



ILO EVALUATION

- Evaluation Title: Outcome 10 independent evaluation: Workers have strong, independent and representative organizations - Trade unions for social justice
- ILO TC/SYMBOL: GLO/11/57/SID; GLO/12/58/NOR; GLO/12/59/NOR
- Country(ies) : India, Malaysia, Nepal, Thailand, Viet Nam
- Date of the evaluation: Nov 2014
- Name of consultant(s): Sterling Smith
- ILO Administrative Office: ACTRAV
- ILO Technical Backstopping Office: ACTRAV
- Date project ends: March 2014
- Donor and budget US\$ Sweden and Norway -- Combined budgets USD 5,021,529
- Evaluation Manager: Youcef Ghellab
- Key Words: Trade Unions, capacity building, social dialogue

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.

Independent Evaluation of Outcome 10:
Workers have strong, independent and representative organizations

Programme numbers:	GLO/11/57/SID; GLO/12/58/NOR; GLO/12/59/NOR
Programme title:	Trade unions for social justice
Programme administrative and technical backstopping unit:	ACTRAV
Programme period:	1 January 2012 - 31 March 2014
Start date:	1 January 2012
End date:	31 March 2014
Programme Budget:	5,021,529 million USD
Evaluation Manager:	Youcef Ghellab
Evaluation Consultant:	Stirling Smith
Date:	11 th November 2014

Contents

Acronyms	3
Executive Summary	5
Purpose, scope, methodology and clients of evaluation	13
Methodology	13
Evaluation findings	15
Lessons learned and emerging good practices	38
Recommendations	39
Conclusions	41
Case study: Salem, Tamil Nadu	42
Case study: Kenya police service	44
Annexes	46
The Ten Point	46
Terms of reference	47
List of informants	56
List of documents consulted	59

Acronyms

ACT/EMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
AITUC	All India Trade Union Congress
ANTUF	All Nepal Trade Union Federation
BMS	Bharatiya Mazdoor Sangh
CEACR	The Committee of Experts on the Application of Conventions and Recommendations
COTU (K)	Central Organization of Trade Union (Kenya)
CPO	Country Programme Outcome
CFA	Committee on Freedom of Association
CITU	Centre of Indian Trade Unions
CNSM	National Trade Union Confederation of Moldova
CTUO	Central Trade Union Organization (India)
DWCPs	Decent Work Country Programmes
EVAL	Evaluation Unit
FoA	Freedom of Association
FACB	Freedom of Association and Collective Bargaining
FPRK	Federation of Trade Unions of Kazakhstan
FPRW	Fundamental Principles and Rights at Work
GENDER	Gender Bureau
GP	Global Product
GEFONT	General Federation of Nepal Trade Unions
GUF	Global Union Federation
HAMK	Armenian Trade Union Confederation

HMS	Hind Mazdoor Sabha
INTUC	Indian National Trade Union Congress
ITUC	International Trade Union Confederation
ILC	International Labour Conference
ILO	International Labour Organization
ILSs	International Labour Standards
JTUCC	Joint Trade Union Coordination Centre (Nepal)
LPF	Labour Progressive Front (India)
MOLE	Ministry of Labour and Employment (India)
NP	Norway Programme
NPC	National Programme Coordinator
NTSD	National Tripartite Social Dialogue
NTUC	Nepal Trade Union Congress
OSH	Occupational Safety and Health
PARDEV	Partnerships and Field Support Department
SARTUC	South Asian Regional Trade Union Council
SP	Sweden Programme
TC	Technical Cooperation
TUCA	Trade Union Confederation of the Americas
TUCOSWA	Trade Union Congress of Swaziland
TUSJ	Trade Unions for Social Justice

Executive Summary

Support for Outcome 10 - “workers have strong, independent and representative organizations” - in the biennium 2012-2013 was provided by Norway and Sweden. This “lightly earmarked” funding promoted “One ACTRAV” programming and contributed towards the achievement of several global, regional and country level outcomes. Importantly, many thousands of workers have been organized, helped in the transition to formality and now enjoy improved wages or conditions.

Increased capacity of trade unions to address socio-economic issues in-depth, and their growing involvement in Decent Work Country Programmes (DWCPs), underpinned by international labour standards, gender equality and other elements of the ILO Declaration on Social Justice for a Fair Globalization and the Global Jobs Pact (GJP), have helped unions achieve respect for fundamental rights.

The evaluation concludes that the programme was delivered efficiently and met the needs and concerns of workers’ organizations (WOs).

Background remarks

Outcome 10 may seem simple: “workers have strong, independent and representative organizations.”

Workers NEED *strong, independent and representative organizations*. In development terms, trade unions are a tool that workers require to exercise agency. Within a trade union, workers can redress the power imbalance with their employer or with the state and its agents. Workers can, and have, created other organizations - for example, political parties and cooperatives - to advance their interests and provide a countervailing power to interests opposed to them. But trade unions represent the most widespread type of organization.

From the ILO’s point of view, trade unions are essential. Effective workers organizations (WOs)¹ are much more than partners for the ILO; they are an integral part of its governance. The preamble of the Constitution of the ILO (1919) affirms the principle of freedom of association as being among the means of improving the conditions of workers and ensuring peace. The 1944 Declaration of Philadelphia, which forms part of the Constitution of the ILO, affirms that “freedom of expression and of association is essential to sustained progress”

Effective trade unions make Decent Work possible and are themselves a component of Decent Work. They are central to the achievement of all the ILO’s strategic objectives.

Therefore, for workers to have strong, independent and representative organizations is absolutely central to the ILO's very existence. While it is an Outcome within the current planning arrangements, it is an existential matter for the ILO.

¹ The terms workers’ organizations and trade unions are used interchangeably in this report.

Treated as an outcome, “workers have strong, independent and representative organizations” it is particularly relevant to a number of other outcomes, including:

Outcome 9: *Employers have strong, independent and representative organizations* Collective bargaining and social dialogue depend on a partner, and for workers, it is employers and their organizations. They are complementary.

Outcome 14, *The right to freedom of association and collective bargaining is widely known and exercised*. Here the link is particularly close. Freedom of association and collective bargaining (FACB) can only exist in the context of strong workers’ organizations.

Both the Declaration on Fundamental Principles and Rights at Work and its Follow-up (1998) and the Declaration on Social Justice for a Fair Globalization (2008), have underscored the significance of the fundamental principles of freedom of association and the right to collective bargaining as both rights in themselves and enabling conditions for the realization of the ILO’s strategic objectives - employment, social protection, social dialogue, and rights at work in a global economy.

Outcome-based funding partnerships

Since 2011, partnership agreements with Norway and Sweden have been outcome-based rather than project-based, in accordance with the ILO Strategic Policy Framework (SPF) 2010-15.

The SPF focuses upon four strategic objectives, providing the framework for the Programme and Budgets (P&B) for 2012-13 and 2014-15. These contain nineteen Decent Work Outcomes, each comprised of one or more indicators.

Outcome 10 has been identified as a priority outcome in partnerships with Norway and Sweden.

This joint final independent evaluation has been commissioned for the two programmes, the primary purpose of which has been to determine to what extent the programmes achieved their stated objectives, and how and why these objectives have or have not been achieved.

The evaluation has also sought to reflect on the extent to which the project outputs are applicable as global tools.

Finally, the evaluation offers some recommendations on how to build on the achievements and lessons learned, as well as identifying and documenting good practice to be used in any further project phases or other relevant areas of ILO work.

The evaluation took place in July and August 2014 and focussed on the results achieved by both programmes through the activities implemented from January 2012 to March 2014.

The principal clients of this evaluation are the donors of both programmes, ILO/EVAL, the Bureau for workers' Activities (ACTRAV), ILO offices in target countries and other relevant HQ staff, and workers' organizations in target countries.

The evaluation has aimed to assess the effect and impact of the support provided by Sweden and Norway to the ILO's Outcome 10.

It has done this by evaluating the relevance, coherence, effectiveness, efficiency, sustainability and impact of their activities, including an evaluation of the programmes' outcomes for beneficiaries.

In accordance with the methodology of Outcome Based Funding (OBF) evaluations, the key question to have been addressed was the extent to which the donor(s) contribution has allowed the ILO to make progress on the targets established for Outcome 10.

The findings and conclusions below address the key questions listed in the terms of reference and are presented according to the evaluation's principal criteria: relevance, coherence of programme design, programme management, efficiency, effectiveness, impact and sustainability.

Relevance

There can be few issues as relevant to the existence of the ILO as “workers have strong, independent and representative organizations.” No other agency within the UN system addresses, or could address, this issue.

The programmes under evaluation are highly relevant, as they address many areas identified as barriers to the realization of decent work conditions. They have been well aligned with the ILO strategy in promoting the right to freedom of association and collective bargaining contained in the P&B 2012-2013.

The programmes have also built on ILO efforts to promote the rights of domestic workers, in line with the Domestic Workers Convention, 2011 (No.189).

Therefore, the evaluation has found that the Norwegian and Swedish programmes have constituted an important contribution to Outcome 10.

Coherence of programme design

The programmes were designed coherently, and well integrated into the work of ACTRAV and other units and field offices. The programmes built on previous projects supported by Norway and Sweden and the careful succession planning between phases ensured a seamless service to WOs.

Programme interventions have been remarkable in promoting “One ACTRAV” and “One ILO”. For example, in Nepal, trade union capacity has been increased to such an extent that trade unions have become real partners in areas of work such as

migration and trafficking and have, to a considerable extent occupied a space previously the preserve of NGOS.

Programme management

The two programmes under review covered several countries, worked with many WOs and supported a wide range of activities at different levels from grass roots organizing through national advocacy to international policy formulation. The management of this complex matrix of implementation has been efficient and use of resources has been strategic.

Efficiency and effectiveness

The programmes under evaluation have had much improved efficiency because of the integration into ACTRAV's programming, and the direct contribution of specialists based in the field and Geneva.

Impact and sustainability

Impact and sustainability has been at two levels.

A. Many workers now have stronger organizations. A comprehensive measurement of impact is difficult in programmes of this type, but taking India and Nepal as examples, the evaluator estimates:

- § 500 senior and mid-level trade union leaders have a much improved understanding of ILSs, social dialogue and the working of the ILO. This has improved the effectiveness of the lobbying and advocacy of workers organisations. The impact of this is clear from the shift in attitude by the government of India on ratification of conventions dealing with freedom of association and collective bargaining; and in the considerable achievement of winning support from a number of members of the legislative assembly (MLAs) in the state of Tamil Nadu; and in the impact in the debates on Constitution and law in Nepal. Also in Tamil Nadu, it has led to a relationship with a multi-stakeholder corporate social responsibility organisation (see Tamil Nadu case study).
- § 2,000 local level leaders have an improved understanding of ILSs, social dialogue, and organizing. This has improved the effectiveness of workers' organisations in negotiation and collective bargaining at enterprise level.
- § 2,000 women members have an improved understanding of ILSs and gender issues. This has had the practical impact in the case of Nepal, in providing additional impetus for the development of a gender policy by one of the national centres. More widely, it has assisted in the organisation of women workers into trade unions.
- § 50,000 workers have been organized into trade unions. These trade unions

operate in a number of sectors, but in general have covered workers in the informal economy, including domestic workers, workers in agriculture and informal urban transport.

B. Workers - through their organizations - have Improved, and therefore more effective, participation in national tripartite social dialogue (NTSD). In some cases, this has assisted in the inclusion in several DWCPs of ratification of fundamental labour standards, and improved social dialogue. For example, there has been genuine involvement of trade unions in Nepal in the formulation of the constitution, labour law and other laws and policies impacting on workers - for example, migration or employment.

Especially noteworthy has been the public acceptance by the Government of India (GoI) that the issues in the way of ratification are technical, not questions of principle. The main reservation of the Government of India to the ratification of Conventions Nos. 87 and 98 seems to stem from the fears it has concerning the extension of the guarantees contained in the Conventions to government employees in India. The Government has expressed its inability to ratify the Conventions on the ground that the trade union system of the country is highly politicized and that therefore permitting the unionization of government employees and the exercise of collective bargaining rights by them would impair their impartial functioning.

The government says that it recognises the principle of freedom of association, which is guaranteed in the constitution. A technical mission to India, at the request of the government, to discuss how other countries had dealt with this issue of government employees, was planned to take place after this evaluation took place. By the nature of these impacts, the achievements are more sustainable. Workers who have enrolled in trade unions will remain in them if they stay in the same job, and get a good service from their union.

ILSs once ratified, normally remain ratified, as cases of denunciation are rare.

Lessons learned

- § The use of lightly earmarked funds, within outcome based funding mechanisms, can promote more coherent, logical, and relevant programming and activities.
- § The establishment of links between the Swedish and Norwegian programmes and national DWCPs, CPOs and existing ILO strategies has contributed to the sustainability of achievements made by WOs. The evaluation found many examples of the approach adopted by the programmes being followed outside the context of the ILO.
- § Promoting unity in action, through Joint Action Forums or similar bodies, should be a primary focus for ACTRAV in countries where the trade union movement is divided. This is not to promote organizational unification, although if WOs wish this, the ILO should offer assistance. The ILO can play a

unique role in creating a common platform.

- § Even in difficult situations, such as export processing zones (EPZs) where organising trade unions may seem impossible, the programme has shown that through persistence and the use of innovative approaches, EPZ workers can be helped and unionized.

Recommendations

Level 1. The ILO, external relations and resource mobilisation

Outcome based funding is a useful mechanism and its use should be continued and other partners encouraged to examine it. OBF, if properly managed, can help drive crucial parts of the ILO reform agenda.

Level 2. ACTRAV programming

Integration of external projects and programmes with the wider programming delivers “one ACTRAV” to workers’ organizations. It is not really relevant for trade unions how the ILO provides support to them. The precise mechanism RBTC, RBSA XBTC is of much less importance to them than that the support is relevant and timely. The programming of the NP and SP has been exemplary in this regard.

Level 3: Future NP and SP support

Two interventions additional are suggested.

Firstly, in order to raise awareness of the achievements of trade unions, there could be designed a series of media training events and opportunities. While many media outlets may not have dedicated labour correspondents, journalists could be identified and given more support.

Secondly, support could be provided to enable WOs to develop more systematic and productive relationship with Parliamentarians.

Introduction

Under the current partnership agreements with Norway and Sweden, funding is allocated at the level of outcomes (Outcome-Based Funding- OBF) and aligned with the Strategic Policy Framework (SPF) 2010-15 and the Programme and Budget for 2012-13 and 2014-15. Outcome 10 in the ILO Programme and Budget, namely "Workers have strong, independent and representative organizations" is one of the outcomes which received funding support from both the Norwegian and Swedish donors in the 2012-13 biennium.

The combined contributions of Swedish and Norwegian funds to Outcome 10 amounted to 3.4 million USD in 2012-13. Given the combined size of these funds, an external and independent evaluation of the projects to support Outcome 10 was necessary.

The focus of the evaluation has been on the Country Programme Outcomes (CPOs) achieved and Global Products produced under the two separate projects that have been delivered through the ILO's Bureau for Workers' Activities (ACTRAV). In so doing the evaluation seeks to assess the overall impact of programme interventions in strengthening the capacity of workers' organizations to enable them promote the interests of workers.

Brief background on the programme and its logic

Norwegian support to ACTRAV has been provided consistently for many years through different phases. The Outcome Based Funding in the 2012 - 2103 biennium enabled ACTRAV to build on the achievements of earlier phases of support.

Norwegian funding for outcome 10 was utilized to support a number of strategic aims:-

Firstly, to seek to increase trade union's influence over national policy issues.

Secondly, to strengthen trade union platforms in countries where fragmentation remains a challenge. This was a particular focus in Cambodia, Nepal and India;

Thirdly, to strengthen trade union networks at the regional and sub-regional levels in Africa and Latin America;

Fourthly, to support trade union campaigns for ratification and implementation of fundamental labour conventions.

Fifthly, to support campaigns to promote effective enforcement of national laws and international labour standards in general, and promoting freedom of association and collective bargaining in particular.

Sixthly, promoting gender equality in trade unions.

Swedish funding for Outcome 10 was utilized to develop global tools to assist trade

unions in addressing challenges in relation to international labour standards, crisis responses and DWCPs. It was designed to build upon the achievements of a prior phase in regards to the following themes:

Firstly, to enhance workers' organizations academic capacity through the Global Labour University,

Secondly, to improve working conditions in export-processing zones.

Thirdly, to improve occupational safety and health, and especially work on HIV/AIDS, which was seen as especially relevant, following the adoption of Recommendation No. 200.

Purpose, scope, methodology and clients of evaluation

Purpose

The primary purpose of this independent evaluation was to determine to what extent the Norway and Sweden programmes contributed to the overall achievement of Outcome 10.

The evaluation makes recommendations on future programmes and comments on lessons learned, as well as identifying. Examples of good practice are discussed.

Scope

The evaluation focussed on the results achieved by both programmes through the activities implemented from January 2012 to March 2014.

Methodology

The methodological approach for data collection was primarily qualitative in nature. The following methods were applied:

- § Desk review
- § Direct observation in the field
- § Focus Group Discussions (FGDs)
- § Key informant interviews (face-to-face, telephone or computer- assisted)

The evaluator reviewed programme documents; documents prepared by workers' organizations and interviewed representatives from ILO HQ and the field, as well as workers' organizations. In addition, some other key informants were interviewed including consultants, an employers' representative, and a representative of a multi stakeholder initiative.

Because the programmes operated globally, it was not possible to make field visits to every country. A short mission was made to India and Nepal. The report therefore adopts a sampling approach and relies on evidence from those two countries. It may be noted, however, that India and Nepal have received very substantial support from the NP, and are currently the only two countries where a National Programme manager is in post to co-ordinate activities.

Country visits took place in India and Nepal. A total of 103 respondents were interviewed individually or in Focus Groups, of which 41 were women.

It is a pleasure to report that no problems were experienced in conducting the evaluation. Officials in headquarters and in the field extended their full collaboration and were frank and open in their responses to questions. Representatives of

workers' organisations went to considerable trouble to arrange their schedules in order to interact with the evaluator. The relationship between the officials in India and Nepal on the one hand, and workers organisations on the other hand, were close and cordial. Nevertheless, in order to ensure transparency, these officials were not present during the focus group discussions and interviews. Data was triangulated, to the extent possible, in order to ensure that conclusions reached were robust.

The evaluation has been coordinated by an internal ILO evaluation manager, external to ACTRAV, with support from the ILO Evaluation Unit (EVAL). The evaluation manager was required to liaise with the independent evaluator and programme manager in the ACTRAV team and other stakeholders.

The evaluator was a trade union education expert with nearly three decades of experience in south Asia, including two years as CTA of an ACTRAV project; however, as this was two decades ago, this was not felt to constitute a conflict of interest.

The evaluator has previously evaluated projects for a number of organizations.

Evaluation findings

Relevance

1. What was the relevance of the regional/sub-regional goals, the CPOs and GPs funded by NP and SP to the Outcome 10 Strategy in the ILO Programme and Budget and Outcome Based Workplan?

The key elements in the Outcome 10 Strategy can be summarized as follows:

- § To strengthen the capacity of trade unions to fulfil their roles and responsibilities as organizations that promote the interests of workers. Their relevance depends largely on their ability to provide useful and timely services to their members.
- § Direct support to workers' organizations at the national, regional, global and sectoral levels spanning all outcomes of the ILO results framework;
- § Assistance to worker constituents in ILO governing organs and tripartite policy-making bodies, and building the capacity of trade unions in national institutions such as bipartite and tripartite bodies, mechanisms for social dialogue and collective bargaining, and Decent Work Country Programmes.
- § Assist WOs to develop a strategy for crisis responses.
- § Assuring effective trade union involvement in policy responses and regulatory frameworks to address deficits in decent work, including unacceptable forms of work.
- § Support to trade unions in relation to ratification and implementation of standards, including follow-up to recommendations of the ILO's supervisory bodies. The ILO will assist trade unions in effecting these recommendations, through targeted policy advice, customized capacity building, along with advocacy and knowledge sharing.
- § Fostering the democratic participation of members in trade unions
- § Increasing membership, especially through the organization of precarious workers, workers in the informal economy and in EPZs, as well as youth, women and migrant workers; (2)
- § Promoting trade union unity through common action platforms.
- § Promoting gender equality and non-discrimination within WOs.

The regional/sub-regional goals, the CPOs and GPs funded by NP and SP were well aligned with the Outcome 10 strategy.

COUNTRY PROGRAMME OUTCOMES

The Norwegian funding was used to support the eight CPOs listed below.

	Country	CPO
1	Armenia	ARM 802
2	Cambodia	KHM 802
3	India	IND 802
4	Kazakhstan	KAZ 802
5	Kenya	KEN 802
6	Moldova	MDA 802
7	Nepal	NPL 802
8	Swaziland	SWZ 802

In each country, taking into account local circumstances, in the framework of the CPOs, trade unions were supported to hold workshops that assisted in the achievement of the Outcome 10 strategy.

Common elements usually included:

- § Improved understanding of, and campaigning for, ILSs
- § Better realization of workers' rights under national labour law
- § Organizing workers, especially those in the informal economy
- § Gender awareness of trade unionists, special programmes for women workers.
- § Designing, implementing and monitoring DWCPs; ensuring regular inclusion of freedom of association and collective bargaining in DWCPs; Identifying issues to be included in DWCPs, especially those related to precarious work, e.g., contractual arrangements, migration, informal work, and MNEs.
- § Working together at national level, through Joint Action Forums

GLOBAL PRODUCTS

A number of areas that specifically contributed to the Outcome 10 strategy may be highlighted.

Work on crisis response was especially relevant. Responses to crises, financial,

environmental or social, cannot be fully effective without attention to income security and greater equality. Just wages and social security are areas where people recognize trade unions having an authoritative and legitimate voice.

Trade unions need greater competence and confidence in advocacy on these issues. Wages policy and social security are a key part of a trade union agenda for recovery and towards sustainable development and social justice.

With SP support, ACTRAV, in cooperation with the ILO Social Protection Department, undertook research and capacity-building activities in support of the implementation of the Social Protection Floors Recommendation. The global product developed tools that supported the policy campaign on the Social Protection Floor as well as wage-led economic recovery policies with a focus on minimum wage.

Work on EPZs was highly relevant. According to ILO estimates there are currently around 3,500 EPZs throughout the world operating in around 130 countries and territories and employing over 66 million workers. The number of countries using EPZs increased to 130 in 2006, up from 116 in 2002 and 25 in 1975. More than 85% of all EPZ workers work on the Asian continent, where the programme has had a particular focus.

The ILO's supervisory bodies have since 1998 commented on legislation and practice concerning freedom of association in EPZs. The CEACR has noted discrepancies between ratified Conventions and legislation and practice as regards the right to organize and join organizations, the right to strike and to take part in collective bargaining. Given the widely recognized restrictions on FACB operating in practice in many EPZs, and the consequent difficulties for WOs in organizing in them, it was relevant for the programme to focus on the area.

Work in support of domestic workers was very relevant. The adoption by the International Labour Conference, on 16 June 2011, of ILO Convention No. 189 and Recommendation No. 201 on decent work for domestic workers, was an historic step in the struggle for social justice worldwide. It was the culmination of several decades of domestic workers' organizations and trade unions campaigning to end exclusion, and gain recognition for the rights of domestic workers.

ACTRAV has always considered the organization of domestic workers as of great importance and supported the steps leading up to the founding of the International Domestic Workers Federation (IDWF). The programme has helped in the organization of a number of domestic workers' unions.

This is part of the wider focus on workers in the informal economy - now an Area of Critical Importance for the ILO.

As the ILC recognized more than a decade ago:

The challenge of reducing decent work deficits is greatest where work is performed outside the scope or application of the legal and institutional frameworks. In the world today, a majority of people work in the informal economy – because most of them are

unable to find other jobs or start businesses in the formal economy.²

As the ILC has discussed the transition to formality in 2014, and will do so again in 2015, with the possible result of the adoption of an international labour standard, the programme has helped TUs to undertake practical work in this regard, as well as prepare them to contribute to the debate.

Work in support of the ACTRAV campaign in selected Asian countries for ratification of Conventions Nos. 87 and 98, was highly relevant, as Asia Pacific remains the region where the largest number of workers continue to be outside the scope of those conventions.³

ACTRAV and the ITUC-AP jointly launched a campaign for ratification and implementation of ILO Conventions No. 87 and No. 98 in May 2009, with a focus on five countries namely India, Malaysia, Nepal, Thailand and Vietnam. Since then, the ratification campaigns have been intensified in all the five countries.

The programme has made an enormous contribution to this campaign, including workshops and publications such as handbooks and evaluations. As discussed later, the debate on ratification of Conventions No. 87 and No. 98 has moved forward in India particularly; while there is no immediate prospect of ratification, the debate is now about technical issues, not principles.

² *Conclusions concerning Decent Work and the Informal Economy*, International Labour Conference 2002, paragraph 2

³ *Assessment of trade union actions on the ratification of ILO Conventions Nos. 87 and 98*, mimeo, 2013

2. How well did the regional/sub-regional goals, the CPOs and the GPs link and/or contribute to other ILO Outcomes and DWCPs?

The link and contribution has been considerable. Programme interventions have been remarkable in promoting “One ACTRAV” and “One ILO”. For example, in Nepal, trade union capacity has been increased to such an extent that trade unions have become real partners in areas of work such as migration and trafficking and have, to a considerable extent occupied a space previously the preserve of NGOS.

This “One ACTRAV” and the highly focussed delivery of the NP and SP has resulted in a very high contribution by the programme to other outcomes and DWCPs. Some examples follow.

Contribution to other outcomes

While all outcomes are relevant, we may highlight the contribution to the following outcomes.

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

The programme provided an important capacity building support for WOs to engage effectively in tripartite consultations and social dialogue on labour market related issues (including labour law reform such as in Nepal) alongside employers’ organisations and representatives of government. The programme included activities meant to enhance collective bargaining skills of TUs representatives. In addition, the programme strengthened trade unions by helping them to recruit members. Increased membership makes unions more representative, and this strengthens collective bargaining

Outcome 14: The right to freedom of association and collective bargaining is widely known and exercised

The programme has consistently promoted the relevant conventions, and trade union partners have campaigned constantly for freedom of association and the right to collective bargaining (FACB). The programme has supported not only advocacy for FACB, but has supported *the exercise of these rights in practice*, by helping trade unions to organize workers and then engage in collective bargaining.

The NP has particularly encouraged the trade unions to come together on the issue. The Central Trade Union Organizations (CTUOs) in India have adopted a ten point Charter of Demands in May 2013 which includes ratification of Convention No. 87⁴. Trade union pressure resulted in the Prime Minister announcing, at the 45th Indian Labour Conference in 2013 that a Group of Ministers (GOM) would be set up to look at ten point Charter of Demands

⁴ The full text of the Ten Point Charter is reproduced in an annexe.

In December 2013, the ILO launched the Decent Work Country Programme (DWCP) for India. Speaking on the occasion Joint Secretary, Ministry of Labour and Employment (MOLE), in his keynote address, said, "India has not ratified four core ILO Conventions. The government has taken steps to ratify ILO Conventions 138 and 182 on child labour and is taking steps to overcome technical barriers in the ratification of the two Conventions pertaining to collective bargaining and freedom of association, namely, C87 and C98." ⁵

Outcome 17: Discrimination in employment and occupation is eliminated

The programme has attempted to mainstream gender, and in collaboration with GENDER bureau, has had some success in this regard. In India, one CTUO expanded the already formed Tamil Nadu Domestic Workers Union throughout the State and has enrolled more than 30,000 members- the vast majority women. Because of trade union pressure, the state government constituted a committee to fix a minimum wages for domestic workers. The committee agreed to recommend INR.30 per hour, although this has not yet been notified officially. ⁶

Outcome 18: International labour standards are ratified and applied

As already mentioned, a major focus of the programme has been to work with WOs to support campaigns for ratification of fundamental labour standards, and some other standards such as Convention No. 189.

No single constituent, stakeholder, campaign or action can claim the exclusive credit for an act of ratification, which should be the result of a consensus following discussion - ideally in the framework envisaged in Convention No. 144. This can take many years.

The active participation of trade unions in campaigns for ratification ensures that the question remains on the public agenda, clearly contributes to the long term building of a consensus.

An example is the case in India. There have been other advocates for ratification of the two core conventions dealing with child labour. However, the trade unions have been as active as other stakeholders. The TUs organized in the Joint Action Forum (JAF) in Tamil Nadu have run a very active and public campaign, including rallies, signature collecting and obtaining public support from politicians.

Links and contribution to DWCPs

Three aspects of the link between the programme and DWCPs may be mentioned.

A. The programme has contributed to the formulation of the DWCP in many cases.

⁵ <http://www.labourfile.org/RecentArticle.aspx?type=6>

⁶ 1 US\$ = approximately INR 60

- B. The new DWCPs reflects the priorities and needs of WOs
- C. The programme contributes to the implementation of a DWCP, through resources (inputs and activities).

INDIA

The relevant India CPO was *IND802: Strengthened institutional capacity of workers' organizations*.

It has been observed that input by the NP has had a profound influence on the development of the India DWCP 2013-2017. The previous DWCP was quite weak on issues of importance to WOs. The new generation DWCP incorporates more issues that WOs wished to see emphasized and other constituents have accepted these. Under Outcome 1 of the DWCP 2013 -2017, there is high emphasis on ILSs.

The constituents re-affirmed their commitment towards ratification of all ILO fundamental Conventions by 2015 (...) There is an expressed need to support India's efforts in implementation of ratified Conventions and in preparation for ratification of Conventions, with special focus on the four non-ratified core Conventions.

The DWCP further states:

Building on existing initiatives at the national and state level, the ILO will continue to provide technical and capacity building support for broader application of ILO conventions and Fundamental Principles and Rights at Work (FPRW).

Outcome 2 includes a commitment to work on the issues of the informal economy, another trade union priority.

And Outcome 4.1 is to promote “Strengthened National and State Level Tripartite Mechanisms for Effective Social Dialogue and Industrial Relations”. This is of vital concern to trade unions, as they feel social dialogue and tripartism has been neglected.

The DWCP commits the ILO to “continue to support the government and social partners with technical support to strengthen tripartite and bipartite mechanisms on critical aspects.”

The ILO will also “make special efforts to strengthen institutions for tripartite social dialogue at state level, especially in relation to the formalization of the unorganized sector. Tripartite boards, dealing with registration of workers, the extension of social protection, rights in the unorganized sector (in selected states) and other issues will be targeted for capacity building activities to strengthen their roles and impact.”

Trade unions have been using such boards as a major organising and advocacy tool, especially for the informal economy, so ILO support will be very timely. Indeed, the DWCP refers to “on-going efforts of central trade unions to organize domestic

workers, construction workers and others will be further supported to increase the voice and representation of these vulnerable groups.”

Another achievement for the trade unions is the commitment in Outcome 4.2 “Enhanced Social Dialogue on Labour Governance and on Compliance with Labour Laws”.

Trade unions have consistently pointed out that implementation of the 44 central labour laws is very patchy. Under this outcome, the ILO will provide technical support to the “tripartite constituents at all levels in their efforts to strengthen, expand and modernize their labour administration machinery.”

Overall, the programme has supported WOs to influence the DWCP to reflect their priorities and workers’ needs.

NEPAL

In Nepal, the relevant CPO was *NPL802: Strengthened institutional capacity of workers’ organizations*

Achievement of the CPO has helped to inform the Nepal DWCP 2013-2017. Two outcomes in the DWCP bear the clear influence of the programme.

These are Outcome 2.2 “The Constituents (MOLE, WOs and EOs) have strengthened capacity to achieve better industrial relations” and Outcome 3.1: “Constituents and major stakeholders have improved capacities to address the implementation gap in respect of conventions 29, 105, 169 and 182 and to ratify conventions of national priorities”.

These will be examined in more detail.

Outcome 2.2 The Constituents (MOLE, WOs and EOs) have strengthened capacity to achieve better industrial relations.

The DWCP sees strengthening workers’ and employers’ organizations as essential to strengthening social dialogue.

This is an important point. Strengthening WOs in itself is essential to help them in their core function - to organise workers, and to assist workers in fighting for their rights.

At the same time, trade unions need to be able to deal with external players - the most obviously government and employers - at all levels.

This is how - conceptually - Outcome 10 reinforces other outcomes. To quote from the DWCP:

Workers' and employers' organizations are key stakeholders for improved industrial relations climate. It is, therefore, essential to enhance their technical capacity

whereby they can influence national policies and programmes which are directly linked to the interest and welfare of their members. Globalization provides employers and workers with new opportunities - as well as challenges - from which they can both benefit. By working as partners, rather than as adversaries, they will be better equipped to address issues arising from a more open and competitive global economy.

For this to happen, it is essential to strengthen social dialogue mechanism between the workers and the employers. Therefore, the ILO will provide technical assistance to develop mechanisms and procedures for effective bi-partite and tripartite forums at the national and local levels. More specifically, at the national level, the ILO will assist in strengthening institutions and processes for social dialogue so that they become well- established and regular practice for decision taking on socio-economic issues. Selected social dialogue institutions and processes will be supported, and the capacity of the social partners will be enhanced to participate effectively in social dialogue.

There is also a dire need for better negotiations skills based on the principles of good faith bargaining to both the employers and the workers. In many cases, collective bargaining agreements were not effectively implemented because of technical problems, ambiguity in the terms and conditions or simply because the agreements were not based on "good faith bargaining". The ILO will provide technical assistance to enhance the capacity of the constituents for better negotiation including for minimum wages.

Institutional development of workers' and employers' organizations is a key challenge in Nepal. Many units/departments within the organizations are not functioning well. The ILO will provide technical assistance to improve the functions of these units/departments

Outcome 3.1: Constituents and major stakeholders have improved capacities to address the implementation gap in respect of conventions 29, 105, 169 and 182 and to ratify conventions of national priorities.

The list of conventions does not include the FACB conventions. Trade unions in Nepal will be partners in applying these conventions, and will be able to contribute something very different from NGOs. Bonded labourers can be organised into trade unions. This is crucial helping to prevent them from slipping back into bondage. Likewise, migrant workers and domestic workers can only be secure in realising their rights one they are organised.

MOLDOVA

The CPO was *MDA802: Strengthened institutional capacity of workers' organizations*.

Moldova is another country which has received support from the programme. The NP has contributed to the delivery of the Moldova DWCP 2012-2015, which has three long-term goals:

- i. Improving governance of the labour market
- ii. Promoting decent work and employment opportunities
- iii. Improving social protection

The DWCP analysis found that governance of the labour market was weak. There was:

low coverage of collective bargaining in the private sector, lack of representativity criteria for the social partners, poor content of collective agreements, and a poor understanding of the government's role in collective bargaining.

In this regard, it may be noted that the National Confederation of Trade Unions (CNSM) evolved from the merging process of the National Confederation of Trade Unions and the Free Trade Unions Confederation, following a decade of tense relations. The confederation “struggles to generate a consolidated trade union movement in the country still compromised by the presence of a large number of small branch unions that act in parallel in certain industrial sectors as a result of this merger”. The programme has provided valuable support to the CNSM to play its part in collective bargaining and in NTSD.

To support enhanced governance of the labour market in Moldova, the programme supported the development of a position paper issued by NTUCM in promoting the legal amendment for the extension of collective agreements. It also supported a study by NTUCM on collective bargaining in Moldova.

The DWCP includes *Outcome 1.1: Legal and institutional environment to enable a functioning social dialogue*.

The DWCP strategy was to enhance the capacity of tripartite policy makers to take jointly, in accordance with relevant international labour standards (ILS), necessary measures to promote effective collective bargaining mechanisms in both the public and the private sectors.

The DWCP contained an outcome of direct relevance, namely *Outcome 1.2: Increased institutional capacity of employers' and workers' organizations*

Without NP support, it is most unlikely that the ILO would have been able to support the activities necessary to build the capacity of the CNSM.

3. Were the ILO interventions consistent with workers' organizations' needs and concerns?

Yes. In all cases, interventions were designed in consultation with workers' organizations.

A sample of interventions made by the programme demonstrates that these were consistent with the needs and concerns of workers organizations, as defined by them.

Particular mention may be made of the ACTRAV campaign for ratification and implementation of ILO Conventions No. 87 and No. 98 in the **Asia-Pacific region** which has been a key focus since 2009. This was launched in conjunction with workers' organizations. Five countries have been a priority, namely India, Malaysia, Nepal, Thailand and Vietnam. The programme has provided support for this within the region as a whole and particularly in India and Nepal.

In the Americas, TUCA, the regional organization of the ITUC, has had an important programme on "trade union self-reform" since 2009. This was a mandate from the founding Congress of TUCA. TUCA and its affiliates are committed

to a thorough restructuring and reform of the labour movement... (for which) its structures need to be revised for consistency with the principles and objectives of the struggle, allowing broader coverage, expression of diversity... all exclusion and discrimination must be eliminated... the issues and interests of the new sectors should be issues of union concern... in particular, the self-reform process should lead to the inclusion of the new sectors into the labour organization... the entire organization should be structured and provide actual facilities for their active incorporation and participation.⁷

The latest report about the campaign specifically mentions the NP.

Mention may also be made of the Regional Campaign on Freedom of Association and Collective Bargaining in 2013, with a strategy focussed on promoting actual compliance with the Fundamental Principles and Rights of Freedom of Association and Collective Bargaining enshrined in ILO Conventions No. 87 and No. 98. The campaign grew out of collaboration with the programme, and the programme has supported it. The trade unions in the region regard FoA as the greatest challenge. More than 60 per cent of FoA cases before the ILO's supervisory bodies are from the region.

At national level, the evaluation explored the alignment of interventions with the known priorities of trade unions; these were established during interviews, FGDs and through public sources.

In **Armenia**, the national centre had set itself a series of tasks including

⁷ *Processes of trade union self-reform in the Americas: Advances of the Working Group on Trade Union Self-Reform (WGSR) 2010-2013*, TUCA, 2013

modernisation, internal reforms, improving trade union education, rejuvenating the membership offer and establishing a youth structure. The Norwegian project supported the organization in these aims and it has fulfilled the requirements for membership of the ITUC.

In the case of **India**, an evaluation of the ILO's Decent Work Country Programme for India: 2007-2012, undertaken separately from this evaluation, confirmed that workers' organizations priorities include "protection of workers' rights; ratifications of core conventions; and expansion of their membership in the informal sector"⁸.

These were precisely the areas of intervention by the NP in India.

In India, there was significant intervention at state level. It should be borne in mind that many states in India have distinct languages and are bigger than many independent states. Therefore, to work effectively in India, it is often necessary to work at state level.

The state selected was Tamil Nadu, in the south of India. The programme encouraged six recognised central trade union organizations (CTUOs) to form a Joint Action Forum (JAF). Planning was held with the JAF, and it determined the interventions, subject to the national organizations and the overall programme logic.

In the case of **Nepal**, following the Comprehensive Peace Agreement (CPA), major trade unions formed a joint platform, the Joint Trade Union Coordination Council (JTUCC) with a view to coordinate the voice of trade unions on issues of common concern. The JTUCC has formed various committees including Women's Committee to look into women workers' issues. The JTUCC has held annual conferences and institutionalised itself. This provides a platform for trade unions to co-ordinate their needs with the ILO.

More detailed planning was undertaken in conjunction with the three most representative national centres that are partners in the programme. In addition, in Nepal, workers organizations were able to propose plan and conduct their own activities within the scope of the programme, and thus ensure that activities were closely aligned with their needs.

Finally, the case of **Swaziland** may be mentioned. The situation in this landlocked country is particularly serious at the moment, and the government has made several steps which have made the normal functioning of trade unions, and apex organisations in particular, almost impossible. The Norwegian project supported CPO SWZ 802 and this assisted the Trade Union Congress of [Swaziland](#) (TUCOSWA) to use ILO Supervisory mechanisms to pressurise the government to implement the ratified conventions on freedom of association and the right to collective bargaining.

⁸ *Independent Evaluation of the ILO's Decent Work Country Programme for India: 2007-2012*, ILO Evaluation Unit, October 2012

Validity of intervention design

4. What factors were considered in selection of regional/sub-regional goals, the CPOs and the GPs for SP and NP funding?

In general, countries were selected for Norwegian funding based on the needs of the constituency and alignment with Outcome 10. An important factor was overall planning by ACTRAV, including the selection of countries where resources for workers' organizations were limited.

Country selection was based on field consultations with ILO Decent Work Outcome coordinators, with priority given to work in those countries that are part of the targets for the biennium 2012-13. Work started under the previous phases of the Norway and Sweden Partnership Programmes was factored in.

Some consideration was given to strategic donor preference for less developed countries and to selection of countries where the collaboration with other ILO programmes provided synergies. In particular, countries where programmes in support of outcome 9 (employers' organizations) and outcome 14 (Freedom of Association) were being implemented. The possibility of country-level cooperation with the Bureau for Employers' Activities (ACT/EMP) and joint interventions on enhancing social dialogue was actively sought.

These factors do not appear to have had any particular weighting, but a pragmatic and flexible approach to country level activity and support for CPOs seems to have been followed, given the resources available.

An example of this is the support given to the process of unionisation of the police in Kenya, which forms the subject of a brief case study in this evaluation.

5. Were the interventions chosen for the regional/sub-regional goals, the CPOs and the GPs logically coherent and realistic?

Yes. The programme has been mainly delivered through supporting capacity-building by education, information and supporting advocacy by trade unions. These were certainly the correct interventions to meet the goals, CPOs and GPs. Indeed, it would be difficult to design other ways of achieving the desired outcomes so effectively.

To take one example, a Global Product, on the issue of Freedom of Association in the export processing zones (EPZs). Export processing zones are known for their widespread violation of international labour standards. Education activities were undertaken in countries where problems of Freedom of Association were known to exist, and where there was some possibility of progress. These were China, India, Madagascar, Togo, Uganda, Zimbabwe, Ghana, Honduras and Guatemala.

A four stage logical intervention was followed.

A. Capacity building. In Madagascar for instance, 3 awareness-raising meetings were held involving a total of 482 people. In addition to this, 2 mobilisation seminars were held in different regions. These different capacity building activities were based on different publications and documents covering issues like decent work, the role of trade unions in EPZs and fundamental rights at work.

B. Policy engagement. Firstly, there was mapping of EPZs, analysis of EPZ strategy in the respective countries, analysis of freedom of association in the zones and efforts to engage with governments and/or employers on the situation of workers in EPZs. In some cases, this enabled trade unions to come out with a policy statement on issues such as sectoral level collective bargaining in EPZs and on social responsibility of EPZ enterprises.

C. Organizing efforts. The third area where SIDA funding has contributed to Outcome 10 is in relation to freedom of association and organising in the zones. In Madagascar and in Togo, trade union efforts have led to increased levels of organising of EPZ workers. In Madagascar for instance, the project has led to 4,483 workers joining the trade union. Most of these are women and young people. In a situation where the trade union is able to demonstrate that it is representative of the workforce, it is easier to make the claim for recognition and to engage in collective bargaining. In this instance, a union membership of more than 4,000 certainly helps to establish the credibility of the organisation.

D. Support for collective bargaining. In one country - Togo - agreement between the trade unions and the EPZ authority was achieved.

To take an example from Country level, the CPO for Moldova, CPO: MDA802 CPO calls for technical assistance and capacity building of trade unions with a focus on collective bargaining, including at company level and strengthening gender equality in collective bargaining. This also fitted in with the DWCP Priority 1: Improving governance of the labour market.

The programme's intervention was carefully designed. The capacity of trade unions was strengthened to enable them to build on the General Collective Agreement at sectoral and enterprise level collective agreements to achieve better articulation of provisions of CA and thus, improve implementation of the law at the sectoral and enterprise levels.

The single national centre, the National Confederation of Trade Unions (CNSM) resulted from the 2007 merging process of the National Confederation of Trade Unions and the Free Trade Unions Confederation. The confederation still faces challenges as it struggles to generate a consolidated trade union movement at workplace and sectoral levels. The programme recognised these tensions.

6. How useful and appropriate have the P&B indicators been in assessing progress towards Outcome 10? Are the means of verification for the indicators appropriate?

There were two indicators in the P&B for 2012-2013. These were

Indicator 10.1: Number of national workers' organizations that, with ILO support, include the Decent Work Agenda in their strategic planning and training programmes.

Indicator 10.2: Number of workers' organizations that, with ILO support, achieve greater respect for fundamental workers' rights and international labour standards through their participation in policy discussions at national, regional or international levels.

These indicators do not entirely capture the full range of Outcome 10. They do not measure all aspects of strength, such as membership, or organizational factors. They do not measure independence, although it is admitted that this is difficult. And they do not measure representativity.

The first indicator is very much an inward looking, ILO focussed metric and the means of verification are essentially input driven.

1

Regarding the second indicator, this is an important measure of the influence of workers' organizations. However, the means of verification are difficult to measure.

It should be stressed that many of the concrete results of the NP and the SP are not measured by the indicators in the programme and budget. For example, organising workers into trade unions or the completion of collective bargaining and signing of collective agreements. It may be desirable to consider whether indicators in the programme and budget could capture such results.

I understand that work is in progress to widen the scope of the indicators and to develop new measurement criteria to capture issues such as the strength, membership and organisational factors of workers organisations on how ACTRAV can support these.

Effectiveness

7. To what extent have the regional/sub-regional goals, the CPO's and the GPs been achieved or are likely to be achieved?

The regional/sub-regional goals, the CPOs and the GPs have been achieved. All are on “green”.

8. To what extent did the NP and SP funding help in achieving the targets under the Outcome 10 indicators? How many targets were achieved with NP and SP funding as a proportion of all Outcome 10 targets achieved in 2012-13?

During 2012-13, Norwegian funding contributed directly to 4 out of 39 target national workers' organizations for which the ILO reported biennial results under Indicator 10.1: *Number of national workers' organizations that, with ILO support, include the Decent Work Agenda in their strategic planning and training programmes.*

Norwegian funding contributed also directly to 2 out of 10 target national workers' organizations for which the ILO reported biennial results under Indicator 10.2: *Number of workers' organizations that, with ILO support, achieve greater respect for fundamental workers' rights and international labour standards through their participation in policy discussions at national, regional or international levels.*

However, the SP, though supporting a Global Product, supported activities in many other countries. The NP programme, by assisting regional organizations such as TUCA, also helped many national level trade union organizations. In the case of Latin America, the regional organisation was able to provide direct financial and technical support to affiliates. This included for example funding workshops where trade unions were able to plan a campaign strategy. For example, organising call centre workers in Brazil and Mexico.

It is estimated that 26 countries received support through the programme. Assuming that each country received support for both indicators, this means that 52 target out of a total of 109 (46 per cent) reported for the biennium were, to some extent, made possible by support from Norway and Sweden.

9. To what extent was gender equality mainstreamed in the programme interventions?

An examination of the programme through a gender lens has revealed a number of examples of good practice.

There was good collaboration between the programme and the ILO Bureau of Gender Equality (GENDER). This was facilitated by a strategic decision that GENDER would concentrate its effort in countries where two or more CPOs were being funded under the Norway-ILO Partnership Programme.

Nepal was a particularly strong example of where this worked well.

In Nepal, one national centre, the General Federation of Nepalese Trade Unions (GEFONT), singled out gender as an area of special strength of the programme in their comments to the evaluator.

The ILO assisted GEFONT to conduct a participatory gender audit leading to a revision of their gender equality policy, including policies on sexual harassment and gender based violence. A gender committee has been established to oversee implementation.

The ILO assisted GEFONT to conduct training on gender equality to 45 (mainly women) members.

A national conference was organized on gender sensitization on the occasion of International Women's Day in 2013.

With ILO support, the All Nepal Federation of Trade Unions (ANTUF) has restructured their women's department into a national women's committee comprising 25 women members. They have also reformed five regional women committees, and developed a five year (2013-17) strategic plan of action to promote gender equality.

With ILO support, the Nepal Trade Union Congress (NTUC) conducted training for their members to sensitize them on gender equality and promote gender mainstreaming and NTUC has developed a gender equality policy.

All trade unions in Nepal accepted a commitment to maintain a minimum quota for women in programme activities, and in fact, this was exceeded. Overall in Nepal, women participants outnumbered men, a remarkable achievement considering the disparity in labour market participation in the country.

In **Moldova**, training of trainers conducted by CNSM provided trade unions with knowledge and tools to mainstream gender equality into collective agreements.

The programme kept good gender disaggregated data. For example, in Nepal the number of male and female participants in all events organised by the project were recorded.

Efficiency of resource use

10. Were regional/sub-regional, the CPO and the GP outputs produced and delivered as per the work plans/milestones?

And

11. What was the quality and timeliness of delivery of allocated resources?

Quality of delivery of resources inevitably involves a subjective judgement by the evaluator. Particular importance must also be given to the opinions of the beneficiary workers' organizations, and quality can be assessed by examination of materials produced by the project and workshop reports.

Knowledgeable and experienced consultants have been used to supplement inputs by ACTRAV field staff, and staff from other parts of the Office. The quality of written reports and manuals seems high.

In the opinion of interlocutors from WOs, the quality of inputs has been high.

Timely inputs are difficult to achieve in a complex global programme of this nature. Factors such as climate, political events and civil disturbance, can cause a suspension of activities on the ground.

Nevertheless, from an examination of national workplans in India and Nepal, compared to delivery, planned inputs have been delivered as per the milestones and timetable. Where there have been delays, inputs have been rescheduled and held on time.

12. Was there a logical and optimal use of resources?

Swedish and Norwegian funding was used in a highly effective and strategic way. Programme funding from Norway and Sweden formed a major proportion of extra-budgetary funds allocated to Outcome 10; only 1.5 per cent of extra budgetary funds for Technical Cooperation are available for ACTRAV. It was therefore critical that the support from Norway and Sweden were used strategically.

Regular Budget and the programme funds were used in a complementary manner. Programming by ACTRAV and the management of the NP and SP resulted in delivery as "One ACTRAV". This example of good practise represented a highly optimal use of resources.

Specialists in Geneva and the field were closely involved in planning and delivery of activities, working with regional and national WOs to identify priorities. This contributed very significantly towards ensuring successful implementation of the programme.

13. What per cent delivery of the SP budget was achieved?

According to the certified accounts, 88.9 percent of the Sweden budget was spent by

31.12.2013.

14. Is the NP on track to 100% delivery?

Yes. At the time of the evaluation, based on total spending, delivery was 92 per cent. Delivery of inputs was close to 100%. The results, mainly in terms of increased capacity of trade unions, and influence in DWCPs, were very close to 100% and this should be achieved by the end of the NP.

Impact

15. How will achievement of the regional/sub-regional goals, the CPOs and the GPs contribute towards making a significant input to broader, long-term, sustainable development changes?

A comprehensive measurement of impact is difficult in Technical Cooperation programmes of this type. Evaluation of the long term results of the work done by TUSJ will only be truly possible after several years.

Some tentative observations can be made.

1. Taking India and Nepal as samples, the evaluator estimate that 50,000 workers have been organized into trade unions. The number may be increased in other countries where TUSJ has operated. There is one immediate and direct result. Those workers' chances of a serious accident or occupational disease have been reduced by 50 per cent. Their incomes will, on average, have increased by 10 per cent. With formal contracts, they will be much more likely to be enrolled in social security and poverty reduction schemes. Empowerment has practical consequences.

2. In Africa, the support given to trade unions in the field of OSH, and in responding to HIV/AIDS, will also result in fewer accidents, less new cases of occupational diseases, and fewer new infections. The learning materials used in the training courses supported by TUSJ will continue to be useful tools in supporting the challenging work of union educators. It is envisaged that the knowledge and skills gained by those who took part in the activities will enable them to continue the effort of reaching other officials in the trade union movement, achieving a multiplier effect and hence a higher impact.

3. The development of advanced knowledge and research capacity of workers' organizations will influence not only the short term collective bargaining activities, but enhance the role of trade unions in social dialogue and national policy debates. If trade unions can influence governments to follow policies of more job- inclusive growth, the development impact will be considerable.

4. Overall, the trade union voice in national policy is not heard. One reason for this has been that trade unions have not spoken with one voice. The major focus of the TUSJ, following ACTRAV priorities, has been the encouragement of joint trade union platforms. This gives trade unions a stronger voice. If this can be combined with clearly formulated polices, supported by the better knowledge generation and sharing which the GLU has helped to create, supported by TUSJ, there is a possibility that better policies will be followed by government. This would be a real development gain.

16. To what extent was the gender dimension integrated/mainstreamed into policy proposals resulting from the programmes?

Within WOs that have benefited from the programme, there have not been a large

number of policy proposals. GEFONT organized a national level women workers conference, which discussed the issue of violence against women in the workplace. As a result, GEFONT adopted a policy (“Code of Conduct”) on the subject.

The All Nepal Federation of Trade Unions (ANTUF) has reformulated their women’s department into a national women’s committee and developed a strategic plan of action to promote gender equality.

However, the evaluation was unable to identify any examples where trade unions had developed gender specific policy proposals, or where general policy proposals had a gender dimension. But this is the maybe because the project focused upon wider issues of the fundamental right of freedom of association and collective bargaining. Of course, this does have a gender implication in that women workers do require a voice and workers’ organisations are the most effective form of voice. It may also be observed that there was advocacy by trade unions for more effective recognition by governments - and other actors - of the right of women workers to organise.

Sustainability

17. To what extent did the regional/sub-regional goals and the CPOs produce (or are on the way to producing) durable interventions that can be maintained, or even scaled up and replicated, within the local development context, or in the case of a GP- sustainable as a global approach or policy?

An opinion on the durability, replicability or scaleability of an intervention may be subjective. In areas of social development, results may not be as immediately as in other areas, such as health or infrastructure.

Some interventions that may be seen as **durable and that can be maintained, or scaled up and replicated**, are:

Work in EPZs

The programme has developed an effective methodology in EPZs, consisting of the following: (1) mapping of freedom of association in EPZs; (2) development of action plans by unions; (3) policy engagement between unions with employers and/or governments; and (4) organising of EPZ workers in the zones. The most successful countries have been Togo, Madagascar and Zimbabwe where thanks to the programme, over 14,000 EPZ workers have been organised into the trade union. Considering the lack of freedom of association in zones and the difficulties unions encounter in organising EPZ workers, this is a significant success.

Given the success of this approach, the ILO has already decided to continue using this methodology in other EPZ countries during 2014-15. In the forthcoming biennium ACTRAV will seek to focus greater attention on EPZs in Asia.

Work in Africa with the Tom Mboya Labour College

The programme has provided substantial sponsorship that has enabled the Tom Mboya Labour College, Kenya, to offer in depth courses, re-generating the College, providing up to date training material. The numbers trained from East Africa will go on to help invigorate the TU movement in the region.

Trade union common platforms

The promotion of joint action forums (JAFs) in many countries has been successful. This is something which only ACTRAV can do. In many countries, while the ITUC has brought together its affiliates, there are often organizations outside the ITUC.

The practice of trade union unity on action in Nepal and India seem to have been adopted by trade unions as everyday practice, and extended naturally to other fora outside the programme. An example would be the unity in the dispute in 2013 regarding Neyveli Lignite Corporation, where the Government of India wanted to disinvest part of its shareholding, and unions objected.

There is clear evidence of sustainability of country level interventions. The JAF in Tamil Nadu has been replicated in six other states - the CTUOs are enthusiastic proponents of the approach. The state level JAFs have held detailed planning to develop activity at the next level down, the district level, with coordinators appointed in 95% of cases. All these are volunteers, giving up their own time, and meeting many expenses themselves.

In other words, trade unions have taken ownership of the joint platform model. This is not to say that they have sunk all their differences; they have not. But there is a realisation that unity in action is vital to deliver on areas like ratification of ILSs and shaping the DWCP.

Knowledge generation and knowledge sharing

The many faceted work of the Global Labour University (GLU) supported by the SP is building a long term asset for the worldwide trade union movement. The Global Labor University program is significant when it comes to the question of developmental policies. After graduation, 67 percent of all GLU alumni went back to working with organizations that focussed strongly on labor relations, such as unions and other academic institutions.

Lessons learned

18. Lessons learned and emerging good practices

Which good practices and lessons can be drawn from the support provided by NP and SP for the CPOs/GPs and overall implementation of the programmes that could be applied in the future?

1. Lesson learned on cooperation between the two projects (Norwegian and Sweden)

The two projects under evaluation were implemented in practice as one Project: "Trade Unions for Social Justice" and were in turn integrated into ACTRAV's wider operations.

This was done without any elaborate bureaucracy, but through effective programming by ACTRAV and project management.

2. Triangular cooperation

There was effective triangular cooperation involving tripartite visits to Norway and South Africa, which had a clear objective - demonstrating that permitting trade unions in the police service in Kenya would not result in any loss of effectiveness.

Such triangular cooperation can be useful if it has a clear objective.

3. Unity in Action

Promoting unity in action, through Joint Action Forums or similar bodies, should be a primary focus for ACTRAV in countries where the trade union movement is divided. This is not to promote organizational unification, although if WOs wish this, the ILO should offer assistance. The ILO can play a unique role in creating a common platform.

4. Unionisation in EPZs is possible

Even in difficult situations, such as export processing zones (EPZS) where organising trade unions may seem impossible, the programme has shown that through persistence and the use of innovative approaches, EPZ workers can be helped and unionized.

5. Developing knowledge and research capacity in workers' organizations

Support to the Global Labour University helped to spread advanced knowledge and research in the TU movement. The use of social media, the internet and email have made the latest research more available to trade unionists.

19. Recommendations

What are the recommendations for future XBTC support to the regional/sub-regional goals, CPOs and GPs in addressing the strengthening of workers' organizations?

20. How useful is allocation at the level of Outcome for ILO's ability to deliver on its mandate?

Recommendations are made at a number of levels:

Level 1. The ILO, external relations and resource mobilisation

Outcome based funding is a useful mechanism and its use should be continued and other partners encouraged to examine it. OBF, if properly managed, can help drive crucial parts of the ILO reform agenda. The ILO (technical units and PARDEV) should take advantage of the extremely effective flexible conditions under the Norwegian partnership.

Level 2. ACTRAV programming

Integration of external projects and programmes with the wider programming delivers "one ACTRAV" to workers' organizations. It is not really relevant for trade unions how the ILO provides support to them. The precise mechanism RBTC, RBSA XBTC is of much less importance to them than that the support is relevant and timely.

ACTRAV and other technical units dealing with EPZs should continue to support the development and use of the methodology for EPZs developed by the TUSJ project.

Level 3: Future NP and SP support for Outcome 10

Two interventions additional are suggested.

Firstly, in order to raise awareness of the achievements of trade unions, there could be designed a series of media training events and opportunities. While many media outlets may not have dedicated labour correspondents, journalists could be identified and given more support.

Secondly, support could be provided to enable WOs to develop more systematic and productive relationship with Parliamentarians.

In India and Nepal, a number of informants were members of Parliament or state assemblies. In India, the Lok Sabha (lower house of Parliament) has a standing committee on labour which examines draft legislation, or the workings of laws already passed. For example, the Standing Committee examined the workings of the Inter State Migrant Workers Act in its 2010-2011 session and identified several

problems with the implementation of the act.⁹

The JAFs at state levels could hold briefings for all the members of state assemblies who had links to the constituent trade unions. At national level in India and Nepal, the coordination structures could establish a system of regular briefings for parliamentarians.

⁹ *The inter-state migrant workmen (regulation of employment and conditions of service) amendment bill, 2011*, Twenty-third report, Lok Sabha Secretariat, New Delhi, 2011

Conclusions

The two projects evaluated are highly relevant as they respond to one of the greatest deficit in the realization of Decent Work. They are aligned with the ILO strategy to promote strong, independent and representative workers' organizations contained in the P&B 2012-2013 for Outcome 10. A key focus was upon EPZs and sectors with a high proportion of workers in the informal economy and a majority of women. The projects have built on ILO efforts to promote the rights of domestic workers, in line with the recent approval of the Domestic Workers Convention, 2011 (No. 189). They responded to the priorities identified by the donors, Norway and Sweden, as reflected in the Outcome Based Partnership Agreements.

The projects under evaluation are important contributions to Outcome 10 following the new approach contained in the outcome-based partnerships. They were implemented in a coherent manner, as part of the overall programming by ACTRAV. The project design was bottom-up, with workers' organizations being centrally involved.

The programme Trade Unions for Social Justice, using support from Norway and Sweden built on a series of previous projects and programmes. The difference was the light earmarking in support of Outcome 10.

This enabled a much more coherent programming across ACTRAV, and delivery of inputs of many types at many levels, only a small number of which have been mentioned in this report.

The key informants in conducting this evaluation - trade unionists - were clear in their appreciation and understanding of the value of ACTRAV support provided this way.

Coordination with other programmes and outcomes created synergies to maximize the contribution of TUSJ not only to Outcome 10 but to other outcomes.

The relevance, efficiency, effectiveness, impact and sustainability of TUSJ has been exemplary.

To sum up, there have been three changes as a result of the programme:

- § Many more workers now enjoy the benefits of being organized.
- § Trade unions are more efficient and professional, and they can play their part, not only in tripartite decisions that directly affect them, but on a broader range of issues - migration say.
- § This has contributed to stronger social dialogue, and strengthened the ILO.

Case study: Salem, Tamil Nadu

Salem is a city in the Indian state of Tamil Nadu, located about 340 kilometres (211 miles) southwest of the state capital, Chennai.

Salem has established itself as one of the major textile centres in Tamil Nadu with more than 125 spinning mills, modern weaving units and garment units. From the 1980s, the textile industry saw a massive growth and, many mills were built.

There have been longstanding concerns about labour practices in the region's garment industry, centred on Tirupur. Concerns have been expressed about these practices, particularly for vulnerable migrant workers in schemes known locally as *sumangali*.

Under *sumangali* and similar schemes, young workers in poor rural areas, particularly women, are attracted by the prospect of paid work, safe accommodation and a final lump sum payment, purportedly to provide them with a dowry. Reports allege that in some areas the *sumangali* scheme has been exploited with several aspects which break not only local law, but voluntary business codes and international workers' rights conventions. They highlight that these young women workers may work excessive hours for minimal pay, feel pressured to stay on until the end of the contract period, and sometimes do not receive the lump sums promised at the end of the contract period. These working conditions in the extreme are tantamount to bonded labour. On the other hand, many women declare their interest in employment in the industry as a way out of rural poverty.¹⁰

Trade unions in the Joint Action Forum (JAF), formed with the assistance of the NP, met the Collector (senior government official), who subsequently ordered Labour Inspectors to investigate. In some cases, raids were carried out in mills where child labour or *sumangali* was suspected. Based on one complaint, the district administration took legal action and a case was registered against the company. Two female child workers were released immediately and INR 40,000/- was provided to them towards rehabilitation. No child labour has been found in other cases, but some labour laws were being infringed.

Reports about violations of ILSs and voluntary codes led the UK based Ethical Trading Initiative (ETI) to initiate a project. ETI is a multi-stakeholder initiative with business, trade union and NGO involvement. Business members importing garments from Tamil Nadu, including Tirupur - which receives Salem products as Tirupur suppliers are usually first tier suppliers - were concerned that their supply chains might be compromised by the use of *sumangali*, or *sumangali* type relationships.

The Tamil Nadu unions' experience of working together and their involvement in *sumangali* campaigns has enabled them to collaborate successfully into the ETI's work.

¹⁰ <http://www.ethicaltrade.org/in-action/programmes/garments-and-textiles-india>

Another sector where trade unions have been active is the manufacture of silver anklets, a home-based industry. Workers are paid on a piece rate by masters, who sell on to traders. Workers own their own tools, and are provided with the silver by masters. Family members are often involved and this gives rise to the risk of child labour, and other violations of labour law and ILSs. In many cases, they have to borrow money to live while working, and are in the grip of money lenders.

Around 60,000 workers are involved in the silver anklets cluster. They were eligible for membership of the state government Unorganised Sector Welfare Board, which would provide social security benefits. But no workers had been enrolled.

Trade unions in the JAF linked up with NABFIN, a government micro-insurance provider that could provide financial services, and got workers enrolled into the Welfare Board, thus moving them into more formal, recognized labour relationships.

Case study: Kenya police service

Background

For several years, ACTRAV has collaborated with the Unio (The Norwegian Confederation of Unions for Professionals), the Norwegian Police Federation, and the Safety and Security Sectoral Bargaining Council of South Africa and the Central Organization of Trade Unions (Kenya) in organizing activities on police-management relations in Africa.

A forum held in Nairobi, Kenya in September 2012, led to an agitation for formation of a trade union within the Police Service to provide a mechanism for Police Officers to engage their employer in collective bargaining for purposes of periodical improvement of their welfare in respect to wages, general terms and conditions of employment together with all matters surrounding the officers as employees.

ACTRAV supported legal processes and study visits to the Republic of South Africa and the Kingdom of Norway were also sponsored. The NP supported tripartite teams to visit these countries so all parties would benefit from seeing how trade unions within the police force did not harm the efficient of the service.

The Industrial Court ruled in June 2013 that a union could be formed. The government was given the time to prepare appropriate amendments under section 47(3) (g) of the National Police Service Act.

COTU (K) has publicly expressed its appreciation to the ILO (and specifically to ACTRAV) for the role it played in facilitating the study visits within and outside the Continent. The national trade union centre has noted the contribution from Unio, PF, members constituting the Safety and Security Sectoral Bargaining Council of South Africa and other partners in the region.

Regional knowledge sharing

As a follow-up, a sub-regional knowledge sharing event was organised in October 2013. This brought together over 100 trade union leaders, senior police and prisons officers from Eastern Africa and tripartite delegation from Norway and South Africa.

The main objective of the symposium was to offer a forum for sharing practical information and experiences on police labour-management relations in Norway and Africa, with special focus on developing a workable medium-term strategic plan for the actual establishment and operationalization of the Kenya Police Union.

The workshop also provided practical training for the potential leadership of the Kenya Police Union on basic trade union issues, including membership recruitment, the right to organize, financial management, trade union structures, internal governance and union democracy, collective bargaining, union services and benefits, union administration skills, skills of negotiation arrangements, and International Labour Standards.

Conclusions

The programme reacted promptly and flexibly to the situation in Kenya. Providing support for study visits by tripartite delegations and workshops was unusual. Normally, ACTRAV funds would have been used exclusively to benefit workers' organizations. However in this case, the benefits to workers, members of the police service, were considerable. The impact of the breakthrough in establishing trade union rights for police officers goes well beyond a single country.

Annexes

The Ten Point “Charter of Demands” of the Indian trade unions

- § Concrete measures to contain price rise
- § Concrete measures for creation of employment
- § Strict enforcement of all basic labour laws without any exception or exemption, and stringent punitive measures for violations
- § Universal social security cover for workers in the unorganised sector, without any restriction, and creation of a National Social Security Fund with adequate resources
- § Stoppage of disinvestment in central and state profit-making and socially strategic PSUs
- § No contractorisation of work of permanent/perennial nature and payment of wages and benefits to contract workers at the same rate as available to the regular workers of the industry/establishment
- § Amendment of Minimum Wages Act to ensure universal coverage irrespective of the schedules and fixation of statutory minimum wage, at not less than INR 10,000 with indexation
- § Removal of all ceilings on payment and eligibility for bonus, provident fund; increase the quantum of gratuity
- § Assured pension for all
- § Compulsory registration of trade unions within a period of 45 days and immediate ratification of ILO Convention 87

Terms of reference

Independent Evaluation of Outcome 10 Workers have strong, independent and representative organizations Terms of Reference (TORs)

Introduction and Rationale

In line with ILO Evaluation Policy and at the request of donors, evaluations of ILO's Outcome-based funding modality in 2012-13, focussing on those ILO Outcomes which received extra-budgetary funding from the Swedish and Norwegian donors, are being undertaken. Under the current partnership agreements with Norway and Sweden, funding is allocated at the level of outcomes (Outcome-Based Funding- OBF) and aligned with the Strategic Policy Framework (SPF) 2010-15 and the Programme and Budget for 2012-13 and 2014-15. Outcome 10 in the ILO Programme and Budget focussing on "Workers have strong, independent and representative organizations" is one of the outcomes, which received funding support from both the Norwegian and Swedish donors in the 2012-13 biennium.

The combined contributions of Swedish and Norwegian funds to Outcome 10 amount to 3.4 million USD in 2012-13. Given the combined size of these funds, an external and independent evaluation of the project to support Outcome 10 will be conducted. The focus of the evaluation will be on the Country Program Outcomes (CPOs) achieved and Global Products produced under two separate programmes that have been delivered through the ILO's Bureau for Workers' Activities (ACTRAV). In so doing the evaluation will assess the overall impact of project interventions in strengthening the capacity of workers' organisations to enable them promote the interests of workers in the social dialogue.

The evaluation will highlight for the donors the value of the funding and how it furthered the ILO agenda and promoted internal learning and accountability. An additional aim is to feed the learning from the evaluation into a longer-term goal of establishing monitoring and evaluation procedures under Outcome-based funding.

Background and Context

ILO's Outcome 10 aims at promoting strong, independent and representative workers' organizations. In addition, the outcome strategy was designed to be a stepping stone towards integrating workers' organizations' priorities into the other ILO Outcomes. Moreover, the Outcome strategy was to work closely with the labour movement in order to align the implementation of the Outcome with the agendas of trade unions across the world.

During the biennium for 2012-13, the capacity building for trade unions was carried out along the above-mentioned three interrelated tracks. Work on international labour standards remain the core area of the work under outcome 10, with a particular focus on the promotion of ratification and effective implementation of

fundamental Conventions No. 87 and 98 related to Freedom of Association and the right to organise and collective bargaining respectively.

ACTRAV received funding from both the Swedish donor (SP) and the Norwegian donor (NP) to support the implementation of the Outcome 10 goals and strategy. Operationally, the funding was used to support Country Programme Outcomes (CPOs) identified in the Decent Work Country Programmes¹¹ in which the ILO works and to support the development or further refinement of Outcome 10 Global Products (GPs). Support was also given at the regional and sub-regional levels, not directly linked to one specific CPO.

COUNTRY PROGRAMME OUTCOMES

The Swedish and Norwegian funding was used to support the eight CPOs listed below. The main means of supporting the CPOs and GPs were the two programmes described below the table of CPOs.

	Country	SP	NP	CPO
1.	Armenia			ARM 802
2.	Cambodia			KHM 802
3.	India			IND 802
4.	Kazakhstan			KAZ 802
5.	Kenya			KEN 802
6.	Moldova			MDA 802
7.	Nepal			NPL 802
8.	Swaziland			SWZ 802

GLO/12/58/NOR (103261)

The Norwegian funded Project is the biggest technical cooperation programme supporting Outcome 10, and therefore it is considered a key Project for ILO to implement its mandate vis-à-vis capacity building of the trade union movement.

- Duration: This programme started in April 2012 and will end in December 2014.
- Geographical coverage: Armenia, Cambodia, Kazakhstan, Kenya, India, Moldova, Nepal, Swaziland as well as regional activities in Latin America,

¹¹ Decent Work Country Programmes (DWCPs) are the main instrument for ILO cooperation with member States throughout the world.

Southern and Eastern Africa, Asia, Eastern and Central Europe and the Caucasus.

- Donor: Ministry of Foreign Affairs of Norway
- Budget: Initial allocation (2012-14): US\$ \$ 3,196,484. .
- Additional allocation of US\$ 1,263,972 (in October 2013).
- Total budget = US\$4,460,456
- Implementation phase: Mid-term evaluation

GLO/12/62/SID (103308)

This project had the following aims: strengthening the capacities of trade union organizations covering the broad area of Decent Work; mainstreaming workers' participation in the overall SIDA programme.

- Duration: This programme started on 20 April 2012 and concluded on 30 June 2014
- Location: Global
- Donor: Ministry of Foreign Affairs of Sweden
- Budget: US\$561,073-
- Implementation phase: Final evaluation

Global Products

The Global Product for 2012-13 was designed to create tools to support the achievement of Outcome 10 at country level in three priority areas:

1) In the first area: International Labour Standards, the Global Product developed tools that can support:

- Promotion of ratification and implementation of Fundamental Conventions Nos. 87, 98
- Follow-up on cases of violation of international labour conventions as identified by the supervisory bodies of the ILO

2) In the area: Crisis responses, the Global Product developed tools that can support:

- The policy campaign on the Social Protection Floor
- Wage-led economic recovery with focus on minimum wage

3) In the third priority area: Strengthening union participation and the inclusion of workers' priorities in DWCPs, the Global Product developed tools that can assist workers and their unions in:

- Designing, implementing and monitoring DWCPs
- Ensuring regular inclusion of freedom of association and collective bargaining in the list of priorities of DWCPs
- Building cooperation between trade unions at national level I
- Building strategies to address the various challenges identified in DWCPs, especially those related to precarious work (e.g. contractual arrangements, migration, informal work, MNEs, etc.)

Regional and Sub-regional

In addition to outputs and impact at the national level (covered by CPOs), the Norwegian funded Project was implemented at the regional and sub-regional levels as follows:

At regional level, the Project entitled “Trade unions for Social Justice” (NP) supported International Trade Union Confederation’s regional work in **Latin America**, jointly carrying out a campaign on freedom of association and collective bargaining, self-reform processes and gender equality, focusing on six countries (Peru, Guatemala, Honduras, the Dominican Republic, Chile and El Salvador). The work on Participatory Gender Audits, previously carried out jointly with the Gender Unit in Africa and Europe, was implemented in Latin America, leading to greater awareness of gender issues and the strengthening of gender networks in the region.

In **East Africa**, the Project carried out sub-regional activities to enhance the capacity of workers’ organisations to engage effectively in social dialogue and to enhance the understanding of the value of consultation processes.

With regards to the **Post-2015 development agenda**, one aim under Outcome 10 was to support trade union engagement in the process, helping to facilitate the inputs from the labour movement. Although difficult to measure as the process is still ongoing, the Project assisted the African unions at the regional level through the Organization for African Trade Union Unity (OATUU) in carrying out a study on the issue, ensuring that their information is up-to-date and that their inputs were fact-based. This work has built on actions undertaken at national level.

For **Eastern Europe**, a sub-regional trade union seminar was held in Serbia on industrial relations and working conditions in MNEs. This activity was not only important for the trade unions, but also for ILO’s involvement of the trade unions in the follow up of the **MNE Declaration**.

For **the Indian Ocean sub-region**, the Project supported the trade union capacity and strengthened the sub-regional trade union networks. The support was provided through the sub-regional trade union organization, the Commission syndicale des travailleurs de l’océan Indien (CSTOI).

Purpose, scope, and audience of the evaluation

The main purpose of the evaluation is to examine the CPOs achieved and Global Products produced under Outcome 10 and that were funded by the SP and NP and assess the contribution of SP and NP towards achieving Outcome 10. The progress and achievements obtained with the support of SP and NP to the respective CPOs and GPs in terms of relevance, effectiveness, efficiency and sustainability of the outputs and outcomes will be assessed.

As far as NP is concerned the scope of the evaluation is the 8 countries (listed earlier) in which the programme operated from April 2012 until early 2014 and the GPs which were developed under the programme.

The audience of the evaluation will be ACTRAV headquarters and field specialists, main workers' organizations in the countries under review, programme managers, main national partners, ILO field office directors, technical support at headquarters, field and HQ technical specialists, responsible evaluation focal points, and the donors.

Evaluation Criteria and Questions

Each evaluation conducted by the ILO is expected to take into consideration the key evaluation criteria defined by OECD/DAC that are directly in line with the international standards of good practices. These criteria are: relevance, effectiveness, efficiency, impact and sustainability. During the evaluation process, the following key questions should be addressed:

Relevance:

- What was the relevance of the regional/sub-regional goals, the CPO's and GPs funded by NP and SP to the Outcome 10 Strategy in the ILO Programme and Budget and Outcome Based Workplan?
- How well did the regional/sub-regional goals, the CPO's and the GPs link and/or contribute to other ILO Outcomes and DWCPs?
- Were the ILO interventions consistent with worker organizations' needs and concerns?

Validity of intervention design

- What factors were considered in selection of regional/sub-regional goals, the CPO's and the GPs for SP and NP funding?
- Were the interventions chosen for the regional/sub-regional goals, the CPO's and the GPs logically coherent and realistic?
- How useful and appropriate have the P&B indicators been in assessing progress towards Outcome 10? Are the means of verification for the indicators appropriate?

Effectiveness

- To what extent have the regional/sub-regional goals, the CPO's and the GPs been achieved or are likely to be achieved?
- To what extent did the NP and SP funding help in achieving the targets under the Outcome 10 indicators? How many targets were achieved with NP and SP funding as a proportion of all Outcome 10 targets achieved in 2012-13?
- To what extent gender equality was mainstreamed in the programme interventions?

Efficiency of resource use

- Were regional/sub-regional, the CPO and the GP outputs produced and delivered as per the work plans/milestones?
- What was the quality and timeliness of delivery of allocated resources?

- Was there a logical and optimal use of resources?
- What per cent delivery of the SP budget was achieved?
- Is the NP on track to 100% delivery?

Impact

- How will achievement of the regional/sub-regional goals, the CPOs and the GPs contribute towards making a significant input to broader, long-term, sustainable development changes?
- To what extent was the gender dimension integrated/mainstreamed into policy proposals resulting from the programmes?

Sustainability

- To what extent did the regional/sub-regional goals and the CPO's produce (or are on the way to producing) durable interventions that can be maintained, or even scaled up and replicated, within the local development context, or in the case of a GP– sustainable as a global approach or policy?

Lessons Learned

- Which good practices and lessons can be drawn from the support provided by NP and SP for the CPOs/GPs and overall implementation of the programmes that could be applied in the future?
- What are the recommendations for future XBTC support to the regional/sub-regional goals, CPOs and GPs in addressing the strengthening of workers' organizations?
- How useful is allocation at the level of Outcome for ILO's ability to deliver on its mandate?

Cross-cutting Themes

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

Methodology

The evaluation will start off at ILO Headquarters in Geneva where the evaluator will undertake a desk review of appropriate material, including the project documents, progress reports and various results of the programmes, Outcome Based Workplans, Programme and Budgets and Programme Implementation Reports. This will be followed by briefings and interviews with key personnel in ACTRAV (in field and headquarters), ACT/EMP, GENDER and other technical departments as

appropriate. A desk review will lead to a number of initial findings that may point to additional or fine-tuned evaluation questions.

Thereafter the evaluator will undertake a mission to the field, hold personal interviews with relevant stakeholders of the programme (key staff members in the national workers' organizations), ILO officials, and other relevant key actors. Focus group discussions or evaluation workshops may be conducted to gauge the views of stakeholders. Visits to several areas on the ground where the programmes are operational may also be undertaken, if time allows, to obtain first-hand information and perspectives of workers and other programme stakeholders.

Given the limited time available, and that missions to the field are limited to two countries, it is proposed to use a sampling approach. Evidence from the two countries visited will be the main exhibits, while not excluding data derived from desk review and questions posed to interlocutors via email and telephone interviews.

Main Outputs

The expected outputs to be delivered by the evaluator/s are:

- A. A desk review of programme related documents
- B. An inception report prepared by the evaluator identifying key aspects to address as well as approach and methods to be used
- C. Data collection and interviews in Geneva
- D. Preparation of questionnaire for field based colleagues and partners
- E. Email and telephone interviews with ILO staff and partners as identified
- F. Draft evaluation report
- G. Final Report including:
 - Executive Summary with key findings, conclusions and recommendations
 - Description of the CPOs,
 - Clearly identified findings, including for each CPO and GP
 - Clearly identified conclusions and recommendations
 - Lessons learned
 - Potential good practices and effective models of intervention.
 - Appropriate Annexes including the TORs for the independent evaluation

The report should follow the outline that is considered the most appropriate given the purpose and scope of the evaluation, and focus on giving a clear and concise analysis of the effectiveness of the programme in attaining the expected results and achievements.

The total length of the report should be a maximum of 50 pages, excluding annexes; additional annexes can provide background and details on specific components of the programme evaluated.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version (both in PDF and MS WORD compatible formats).

Ownership of data from the evaluation rests exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The final report will be circulated to key stakeholders for their review. Comments from stakeholders will be consolidated by the Evaluation Manager and provided to the evaluator. In preparing the final report the evaluator should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

Sources of Information

Prior to the evaluation the evaluator will receive all relevant programme documentation as listed below from ACTRAV-headquarters. This will be supplemented during the missions to the regions by documents provided by the national workers' organizations visited. Documents to be reviewed include:

- Programme documents including concept notes and CPOs.
- Annual and Semi-Annual Progress Reports
- Publications, tools and reports produced under the programmes.
- ILO Programme and Budgets, Outcome Based Workplans, and ILO Programme and Implementation Reports, DWCP documents as appropriate.
- Additional country-level material, such as studies, training and advocacy materials, will be given to the evaluator/s during the field and ILO-HQ visit.

Management arrangements: work plan, timeframe and payment schedule

It is suggested that the evaluation be conducted within the period of 14 July-31 August 2014. The TORs should be discussed with the evaluator before the work commences. The final report must be submitted to the Evaluation Manager no later than 15 September 2014.

After the desk review and consultation at ILO HQ in Geneva (14-15 July 2014), the evaluator will organize and undertake a mission to India and Sri Lanka on 21-29 July 2014 including travel, followed by a debriefing in Geneva on 30-31 July 2014. This plan is based on the assumption that the evaluator will need three work days in each country.

It is proposed that the evaluation follows the timetable below:

- 5 days desk review of the background documents and data collection/interviews
- 2 days for briefing at ILO

- 12 days field mission
- 8 days for the preparation of the draft report
- 3 days for finalization of report
- Total of around 30 working days

The practical arrangements for the mission to the field will be organised by the Evaluation Manager and/or ACTRAV Headquarters as appropriate in collaboration with the ILO Field Offices, ACTRAV Specialists and partner workers' organisations.

Upon completion of the evaluation missions, a draft report will be compiled by the evaluator and submitted for comments to the Evaluation Manager two weeks after completion of the field missions. The final evaluation report should be submitted by the Evaluation Manager to ACTRAV two weeks upon receipt of ACTRAV's comments on the draft report.

The consultant will receive a lump sum as advance payment to cover travel costs and DSA upon signing of the contract. The second and final instalment will be paid on receipt of the final evaluation report by latest 30 September 2014.

The evaluation will be managed by the Evaluation Manager (Youcef Ghellab – Chief of Social Dialogue and Tripartism Unit in GOVERNANCE Department) with coordinating, administrative and logistical support provided by relevant ACTRAV staff at Headquarters and ILO Regional and Country Offices.

List of informants

ILO staff

GENEVA

Mr. Magnus Berg, /CTA
Ms Maria Helena André, ACTRAV Director
Mr. Pawel Gmyrek, Donor Relations Officer, PARDEV
Mr. Craig Russon, EVAL Unit,
Mr. Enrico Cairola, Senior Programme & Operations Specialist, ACTRAV
Ms. Toolambah Narsinghen, Project support and administrative procedures
Mr. Frank Hoffer, Senior Specialist
Ms. Hilda Sanchez/Desk Officer for Latin America, ACTRAV
Mr. Raghwan Raghwan/Desk Officer for Asia-Pacific, ACTRAV
Mr. Mohammed Mwamadzingo /Desk officer for Africa, ACTRAV
Ms. Lene Olsen P&B and Outcome 10 Coordinator, ACTRAV
Ms. Anna Biondi Bird, Deputy Director, ACTRAV
Ms. Anne Brit Nippierd, ACT/EMP

MOSCOW

Mr. Sergeyus Glovackas, Senior Specialist in Workers Activities (by Skype)

BUDAPEST

Mr. Ovidiu JURCA, Senior Specialist in Workers' Activities (by Skype)

TURIN

Mr. Giacomo Barbieri, Programme Manager, Programme for Workers' Education (by telephone)

INDIA

Mr. Ariel B. Castro, Senior Specialist on Workers' Activities
Mr. Coen Kompier, International Labour Standards Specialist
Ms. Susamma Varghese, National Project Coordinator, ILO
Ms. Reiko Tsusima, Senior Gender Specialist
Mr. Gotabaya Dasanayaka, Senior Specialist on Employers' Activities
Ms. Sherin Khan, Senior Specialist on Child Labour
Ms. Anjana Challani, Programme Officer
Ms. Sudiptu Bhadra, National Project Manager, SCORE

NEPAL

Mr. Jose Assalino, ILO/Nepal Director
Mr. Narayan Bhattarai, National Project Coordinator
Ms. Nita Neupane, Programme Officer

Mr. Salonam Rajbanshi, Programme Officer
Mr. Prakash Sharma, Senior Programme Assistant
Ms. Bina Thapa Kunwar, Programme Officer
Ms. Bharati Sharma Pokhrel, National Project Coordinator, ILO-DFID Partnership Programme on Fair Recruitment and Decent Work for Women Migrant Workers in South Asia and the Middle East
Ms. Niyama Rai, National Project Coordinator, Labour Migration Project.
Ms. Marina Rai, Admin and Finance Officer

Representatives of workers' organizations

INTERNATIONAL

Mr Victor Baez Mosqueira, General Secretary, Trade Union Confederation of the Americas (TUCA) (By telephone)

INDIA

Mr. R.P.K. Murugesan, JAF Convener, Tamil Nadu State & Secretary General, Indian National Trade Union Congress (INTUC) INTUC, Tamil Nadu
Mr. T.M. Murthi, General Secretary, All India Trade Union Congress (AITUC), Tamil Nadu
Mr. G.B. Saravanabhavan, State President, Bharatiya Mazdoor Sangh (BMS), Tamil Nadu
Ms. Malathy Chittibabu, State Treasurer, Centre of Indian Trade Unions, Tamil Nadu
Mr. Virjesh Upadhyay, General Secretary, Bharatiya Mazdoor Sangh
Mr. P.J. Banasure, State JAF Convener, Maharashtra, Bharatiya Mazdoor Sangh

LPF Labour Progressive Front

Mr. Natarajan President, LPF
Mr. A. Rajavel State Vice President, JAF Coordinator

Mr. Tapan Sen, M.P., General Secretary, Centre of Indian Trade Unions
Mr. Amitava Guha, National Working Committee member, Centre of Indian Trade Unions
Mr. Swadesh Dev Roye, Secretary & Head, International Department, Centre of Indian Trade Unions
Mr. Prasanta Nandi Chowdhury , State JAF Convener, West Bengal, CITU(TBC)

Mr. AD Nagpal, Secretary, Hind Mazdoor Sabha
Mr. Harbhajan Singh Sidhu, General Secretary, Hind Mazdoor Sabha
Mr. Anand Swaroop, Education in charge, Hind Mazdoor Sabha

Mr. Chandra Prakash Singh, Secretary, Indian National Trade Union Congress

NEPAL

GEFONT

Mr. Bishnu Rimal, President
Mr. Bishnu Lamsal, General Secretary
Mr. Umesh Upadhyaya, Ex-General Secretary
Ms. Binda Pandey, ILO Governing body

ANTUF

Mr. Shailkram Jamkattel, President
Mr. Ganesh Regmi, General Secretary
Mr. Yubaraj Luintel, ACTRAV Project focal person -
Ms. Usha Devkota, Office Secretary and member Womens' Committee; ACTRAV
Project focal person
Mr. Anil Joshi, International Department
Mr. Bishnu Thapa, Office Secretary

NTUC

Mr. Khila Nath Dahal, President
Mr. Mahendra Yadav, General Secretary
Mr. Yogendra Kunwar, ACTRAV Project focal person
Mr. Laxman Basnet, Ex-president (also General Secretary of SARTUC)

Other informants

Mr Rana Alok Singh, India representative, Ethical Trading Initiative
Ms Ramapriya Gopalakrishnan, ILO Consultant
Mr Rajendra Giri, Deputy Director, Maniben Kara Institute, Mumbai (by telephone)
Mr. Manicandan Gopalakrishnan, Consultant, New Delhi (by telephone)
Mr. T.M. Jawharlal, Secretary, Employers' Federation of Southern India, Tamil Nadu

List of documents consulted

ILO documents

Challenges, Prospects and Opportunities of Ratifying ILO Conventions Nos. 87 and 98 in India, ILO, New Delhi, 2011

Decent Work Country Programmes:
Armenia; Cambodia; India; Kazakhstan; Kenya; Moldova; Nepal; Swaziland.

Nepal Decent Work Newsletter May 2104

Programme documents: concept notes, CPOs, Annual and Semi-Annual Progress Reports

Publications, tools and reports produced under the programmes.

ILO Programme and Budgets

Additional country-level material, such as studies, training and advocacy materials.

Documents prepared by consultants

Ramapriya Gopalakrishnan (Consultant, ACTRAV), *Assessment of trade union actions on the ratification of ILO Conventions Nos. 87 and 98*, Mimeo, 2013

Trade Union Guidebook on Campaigning for Core Labour Standards
New Delhi: ILO, 2014 (forthcoming)

Documents provided by workers' organizations

India

AITUC
Trade Union Record

Nepal

ANTUF
Trade Union Education manual (in Nepali)

GEFONT
6th Conference documents

Other documents

Summary Record of Discussions of the 45th Session of Indian Labour Conference held on 17th -18th May, 2013, MOLE, Government of India