a win-win partnership by: a) reaffirming the promotion of sustainable enterprises; b) improving education and training to create a skilled workforce to compete in higher value industries; c) investing in infrastructure; d) advocating for/promoting political stability; e) creating a predictable business environment, conducive to the creation of sustainable enterprises; f) expanding intra-Africa trade and creating larger regional markets; g) implementing the “Guiding Principles for Business and Human Rights”; i) advocating for/promoting reforms to

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<sup>22</sup>The Regional conference Africa/France Business Conference: A Pathway to Growth and Employment Creation, was held in Paris, MEDEF Headquarters, on 11 July 2011. The Conference, which was attended by participants drawn from the different parts of Africa and the international community, had the participation of: Algeria (Confederation Generale Des Entreprises al Geriennes) ; Angola (Camara de Comercio e Industria de Angola); Benin (Conseil National du Patronat du Benin); Burkina Faso (Counseil National du Patronat Burkinabe); Camoroon (Groupement Inter-Patronal du Cameroun); Cot D’Ivoire (Confederation Generale des Entreprises de Cote D’Ivoire); Democratic Republic of Congo (Federation des Entreprises du Congo); Egypt (Federation of Egyptian Industries); Ethiopia (Ethiopian Employers’ Federation); Ghana (Ghana Employers’ Association); Guinee (Conseil National du Patronat Guineen); Kenya (Federation of Kenya Employers); Mali (Conseil National du Patronat du Mali); Mauritania (Union Nationale du Patronat Mauritanien); Mauritius (Mauritius Employers’ Federation); Morocco (Confederation Generale des Entreprises du Maroc); senegal (Consel National du Patronat du Senegal); South Africa (Business Unity South Africa); Tanzania (Association of Tanzania Employers); Togo (Conseil National du Patronat du Togo); Tunisia (Union Tunisienne de L’Industrie, du Commerce et de L’Artisanat); Uganda (federation of Uganda Employers); Zambia (The Zambia Federation of Employers); ILO; IMF; IOE; McKinsey Global Institute; Pan-African Employers Confederation (PEC); UNECA World Bank Institute.

<sup>23</sup>Including the Joint Declaration of the Africa-France Employers’ Summit, Nice, France (1 June 2010).

the business environment where necessary as outlined in the World Bank's Doing Business reports; j) encouraging business to use its unique and coordinated voice to highlight the importance of these issues in global forums such as the G20; k) continuing to collect examples of best practices and successful initiatives; and l) encouraging Business Africa to participate fully in the capacity building programme in collaboration with African Governments, MEDEF, the IOE, the ILO, the World Bank, the African Development Bank and other institutions.

## 4.4 Efficiency of resource use

### *Funding sources and objectives*

The ILO has received over US\$ 53 million for the RBSA for 2010-11. Five donors, Netherlands, Belgium, Denmark, Norway, and Italy provided substantial and fully un-earmarked resources. Germany's contribution was subject to special earmarking. These funds, which were pledged and paid into ILO accounts over the course of the biennium, have been combined with funds remaining in the RBSA account at the end of 2009. The significant role of RBSA funds in the implementation of aspects of DWCPs, particularly in ODA-eligible countries has been mentioned above.

With regard to the P&B Outcomes under this evaluation, RBSA has been used to complement resources from the ILO's Regular Budget and extra-budgetary resources for Technical Cooperation, and this has made it possible to scale up and accelerate activities. In the case of UGA801, RBSA was used as seed money to achieve concrete outputs and to develop larger technical cooperation project. In all the six Outcomes addressed in this evaluation, RBSA has also been used to address the highest priorities of the ILO to achieve the Decent Work Agenda.

The focus of RBSA funding in this evaluation is strengthening of the ILO's tripartite constituents so that they can participate as strong partners in debate and decision-making on labour, economic and social policies and poverty reduction strategies. The Decent Work Agenda for Africa (DWAA), which guides ILO's work in the region, also has significant focus on the social dialogue strategic objective.

The distributions of RBSA in the Africa Region by strategic objectives are set out in the 2008-2009 and 2010-2011 Programme and Budgets as shown in Table 4.4.1.

**TABLE 4.4.1: : RBSA expenditure in 2008–11 (in thousands of US dollars)**

Strategic objective	2008-2009	2010-2011
	<i>Amount</i>	<i>Amount</i>
Employment	9,046	2,843
Social protection	5,462	5,709
Social dialogue	0	2,014
Standards	1,545	1,158
Policy Conference	0	1,208
Support	961	0
Evaluation & oversight	0	949
TOTAL	17,014	13,881

It is clear from Table 4.4.1 that RBSA support to Social Dialogue came on board only during the 2010-11 biennium. ILO provides comprehensive reports on the results achieved with all ILO's sources of funds in the Programme Implementation Report<sup>24</sup>. As part of its monitoring mechanism, the ILO has prepared an Information update<sup>25</sup>; this serves to inform donors on how RBSA is making a difference in delivering technical cooperation and to help support donors' future funding decisions for RBSA contributions

#### *Overall resource management*

The ILO has set standards guiding efficiency in the use of RBSA funds, among others. Attention of programme managers are drawn to the stipulations in the RBSA Office Procedure and in the Director General's announcement that RBSA allocations should be cautiously managed; and that they should be aimed at supporting concrete and reportable results during the biennium and they should be exemplary in terms of response to constituents' most urgent priorities and office-wide collaboration<sup>26</sup>.

This evaluation found that, except to some extent TUN803 which seemed inhibited from carrying out critical activities by higher level Government management, the finances of all the 4 CPOs and RPO have been efficiently managed. Although the initial delivery rates shown in the IRIS data of beginning of October 2011 for the Financial Closure 31 December 2011 appear to be generally low (see Figure 4.4.1), in reality the four CPOs and the RPO achieved close to 100% delivery rates by the end of 2011.

The evaluation found that uncertainty of funding characterised all the beneficiaries of RBSA supported CPOs evaluated. However, as of 12 August 2010 (rather belated), the ILO itself issued notice (through PARDEV and PROGRAM) to the effect that "Funding perspectives for RBSA in 2010-11 are highly unpredictable and already significantly delayed." Nevertheless, based on the 'current' situation and in order to avoid wasting "precious implementation time", it was decided that the planning process for RBSA allocations should proceed<sup>27</sup>. This explains why in all cases the approval of request for RBSA funding was delayed, except for RAF801, until late in 2011 (see Table 4.2).

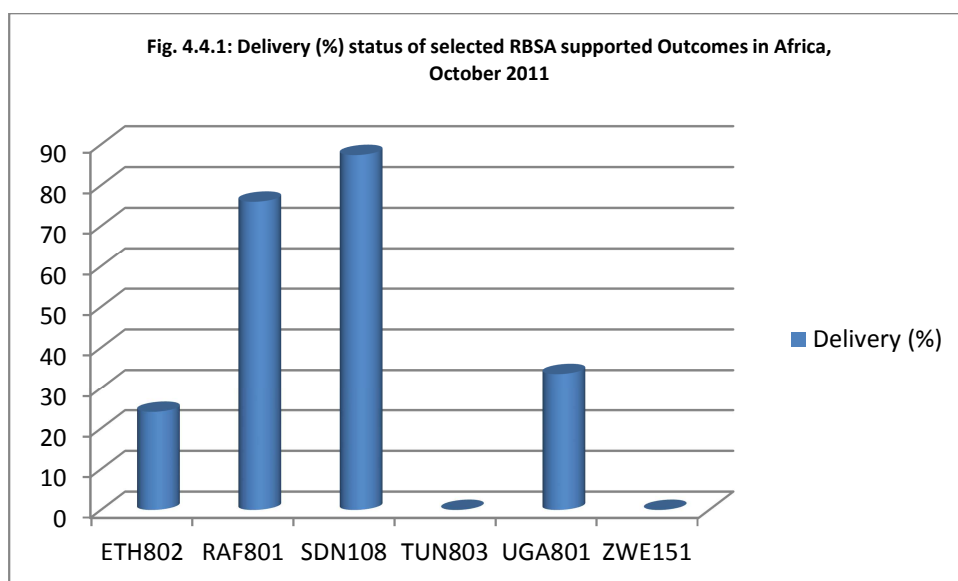
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<sup>24</sup><http://www.ilo.org/public/english/bureau/program/ir/2010-11.htm>

<sup>25</sup><http://www.ilo.org/public/english/bureau/pardev/development/mobilization/budgetsupplementary.htm>

<sup>26</sup>IGDS Number 182 (Version 1) of July 2010; IGDS Number 179 (Version 1) of 1 July 2010.

<sup>27</sup>PRDEV, PROGRAM, Minute Sheet, 12 August 2010 (Ref.: PROG/PB 10-11 2-8).



Source: ILO: Delivery status as per IRIS data of beginning of October 2011, Financial Closure 31 December 2011

### *Monitoring and evaluation*

Another mechanism for achieving efficiency of RBSA resource management has been monitoring and evaluation. The ILO has invested in the monitoring and evaluation of RBSA allocations to ensure that these effectively contribute to results. While adhering to the overall ILO policy on evaluation, which is aligned with UN-wide practice and OECD/DAC guidelines, a specific allocation of 5 per cent has been set aside for oversight, monitoring and evaluation of RBSA – 4.6 % is allocated to regions for independent evaluations, internal monitoring and self-evaluation and reporting activities, 0.4 % is set aside for use by the Office of Internal Audit and Oversight (IAO) for audits of operations covered partially or fully by RBSA funds<sup>28</sup>. In consultation with the ILO Evaluation Unit, the Regional office for Africa organized this evaluation in compliance with ILO regulations.

In order to complement external evaluation, it may be necessary to require programme management to conduct internal evaluation, at least once, preferably at the end of the biennium in which RBSA funds were received. The report of such an evaluation should also provide an opportunity to identify resource gaps and make a case for any further RBSA support.

**Table 4.2: CPOs and RPOs by Administrative Office, Budget, P&B Outcome, Request submission & approval Dates**

CPO/RPO	Office	Amount in USD	P&B Outcome	Approval Date
<b>ETH802:</b> Institutional capacity of workers' organizations Strengthened	CO- Addis	121,000.00	10	July 2011
<b>RAF801:</b> Strengthened institutional capacity of employers' organisations	RO-Africa	150,000.00	9	Jan. 2011
<b>SDN108:</b> The foundation of a coordinated labour administration system in Southern Sudan, which will contribute to the development of sound industrial relations and enhance labour law enforcement, is	DWT/CO-Cairo	227,000.00	11	Feb. 2011

<sup>28</sup>PARDEV March 2012

established				
<b>TUN803:</b> Increased capacities of employers' and workers' organisations to participate effectively in the development of social and labour policy	CO-Algiers	250,000.00	12	Aug. 2011
<b>UGA801:</b> Labour Administration Systems and Institutions strengthened	CO-Dar es Salaam	100,000.00	11	March 2011
<b>ZWE151:</b> Facilitate and institutionalize dialogue on socio economic issues including policy formulation and implementation and capacity building of the Tripartite Negotiation Forum (TNF)	CO-Harare	53,869.00	12	Aug. 2011

Source: ToR

### *Technical backstopping*

The deployment of ILO Experts to Technical Cooperation projects, including those receiving RBSA funding is, perhaps, the major resource contributed by the Organization in meeting its obligations to its constituents. With regard to the selected RBSA supported Outcomes for this evaluation, technical backstopping has been efficiently provided by the collaborating units in Geneva and ITC/Turin, with support by the DWTs located in Cairo and Pretoria through missions, facilitation of technical training workshops and preparation of project documents. In a few cases, the ILO has been able to maximize the utilization of relevant expertise by using Country Office staff experts to respond to the immediate needs of constituents upon demand, thereby cutting down on time and money to fly in experts from Geneva or Turin. The evaluation found that none of the Outcomes evaluated has been impeded by lack of backstopping services during the 2010-11 biennium.

### **RAF801**

The only Regional Outcome was approved (11 January 2011) in the sum of US\$150,000 to support the African region, specifically for the regional programme outcome RAF801 entitled: *'Strengthened institutional capacity of employers' organisations'*. PROGRAMME in its approval document urged the regional office in collaboration with ACT/EMP to ensure that high quality reporting on results supported through this RBSA allocation will be timely provided. The evaluation found that no such report was provided by the management of this allocation during the 2010-11 biennium.

It is also noteworthy that PROGRAM itself raised concern about insufficiency of information available in IRIS/SM as basis for approving the allocation; however, the approval was made "on the understanding that the required information in terms of outputs/milestones and resources requirements will be completed in IRIS/SM by the Regional Office in collaboration with ACT/EMP and the Outcome Coordinator as soon as possible".

The reported delivery status of RAF801 as per IRIS data of beginning of October 2011 was 76% (second to SDN108), having conducted two international Conferences and workshops as indicated above. The ILO Africa Desk in ACT/EMP, Geneva, is responsible for backstopping RAF801 and it provided technical backstopping to the two international conferences and workshops carried out in 2010 and 2011.

### **ETH802**

The RBSA allocation of US\$121,000 to ETH802 was well targeted: to finance the activities to deliver the outputs related to address discrimination in the work place against persons with disabilities. The budget lines supported are the following: Experts at Standard Cost (US\$56,067); Local staff (US\$22,623); External Translation (US\$8,500); Sub-contracts

(US\$12,500); Printing (US\$10,000); Seminar (US\$8,310); Operations and Maintenance (US\$2,000); Miscellaneous costs (US\$1,000). These activities were designed to support the ongoing ILO project on disability in Ethiopia under the Irish Aid partnership.

Although actual approval did not materialize until 18 July 2011 or about six months to the end of the 2010-11 biennium, the evaluation found that the delivery rate was 100% and the allocated funds and available expertise were efficiently utilized.

Specifically, the RBSA allocation was used to address issues of discrimination in the work place against persons with disabilities through sensitization or awareness creation for Union leaders (both workers' and employers') on the rights of persons with disabilities and their inclusion in collective agreements. With support by the technical expertise of the ROAF Workers specialist and the ILO Office in Ethiopia, the allocation was efficiently utilized for capacity building and improvement in the knowledge base on the subject of disability rights. First, part of the allocation was used to conduct two workshops on disability mainstreaming for Trade Union leaders; one organized in Hawassa and the other in Addis Ababa in 2011.

In addition, the RBSA allocation was used in part to improve the knowledge base on the rights of people living with disabilities through the translation, printing and dissemination of the following materials:

- Translation in to Amharic of an Education and Training Guide entitled: *'Achieving Employment Opportunities for Persons with disabilities through Legislation'*.
- Translation in to Amharic of an ILO video on disability rights promotion entitled: *From Rights to reality - Trade Unions Promoting Decent Work for Persons with Disabilities'*
- Printing of ILO Amharic publications on disability rights promotion: a) *ILO Convention 159, Recommendation 168, UN CRPD*; b) *Putting the World to rights and*; c) *Count Us In*.

In spite of the delay in receiving the RBSA allocation, the overall delivery was 100%, in time within the 2010-11 biennium. In addition, the project staff in collaboration with HQ (EMP/SKILLS) prepared the next phase of the project, as a resource mobilization strategy.

### **SDN108**

A recent internal assessment of RBSA<sup>29</sup> in the ILO found that the flexibility and timely funding of RBSA has enabled the ILO to respond quickly and effectively to urgent and emerging needs and priorities, citing the facilitation of operational capacity of both federal and the newly established State ministries for labour administration in South Sudan as an example of international good practice in RBSA support.

Through RBSA contributions, which amounted to a total sum of US\$227,000, a package was delivered to SDN108, which centred on the First National Tripartite Labour and Employment Conference for South Sudan, to address the immediate operational capacity of both federal and the newly established State ministries for labour administration and to establish a basis for social dialogue. Specifically, the project requested the following budget lines for RBSA funding: Administrative assistant (6 months), Secretary (6 months) US\$25,000; Travel for workshop participants (US\$52,000); Missions from outside – 10 missions by ILO DWT

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<sup>29</sup>PARDEV, 2012

(US\$40,000); Seminars (US\$65,000); Fellowships (US\$30,000); Operation and Miscellaneous (US\$15,000).

Apart from the First National Conference for South Sudan, there were 7 workshops altogether carried over a period of 9 days, and involving the Trade Unions; Government Representatives (Ministers of Labour, Director General's and Directors of Labour, Employee Justice Chamber and other Line Government institutions) and; Employers' Organizations. Expert papers were presented by: Dr. Yousef Qaryouti, the ILO Director based in Cairo, on the Decent Work Agenda for Africa; ILO Senior Skills Specialist, Mr. Luca Azzoni, on Decent Work in support of nation building and conflict resolution; Mr. Graham Boyd deliberated on Decent Work and the United Nations post-conflict employment creation, income generation and reintegration; Mr. Momar N'Diaye, ILO Expert from the Declaration office, on the Fundamental Principles and Rights at work as a cornerstone for the implementation of the decent work agenda in a new nation; and Mr. Frederick Parry on Key Features of National Social Dialogue.

In a consolidated reply to PROGRAM's comments of 8 Dec 2011, programme management noted that the use of the DFID budget, as opposed to the RBSA allocation, to finance some activities was spurred on the decision of avoiding the return of unspent funds to the donor. The second no-cost extension was granted only until 31.12.2011 and it was very unlikely that a third extension (beyond 2011) could be approved. Management drew the attention of PROGRAM to the fact that this change did not have any implications for the work plan initially approved with the RBSA allocation, and that the CO had taken the option of a higher delivery rate on TC, in particular DFID for related project activities. The CO expressed the view that it is good for ILO to have this higher delivery rate on the DFID project as well. The project team will also make use of One UN funds for other agreed cooperative development activities.

In this combination of ILO expertise with funding for operational activities regarding the First National Conference by the newly independent South Sudan, and the judicious use of other funding sources where necessary, the evaluation found the RBSA resources to have been efficiently utilised to address the stated Outcome and outputs of SDN108.

#### **UGA801**

RBSA allocation to UGA801 was approved in the sum of US\$100,000 by notice from PROGRAM dated 22 March 2011. This allocation was targeted to support the revitalization of the Uganda Labour Advisory Board and the Industrial Court in view of strengthening the labour administration system. The total amount of US\$100,000 was allocated to fill the gaps reflected in IRIS/SM. In terms of output support, the allocation has been distributed as follows: Consultancy (US\$15,000); Dissemination workshop (US\$10,000); Capacity building training (US\$30,000) divided equally among three workshops (Workers, Employers and Tripartite); Training of labour court judges (US\$10,000); Staff cost (US\$15,000); Operational costs (US\$5,000); Travel (US\$10,000); Public and Printing (US\$5,000). The ILO PROGRAM urged programme Outcome management to work closely with the ILO/Turin in the implementation of the training aspects of the outputs.

Under RBSA funding, a total sum of US\$ 57,233.90 was allocated to UGA801 during the 2010-11 biennium, towards the strengthening of the tripartite partners capacity to effectively engage in improving labour administration in Uganda. Workshops were undertaken to



support the trade unions and employers' organization aimed at improving their services to their members. New members of tripartite consultative bodies such as the Labour Advisory Board were also trained through a workshop in their new role and responsibilities; a time-bound action plan was developed from the workshop that would monitor progress towards achieving the mid-to long term outcomes of the workshop. Further, a scoping mission laid down preparatory work for undertaking a labour administration audit that would also chart out areas in which the government, in consultation with the social partners, would invest further resources to enhance labour administration in a decentralized system.

Throughout this process, technical support was availed by specialists from both the field and headquarters, on a number of occasions supported by local consultants to facilitate training. RBSA-funded missions were undertaken at various times during the afore-mentioned period; support from the field office in Dar was also given in terms of garnering the requisite political support necessary to secure the government's buy in particularly into the recommendations. A national officer on the ground was crucial for the logistical arrangements, and it was key that the RBSA funds were sufficient to ensure the officer's presence; otherwise it would have been difficult to coordinate support, especially since ILO is a non-resident agency (NRA).

The overall RBSA funded support in 2010 – 2011 laid the foundation upon which the following RBSA funds for 2012 – 2013 have built upon the implementation of recommendations emanating from the labour audit as well as more enthusiastic and effective participation of the social partners. The allocated fund has been used efficiently to address the specific activities defined above. This phase of RBSA support is currently ongoing.

### **TUN803**

The request for RBSA allocation by Tunisia for the 2010-11 biennium was approved on 09 August 2011 in the sum of US\$250,000. The approval was made specifically to support the country programme outcome TUN803 entitled: *“Increased capacities of employers' and workers' organisations to participate effectively in the development of social and labour policy”*. The focus of RBSA allocation is the development and strengthening of social dialogue and collective bargaining in Tunisia through the provision of technical assistance and training of tripartite constituents and social partners at the national, local and sectoral levels.

To this end, the total allocation of US\$250,000 was budgeted to address specific operational activities distributed as follows: Staff cost (US\$40,000); Data processing equipment (US\$1,500); Communication cost (US\$500); Office supplies (US\$500); P/D standard cost P staff (US\$37,378); Travel ILO staff (US\$27,500); Administrative cost (US\$10,000); Consultants (US\$30,000); Miscellaneous (US\$8,500); Training (US\$94,122).

The evaluation could not determine the actual delivery rate at the close of the ILO FY 2011, but available records show that, apart from office related operational expenses, the project management, at the request of ROAF, employed the services of EMP/ENT (2 w/m for P4) to develop a concept note on TC project for EU funding in September 2011; and request was made to ROAF in June 2011 to fill an NOB position as National Focal Point in Tunisia (12 w/m NOA) but EPA, issued at the request of ROAF, was received in the CO of Algiers in November 2011.

With regard to training activities, the programme management planned to organize two such meetings after 2011. Therefore, ROAF requested that the funds for the planned training

workshops should be transferred to ILO Cairo Office via email message of 4 October 2011; thus EPA to this effect was issued to Cairo Office on 6 October 2011. Project management reported that, upon request of ROAF, other activities that should have been financed on the RBSA (and later defined as “atelier sur l'emploi des personnes handicapées” and “training workshop on the Tunisian Labour code and the need for revision in light of the new political climate” by the focal point in Tunisia and the Director of CO-Cairo) but PROGRAM did not approve.

Overall, the evaluation found that the management of CPO Tunisia RBSA resources was constrained by two major factors: a) the official approval by PROGRAM came 09 August 2011, about 5 months to the end of the 2010-11 biennium; b) programme management seemed to have been inhibited by Government capacity limitations and the prevailing political atmosphere from addressing specific capacity building proposals for which the allocation was made.

### **ZWE151:**

The requested allocation of US\$53,869 for ZWE151 was approved by PROGRAM in August 2011, leaving only 4 months for project management to address the outputs of the programme. The allocation was intended to support follow up to strengthening of social dialogue and tripartite cooperation in Zimbabwe.

For efficiency reasons, the approval note suggests that the computer equipment received by the tripartite partners should be maintained and the same equipment used to support constituents with internet connectivity equipment to enhance communication among the tripartite partners and with the ILO.

The evaluation found that the ILO also efficiently deployed its expertise, both from Geneva and within the DWCP Team, to address capacity building outputs of the programme. The ILO indicated that technical assistance will be provided in areas such as the formulation and implementation of an inspection policy, training in modern inspection techniques, extension of inspection services to the informal economy and other vulnerable employees<sup>30</sup>. From 7 to 12 November 2011, the ILO fielded a technical team of seven experts to participate and support the two training activities under the Commission of Inquiry (CoI): 7-8 November 2011: on International Labour Standards applicable to the Public Sector & 9-11 November 2011: Training for Mutual Gains bargaining (conflict prevention and negotiation skills).

More relevant to the CPO was the second training session (9-11 November) which addressed Outcome 12 - Social Dialogue and Industrial Relations: Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations. The mission report shows that the expert intervention at the training was not only effective but also cost effective, given that the two activities were planned, back to back, with the leveraging of resources achieved by combining the two activities having different sources of funding.

The evaluation also found that the delivery rate, in spite of time constraints, was 100%. However, in terms of the stipulated milestones and major outputs during the 2010-11 biennium, 50% of the RBSA allocation was programmed to contribute towards achievement of half of the stated 8 outputs of ‘Social Dialogue and Tripartite Cooperation, while the remaining 4 outputs would be covered under the anticipated RBSA allocation in 2012. This is

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<sup>30</sup>PROGRAM, RBSA allocation approval – Zimbabwe – ZWE151, (PRO/PB 10-11 2-8; 9 August 2011)

understandable given that the approval of ZWE151 came only in August 2011 although outputs were expected to be delivered during the programme 2010-11 Biennium. The delay between the time of submission of request and the actual approval features in all the four CPOs and RPO evaluated (see Table 4.2). Obviously, the gap experienced by programme managers between the expected date of commencement of programme activities and approval of funds exerted pressure on implementers to deliver.

## **4.5 Effectiveness of management arrangements**

Management of RBSA funding and programme implementation are guided by the relevant sections of the Office Procedure. The management includes Outcome Coordinators, Regional Directors, Executive Directors and the Director of the Policy Integration Department. Upon receipt of submissions comments are invited from ACTRAV, ACTEMP, GENDER and ITC/Turin with focus on identification of specific components and/or outputs that should be included in RBSA budgets, taking into consideration the budgetary implications of inputs to be provided by Headquarters' units<sup>31</sup>.

At country/regional level, the Directors are in charge of the programme Outcomes under their supervision, and they work closely with the relevant ILO Country Directors who, in turn, supervise the CPOs in their domains. In the case of the Outcomes evaluated, the ILO Regional Director for Africa in Addis Ababa, Ethiopia, with the support of Country Directors, has been responsible for overseeing the coordination of outputs and related management work.

Since RBSA supported Outcomes/Outputs are derived from the ILO and other agency supported projects within DWCPs, their management is virtually the same as in the projects they are supporting. The administrative and relevant technical support available at the ILO Office and/or Decent Work Team is deployed to manage the implementation of RBA supported activities under their jurisdiction. The main actor in the operational aspect of CPO management is the ILO National Programme Officer and/or ILO Expert on DWCP.

The allocation and management of RBSA is governed by two specific internal governance documents: IGDS Director General's Announcement No. 179 and; IGDS Office Procedure No. 182. These documents provide a comprehensive framework for all aspects related to RBSA. The general guidance is that: The RBSA, based on core voluntary contributions, supports decent work priorities and outcomes in dialogue with constituents in countries in the framework of United Nations reform and inter-agency cooperation. The funds constitute official development assistance (ODA) and can only be used in direct support of Member States eligible for ODA.

Overall, it seems that within the ILO, the RBSA allocation process is clear; but there are reasons to suppose that at the programme implementation level, the RBSA process may be confused with the regular Technical Cooperation programme support by the ILO. Really, the major difference lies in the details, and the distinction between RBSA fund and funding from other categories would have been without much difference if RBSA supported activities were not separately evaluated. Additionally, the process of requesting for RBSA fund calls for inclusive participation and, unless the tripartite constituents are well informed, might be

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<sup>31</sup>Paragraph 10 of the Office Procedure

confused with the regular project funding processes. Given that RBSA is supplementary funding, the consultative process called for might also delay the urgent need to submit requests for funding, yet inclusive participation is a pre-condition for good governance.

**ETH802:** In the case of Ethiopia (ETH802), the DWCP is managed by the Ministry of Labour and Social Affairs, in collaboration with CETU and Workers' Union, and with the support of the ILO National Programme Officer, who works on operational aspects closely with the ILO Country Director for Ethiopia. Additional support has been provided by ROAF within which the ILO Office in Ethiopia is situated. The implementation of RBSA supported activities has been managed within the context of the overall ILO support to the CPO in particular and DWCP for Ethiopia in general, with emphasis on inclusive participation of Government, tripartite constituents and partners.

The evaluation found that the management of ETH802 was smooth and effective; the tripartite constituents played an active role in programme implementation, particularly the training workshops and related aspects of programme management.

### **SDN108**

The implementation of the ILO supported country programme outcome (CPO) for Sudan (SDN108) has been managed by the Government of South Sudan (GoSS) through the Ministry of Labour and Public Service in collaboration with the constituents (South Sudan Workers Trade Union federation and South Sudan Employers' Union). The ILO provides additional administrative support through the relevant units at the Headquarters, ACT/EMP , ITC/Turin and DWT/CO, Cairo.

One major output of the programme was the successful conduct of the First National Labour and Employment Tripartite Conference in May 2011; the success of the epochal Conference and subsequent training workshop series owed much to the management arrangements in place for the RBSA allocation.

### **UGA801**

The Ugandan CPO (UGA801) has been administered by the Ministry of Labour and Social Development with the support of the Labour Advisory Board (LAB), which is the main structure of social dialogue in the country. Appointed in April 2011 but only inaugurated in October 2011, LAB is established in terms of Section 21 of the Employment Act, 2006 to advise the Minister on matters relating to employment and industrial relations, the International Labour Organization, vocational guidance and training, implementation of Child Labour Policy, HIV and AIDS at Work Policy and the National Employment Policy, regulation of employment agencies and bureaus, and overseeing of the dispute resolution process. The Ministry of Gender, Labour and Social Development (MGLSD) is also in the management structure of UGA801.

The ILO rendered administrative support to the CPO through the relevant units at the Headquarters in Geneva, particularly ILO Committee of Experts on the Application of Conventions and Recommendations (CEACR), and ITC/Turin. Additional support by the ILO has been drawn from the ILO CO in Dar-es-Salaam, Tanzania, including the Expert on Labour Administration. The evaluation found that the combination of Government, tripartite partners and ILO experts in the management of the CPO has been quite successful in addressing the concerns of RBSA funding interventions.

## **ZWE151**

The management of ZWE151 has been integrated into the overall management of DWCP for Zimbabwe, with the support of the ILO Project Advisory Committee. The Ministry of Labour and Social Services (MoLSS) is the custodian of DWCP and it coordinates the CPO ZWE151 as an outcome of DWCP, in collaboration with the Employers' Confederation of Zimbabwe (EMCOZ), the emerging Business Council of Zimbabwe (BCZ) and EMCOZ. However, MoLSS itself is weak and an ILO mission 7-12 November 2011 recommended that: There is need for coordination on employment and labour issues between the MoLSS and the Ministry of Public Service (MoPS), so as not to be caught up in administrative issues between the two ministries, which may affect success of future activities. The ILO provided management support to the CPO through the CO staff in Harare, Zimbabwe, including the two expert programmers. From the Headquarters, ILO Geneva and ITC/Turin also provided administrative support to financial, programming and operational matters. The management of the RBSA resources made it possible for pooling together resources with that of ACT/EMP to support the employers in benefiting from an enhanced social dialogue towards enterprise development and growth.

The work processes within DWCP are driven by annual work plans that show activities contributing to outcomes. Monthly technical meetings are held which assist in the monitoring process. In addition, resources are pooled across projects to enhance efficiencies; and in the case of ZWE151, additional resources are mobilized as need arises. The two-tier arrangement, whereby technical tripartite committees or advisory committees provide project oversight allows for projects to be managed by specialized personnel in the areas of intervention. As pointed out in the DWCP (2009-2011) internal review report, within the purview of such arrangements, it is indicative that the ILO is operating both fairly and with integrity.

The evaluation found that the existing management structure seems to be working; but a stronger and more effective management structure should be envisioned with reference to the above-mentioned ILO mission observation and recommendation.

## **TUN803**

The management of CPO TUN803 is coordinated by des Ministeres des Affaires Sociales with administrative and technical backing from Headquarters by DIALOGUE, EMP/ENT, and ICT/Turin. TUN803 is a Norwegian-funded under TUN/12/01/NOR and the whole Norwegian-funded project on Tunisia has been decentralized to the Cairo Office (both technically and administratively). DIALOGUE provides technical support to the CairoOffice in the framework of this project. Support to the CPO management has also been provided by the ILO CO, Algiers, Algeria, and ROAF, Addis Ababa, Ethiopia. .

The work of CPO management was adversely affected by the rather volatile political environment in Tunisia in 2010/2011, giving rise to uncertainty in the Government system itself and ability to coordinate project-related activities. Much was achieved with the support of ILO Headquarters.

## **RAF801**

The management of RAF801 was coordinated by the then Regional Director for Africa who has since been moved. As already pointed out, the ILO Africa Desk in ACT/EMP, Geneva, was responsible for backstopping RAF801, with the support of the Regional Office. The programme also has an ILO Expert within ROAF who was designated to be in charge of RAF801, but who seemed to have played a limited role. The success of the two important international Conferences suggests that the management arrangements have proved to be effective.

## **4.6 Sustainability**

The basic evaluation question under this section is this: given the above, how likely are achievements on the CPOs/RPO to be sustainable? In answering this question, the evaluation considered the extent to which sustainability considerations were taken into account in the identification and design of outcomes/outputs, as well as in the execution of activities. In short, in what way and to what extent has the ILO been able to strengthen the capacity of implementing partners to ensure sustainability of achievements?

In answering these questions, it should be pointed out that, given the amounts and the purposes for which RBSA funds are allocated, sustainability must be seen within the context of the larger ILO project(s) supported by funds from other sources. In other words, sustainability of RBSA supported activities is largely derived from the sustainability orientation of related activities that address a specific output.

One common thread that runs through the RBSA supported Outcomes has been the focus on capacity building for social partners, to enable them to be meaningfully engaged in social dialogue issues. As already noted, the ILO believes that the sustainability of its work largely depends on its ability to engage with governments, constituents, civil society organizations and other key national stakeholders on the design and implementation of policies and legislation.

### **TUN803**

This evaluation has derived analysis of sustainability of programme activities from the larger project, aspects of which RBSA funding has been supporting in Tunisia (TUN/12/01/NOR). This ILO Technical cooperation project on Social Dialogue, entitled, *“Promoting Social Dialogue and enhancing labour governance in Tunisia”*, was approved on 23 April 2012. The TC project has two outputs focused on capacity building; namely a) Strengthened capacity of employers’ and workers’ organizations; and b) Improved labour disputes resolution mechanisms. All the activities of the two outputs centre on human and institutional capacity building for a more effective social dialogue in Tunisia.

At the design stage, all relevant government organizations concerned with labour market policies, specifically those entrusted with enforcement of labour law, as well as the social partners, were involved in the assessments and needs analysis, the definition of priorities and their implementation and the monitoring of project activities through a local tripartite mechanism, or consultation processes. Such an inclusive participation process will contribute to the implementation of the project activities and ensured its ongoing impact in future. In terms of capacity building, the approach adopted is that of the training of trainers’ which, after an induction phase through the ILO, could be continued after the end of the project under the national initiative.

Two workshops were planned during the 2010-11 biennium for execution in 2012; this would hopefully build capacity of both Government and the partners.

### **SDN108**

The evaluation found that RBSA allocation to SDN108 has been utilized to support human and institutional capacity for establishing a strong foundation for a coordinated labour administration in the newly independent South Sudan. A tripartite resolution was signed at the end of the First National Conference in South Sudan in which constituents committed themselves to membership of the ILO, preparation of a DWCP, the adoption of all the fundamental Conventions and the adoption of a social dialogue modality for the implementation of the Decent Work Agenda for South Sudan at central and state level. As already noted above, this is evidence that the flexibility of RBSA funding has been effective in addressing urgent national needs and building capacity for addressing DWCP priorities. This evaluation finding has been corroborated an ILO internal ILO evaluation, which also concluded that the sound labour administration will allow the South Sudan federal and state governments to implement the new labour law and the social partners to contribute to the development of industrial relations, providing legitimacy to the social policies the new country will have to adopt.

A recent ILO report has predicted that the end of 2013, concrete outputs should be seen in completing ratification of all fundamental Conventions by ratifying C.87, and ratifying C.144 on tripartite consultations. This should be the first step to laying down the institutional and legal framework for social dialogue and labour laws through the establishment and the functioning of a tripartite advisory committee on labour and social dialogue and the adoption of a national legislation in consultation with the social partners, and in line with international labour standards<sup>32</sup>.

### **ETH802**

The major objective in the request for RBSA support to ETH 802 was to fill an observed gap in capacity building by the training of Trade Unions' leaders, specifically to address discrimination in the work place against persons with disabilities through relevant disability policy and legal frameworks as well as the inclusion of disability rights into collective bargaining. The project management has achieved this important capacity strengthening objective by the end of 2011 through the two workshops conducted in April 2011, although limited to the Trade Union leaders at the national level. If the trained leaders have been sufficiently capacitated, it should be possible for them, under the DWCP work schedule to extend such training to Union leaders at regional level throughout the country as a way of assuring sustainability of programme activities.

The management of RBSA funding to achieve the CPO also has built-in strategy for sustainability. As already mentioned above, ETH802 programme management worked closely with Government through the tripartite constituents (Government- Ministry of Labour, the Trade Unions, and development partners) to develop and implement capacity building activities. This served to ensure that the management capacity of the constituents for

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<sup>32</sup>ILO, South Sudan Programme Framework (2012-2016)

good governance has also been developed, a good strategy for ensuring sustainability of DWCP activities in particular and overall development of the country in general.

Sustainability has also been assured through the contribution to knowledge base promoted with RBSA support under ETH802, particularly the translation from English into Amharic and printing and dissemination of the *Education and Training Guide*; the translation of an ILO video on disability rights into Amharic and its dissemination in the country; and the printing and distribution of three ILO Amharic publications on disability rights promotion have proved an effective means of improving the knowledge base and contributed to sustainability.

In addition, project management moved a step further towards sustainability by working in collaboration with HQ (EMP/SKILLS) to prepare a resource mobilization strategy in support of another phase of the project. The evaluation concludes that the management of ETH802 has ensured sustainability in the design and implementation of programme activities.

### **UGA801**

The RBSA allocation to UGA801 supported the on-going ILO programme in Uganda in strengthening labour administration system in the country through the revitalization of the Uganda Labour Advisory Board and the Industrial Court. With ILO technical support and RBSA funding, the labour administration audit was conducted and the findings communicated to the Government of Uganda. Although the ministry was in agreement with the findings of the labour administration audit assessment report and its recommendations, implementation of the road map will depend much upon the willingness of the Government to provide adequate funding and make labour administration one of the DWCP priorities.

In terms of sustainability, much will also depend on Government's decision to implement the recommendations of an ILO Mission on the restructuring of the ministry responsible for labour administration and decentralization of its functions. In addition, the evaluation found that the combination of Government, tripartite partners and ILO experts in the management of the CPO has been quite successful in addressing the concerns of RBSA funding intervention; hence, programme management has introduced structural elements of sustainability.

### **ZWE151**

The evaluation found that two major strategies adopted constituted sustainability orientation for the ZWE151 programme activities; namely, the capacity building approach and the inclusive nature of the management arrangements.

With the ILO support, including the RBSA fund and expertise, a training course was conducted on Key Principles and Practice of Arbitration for Labour Officers and National Employment Councils Designated Agencies in November 2011, in Kadoma, Zimbabwe. An objective of the workshop was to enhance the negotiating and collective bargaining skills of the Negotiating Councils within the public service, both institutional and national. The training targeted conciliators and arbitrators and was well received, although the non-availability of members of the National Joint Negotiation Council, particularly those from the Ministry of Public Service on the first day, militated against the realization of a full impact. Both the participants and the Ministry of Labour judged the outcome of the training as



fruitful: the participants found that it had been very useful in strengthening their skills on arbitration, while the Ministry appreciated the fact that the training contributed to the strengthening the labour administration system in Zimbabwe.

#### **RAF801**

The funding available to RAF801 was put to good use by involving the business community in many African countries in the International Conference and Meetings to discuss matters of regional concern in enterprise development and employment creation. It was due to this intervention that home-grown businesses and overseas companies operating in Africa, as well as their representative organizations, committed to building the Africa of the future, and asked African governments and other stakeholders, where appropriate, to join them in a ‘win-win’ partnership by, among others, reaffirming the promotion of sustainable enterprises; improving education and training to create a skilled workforce to compete in higher value industries; investing in infrastructure; and implementing the “Guiding Principles for Business and Human Rights”.

Such a successful partnership agreement with France by the African governments and business communities is likely to encourage other G20 countries to make similar investments by supporting employers’ organizations to work together with potential investors in Africa. This has the tendency to generate sustainability of programme activities in support of enterprise development and DW in the continent.

### **4.7 Lessons learned and good practices.**

- a) Efficiency of RBSA resource use could be marred by lack of support by the tripartite constituents, especially the Government.
- b) The effectiveness of RBSA supported Outcomes on capacity building for social partners have enabled them to be meaningfully engaged in social dialogue issues in a sustainable manner.
- c) Beyond the value of allocated funds, the ILO interventions through technical backstopping, including the ITC/Turing training, have proved most valuable and effective in the delivery of CPO outputs.
- d) The gap-filling objective of RBSA funding has proved to most valuable in assuring programme continuity, while supporting the foundation for a bigger project.
- e) The flexibility of RBSA funding allocation can easily be negated by the atmosphere of uncertainty of the amount to be released and the delay in actually effecting the allocation.
- f) Countries without ILO presence often require extra efforts in programme management and experience delay in accessing approved allocations.

- g) Greater effectiveness in programme delivery is often associated with the presence of ILO expert in the country of CP implementation.
- h) The absence of clear guidelines in the monitoring and reporting RBSA funded activities, separate from the larger TC or DWCP project, could hamper evaluation judgment on the ILO criteria.

## *5. Conclusions*

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### ***5.1 Programming process***

The brief ‘Minute Sheet’ used by PROGRAM to convey the approval of RBSA allocation may lack the details of a logical framework, but it is sufficiently detailed in conveying to the implementers the basis of allocation, its purpose, linkages with CPOs and the relevant P&B Indicator, provision for backstopping from Headquarter and country/Region, sources of fund and budget summary. In addition, the memo provides information on milestones and major outputs as well as supporting activities for programme monitoring during the biennium. What seems to be lacking has been a documented response to the programme framework by the implementing agency/office; it is important for project manager in response to the framework to prepare a workplan and budget cognizant of the standard ILO evaluation criteria.

### ***5.2 Evaluation method***

The design of the evaluation, in terms of the ToR, was clear, including the methodology for data collection, analysis and report preparation. The various sources identified by the evaluation manager and the evaluator provided ample materials for desk review aspect of this exercise. Consultations by the evaluator with officials at ROAF and the relevant CPO offices to obtain data and information on project implementation went well. It was logistically impossible for the evaluator to visit the five countries (Ethiopia, Tunisia, South Sudan, Uganda, and South Sudan, and the operating COs in Cairo and Dar-es-Salaam) in 9 days allowed for the field visits; therefore, the evaluation relied on teleconferencing and written reports by programme implementers. Data and information collected, from both primary and secondary sources, were collated, processed and analysed as basis for report preparation. Overall, the evaluator considered the amount of data and information gathered as sufficient to assure the integrity of the analysis and conclusions derived from this exercise.

### ***5.3 Findings***

In terms of the **relevance and strategic fit** of the RBSA supported CPOs and RPO during the 2010-11 biennium, the evaluation found sufficient justification for the allocations. The focus of ILO on tripartism and social dialogue underscores the importance of the RBSA support to strengthening of the ILO’s tripartite constituents so that they can participate as strong partners in debate and decision-making on labour, economic and social policies and poverty reduction strategies. In response to gap filling requests, RBSA funds were allocated to the 5 CPOs and the RPO. Not only are the chosen CPOs and RPO relevant to country and Regional needs, each of the Outcomes is strategically aligned to relevant P&B

Indicators for the 2010-11 biennium. Deriving from the above, this evaluation concludes that the strategic choice of the RBSA supported Outcomes is quite relevant to the DWCPs in the selected countries (Ethiopia, Uganda, and Zimbabwe) and African region in general, while it supported development of the roadmap in 2011 that serves as a reference document for ILO interventions in Tunisia. In addition, the focus of the RBSA support on capacity building and advocacy activities for the promotion of tripartism and social dialogue addresses the highest priorities of the ILO to achieve the targets of the Decent Work Agenda in Africa.

**Effectiveness** of RBSA supported Outcomes is evident from the achievements made through interventions and their significance to the entire programme being supported by the ILO. The evaluation found that in spite of the delay in making the funds available to programme implementers, the flexibility of RBSA funding has enabled the ILO to respond quickly and effectively to urgent and emerging needs and priorities in at least 4 of the 5 CPOs evaluated and in the RPO. Support provided by RBSA fund to the five CPOs (ETH802, SDN108, UGA801, ZWE151 and TUN803) and RAF801 focused on social dialogue issues and the capacity of partners, Government and Workers' Organizations, to engage effectively in policy formulation, programming and collective agreements. RAF801 brought together a large gathering of French and African business communities with support at the highest level of governance business management, which committed to furthering business interests in Africa in the longer-term in a sustainable manner. TUN803 interventions were not as effective as planned due to bureaucratic reasons; however, the focus on capacity building, both human and institutional, proved quite effective in reaching most of the outputs of the CPOs.

**Efficiency of resource use:** The ILO has received over US\$ 53 million for the RBSA for 2010-11. Except Germany's contribution which was subject to special earmarking, five donors, Netherlands, Belgium, Denmark, Norway and Italy provided substantial and fully un-earmarked resources. With regard to the P&B Outcomes under this evaluation, RBSA has been used to complement resources from the ILO's Regular Budget and extra-budgetary resources for Technical Cooperation, and this has made it possible to scale up and accelerate the delivery of outputs. In the case of UGA801, RBSA was used as seed money to achieve concrete outputs and to develop larger technical cooperation project. In all the six Outcomes addressed in this evaluation, RBSA has also been used to address the highest priorities of the ILO to achieve the targets Decent Work Agenda in Africa.

With regard to the selected RBSA supported Outcomes for this evaluation, technical backstopping has been efficiently provided by the collaborating units in Geneva and ITC/Turin, with support by the DWTs located in the COs in Dar es Salaam and Cairo through missions, facilitation of technical training workshops and preparation of project documents.

The ILO has set standards guiding efficiency in the use of RBSA funds, among others. Although the initial delivery rates shown in the IRIS data of beginning of October 2011 for the Financial Closure 31 December 2011 appear to be generally low, in reality four out of the five CPOs and the RPO achieved close to 100% delivery rates by the end of 2011.

**Management arrangements** of RBSA funding and programme implementation are guided by the relevant sections of the Office Procedure. The management includes Outcome

Coordinators, Regional Directors, Executive Directors and the Director of the Policy Integration Department. Upon receipt of submissions comments are invited from ACTRAV, ACTEMP, GENDER and ITC/Turin with focus on identification of specific components and/or outputs that should be included in RBSA budgets, taking into consideration the budgetary implications of inputs to be provided by Headquarters' units. At country/regional level, the Directors are in charge of the programme Outcomes under their supervision, and they work closely with the relevant ILO Country Directors who, in turn, supervise the CPOs in their domains. In the case of the Outcomes evaluated, the ILO Regional Director for Africa in Addis Ababa, Ethiopia, with the support of ILO Country Directors, has been responsible for overseeing the coordination of outputs and related management work.

Since RBSA supported Outcomes/Outputs are derived from the ILO and other agency supported projects within DWCPs, their management is virtually the same as in the projects they are supporting. The administrative and relevant technical support available at the ILO Office and/or Decent Work Team is deployed to manage the implementation of RBA supported activities under their jurisdiction. The main actor in the operational aspect of CPO management has been the ILO National Programme Officer and/ ILO Expert on Decent Work. In general, the RBSA management structure for the CPOs and RPO reviewed is adequate and effective.

### **Sustainability**

The ILO believes that the sustainability of its work largely depends on its ability to engage with governments, constituents, civil society organizations and other key national stakeholders on the design and implementation of policies and legislation. Inclusive participation in the process of programme formulation and implementation is key to sustainability of activities. Therefore, both human and institutional capacity building, through training and production and dissemination of relevant publications, has proved to be an effective strategy for ensuring the full and meaningful participation of the ILO tripartite constituents (Government, Workers' and Employers' associations) in social dialogue and collective agreements in the CPOs evaluated.

For illustration, the RBSA allocation to SDN108 has been utilized to support a National Conference and series of training workshops; these activities resulted in the signing of a tripartite resolution in which constituents South Sudan committed themselves to membership of the ILO, preparation of a DWCP, the adoption of all the fundamental Conventions and the adoption of a social dialogue modality for the implementation of the Decent Work Agenda for South Sudan at central and state level.

In order to assure programme integrity and continued RBSA funding in response to critical resource gaps and related operational requests, the ILO has decided that the specific Outcomes being so supported should be evaluated. This independent thematic evaluation of RBSA support has been designed to support the sustainability drive by the ILO.

## ***6. Recommendations***

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- i. RBSA supported programme managers, upon notification of their allocations, should

design a work plan specific to RBSA outputs and activities, cognizant of the standard ILO evaluation criteria.

- ii. Although there are provisions for rephasal of fund, RBSA allocation for a given biennium, to the extent possible, should be done to give ample time for the implementation of scheduled outputs and activities.
- iii. Outcome Coordinators at the Headquarter in Geneva should continue work closely with ROAF and the CO management structure on the ground to ensure that Government intervention (as in the case of TUN803) does not derail the process of implementing agreed programme activities.
- iv. In order to ensure greater effectiveness of ILO interventions, the ILO should endeavor to provide, at least, one DW Expert in each country with a DWCP with the possibility of RBSA funding.
- v. The ILO should make it mandatory for programme management utilizing RBSA funding to produce at least one monitoring report during the biennium in reference, as a means of ensuring efficiency of resource management.

# ANNEXES

## **Annex 1: Terms of Reference**

### **Terms of Reference**

#### **Independent Evaluation of African Country Programme Outcomes (CPOs) Funded from RBSA in the Thematic Area of Social Dialogue**

22 April 2013

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#### **1. Introduction and rationale for evaluation**

The Regular Budget Supplementary Account (RBSA) is an account established based on the voluntary contributions of Member States, in addition to their assessed contributions to the regular budget. It is directed to the implementation of decent work priorities and outcomes formulated in dialogue with tripartite constituents in Member States. Based on the endorsement of the Governing Body and approval of the International Labour Conference during the examination of the International Labour Organization's Programme & Budget for 2008-09, the ILO Director-General first announced its implementation on 28 February 2008 (IGDS Number 5 (Version 1)). The announcement stipulates that RBSA can only be used in direct support to member States, as part of Official Development Assistance (ODA).

The ILO Evaluation Framework and Policy requires that RBSA-funded initiatives are evaluated in order to assess the contributions of RBSA towards achieving relevant Programme and Budget Outcomes, through achievement of country/sub-regional/regional programme outcomes, as envisaged in the relevant Decent Work Country Programmes (DWCPs)/ Sub-regional Decent Work Programmes (SRDWPs) mainly implemented through the Regular Budget and/or Extra-budgetary resources. This particular evaluation will deal with the Programme and Budget Outcomes related to social dialogue indicated as follows:

Outcome 9: Employers have strong, independent and representative organizations

Outcome 10: Workers have strong, independent and representative organizations

Outcome 11: Labour administrations apply up to date labour legislation and provide effective services

Outcome 12: Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations

Outcome 13: A sector-specific approach to decent work is applied

The conclusions and recommendations of the evaluation are expected to be useful for the assessment of the relevance, effectiveness, impact, efficiency and sustainability of the interventions; to identify appropriate recommendations for a potential second phase; and to document lessons learnt for organizational learning.

Main users of the findings are expected to be ILO staff involved in the implementation of the CPO activities, ILO programming units, concerned specialists, ILO Monitoring and Evaluation staff at country, sub-regional, regional and/or HQ, tripartite constituents in the relevant countries and potential donors and implementing partners.

## 2. Brief background on project and context

The ILO has received over US\$ 53 million for the RBSA for 2010-11. These funds are allocated to help achieve specific results in ODA-eligible countries, as identified in Decent Work Country Programmes (DWCP). RBSA typically complements resources from the ILO's Regular Budget and extra-budgetary resources for Technical Cooperation, making it possible to scale up and accelerate activities. RBSA can also be used as seed money to develop larger technical cooperation projects or to fill in important funding gaps where other resources are not available, making it a critically important component of the resource mix to deliver decent work results. RBSA also allows the Office to work in developing countries that do not attract donor funding easily. RBSA is used to address the highest priorities of the ILO to achieve the Decent Work Agenda. It is the flexibility of RBSA and the opportunity to complement and leverage other resources through RBSA that makes it such an essential component of the ILO's integrated resource used.

One of the work areas funded by the RBSA is strengthening of the ILO's tripartite constituents so that they can participate as strong partners in debate and decision-making on labour, economic and social policies and poverty reduction strategies. The Decent Work Agenda for Africa (DWAA), which guides ILO's work in the region, also has significant focus on the social dialogue strategic objective. Under the theme of tripartism as a key governance mechanism for inclusive poverty-reducing growth, the DWAA has articulated two specific objectives: i) to mobilize the potential of tripartism in Africa as a force to promote poverty reducing and socially inclusive development and ii) to strengthen the capacity of employers' and workers' organizations in the development, implementation, monitoring and evaluation of DWCPs and national development frameworks. The following 9 CPOs/SRPOs/RPOs have been selected for this independent thematic evaluation of RBSA support:

CPO/RPO	Office	Amount in USD	P&B Outcome	Approval Date
<b>ETH802:</b> Institutional capacity of workers' organizations Strengthened	CO- Addis	121,000.00	10	July 2011
<b>RAF801:</b> Strengthened institutional capacity of employers' organisations	RO-Africa	150,000.00	9	Jan. 2010
<b>SDN108:</b> The foundation of a coordinated labour administration system in Southern Sudan, which will contribute to the development of sound industrial relations and enhance labour law enforcement, is established	DWT/CO-Cairo	227,000.00	11	Feb. 2011
<b>TUN803:</b> Increased capacities of employers' and workers'	CO-Algiers	250,000.00	12	Aug. 2011

organisations to participate effectively in the development of social and labour policy				
<b>UGA801:</b> Labour Administration Systems and Institutions strengthened	CO-Dar es Salaam	100,000.00	11	March 2011
<b>ZWE151:</b> Facilitate and institutionalize dialogue on socio economic issues including policy formulation and implementation and capacity building of the Tripartite Negotiation Forum (TNF)	CO-Harare	53,869.00	12	Aug. 2011

### 3. Purpose and Scope of Evaluation

In line with ILO's policy for evaluation, it is proposed that an independent evaluation is conducted to assess the achievements obtained through the support of RBSA to CPOs in the African Region concerning the promotion of tripartism and social dialogue, specifically. More specifically, the evaluation, which will be conducted by an external collaborator/evaluator, will cover 5 CPOs in five countries (Ethiopia, Sudan, Tunisia, Uganda and Zimbabwe), as well as one regional programme outcome (RPO).

The evaluation will be thematic in scope and will cover RBSA allocated for the 2010-11 biennium.

The specific objectives of the evaluation are:

1. Assess the contribution of the RBSA fund to achieve the biennium CPOs/RPO targets;
2. Assess and highlight progress and achievements obtained with the support of RBSA to the respective CPOs/RPO, in terms of relevance, effectiveness, efficiency and sustainability of the outputs and outcomes;
3. Assess the factors that affected the progress and achievements obtained;
4. Highlight problems encountered and constraints faced;
5. Identify main lessons from the support of RBSA to the respective CPOs/RPO;
6. Provide recommendations for the future support of RBSA to the CPOs/RPO addressing strengthening tripartism and social dialogue;

Whereas the evaluation would specifically address progress and achievements obtained with the support of RBSA, the evaluation would also consider the totality of work undertaken to achieve the CPOs/RPO, including with sources of funding other than RBSA.

In particular, the evaluation will cover the following questions:

#### **Design**

- The adequacy of the planning/CPO/RPO selection process. What internal and external factors were considered when selecting these six CPOs and RPO for RBSA funding?
- The extent to which planned objectives/outcomes were realistic;
- The extent to which planned activities and outputs could logically and realistically be expected to meet desired objectives/outcomes.

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

The contribution of the six CPOs and RPO to the ILO's policy frameworks (Strategic Policy Framework, Programme and Budget, Decent Work agenda for Africa, Decent Work Country Programmes);



- How well the CPOs/RPO complemented and fit with other on-going ILO programmes and projects in the countries;
- The extent to which the planned outcomes have been able to influence national, sub regional and regional policy agendas on strengthening tripartism and social dialogue.
- Assess whether the RBSA funded outputs are relevant to the outcome

### ***Effectiveness***

- To what extent have the six CPOs and RPO and the related outputs been achieved or are they likely to be achieved?
- To what extent the RBSA fund was helpful to achieve the biennium CPOs/RPO targets
- Were outputs produced and delivered as per the work plans/milestones? Have the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them?
- Can the RBSA funded outputs be credibly linked to the achievement of the outcome?
- More specifically, the following questions need to be given particular emphasis:
  - o Assess to what extent the interventions have influenced ILO's tripartite constituents in the area of tripartism and social dialogue. Have constituents been involved in the implementation of activities?
  - o Assess how planned outcomes/outputs, and the implementation of activities, have addressed gender equality concerns.

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

- Assess the effectiveness of the funding modality (RBSA) for the achievement of intended outcomes;
- Assess the quality and timeliness of delivery on allocated resources;
- To what extent have resources (financial, human, institutional and technical) been allocated strategically;
- Are the activities/outputs in line with the schedule of activities/outputs/milestones as defined by the country office and work plans?
- Are the disbursements and expenditures in line with budgetary plans? If not, what were the bottlenecks encountered?

### ***Effectiveness of management arrangements***

- Assess the effectiveness of work arrangements.
- Has there been a clear understanding of the roles and responsibilities of all parties involved?
- Assess the process of planning, approving and monitoring RBSA
- Assess the adequacy of management and technical and administrative backstopping;
- How effectively did the ILO field offices concerned monitor the CPOs/RPO? Has relevant information systematically been collected and collated? How have the offices utilised the IRIS system for planning and monitoring the CPOs/RPO? Are all relevant stakeholders (HQ, RO, DWTs, COs) involved in an appropriate and sufficient manner?
- To what extent did the work arrangements and RBSA management allow response to changing circumstances and emerging needs?

### ***Sustainability***

- In view of the above, how likely are achievements on the CPOs/RPO to be sustainable?
- To what extent were sustainability considerations taken into account in the identification and design of outcomes/outputs?

- To what extent were sustainability considerations taken into account during the execution of activities?
- In what way has the ILO been able to develop sustainable national, sub regional and regional capacities in the area of strengthening tripartism and social dialogue using RBSA funding? Has the capacity of implementing partners been sufficiently strengthened to ensure sustainability of achievements?

### ***Lessons learned***

- Which good practices and lessons can be drawn from the implementation of the CPOs/RPO that could be applied in future cycle of RBSA funding?
- What should have been different, and should be avoided in the future cycles?

## **4. METHODOLOGY**

The evaluation will be carried out through a combination of desk reviews, interviews by telephone/Skype with key ILO staff and stakeholders in ILO headquarters and field offices in Africa. For consultations with ILO's Regional Management, staff and constituents as well as other key stakeholders, field visits will include specific countries such as Ethiopia and the ILO Office in Cairo<sup>33</sup>. Additional consultations may be decided by the evaluation manager. The independent evaluator will review inputs by all ILO and non-ILO stakeholders involved in the implementation of the CPOs/ RPO. The draft evaluation report will be shared with a selected group of key stakeholders with a request for comments within a specified time frame.

### **4.1 Desk review**

A desk review will analyse CPOs and other documentation provided by the evaluation manager. The desk review will lead to a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument, which should be finalised in consultation with the evaluation manager. The evaluator will review the documents before conducting any interviews.

The desk review is expected to encompass, but will not be restricted to:

- Documents related specifically to the CPOs/RPO in question and activities undertaken with support from RBSA under these CPOs/RPO. This will include:
  - o Texts of approved CPOs/RPO
  - o Programme Decision Minutes (concerning allocation of funding)
  - o Technical reports
  - o RBSA Guidelines/IGDS (internal governance documents)
  - o Programme and Budget for 2010-11
  - o Programme Implementation Report
  - o Decent Work Agenda in Africa;
- Relevant regional and global policy documents related to the strategic objective of Strengthening Tripartism and Social Dialogue.

### **4.2 Interviews**

The external collaborator will undertake interviews through telephone/Skype with relevant ILO staff at headquarters, in particular the Social Dialogue Department, and with ILO staff in relevant DWTs and COs in the African Region. The external collaborator will also undertake interviews with ILO staff, constituents and stakeholders during field. The list of interviews will include, but not be restricted to:

- ILO Headquarters Social Dialogue Department

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<sup>33</sup> Ethiopia is included in order to facilitate in-depth interviews with the Regional Office for Africa for all CPOs concerned as well as for the Regional Outcome on RAF801. In addition, the consultant will be able to liaise with CO-Addis concerning ETH802.A field visit to DWT/CO-Cairo has also been included for in-depth information on the relevant CPOs for Sudan and Tunisia, the technical backstopping of which are provided from this office.

- Employers' Activities (ACT/EMP)
  - Industrial and Employment Relations Department (DIALOGUE)
  - Labour Administration and Labour Inspection Programme (LAB/ADMIN)
- ILO Regional Office for Africa
  - Regional Office Management
  - Regional Office Programming Unit
  - Employers' Activities Specialist
  - Workers' Activities Specialist
  - Gender Specialist
- ILO Decent Work Support Team (DWT) in Cairo
  - DWT Management
  - Employers' Activities Specialist
  - Workers' Activities Specialist
  - Programming Unit
- ILO Country Offices (CO) in Addis
  - CO Management
  - Programme Officers
- ILO Country Offices (CO) in Dar es Salaam
  - CO Management
  - Programme Officers
- ILO Country Offices (CO) in Harare
  - CO Management
  - Programme Officers
- ILO Country Offices (CO) in Algiers
  - CO Management
  - Programme Officers
- Constituents in Ethiopia during field visits. Additional constituents from remote as required and in consultation with evaluation manager.
- Other stakeholders as required and in consultation with evaluation manager.

#### **4.3 Main outputs**

The external collaborator shall prepare the following three outputs in the course of executing his/her assignment:

1. An evaluation summary according to the ILO's template for summaries of independent evaluation reports (to be provided by the evaluation manager);
2. Draft evaluation report;
3. Final evaluation report incorporating comments provided by key stakeholders (comments to be compiled by evaluation manager).

The evaluation report shall be presented as per the proposed structure in the ILO evaluation guidelines:

- Cover page with key evaluation data
- Executive Summary
- Acronyms
- Description of the CPOs
- Purpose, scope and clients of the evaluation
- Methodology
- Clearly identified findings for each criterion and CPO
- Conclusions
- Recommendations
- Lessons learned and good practices
- Annexes

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with Word for Windows.

## 5. Management arrangements, workplan and timeframe

### 5.1 Evaluator

The evaluation shall be conducted by an external independent collaborators/evaluator responsible for conducting a participatory and inclusive evaluation process. The external collaborator shall produce the evaluation outputs listed above based on the methodology outlined above.

### 5.2 Evaluation manager

The external collaborator will report to an evaluation manager in the ILO's Regional Office for Africa (Ms. Elleni Haddis, [elleni@ilo.org](mailto:elleni@ilo.org)) and should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical and administrative support of the Regional Office for Africa and relevant field offices.

### 5.3 Workplan and timeframe

The evaluation process is estimated to commence on 21 April and end by 7<sup>th</sup> of June 2013. The independent consultant will spend at least nine working days on field visits. A first draft of the evaluation report shall be submitted by the external collaborator to the Evaluation Manager no later than 21<sup>st</sup> of May 2013.

The Evaluation Manager, in consultation with relevant stakeholders, will review the draft and submit any comments to the external evaluator by 28<sup>th</sup> May 2013.

The final report, with comments integrated will be submitted to the Evaluation Manager no later than 30<sup>th</sup> of May 2013.

The following work flow breakdown is envisaged for the evaluation process:

Item	No of working days
Document review	5 days
Consultations and interviews	5 days
Field visits	12 days
Write-up draft report	5 days
Final report submission	2 days
<b>TOTAL</b>	<b>29 days</b>

### 5.4 Evaluation process

The evaluation process is foreseen to cover the following steps and time period. Final submission of the evaluation report to the Regional Office for Africa should take place no later than 30<sup>th</sup> of May 2013.

Steps	Tasks	Responsible Person	Timing
I	<ul style="list-style-type: none"><li>Preparation of TORs, consultation with relevant partners and staff</li></ul>	Evaluation manager	Second week of February 2013
II	<ul style="list-style-type: none"><li>Identification of independent international evaluator</li><li>Creating contract and preparation of budgets and logistics</li></ul>	Evaluation manager	Second week of March 2013
III	<ul style="list-style-type: none"><li>Telephone briefing with evaluation manager</li><li>Desk review of relevant documents</li><li>Evaluation instrument designed based on desk review</li></ul>	Evaluator	20-26 March 2013 (5 days)

<b>IV</b>	<ul style="list-style-type: none"> <li>• Consultations with field offices (telephone/Skype)</li> <li>• Consultations with constituents stakeholders in the field</li> <li>• Field visits</li> </ul>	Evaluator	21 April-14 May 2013 (17 days)
<b>V</b>	<ul style="list-style-type: none"> <li>• Draft evaluation report based on desk review and consultations from field visits</li> </ul>	Evaluator	15-21 May 2013 (5 days, draft should be submitted by 21 <sup>st</sup> of May)
<b>VI</b>	<ul style="list-style-type: none"> <li>• Circulate draft evaluation report to key stakeholders</li> <li>• Consolidate comments and share with evaluator</li> </ul>	Evaluation manager	22-28 May 2013 (comments will be shared with evaluator by 28th May)
<b>VII</b>	<ul style="list-style-type: none"> <li>• Finalize the report including explanations if comments were not included</li> </ul>	Evaluator	29-30 May 2013 (2 days)
<b>VIII</b>	<ul style="list-style-type: none"> <li>• Approval of report by EVAL</li> </ul>	EVAL	First week of June
<b>IX</b>	<ul style="list-style-type: none"> <li>• Official submission of evaluation report to ROAF management and HQ</li> </ul>	Evaluator	7 <sup>th</sup> June 2013

### 5.5 Qualifications of external collaborator/

The external collaborator is expected to have the following qualifications:

- At least a Master's Degree in International Law or related graduate qualification;
- A minimum of 10 years' experience in evaluating international development interventions in the area of labour and employment;
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing;
- Experience in evaluating organisational strategies;
- Acquaintance with ILO's Decent Work mandate and familiarity with ILO processes and working methods;
- Knowledge and experience of the UN System;
- Excellent communication and interview skills in English ;
- Excellent report writing skills;
- Understanding of the development context of Africa would be a clear advantage.

## **Annex 2: List of persons met/interviewed**

- Mrs. Cynthia Samuel-Olonjuwon. Chief, Regional Programming Unit in ROAF, Addis Ababa
- Mr. Gugsu Farice, Senior M&E Officer, ILO Regional Office for Africa, Addis Ababa
- Ms. Elleni Haddis, Programme Officer, ROAF
- Mr. George Okutho, Director, Country Office for Ethiopia & Somalia
- Mr. Hans Hofmeijer, Deputy Regional Director, ROAF
- Ms. Kidist Chala, Programme Officer, ILO CO, Addis Ababa, Ethiopia
- Mme. Maria Crisetti, Director, ILO Office, Algiers, Algeria
- Ms. Rosa Benyounes, NPO, ILO Office, Algiers, Algeria
- Ms. Constanze Schimmel, NPO, ILO Office, Algiers, Algeria
- Mr. Tabi Abodo, Director, ILO Country Office, Harare, Zimbabwe
- Mr. Adolphus Chinomwe, Programme Officer, ILO Country Office, Harare, Zimbabwe
- Mr. Yousef Qaryouti, Director, ILO Office, Cairo, Egypt
- Mr. Nashwa Bilal, Programme Officer, ILO Office, Cairo, Egypt.
- Mr Anthony Rutabanzibwa, Programme Officer, ILO Office, Dar es Salaam, Tanzania

### Annex 3: Reference Materials

- International Labour Organization, *Programme and Budget for the Biennium 2010-11*, International Labour Office, Geneva.
- ILO, Quick guide on completing information in SMM for RBSA release.
- ILO, Report of the Director General, International Labour Conference, 101<sup>st</sup> Session 2012.
- ILO, Programme and Budget for the Biennium 2010-11, Geneva.
- ILO, Governing Body, Programme, Financial and Administrative Section, ILO Programme Implementation 2010-11, (GB.313/PF A1) 10 February 2012.
- ILO, Theme 5: Social dialogue as a key governance mechanism to realize the Decent Work Agenda in Africa, 12<sup>th</sup> African Regional Meeting, Johannesburg, South Africa, 11-14 October 2011.
- ILO, Success Africa III: Realising New Era of Social Justice through Decent Work – Success Stories from Africa, Geneva, 2011.
- ILO, Social Dialogue Indicators, Geneva, 2011.
- ILO, Technical Memorandum: Uganda labour administration and inspection needs assessment (LAB/ADMIN, Labour Administration and Inspection Programme, ILO, Geneva), December 2011.
- ILO, International Labour Conference, 102nd Session, 2013, Report VI; Social dialogue; *Recurrent discussion on social dialogue under the ILO Declaration on Social Justice for a Fair Globalization, 2013; ILO, Geneva (ILC.102/VI)*.
- ILO, Report of the Commission of Inquiry appointed under article 26 of the Constitution of the International Labour Organization to examine the observance by the Government of Zimbabwe of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98) December 2009, ILO, Geneva.
- South Sudan, Report of the ILO Post-Conference Support to South Sudan: The National Labour and Employment Tripartite Conference, May 2<sup>nd</sup> – May 3<sup>rd</sup> 2011, at the Sahara Resort Hotel, Juba, South Sudan.
- ILO, Uganda, Technical Memorandum: Uganda labour administration and inspection needs assessment (LAB/ADMIN).

- Zimbabwe, Decent Work Country Programme, 2009-2011; Internal review, Zimbabwe – Final Report (November 2011).