



International Labour Organization

iTrack

Evaluation

ILO EVALUATION

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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 Office

Executive Summary

Background and context

In October 2008, Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, Saint Kitts and Nevis, Suriname, Trinidad and Tobago, and the Dominican Republic, being members of the Forum of the Caribbean Group of African, Caribbean and Pacific States (CARIFORUM), signed the CARIFORUM-EU Economic Partnership Agreement (EPA) with the European Union (EU). Haiti signed the agreement in December 2009, but has not yet applied it, as it still has to be ratified.

The first objective of Article 1 of the Agreement indicated that the EPA is expected to contribute to “the reduction and eventual eradication of poverty through the establishment of a trade partnership consistent with the objective of sustainable development, the Millennium Development Goals and the Cotonou Agreement” but also to promote regional integration, economic cooperation and good governance, and to improve CARIFORUM States' capacity in trade policy and trade-related issues.¹

In the context of the implementation of this EPA, the ILO Decent Work Team (DWT) for the English and Dutch-speaking Caribbean based in Trinidad and Tobago put together, with the financial support of the EU, the project “Support to Facilitate Participation of CARIFORUM Civil Society in the Regional Development and Integration Process: Challenges to CARIFORUM Labour, Private Sector and Employers to Fulfil their EPA Obligations”. It targeted all CARIFORUM countries and was to be implemented between 2015 and 2018. This project is herein after referred to as the “ILO-EU Project”.

Summary of the assignment objective, logic and structure

The project was designed to address a number of needs identified by ILO in the region, most notably: the limited knowledge about social aspects of the EPA, the existence of few support programmes with regards to these aspects, labour legislation in all CARIFORUM countries need updating, labour information systems in most countries are weak, dialogue on labour and social aspects issues is limited, child labour remains a problem in a number of CARIFORUM countries and occupational health and safety (OHS) training is required across the region.²

The overall development objective of the ILO-EU Project was to allow employers and workers, through their national and regional organizations, to engage effectively in social dialogue processes, to contribute to the design and implementation of social and economic development policies for Caribbean regional integration, and to drive the monitoring process of the social aspects of the CARIFORUM-EC EPA. As such, the main beneficiaries of the ILO-EU Project were the Caribbean Employers' Confederation (CEC), the Caribbean Congress of Labour (CCL) and their national constituents, National Employers' Organizations (NEOs) and National Trade Unions (NTUs).

¹ http://trade.ec.europa.eu/doclib/docs/2008/february/tradoc_137971.pdf

² ILO. 2014. - Description of Action- Challenges to CARIFORUM Labour, Private Sector and Employer to fulfil their EPA Obligations: Caribbean Employers Federation (CEC) and the Caribbean Congress of Labour (CCL) component of the support to facilitate Participation of CARIFORUM Civil Society in Regional Development and Integration Process

The ILO-EU project had three specific objectives:

- “Enhance technical and organizational capacity of the regional organizations of employers and workers to enable them to participate meaningfully in the harmonization of labour laws and practices to support the free movement of a skilled and competitive workforce, the development of an enabling environment for sustainable enterprises across the region, and the promotion of the Caribbean Single Market intra and extra regional trade and development”;
- Put processes and programmes in place to assist the regional and national organizations of employers and workers in building and maintaining the institutional capacity required to promote and implement internationally recognized core labour standards according to Article 191 of the EPA, and the Decent Work Agenda;
- Establish mechanisms to facilitate the promotion of and participation in dialogue between the CEC and the CCL within the CARIFORUM-EC Consultative Committee. In addition, establish mechanisms to enable them to fulfil their roles in the implementation and governance of the EPA, including monitoring its effect as described in the Social Aspects Chapter.

To achieve these three specific objectives, the project was articulated around 12 outcomes regrouped around three components: a joint CEC-CCL component, a CCL component and a CEC component.

Actual status of the assignment

A total budget of 2,015,000 euros was granted to implement the project over a three-year period between February 2015 and February 2018 across the fifteen CARIFORUM countries. The project was subject to a no-cost extension of three months and was finalized in April 2018.

Purpose, scope and clients of the study

The objective of this final independent evaluation is to assess the relevance, effectiveness, efficiency, coherence, potential impact and sustainability of the ILO's actions taken during this project. These actions were aimed at enhancing the capacities of the CEC and the CCL with a view to fulfill their obligations with respect to the implementation of the EPA with the EU.

As stated in the Terms of Reference (ToR), the purpose of this evaluation is to:

- Assess the relevance of the intervention's objectives and approach
- Establish how far the intervention has achieved its planned outcomes and objectives
- Determine the achievements of the ILO-EU Project objectives at the outcome and impact levels
- Understand the extent to which the ILO-EU Project's strategy has proven efficient and effective
- Evaluate whether the ILO-EU Project is likely to have a sustainable impact.

Knowledge and information obtained from the evaluation will be used to inform the design of future similar ILO activities in the Caribbean or countries in similar situations.

This evaluation is being carried out in line with the requirements of the ILO Evaluation Policy. ILO project evaluations are conducted to provide an opportunity for the Office and its funding partners to assess the appropriateness of the design as it relates to the ILO's strategic and national policy framework, and consider

the effectiveness, efficiency and sustainability of ILO-EU Project outcomes. Project evaluations also test underlying assumptions about its contribution to a broader development goal.

The evaluation focused on all the activities that have been implemented since the initiation of the ILO-EU Project, in February 2015, until its completion in April 2018. It thus covered activities conducted and results reached until the project extension period between February 2018 and April 2018.

This evaluation responds to the evaluation questions presented in the evaluation matrix (Appendix II) that derive from the questions proposed in the ToR and that was approved by the evaluation's director.

The internal clients of this evaluation are: ILO Regional Office, DWT/CO–Port-of-Spain, DWT/CO–San-José, DIALOGUE, PARDEV and EVAL. The external clients of this evaluation are the donor (European Union), the Caribbean Employers' Confederation (CEC), the Caribbean Congress of Labour (CCL) and the Programme Steering Committee.

Methodology for the evaluation

This summative evaluation was participatory, utilisation-focused and was supported by mixed methods throughout the six phases of the evaluative process described below:

- Preparation
- Data collection and country visit (May 7th to May 24th, 2018)
- Validation Workshop (May 24th, 2018)
- In depth document review
- Data analysis and triangulation
- Report writing and validation (July-August 2017).

The evaluation triangulated information from three sources of data:

- Document review was done in order to identify milestones reached and provide references to challenges and delays in the delivery of activities.
- Field Visits were conducted in 5 CARIFORUM countries that participated in the project: Barbados, Guyana, Haiti, Jamaica and Trinidad and Tobago.
- A total of 48 individual and group semi-structured interviews were conducted with stakeholders from nine different types of organizations (including: CEC, CCL, NEOs, NTUs, Ministries of Labour, CARIFORUM, CARICOM, EU and ILO) and eight different countries (Antigua and Barbuda, Barbados, Guyana, Haiti, Jamaica, St. Lucia, The Bahamas and Trinidad and Tobago).

Collected data was analyzed using descriptive analysis, content analysis, quantitative analysis and comparative analysis.

Among the key methodological limitations, the short timeframe between the signature of the contract and the field missions led the preparation phase to overlap with the data collection phase. As a result, the evaluators had no time to pre-test the interview protocols and to conduct an in-depth document review.

The evaluators adapted to the situation by rapidly modifying the interview protocol after the first few interviews and by reviewing documents as the field missions were ongoing. In the absence of a clear description of the intervention logic, the evaluators had to construct a theory of change that helped illustrate how the intermediate outcomes were linked to the three specific objectives.

Main findings and conclusions

Relevance

The project's objectives, as initially conceptualized, are generally aligned with regional and national development agendas promoting social dialogue and greater participation of non-state actors in the regional integration process. The document review allowed concluding that the project is fully aligned with the CARICOM's priorities and, most notably, to its Carter of Civil Society and to its Strategic Plan 2015-2019. The project is consistent with the ACP-EU Cotonou Agreement, the 2012 Joint Caribbean EU Partnership Strategy and the 10th EDF. Most participating countries ratified the ILO Convention No. 144 on Tripartite Consultations (1976) thus demonstrating their commitment to promoting social dialogue. The project is also aligned with the ILO's Decent Work Agenda, the ILO's programme and budget and, more broadly, with the United Nations Multi-Country Sustainable Development Framework 2017-2021 and Sustainable Development Goal 8.

Beneficiaries at the regional and national levels generally considered the project to be highly relevant because it responded to some national employers' organizations and national trade unions' training needs. All were interested in participating in social dialogue and in the development of national policies. Both the CEC and the CCL had worked with ILO in the early 2000s and had been looking at ways to obtain additional project funding ever since. CARICOM also had an incentive to work with ILO given their commitment of all EPA parties to comply to internationally recognize core labour standards. At the national level, employers' and workers' organizations generally appreciated the training opportunities and how the project revitalized their relationships with the CEC and the CCL.

The project activities were perceived as being relevant for both men and women despite the fact it did not address in any way the effect of trade policies and trade liberalization on women.

Design

The design of the project was based on the key findings of an assessment of the social aspects concerning CARIFORUM's commitment under the EPA conducted in 2010 by a consulting firm. The design was complemented by a participatory process that considered the perspectives and needs of the CEC, the CCL and their constituents. Yet, not all national constituents believed they were sufficiently consulted. Furthermore, considering the project aspired to achieve a number of results in the areas of monitoring the implementation of the EPA, of education and of labour legislations, collected evidence indicated other key actors were insufficiently consulted and involved, most notably CARIFORUM, EPA implementation units, TVET institutions and Ministries of Labour.

The overall project's design is coherent to the extent its 12 intermediate outcomes and underlying activities are broadly linked to the general objectives of strengthening the CEC, the CCL and to promote social dialogue at national and regional level. The logical link between intermediate outcomes and the specific objectives of the project is generally unclear given the absence of specific, measurable and attainable objectives and indicators (at both outcome and specific objective levels) and of a theory of change explaining how all elements come together into a coherent intervention.

Overall, the project's objectives were generally too ambitious given the timeline, the available resources and the strategies employed to reach the expected results. There was also little evidence indicating gender was purposefully mainstreamed in the project beyond the legislative gap analysis conducted across 13 CARIFORUM countries that assessed equal remuneration between men and women.

Effectiveness and Management Arrangements

The joint CEC and CCL component of the project had four intermediate outcomes. Collected evidence generally indicated that the most significant result achieved was the early integration of the CEC and the CCL within the Council for Human and Social Development (COHSOD). Having a recognized status within the COHSOD puts both CEC and CCL in a privileged position to influence the CARICOM's social and economic policies. At the time of the evaluation, they had not been able to gain a recognized status within the Council for Trade and Economic Development (COTED) whose responsibilities include the promotion of trade and economic development of the CARICOM and oversight of the operation of the CSMEs.

The establishment of legislative models to enable harmonization has been on the regional agenda for some time. Yet, the project made little progress in the process of legislative harmonization. Activities related to the alignment of education outcomes with the needs of the labour market also took place (i.e. regional survey on the mismatch between the labour market and job applicant skills, joint letters addressed to COHSOD and contributions to CARICOM Regional Education and Human Resource Development Strategy), yet, the evaluators did not find compelling evidence indicating changes of education outcomes were achieved. Finally, the fourth intermediate outcome, aimed at supporting NEOs and NTUs participating in the implementation, governance and monitoring the effects of the EPA did not attain expected results. The evaluators did not find evidence that a clear and realistic strategy was implemented to put in place to establish EPA monitoring mechanisms at regional or national level. There is however evidence that activities conducted under the joint CEC-CCL component such as the Brussels Study Tour and the Bipartite Meetings at national and regional level favoured bipartite dialogue between the CEC and the CCL and their national constituents.

The CCL component included three intermediate outcomes, yet the most compelling result was the increased regional visibility from which the CCL benefited that resulted the regional workshops and from CCL's improved online presence and communication plan. These activities allowed the CCL to resume certain activities and recreate linkages with certain constituents. Other key contributions included a constitutional reform process, convening a special congress to adopt a new constitution, the development of a strategic plan and of a strategy for its financial sustainability. All aimed to address some of the inherent weaknesses of the organization.

The CEC component included five intermediate outcomes. Again, the most compelling result for the CEC was the visibility it gained among its constituents through the workshops it delivered across the region and through its improved communication efforts. There is additional evidence indicating that NEOs that participated in the different workshops believed the material that was presented would be useful to their organizations. They also confirmed that their knowledge about the topic covered by the workshop did improved. Although the NEOs were tasked with replicating trainings for their members, only a minority of them did so.

Many internal factors of the ILO, the CEC and the CCL contributed the implementation of the project at the regional and national levels. Working with ILO was key given it is the only tripartite international organization, with presence in the region and with close relations with the CEC and the CCL. The strong commitment from the CEC and CCL presidents also had a positive effect on the project. On the other

hand, the limited understanding of “rights and responsibilities” with regards to the EPA implementation by public, private and civil society, and its uneven implementation across the region, were key external factors that affected the ILO’s capacity to target and partner with other relevant stakeholders.

Impact

The ILO-EU project was effective in revitalizing the relationship between the CEC, the CCL and their own constituents, and in successfully promoting intra-regional social dialogue. There was however insufficient evidence at the moment of the evaluation to affirm whether the project will have a longer-term impact.

Efficiency

The project was implemented within budget despite several administrative and programmatic factors moderately delaying the implementation agenda. A misalignment between the ILOs’ reporting and the EU’s requirements led to delays in disbursements, which ended up delaying the project for approximately three months.

In terms of human resources, the ILO prioritized hiring two NPOs to work with the CEC and the CCL. Despite counting on NPOs during the implementation of the project, interviews indicated that the level of effort that was required by ILO staff was underestimated.

In terms of project management structure, a Project Steering Committee (PSC) was tasked with meeting every six months. It met, however, only once (in October 2015) and was thus unable to contribute in “providing policy guidance and coordination among all institutions and groups involved” to the project.

An analysis of the budget shows the largest portion of the project’s financial resources were dedicated to the implementation of national and regional workshops, which is consistent with the types of results observed.

Sustainability

The ILO project allowed the CEC and the CCL to hire NPOs to support the project’s implementation. By not relying exclusively on consultants, the ILO aspired to ensure both organizations had project ownership and to maximize the chances the achieved results would be somewhat sustainable. The CEC and the CCL, however, were unable to retain the services of the NPOs due to a lack of financial resources.

Many other aspects of the project could be sustained beyond the lifetime of the project depending on the level of ownership of the CEC and the CCL. The website and communication tools developed for the CEC and the CCL, the strategic plan, sustainability plan and communication plan for the CCL, and also the role both can now play in COHSOD meetings will fully depend on their willingness to build upon the opportunities that the ILO-EU project created for them.

Lessons Learned, Emerging Good Practices and Recommendations

Lessons Learned

- 1) Broad stakeholder engagement and consultations are necessary when designing and implementing a project involving a multiplicity of regional stakeholder that are not ILO’s, employers’ and workers’ organizations traditional partners.

- 2) Using national resources to facilitate training can create a built-in mechanism for post-training follow-up, which in turn can create genuine capacity at the institutional level.

Emerging Good Practices

- 1) Collaboration between the CEC and the CCL around shared interests fomented mutual trust and made their advocacy more impactful.

Recommendations

- 1) ILO-POS should seek additional donor funding to support the CEC and the CCL in their efforts to raise awareness on the social chapters of the EPA and create capacities among NEOs and NTUs so they can play a constructive role in the implementation, governance and monitoring of the social aspects of the EPA.
- 2) ILO-POS should strengthen its monitoring system to ensure that it reports to its donor in a timely manner, to improve the evaluability of its interventions and to facilitate learning.
- 3) The CEC and the CCL should pursue their concerted efforts to influence social and economic policies at the CARICOM level
- 4) The CCL should implement and operationalize the resource mobilisation work programme conceptualized in its strategic plan as well as its financial sustainability plan.
- 5) ILO-POS should conduct of finance further research on the effects of the implementation of the CARIFORUM-EU EPA on the most vulnerable populations, specifically women given the effect of trade policy on economic and social activities tend to be different between men and women.
- 6) The CEC should disseminate information on the implementation of the CARIFORUM-EU EPA and on its social chapters on an ongoing basis using the communication tools that were developed during the project.
- 7) A project steering committee and an advisory committee comprised of thematic experts, academics and key actors with high stakes in the EPA implementation process should be constituted and utilized if a similar project was to be replicated.
- 8) Given CEC's and CCL's comparative advantage does not lie in the provision of trainings, established national institutions with experience designing, implementing and following up on trainings should deliver training-based, capacity-building intervention in partnerships with the CEC and/or the CCL.

Acronyms

ACP	Africa, Caribbean and Pacific
CARICOM	Caribbean Community
CARIFORUM	Forum of the Caribbean Group of African, Caribbean and Pacific States
CCL	Caribbean Congress of Labour
CEC	Caribbean Employers' Confederation
CLMIS	Caribbean Labour Market Information System
COHSOD	Council for Human and Social Development
COTED	Council for Trade and Economic Development
CRIP	Caribbean Regional Indicative Programme
CTA	Chief Technical Adviser
DEVCO	Directorate-General for International Cooperation and Development
DWT	Decent Work Team
EC	European Commission
ECATT	Employers Consultative Association of Trinidad and Tobago
EDF	European Development Fund
EESC	European Economic and Social Committee
EPA	Economic Partnership Agreement
ETUC	European Trade Union Council
EU	European Union
GDP	Gross domestic product
HR	Human Resources
ICT	Information and communications technology
ILO	International Labour Organisation

ILO-EU Project	Support to Facilitate Participation of CARIFORUM Civil Society in the Regional Development and Integration Process: Challenges to CARIFORUM Labour, Private Sector and Employers to Fulfil their EPA Obligations
ILO-POS	International Labour Organisation Decent Work Team in Port-of-Spain
IMF	International Monetary Fund
ITUC	International Trade Union Confederation
JCTU	Jamaica Confederation of Trade Unions
JEF	Jamaica Employer's Federation
KAP	Knowledge-Attitude-Practice
LAC	Labour Advisory Committee
LMIS	National Labour Market Information Systems
MOU	Memorandum of Understanding
MSDF	Multi-Country Sustainable Development Framework
NATUC	National Trade Union Centre of Trinidad and Tobago
NEO	National employer organization
NPO	National Programme Officer
NTU	National trade union
OECD-DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
OECS	Organisation of Eastern Caribbean States
OHS	Occupational health and safety
P&B	International Labour Organisation Programme and Budget
PROMALCO	Programme on Management Labour Cooperation
PSC	Project Steering Committee
ToR	Terms of Reference
TUCA	Trade Union Confederation of the Americas
UN	United Nations

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1 Background of the Project

1. In October 2008, Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, Saint Kitts and Nevis, Suriname, Trinidad and Tobago and the Dominican Republic, being members of the Forum of the Caribbean Group of African, Caribbean and Pacific States (CARIFORUM), signed the CARIFORUM-EU Economic Partnership Agreement (EPA) with the European Union (EU). Haiti signed the agreement in December 2009, but has not yet applied it, as it still has to be ratified.
2. According to the European Commission (EC), the EPA is expected to:
 - Help the two regions invest in and trade with each other;
 - Provide predictable EU market access for these countries;
 - Gradually open the EU market in services, including the creative and entertainment industries;
 - Ensure duty-free-quota-free market access into the EU for all products;
 - Gradually liberalized over a period of 25 years EU exports of sensitive products which meet the stipulated market entry requirements; and
 - Make it possible for CARIFORUM companies to set up a commercial presence in the EU.³
3. Most importantly, the first objective of Article 1 of the Agreement indicated that the EPA is expected to contribute to “the reduction and eventual eradication of poverty through the establishment of a trade partnership consistent with the objective of sustainable development, the Millennium Development Goals and the Cotonou Agreement” but also to promote regional integration, economic cooperation and good governance, and to improve CARIFORUM States' capacity in trade policy and trade-related issues.⁴ Moreover, the EPA embraces two sets of fundamental global standards: the International Labour Standards and the Environmental Standards as embodied in the 2002 Johannesburg Declaration.
4. All 15 countries that are members of CARIFORUM are also members of the International Labour Organisation (ILO) and were part of the project. In addition, each country has at least one representative organization of employers and workers. In this context, the ILO Decent Work Team (DWT) for the English- and Dutch-speaking Caribbean based in Trinidad and Tobago put together, with the financial support of the EU, the project “Support to Facilitate Participation of CARIFORUM Civil Society in the Regional Development and Integration Process: Challenges to CARIFORUM Labour, Private Sector and Employers to Fulfil their EPA Obligations” targeting all CARIFORUM countries, to be implemented between 2015 and 2018. This project is herein after referred to as the “ILO-EU Project”.
5. The project was designed to address a number of needs identified by ILO in the region, most notably: the limited knowledge about social aspects of the EPA, the existence of few support programmes with regards to these aspects, labour legislation in all CARIFORUM countries needs updating, labour information systems in most countries are weak, dialogue on labour and social aspects issues is limited,

³ <http://ec.europa.eu/trade/policy/countries-and-regions/regions/caribbean/>

⁴ http://trade.ec.europa.eu/doclib/docs/2008/february/tradoc_137971.pdf

child labour remains a problem in a number of CARIFORUM countries and occupational health and safety (OHS) training is required across the region.⁵ Regional and Country Context

CARICOM's Regional Overview

6. In 2017, all CARICOM countries had a positive economic performance except for Dominica, Suriname and Trinidad and Tobago.⁶ The region's GDP was estimated at US\$ 143,82 billion in 2014, with a 1.5% compared to the previous year.⁷ In 2016, the Caribbean's GDP increased by 3.4% due to increased tourism and commodity prices.⁸ The services sector accounts for 62.8% of the regional GDP. Mining, manufacturing and agriculture are other important industries of the CARICOM economy.⁹

7. Nearly 7 million people live in the CARICOM countries. The average unemployment rate in the CARICOM countries in 2017 was 7.4%. In Latin America and the Caribbean, 10.4% of women and 7.6% of men were unemployed during the same year.¹⁰

Antigua and Barbuda

8. Antigua and Barbuda gained its independence from the United Kingdom in 1981 and is still part of the Commonwealth. A national election was held in March 2018, and the Prime Minister Gaston Browne was re-elected for a second term.

9. The economy of this CARICOM member state is mainly based on tourism which accounts for 60% of the GDP and 40% of investment.¹¹ Construction and light manufacturing represent other important industries of Antigua and Barbuda's economy. The GDP was estimated at US\$ 1.53 billion in 2017 and was growing by 2.7% every year.¹² The unemployment rate is 19.9%¹³, of which over 50% are women.

10. In 2017, the population of Antigua and Barbuda was of 94 731, with an annual growing rate of 1%.¹⁴ Antigua and Barbuda's Human Development Index (HDI) score for 2015 was 0.786, ranking the country in the high human development category. Between 2005 and 2015, the country's HDI rose by 1,6% due to a

⁵ ILO. 2014. - Description of Action- Challenges to CARIFORUM Labour, Private Sector and Employer to fulfil their EPA Obligations: Caribbean Employers Federation (CEC) and the Caribbean Congress of Labour (CCL) component of the support to facilitate Participation of CARIFORUM Civil Society in Regional Development and Integration Process

⁶ International Labour Organization, *2017 Labour Overview: Latin American and the Caribbean*, [Online], http://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/documents/publication/wcms_618120.pdf (page visited on 7 August 2018)

⁷ CARICOM, *CARICOM's Selected Economic Indicators 2005, 2010-2014*, http://www.caricomstats.org/Files/Publications/Economic%20Handbook/SelectedEconIndicators_2014.pdf (page visited on 7 August 2018)

⁸ International Labour Organization, *2017 Labour Overview: Latin American and the Caribbean*

⁹ CARICOM, *CARICOM's Selected Economic Indicators 2005, 2010-2014*

¹⁰ International Labour Organization, *2017 Labour Overview: Latin American and the Caribbean*

¹¹ Central Intelligence Agency, *The World Factbook*, [Online], https://www.cia.gov/library/publications/the-world-factbook/geos/print_ac.html (page visited on 3 August 2018)

¹² Ibid

¹³ UNDP, *About Antigua and Barbuda*, [Online], http://www.bb.undp.org/content/barbados/en/home/countryinfo/antigua_barbuda.html (page visited on 3 August 2018)

¹⁴ World Bank, *Country Profile*, [Online], http://databank.worldbank.org/data/views/reports/reportwidget.aspx?Report_Name=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=ATG (page visited on 3 August 2018)

significant increase of 4.8 years in life expectancy at birth between 1990 and 2015 and a growth of 33.8% in the Gross National Income (GNI) per capita over the same period.¹⁵

11. The country composed of two major islands and several smaller isles is highly vulnerable to hurricanes which can therefore be very damageable to the domestic economy. The hurricanes Irma and Maria devastated the Antigua and Barbuda in 2017.

12. The country's main employers' organization is Antigua and Barbuda Employers' Federation (ABEF) and its national trade union is Antigua and Barbuda Worker's Union (ABWU). Both organizations were part of the ILO-EU project.

The Bahamas

13. The Bahamas became independent from the United Kingdom in 1973. It is the only country in the western hemisphere that is not part of the World Trade Organization. General elections took place in May 2017 and resulted in the election of the opposition Free National Movement leader, Hubert Minnis.

14. Bahamas is the second country with the highest GDP per capita in the English-speaking Caribbean, with a GDP of US\$ 9.34 billion in 2017 and an estimated growth rate of 1,8% annually. This CARICOM country's economy relies heavily on the tourism and financial services industries which represent respectively 50% and 15% of the GDP.¹⁶ The general unemployment rate was 9.9% in 2017 and women were 2% more likely to be unemployed than men.¹⁷

15. The population was around 390 000 people in 2016 according to the World Bank.¹⁸ The Bahamas was ranked 58 out of 188 countries and territories with an HDI value of 0.792 in 2015. However, the Gross National Income (GNI) decreased by 4.4% between 1990 and 2015.¹⁹ This chain of islands at the North East of Cuba is prone to natural disasters such as hurricanes, floods and tropical storms.

16. The main national employer's organization is the Bahamas Chamber of Commerce and Employers' Confederation. The national trade union is the National Congress of Trade Unions of the Bahamas (NCTUB). Both organizations were part of the ILO-EU project.

Barbados

17. Barbados is a former British colony that gained its independence in 1966.²⁰ Located at the north east of Venezuela, the island is one of the richest and most developed countries of the Eastern Caribbean.

¹⁵ UNDP, *Human Development Report 2016: Antigua and Barbuda*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/ATG.pdf (page visited on 3 August 2018)

¹⁶ Central Intelligence Agency, *The World Factbook*.

¹⁷ International Labour Organization, *2017 Labour Overview: Latin American and the Caribbean*, [Online], http://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/documents/publication/wcms_618120.pdf (page visited on 3 August 2018)

¹⁸ World Bank, *Country Profile*.

¹⁹ UNDP, *Human Development Report 2016: Bahamas*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/BHS.pdf (page visited on 3 August 2018)

²⁰ UNDP, *Barbados and the OECS*, [Online], <http://www.bb.undp.org/content/barbados/en/home/about-us.html> (page visited on 6 August 2018)

18. The Barbadian economy was traditionally based on sugarcane and related activities. However, in recent years, the economy diversified and now includes light industry and tourism. Its GDP was US\$ 4.82 billion in 2017.²¹

19. In 2017, the population was 292 336, of which approximately 10.5% was unemployed. Unemployment is especially high among youth. Indeed, 32.4% of people aged 15-24 were unemployed in 2015.²² The gender gap in unemployment remained constant in 2017, when 10,1% of men and 11% of women were unemployed.²³ For the year of 2015, the HDI score was 0.795, positioning Barbados at the same rank as Uruguay. The country is in the high development human category.²⁴ Located outside the Atlantic hurricane belt, infrequent hurricanes and landslides are the main natural hazards that take place in Barbados.

20. The Barbadian national employers' organization is the Barbados Employer's Confederation (BEC). The national trade union is the Barbados Workers Union. Both organizations were part of the ILO-EU project.

Belize

21. Located in Central America, Belize was disputed by the English and the Spanish in the 17th and 18th centuries. Tourism is the main industry, followed by exportations of foods such as sugar, bananas, citrus, marine products and crude oil. The country is highly dependent on energy import. The national GDP was US\$ 1.82 billion in 2017. There is an important discrepancy between the rich and the poor's income.²⁵

22. The total population was estimated at 370 000 in 2016 according to the World Bank. Belize's HDI score for 2015 was 0.706, putting the country in the high development category. The country's GNI increased by 36.5% between 1990 and 2015.²⁶ Unemployment is a major concern in Belize with a rate of 10.1%. In urban areas, women are almost three times more likely to be unemployed than men.²⁷ Belize is prone to devastating hurricanes and seasonal flooding in the southern part of the country.

23. Both the Belize Chamber of Commerce and Industry and the National Trade Union Congress of Belize took part in the ILO-EU project.

Dominica

24. The Commonwealth of Dominica became an independent republic in 1978 and the Queen of England is no longer head of state.²⁸

²¹ Central Intelligence Agency, *The World Factbook*, [Online], <https://www.cia.gov/library/publications/the-world-factbook/geos/bb.html> (page visited on 6 August 2018)

²² Ibid

²³ International Labour Organization, *Employment Situation in Latin America and the Caribbean*, [Online], http://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/documents/publication/wcms_618120.pdf (page visited on 6 August 2018)

²⁴ UNDP, *Human Development Report 2016: Barbados*, [Online], hdr.undp.org/sites/all/themes/hdr_theme/country-notes/BRB.pdf (page visited on 6 August 2018)

²⁵ Central Intelligence Agency, *The World Factbook*

²⁶ UNDP, *Human Development Report 2016: Belize*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/BLZ.pdf (page visited on 6 August 2018)

²⁷ International Labour Organization, *Employment Situation in Latin America and the Caribbean*

²⁸ UNDP, *Barbados and the OECS*

25. The estimated GDP in 2017 was US\$ 0.6 billion. Tourism is a growing industry, becoming more important than agriculture. The government wants to position Dominica as a destination for ecotourism.²⁹

26. The population was almost 74 000 in 2017.³⁰ Dominica got a score of 0.726 on the Human Development Index in 2015. It is important to note that this score was influenced by the 53.9% increase in GNI between 1990 and 2015.³¹ The hurricane Maria damaged greatly the island in September 2017, causing important problems to the agriculture, infrastructures and economy. Floods and volcanic eruptions are other natural hazards that can occur in Dominica.

27. The national employers' organization is Dominica's Employers' Federation and the national trade union is the Waterfront and Allied Workers' Union (WAWU). Both organizations were involved in the ILO-EU project.

Dominican Republic

28. Dominican Republic shares an island with its neighbour, Haiti. As a major exporter of sugar, coffee and tobacco, the former Spanish colony relies heavily on trade with the United States. While Dominican Republic is a member of CARIFORM, it is not a CARICOM member.

29. Since the past 20 years, Dominican Republic has one of the fastest growing economies in Latin America. Last year, its GDP was estimated at US\$74.87 billion. The main industries are tourism, sugar processing, mining and textiles.³² The country counts more than 10.7 million inhabitants. The unemployment rate is very low for the region. It was at 5.5% both in 2016 and 2017.³³ The gender gap in unemployment has narrowed in Dominican Republic since 2016. Unemployment rate is slightly more prevalent in urban regions, with a rate of 6.2% in 2017.³⁴

30. Dominican Republic got a score of 0.722 on the HDI in 2015, putting it in the high development category. There was a significant improvement in the HDI score, compared to 1990 due to a 5.8 year increase in life expectancy at birth and a 151.1% increase in GNI per capita.³⁵ Located within the hurricane belt, Dominican Republic is often affected by natural disasters.

31. The Employers' Confederation of the Dominican Republic and the Confederación Nacional de Unidad Sindical were part of the ILO-EU project.

Grenada

32. Independent from Britain since 1974, Grenada is a small archipelago in the Caribbean Sea. General elections were held in March 2018. The leader of the New National Party, Keith Mitchell, was re-elected for a second mandate.

²⁹ Central Intelligence Agency, *The World Factbook*

³⁰ Ibid

³¹ ³¹ UNDP, *Human Development Report 2016: Dominica*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/DMA.pdf (page visited on 6 August 2018)

³² Central Intelligence Agency, *The World Factbook*

³³ Ibid

³⁴ International Labour Organization, *Employment Situation in Latin America and the Caribbean*

³⁵ UNDP, *Human Development Report 2016: Dominican Republic*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/DOM.pdf (page visited on 6 August 2018)

33. Grenada's economy relies on the industries of food and beverages, textiles, tourism and education, among others. The GDP was US\$ 1.11 billion in 2017.³⁶ Its population was over 111 000 people in July 2017 and the unemployment rate was of 24% during the same year.³⁷ Unemployment has decreased by 4.2% from 2016 to 2017. Concerning the Human Development Index, Grenada was ranked 79 out of 188 countries with a score of 0.754.³⁸ Grenada is prone to hurricanes and volcanism. Severe flooding was caused by tropical storms in August 2018.

34. Grenada's Trade Union Council and Grenada's Employers' Federation both took part in the ILO-EU project.

Guyana

35. This former British colony is the only English-speaking country in South America. The Guyanese economy is based on agriculture and natural resources. Guyana is rich in gold, bauxite, sugar, among other things. The GDP in 2017 was US\$ 3.59 billion.³⁹ Petroleum resources were found in Guyana in January 2018 and the country is expected to become a producer by 2020.⁴⁰

36. The Guyanese population was over 737 000 in 2017. Approximately 11.8% of the population was unemployed in 2017 according to the World Bank. This rate was especially high among women and youth with respective unemployment rates of 16.5% and 26.3%.⁴¹ The Human Development Index ranked Guyana in the medium development category with a score of 0.638.⁴² Floods are likely to occur during the rainy season.

37. The associations that participated in the ILO-EU project were Federation of Independent Trade Unions of Guyana and the Consultative Association of Guyanese Industry Limited.

Jamaica

38. Jamaica is the third largest island of the Caribbean is the second most populous among CARICOM countries with a population of nearly 3 million inhabitants in 2017. Its GDP was US\$14.72 billion in 2017. The Jamaican economy used to be a plantation economy during colonialism. It now relies on the agriculture, mining, manufacture and construction industries.⁴³

39. The unemployment rate was 10.4% in 2017, compared to 12.9% in 2016.⁴⁴ Jamaican women are nearly twice likely to be unemployed than men in urban areas.⁴⁵ Jamaica's HDI value for 2015 was 0.73,

³⁶ Central Intelligence Agency, *The World Factbook*

³⁷ Ibid

³⁸ UNDP, *Human Development Report 2016: Grenada*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/GRD.pdf (page visited on 6 August 2018)

³⁹ Ibid

⁴⁰ Central Intelligence Agency, *The World Factbook*

⁴¹ World Bank, *Jobs Data Country Dashboard: Guyana*, [Online], <http://datatopics.worldbank.org/jobs/country/guyana> (page visited on 6 August 2018)

⁴² UNDP, *Human Development Report 2016: Guyana*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/GUY.pdf (page visited on 6 August 2018)

⁴³ Central Intelligence Agency, *The World Factbook*

⁴⁴ Ibid

⁴⁵ International Labour Organization, *Employment Situation in Latin America and the Caribbean*

placing it in the high development category.⁴⁶ The emergency state was declared at the start of 2018 due to violent crimes committed in the Montego Bay region.

40. The Jamaican national employers' organization is the Jamaica Employers Federation. The national trade union is the Jamaica Confederation of Trade Unions. Both organizations were part of the ILO-EU project.

Saint Lucia

41. Like most members of the CARICOM, tourism accounts for an important part of Saint Lucia's economy. The other industries of the island's economy are offshore banking, manufacturing and agriculture. Last year, its GDP was US\$ 1.72 billion.⁴⁷ Saint Lucia is vulnerable to incoming tourism levels, oil price volatility and natural disasters. Volcanoes and hurricanes are common on the island.⁴⁸

42. The Saint Lucian population was almost 165 000 inhabitants in 2017. The country has an HDI value of 0.735 which positions it at the same rank as Mongolia.⁴⁹ The unemployment rate among men aged 15-24 was 21.5% and 35.2% for women in the same age category.⁵⁰

43. The associations that were involved in the ILO-EU project were Saint Lucia Employers Federation (SLEF) and National Workers Union.

Saint Vincent and the Grenadines

44. The Vincentian economy relies on tourism and banana exportation. The GDP was US\$ 0.82 million last year.⁵¹ Saint Vincent counts more than 102 000 inhabitants. The Vincentian unemployment rate is high, with 41.4% of young women unemployed and 27.8% of men. Yet, the country is ranked in the high human development category according to the HDI, with the same score as Dominican Republic.⁵² The 32-island country is located in the Lesser Antilles. Like most countries in the region, Saint Vincent and the Grenadines is prone to hurricanes and volcanism.

45. The two associations involved in the ILO-EU project were the St Vincent Employers Federation and the Commercial Technical and Allied Workers Organization.

Saint Kitts and Nevis

46. The smallest country in the Western hemisphere became independent in 1983 and now remains in the Commonwealth.⁵³ The latest general election took place in 2015 where the ruling party was defeated by a coalition led by the current Prime Minister, Timothy Harris.

⁴⁶ UNDP, *Human Development Report 2016: Jamaica*, [Online], http://www.undp.org/content/dam/jamaica/docs/HDR/JM-Jamaica_Country%20Explanatory%20Note_HDR2016.pdf (page visited on 6 August 2018)

⁴⁷ Ibid

⁴⁸ Central Intelligence Agency, *The World Factbook*

⁴⁹ UNDP, *Human Development Report 2016: Santa Lucia*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/LCA.pdf (page visited on 6 August 2018)

⁵⁰ Central Intelligence Agency, *The World Factbook*

⁵¹ Central Intelligence Agency, *The World Factbook*

⁵² UNDP, *Human Development Report 2016: Saint Vincent and the Grenadines*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/VCT.pdf (page visited on 6 August 2018)

⁵³ UNDP, *Barbados and the OECS*

47. Tourism is the main pillar of the economy, replacing the sugar industry. The government created a new program to diversify the agriculture and the economy in general. The economy of this CARICOM member state also depends on cotton and salt. The GDP was estimated at US\$ 939 million in 2017.⁵⁴

48. In 2017, the population was 52 715.⁵⁵ The country has one of the lowest unemployment rate in the Caribbean with a percentage of 4.5% in May 2018.⁵⁶ Saint Kitts and Nevis had a score of 0.765 on the Human Development Index in 2015 which means the country is in the high development category. Between 1990 and 2015, life expectancy at birth increased by 6.7 years and the GNI grew by 58.9%.⁵⁷ Hurricanes and volcanic eruptions are common on the island.

49. The Saint Kitts Chamber of Industry and Commerce as well as the Saint Kitts-Nevis Trade and Labour Union were involved in the ILO-EU project.

Suriname

50. The former British and then Dutch colony experienced political instability over the past years. The Surinamese government was overthrown by the military in 1990. Although a civilian government returned to power in 1991, the military leader Desire Bouterse was elected as president in 2010 and remains in power since then.⁵⁸

51. Suriname's economy relies heavily on mining and the GDP in 2017 was US\$ 3.67 billion.⁵⁹ The unemployment rate for young women was 30.7%, compared to 7.8% for young men in 2014. The general unemployment rate in 2017 was 9.1%.⁶⁰ The Surinamese population was nearly 592 000 last year. Suriname's HDI value is 0.725 which is the same level as Tunisia within the high development category.⁶¹ Most of Suriname is prone to flooding.

52. Suriname's national trade union is Raad Van Vakcentrales in Suriname and the national employer's organization is Vereniging Surinaams Bedrijfsleven. Both organizations were involved in the ILO-EU project.

Trinidad and Tobago

53. Trinidad and Tobago was a Spanish colony taken over by the British. It became independent in 1962. The country is rich in natural resources such as natural gas, oil as well as sugar and cacao.

54. The economy is mainly based on the energy sector with oil and gas accounting for more than 40% of the country's GDP.⁶² The government wishes to diversity the economy and further developed the sectors

⁵⁴ Central Intelligence Agency, *The World Factbook*

⁵⁵ Ibid

⁵⁶ Times Caribbean, *St. Kitts-Nevis Listed as Having the Lowest Unemployment Rate in the OECS and Among the 5 Lowest in the Caribbean*, [Online], <http://timescaribbeanonline.com/st-kitts-nevis-listed-as-having-the-lowest-unemployment-rate-in-the-oecs-and-among-the-5-lowest-in-the-caribbean/> (page visited on 7 August 2018)

⁵⁷ UNDP, *Human Development Report 2016: Saint Kitts and Nevis*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/KNA.pdf (page visited on 6 August 2018)

⁵⁸ Central Intelligence Agency, *The World Factbook*

⁵⁹ Ibid

⁶⁰ Central Intelligence Agency, *The World Factbook*

⁶¹ UNDP, *Human Development Report 2016: Suriname*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/SUR.pdf (page visited on 7 August 2018)

⁶² Central Intelligence Agency, *The World Factbook*

of agriculture, tourism, etc. This member of the CARICOM economic partnership agreement had a GDP of US\$ 20.3 billion last year.⁶³

55. The population is over 1.2 million inhabitants and the unemployment rate is low.⁶⁴ It was estimated at 4.5% in 2017. In 2015, 9.9% of women aged 15-24 were unemployed and this rate was of 7.4% for men the same age.⁶⁵ Trinidad and Tobago's HDI value was 0.78 in 2015 which means the country is the high development category. The country's GNI increased by more than 158% from 1990 to 2015.⁶⁶ Trinidad and Tobago is vulnerable to earthquakes and hurricanes.

56. The Employers' Consultative Association of Trinidad and Tobago and National Trade Union Centre of Trinidad and Tobago took part in the ILO-EU project.

Haiti

57. Haiti, a former French colony, is located on the island Hispaniola shared with Dominican Republic. Haiti is part of CARICOM and CARIFORUM although it was not ratified the EPA with the EU. The country suffers from extreme poverty.

58. Haiti's main industries are textile, sugar-refining, flour and cement. In 2017, its GDP was US\$ 8.36 billion.⁶⁷ The unemployment rate is especially high and was estimated at 27%.⁶⁸ The unemployment rate for people aged 15-24 was 33.4% in 2016⁶⁹ and it was even higher in urban areas where more than 41% of youth is unemployed.⁷⁰ The Haitian population was over 10.85 million in 2016 according to the World Bank and is thus the most populous CARICOM country.⁷¹ Haiti's score for HDI in 2015 was 0.493, positioning the country in the low development category. A major earthquake destroyed most of the capital city Port-au-Prince in 2010. In 2016 (Matthew) and 2017 (Irma), two hurricanes devastated the country last year, causing food insecurity during an important cholera outbreak.

59. The organizations involved in the ILO-EU project were the Confédération des travailleurs dans les secteurs public et privé and the Association des industries d'Haïti.

⁶³ Ibid

⁶⁴ Ibid

⁶⁵ Ibid

⁶⁶ UNDP, *Human Development Report 2016: Trinidad and Tobago*, [Online], http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/TTO.pdf (page visited on 7 August 2018)

⁶⁷ Central Intelligence Agency, *The World Factbook*

⁶⁸ Radio-Canada, Haiti : un pays encore précaire, malgré ce que prétend Trump, [Online], <https://ici.radio-canada.ca/nouvelle/1068536/haiti-pays-precaire-economie-chomage-revenu-trump> (page visited on 7 August 2018)

⁶⁹ Central Intelligence Agency, *The World Factbook*

⁷⁰ International Labour Organization, *L'OIT en Haïti*, https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_441095.pdf (page visited on 7 August 2018)

⁷¹ World Bank, *Country Profile : Haiti*, http://databank.worldbank.org/data/views/reports/reportwidget.aspx?Report_Name=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=HTI (page visited on 7 August 2018)

1.1 Project Objectives

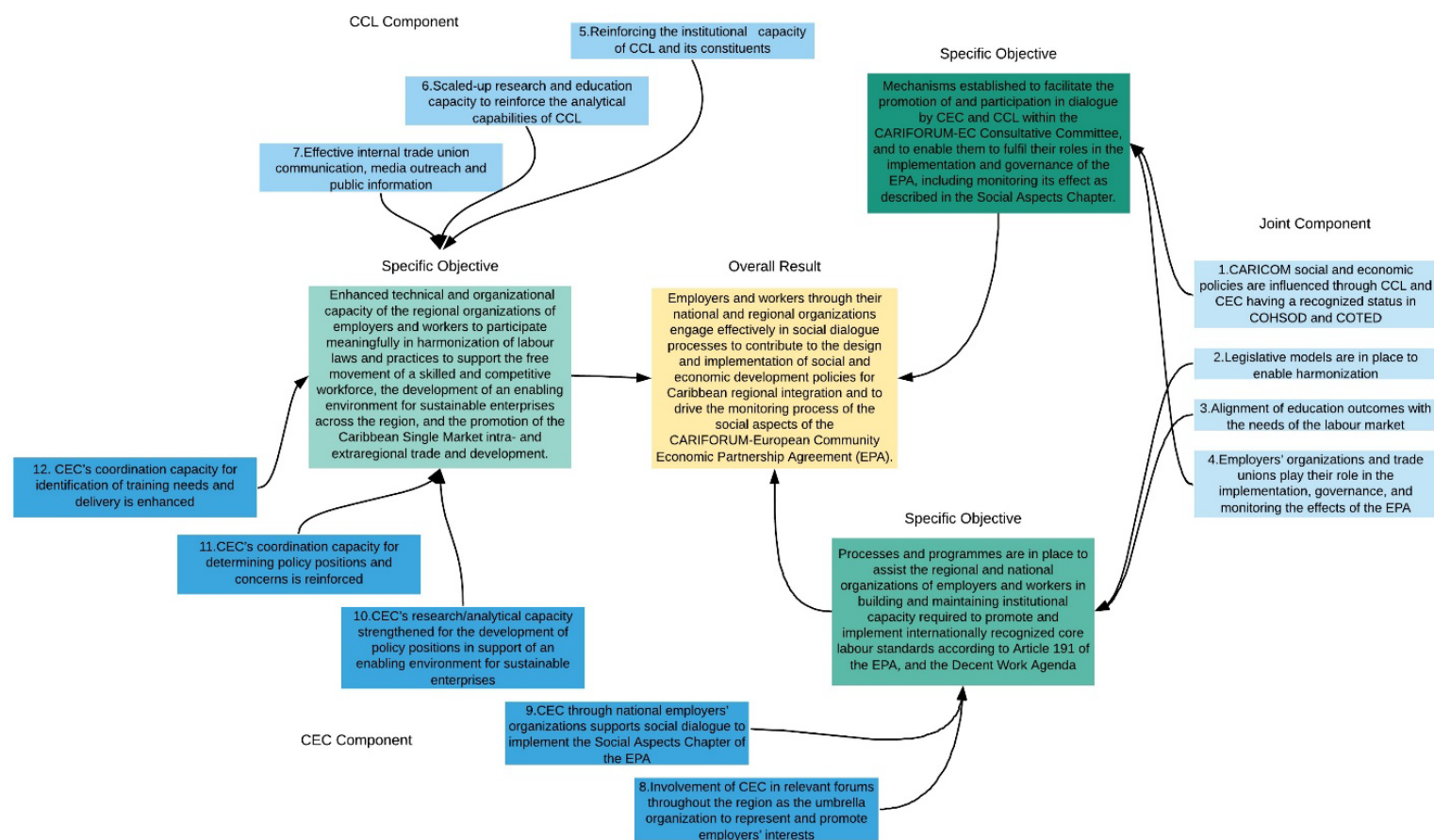
60. The overall development objective of the ILO-EU Project was to allow employers and workers, through their national and regional organizations, to engage effectively in social dialogue processes, to contribute to the design and implementation of social and economic development policies for Caribbean regional integration, and to drive the monitoring process of the social aspects of the CARIFORUM-EC EPA. As such, the main beneficiaries of the ILO-EU Project were the Caribbean Employers' Confederation (CEC), the Caribbean Congress of Labour (CCL) and their national constituents, National Employers' Organizations (NEOs) and National Trade Unions (NTUs).

61. The three specific objectives of the ILO-EU Project, as stated in the Description of the Action (or Project Document) were the following:

- “Enhance technical and organizational capacity of the regional organizations of employers and workers to participate meaningfully in the harmonization of labour laws and practices to support the free movement of a skilled and competitive workforce, the development of an enabling environment for sustainable enterprises across the region, and the promotion of the Caribbean Single Market intra and extra regional trade and development”;
- “Put processes and programmes in place to assist the regional and national organizations of employers and workers in building and maintaining the institutional capacity required to promote and implement internationally recognized core labour standards according to Article 191 of the EPA, and the Decent Work Agenda”;
- “Establish mechanisms to facilitate the promotion of and participation in dialogue between the CEC and the CCL within the CARIFORUM-EC Consultative Committee. In addition, establish mechanisms to enable them to fulfil their roles in the implementation and governance of the EPA, including monitoring its effect as described in the Social Aspects Chapter”.

62. To achieve these three specific objectives, the project was articulated around 12 outcomes regrouped around three components: a joint CEC-CCL component, a CCL component and a CEC component. The figure 1.1 below shows the assumptions of the evaluators on how the 12 outcomes are linked to the specific objectives.

Figure 1.1 Theory of Change of the ILO-EU Project



63. Activities implements under each of the outcomes included but were not limited to: convening bipartite and tripartite meetings at national and regional levels, supporting employers and workers organizations in engaging in communication and advocacy work, in the implementation of workshops, in research activities and in supporting internal strategic planning initiatives.

64. The logical framework conceptualized a number of assumptions related to each outcome. The Description of the Action however identified the seven overarching assumptions and two potential risks presented in table 1.1 below.

Table 1.1 *ILO-EU Project Assumptions and Risks*

KEY ASSUMPTIONS
Willingness and commitment of CEC and CCL affiliates to work together and their ability to reach joint positions
CARIFORUM, through its acceptance of the EPA, recognizes the importance of input from CEC and CCL on behalf of employers and organized labour in developing regional economic and social policies.
CARICOM and its institutions are open to the advocacy of CEC and CCL.
Willingness of Governments and CARICOM to cooperate with and accommodate the legislative agenda of the social partners.
Governments are open to employers' and workers' organizations having a voice in education policy and curriculum development.
Commitment of employers' and workers' organizations across the region to implementation of all joint or individual policies and activities developed.
Suitable persons holding the appropriate positions in the organizations are available to be trained and play their part in implementation.
RISKS
Political will cannot be sustained to achieve the desired status for the CCL and the CEC within regional institutions.
Governments may endorse the legislative agenda but may be constrained to implement legislation in an expeditious manner.

65. A total budget of 2,015,000 euros was granted to implement this project over a three-year period (February 2015 to February 2018 with a three-months no-cost extension) across the fifteen CARIFORUM countries: Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, Saint Kitts and Nevis, Suriname, Trinidad and Tobago, the Dominican Republic and Haiti.

2 Background of the Final Independent Evaluation

2.1 Objectives of the Evaluation

66. The objective of this final independent evaluation is to assess the relevance, effectiveness, efficiency, coherence, potential impact and sustainability of the ILO's actions taken during this project. These actions were aimed at enhancing the capacities of the CEC and the CCL with a view to fulfill their obligations with respect to the implementation of the EPA with the EU.

67. As stated in the Terms of Reference (ToR) (included under Appendix I), the purpose of this evaluation is to:

- Assess the relevance of the intervention's objectives and approach
- Establish how far the intervention has achieved its planned outcomes and objectives
- Determine the achievements of the ILO-EU Project objectives at the outcome and impact levels
- Understand the extent to which the ILO-EU Project's strategy has proven efficient and effective
- Evaluate whether the ILO-EU Project is likely to have a sustainable impact.

68. This independent final evaluation is an opportunity to take stock of achievements, performance, impacts, good practices and lessons learned from the implementation of the ILO-EU Project to enhance capacities from the CARIFORUM civil society represented by the CEC and the CCL.

69. Knowledge and information obtained from the evaluation will be used to inform the design of future similar ILO activities in the Caribbean or countries in similar situations.

2.2 Scope of the Evaluation

70. The evaluation focused on all the activities that have been implemented since the initiation of the ILO-EU Project, in February 2015, until its completion in April 2018. It thus covered activities conducted and results reached until the project extension period between February 2018 and April 2018.

71. As per the ToR, although the ILO-EU Project has carried out activities with a considerable intensity in the fifteen countries⁷², five were selected to conduct more in-depth data collection activities: Trinidad and Tobago, Barbados, Guyana, Jamaica and Haiti. In that sense, the scope of the evaluation focused on these countries and included field visits to each of them. The selection criteria are discussed in section 3.2 Data Collection Methods.

72. This evaluation responds to the evaluation questions presented in the evaluation matrix (Appendix II) that derive from the questions proposed in the ToR. The evaluation's director has approved the matrix

⁷² Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, Saint Kitts and Nevis, Suriname, Trinidad and Tobago, the Dominican Republic and Haiti.

and its questions. They articulate the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC) evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. The design of the project will also be assessed.

2.3 The Evaluation Criteria and Questions

2.3.1 Evaluation Criteria

73. The evaluation has been conducted in line with ILO's policy and guidelines for evaluation which adhere to the OECD DAC principles and UNEG Norms and Standards for Evaluation. The evaluation covers the evaluation criteria presented in table 2.1.

Table 2.1 *Evaluation Criteria Definitions*

CORE EVALUATION DIMENSION		DEFINITION
i	Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.
ii	Design	The extent to which the design is logical and coherent.
iii	Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
iv	Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
v	Impact	The positive and negative primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
vi	Sustainability	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.
vii	Lessons learned	Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.
viii	Emerging Good Practices	Represents successful strategies or interventions that have performed well.
ix	Recommendations	Proposals aimed at enhancing the effectiveness, quality, or efficiency of a development intervention; at redesigning the objectives; and/or at the reallocation of resources. Recommendations should be linked to conclusions.

2.3.2 Evaluation Questions as per the Terms of Reference

The ToR for this evaluation contained the following 13 broad questions structured around the evaluation criteria mentioned above.

A. Relevance

- 1) To what extent the project results and activities are aligned with the national and regional development agendas (CARICOM, United Nations Development Assistance Framework (UNDAF), United Nations Multi-Country Sustainable Development Framework, ILO Program and Budget for the Biennium 2018-2019, and the donor's priorities for development cooperation in the target countries).
- 2) Were the objectives and results of the project relevant to the specific needs of ILO constituents and the country? Were the objectives and results relevant to address issues of gender and under-represented groups? Assess whether the problems and needs that gave rise to the project still exists or have changed.

B. Design (the extent to which the design is logical and coherent)

- 1) To what extent do the stakeholders participate in the project design? Were the meetings to design the project gender-balanced?
- 2) Was the project design logical and coherent? Did the project design address issues of gender and under-represented groups?
- 3) Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)? What alternative strategies would have been more effective in achieving the project's objectives (if any)?

C. Effectiveness and managements arrangements (the extent to which the intervention's specific objectives were achieved taking into account their relative importance)

- 1) To what extent did the project achieve the specific objectives, results and activities?
- 2) Is there a clear understanding of the roles and responsibilities by all parties involved (e.g. CEC, CCL, CARICOM, PSC, among others)? Do they have a good understanding of the project strategy, its goal, vision and the inclusion of a gender perspective? Did they support the achievements of the project objectives?
- 3) To what extend did ILO's role in the project determine the achievement of the objectives? Assess the comparative advantage of the ILO to support its constituents.

D. Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)

- 1) To what extent have the project initiatives been cost effective? Has the distribution of resources between activities and staff been optimal?
- 2) Were activities completed in-time/according to work plans? If not, what were the factors that hindered timely delivery and what were the counter measures taken to address this issue? Were the activities completed considering a gender perspective? If not, what were the factors that hindered the inclusion of this approach?

E. Impact

- 1) To what extent the progress towards objectives are attributable to the project? Assess whether the project has achieved its specific objectives. Has the project enhanced the capacities of CEC and CCL to engage in social dialogue to influence public policy at the CARICOM? Have CEC and CCL

internalized a gender perspective to participate in dialogue within the CARIFORUM-EC Consultative Committee?

- 2) What difference has been made to implement a regional and inter-regional project approach to achieve the results?

F. Sustainability

- 1) Has the strategy for sustainability of project results been defined clearly at the design stage of the project? Are there any indicators that show that the outcomes of the project will be sustained by CEC and CCL beyond the life of the project? Assess whether the PSC will continue their activities and if the functions of the NPO will be assumed by the CEC and CCL. Does the former have plans to follow-up the implementation of the EPA after the development cooperation is withdrawn? How does it consider maintaining a regional approach and a gender perspective on its future activities?

2.3.3 The Evaluation Matrix

74. The evaluation team produced an evaluation matrix reflecting the evaluation criteria and questions set out in the ToR. This is available in Appendix II.

2.4 Evaluation Team

75. The evaluation team was composed of Mr. Juan-David Gonzales, evaluation Team Leader and Ms. June Alleyne, Regional Thematic Expert in trade and development.

2.5 Evaluation Users

76. This evaluation is being carried out in line with the requirements of the ILO Evaluation Policy. ILO project evaluations are conducted to provide an opportunity for the Office and its funding partners to assess the appropriateness of the design as it relates to the ILO's strategic and national policy framework, and consider the effectiveness, efficiency and sustainability of ILO-EU Project outcomes. Project evaluations also test underlying assumptions about its contribution to a broader development goal.

77. The primary users of this evaluation are the ILO Regional Office, DWT/CO–Port-of-Spain, DWT/CO–San-José, DIALOGUE, PARDEV and EVAL. The secondary users or external clients of this evaluation are the donor (European Union), the Caribbean Employers' Confederation (CEC), the Caribbean Congress of Labour (CCL) and the Programme Steering Committee.

3 Evaluation Methodology

78. This section provides an overview of the evaluation methodology, including the evaluation approach and framework and the data collection methods. It also describes the methodological limitations encountered throughout the evaluation process.

3.1 Overall Approach

79. This summative evaluation was participatory, utilisation-focused and was supported by mixed methods throughout the six phases of the evaluative process. These different methods are described below.

1. Utilization-Focused Evaluation (UFE)

80. UFE is a widely known approach developed by Patton (2008)⁷³. Within the UFE framework, the main objective of the evaluation is to be useful to its intended users in terms of providing learning, informing decisions, and improving performance.

81. In operational terms, the evaluation team implemented UFE by consulting the client (notably during the validation workshop) and ensuring the recommendations it developed respond to the needs of the ILO. A draft version of this report was submitted to the client and the feedback obtained was assessed to strengthen the utility of this final evaluation report.

2. Participatory Approach

82. Given ILO's tripartite nature, but also the regional scope of the Project, the evaluation was conducted in a participatory and inclusive manner. The evaluation team reached out to the widest possible representation of stakeholders involved in the Project not only for a matter of ethics but also to facilitate the triangulation of data while fostering the appropriation and buy-in of findings, conclusions and recommendation among stakeholders.

83. The evaluation team provided throughout the process opportunities for feedback and learning by conducting a validation workshop with ILO DWT in POS, by requesting feedback on the draft Evaluation Report and by frequently communicating with ILO's Regional Monitoring and Evaluation Officer.

3. Mixed Methods

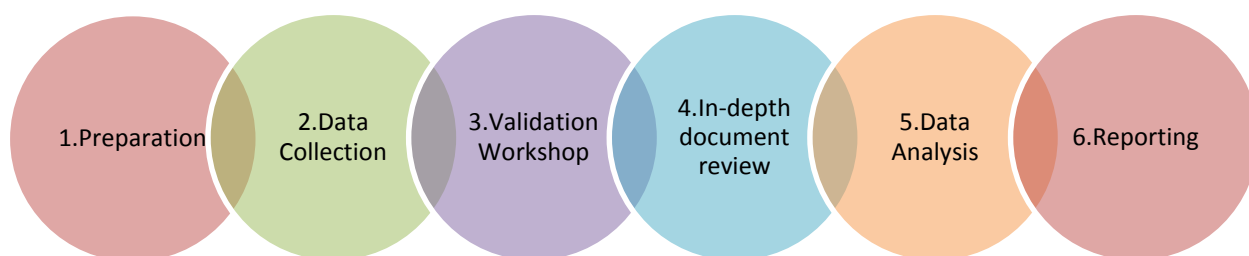
84. The purpose of a mixed method approach is to collect and triangulate different sources of information and perspectives through both quantitative and qualitative techniques in order to ensure a comprehensive, robust, and evidence-based assessment of the joint programmes, which in turn allows for the development of insightful findings, reliable conclusions, relevant lessons learned, and targeted recommendations. To this end, the evaluation team utilized a range of quantitative and qualitative data collection and data analysis tools and methods presented in section 3.3.

⁷³ Patton, Michael Quinn (2008) Utilization-Focused Evaluation: 4th edition. Thousand Oaks, Ca: Sage Publications

3.2 Methodological Steps

85. The following methodological steps made up the overall approach of the evaluation and were sequenced as follows: (1) Preparation, (2) data collection in the sample countries: Barbados, Guyana, Haiti, Jamaica and Trinidad & Tobago (May 7th to May 24rd 2018) and by virtual consultations May 7th to June 6th 2018, (3) validation workshop (May 24th 2018), (4) in-depth document review (May 28th 2018 to June 8th), (5) data analysis, and (6) reporting (May 28th 2018 to July 13th).

Figure 3.1 Methodological Steps



3.3 Data Collection Methods

86. The evaluation has collected and analysed data from primary (interviews) and secondary (documentation) sources to interpret, triangulate, and evaluate all evaluation findings, draw conclusions, lessons learned, best practices and present the recommendations of the evaluation. The different methods that were used are described below:

Document Review

87. The evaluation process was implemented through a document analysis of relevant materials, including the project document (Description of the Action) and its logical framework, the technical progress reports, the reports submitted to CARIFORUM and the reports produced after key activities. The analysis of these documents helped identifying milestones reached, and the challenges and delays in the delivery of the activities.

88. Documents related to the use of resources, budget and execution of the MCB Project were also analyzed in order to evaluate the efficiency in the use of resources. The list of documents consulted is presented in the Appendix III.

Field Missions

89. In accordance with the evaluation ToR, and as discussed during the start-up meeting, a total of five data collection field missions were conducted in participating countries. Data was collected through stakeholder consultations and document review during field missions to a sample of countries where the project was implemented. Field missions took place from May 7th to May 24th. The selection of countries for field missions was based on the following criteria:

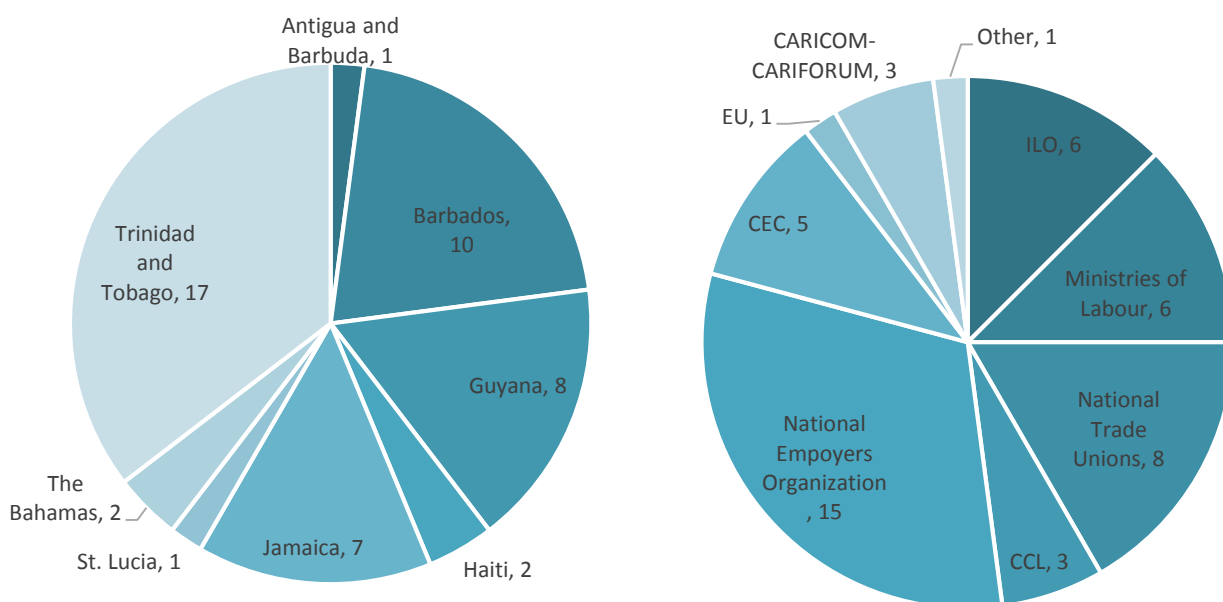
- **Criterion 1:** Location of the ILO-DWT, of the head of CEC and of the second Vice-President of the CCL: **Trinidad and Tobago**

- **Criterion 2:** Location of the Caribbean Community (CARICOM) Secretariat: **Guyana**
- **Criterion 3:** Country that has a longstanding social dialogue mechanism that benefited from strong employers' and workers' organizations; location of both NPOs: **Barbados**
- **Criterion 4:** Country that has social dialogue mechanisms and well-established employers' and workers' organizations involved in the project; location of current CEC president: **Jamaica**
- **Criterion 5:** Spanish or French-speaking CARIFORUM country that did not fully benefit from the project: **Haiti**

Semi-structured Interviews

90. The evaluation team conducted individual and grouped semi-structured interviews with 48 people across eight countries as illustrated in figures 3.2 and 3.3.

Figure 3.2 Number of Interviews per Country **Figure 3.3** Number of Interviews per Type of Organization



91. A detailed list of stakeholders interviewed is presented in Appendix V. Interviews conducted followed the protocol that is presented in Appendix IV.

92. Following the face-to-face interviews conducted during the field visits, the evaluation team held a debriefing session with stakeholders to present preliminary results, validate the evaluators' main conclusions and recommendations and to fill any information gaps.

3.4 Analysis

93. The analysis of data was aligned to the overall methodological approach and complied to international evaluation standards (UNEG; OECD DAC). Data validity was ensured through cross-referencing and triangulation from multiple data sources. In order to purposefully influence the analytical process through triangulation and enhance the credibility of the evaluation findings, the following methods of analysis were used:

- **Descriptive analysis:** to understand the contexts in which ILO-EU Project was implemented, and to describe its project interventions in different countries. Descriptive analysis was used as a first step, before moving on to more interpretative approaches;
- **Content analysis:** of documents and notes arising from stakeholder consultations, to identify common trends, themes, and patterns for each of the key units of analysis. Content analysis was used to flag diverging views and opposite trends. Emerging issues and trends constitute the raw material for crafting findings, lessons learned and recommendations;
- **Quantitative analysis:** of quantitative data on use of resources during project design and implementation, and the achievement of quantitative targets;
- **Comparative analysis** to examine findings across different emergent themes and to identify best practices, innovative approaches, and lessons learned. Development of the narrative followed the emergent theoretical framework, with information being organised according to hypotheses generated, and data for each theme being linked in two ways (within each hypothesis, as well as across hypotheses).

3.5 Methodological limitations

94. Given the short timeframe between the signature of the contract and the field missions, the preparation phase overlapped with the data collection phase. As a result, the evaluators had no time to pre-test the interview protocols and to conduct an in-depth document review. The evaluators adapted to the situation by rapidly modifying the interview protocol after the first few interviews and by reviewing documents as the field missions were ongoing.

95. During the document review, the evaluators noted that the Description of the Action did not include a clear theory of change. They also noted that the logical framework did not clearly describe how the planned activities and outputs were logically linked to the intermediate outcomes and, most importantly, to the three specific objectives. Nor did it include baseline data, targets and indicators for each result level (output, outcome, specific objective, overall development result). As a result, the technical progress reports mostly provided activity level information and data but limited evidence of outcome and impact level results. The evaluation team thus had to construct a theory of change that helped clarify how the 12 intermediate outcomes were linked to the specific objectives.

4 Main Findings

4.1 Relevance

96. According to the OECD-DAC, relevance is “the extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies.”⁷⁴

Finding 1: The project’s objectives, as initially conceptualized, are generally aligned with regional and national development agendas promoting social dialogue and greater participation of non-state actors in the regional integration process.

The Caribbean Community’s Priorities

97. In 1997, the CARICOM adopted the Charter of Civil Society. This demonstrated the CARICOM’s drive to “create a truly participatory political environment within the Caribbean Community, which will be propitious to genuine consultation in the process of governance.” In 2002, the Liliendaal Statement of Principles on the Forward Together Conference furthered the CARICOM countries’ commitment to include civil society in decision-making in order to support regional development and integration.⁷⁵ In 2011, the then Chair of CARICOM (Grenada) stated it is “essential for all categories of civil society to become integral part of decision-making and the implementation of the [CARICOM’s] objectives.”⁷⁶ Under the commitment to develop arrangements for participatory governance in the community, the CARICOM’s Strategic Plan 2015-2019 promotes the creation of a participation mechanism for private sector and civil society, or—more specifically—to establish a permanent arrangement “for engagement/consultation with the regional representatives of private sector and civil society ([Non-governmental Organizations] NGOs, Labour, Youth, Media, etc.) at the meetings of Councils.”⁷⁷

98. The EPA signed in 2008 by CARIFORUM, the EC and its member states provided for the CARIFOURM-EC Consultative Committee in order to promote social dialogue and cooperation. This dialogue and cooperation were intended to take place between representatives of civil society organizations, including the academic community and social and economic partners. The CARIFOURM-EC Consultative Committee’s main task was to be monitoring the EPA’s application and management. Thus, the ILO-EU Project fully aligns with the CARICOM’s and the CARIFORUM’s commitments to promote social dialogue between members and to facilitate participation in EPA monitoring and management by a diverse set of social and economic actors.

⁷⁴ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000) Page 32

⁷⁵ The Statement “considered that the establishment of mechanisms for continuous dialogue between the Conference of Heads of Government of the Caribbean Community and Civil Society is an essential way to complement relevant programmes to ensure social reconstruction, cohesiveness, peace, poverty reduction, and equity that would enhance regional integration and make the Community more economically viable”.

⁷⁶ European Commission. (2014, August). Financing Agreement between the European Commission and the CARIFORUM. Georgetown, The Caribbean Forum of the African Caribbean and Pacific States.

⁷⁷ CARICOM. 2014. Strategic Plan for the Caribbean Community 2015-2019: Repositioning CARICOM, Vol.1, Pg. 41

The European Union's Priorities

99. The following evidence demonstrates that ILO was able to design a project that, in addition to being aligned to CARICOM's priorities, is also consistent with those of the EU.

100. The ACP-EU Cotonou Agreement, signed by 15 Caribbean nations in 2000, governs the EU's relations with the Africa, Caribbean and Pacific (ACP) countries. The ACP-EU Cotonou Agreement was first to endorse the "involvement of non-state actors through dialogue and consultations on development cooperation strategies and through their active participation in the implementation of cooperation programmes."⁷⁸ It is complemented by the 2012 Joint Caribbean EU Partnership Strategy. The EU and CARIFORUM countries elaborated this strategy during the 2010 Madrid Summit with the support of the European Development Fund (EDF), the EC's main instrument for providing development aid to ACP countries. Notably, the 2008 EPA with CARIFORUM emphasized non-state actor participation in EPA monitoring and implementation, as discussed above. These three agreements set the legal basis of EU's programme, "Support to Facilitate Participation of CARIFORUM Civil Society in the Regional Development and Integration process," from which the current ILO-EU project derives.

101. The 2012 Joint Caribbean EU Partnership Strategy addresses four issues, the first of these being integration and cooperation in the wider Caribbean. In addition to emphasizing the effective implementation of the CARIFORUM-EU EPA, the Strategy aims to:

- Promote "poverty alleviation, social cohesion, social dialogue, the development of civil society, including social partners, non-discrimination and gender equality" and
- Strengthen "institutional capacities of regional organizations in the Caribbean and at the national level, in order to increase effective definition, implementation and sustained follow-up of policies at the regional level."⁷⁹

102. For the implementation of national and regional programmes in the Caribbean, the 10th EDF provided approximately €1 billion between 2008-2013. In this context, the EC reached a financing agreement of €4.8 million with the CARIFORUM to implement the programme "Support to Facilitate Participation of Civil Society in the Regional Development and Integration Process." The ILO-EU Project, "Challenges to CARIFORUM Labour, Private Sector and Employers to Fulfil their EPA Obligations" is one of three programme components.






National Priorities

103. According to the Description of the Action (Project Document), Caribbean countries are increasingly recognizing the value of social dialogue. The fact 13 of the 15 CARIFORUM countries ratified the ILO Convention No. 144 on Tripartite Consultations (1976) demonstrates this.

⁷⁸ 2014. European Union. Financing Agreement between the European Commission and the CARIFORUM. No FED/2012/024-150.

⁷⁹ https://eeas.europa.eu/sites/eeas/files/partnership_strategy.pdf

Table 4.1 *Countries that Ratified Convention No. 144⁸⁰*

CARIFORUM COUNTRIES	YEAR OF RATIFICATION OF CONVENTION NO. 144 (1976)
 Antigua and Barbuda	September 2002
 Bahamas	August 1979
 Barbados	April 1983
 Belize	March 2000
 Dominica	April 2002
 Grenada	October 1994
 Guyana	January 1983
 Haiti	-
 Jamaica	October 1996
 Saint Kitts and Nevis	October 2000
 Saint Lucia	-
 Saint Vincent and the Grenadines	November 2010
 Suriname	November 1979
 Trinidad and Tobago	June 1995
 Dominican Republic	June 1999

104. Representatives from the Jamaica and Barbados Ministries of Labour specifically indicated in interviews that social dialogue is a top priority for their governments. Both countries have already established multiple tripartite bodies. For example, Jamaica formed the Labour Advisory Committee (LAC), the Apprenticeship Committee, the National Minimum Wage Advisory Commission, the National Insurance Board, the Productivity Council, the National Planning Council and the Labour Market Information System (LMIS).

105. In response to the economic crisis of the early 1990s, the Government of Barbados established a tripartite social partnership comprised of government, trade unions and the private sector. The social partnership was charged with facilitating consultation and negotiation, addressing the economic crisis, avoiding currency devaluation and implementing the International Monetary Fund (IMF) structural adjustment programme.⁸¹ It is widely believed this social partnership contributed significantly to the economic recovery of Barbados in the 1990s and has supported the country's sustainable development since.⁸² Moreover, the ILO has identified the Barbadian Social Partnership model as an international best

⁸⁰ https://www.ilo.org/dyn/normlex/en/f?p=normlexpub:11300:0::no:11300:p11300_instrument_id:312289:no

⁸¹ <https://labour.gov.bb/social-partnership/>

⁸² Springer, B. (2010). Barbados: Public-Private Sector Partnership. Santiago: Economic Commission for Latin America and the Caribbean.

practice. This social partnership, also referred to as the social compact, is the mechanism that has been used to facilitate national policy development and the implementation of national development plans.

106. In 2012 the governments of Trinidad and Tobago, along with employers and workers' representatives, agreed to establish a formal social dialogue mechanism to drive economic growth and stability. The formal agreement, "Partnering for a Better Trinidad and Tobago," was executed in March 2015. The National Tripartite Advisory Council (NTAC) was established in March 2016. Both the Employers Consultative Association of Trinidad and Tobago (ECATT) and the National Association of Trade Unions (NATUC) had been calling for the implementation of NTAC.

107. From as early as 1993, Guyana has had a national tripartite committee. This committee includes six tri-partite sub-committees on specialized labour issues and national labour policies, which have impacted labour policies in Guyana. According to Goolsaran, in the year 2000, national trade union and employer's organizations approached the Government of Guyana to implement a protocol to engage labour representatives, employers and government in discussions on national social and economic issues. The protocol drew upon the Barbados social dialogue model. After the early prorogation of Parliament in late 2014, the Private Sector Commission of Guyana called for all political parties to engage in tripartite dialogue prior to the elections scheduled for early 2015. Thus, in Guyana, the project came at the right time.

108. Haiti, the other country visited in the context of this evaluation, has not yet firmly established social dialogue because Haitian industrial relations are still contentious. The key weakness in Haiti stems from the Ministry of Social Affaires and Labour's (MAST) limited capacity and is amplified by regular changes of ministers and other high-level officials. Despite this, given the magnitude of the economic and social challenges that affect the Haitian labour force, consulted Haitian stakeholders confirmed the relevance of a project aimed at strengthening social dialogue.

Finding 2: The project is aligned with the ILO's Decent Work Agenda, the ILO's programme and budget and, more broadly, with the United Nations Multi-Country Sustainable Development Framework 2017-2021 and Sustainable Development Goal 8.

109. As described above, the project's main focus is on social dialogue, which is also a key area of work in the ILO's Decent Work Agenda. The ILO defines social dialogue to mean "negotiation, consultation or simply an exchange of views between representatives of employers, workers and governments."⁸³ Thus, the project's thematic focus is aligned with the ILO's Programme and Budget (P&B) for the biennia 2014-2015 and 2016-2017, as shown below.

⁸³ <http://www.ilo.org/caribbean/areas-of-work/social-dialogue/lang--en/index.htm>

Figure 4.1 *Alignment of the project with ILO Programme and Budget*

ILO Programme and Budget 2014-15

- **Outcome 9:** Employers have strong, independent and representative organizations.
- **Outcome 10:** Workers have strong, independent and representative organizations.
- **Outcome 12:** Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations.

ILO Programme and Budget 2016-17

- **Outcome 1:** More and better jobs for inclusive growth and improved youth employment prospects
- **Outcome 7:** Promoting workplace compliance through labour inspection
- **Outcome 10:** Strong and representative employers' and workers' organizations.
- **Cross-cutting policy drivers:** Social dialogue

110. The project is also embedded in Priority Area 1 in the Inclusive, Equitable and Prosperous Caribbean section of the United Nations (UN) Multi-Country Sustainable Development Framework (MSDF). This priority area identifies employers' and workers' organizations and Ministries of Labour and of Education as key partners in realizing the outcomes of "access to quality education and life-long learning increased, for enhanced employability and sustainable economic development." The MSDF also emphasizes the UN's role in "promoting an environment that enables investment, economic growth, and job creation through competitiveness and productivity, strong labour law frameworks and labour market institutions, healthy industrial relations, inclusive social dialogue and partnership, and overall good governance."⁸⁴

111. The ILO-EU project is furthermore fully aligned with the Sustainable Development Goal 8 on the promotion of "sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all" and, more specifically, to targets 8.3 (Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation) , 8.5 (Achieve full and productive employment and decent work for all women and men), 8.8 (Protect labour rights and promote safe and secure working environments for all workers).⁸⁵

Finding 3: Beneficiaries at the regional and national levels generally considered the project to be highly relevant because it responded to some national employers' organizations and national trade unions' training needs. All were interested in participating in social dialogue and in the development of national policies.

The Caribbean Employers' Confederation and the Caribbean Congress of Labour

112. Interviews indicate the project usefully supported the CEC and the CCL. Each organization had been seeking to become stronger and had collaborated with the ILO DWT in Port of Spain (POS) under the US-funded Programme on Management Labour Cooperation (PROMALCO) 2001-2005 and the Caribbean Labour Market Information System (CLMIS) 2002-2005.

113. Yet, in the following years, the CEC and the CCL sought additional project funding to implement capacity-building activities. For example, in 2006 the CEC unsuccessfully sought funding from the CARICOM and the EU in context of the regional integration process. Interviews with the CCL indicated labour unions

⁸⁴ UNDP. 2016. United Nations Multi-Country Sustainable Development Framework in the Caribbean. Pg. 17

⁸⁵ <https://sustainabledevelopment.un.org/sdg8>

in the region were concerned the social aspects would be neglected or insufficiently promoted during the CARIFORUM-EU EPA negotiations. Thus, the CCL argued for greater labour union involvement in negotiations and sought supportive funding for it.

114. Even if both organizations had not been able to secure funding during the EPA negotiation phase, at that time both organizations needed to be stronger in order to play their roles more effectively and, more importantly, to become more substantially involved in the regional integration process. At the time of the project launch in 2015, the needs of these organizations remained the same, in that they still needed to contribute to the monitoring and implementation of the EPA social chapters.

The Caribbean Community and the Forum of the Caribbean Group of African, Caribbean and Pacific States

115. The Project was relevant from the standpoint of the CARICOM, as it continued to lay the groundwork for the free labour movement across CARICOM countries. Proceeding with the ILO-EU Project was of particular relevance to the CARIFORUM, given the commitment of all EPA parties to internationally recognize the core labour standards relating to the following fundamental principles and rights at work:

- The freedom of association and the right to collective bargaining;
- The elimination of all forms of forced or compulsory labour
- The elimination of the worst forms of child labour; and
- Non-discrimination in respect to employment.⁸⁶

National Employers' Organizations and National Trade Unions

116. According to interviews conducted, national employer organizations (NEOs) and national trade unions (NTUs) appreciated the training opportunities and how the project revitalized their relationships with the CEC and the CCL. Furthermore, the NTUs indicated that as they are generally less resourced and have less capacity than the region's NEOs, they were eager to expand and enhance their participation in social dialogue and the national decision-making process via the project.

117. In Barbados, interviews indicated that the project offered an opportunity to improve the quality of the relationships between employers and trade unions (that was described by some interviewees as being "tense") and invigorate the social partnership/social compact that had united government, private sector and trade unions in responding to socioeconomic problems in the early 1990s.

118. In Jamaica, employers confirmed during interviews the overall relevance of the project and its strategy for strengthening the CEC and their national constituents. Members appreciated the 'Productivity Improvements for SMEs' and 'Business Continuity and Disaster Management' trainings as they responded to the needs of Jamaican businesses, and the trainings were well attended. Trainers from the tripartite Jamaican Productivity Center provided this training. The NTU also confirmed the relevance of certain trainings, notably those on communication and lobbying, despite the fact there was little follow-up.

119. Although Haiti did not ratify the EPA, employers mentioned that they appreciated their involvement in the project though the productivity (March 2017) and social dialogue (February 2018) workshops, the Brussels Study Tour (May 2015) and the National Bipartite Meeting (August 2018). Interview data from Haiti indicates that the most relevant contribution from the project was the awareness it raised among

⁸⁶ ILO. ILO Declaration on Fundamental Principles and Rights at Work, June 1988, available at: <http://www.refworld.org/docid/425bbdf72.html>

stakeholders about the strengths and weaknesses of the EPA and on ways to make the most out of it. Some stakeholders for example indicated that they went from being categorically opposed to the EPA to recognizing some of the opportunities and challenges of the EPA for Haiti. From the labour union's perspective, however, the implemented activities were not always adapted to Haiti's needs, context and realities. Interviewed stakeholders justified this position by pointing towards the fact that consultations were not held with Haiti's NEOs and NTUs when designing the project. Furthermore, unlike other CARIFORUM countries, social dialogue remains a challenge in the country given relations between trade unions and employers have generally been contentious in recent years. Furthermore, the government counterpart (the MAST) has been affected by a high turnover rate, limiting its ability effectively engage in social dialogue.

120. In Guyana, trade unions and employers believed the project was relevant. This was particularly due to the greater attention paid to safe work places and better jobs, and to the opportunity presented by the project to establish a formal structure for monitoring social issues. In recognition of the importance of certain capacity-building initiatives, trade unions in Guyana affiliated to the CCL included members of trade unions not affiliated to the CCL through the Federation of Independent Trade Unions of Guyana (FITUG). Employers in Guyana also confirmed the applicability of the productivity and business continuity trainings.

121. Officials of employers and trade unions in Trinidad and Tobago confirmed the project's relevance as it presented an opportunity to improve their organizations' capacity to represent their constituents. The project also afforded the opportunity to improve the often-acrimonious relationship that existed between employers and trade unions in the face of layoffs. Employers' representatives also highlighted the importance of the training in research techniques and methodologies that empowered them to take policy positions based on empirical evidence.

122. On the national level, consulted staff members in Ministries of Labour had limited project awareness. Yet some, such as in Jamaica, viewed the ILO-EU project as helping improve industrial relations and dialogue between trade unions, employers and the national government. Furthermore, they believed these efforts could, in turn, lead to an increase in regional productivity.

Finding 4: The project activities were perceived as being relevant for both men and women despite the fact it did not address in any way the effect of trade policies and trade liberalization on women.

All interviews conducted with CEC, CCL and ILO indicated that while gender equality was perceived as an important topic, the nature of this project did not require any special attention to the specific needs of women. With that regard, stakeholders considered:

- The situation of women in the Caribbean is significantly better than in other regions and countries where ILO operates;
- The main objectives of the project do not require that any differentiated intervention for women than for men;
- There is however a recognition that leadership positions in the private sector are still dominated by men.

While it that the gender gap in certain areas is can be lower in the Caribbean than in the rest of Latin America, (most notably because of the performance of The Bahamas, Barbados and Jamaica in terms of

women's labour force participation)⁸⁷ and in other regions, the Country Gender Assessment conducted by the Caribbean Development Bank in 2016 identified the following issues:

- “Occupational segregation with women tending to have lower-waged occupations in the economy and a lower female labour force participation. Higher educational achievements of girls does not yet translate in a higher participation in the labour market and closing of the wage gap” and;
- “A high proportion of female-headed households in poverty and with high dependency ratios”.⁸⁸

Furthermore, research has demonstrated that the effect of trade policies on economic and social activities tend to be different between men and women given they have different economic and social roles as well as different access and control over resources.⁸⁹ Even though it is not possible to demonstrate whether trade policies, and more specifically trade liberalization, has a clear-cut positive or negative effect on women,⁹⁰ the UNCTAD has recommended that gender implications of trade reforms be assessed on a case-by-case basis.⁹¹ As such, it seems the ILO-EU project missed an opportunity to contribute to the specific needs of women that will or have been affected by the CARIFORUM-EU EPA.

4.2 Design

123. According to the ToR, this section refers to “the extent to which the design is logical and coherent.”

Finding 5: During the project's conceptualization, ILO DWT in Port-of-Spain involved both the CEC and the CCL on behalf of their constituents. Despite this, inputs of certain key actors at the regional and national levels were not used to strengthen overall project design.

124. According to the Description of the Action (Project Document), the project was designed around a report prepared by Landell Mills (“Assessment of the Social Aspects Concerning CARIFORUM's Commitment under the EPA conducted in 2010”). This report identified the following findings, which were considered during the project design phase:

- Knowledge of social aspects of EPA is limited.
- Few support programmes were identified in the social aspects area.
- In all CARIFORUM countries, labour legislation needs updating.
- Labour market information systems are weak in most countries.
- Dialogue on labour and social aspects issues is limited.

⁸⁷ ONU Mujeres. 2018. El progreso de las mujeres en América Latina y el Caribe 2017.

⁸⁸ Caribbean Development Bank. January 2016. Country Gender Assessment Synthesis Report.

⁸⁹ Women Watch. 2011. Gender Equality and Trade Policy, Ressource Paper. Retrieved online: http://www.un.org/womenwatch/feature/trade/gender_equality_and_trade_policy.pdf

⁹⁰ UNCTAD. 2017. Without a gender perspective, trade policy may undermine women's empowerment. Retrieved online: <http://unctad.org/en/pages/newsdetails.aspx?OriginalVersionID=1449>

⁹¹ UNCTAD. 2017. How do trade policies impact women? UNCTAD launches the trade and gender toolbox. Retrieved online: <http://unctad.org/en/Pages/PressRelease.aspx?OriginalVersionID=419>

- Child labour is a problem in a number of CARIFORUM countries.
- Occupational health and safety (OHS) training is required across the region.

125. The ILO led and finalized the project design based on needs the CEC and the CCL had expressed since 2006. The ILO was the most appropriate actor to manage and implement the project, given the CEC and the CCL's more limited capacities and experience in implementing such projects.

126. Interviewed stakeholders from the CEC and the CCL confirmed they had been involved and consulted with during the project design phase, and that they in turn consulted with and acted on the behalf of their national constituents. The CEC and CCL executives who are also representatives of NEOs and NTUs (notably presidents and vice presidents) were the most involved.

127. There is, however, evidence indicating certain key actors were either not consulted during the design phase or significantly involved during implementation. More specifically:

- The EPA Implementation Unit based in the CARIFORUM Directorate and established to facilitate implementation of the CARIFORUM-EU EPA; were met once in June 2016 (after the project was launched), but were not involved in any other activity;⁹²
- The EPA Implementation Units established in most of the CARIFORUM states were mapped (see appendix VI) although interviews did not provide evidence of significant collaboration between any of them, the ILO, the CEC or the CCL in the context of this project.
- Contact with the CARICOM Secretariat was established early on in the project though Dr. Olivia Smith who was responsible for the Labour desk in the CSME Unit. Dr. Smith was consulted from the inception of the project participated for example to several national and to the regional bipartite meetings conducted in 2015 to discuss about the importance of regional social dialogue mechanisms to support CSMEs. The continuity of the engagement of CARICOM was however affected by her departure in 2017.

128. The 10th EDF Capacity Building Programme implemented a series of activities under Component 7 of the Caribbean Regional Indicative Programme (CRIP). The programme sought to foster capacity-building measures, including projects, for the CARIFORUM states. It also notably served as a focal point for the implementation of the CARIFORUM-EU EPA at the national level.⁹⁴ Synergizing these actors and initiatives could have realized the operationalization of a comprehensive and

Mandate and Function of the EPA Implementation Unit⁹³

"The EPA Implementation Unit is mandated to assist CARIFORUM States in the implementation of the provisions of the CARIFORUM-EU EPA.

In this regard, the Unit is tasked with providing CARIFORUM States direct 'hands-on' (sometimes in-country) technical guidance and assistance in meeting the commitments and enjoying the benefits outlined in the Agreement."

⁹² On June 14, 2016 the ILO met with a team from the EPA Implementation Unit consisting of the Director, Carlos Wharton and Specialists, Russell King (Trade in Services and Investment), Sean Taylor (Trade in Goods), Nand Bardouille (Trade Information).

⁹³ <https://caricom.org/about-the-economic-partnership-agreement-epa-implementation-unit>

⁹⁴ <https://caricom.org/epa-10th-european-development-fund-edf-caribbean-regional-indicative-programme/#comp7>

inclusive EPA monitoring process at regional and country levels.⁹⁵

129. At the national level, Ministries of Labour were not actively involved in the design of the project and they seemed generally unaware of project specifics. Ministries of Labour were however involved in every bilateral meeting and workshops at national level where they delivered the opening statements. Furthermore, EPA-related matters, including the establishment of national EPA implementation units, fall under the responsibility of Ministries of Trade and/or Foreign Affairs. Evidence indicates the project did not directly approach these country-level actors for design of the project, although they were contacted to obtain information about implementation monitoring arrangements.

130. Despite Haiti's distinctive characteristics (e.g., French-speaking, most populous in CARIFORUM, lowest Human Development Index score and gross domestic product [GDP] per capita in the Americas), NEOs and NTUs were not consulted during the project design.⁹⁶

Finding 6: The project's design is coherent to the extent its 12 intermediate outcomes and underlying activities are broadly linked to the general objectives of strengthening the CEC, the CCL and to promote social dialogue at national and regional level. The logical link between intermediate outcomes and the specific objectives of the project is however generally unclear given the absence of specific, measurable and attainable objectives and indicators and of a theory of change.

131. One of the key project strengths was being structured around three components regrouping a number of intermediate outcomes. Component one involved joint CEC and CCL activities and four intermediate outcomes. As discussed in the effectiveness section, there is evidence the joint activities conducted under the joint component facilitated social dialogue between targeted workers and employers' organizations at the regional and national levels. The other two components each proposed capacity-building activities specific to the CEC, the CCL and their constituents, and gave the project sufficient flexibility to offer inputs adapted to respective CEC and CCL's needs. As such, activities conducted under each component were, to a certain extent, logically linked to the broader objectives of the project of strengthening the CEC, the CCL and stimulating social dialogue.

132. Yet, the project had three "specific objectives" whose broad formulation often included more than one objective. For example, "specific objective" one on "enhanced technical and organizational capacity of the regional organizations of employers and workers", as formulated, also includes an objective to develop an enabling environment for sustainable enterprises through labour law harmonization and a third one on the promotion of the Caribbean Single Market intra- and extra-regional trade and development. While these objectives are not mutually exclusive (they could be achieved through advocacy and capacity building activities related to harmonization of labour laws and free movement of workforce) the overall objective fails to be specific and, to a certain extent, fully attainable.

133. Most importantly, the logical framework did not include any baselines, targets and indicators at the level of these "specific objectives". Indicators were only provided for the activities related to the intermediate outcomes. In addition, as formulated, activities are often amalgamated to outputs. Indicators would have allowed measuring progress towards results and would have given more clarity about the

⁹⁵ B & S Europe and Linpico. September 2014. Monitoring the Implementation & Results of the CARIFORUM – EU EPA Agreement – Executive Summary, Pg. 3.

⁹⁶ https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=ZJ&year_high_desc=false;
<http://hdr.undp.org/en/countries/profiles/HTI>

assumed link between the intermediate outcomes and the specific objectives. “Specific objective” two, for example, aims to put “processes and programmes” in place to “assist the regional and national organizations of employers and workers in building and maintaining institutional capacity required to promote and implement internationally recognized core labour standards [...]”. There is however no clarity about what these “processes and programmes” are. There is also no clear link between the intermediate outcomes and this specific objective (although a link was assumed between intermediate objective 8 and 9 in the context of this evaluation) that would give an idea of what these “processes and programmes” are. The same issue arises for “specific objective” three as it also refers to the establishment of “mechanisms” to facilitate dialogue by the CEC and the CCL within the CARIFORUM-EC Consultative Committee without defining what these “mechanisms” are and in what ways they differ from the “processes and programmes” mentioned in “specific objective” two.

134. Moreover, the Description of the Action did not contain a clear and explicit explanation of the strategy or strategies that would be implemented to attain these three “specific objectives”. Neither did it contain a description of the theory of change, that would have explained how the different activities are expected to produce the expected intermediate outcomes and, most importantly, how they would have contributed to the three “specific objectives”. The development of a theory of change at the design phase of a project is not only helpful for monitoring, evaluation and learning purposes, it also helps confirm the validity of the intervention logic before its initiation.

Finding 7: The project’s objectives were generally too ambitious given the timeline, the available resources and the strategies employed to reach the expected results.

135. As discussed under finding 6, the three “specific objectives” of the project encompassed multiple broad objectives who were not all clearly linked to the 12 underlying intermediate outcomes of the project. This is an indication that, logically, if the intermediate outcomes are not directly linked to all aspects of the “specific objectives”, they might not be fully achieved.

136. An analysis of the activities implemented furthermore shows that the project was articulated around three strategies:

- 1) Facilitate social dialogue among employers and workers;
- 2) Support institutional reforms to strengthen institutional capacities of the CCL;
- 3) Provide training opportunities to NEOs and NTUs through the CEC and the CCL.

137. Social dialogue was promoted through the facilitation of a series bipartite meetings in 14 CARIFORUM countries in 2015 (one in each country) and through two regional bipartite meetings. As further discussed in the effectiveness section, these meetings were mostly useful to revitalize dialogue among employers and workers of the region and to initiate joint advocacy effort, which per se, is insufficient to significantly contribute to the expected changes at the policy or programmatic level in the region. Policy reforms on the one hand require longer-term advocacy efforts while programmatic changes (establishment of consultation or coordination mechanisms) require a more structured and targeted approach.

138. While the project implemented activities to reform and strengthen the CCL, most resources were devoted to the workshops and trainings targeting NEOs and NTUs. Yet, by trying to respond to the needs of NEOs rather than remaining aligned to the projects’ objectives, for example, the workshops that targeted employers’ organization were not fully aligned to the Social Aspects chapters of the EPA, to legislation

harmonization, free movement of labour, OSH, social protection or on other aspects that the project explicitly targeted in its “specific objectives”, which is inconsistent with the expected results of the project⁹⁷

139. Given the geographic scope (15 countries) and the number of stakeholders targeted (CEC, CCL, NEOs and NTU) the likelihood of substantially impacting each of these actors with the available financial resources and within the established timeframe is highly unlikely. Each workshop was offered once and were of insufficient depth to effectively strengthen participating institutions. As such, a longer-term commitment that would have implied multiple bipartite meetings, trainings and follow-up trainings closely aligned to the objectives of the project would have been required to be able to contribute more substantially to the expected results. Furthermore, given the regional scope was the most important aspect of the project and that it should not be reduced, the project could have focused on implementing one of these strategies and aiming for a more modest and targeted result. For example, it could have focus on one of the following strategies:

- Facilitating social dialogue through annual or biannual bipartite meetings over a longer period of time;
- Offering more comprehensive capacity building opportunities to NEOs and NTUs through the CEC and the CCL;
- Supporting in a targeted manner the CEC and the CCL in strengthening their internal functioning.

Finding 8: There is limited evidence gender was purposefully mainstreamed in the project beyond the fact a legislative gap analysis notably assessing equal remuneration between men and women was conducted in 13 CARIFORUM countries.

140. Documents reviewed, do not provide any evidence the project design was based on a needs assessment considering differences across sexes was conducted. The project however financed the hiring of consultants to conduct, in 2017, a legislative gap analysis conducted in 13 countries (excluding Haiti and Dominican Republic) to determine whether the principles and rights provided for by the eight ILO Fundamental Conventions are reflected in existing laws and regulations. This assessment included a component on the elimination of discrimination in respect of employment and occupation which was based on article 1, 2 and 3 of the Equal Remuneration Convention, 1951 (No. 100) on equal remuneration between women and men. After being presented at the Second Regional Bipartite Meeting in September 2017, it was expected ILO’s constituents would use these results to advocate for changes in their countries.

141. There was no clear evidence the objectives and expected results of the project were designed to address gender-specific issues. For example, although reasonable attention was paid to gender balance during training sessions, none of the interviewed stakeholders indicated the project has specifically emphasized or targeted women or any other vulnerable group. There was no, for example, any workshop or training on issues related to gender equality. All stakeholders interviewed recognized gender-equality was an important topic to cover but that in the Caribbean, women were appropriately represented in the workforce (as in the project’s activities). Some however recognized that gender inequalities were however more apparent for leadership positions.

142. The logical framework did not include any gender-specific indicator and the progress reports did not provide any sex-disaggregated data.

⁹⁷ The project offered the following workshops: “Social dialogue”, “Business Continuity Planning and Disaster Readiness/Recovery” and “Practical Productivity Improvements for SMEs”.

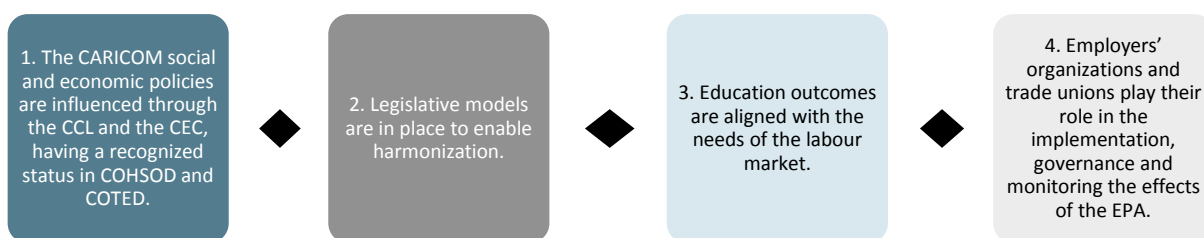
4.3 Effectiveness and Management Arrangements

143. The OECD-DAC defines effectiveness as “the extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.”⁹⁸ The ToR stressed accounting for the relative importance of each intervention.

Finding 9: The CEC and the CCL were recognized within the Council for Human and Social Development and are, thus, in a privileged position to influence the CARICOM’s social and economic policies.

144. The joint CEC and CCL component of the project had four intermediate outcomes (i.e., expected results). Among the outcomes presented in the figure below, collected evidence generally indicates the most significant result achieved was the early integration of the CEC and the CCL within the Council for Human and Social Development (COHSOD).

Figure 4.2 Intermediate Outcomes: Joint CCL and CEC Component



145. With the support of the ILO, the CEC and the CCL participated in:

- The Ministries of Labour meeting in the Bahamas (March 2015) and Jamaica (February 2017);
- The fifth meeting of the CARICOM Working Group on Labour in September 2015; and
- The tripartite consultations on social dialogue and protection with the CARICOM in Guyana in September 2016, where they were able to lobby in favor of their inclusion to COHSOD.

146. The CEC and the CCL signed a Memorandum of Understanding (MOU) in May 2015 that led to the preparation of a joint letter requesting a seat in the COHSOD. Both entities were invited to the 32nd meeting of COHSOD on Education, held in Guyana, where they were able to contribute to the Education and Human Resource Development 2030 Strategy by providing inputs to the draft version of the strategy during the meeting.

147. The COHSOD, consisting of ministers nominated by member states, is responsible for promoting health, education and training; promoting policies and programmes that create a safe, healthy environment for workers and cordial industrial relations; and encouraging programmes to develop women and youth and increasing their participation in economic activity. Having an official seat in COHSOD meetings is thus a key step towards increasing CEC’s and CCL’s influence on social and economic policies in the CARICOM.

⁹⁸ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000). Page 22.

148. The CEC and the CCL gaining a COHSOD seat is an important achievement. It is not only recognition of both regional organizations at the CARICOM level but is also recognition of and a step towards increased social dialogue in the region. In parallel, the CEC and the CCL were not able to gain membership to the Council for Trade and Economic Development (COTED), whose responsibilities include the promotion of trade and economic development of the CARICOM and oversight of the operation of the CSMEs.

Finding 10: The project made little progress in the process of legislative harmonization, education and, most importantly, in the monitoring and implementation of the EPA.

149. The establishment of legislative models to enable harmonization has been on the regional agenda for some time. The project supported additional discussions on this topic at the regional bipartite meetings and during the 10th ILO Meeting of Caribbean Ministers of Labour. Yet, despite its efforts, little progress was achieved as the CEC and the CCL did not agree on a joint legislative agenda to advocate in favour of measures to facilitate movement of labour.⁹⁹ Interviews indicate that the CEC and the CCL could not decide between a model law approach and a principle-based approach. Yet, beyond this aspect, legislative harmonization is a prerogative of the governments and there was overall limited political willingness from their side to cooperate with the social partners around these issues (as assumed by the project in its logical framework).

150. Activities related to the alignment of education outcomes with the needs of the labour market also took place. For example, the CEC implemented a regional survey on the mismatch between the labour market and job applicant skills. The CEC and the CCL used this survey during the program's last year to develop a joint policy position on the alignment of education outcomes with labour market needs.¹⁰⁰ Both organizations engaged in joint advocacy efforts. Three joint letters were for example addressed to the COHSOD on fair and effective labour migration governance, on fundamental principles and rights at work and on CARICOM draft protocol on Contingent Rights. The CEC and the CCL also provided comments to the CARICOM Regional Education and Human Resource Development Strategy in 2017 through their participation to the COHSOD meeting in March 2017. However, the evaluators did not find compelling evidence indicating changes of education outcomes were yet achieved.

151. The fourth intermediate outcome, aimed at supporting NEOs and NTUs in participating in the implementation, governance and monitoring the effects of the EPA did not attain expected results. This was despite it being the one most closely aligned to the EPA implementation. This is confirmed in a joint CEC and CCL report on Outcome 4 indicating that beyond participating in the CARIFORUM Joint Consultative Meetings, the CEC and the CCL have not been successful "in achieving the other aspects [of this intermediate outcome]."¹⁰¹ As further discussed under finding 13 and pointed out by the EPA Monitoring Report, EPA implementation Units at country level are not yet fully functional while there is a general lack of understanding about the roles and responsibilities regarding the implementation of the EPA. This was confirmed during interviews with ILO, CEC and CCL and highlighted in the joint CEC and CCL report on Outcome 4.¹⁰²

⁹⁹ Final Technical Progress Report.

¹⁰⁰ Final Technical Progress Report (1 June 2017 – 30 April 2018). Pg. 20-21.

¹⁰¹ CEC and CCL. April 2018. Employers' Organizations and Trade Unions play their role in the Implementation, Governance, and Monitoring the Effects of the European Partnership Agreement.

¹⁰² The report indicates that "the EPA has not been communicated in an effective manner, even to the stakeholders who will be directly impacted".

152. In accordance with the project design, it was envisioned that EPA monitoring mechanisms would be established within the CEC and CCL, and similar mechanisms would be facilitated at the national level. However, NEOs and NTUs had no clear strategy or designated financial resources to promote this effort and they had limited leverage to achieve what had been asked (most notably, advocate to influence their national governments to participate in the monitoring of EPA implementation). The ILO also presumed the Ministries of Labour would help activate or involve NEOs and NTUs in national EPA implementation mechanisms, but this did not happen. Furthermore, the ILO's progress reports indicate the CEC, the CCL and the ILO only realized during year two of the project (2016-2017) that the Ministries of Labour were neither responsible nor significantly involved in EPA implementation.¹⁰³ The consulted Ministries of Labour also confirmed they were not responsible for and had limited influence on EPA-related matters as they fell under the responsibilities of Ministries of Trade. In general, interviewees indicated their respective governments did not share much information on the EPA and that involving NEOs and NTUs in the implementation and monitoring of the EPA was not a priority of ministries responsible for the EPA. This was also confirmed in the joint CEC and CCL report on Outcome 4.

Finding 11: Activities conducted in each of these areas favored bipartite dialogue between the CEC, the CCL and their national constituents and fomented an increased level of trust among them.

153. Key activities under the fourth intermediate outcome favored bipartite dialogue between the CEC and the CCL and their national constituents. They included bipartite meetings and the Brussels Study Tour. Bipartite meetings at national and regional level gave numerous opportunities for both organizations and their constituents to meet and conduct face-to-face exchanges. Working sessions were led by ILO specialists or other regional experts on social dialogue, TVET, harmonization of labour legislation and free movement regime, and on the needs of each organization. Joint policy position papers were prepared on social protection for all and on sustainable development and decent work. During the Brussels Study Tour, the CEC and the CCL met with the ILO's EU office, the Directorate-General for International Cooperation and Development (DEVCO), the European Economic and Social Committee (EESC), Business Europe, the Federation of Belgian Enterprises, the European Trade Union Council (ETUC), three national Trade Union Centers and the International Trade Union Confederation (ITUC). It is unclear whether any structural or organizational change occurred in the CEC or the CCL as a result of these activities. The most significant result from these different activities has been the rapprochement between executives from both organizations in favor of increased social dialogue in the Caribbean region.

Brussels Study Tour¹⁰⁴

The key purpose of the Brussels Study Tour was to meet with various European institutions to learn how two-way communications and interactions work between regional and national employers and worker representative organizations. These communications and interactions are in place to ensure policies have been developed regionally with full buy-in and support from national constituents.

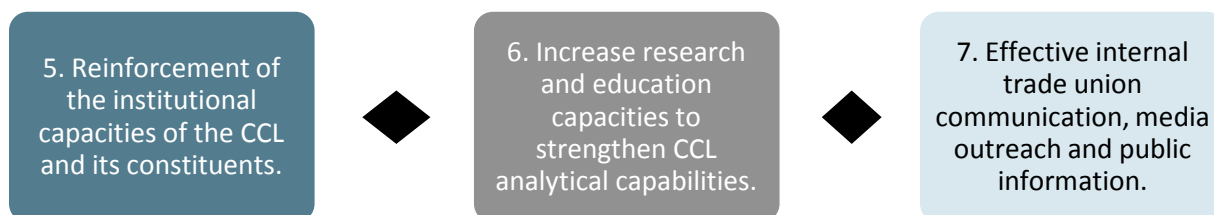
¹⁰³ Updated Report (2 February 2016 – 32 May 2017). Pg. 11

¹⁰⁴ ILO. 2015. Study Tour to Brussels on Regional Tripartite Practices for Social Dialogue.

Finding 12: The regional trainings targeting the CCL and NTUs and the improved communication approach of the CCL allowed the organization to revitalize its relationship with its constituents for the duration of the project. The project moreover provided necessary yet insufficient support to strengthen the internal structure of the CCL.

154. The CCL component had three intermediate outcomes, as presented below.

Figure 4.3 *Intermediate Outcomes: CCL Component*



155. Under the CCL component, activities were conducted over the last two years of the project to increase the research and education capacities of the CCL and its members. In April 2017, the Hugh Lawson Shearer Trade Union Education Institute conducted a training in Jamaica with 28 participants from 12 countries. In April 2018, the Cipriani College of Labour and Cooperative Studies also conducted four-module training workshops for 17 trade union members from 10 CARIFORUM countries.¹⁰⁵

156. In terms of communications, the project contributed to the development of a communication plan, to the website reactivation and the to creation of a Facebook page. Seven web pages were also created for eight NTUs and four editions of the *CCL Today* magazine were disseminated. Overall, the project appears to have increased the CCL's regional visibility; not only because of the increased investment in communication tools but also due to the CCL's participation in high-level meetings with the CARICOM, the COHSOD and Ministries of Labour and through bilateral meetings with the CEC. Moreover, the CCL's visibility and perceived legitimacy also benefited from the ILO and EU endorsements.

157. These activities allowed the CCL to resume certain activities and recreate linkages with certain constituents. The Jamaica Confederation of Trade Unions (JCTU), one of the strongest labour unions in the region, had for example ceased to be a member of the CCL prior to the project because the latter had not been sufficiently active in proposing relevant services to its members. Yet, in the last three years, the JCTU resumed its interactions with the CCL and even participated to the different activities proposed by the CCL, thus demonstrating the effectiveness of the ILO-EU project in revitalizing the CCL.

158. However, interviews showed there was no follow-up mechanism for ensuring beneficiaries developed and implemented a research agenda or replicated the trainings on the national level. It was also noted that many unions do not have research units or focal points. Finally, according to certain NTU representatives, trainings and meetings appeared to be information-sharing activities with little potential to strengthen the CCL constituents. Notwithstanding, there was a very encouraging research initiative undertaken in St. Lucia, where a comprehensive research paper was prepared by the St. Lucia Seamen Waterfront and General Workers Trade Union the St. Lucia Civil Service Association on labour issues faced in St. Lucia under the judicial system within a five-year period.

¹⁰⁵ Rights of workers; Shop steward training; cooperative solutions, OSH.

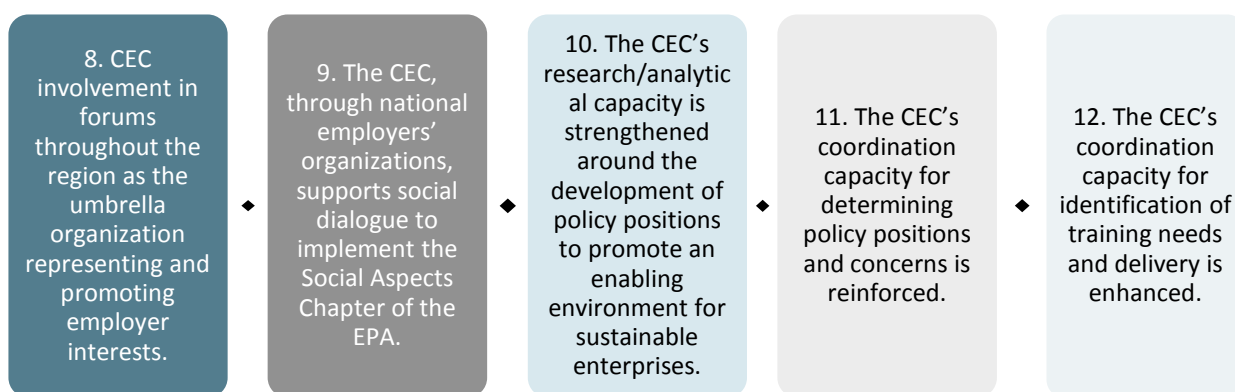
159. The project also included specific activities to strengthen the CCL and make it more functional. The activities targeting the institutional strengthening of the CCL differed significantly from those projected for the CEC as they took into account some of the inherent weaknesses of the organization. The CCL had encountered several challenges in the past to the point it went dormant for a while just before the project started. As such, ILO agreed to work around some of the fundamental weaknesses of the organization by financing a constitutional reform process, convening a special congress to adopt a new constitution, but also by financing the development of a strategic plan and of a strategy for its financial sustainability.

160. Progress reports and interviews confirm the project was utilized to create a constitutional review committee that came with a new constitution approved by the CCL's delegates in October 2016.¹⁰⁶ The project was also an occasion to develop a five-year strategic plan, a sustainability plan and a communication plan. Yet, despite these efforts, the CCL is currently lacking the human and financial resources necessary to operationalize what had been planned to the point it had to close its secretariat in April 2018.

Finding 13: Activities were conducted with the CEC and its constituents and allowed some of the expected results to be attained. The CEC notably gained visibility among its constituents and delivered useful workshops that likely fostered individual capacities among trainings participants.

161. The CEC component had five intermediate outcomes, as presented below.

Figure 4.4 *Intermediate Outcomes: CEC Component*



162. Among the key activities implemented under this component were those related to the CEC's increased involvement in relevant forums throughout the region. These activities included:

- The creation of a website with a private chat room and a survey tool to consult members for a Knowledge-Attitude-Practice (KAP) survey on social dialogue;
- A Facebook page;
- A Twitter account;
- The development of a new logo and;
- The publication of four different editions of its newsletters.

¹⁰⁶ <http://www.caribbeancongressoflabour.com/wp-content/themes/ccl/pdf/CCL-Constitution.pdf>

163. Overall, the project contributed to the CEC's heightened regional visibility and attainment of new member countries (i.e., Haiti, Aruba, St. Martin and Martinique). Training implementation throughout 14 member states, as well as CEC presence in the COHSOD, regional interministerial meetings and bipartite meetings with the support of the ILO and the EU supported the CEC as a legitimate umbrella organization representing and promoting employers' interests.

164. Activities more specifically related to social dialogue and EPA implementation included the 13 national workshops on social dialogue to discuss employers' interests and concerns about national and regional social and economic policies. The content of the workshops was informed by the global and country-specific results of the KAP survey (that were presented at each of these national workshop) but also by the discussions held with the CEC during their Regional Forum held in April 2017. Evidence collected from interviews confirms that even from the perspective of employers' organizations, there was little awareness of the EPA before the project and that the workshops thus provided a valuable opportunity to learn and further discuss on the topic.

165. In addition to the social dialogue training, the workshops "Business Continuity Planning and Disaster Readiness/Recovery" and "Practical Productivity Improvements for SMEs" were conducted and implemented with the support of the Barbados Productivity Council and the Jamaica Productivity Centre (a facilitator of some modules). A total of 390 participants attended the three workshops. Interviews with NEOs indicate that research workshops aside, the latter two workshops mentioned above were the most appreciated and the most useful project aspects for national constituents. Interviews also imply these themes were more relevant to NEOs than were the trainings on social dialogue and social aspects of the EPA. This is consistent with the data collected by the workshops evaluations (presented in figure 4.5 and 4.6) that indicates that 90% of the participants to the social dialogue workshop believed the material presented during the workshops was useful versus 92% for the productivity workshop and 98% for the business continuity workshop. The business continuity workshop was also the most appreciated with regards to knowledge improvement (98%).

Figure 4.5 *Post Workshop Survey Results: Usefulness*

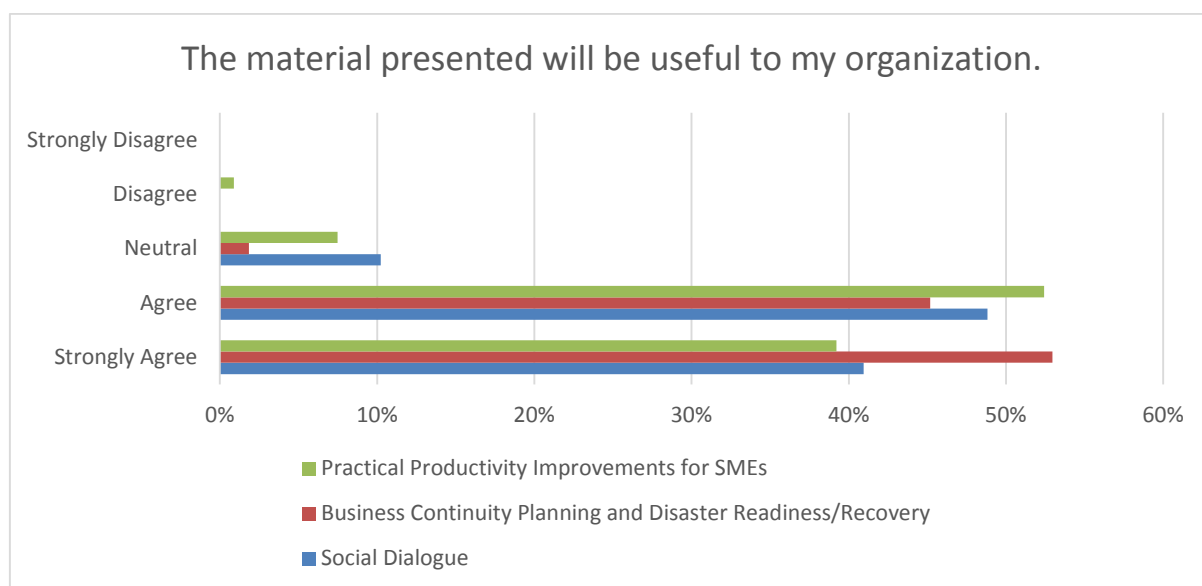
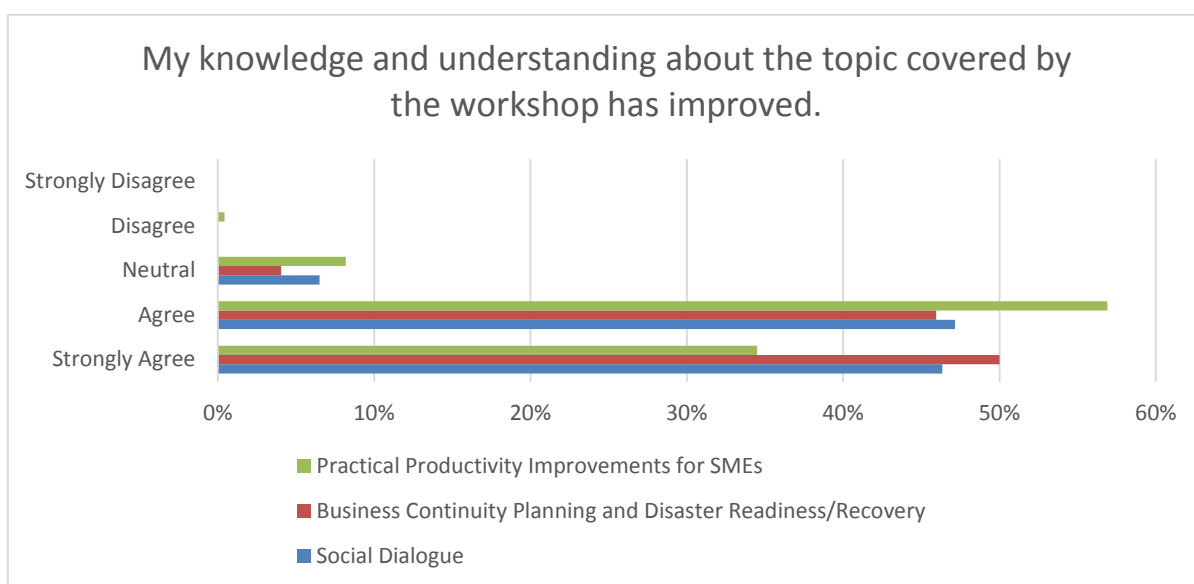


Figure 4.6 *Post Workshop Survey Results: Knowledge Created*¹⁰⁷



166. In order to strengthen the research capacities of the CEC and its constituents, the project also supported a survey to assess NEO research capabilities. Survey data were used to develop the regional workshop entitled, “Strengthening Employers’ Organizations Understanding and Application of Research Methodologies.” Module 3 of the workshop focused designing and implementing research-based advocacy and lobbying strategies. Thirteen research officers from 13 NEOs, with the exception of Haiti and the Dominican Republic, attended the workshop conducted in St. Lucia. All participating NEOs developed research proposals and two prepared lobbying and advocacy strategies. All training beneficiaries confirmed the training’s relevance. Five NEOs (i.e., Grenada, St. Lucia, Dominica, Barbados and Jamaica) reported having used what they learned to conduct research and influence policies. The Jamaican Employer Federation (JEF), for example, utilized the survey methodology to understand key issues related to the Industrial Dispute Tribunal, a tripartite body. The Barbados Employers’ Confederation was reviewing its branding strategy using advocacy and lobbying skills acquired in the workshop.

167. Although the NEOs were tasked with replicating trainings for their members, evidence indicates the ECATT was the only organization to have done so. Additional testimonies also indicated that the Barbados Employers’ Confederation refined their training programme on People management to include some elements from the productivity training workshop. Moreover, while these activities most likely elevated participant knowledge and individual capacities, the evaluators cannot confirm or refute the hypothesis that organizational changes (e.g., new routines, practices, structures) occurred as a result of the trainings.

Finding 14: Many factors internal to the ILO, the CEC and the CCL contributed the implementation of the project at the regional and national levels.

168. Interviewers identified elements contributing to the achievement of expected results. Among them, the ILO’s key advantage is that it is a trusted organization, well established in the region and has the capacity to manage and deliver results. The ILO is the only tripartite international organization and has a

¹⁰⁷ CEC. 2018. Regional Responses Emanating from the Business Continuity Workshops Held on June 2017-March 2018; CEC. 2018. Regional Responses Emanating from the Social Dialogue Workshops Held on June 2017-March 2018; 12 Survey Results on the Workshop on Productivity Improvements (own compilation and calculation).

close working relationship in the Caribbean with the CEC, the CCL and Ministries of Labour. Another perceived key advantage of the ILO is access to the ILO workers' and employers' specialists' technical capacities and knowledge. Interviewers also identified the ILO's convening power as contributing to mobilization of actors around the CEC and the CCL at a time when the organizations were losing momentum in the region.

169. Other factors that positively affected the project's course include:

- Both the CEC and the CCL had collaborated together prior to the project, and partnering was not new to them; and
- Both organizations already had an established network of national affiliates, as did their executives.

170. In the latter regard, the strong commitments of the CEC and the CCL presidents had a positive effect on the project. Many interviewees saw Mr. Wayne Chen and Mr. David Massiah as having played a catalytic role in the revitalization of their respective organizations during the project's implementation.

Finding 15: The limited understanding of "rights and responsibilities" with regards to the EPA implementation by public, private and civil society, and its uneven implementation across the region, are key external factors that affected the ILO's capacity to target and partner with other appropriate stakeholders.

171. The key external factor having the greatest negative effect on project implementation seems to have been what the 2014 EPA Monitoring Report identified as a generalized "information deficit" with respect to the rights and responsibilities under the EPA. The report notably says that "that one of the biggest obstacles in the way of implementation appears to be a perceived information deficit: namely, a gap between the familiarity with the Agreement of relevant public-sector officials (e.g. officials in ministries of trade), and that of the business community which is meant to reap the economic benefits under the Agreement". It goes on to say: "lingering doubts continue to exist in key public, private and civil society institutions about the value of CF-EU EPA implementation".¹⁰⁸

172. In addition, according to the report, national mechanisms for implementing the EPA have recently been created but their "capacity varies widely in practice" and their effectiveness should be improved.¹⁰⁹ The report also mentions that institutions created under the EPA for the purposes of dialogue and non-financial cooperation could be improved. In this context, many interviewed stakeholders confirmed there was a general lack of knowledge by employers, labour unions and even among ministries labour consulted about the EPA, its institutions and the implementation process. These elements seem to have affected the capacity of the ILO, the CEC and the CCL to liaise and partner with the regional EPA Implementation Unit in the CARIFORUM Directorate, with national EPA Implementation Units and with the ministry responsible for the EPA (see Appendix VI).

173. Other key external factors include natural disasters that occurred during the implementation phase, most notably hurricanes Irma and Maria, which severely affected some of the small islands in the Organisation of Eastern Caribbean States (OECS), most notably Dominica. Language barriers also seem to have played a role in the limited and late participation of Haiti and the Dominican Republic.

¹⁰⁸ B & S Europe and Linpico. September 2014. Monitoring the Implementation & Results of the CARIFORUM – EU EPA Agreement, Pg. 14-15.

¹⁰⁹ B & S Europe and Linpico. September 2014. Monitoring the Implementation & Results of the CARIFORUM – EU EPA Agreement – Executive Summary, Pg. 3.

174. Changes in personnel, including NPOs, CEC and CCL executives contributed to the delays observed during the implementation of the project. Each change was accompanied by a new learning curve that had an obvious effect on the continuity of activities. Changes in CEC and CCL leaderships also had a similar effect amplified by the fact that different executives have additional commitments at national level. In the case of CCL, its president also became senator in the Bahamas in June 2017 which certainly affected her availabilities. It should also be noted that personnel changes in CARICOM (e.g. departure of Dr. Olivia Smith) also affected implementation, notably because ILO did not effectively maintain collaboration with the new personnel.

175. Furthermore, testimonies indicate roles and responsibilities for the ILO, the CEC and the CCL were initially not clearly communicated across key stakeholders. There seemed to be some confusion about who would supervise the NPOs, most notably with the CCL.

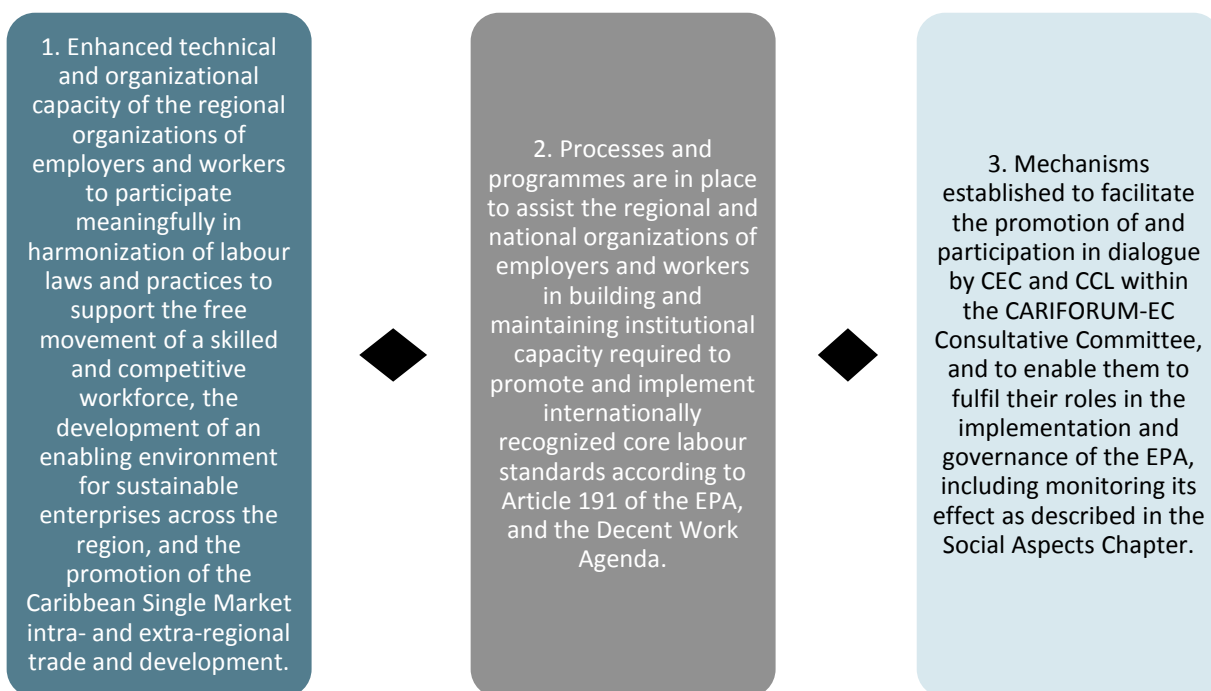
4.4 Impact

176. The OECD-DAC defines impact as the “the positive and negative primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.” In order to cause a long-term impact, a capacity-building intervention must contribute to the strengthening of individual and institutional/organizational capacities (i.e., routines, practices, systems) and to the creation of a more enabling environment (i.e., policies, norms, values).¹¹⁰

Finding 16: The ILO-EU project was effective in revitalizing the relationship between the CEC, the CCL and their own constituents, and in successfully promoting intra-regional social dialogue. There was however insufficient evidence at the moment of the evaluation to affirm whether it will have a longer-term impact.

177. The following figure presents the three specific ILO-EU project objectives as they appear in the Description of the Action (Project Document).

¹¹⁰ This definition is consistent with a capitalisation study on capacity building programmes for NSAs financed under the 9th EDF, that defines capacity building as follows: “[...] In respect of the spirit of the Cotonou Agreement, one can define capacity building as the process aiming to facilitate, in conjunction with the stakeholders, a consolidation of their capacities at an individual, organizational and sectoral level to allow them to evolve and adapt to the new contextual requirements and fulfil their role within a governance structure”.

Figure 4.7 *EU-ILO Specific Objectives*

178. As evidence presented in the previous Section 5.3 on effectiveness indicates, the project's most significant contribution to the first objective was the CEC and the CCL being officially given a seat at COHSOD meetings and invited to contribute to the Education and Human Resource Development 2030 Strategy. As such, the project contributed—to a certain extent—to the promotion of tripartite social dialogue at the regional level between the CEC, the CCL and the CARICOM. Moreover, the revitalization of the CCL gave the organization more legitimacy to join the COHSOD although the activities conducted under the project to strengthen the CCL (strategic planning, constitutional review, improving its communication strategies) were not directly linked to the role they now have to play in the COHSOD.¹¹¹ Stakeholders interviewed from the CEC also identify CEC's participation to COHSOD meetings as the most important result achieved under this project. They were however aware that a lot remained to be done to become an influential actor within the COHSOD. The evaluation team was not able to find relevant evidence pointing towards the fact the CEC and the CCL meaningfully participates "in harmonization of labour laws and practices to support the free movement of a skilled and competitive workforce, the development of an enabling environment for sustainable enterprises across the region, and the promotion of the Caribbean Single Market intra- and extra-regional trade and development.

179. With regards to specific objective two, the CEC NPO worked alongside the CEC administrator in order to impart knowledge and improve institutional capacity so that project outcomes could be sustained. As a result, the CEC Administrator was involved in the planning of activities and participated in some sessions. Yet, as the NPO position was not renewed once the project ended, there were no grounds for the evaluators to assess what would be the long-term impact of this intervention. As for the CCL, a strategic plan was developed and its constitution was updated in order to further build institutional capacity. It is also too early to assess what will be the long-term effects of this product.

¹¹¹ Training by Hugh Lawson Shearer Trade Union Education on research methodologies was provided in April 2017, after the COHSOD in March 2017 in Guyana.

180. Finally, with regards to objective three, the team noted no mechanisms were put in place to facilitate the CEC and the CCL having dialogue within the CARIFORUM-EC Consultative Committee. While the CCL and the CEC did participate in the second meeting of the CARIFORUM-EU Consultative Committee on April 18-19, 2016, its participation was unrelated to the ILO-EU project and was, instead, financed by CARIFORUM. Beyond that, the CEC and the CCL have not been involved in the setting of the agenda or the preparation of background documentation for the Consultative Committee.

181. Interviews conducted with a cross section of stakeholders helped identify two other project contributions that might have longer-term effects. The first was the revitalization that came from the CEC and the CCL being able to offer their constituents activities they had not previously been able to. Executives from the CEC and the CCL, as well as representatives of consulted NEOs and NTUs, agreed in saying the project's activities increased the number of opportunities for national organizations to meet and exchange with their foreign counterparts. This not only increased the CEC and the CCL's attractiveness as regional organizations, as evidenced by both organizations gaining a few members, but it also gave individuals the opportunity to widen their professional networks. This could be used to develop new projects, interventions or joint activities. The second contribution was that in the context of intra-regional bipartite dialogue meetings, employers and workers were asked to work together around specific policy issues, such as education or legislative harmonization, in the context of ILO-led bipartite meetings. Key outputs from these meetings were joint position papers produced by employers' and workers' organizations on issues such as minimum wage, labour standards and OHS produced by employers' and workers' organizations. These outputs demonstrate that mutual understanding and compromise is possible and there is greater leverage in working together. Thus, the project seems to have reinforced, in certain cases, dialogue and trust between employers' and workers' organizations at the regional and national levels.

182. Finally, the inability of the evaluators to find compelling evidence is also due to the lack of monitoring data related to measurable indicators, baseline data and SMART targets for each specific objective. Moreover, it is important to note that no gender-related impact was seen, as there was neither a specific nor substantial gender component in the project's design.

4.5 Efficiency

183. The OECD-DAC defines efficiency as "a measure of how economically resources/inputs are converted to results."¹¹²

Finding 17: The project was implemented within budget despite several administrative and programmatic factors moderately delaying the implementation agenda.

184. Although the project was planned to officially start in February 2015, it commenced around mid-May 2015 with the appointment of the two NPOs for the CEC in Trinidad and Tobago and the CCL in Barbados. Accordingly, some activities were slightly postponed that same year. A year later, the EU disbursement of the second tranche of funds was delayed for approximately three months due to a misalignment between the ILOs' reporting and the EU's requirements. This delay interrupted certain activities for as long as eight months.

185. Interviews indicated the project was executed in phases comprised of intense working sequences to compensate for the accumulated delays. For example, because the project start was delayed until mid-

¹¹² Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000) Page 21.

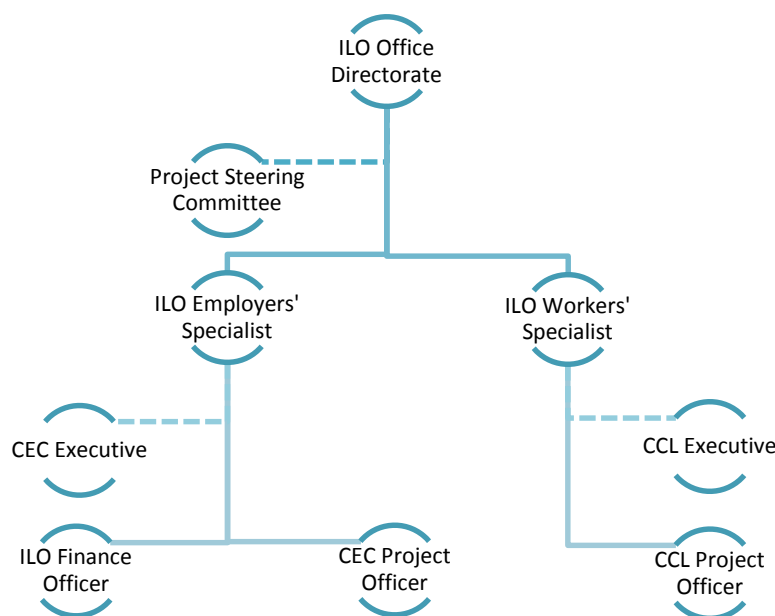
May, there was little time for participants to prepare for and implement the bipartite Study Tour to Brussels on May 24-29. A year later, the disbursement delays forced the project to halt activities and assume a faster-paced implementation of the national and regional trainings on research methodologies, productivity and business continuity for NEO. During the last year, the project obtained a three-month, no-cost extension to finalize activities largely related to the CCL component.

186. Overall, according to the ILO's project financial status report in April 2018, the project managed to execute approximately 91 percent of the funds and was thus able to remain within its initial budget.

Finding 18: National Project Officers hired to coordinate activities within the CEC and the CCL facilitated the project implementation. However, as the project design underestimated the effort required for implementation, the ILO's employers' and workers' specialist had a much higher level of involvement than what had initially been planned.

187. The organizational chart presented in figure 4.8 below shows the project implementation structure.

Figure 4.8 ILO-EU Project Organigramme¹¹³



188. In the context of the project, the ILO prioritized hiring two NPOs to work with the CEC and the CCL rather than relying on short term consultancies. The project also budgeted for a portion of the full-time salaries of a dedicated Finance and Administrative Officer and for 12.5 months of work (over 36 months) for ILO Officials.¹¹⁴ This is an appropriate use of the project's resources, as the technical inputs of the employers' and workers' specialists were valued and often needed to implement different activities.

¹¹³ Based on Project Document.

¹¹⁴ The ILO specialists' salaries were calculated based on standard costs according to grade, as well as work months.

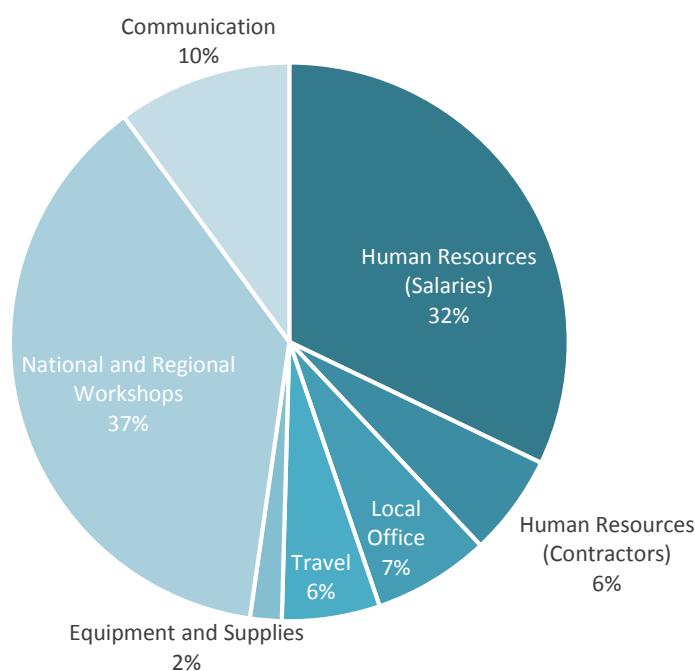
However, interviews with ILO indicated the budget underestimated the level of effort needed for ILO staff to implement the project. Consequently, the ILO's employer's and workers' specialist often had to dedicate more effort than had been planned, including for administrative matters, to ensure project delivery. Furthermore, additional ILO Official were called on to provide technical inputs to the project, most notably the Communications Officer, the Social Dialogue and Administration Officer, the Skills and Employability Officer and the Labour Law and International Labour Standards Officer.

189. On the other hand, the structure for the implementation of the projected presented in the Description of the Project includes a Project Steering Committee (PSC) that was tasked with meeting every six months. It met, however, only once (in October 2015) and was thus unable to contribute to "providing policy guidance and coordination among all institutions and groups involved" in the project. Furthermore, the PSC was comprised of representatives from the ILO, from the CEC, the CCL and the EU, but the PSC did not include anyone from the CARICOM, the CARIFORUM or the EPA Implementation Unit.

Finding 19: The largest portion of the project's financial resources were dedicated to the implementation of national and regional workshops which is consistent with the types of results observed.

190. In terms of financial resources, the figure 4.9 below shows the largest portion of the budget (37 percent) was dedicated to implementing the CEC and CCL's national and regional workshops. This is consistent with stakeholder perceptions that the project's main strategy was the provision of workshops.

Figure 4.9 ILO-EU Revised Budget¹¹⁵



¹¹⁵ Based on Revised Budget for the Action (01/02/2018). Own calculations excluding administrative costs.

191. Human resources (HR), or salaries, occupies the second-largest portion of the budget at 32 percent. Thirty-seven percent of the HR amount was dedicated to ILO specialists,¹¹⁶ 24 percent to the financial and administrative assistants and other administrative support staff and 38 percent to the NPOs. This is consistent with the ILO specialists' high level of involvement and with the strategy to appoint full-time NEOs in both organizations.

192. Travel only accounted for 6 percent of the budget, which demonstrates an efficient use of travel resources despite the project covering 15 countries over three years. Interviews indicate great efforts were made to implement back-to-back workshops and calculate optimal inter-island itineraries to minimize travel costs.

193. The ILO-EU project's budget shows that nearly seven percent of financial resources were dedicated to renting CEC and CCL offices as well as their telecommunications and utilities for the project duration. Given the CCL's office closed concurrently with the project termination in April 2018, it is unclear as to what extent these expenditures contributed to increasing the sustainability of the organization.

4.6 Sustainability

194. The OECD-DAC defines sustainability as "the continuation of benefits from a development intervention after major development assistance has been completed." It also states that sustainability is "the probability of continued long-term benefits" and that "the resilience to risk of the net benefit flows over time."¹¹⁷

Finding 20: Some of the project's activities were designed to maximize the likelihood of achieving sustainable results. Yet their sustainability will depend on the level of ownership of the project's results by the CEC and the CCL.

Joint CEC-CCL Component

195. As indicated previously, the ILO project allowed the CEC and the CCL to hire NPOs to support the project's implementation, but also to work with CEC and CCL's administrators to improve their institutional capacities. It was expected that both beneficiaries would be able to retain the services of the NPOs who would in turn contribute to following-up on the project's activities. It would have also contributed to the increased capacity of both organizations to plan and implement new activities and, most importantly, it would have ensured someone in these organizations can guarantee the institutional memory related to the project's outputs and outcomes. At the moment of the evaluation, the CEC and the CCL indicated they had been unable to retain the services of the NPOs due to financial constraints.

196. Regarding the joint CEC and CCL outcomes, in interviews, the CEC, the CCL and the ILO expressed some concerns regarding the sustainability of the achieved results. While the CEC's and the CCL's participation in COHSOD meetings could most likely be sustained in the short or medium term, there is no guarantee employers' and workers' organizations will maintain their status over time. Although the CEC was a stable organization with a relatively solid basis at the time of evaluation, the CCL appeared to be affected by structural issues that could jeopardize its capacity to be a constructive interlocutor at the

¹¹⁶ Includes work months of specialists attributed to the project. The calculation of the ILO specialists' time involvement is based on standard costs according to grade of specialist, such as P4 or P5.

¹¹⁷ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000) Page 36.

CARICOM and CARIFORUM levels. Specifically, the CCL and its constituents, some of which represent very small organizations, are experiencing financial constraints related to a membership decrease at the national level.

CCL Component

197. The project supported specific activities aiming to strengthen the CCL in a sustainable manner. It supported the CCL in the revision of its constitution and in the development of a strategic plan, communication plan and sustainability plan. The strategic plan, for example, was the first to be developed by the CCL since 2003 and will guide its work until 2019. The process that led to the development of this strategic plan can also be considered as a learning process that may facilitate the development of a new strategic plan after 2019. The constitutional review, on the other hand, will define the organization's functioning and procedures on the long term whereas the sustainability plan, if implemented, could help overcoming some of the inherent weaknesses of the organization in longer term.

CEC Component

198. With regards to outcomes and activities targeting the strengthening of the CEC, the project mainly relied on the ability of the organization to hire the NPO after the project to allow this person to build on the learning that occurred during the project implementation. However, the project did create capacities within the individuals that participated to the different workshops. These capacities will moreover be sustained as long as these individuals remain involved in their respective organizations.

199. On the national level, some examples were provided to show how the trainings and workshops that were implemented could have in certain cases sustainable effects. For example, the JEF indicated that thanks to the project, they were able to increase their pool of experts for delivering member trainings. In St. Lucia, social partners, including the government, had commenced their own productivity programme inspired by the ILO-EU workshop and the experiences of Jamaica's Productivity Centre and the Barbados Productivity Council. The ECATT also mentioned they were able to widen their regional networks that would, in the future, facilitate discussions, collaboration and information sharing.

Common Results

200. The creation of the websites and Facebook pages for the CEC and the CCL are other examples of contributions that can be sustained in the short to medium term although it will very much depend on the capacity and willingness of both organizations to use them and keep them up to date.

201. On a broader scale, the numerous face-to-face meetings that occurred throughout the project allowed each participant to widen their networks to facilitate future collaborations. However, an interviewed stakeholder indicated that without the project's support, there will inevitably be fewer of those meetings and regional-level trainings and, more importantly, the participation in the CEC's and the CCL's General Assemblies would likely be less attended.

5 Conclusions

5.1 Conclusions

202. The evidence collected in the context of this final independent evaluation allowed the formulation of findings about the relevance, design, effectiveness, impact, efficiency and sustainability of the project “Support to facilitate participation of CARIFORUM Civil Society in the Regional Development and Integration Process: Challenges to CARIFORUM Labour, Private Sector and Employers to Fulfil their EPA Obligations.” The first evaluation finding concludes the project’s objectives were generally aligned with its main stakeholders’ national and regional development agendas. Social dialogue, understood as “negotiation, consultation or simply an exchange of views between representatives of employers, workers and governments,” was a central priority of the CARICOM and the EU and an explicit requirement of the 2008 EU-CARIFORUM EPA.¹¹⁸ It was also a national priority for a vast majority of CARIFORUM governments and a development priority for the ILO and the UN System in the Caribbean. In addition, the intervention was broadly aligned with the needs made explicit by the direct beneficiaries of the project— the CEC, the CCL and their constituents—that had been seeking resources to facilitate and support involvement in the regional integration process. Even if trade liberalization is known for having different effects on women and men, the ILO-EU project did not include any activity or strategy to explore the effects of the EPA on women and other vulnerable populations and to act on it.

203. The ILO conceived and designed this project in consultation with the CEC, the CCL and some of their constituents. However, some key regional stakeholders, such as the CARICOM and the CARIFORUM but most importantly EPA Implementation Units based in the CARIFORUM Directorate and in each CARIFORUM country were not significantly consulted and involved. Ministries of Labour, export promotion agencies, universities, colleges or TVET as well as other regional trade unions were neither consulted nor significantly involved. Moreover, while the project’s design facilitated social dialogue between employers’ and workers’ organizations, its main strategy was the delivery of workshops and trainings throughout the region. The evaluators however observed that the project had overly ambitious objectives given the resources and the timeframe available, the scope (geographic and in terms of beneficiaries) and strategies utilized.

204. A key project achievement was that it rapidly achieved the recognition of the CEC and the CCL as valid interlocutors at COHSOD meetings. This is a key achievement as it gives voice to employers’ and workers’ organizations in the region to influence the CARICOM’s social and economic development policies. The project’s interventions, most notably in terms of supporting CCL communication and outreach activities, revitalized the regional workers’ organization and increased its regional visibility. The same phenomenon was observed for the CEC, whose constituents also indicated the different workshops helped disseminate knowledge and strengthen the individual capacities of the region’s participants. Yet little progress was achieved with regards to legislative harmonization, the development of education outcomes and, most importantly, facilitating the CEC and the CCL’s role in monitoring and implementing the EPA. With regards to the CCL, the organization has received adapted support from the project to address some of its inherent weaknesses by developing a strategic plan, a financial sustainability plan and a new constitution. It is however too early to tell if these contributions will significantly and permanently strengthen the

¹¹⁸ <http://www.ilo.org/caribbean/areas-of-work/social-dialogue/lang--en/index.htm>

organization. With regards to the CEC, the different workshops it implemented for its constituents with the support of ILO stimulated much-appreciated interaction between the CEC and its constituents.

205. Key facilitating factors that contributed to the implementation of the project include the ILO's role as a trusted organization capable of facilitating rapprochement between governments, employers and workers. The technical capacities and proactive staff involvement were also essential during the project's implementation. The leadership of the CEC and the CCL was yet one more key variable that affected the success of the project. On the other hand, there was a general lack of clarity about the roles and responsibilities for the implementation of the EPA that went beyond the stakeholders immediately involved in project implementation. Additionally, changes in personnel, including NPOs, CEC and CCL executives contributed to the delays observed during the implementation of the project.

206. While it is too early to tell if the project will have long-term effects related to its three specific objectives, three elements are worth mentioning. First, the seat given to the CEC and CCL at COHSED meetings is an essential precondition to influencing the decision-making process at the CARICOM level. Second, the greater number of trainings and face-to-face meetings revitalized both organizations, widened their respective memberships and allowed individual participants to widen their regional networks. Third, in some cases, bipartite meetings seem to have contributed to increased dialogue, trust and cooperation between employers' and workers' organizations. If appropriately managed, these elements could lead to longer-lasting and higher-level results.

207. With regards to the efficiency evaluation criteria, the project was implemented within budget, although it suffered several delays due to a misalignment between the ILOs' reporting and the EU's requirements that led to a three-month, no-cost extension to complete unfinished activities. Also, the level of effort required to implement a project with a regional scope was underestimated. Furthermore, the PSC met only once and does not seem to have added value to the project. It was noted, however, that despite the extensive amount of project-required travel, the travel budget was efficiently managed.

208. The largest portion of the budget was allocated to the implementation of national and regional workshops. However, the beneficiary of the workshops indicated these activities did not include follow-up activities that could have increased the sustainability of results achieved. Many aspects of the project could be sustained beyond the lifetime of the project depending on the level of ownership of the CEC and the CCL. The website and communication tools developed for the CEC and the CCL, the strategic plan, sustainability plan and communication plan for the CCL, and also the role both can now play in COHSOD meetings will fully depend on their willingness to build upon the opportunities that the ILO-EU project created for them. Yet, neither the CEC nor the CCL were able to retain the services of the NPOs hired during the project.

5.2 Lessons Learned

209. The following lessons learned may be deduced from the findings of this evaluation:

- **Broad stakeholder engagement and consultations are necessary when designing and implementing a project involving a multiplicity of regional stakeholder that are not ILO's, employers' and workers' organizations traditional partners.** The evaluation's findings showed that the activities that should have allowed the CEC and the CCL to be involved in the implementation, governance and monitoring of the social aspects of the EPA at the regional and national levels, should have been designed differently in order to ensure expected results can be reached. Consulting and involving a wider set of stakeholders could have allowed providing a more realistic picture of the assumptions, threats and

opportunities of the necessary actions required to achieve the expected result. More specifically, the CARICOM, the CARIFORUM, Ministries of Trade, national and regional EPA implementation units' involvement and inputs would have added significant value to the project design and implementation.

- **Using national resources to facilitate training can create a built-in mechanism for post-training follow-up, which in turn can create genuine capacity at the institutional level.** The evaluation team noted that while local capacities were not generally used to implement capacity-building activities, the two instances when it was observed (i.e. reliance on the Jamaica Productivity Centre and the Barbados Productivity Council to deliver certain workshop aspects) allowed centralization of disseminated knowledge within stable organizations that could be able to replicate or follow-up on services provided.

210. Further details on these lessons learned are provided in the Appendix XI.

5.3 Emerging Good Practices

211. The following emerging good practices were deduced from the findings of this evaluation.

- **Collaboration between the CEC and the CCL around shared interests fomented mutual trust and made their advocacy more impactful.** The evaluation team noted by designing a component through which the CEC and the CCL had face-to-face, common-issue bipartite meetings, discussions organically led to identification of shared interests and made their advocacy more impactful. The inclusion of both organizations to COHSOD meetings is a patent example of effective joint advocacy.

212. Further details on this emerging good practice are provided in the Appendix XII.

5.4 Recommendations

The following recommendations are based on the evaluation findings, on feedback obtained during the presentation of preliminary observations to the ILO DWT in Port-of-Spain, and on the written feedback obtained after disseminating the draft evaluation report. It also accounts for the possibility there will be no immediate replication or extension of this project.

Table 5.1 *Table of Recommendations*

RECOMMENDATIONS	RELATED FINDINGS	PRIORITY, RESPONSIBILITY, TIMELINE & RESOURCE IMPLICATION
Recommendation 1: ILO-POS should seek additional donor funding to support the CEC and the CCL in their efforts to raise awareness on the social chapters of the EPA and create capacities among NEOs and NTUs so they can play a constructive role in the implementation, governance and monitoring of the social aspects of the EPA. Any eventual support to the CEC and the CCL related to the EPA should promote the facilitation of trainings and workshops that can strengthen NEOs and NTUs advocacy capacities and increase their knowledge on the social aspects of the EPA.	Findings 1, 2, 3	Priority: High Responsible Parties: ILO-POS, DIALOGUE, CEC, CCL, EU Timeline: 12 months Resource implication: Low
Recommendation 2: ILO-POS should strengthen its monitoring system to ensure that it reports to its donor in a timely manner, to improve the evaluability of its interventions and to facilitate learning. More specifically, ILO's logical frameworks should include specific, measurable, attainable, realistic and time-bound (SMART) indicators, targets and baseline information at the output, outcome and impact levels. Annual monitoring reports should provide qualitative and quantitative information on the different indicators at the activity, output and outcome level and give a clear idea on the progress towards the targets. The logical frameworks should be accompanied by a theory of change that clearly describes how the different elements of its projects are causally linked together.	Finding 6, 14	Priority: High Responsible Parties: ILO-POS, PARDEV, DIALOGUE Timeline: immediately Resource implication: Medium
Recommendation 3: The CEC and the CCL should pursue their concerted efforts to influence social and economic policies at the CARICOM level. They should more specifically pursue their joint advocacy efforts to have a recognized status in COTED and to maintain their status in COHSOD. Having a status in COHSOD and COTED is not only key to influencing CARIFORUM policymakers but is also a way of remaining visible and relevant to their constituents.	Finding 9, 11, 12, 13, 20	Priority: High Responsible Parties: CEC and CCL Timeline: 12 months Resource implication: Medium

RECOMMENDATIONS	RELATED FINDINGS	PRIORITY, RESPONSIBILITY, TIMELINE & RESOURCE IMPLICATION
Recommendation 4: The CCL should implement and operationalize the resource mobilisation work programme conceptualized in its strategic plan as well as its financial sustainability plan. Both were developed during the ILO-EU project. The ability of the CCL to carry out its mission is directly related to sustainability of the financial and human resources of the organization. Implementing these elements should be prioritized by the CCL to reach the objectives it laid out in its new strategic plan. Failure to implement its resource mobilization work programme and sustainability plan could lead to a decline of the number of its members and put at risk the longer-term viability of the organization.	Finding 20	Priority: High Responsible Parties: CCL Timeline: 6 months Resource implication: High
Recommendation 5: ILO-POS should conduct or finance further research on the effects of the implementation of the CARIFORUM-EU EPA on the most vulnerable populations, specifically women, given the effect of trade policy on economic and social activities tend to be different between men and women. Such research should serve as the basis to mainstream gender equality and empowerment of women in any future national or regional intervention promoting decent work in the context of the CAIFORUM-EU EPA.	Finding 4, 10	Priority: Medium Responsible Parties: ILO-POS, GED Timeline: 24 months Resource implication: Medium
Recommendation 6: The CEC should disseminate information on the implementation of the CARIFORUM-EU EPA and on its social chapters on an ongoing basis using the communication tools that were developed during the project (such as its website and its Facebook page). It would not only help to keep CEC constituents informed on the work achieved during COHSOD meetings (notably), but also contribute in keeping the topic on the agenda of NEOs across the region.	Finding 13, 20	Priority: Medium Responsible Parties: CEC Timeline: 6 months Resource implication: Low
Recommendation 7: A project steering committee and an advisory committee comprised of thematic experts, academics and key actors with high stakes in the EPA implementation process should be constituted and utilized if a similar project was to be replicated. Actors with peripheral roles in the EPA or in industrial relations in the region, such as other regional trade unions, employers' organizations, EPA experts or academics, should play an advisory role given the scope, complexity and the multiplicity of actors involved in the EPA implementation. The steering committee and advisory committee should contribute to the design of the project and should provide advice to address any issues that may arise during the implementation of the project.	Findings 5, 18	Priority: Medium Responsible Parties: ILO-POS, PARDEV Timeline: n/a Resource implication: Low

RECOMMENDATIONS	RELATED FINDINGS	PRIORITY, RESPONSIBILITY, TIMELINE & RESOURCE IMPLICATION
<p>Recommendation 8: Given CEC's and CCL's comparative advantage does not lie in the provision of trainings, established national institutions with experience designing, implementing and following up on trainings should deliver training-based, capacity-building intervention in partnerships with the CEC and/or the CCL (as applicable). Relying on national institutions such as local universities, colleges, TVET institutions or others should allow the provision of trainings tailored to the national context and specific needs of NEOs and NTUs. Relying on national training institutions would give these training institutions the opportunity to acquire knowledge and expertise on the social chapters of the EPA and to position themselves as potential long-term partners of the CEC and the CCL. National training institutions would have the capacity to replicate trainings and create new content in partnership with the CEC and the CCL.</p>	Findings 6, 12, 13, 15, 20	<p>Priority: Low</p> <p>Responsible Parties: CEC, CCL, ILO-POS</p> <p>Timeline: n/a</p> <p>Resource implication: n/a</p>

Appendix I Terms of Reference

Terms of Reference

Independent Final Evaluation

Support to facilitate participation of CARIFORUM Civil Society in the Regional Development and Integration Process: Challenges to CARIFORUM Labour, Private Sector and Employers to Fulfil their EPA Obligations



International
Labour

Project Title	Support to facilitate participation of CARIFORUM Civil Society in the Regional Development and Integration Process: Challenges to CARIFORUM Labour, Private Sector and Employers to Fulfil their EPA Obligations
ILO Project Code	RLA/13/03/EEC
ILO IRIS Code	105061
Project dates	02 February 2015 – 30 April 2018
Administrative Unit in charge of the project	DWT/CO-Port-of-Spain
Unit in charge of backstopping	DIALOGUE
Timing of evaluation	Final
Type of Evaluation	Independent
Budget of the evaluation	USD XXXXXX
Donor	European Union
Budget project	€2,015,00
Evaluation dates	May – June 2018
ToR preparation date	April 2018
Evaluation Manager	Cybele Burga, Regional Monitoring and Evaluation Officer, Latin America and the Caribbean (with the support of Carlos Machuca, Programme Officer, Latin America and the Caribbean)

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I. Introduction

The objective of this final independent evaluation is to assess the relevance, effectiveness, efficiency, coherence, potential impact and sustainability of the ILO's actions taken under this project aimed at enhancing the capacities of the Caribbean Employers' Confederation (CEC) and the Caribbean Congress of Labour (CCL) with a view to fulfilling their obligations with respect to the implementation of the Economic Partnership Agreement (EPA).

The European Union funded the present project in order to contribute to the effective implementation of the EPA. The EPA between the European Community and the Caribbean Forum (CARIFORUM) was signed in 2008. It identifies its objectives and sets them out in Article 1 of the Agreement. In summary the EPA is expected to contribute to the reduction and eventual eradication of poverty; promote regional integration economic cooperation and good governance; promote the integration of CARIFORUM States into the world economy; improve the capacity of CARIFORUM States in trade policy and trade-related issues; support the conditions for increasing investment and private sector initiative and enhancing supply capacity, competitiveness and economic growth; and to strengthen the existing relations between the parties to the EPA. The Parties to the EPA are committed to achieve these results in ways which, in the words of the EPA, "take into account the human, cultural, economic, social, health and environmental best interests of their respective populations and of future generations". The EPA embraces two sets of fundamental global standards: International Labour Standards and environmental standards as embodied in the 2002 Johannesburg Declaration.

As per ILOs evaluation policy, the project is subject to an independent final evaluation, managed by an independent ILO evaluation manager and funded by the evaluation provisions of the project. The evaluation will be managed by the Regional M&E Officer for Latin America and the Caribbean. The evaluation will comply with UN Norms and Standards.

II. Background and description of the project

The project was developed based on the findings of the Landell-Mills Report and the needs identified with the elected leaders of the CEC and CCL.

A Contribution Agreement was signed between the ILO and the European Commission to facilitate the implementation of the project.

The project started operations with a budget of €2,015,000 for implementation between February 2015 and February 2018, but it has been granted an extension until April 2018. The European Union contributed €1,715,000 and the ILO €300,000.

The ILO Office for the Caribbean located in Port of Spain, Trinidad and Tobago provided coordination support, liaising and working closely with the ILO Office in Costa Rica which covers the Dominican Republic and Haiti.

The project staff has been distributed in two countries (T&T and Barbados) to coordinate the activities. Two National Project Coordinators were recruited to implement the project activities under the overall guidance of the ILO's Specialist for Employers' Activities and Specialist for Workers' Activities. Both specialists are located at ILO Office of Port of Spain. The CEC and the CCL provided office space for one National Project Coordinator (NPC) respectively. The former office is located in Trinidad and Tobago and the latter in Barbados. One Programme/Finance Assistant located at the ILO Office of Port of Spain provided administrative support to the NPCs.

The project direct beneficiaries were identified as follows:

213. The CEC, its affiliated national employers' organizations, and the employers' organizations of Haiti and the Dominican Republic.

214. The CCL and its affiliated national organizations, and the workers' organizations in Haiti and the Dominican Republic.

215. Ministers of Government and government officials.

The ILO, in consultation with the CCL, the CEC and the European Commission established a Programme Steering Committee (PSC) to provide policy guidance and coordination among all institutions and groups involved in the project. The PSC was designed to comprise two representatives from the CCL, two from the CEC, ILO Technical Specialists, one representative of the ILO Directorate and the EU Delegations concerned. The National Project Coordinators should have taken part in meetings of the PSC.

The overall objective of the project was:

216. Employers and workers through their national and regional organizations engage effectively in social dialogue processes to contribute to the design and implementation of social and economic development policies for Caribbean regional integration and to drive the monitoring process of the social aspects of the CARIFORUM-European Community Economic Partnership Agreement (EPA).

The three specific objectives of the project were:

217. Enhanced technical and organizational capacity of the regional organizations of employers and workers to participate meaningfully in harmonization of labour laws and practices to support the free movement of a skilled and competitive workforce, the development of an enabling environment for sustainable enterprises across the region, and the promotion of the Caribbean Single Market intra- and extra-regional trade and development.

218. Processes and programmes are in place to assist the regional and national organizations of employers and workers in building and maintaining institutional capacity required to promote and implement internationally recognized core labour standards according to Article 191 of the EPA, and the Decent Work Agenda.

219. Mechanisms established to facilitate the promotion of and participation in dialogue by CEC and CCL within the CARIFORUM-EC Consultative Committee, and to enable them to fulfil their roles in the implementation and governance of the EPA, including monitoring its effect as described in the Social Aspects Chapter.

The project was designed under 12 expected results: four joint results for CEC and CCL (1-4), three results for CCL (5-7), and five for CEC (8-12)¹¹⁹.

Annex 1 shows the progress of the project activities between February 2015 and February 2017 (delivered at the signing of the contract).

Annex 2 shows the project results, activities, their status (complete or incomplete) and comments to clarify the status. (delivered at the signing of the contract)

¹¹⁹ Based on the Logical Framework of the project.

III. Purpose and scope of the evaluation

1) Purpose

This independent final evaluation of the Project will be carried out in line with the requirements of the ILO Evaluation Policy. ILO project evaluations are conducted to provide an opportunity for the Office and its funding partners to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and consider the effectiveness, efficiency and sustainability of project outcomes. Project evaluations also test underlying assumptions about contribution to a broader development goal.

The main purpose of the final independent evaluation is to support improvements in programmes and policies and to promote accountability to ILO key stakeholders and donor and also to promote learning within the ILO. The specific objectives of this evaluation are:

- 220. to assess the relevance of the intervention objectives and approach;
- 221. establish how far the intervention has achieved its planned outcomes and objectives;
- 222. achievement of Project objectives at outcome and impact levels;
- 223. understanding how and why objectives have/have not been achieved the extent to which its strategy has proven efficient and effective; and whether it is likely to have a sustainable impact.

It is an opportunity to take stock of achievements, performance, impacts, good practices and lessons learned from the implementation of the project to enhance capacities from the CARIFORUM civil society represented by the CEC and the CCL.

Knowledge and information obtained from the evaluation will be used to inform the design of future similar ILO activities in the Caribbean or countries in similar situations.

As per ILO evaluation approach, a participatory consultation process on the nature and specific purposes of this evaluation is carried out to determine the final Terms of Reference.

2) Scope

The evaluation will focus on the project "Support to facilitate participation of CARIFORUM Civil Society in the Regional Development and Integration Process: Challenges to CARIFORUM Labour, Private Sector and Employers to Fulfil their EPA Obligations". The evaluation should focus on the results achieved and all outputs/activities that have been implemented since the start of the project to its end date. In analysing and documenting how the overall objective has been achieved or not, an integral step will be the assessment of main activities leading to this objective (i.e. their relevance for the objective). To the extent possible, the evaluation should also assess the project's coordination with the Social Dialogue and Tripartism Unit (DIALOGUE) of the ILO located in Geneva, Switzerland.

Although the project has carried out activities with a considerable intensity in more than half of the seventeen countries, the main outputs and results were focused in five countries: Trinidad and Tobago, Barbados, Guyana, Jamaica and Haiti. In that sense, the scope of the evaluation will focus in these countries and will include field visits in each of them.

The analytical scope should include identifying levels of achievement of objectives and explaining how and why they have been attained in such ways (and not in other alternative expected ways, if this would be the case).

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.

3) Client

Internal Clients

- 224. ILO Regional Office
- 225. DWT/CO–Port-of-Spain
- 226. DWT/CO–San-José
- 227. DIALOGUE
- 228. PARDEV
- 229. EVAL

External clients

- 230. Donor (European Union)
- 231. Caribbean Employers' Confederation (CEC)
- 232. Caribbean Congress of Labour (CCL)
- 233. Programme Steering Committee

IV. Criteria and Key evaluation questions

234. The evaluation should be carried out in context of criteria and approaches for international development assistance established by OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation and the technical and ethical standards and abide by the Code of Conduct for Evaluation on the UN System are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation. Particularly the evaluation will follow the ILO EVAL Policy Guidelines Checklists 5 and 6: "Preparing the evaluation report" and "Rating the quality of evaluation reports", as well as Guidance Note 3 "Evaluation Lessons Learned and Emerging Good Practices" and Templates related.

235. Criteria from the Development Co-operation Directorate (DCD-DAC) from the OECD for the evaluation of development assistance are: relevance, effectiveness, efficiency, impact and sustainability. Those criteria are aligned with best practices international standards. The ILO adheres to the OECD/DAC quality standards for evaluation criteria and uses them as a reference for quality control of evaluation process and products.

236. Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects". All relevant data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the projects should be considered throughout the evaluation process.

237. In line with established results-based framework approaches used for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results by addressing key questions related to the achievement of the Immediate Objectives of the project using data from the logical framework indicators.

238. The ToR include below the specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluator in accordance with the given purpose and in consultation with the evaluation manager. It is not expected that the evaluation address all of the questions detailed below; however the evaluation must address the general areas of focus.

1) Evaluation key question

A. Relevance

- 1) To what extent the project results and activities are aligned with the national and regional development agendas (CARICOM, United Nations Development Assistance Framework (UNDAF), United Nations Multi-Country Sustainable Development Framework, ILO Program and Budget for the Biennium 2018-2019, and the donor's priorities for development cooperation in the target countries).
- 2) Were the objectives and results of the project relevant to the specific needs of ILO constituents and the country? Were the objectives and results relevant to address issues of gender and under-represented groups? Assess whether the problems and needs that gave rise to the project still exists or have changed.

B. Design (the extent to which the design is logical and coherent)

- 3) To what extent do the stakeholders participate in the project design? Were the meetings to design the project gender-balanced?
- 4) Was the project design logical and coherent? Did the project design address issues of gender and under-represented groups?
- 5) Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)? What alternative strategies would have been more effective in achieving the project's objectives (if any)?

C. Effectiveness and managements arrangements (the extent to which the intervention's specific objectives were achieved taking into account their relative importance)

- 6) To what extent did the project achieve the specific objectives, results and activities?
- 7) Is there a clear understanding of the roles and responsibilities by all parties involved (e.g. CEC, CCL, CARICOM, PSC, among others)? Do they have a good understanding of the project strategy, its goal, vision and the inclusion of a gender perspective? Did they support the achievements of the project objectives?
- 8) To what extent did ILO's role in the project determine the achievement of the objectives? Assess the comparative advantage of the ILO to support its constituents.

D. Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)

- 9) To what extent have the project initiatives been cost effective? Has the distribution of resources between activities and staff been optimal?
- 10) Were activities completed in-time/according to work plans? If not, what were the factors that hindered timely delivery and what were the counter measures taken to address this issue? Were

the activities completed considering a gender perspective? If not, what were the factors that hindered the inclusion of this approach?

E. Impact

- 11) To what extent the progress towards objectives are attributable to the project? Assess whether the project has achieved its specific objectives. Has the project enhanced the capacities of CEC and CCL to engage in social dialogue to influence public policy at the CARICOM? Have CEC and CCL internalized a gender perspective to participate in dialogue within the CARIFORUM-EC Consultative Committee?
- 12) What difference has been made to implement a regional and inter-regional project approach to achieve the results?

F. Sustainability

- 13) Has the strategy for sustainability of project results been defined clearly at the design stage of the project? Are there any indicators that show that the outcomes of the project will be sustained by CEC and CCL beyond the life of the project? Assess whether the PSC will continue their activities and if the functions of the NPO will be assumed by the CEC and CCL. Does the former have plans to follow-up the implementation of the EPA after the development cooperation is withdrawn? How does it consider to maintain a regional approach and a gender perspective on its future activities?

1) 2) Suggested aspects to consider

The specific issues and aspects to be addressed in the final evaluation will be identified through the consultative process with stakeholders in the initial stages of the evaluation and based on review of the project documentation and other relevant documentation.

Some broad areas in which specific aspects to be addressed can be identified are:

239. Validation of the strategic approach, including any changes in the strategies used.
240. Achievement of project objectives and results.
241. Key concerns, lessons learned and emerging good practices.
242. Capacity building.
243. Governance structure.
244. Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects" All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.

V. Methodology

Proposed methodology is presented in the following paragraphs. While the evaluator can propose changes in the methodology, such changes must be discussed and approved by the Evaluation Manager. Changes will be approved as long as investigation and analysis suggest that changes are needed, the indicated range of questions is applied, the purpose of the study remain without changes and results are produced with expected quality.

The basic conceptual framework that will be used as the basis for the evaluation are the ILO Policy Guidelines for Results-Based Evaluation: principles, rationale, planning and management (See Annex 3).

Likewise, evaluation will be implemented under the ILO regular policies and procedures. The ILO adheres to the evaluation rules and standards of the United Nations System, as well as the Evaluation Quality Standards from DAC/OECD.

General Approach

The evaluation should follow a scientifically realistic approach that will contribute to a greater understanding of what worked, why it worked, how it worked, and to what extent, with regards to three components of the project. More specifically, the evaluation will have to assess the project by clearly distinguishing the activities, outputs, outcomes and implementation mechanisms of each component. It will furthermore need to situate each component within their specific country context (in the sample of 5 countries to be visited).

The evaluation consultant should consider the utilization of the following approaches:

- 245. Use mixed methods to identify changes that can be attributed to the project or to which it contributed at each level of the results chain;
- 246. Use a participatory approach that will allow triangulating data collected across a variety of stakeholders (i.e. NPO and ILO staff's perspective, external stakeholders);
- 247. Use, if applicable, the project's monitoring system to identify the results gathered by ILO, CCL and CEC.

Specific methods

It's highly recommended that the evaluation team use a mix of complementary methods:

- 248. Conceptualization and reconstruction of the project's theory of change, mechanisms and contexts;
- 249. Interviews with ILO staff
- 250. Semi-structured interviews with stakeholders from the six selected countries to discuss objectives, challenges and achievements;
- 251. Online surveys for representatives of CCL and CEC to complement information (as needed or relevant)

Analysis of the assumptions underlying the project and examination of evidence

The Evaluation team:

- 1) An evaluation specialist with knowledge of the ILO and the UN System and evaluation will work as a lead consultant
- 2) A national consultant with significant experience in the Caribbean, in regional integration, trade agreement implementation and with knowledge of international labour standards will work as a thematic expert

Evaluation Phases

1. Desk review

The evaluation team will conduct a desk review to be followed by phone/Skype interviews with ILO staff and EM and fields visits to five countries: Trinidad and Tobago, Barbados, Haiti, Guyana and Jamaica. They

can make use of the sources of information exhibited below for desk review and interview, namely the review.

Sources of information

The evaluator will review the following documents to be provided by the project management through e-mail:

- 252. Project document and annexes.
- 253. ILO approval minute.
- 254. ILO extension approval.
- 255. First annual technical progress report that considers the following time frame: 02/02/2015-01/02/2016.
- 256. Second annual technical progress report that considers the following time frame: 02/02/2016-31/05/2017.
- 257. Mission reports, meetings reports (PSC and bipartite meetings reports), CARIFORUM reports (01/07-30/09/2016; 01/10-31/12/2016; 01/01-31/03/2017; 01/04-30/06/2017; 01/07-30/09/2017; 01/10-31/12/2017) and financial information.
- 258. Follow up of results and activities.

2. Interviews (see Annex 3)

Individual interviews in person during the fields visits, by phone, e-mail or Skype and/or an online survey can be conducted with the following:

- a) National Project Coordinators- project staff based on Barbados and Trinidad and Tobago
- b) The DIALOGUE Branch in Geneva;
- c) The DWT from Port of Spain Office and DWT from San Jose Office (Senior Specialist - Employers' Activities; Specialist - Workers' Activities) and Finance and Administrative Assistant and Program Officer from POS Office.
- d) Former Workers and Employers Specialists and Former Directors from ILO Caribbean Office
- e) Representatives from employers' and workers' organizations: CCL and CEC
- f) Officers from the Ministry of Labour of Barbados and Trinidad & Tobago
- g) External collaborators; national experts and other important stakeholders.
- h) Donor: European Union
- i) Representatives from CARICOM/CARIFORUM

A. The evaluation team responsibilities and profile.

RESPONSIBILITIES	PROFILE
Desk review of project documents	Have not been involved in the project.
Development of the evaluation instruments	Lead consultant

RESPONSIBILITIES	PROFILE
<p>Briefing with ILO: Evaluation Manager, DWT from POS Office and San Jose Office</p> <p>Telephone/skype interview with Specialist on Workers Activities from ILO Caribbean Office</p> <p>Undertake 5 field visits: Trinidad & Tobago, Barbados, Guyana, Jamaica and Haiti. (the evaluation team should organize internally the division of work). Three countries should be visited by the thematic consultant (including interviews with CARICOM at Guyana),</p> <p>Lead evaluator and Thematic Consultant will prepare “<i>Brief field mission reports</i>” highlighting key observations related to the evaluation questions for each visited country. The template for preparation of field mission reports will be prepared by the lead evaluator.</p> <p>The thematic expert will submit his field mission brief report to the lead evaluator within 5 days after the completion of each country visit Draft evaluation report</p> <p>Finalize evaluation</p> <p>Draft stand-alone evaluation summary as per standard ILO format</p>	<ul style="list-style-type: none"> • Relevant background in social and/or economic development. • Experience in the monitoring and evaluation of complex development projects, in particular with policy level work, institutional building and local development projects. • Experience in the area of labour, social dialogue, • Experience in the Caribbean Region • Experience in the UN system or similar international development experience including preferably international and national development frameworks and UNDAF. • Fluency in English and French essential • Experience facilitating workshops for evaluation findings. • Thematic expert • Significant knowledge and experience with regional integration processes, trade agreement implementation of international labour standards • Experience in research and evaluation • Experience facilitating workshops for evaluation findings. • Fluency in English is essential

VI. Expected outputs of the evaluation

The expected outputs to be delivered by the evaluator are:

Output 1 (Inception report): The Inception Report will be proposed for review and approval by the lead evaluator (in consultation with the thematic consultant) on the basis of agreements with the Evaluation Manager. The Report must include a description of the methodology that will be used for the study (Quantitative and qualitative data collected in the field), key activities, interview questionnaires, list of key stakeholders, research questions, indicators of achievement and calendar¹²⁰.

Output 2a. Three country reports will be prepared by the thematic consultant and submitted to the Evaluation Manager for approval. The methodology/templates used for preparation of country reports will be supervised and coordinated with the lead evaluator. Each report must be 10 age long maximum, excluding annexes. The annexes of the country report must include: statistical and context information, questions and indicators used for the research, final questionnaires used in the field work, results of the survey, summaries of each meeting, the list of interviewees and the documents consulted.

Output 2b. (Draft evaluation report) This report will be presented to the Evaluation Manager for approval. The report must follow ILO’s templates and guidelines¹²¹ and must be 60 page long maximum, excluding annexes. The annexes of the report must include: questions and indicators used for the research, final questionnaires used in the field work, results of the survey, summaries of each meeting, the list of

¹²⁰ Required Reading: Checklist 3: Writing the Initial Report; Checklist 7: Presentation of the Evaluation Front Page; Checklist 6: Assessment for Evaluation Reports Quality; Checklist 8: Writing the Summary for the Evaluation Report.

¹²¹ Review and follow the guidelines in: Checklist 7: Presentation of the Evaluation Front Page

interviewees and the documents consulted. The evaluation report should include and reflect on findings from the fieldwork and the stakeholders' workshop.

Output 3 (Final evaluation report) including comments from all stakeholders.

Upon finalization of the overall evaluation report, the evaluator will be responsible for writing a brief evaluation summary which will be posted on the ILO's website. This report should be prepared following the guidelines included in Annex and submitted to the evaluation manager.

Draft and Final evaluation reports include the following sections:

The Final Report must include:

- (1) Front page with key information on the assignment and the study;
- (2) Content table and lists (annexes, tables and or graphs);
- (3) List of acronyms or abbreviations;
- (4) Executive summary;
- 4.1. Background and context
 - 4.1.1. Summary of the assignment objective, logic and structure
 - 4.1.2. Actual status of the assignment
 - 4.1.3. Purpose, scope and clients of the study
 - 4.1.4. Methodology for the evaluation
- 4.2. Main findings and conclusions
- 4.3. Recommendations, lessons learned and best practices
- (5) Body of the report
 - 5.1. Background of the assignment
 - 5.2. Background of the final independent evaluation
 - 5.3. Methodology
 - 5.4. Main findings organized according to the five criteria of the analytical framework
- (6) Conclusions
 - 6.1. Conclusions
 - 6.2. Lessons learned
 - 6.3. Best practices
 - 6.4. Recommendations
- (7) Annexes

The entire draft and final reports (including key annexes) have to be submitted in English.

The total length of the report should be a maximum of 60 pages. This is excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.

The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO, EU, and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The draft reports will be circulated to key stakeholders (including EU as the donor, the tripartite constituents, other key stakeholders and partners and ILO staff i.e. project management, ILO DWT and Office for the Caribbean, the DIALOGUE Department in Geneva and the ILO Regional Office in Lima) for their review. Comments from stakeholders will be consolidated by the evaluation manager and will be sent to the evaluation consultant to incorporate them into the revised evaluation report. The evaluation report will be considered final only when it gets final approval by ILO Evaluation Office.

VII. Management arrangements

The evaluator will report to the *Evaluation Manager* for Latin America and the Caribbean. The evaluation manager takes the responsibility in drafting ToR in consultation with all concerned and will manage the whole evaluation process and will review evaluation report to make sure it has complied with the quality checklist of ILO evaluation report.

Evaluation Office in Geneva (EVAL) will do quality assurance of the report and give approval of the final evaluation report.

The ILO DWT and Office for the Caribbean will provide administrative and logistical support during the evaluation mission, will also assist in organizing a detailed evaluation mission agenda, and to ensure that all relevant documentations are up to date and easily accessible by the evaluator.

Roles of other key stakeholders: All stakeholders, particularly the relevant ILO staff, the donor, tripartite constituents, relevant government agencies, and other key partners will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunities to provide inputs to the ToR and to the draft final evaluation report.

VIII. Calendar and payment

The total duration of the evaluation process is approximately 10 weeks, with starting date on April 30th, 2018. The number of effective work days foreseen are 40 for lead evaluator and 22 for thematic consultant, approximately 5 days in Port of Spain and three-to four days in Guyana, Barbados, Haiti and Jamaica (it will depend on the number of interviews).

Meetings in Port of Spain will be organized by ILO Office for the Caribbean in accordance with the evaluator and Evaluation Manager. A detailed programme for the in-country mission will be prepared by project staff.

The following is a schedule of tasks and anticipated duration of outputs and stages. The final version will be prepared by the evaluator after a meeting with the Project coordinator and the Evaluation Manager.

PHASE	RESPONSIBLE PERSON	TASKS	PROPOSED TIMELINE	LEVEL OF EFFORT (LEAD EVALUATOR)	LEVEL OF EFFORT (THEMATIC CONSULTANT)
I	Lead Evaluator /thematic consultant	Desk Review of project related documents Telephone briefing with the evaluation manager, National Project Officers in T&T and Barbados Preparation of the inception report	April 30- May 4		
II	Lead Evaluator /thematic consultant (logistical support by the ILO CO for the Caribbean)	Field visit in T&T, Barbados, Guyana, Jamaica and Haiti Interviews with ILO staff, project staff Interviews by skype with other relevant stakeholders, part of project intervention	Three weeks of May (flexible, depending on availability of interviewees)		
III	Lead Evaluator /thematic consultant	Workshop with the project management and ILO relevant offices for sharing of preliminary findings, if necessary through video conference	May 24 or 29		
IV	Lead Evaluator /thematic consultant	Draft report based on desk review, field visit, interviews /questionnaires with stakeholders the debriefing workshop	To be submitted to Evaluation Manager by June 14th		
V	Evaluation manager	Circulate draft report to key stakeholders Stakeholders provide comments Consolidate comments of stakeholders and send to evaluator	June 21		
VI	Lead Evaluator /thematic consultant	Finalize the report including explanations on why comments were not included	June 28		
VII	Evaluation Manager	Review the revised report and submit it to EVAL for final approval	By July 2		
		Total no. of working days for Evaluator		40	22

The project will finance the evaluation. It can be spent on:

259. Consultancy fee;

260. Field visits: It's envisaged three days per country for field visits, however the final mission costs will be adjusted in accordance with confirmed travel arrangements with national stakeholders

- Travel and DSA: (the consultant is responsible for making all travel arrangements and covering his accommodation during the field visits.)

261. Tele-communication costs for interview.

262. Stakeholders' workshop

Based on the ToR, the ILO will prepare an external collaborator contract with an evaluator with the following payment schedule:

263. USD \$XXX (40*XX daily rate) for the evaluator, paid as follow: (1) 20% upon delivery and approval of the Inception Report (including power point of the workshop with stakeholders at the end of fieldwork); (2) 40% upon delivery and approval of the draft version of the Evaluation Report; (3) 40% upon delivery and approval of the final version of the Evaluation Report, including conclusions and recommendations, and Summary of the Evaluation Report.

Based on the ToR, the ILO will prepare an external collaborator contract with the thematic consultant with the following payment schedule:

264. USD \$XXX (22*XX daily rate) for the evaluator, paid as follow: (1) 20% upon the delivery and approval of the guide questions/indicators for field visits (part of the Inception Report of the lead consultant), (2) 50% upon delivery and approval of the country reports (Output 2a), (3) 30% upon delivery and approval of the final version of the country reports and comments/suggestions to the final evaluation report.

IX. Legal and Ethical Matters

This evaluation will comply with UN norms and standards for evaluation and ensure that ethical safeguards concerning the independence of the evaluation will be followed. Please refer to the UNEG ethical guidelines: <http://www.unevaluation.org/ethicalguidelines>.

To ensure compliance with ILO/UN rules safeguarding the independence of the evaluation, the contractor will not be eligible for technical work on the project for the next 12 months

X. Annex 1. Progress of the project activities between February 2015 and February 2017

XI. Annex 2. Project results, activities, their status

XII. Annex 3: All relevant ILO evaluation guidelines and standard templates

1. Code of conduct form (To be signed by the evaluator)

http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

2. Checklist No. 3 Writing the inception report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

3. Checklist 5 Preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

4. Checklist 6 Rating the quality of evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

5. Template for lessons learnt and Emerging Good Practices

http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm

http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

6. Guidance note 7 Stakeholders participation in the ILO evaluation

http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm

7. Guidance note 4 Integrating gender equality in M&E of projects

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

8. Template for evaluation title page

http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

9. Template for evaluation summary

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

Annex 4: Preliminary and not exhaustive list of interviews- Field Missions

COUNTRY	PERSONS/TITLE	ORGANIZATION	CONTACT INFO
Trinidad and Tobago	Ms Joycelyn Francois CEO	The Employers' Consultative Association of Trinidad and Tobago (ECATT)	JFrancoisOpadevi@ecatt.org Tel: 868-675-5873 ext 222
	Ronald Ramlogan Team Lead – Public Relations and Research		RRamlogan@ecatt.org Tel: 868-675-5873 Ext: 242 Mobile: 335-8631
	Brent Marchan Research Officer		bmarchan@ecatt.org
	Michael Annisette General Secretary	National Trade Union Centre of Trinidad and Tobago 16 New Street Port-of-Spain Trinidad and Tobago	1-868-625-3023 swwtupres@gmail.com natuctt@gmail.com
Barbados	Mr. Anthony Walcott Executive Director (Acting)	Barbados Employers' Confederation	Tel- 1-246-435-4753 tony@barbadosemployers.com
	Mrs. Sheena Mayers-Granville Executive Director		sheena@barbadosemployers.com 1-246-243-0764
	Mrs. Marguerite Estwick President		marguerite_estwick@sagicor.com
	General Secretary Gillian Alleyne	Caribbean Congress of Labour	cclgeneralsecretary@gmail.com 1-246-280-5934 / 1-246-573-5000
Jamaica	Ms. Brenda Cuthbert Chief Executive Officer	Jamaica Employers' Federation (JEF)-	Tel : 1 876-929-0331 ext 227 bcuthbert@jamaicaemployers.com
	Mr. Wayne Chen President	Caribbean Employers' Confederation	waynechen58@gmail.com
	Mr. David Wan President	Jamaica Employers' Federation (JEF)-	davidwan99@gmail.com
	Ms. Sonia Yvonne Davis Senior Manager- Learning, HRD and Workplace Solutions		ydavis.client@jamaicaemployers.com

COUNTRY	PERSONS/TITLE	ORGANIZATION	CONTACT INFO
	Ray Howell General Secretary	Jamaica Confederation of Trade Unions 1A Hope Boulevard Kingston 6 Jamaica	jctu@cwjamaica.com 1-876-977-3545
Guyana	Samuel Goolsarran Consultant (Acting in capacity of Executive Director)	The Consultative Association of Guyanese Industry Ltd. (CAGI)	goolsarrancagi@gmail.com Tel: +592-226-4603 or +592-225-7170
	Mr. Yesu Persaud President		ypersaud@demrum.com
	Mr. Balgobin Parsaud Board Member		bparsaud@gplinc.com
	Seepaul Narine Former CCL Executive	Guyana Agriculture Workers Union	(592) 684-9867 seepauln@yahoo.com
Haiti	Beatrice Ilias Executive Director	Association of Industries of Haiti	adih.director@gmail.com
	Mr. George B. Sassine President		dodysassine@gmail.com
	<u>Alexandra E. Pharo</u> <u>Administrative Assistant</u>		administration@adih.ht
	General Secretary Jean Bonald Golinsky Fatal	Travailleuses des Secteurs Publics et Pr (CTSP)	(509) 3445 1747 (509)3717-3872 jeanbonaldgolinsky@gmail.com ctsp.haiti@yahoo.fr ctsphaiti@gmail.com

ILO Staff (minimal list)

Claudia	Coenjaerts	ILO Decent Work Team and Office for the Caribbean	Director
Vanessa	Phala	ILO Decent Work Team and Office for the Caribbean	Senior Specialist, Employers' Activities
Vera	Guseva	ILO Decent Work Team and Office for the Caribbean	Specialist, Workers' Activities
DWT + Programme Officer		ILO Decent Work Team and Office for the Caribbean	DWT
		ILO Geneva (DIALOGUE)	
Randall	Arias	ILO DWT and Office for San Jose	DWT
Oscar	Valverde	ILO DWT and Office for San Jose	DWT
Brittany	Brathwaite	CEC (Project Team)- Barbados	National Project Officer
Christopher	Harper	CCL (Project Team)- Barbados	National Project Officer

Appendix II Evaluation Matrix

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
I. Relevance			
To what extent the project results and activities are aligned with the national and regional development agendas (CARICOM, United Nations Development Assistance Framework (UNDAF), United Nations Multi-Country Sustainable Development Framework, ILO Program and Budget for the Biennium 2018-2019, and the donor's priorities for development cooperation in the target countries).	To what extent are the project's objective and expected results aligned with national and regional development agendas?	Evidence of alignment between the project and: CARICOM's mandate and priorities United Nations Development Assistance Framework (UNDAF), United Nations Multi-Country Sustainable Development Framework, ILO Program and Budget for the Biennium 2018-2019, EU's priorities for development cooperation in the target countries	Document Review PRODOC CARIFORUM-EU EPA CARICOM website and strategic documents (including revised Treaty of Chaguaramas Country level UNDAF United Nations Multi-Country Sustainable Development Framework, ILO Program and Budget for the Biennium 2018-2019 EU Strategic documents PSC Minutes Semi-structured interviews ILO Staff Donor (EU) CEC and CCL representatives National Trade Unions National Employers' organizations representatives CARICOM representatives Ministries of Labour

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
<p>Were the objectives and results of the project relevant to the specific needs of ILO constituents and the country?</p> <p>Were the objectives and results relevant to address issues of gender and under-represented groups?</p> <p>Assess whether the problems and needs that gave rise to the project still exists or have changed.</p>	<p>To what extent are the project's objective and expected results aligned with the needs of ILO constituents at country and regional level?</p> <p>Do these needs still exist or have they changed?</p>	<p>Perception of key stakeholders on alignment with ILO constituents needs</p> <p>Evidence of adaptability/changing needs</p> <p>Evidence of consultation and consideration of constituents' feedback in the project design.</p> <p>Evidence that needs were identified prior deigning project interventions.</p>	<p>Document Review</p> <p>PRODOC</p> <p>Technical Progress Reports</p> <p>PSC Minutes</p> <p>Semi-structured interviews</p> <p>ILO Staff</p> <p>Donor (EU)</p> <p>ILO constituents</p> <p>CARICOM</p> <p>Ministries of Labour, Education, social Development, of trade and Foreign Affairs, Attorney General</p> <p>Other beneficiaries</p>
	<p>To what extent were the objectives and expected results relevant to address gender specific issues and under-represented groups?</p> <p>Do these needs still exist or have they changed?</p>	<p>Evidence the design of the project identified and analyzed the differences between women's and men's gender roles, activities, needs and opportunities</p> <p>Evidence the design of the project identified and targeted other under-represented groups</p> <p>Perception of key stakeholders regarding the inclusion of gender specific considerations</p>	

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
II. Design (the extent to which the design is logical and coherent)			
To what extent do the stakeholders participate in the project design? Were the meetings to design the project gender-balanced?	To what extent did the stakeholders participate in the design of the project?	<p>Evidence the design of the project was participatory</p> <p>Type of stakeholders that participated to the design of the project</p> <p>Evidence the design of the project identified and analyzed the differences between women's and men's gender roles, activities, needs and opportunities</p> <p>Perception of stakeholders on whether project design was participatory</p>	<p>Document Review</p> <p>PRODOC</p> <p>Logical Framework</p> <p>Technical Progress Reports</p> <p>PSC Minutes</p> <p>Semi-structured interviews</p> <p>ILO Staff</p> <p>Donor (EU)</p> <p>ILO constituents</p> <p>CARICOM</p> <p>Ministries of Labour</p> <p>Other beneficiaries</p>
Was the project design logical and coherent? Did the project design address issues of gender and under-represented groups?	To what extent was the Project design logical and coherent?	<p>Validity of project design and strategy</p> <p>Clarity of project objectives</p> <p>Clarity of link between project immediate objectives and overall objective</p> <p>Clarity of links between project interventions and immediate objectives.</p> <p>Perception of stakeholders regarding the design of the project</p>	

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
<p>Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)? What alternative strategies would have been more effective in achieving the project's objectives (if any)?</p>	<p>To what extent were the project objectives, design and strategy clear and realistic with the established time schedule and allocated resources (human and financial)?</p>	<p>Perception regarding the clarity of project targets and objectives to project stakeholders</p> <p>Evidence that the funding and timeframe were sufficient to implement the project as intended, and achieve the immediate objectives</p> <p>Evidence that the different component of the project had the necessary resources to achieve their specific objectives</p>	
	<p>Would an alternative design and/or strategy have been more appropriate to reach the overall objective of the project?</p>	<p>Perception regarding alternative design and strategy the project could have adopted in retrospect</p> <p>Evidence alternative strategies could have been considered to reach the overall objective</p>	
	<p>Was the gender dimension and the social inclusion of vulnerable groups considered in the project design, implementation, monitoring and sustainability strategies?</p>	<p>Evidence sex-disaggregated data informed the project design</p> <p>Evidence gender considerations were included in sustainability strategies</p> <p>Evidence emphasis on most vulnerable populations was included during the design, implementation, monitoring phases of the project</p> <p>Evidence emphasis on most vulnerable populations was included in sustainability strategies</p>	

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
III. Effectiveness and managements arrangements (the extent to which the intervention's specific objectives were achieved taking into account their relative importance)			
To what extent did the project achieve the specific objectives, results and activities?	To what extent were the project activities implemented as planned for each of the three components of the project?	<p>Evidence activities identified in the logical framework were conducted</p> <p>Perception of stakeholders on the effective implementation of activities</p> <p>Internal factors that contributed or hindered effective implementation of activities</p> <p>External factors that contributed or hindered effective implementation of activities</p>	<p>Document Review</p> <p>PRODOC</p> <p>M&E Data</p> <p>Technical Progress Reports</p> <p>Country Programme Outcomes</p> <p>ILO Programme Implementation Reports</p> <p>Documentation produced as result of activities</p> <p>PSC Minutes</p> <p>Semi-structured interviews</p> <p>ILO Staff</p> <p>Donor (EU)</p> <p>CEC and CCL representatives</p> <p>National Trade Unions</p> <p>National Employers' organizations representatives</p> <p>CARICOM representatives</p> <p>Ministries of Labour</p> <p>TVET institutions</p> <p>Other beneficiaries</p>
	To what extent did the outputs of activities implemented led to the achievement of the expected joint intermediate outcomes for CEC and CLL component?	<p>Evidence the following outcomes were achieved:</p> <p>CARICOM social and economic policies are influenced through CCL and CEC having a recognized status in COHSOD and COTED</p> <p>Legislative models are in place to enable harmonization</p> <p>Alignment of education outcomes with the needs of the labour market</p> <p>Employers' organizations and trade unions play their role in the implementation, governance, and monitoring the effects of the EPA</p> <p>Perception of stakeholders on the achievement of intermediate outcomes</p>	

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
		<p>Internal factors that contributed or hindered effective implementation of intermediate outcomes</p> <p>External factors that contributed or hindered effective implementation of intermediate outcomes</p>	
	To what extent did the outputs of activities implemented led to the achievement of the expected intermediate outcomes for the CEC component?	<p>Evidence the following outcomes were achieved:</p> <p>Reinforcing the institutional capacity of CCL and its constituents</p> <p>Scaled-up research and education capacity to reinforce the analytical capabilities of CCL</p> <p>Effective internal trade union communication, media outreach and public information</p>	
	To what extent did the outputs of activities implemented led to the expected intermediate outcomes for the CCL component?	<p>Evidence the following outcomes were achieved:</p> <p>Involvement of CEC in relevant forums throughout the region as the umbrella organization to represent and promote employers' interests</p> <p>CEC through national employers' organizations supports social dialogue to implement the Social Aspects Chapter of the EPA</p> <p>CEC's research/analytical capacity strengthened for the development of policy positions in support of an enabling environment for sustainable enterprises</p>	

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
		<p>CEC's coordination capacity for determining policy positions and concerns is reinforced</p> <p>Perception of stakeholders on the achievement of intermediate outcomes</p> <p>Internal factors that contributed or hindered effective implementation of intermediate outcomes</p> <p>External factors that contributed or hindered effective implementation of intermediate outcomes</p>	
To what extent did ILO's role in the project determine the achievement of the objectives? Assess the comparative advantage of the ILO to support its constituents.	What is the evidence that the project contributed to the achievement of the 3 specific objectives ?	<p>Evidence the project contributed to the following specific objectives:</p> <p>Enhanced technical and organizational capacity of the regional organizations of employers and workers</p> <p>Processes and programmes are in place to assist the regional and national organizations of employers and workers in building and maintaining institutional capacity</p> <p>Mechanisms established to facilitate the promotion of and participation in dialogue by CEC and CCL within the CARIFORUM-EC Consultative Committee</p>	

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
		<p>Perception of stakeholders on the achievement of specific objectives</p> <p>Internal factors that contributed or hindered effective implementation of specific objectives</p> <p>External factors that contributed or hindered effective implementation of specific objectives</p>	
	What were the key internal and external factors (including ILOs comparative advantage to support its constituents) that contributed or hampered the achievement of results?	<p>Internal factors that contributed or hindered effective implementation of specific objectives</p> <p>External factors that contributed or hindered effective implementation of specific objectives</p>	
Is there a clear understanding of the roles and responsibilities by all parties involved (e.g. CEC, CCL, CARICOM, PSC, among others)? Do they have a good understanding of the project strategy, its goal, vision and the inclusion of a gender perspective? Did they support the achievements of the project objectives?	To what extent was the project able to clearly communicate with its stakeholders the roles and responsibilities of each party involved?	<p>Evidence roles and responsibilities were communicated/ disseminated across stakeholders</p> <p>Evidence key stakeholders have a good understanding of:</p> <ul style="list-style-type: none"> Roles and responsibilities of each other Project strategy Goal Vision Gender perspective <p>Perception of stakeholders on the clarity of roles and responsibilities of all parties involved in the project</p>	

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
IV. Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)			
Were activities completed in-time/according to work plans? If not, what were the factors that hindered timely delivery and what were the counter measures taken to address this issue? Were the activities completed considering a gender perspective? If not, what were the factors that hindered the inclusion of this approach?	To what extent has the project been able to deliver its expected outputs and outcomes within established budget?	<p>Evidence the project has executed funds as expected</p> <p>Absence of cost overruns</p> <p>Evidence of timely/delays in project implementation, and reasons behind the delays, if any</p> <p>Types of factor (at regional and/or national level) that affected timely implementation, if any</p>	<p>Document Review</p> <p>PRODOC</p> <p>Budgetary and financial reports</p> <p>M&E Data</p> <p>Technical Progress Reports</p> <p>Country Programme Outcomes</p> <p>ILO Programme Implementation Reports</p> <p>Documentation produced as result of activities</p> <p>PSC Minutes</p> <p>Semi-structured interviews</p> <p>ILO Staff</p> <p>Donor (EU)</p> <p>CEC and CCL representatives</p> <p>National Trade Unions</p> <p>National Employers' organizations representatives</p> <p>CARICOM representatives</p>
	Was gender-based budgeting considered and/or implemented in the context of the project?	Evidence gender-based budgeting was considered and/or implemented	
To what extent have the project initiatives been cost effective? Has the distribution of resources between activities and staff been optimal?	To what extent have resources (human and financial) been allocated where they were most needed?	<p>Perception of stakeholders regarding the appropriateness of resource allocations</p> <p>Evidence most resources were allocated to interventions that were most needed</p>	

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
V. Impact			
To what extent the progress towards objectives are attributable to the project? Assess whether the project has achieved its specific objectives. Has the project enhanced the capacities of CEC and CCL to engage in social dialogue to influence public policy at the CARICOM? Have CEC and CCL internalized a gender perspective to participate in dialogue within the CARIFORUM-EC Consultative Committee?	To what extent has the project contributed to enhance the capacities of CEC and CCL to engage in social dialogue to influence public policy at the CARICOM?	<p>Evidence in changes of capacities of CEC and CCL to engage in social dialogue</p> <p>Number of social dialogue events in which CEC and CCL have been engaged</p> <p>Evidence CEC and CCL effectively engaged in social dialogue to influence public policy at the CARICOM</p> <p>Perception of key stakeholders on improved social dialogue capacities of CEC and CCL</p>	<p>Document Review</p> <p>PRODOC</p> <p>M&E Data</p> <p>Technical Progress Reports</p> <p>Country Programme Outcomes</p> <p>ILO Programme Implementation Reports</p> <p>CEC and CCL position papers and statements</p> <p>Documentation produced as result of activities</p> <p>PSC Minutes</p>
	To what extent has CEC and CCL mainstreamed gender perspective into their organizations and in the context of the CARIFORUM-EC Consultative Committee?	<p>Evidence CEC and CCL mainstreamed gender into their respective organizations.</p> <p>Evidence CEC and CCL are assessing the implications for women and men of any planned action, including advocacy for legislative reforms, policies or programs, in any area and at all levels.</p>	<p>Semi-structured interviews</p> <p>ILO Staff</p> <p>Donor (EU)</p> <p>CEC and CCL representatives</p> <p>National Trade Unions</p> <p>National Employers' organizations representatives</p>

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
What difference has been made to implement a regional and inter-regional project approach to achieve the results?	Has the project contributed to lasting high-level changes at national and regional levels?	<p>Evidence of high-level changes at policy or enabling environment in the sample of countries assessed</p> <p>Evidence of high-level changes at policy or enabling environment at regional level</p> <p>Perception of stakeholders on high-level changes at national and regional levels to which the project might have contributed</p> <p>Consistency of national legislation and policies with regional models</p>	<p>CARICOM representatives</p> <p>Ministries of Labour</p> <p>TVET institutions</p> <p>Other beneficiaries</p>
VI. Sustainability			
<p>Has the strategy for sustainability of project results been defined clearly at the design stage of the project?</p> <p>Are there any indicators that show that the outcomes of the project will be sustained by CEC and CCL beyond the life of the project?</p> <p>Assess whether the PSC will continue their activities and if the functions of the NPO will be assume by the CEC and CCL. Does the former have plans to follow-up the implementation of the EPA after the development cooperation is withdrawn? How does it consider maintaining a regional approach and a gender perspective on its future activities?</p>	<p>Has a sustainability strategy to maintain processes and results beyond the lifetime of the project been designed and implemented?</p> <p>Are there any indicators suggesting that the outcomes of the project will be sustained beyond the life of the project by CEC and CCL?</p>	<p>Evidence a sustainability strategy was considered at the design stage of the project</p> <p>Evidence the sustainability strategy seeks alternative financial resources to sustain processes and results</p> <p>Evidence the sustainability strategy seeks to ensure ownership of processes and results among ILOs tripartite constituents</p> <p>Evidence that the exit strategy has been or will be followed up by key stakeholders</p> <p>Potential for replication of trainings/sharing initiatives</p> <p>Potential for continuity of project activities beyond project completion</p> <p>Extent to which project led to learning and change in perceptions</p>	<p>Document Review</p> <p>PRODOC</p> <p>M&E Data</p> <p>Technical Progress Reports</p> <p>Country Programme Outcomes</p> <p>ILO Programme Implementation Reports</p> <p>Documentation produces as result of activities</p> <p>PSC Minutes</p> <p>Semi-structured interviews</p> <p>ILO Staff</p> <p>Donor (EU)</p> <p>CEC and CCL representatives</p> <p>National Trade Unions</p> <p>National Employers' organizations representatives</p>

TOR QUESTIONS	KEY EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
	Are there any indicators suggesting CEC and CCL will maintain a gender-sensitive regional approach to its activities?	<p>Evidence CEC and CCL have institutionalized processes to remain gender-sensitive by adopting (for example) processes to identify and analyze the differences between women's and men's gender roles, activities, needs and opportunities in the labour market</p> <p>Evidence CEC and CCL have institutionalized process to maintain its regional approach</p> <p>Perception on whether there is political will to maintain a gender-sensitive regional approach to CEC and CCL activities</p>	CARICOM representatives
VII. Good Practices			
Good Practices will draw on the evaluation findings			
VIII. Lessons Learned			
Lessons learned will draw on the evaluation findings			
IX. Recommendations			
Recommendations will draw on the evaluation findings			

Appendix III List of Documents

2015

- 265. Annex 1- Report on National Bipartite Meeting Barbados
- 266. Annex 1- Report on National Bipartite Meeting Dominica
- 267. Annex 1- Report on National Bipartite Meeting Haiti
- 268. Annex 1- Report on National Bipartite Meeting Jamaica
- 269. Annex 1- Report on National Bipartite Meeting Saint Lucia
- 270. Annex 1- Report on National Bipartite Meeting Suriname
- 271. Annex 1- Report on National Bipartite Meeting Trinidad and Tobago
- 272. Annex 1- Study Tour to Brussels on Regional Tripartite Practices for Social Dialogue
- 273. Annex 2- Report on National Bipartite Meeting Antigua
- 274. Annex 2- Report on National Bipartite Meeting Belize
- 275. Annex 2- Report on National Bipartite Meeting Grenada
- 276. Annex 2- Report on National Bipartite Meeting Guyana
- 277. Annex 2- Report on National Bipartite Meeting St. Vincent and the Grenadines
- 278. Annex 3- Report on National Bipartite Meeting Bahamas
- 279. Annex 3- Report on National Bipartite Meeting Saint Kitts and Nevis
- 280. Appendix E- Joint Outcomes from Bipartite Meetings
- 281. Appendix F- Report on the Regional Bipartite Forum
- 282. Appendix G- Memorandum of Understanding Between the Caribbean Employers' Confederation and the Caribbean Congress of Labour
- 283. Appendix M- Identify Resources Capabilities and Internal Research Capabilities
- 284. Appendix N- Facilitating Participation of CARIFORUM Civil Society in Regional Development and integration processes.
- 285. Minute Sheet- 05 August 2016- Joint report- Trinidad and Tobago
- 286. Minute Sheet- 12 July 2016- Joint Mission Report to Haiti, Belize, and Bahamas
- 287. Minute Sheet- 13 July 2016- Joint Mission Report to Brussels
- 288. Minute Sheet- 15 July 2016- Joint Mission Report to Suriname and Guyana
- 289. Minute Sheet- 21 March 2016- Mission Report- Grenada
- 290. Minute Sheet- 25 April 2006- Joint Mission Report to Jamaica

- 291. Minute Sheet- 25 April 2016- Joint Mission Report to Dominica, Antigua and Bermuda, and St. Kitts and Nevis
- 292. Minute Sheet- 8 March 2016- Joint Mission Report to Saint Lucia and Grenada
- 293. Mission Report- 2 October 2015- Trinidad and Tobago
- 294. Mission Sheet- 13 July 2016- Joint Mission Report to Barbados and St-Lucia
- 295. Project Steering Committee Meeting- 01 October 2015
- 296. Report of the Regional Bipartite forum

2016

- 297. Annex 1- Caribbean congress of Labour- Strategic Plan 2016-2017
- 298. Annex 1- Financial Report- Budget 01 October- 31 December 2016
- 299. Annex 1- International Labour Organization- Financial Statement, Feb 2015-January 2016
- 300. Annex 2- Attendee for CCL's Strategic Planning Meeting March 14-17, 2016
- 301. Annex 2- Communication and Visibility Report- 19 December 2014- 01 February 2016
- 302. Appendix D- The Caribbean Congress of Labour Constitution
- 303. Interim Narrative Report for CARIFORUM, July- September 2016
- 304. Interim Narrative Report for CARIFORUM, October- December 2016
- 305. Interim Narrative Report for CARIFORUM, October- December 2016 (Final Version)
- 306. Minute Sheet- 9 August 2016- Mission Report to Barbados
- 307. Mission Report- 14-17 March 2016- Barbados

2017

- 308. Annex 1- International Labour Organization- Financial Statement, Feb 2015-May 2017
- 309. Minute Sheet- 12 April 2017- Mission Report National Training Workshops on productivity Improvement for SMEs
- 310. Narrative Report for CARIFORUM, April- June 017
- 311. Narrative Report for CARIFORUM, January- March 2017
- 312. Narrative Report for CARIFORUM, July- September 2017
- 313. Narrative Report for CARIFORUM, October- December 2017
- 314. Second Bipartite Regional Meeting of the Caribbean Employers' Confederation (CEC) and the Caribbean congress of labour (CCL), 27-29 September 2017, Hyatt Regency Hotel Port of Spain, Trinidad and Tobago
- 315. Strategy for Harmonization of Labour Laws: A Discussion on Options-23-24 February 2017

2018

316. Annex 2- Forecast Budget and follow-up (01/02/2015- 31/01/2018)

Other Document

317. Annex 1- Description of Action- Challenges to CARIFORUM Labour, Private Sector and Employer to fulfil their EPA Obligations: Caribbean Employers Federation (CEC) and the Caribbean Congress of Labour (CCL) component of the support to facilitate Participation of CARIFORUM Civil Society in Regional Development and Integration Process

318. Annex 1- Logical Framework

319. Annex 2- General Conditions applicable to European Union contribution agreements with international organisations

320. Annex 3- Budget for Action

321. Annex 4- Financial Identification

322. Annex 5- Request for payment for indirect management delegation agreement

323. European Union Contribution Agreement with an International Organization

324. Minute sheet PARDEV- 19.01.2015

325. New Work Plan for Extension Period- 2Feb 2017- 30 April 2018

326. PARDEV minute sheet- 22 February 2018

327. Peru ID card

328. Revised Budget for the Action

329. Updated Logical Framework

Appendix IV Interview Protocols

Generic Interview Protocol

ILO hired two independent evaluators to conduct the final evaluation of the project “**Support to facilitate participation of CARIFORUM Civil Society in the Regional Development and Integration Process**” that was implemented between February 2015 and April 2018.

In the context of this project, ILO has taken several actions to enhance the capacities of the Caribbean Employers’ Confederation (CEC) and the Caribbean Congress of Labour (CCL) with a view to fulfilling their social obligations with respect to the implementation of the Economic Partnership Agreement (EPA) with EU.

The main purpose of this evaluation is to assess the relevance, the design, the effectiveness, efficiency, impact and sustainability of the project. It also aims to identify good practices, lessons learned and recommendations that could apply to future or similar interventions. As such, we are conducting interviews with key stakeholders that have been involved in the project to inform the evaluation process.

Thank you for your time. Please be assured that all information gathered in interviews will be treated confidentially.

Background

- 1) Briefly, what is your role/position and how long have you been exercising it? What has been the nature of your involvement/interaction with the ILO project? In what activities have you participated?

Context

- 1) Briefly, what are the key contextual factors we should be aware of with regards to the design, implementation and monitoring of the social aspects of the CARIFORUM-EU EPA at country (Barbados, Guyana, Haiti, Jamaica, T&T) and/or regional level?
- 2) Briefly, how has the participation of employers’ associations and trade unions in social development and the monitoring of social issues changed over the last three years? What were the roles of CEC and CCL in those processes?

Relevance and design

- 1) Please discuss how the project was designed. Who were the key actors involved in the initial design of the project?
 - Were ILO constituents actively involved or consulted during its design (i.e. participating governments, national and regional trade unions/employer organizations)?
 - Were consultations held with male and female groups separately? With rural and urban groups? With representatives of the various sectors?
- 2) As a result of this process, do you believe the project’s design was appropriate to respond to the needs of ILO’s constituents, but also to under-represented groups (including women and vulnerable groups)? If not, what could have been done differently?

- Did the project, for example led a process to identify and analyze the differences between women's and men's gender roles, activities, needs and opportunities in the labour market?

Effectiveness

The project is structured around three components: a) the joint CEC and CCL component, b) the CEC component, and c) the CLL component.

- 1) Can you please provide us with a brief summary of the status of implementation of the project by discussing the activities related to each component separately? *For ILO staff, CCL and CEC*

a. Joint Component immediate outcomes:

1. CARICOM social and economic policies are influenced through CCL and CEC having a recognized status in COHSOD and COTED	2. Legislative models are in place to enable harmonization	3. Alignment of education outcomes with the needs of the labour market	4. Employers' organizations and trade unions play their role in the implementation, governance, and monitoring the effects of the EPA
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b. CCL Component immediate outcomes:

5. Reinforcing the institutional capacity of CCL and its constituents	6. Scaled-up research and education capacity to reinforce the analytical capabilities of CCL	7. Effective internal trade union communication, media outreach and public information
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c. CEC Component immediate outcomes:

8. Involvement of CEC in relevant forums throughout the region as the umbrella organization to represent and promote employers' interests	9. CEC through national employers' organizations supports social dialogue to implement the Social Aspects Chapter of the EPA	10. CEC's research/analytical capacity strengthened for the development of policy positions in support of an enabling environment for sustainable enterprises	11. CEC's coordination capacity for determining policy positions and concerns is reinforced	12. CEC's coordination capacity for identification of training needs and delivery is enhanced
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- 2) How effective has the regional approach adopted by CEC and CCL to advocate for the rights the concerns of employers and workers been and why?
- 3) How effective has the strategies used by CEC and CCL been in mainstreaming gender equality?
- 4) Overall, do you think the project contributed to:
 - Enhanced technical and organizational capacity of the CEC and CCL?
 - Put in place processes and programmes to assist the regional and national organizations of employers and workers in building and maintaining institutional capacity?
 - Establishing mechanisms to facilitate the promotion of and participation in dialogue by CEC and CCL within the CARIFORUM-EC Consultative Committee
- 5) Briefly, what were the 3 strengths and 3 weaknesses of the project (internal factors)?

- 6) Briefly, what were the 3 contextual (external) factors that contributed and the 3 contextual factors that hindered the achievement of expected results?

Impact

- 1) What is the most significant contribution of the project to high-level long-lasting changes at national or regional level (i.e. at policy level, enabling environment, changes in norms of values within CEC and CLL, etc.)
- 2) Do you think the project achieved specific results leading to increased gender equality or to the empowerment of women?
- 3) Are CEC and CCL assessing the implications for women and men of any planned action, including advocacy for legislative reforms, policies or programs, in any area and at all levels.

Efficiency

- 1) Was the project implemented within the budget and within schedule? What were the reasons behind delays (if any), cost overruns (if any), low execution of funds (if any)? For ILO staff, CCL and CEC
- 2) Do you believe human and financial resources were allocated in a timely manner, to the most needed interventions? For ILO staff, CCL and CEC

Sustainability

- 1) In your opinion, what are the strengths the CEC and CCL have that will enable them to continue to play a role in the design, implementation and monitoring of the social aspects of the CARIFORUM-EU EPA five years from now? What circumstances can constrain them from playing that role?
- 2) Were any sustainability strategies or plans developed to ensure processes and results would be sustained beyond the lifetime of the project?
 - Does the CEC and the CCL have the human and financial capacity to sustain processes and results developed with the project's support?
 - What are the challenges related to building and maintaining capacity in CEC and CCL?
 - Is there any political willingness within CEC and CLL to pursue the efforts initiated under the project?
 - What are the alternative financial resources on which the CEC and CLL will rely upon to replace ILO's support?

Recommendations

- 1) Please identify three lessons learned and three recommendations that could be useful to inform the replication of similar projects in the future.

Appendix V Stakeholders Interviewed

NAME	POSITION	ORGANIZATION
Antigua and Barbuda		
Joyce Arlene Martin	Board Member, CEC/Exec Secretary	Antigua and Barbuda Employers' Federation
Barbados		
Luc Patzelt	Program Manager	Delegation of the European Union
Gillian Alleyne	General Secretary	Caribbean Congress of Labour/ Barbados Employers' Confederation
Ricardo Norville	Chief Research and Planning (Ag.)	Ministry of Labour, Security and Human Development
Tricia Browne		Ministry of Labour, Security and Human Development
Rosa-Mae Whittier	Free Movement and labour Officer	CARICOM officer
Christopher Harper	National Project (NPO)	Caribbean Congress of Labour
Anthony Walcott	Former Executive Director	Barbados Employers' Confederation
Kara Sealy		Barbados Employers' Confederation
Chavonne Cummins		Barbados Employers' Confederation
Brittany Brathwaite	Former National Project Officer	Caribbean Employers Confederation
Guyana		
Percival Marie	Director- General	CARIFORUM Directorate, CARICOM Secretariat
Alexis Downes-Amsterdam	Director, Regional EPA Implementation Unit	CARIFORUM Secretariat
Lincoln Lewis	General Secretary	Guyana Trades Union Congress
Samuel Goolsarran	Consultant Advisor/ Executive Director	Consultative Association of Guyanese Industries
Bal Persaud		Consultative Association of Guyanese Industries
Ramesh Persaud	CEO, IPED	Institute of Private Enterprise Development Limited
Aslim Singh	Assistant General Secretary and other representatives	Guyana Agricultural Workers' Union

NAME	POSITION	ORGANIZATION
Seepaul Narine	Guyana Agricultural Secretary	Guyana Agricultural Workers' Union
Haiti		
Ms. Beatrice Illias	Director	Association of Industries of Haiti
Mr. Jean Boland Golinsky Fatal	President	Confédération des Travailleurs et Travailleuse des secteurs public et privé
Jamaica		
Honourable Zavia Mayne	Minister of the State	Ministry of Labour and Social Security
Shahine Robinson	Minister of Labour and Social Security	Ministry of Labour and Social Security
Beatrice Rhoden	Adviser to the Minister	Ministry of Labour and Social Security
Ms. Gillian Corrodus	Director of Industrial Relations and Allied Services (Representing the Permanent Secretary)	Ministry of Labour and Social Security
Ms. Brenda Cuthbert	CEO	Jamaica Employers' Federation
Mr. O'Neill Grant	President	Jamaica Confederation of Trade Unions
St. Lucia		
Mr. Vern Gill	First Vice President	Caribbean Employers' Confederation
The Bahamas		
Edison Sumner	CEO	Bahamas Chamber of Commerce and Employers' Confederation
Jennifer Isaacs- Dotson	President	CCL; Union of Tertiary Educators of the Bahamas; National Congress of Trade Unions Bahamas
Trinidad and Tobago		
Mr. Wayne Chen	President	Caribbean Employers' Confederation
Ms. Claudia Coenjaerts	Director	ILO DWT - POS
Ms. Vanessa Phala	Employers' and Workers' Specialist	ILO DWT - POS
Ms. Vera Guseva	Employers' and Workers' Specialist	ILO DWT - POS
Ms. Anne Knowles	Former Employer's Specialist	ILO DWT - POS
Ms. Dagmar Walter	Former Deputy Director	ILO DWT - POS

NAME	POSITION	ORGANIZATION
Dr. Giovanni Di Cola	Former Director	ILO DWT - POS
Andre- Vincent Henry	External Collaborator President, Consultant development of Strategic Plan for CCL; Preperation of Research Paper and Training Course Developer	Cipriani College of Labour and Cooperative Studies
Gabrielle Johnson	Former National Project Officer	CEC
Linda Besson	Former Secretary/ Treasurer	Caribbean Employers' Confederation
Ruben McSween	Director	CEC
Michael Annisette	General Secretary	National Trade Union Centre of Trinidad and Tobago
Jefferson Jones	General Council Member	National Trade Union Centre of Trinidad and Tobago
Floyd James	Executive Member	National Trade Union Centre of Trinidad and Tobago
Shalene Suchit-Dwarika	Deputy Secretary General of Public Services Association of Trinidad and Tobago	National Trade Union Centre of Trinidad and Tobago
Joycelyn Francois	Former CEO	Employers' Consultative Association of Trinidad and Tobago (ECATT)
Ronald Ramlogan	Head of Research	ECATT
Ms. Fingal	CEO	ECATT

Appendix VI EPA Units at Country Level

EU-CARIFORUM EPA COUNTRIES	MINISTRY RESPONSIBLE FOR EPA IMPLEMENTATION
1. Antigua and Barbuda	Ministry of Trade
2. Bahamas	Ministry of Financial Services (Standards Bureau)
3. Barbados	Office of the Prime Minister
4. Belize	Directorate of Foreign Trade (Economic Development Council)
5. Dominica	Ministry of Trade
6. Dominican Republic	Secretaria de Industria y Comercio
7. Grenada	Ministry of Economic Development, Trade and Planning
8. Guyana	Ministry of Foreign Affairs
9. Haiti	n/a
10. Jamaica	Ministry of Foreign Affairs and Trade (Jamaica Trade Adjustment Team)
11. Saint Kitts and Nevis	Ministry of International Trade
12. Saint Lucia	Ministry of Foreign Affairs and Trades
13. Saint Vincent and the Grenadines	Ministry of Trade
14. Suriname	Ministry of Trade and Industry and Suriname Business Forum
15. Trinidad and Tobago	Ministry of Trade and Industry

Appendix VII ILO-EU Project Results by Outcomes

OUTCOMES	2015-16	2016-17	2017-18
1. CARICOM social and economic policies are influenced through CCL and CEC having a recognized status in COHSOD and COTED	<p>Build capacity of CEC and CCL to demonstrate representativeness and legitimacy</p> <p>CEC and CCL participate to MoL meeting in Bahamas</p> <p>National bipartite meetings in 14 of 15 CARIFORUM countries for NEO and NTU</p> <p>Regional bipartite meeting in Bahamas</p> <p>6 NEO joined the CEC including Haiti and Guyana and 5 Non-Metropolitan Territories</p> <p>Strategy for COHSOD and COTED</p> <p>Deputy program manager, free movement and labour, CARICOM presented in all bipartite meetings (national and regional)</p> <p>CEC and CCL granted membership in CARICOM Human Resource Development Commission: meeting to develop education and training curricula</p> <p>Participated to 5th meeting of the CARICOM Working Group on Labour</p> <p>Met DG of CARIFORUM and granted access to CARICOM meetings</p>	<p>Build capacity of CEC and CCL to demonstrate representativeness and legitimacy</p> <p>The six policy areas to be addressed are: Social Protection; Minimum Wage; Safety and Competition; Contract Labour in the context of Free Movement; Wage-led Growth and Development with a human face; and the Environment and its impact on economic sustainability</p> <p>Strategy for COHSOD and COTED</p> <p>In September 2016, CARICOM convened a Tripartite Consultation with the participation of CCL and CEC. This meeting was to consult on what form the Regional Social Dialogue Mechanism should take</p> <p>CCL and the CEC encouraged their affiliates to lobby their Ministers of Labour with regards to social dialogue mechanisms</p> <p>CEC and CCL were invited and attended the 32nd Meeting of the COHSOD (Education) 30-31 March 2017, Guyana (Education and Human Resource Development (HRD) 2030 Strategy)</p> <p>Contact with CARICOM Secretariat was established early on in the project through Dr. Olivia Smith who was responsible for the</p>	<p>Build capacity of CEC and CCL to demonstrate representativeness and legitimacy</p> <p>With technical guidance from the ILO, the CEC and CCL were able to provide 4 positions papers and three (3) articles as follows:</p> <ul style="list-style-type: none"> Position Papers: <ul style="list-style-type: none"> (i) Social Protection for all; (ii) Minimum wage setting to advance decent work and improving living standards; (iii) Protecting people and employment: A path to sustainable development and (iv) Maintaining a fair playing field while respecting OSH standards and increasing competitiveness. Joint Articles: <ul style="list-style-type: none"> (i) The Future of Work; (ii) Harmonisation of Labour; and (iii) Free Movement of Labour. <p>Strategy for COHSOD and COTED</p> <p>Communications were sent to CARICOM Secretariat on the importance of CEC and CCL representation on COHSOD between 2016 and 2017</p> <p>During the 10th ILO Meeting of Caribbean Ministers of Labour held in February 2017, the</p>

OUTCOMES	2015-16	2016-17	2017-18
		<p>Labour Desk in the CSME Unit. Dr. Smith from Labour Desk at CARICOM left</p> <p>Development of advocacy campaign suspended</p>	<p>CEC and CCL convened an informal meeting with the Ministers of Labour and CARICOM Secretariat to discuss the recommendation, no firm resolution on this matter was achieved</p> <p>The CEC and CCL have been invited to the CARICOM Council for Human and Social Development to be held in May 2018</p> <p>Recognition is yet to be achieved in relation to COTED</p>
2.Legislative models are in place to enable harmonization	<p>MoU signed between CEC and CCL on way forward</p> <p>Matrix for legislative analysis</p>	<p>Activities implemented as agreed in MoU</p> <p>Uncertainty about whether to adopt a model-law approach to harmonization or a principle based approach or both (appendix C)</p> <p>Review of the law and practice of CARIFORUM countries with respect to the implementation of the eight ILO Fundamental Conventions</p> <p>Legislative gap analyses for 13 countries will be completed by March 2017 using consultants (except Haiti)</p> <p>Preliminary findings to inform lobbying strategy developed</p>	<p>Not much progress has been achieved in this area as a result of the outcome of the 10th ILO Meeting of Caribbean Ministers of Labour meeting held in February 2017 (model-law vs principle based approach)</p> <p>Second Bi-partite Regional Meeting (sept 2017): Letters were prepared and sent to CARICOM Secretary General, CARICOM Heads of States, Heads of Social Security Institutions calling for:</p> <ul style="list-style-type: none"> • Implementation of the resolutions of the Conference of Heads of Government, the Council for Trade and Economic Development and the Council for Human and Social Development regarding contingent rights • Implementation of the Resolution concerning fair and effective labour migration governance • Implementation of the Resolutions on fundamental principles and rights at work.

OUTCOMES	2015-16	2016-17	2017-18
			<ul style="list-style-type: none"> • Ratification of Conventions 118 (Equality of Treatment (Social Protection) and 157 (Maintenance of Social Security Rights). <p>Review of the law and practice of 13 CARICOM countries with respect to the implementation of the eight ILO Fundamental Conventions has been undertaken and completed to serve as a basis for the lobbying strategy</p> <p>The analyses found several issues common among the countries analysed in terms of: (1) freedom of association and collective bargaining; (2) forced or compulsory labour; (3) child labour; and (4) discrimination in respect of employment and occupation</p> <p>No gap analysis for Dominican Republic and Haiti</p>
3.Alignment of education outcomes with the needs of the labour market	<p>During Bipartite Meetings, participants worked in their constituent group to identify education priorities</p> <p>Regional CEC survey on mismatch between labour market and skills of job applicants. Will serve as input to regional TVET meeting.</p>	<p>Report of the survey conducted on skills gaps was finalized and is uploaded on the CEC website</p> <p>Strategy for formalizing the participation of employers and workers in decision-making processes related to curriculum development and education financing being prepared</p> <p>CEC and CCL participated in the COHSOD Meeting to be held 30-31 March 2017 where the Regional Human Resource and Education Strategy 2030 was discussed</p>	<p>Based on the data collected from the survey conducted on skills gap in 2016, the CEC and CCL with technical input from the ILO developed a joint policy position regarding alignment of education outcomes with the needs of the labour market</p> <p>Provided comments to CARICOM Regional Education and Human Resource Development Strategy in 2017</p> <p>Not much has been achieved regarding its adoption at national level</p>

OUTCOMES	2015-16	2016-17	2017-18
4. Employers' organizations and trade unions play their role in the implementation, governance, and monitoring the effects of the EPA	<p>Survey conducted during regional bipartite meeting on EPA monitoring mechanisms and inclusion of social partners inputs</p> <p>Brussels Study Tour to see how they use constituents inputs in policy development</p> <p>Knowledge generated about social dialogue mechanisms in EU</p>	<p>Legislative gap analysis</p> <p>Realization MoL are not responsible for the implementation of the EPA</p> <p>The Caribbean Congress of Labour participated in the following meetings related to CARIFORUM and its institutions:</p> <ul style="list-style-type: none"> CARIFORUM –EU Workshop on Intellectual Property (IP) Tools, Networks and Cooperation Opportunities (26 September 2016, Barbados) Second Meeting of the CARIFORUM-EU Consultative Committee (18-19 April 2016, Belgium) - Mr Vern Gill, CEC Vice President also attended this meeting. Second Preparatory Meeting of CARIFORUM Consultative Committee of the Economic Partnership Agreement (16-17 February 2016, Barbados) No affiliate of the CEC or the CCL has reported attending any national forums related to the EPA or its Social Aspects Chapter. <p>CEC and CCL could not be involved in discussions on trade negotiations and trade agreements happening in the Office of Trade Negotiations (CARICOM)</p>	<p>As previously reported, not much progress has been made on these items. In addition, the line Ministries responsible for EPA implementation are not ministries responsible for labour. For National Employers' Organizations and the Trade Unions to be included in oversight processes, this requires recognition by the Ministries responsible as well as it demands the social partners developing and fostering new contacts and working relations</p> <p>The level of knowledge of the EPA is very low and that the EPA has not been communicated in an effective manner to stakeholders directly impacted which suggest that the benefits of the EPA may not be fully realised</p> <p>Inputs received during the national social dialogue workshops convened in 14 CARIFORUM countries between June 2017 and March 2018 where there was little awareness about the Social Aspect Chapter of the EPA amongst employers</p> <p>The Caribbean Congress of Labour participated in the following meetings related to CARIFORUM and its institutions:</p> <ul style="list-style-type: none"> CARIFORUM –EU Workshop on Intellectual Property (IP) Tools, Networks and Cooperation Opportunities (26 September 2016, Barbados)

OUTCOMES	2015-16	2016-17	2017-18
			<ul style="list-style-type: none"> • Second Meeting of the CARIFORUM-EU Consultative Committee (18-19 April 2016, Belgium) - Mr Vern Gill, CEC Vice President also attended this meeting. • Second Preparatory Meeting of CARIFORUM Consultative Committee of the Economic Partnership Agreement (16-17 February 2016, Barbados) • CARIFORUM Consultative Committee of the Economic Partnership Agreement (11- 12 April 2017, Trinidad and Tobago) • CARIFORUM Consultative Committee of the Economic Partnership Agreement (6-7 November 2017, Trinidad and Tobago) • O CARIFORUM Consultative Committee of the Economic Partnership Agreement (19 February 2018, Barbados)
5.Reinforcing the institutional capacity of CCL and its constituents	<p>Constitutional Review Committee established to review CCL Constitution (to be presented in triennial congress)</p> <p>Contact with 4 trade unions in Haiti</p> <p>No contact/bipartite meeting in/with Dominican Republic</p> <p>NOT DONE: formulate and implement strategic plan for financial sustainability</p>	<p>Consolidation process at national level will not happen as members are not interested</p> <p>Constitutional Review Committee met, led by CCL General Secretary Chester Humphrey</p> <p>The revised CCL constitution was submitted to the Congress and approved</p> <p>A new leadership team was elected for a three-year term</p> <p>CCL expects to continue receiving new applications for membership given the increased visibility through CARICOM and the project</p>	<p>Attempts to attract members from Haiti and The Dominican Republic, which constitute the two CARIFORUM countries that the CCL does not currently have affiliates in</p> <p>The constitution has been translated to French and Spanish</p> <p>CCL facilitated further training for its Executives who were trained by the Barbados Institute of Management and Productivity (BIMAP) with the aim of forming a strategic alliance with regard to utilizing its broad penetration across the region as a tool for data gathering through research</p>

OUTCOMES	2015-16	2016-17	2017-18
		A financial sustainability plan, five-year Strategic Plan, which included a Communication Strategy was developed (not approved?).	CCL conducted missions to Haiti and the Dominican Republic in December 2017. Additionally, the CCL President Jennifer Isaacs-Dotson and the NPO conducted a second mission to Haiti to participate in joint a Social Dialogue workshop in February 2018 CCL representatives undertook a mission to DR
6.Scaled-up research and education capacity to reinforce the analytical capabilities of CCL	Not started	<p>CCL asked the Cipriani College of Labour and Cooperative Studies (CCLCS, Trinidad) and the Hugh Lawson Shearer Trade Union Education (HLSTUEI, Jamaica) to provide proposals for a research methodology course</p> <p>HLSTUEI proposal was retained for training, conducted in Jamaica (April 2017): 28 participants from 12 countries</p> <p>CCL has agreed with its affiliates that participants successfully completing the course will be providing research services to their own national union</p> <p>Awaiting proposal from Cipriani College on how the College can support the CCL research agenda and capacity</p> <p>Advocate for the implementation and strengthening of labour market information systems:</p> <p>no consistent advocacy but COHSOD used to raise the question to MoL</p>	<p>Participants to HLSTUEI training were encouraged to return and conduct research in their respective countries on issues relating to the labour movement</p> <p>detailed research paper prepared by the St Lucia Waterfront and General Workers Trade Union and St. Lucia Civil Service Association</p> <p>CCL leaders lobbied for the implementation of a Labour Market Information System</p> <p>In April 2018, the CCLCS conducted train the trainer workshops based on the four modules for seventeen (17) trade union members from ten (10) of the fifteen (15) CARIFORUM Countries. Topic included:</p> <ul style="list-style-type: none"> • Rights of Workers • Shop Steward Training • Co-operative Solutions • Occupational Safety and Health <p>Members of the CCL executive team participated in training by the Barbados Institute of Management and Productivity</p>

OUTCOMES	2015-16	2016-17	2017-18
		RFP for training modules on DW, Social aspects of EPA, OSH unsuccessful	The CCL developed a database which covers the following: a repository of labour judgements, occupational safety and health statistics and social protection benefits
7. Effective internal trade union communication, media outreach and public information	<p>Call for the creation of Focal Group on Communication</p> <p>CCL website reactivated, and Facebook page created;</p> <p>One press release on project activities</p>	<p>Internal and external Communication Strategy was developed for the CCL at the March 2016 Strategic planning meeting</p> <p>“CCL Today” was launched, featuring articles from ten (10) contributors on trade union movement and featured articles on young people and trade unions, why trade unions and education, and the qualities of a 21st century trade unionist</p> <p>tender for a campaign on DW, HIV, OSH, trade and integration unsuccessful</p> <p>4 press releases (appendix E)</p>	<p>The CCL Website has been reactivated and a Facebook page has been created to enhance the visibility of CCL and the activities executed under this EU-funded project</p> <p>Design and development of seven (7) websites for eight (8) affiliates of the CCL completed</p> <p>Four (4) CCL publications ‘CCL Today’ were issued during the duration of the project</p> <ul style="list-style-type: none"> • Trade Unions in Evolution • Challenges to the Trade Union Movement • The Role of Trade Unions in Building Strong Economies • Maintaining a Healthy Workforce <p>The CCL launched an information campaign around the theme “A just Deal, A Better Life” in August 2017</p> <p>The campaign messages are displayed on posters, expressed in thirty (30) second radio clips and video messages with partners across the region and several industries. Translated in French and Dutch</p>
8. Involvement of CEC in relevant forums throughout the region as the umbrella	<p>Newsletter produced on policy positions and concerns</p> <p>Interactive website created with private chatroom and SurveyMonkey to consult members (skills needs)</p>	<p>During the reporting period two newsletters were published</p> <p>CEC’s membership grew by one member in October 2016, with the joining of the St. Maarten Hospitality and Tourism Association</p>	<p>Four (4) CEC publications ‘Caribbean Employer’ were issued during the duration of the project which e-copies were distributed to about 972 organisations and agencies, all national employers’ organisations and is</p>

OUTCOMES	2015-16	2016-17	2017-18
organization to represent and promote employers' interests	<p>Facebook and twitter established</p> <p>CEC logo redeveloped</p> <p>Plan to conduct media briefings</p>	<p>The CEC now represents 19 member organizations</p> <p>since the start of this project, the CEC gained a total of 6 new members</p> <p>The project has indeed enhanced the visibility and relevance of the CEC</p> <p>Website now includes a membership discussion blog</p> <p>The CEC has a very active Facebook page, which is updated weekly with press releases, news and photos of regional and NEO activities</p> <p>CEC utilized the media relations established by the NEOs in their respective countries to disseminate information on the project activities</p>	<p>available on the CEC website and viewed by over twelve-hundred persons</p> <p>Four (4) issues were published as follows:</p> <ul style="list-style-type: none"> • The first edition was published in March 2016. The March issue celebrated CEC's 55th anniversary and included a feature address by the President of the CEC highlighting CEC's achievements over the past 55 years • The second edition was published in September 2016. • The third edition was published in June 2017 • The fourth and final issue was published in March 2018 <p>The CEC now represents 19 member organizations</p> <p>The Survey Monkey function has been used for all the surveys conducted during the project, including (i) a survey on meeting skills needs in the workplace under Outcome 3 and (ii) the social dialogue "Knowledge-Attitude" practices survey as part of Outcome 9.</p> <p>The first survey received 485 responses and the second 424 responses across 14 CARIFORUM countries</p>
9.CEC through national employers' organizations supports social dialogue to	<p>Agree to establish formal Bipartite Forum at national level on social dialogue</p>	<p>Survey on knowledge-attitude-practice of social dialogue with technical assistance from ILO (424 responses across 14 CARIFORUM countries)</p>	<p>Survey on knowledge-attitude-practice of social dialogue with technical assistance from ILO (424 responses across 14 CARIFORUM countries)</p>

OUTCOMES	2015-16	2016-17	2017-18
implement the Social Aspects Chapter of the EPA			Between June 2017 and March 2018, the CEC organized 13 national training workshops on social dialogue to raise awareness of the relevance of formalized dialogue to promote employers' interests and concerns on national and regional social and economic policies
10.CEC's research/analytical capacity strengthened for the development of policy positions in support of an enabling environment for sustainable enterprises	<p>Survey of all member to ascertain research capabilities and provide a menu of services:</p> <ul style="list-style-type: none"> • Half provide advocacy services • In most there is inadequate research capability 	<p>Identification of research facilities and their dissemination to national employers' organizations was completed</p> <p>Regional workshop on "Strengthening Employers' Organizations Understanding and Application of Research Methodology" was conducted in September 2016 in Saint Lucia: attended by 22 research officers from 13 NEO (excluding Haiti and Dom Rep)</p> <p>Survey methods and retrieval and use of data including the processes and methods involved in research; the necessary advocacy and lobbying tools and strategies, preparation for NEOs to conduct research of the highest level and advise NEOs on the use of secondary international and/or regional sources for research such as Ease of Doing Business Report. The ILO Employers' Specialist also presented on how EO can develop and implement lobbying and advocacy strategies.</p> <p>All participating NEOs have submitted their research proposals and two submitted their lobbying and advocacy strategy</p> <p>At the CEC regional meeting members presented actions taken to implement work</p>	No additional progress noted

OUTCOMES	2015-16	2016-17	2017-18
		<p>identified in the research reports and advocacy strategies:</p> <ol style="list-style-type: none"> 1. Grenada Employers Federation has partnered with KPMG and the ILO to develop a compensation survey which would assist employers in making informed decisions on employee compensation including salary and benefits; 2. Saint Lucia Employers Federation has collaborated with the National Productivity and Competitiveness Council to develop a salary survey; 3. Dominica Employers Federation indicated that as a direct result of participating in the workshop they restarted a research project entitled "Early Digest"; and the 4. Barbados Employers' Confederation is reviewing their branding strategy using advocacy and lobbying skills acquired at the workshop. 	
11.CEC's coordination capacity for determining policy positions and concerns is reinforced	<p>Survey conducted to ascertain constituent's policy priority areas (appendix N):</p> <ul style="list-style-type: none"> • Impact of climate change • Improve productivity 	<p>First meeting completed in the first year.</p> <p>The Second meeting was held 10-11 April 2017 in Trinidad and Tobago attended by CEOs and members of the Board from 15 of the 15 CARIFORUM members</p> <p>First policy position on productivity improvements drafted and adopted (April 2017)</p> <p>Second policy position on business continuity and disaster preparedness will be drafted</p>	<p>Insufficient time to draft the second policy position (business continuity)</p>

OUTCOMES	2015-16	2016-17	2017-18
12. CEC's coordination capacity for identification of training needs and delivery is enhanced	<p>Regional bipartite meeting: workshop to identify training needs</p>	<p>Two topics were identified for the first series of training workshops/modules to be undertaken in each member country:</p> <ul style="list-style-type: none"> • Business Continuity Planning / Disaster Preparedness • Practical Productivity Improvements for SMEs <p>The third training area on the enabling environment for sustainable enterprises (EESE) was identified at the regional meeting</p> <p>National Productivity Improvement Training Workshops were conducted in 14 CARIFORUM countries with the following modules:</p> <ol style="list-style-type: none"> 1. Productivity and competitiveness indicators, measurement, data requirements and data availability; 2. Measures to improve productivity at organizational levels inclusive of social dialogue; 3. Country situation in relation to productivity and competitiveness; 4. Key issues and causes of low productivity and the sectors mostly affected by low productivity; 5. Introduction to ILO Productivity Tools i.e. SYMAPRO, SCORE and WISE and; 6. National strategies to address productivity. <p>The Barbados Productivity Council and the Jamaica Productivity Centre were requested to facilitate modules 1, 2 and 4 above</p>	<p>The third training area on the enabling environment for sustainable enterprises (EESE) was not implemented</p> <p>A productivity magazine consolidating key issues discussed at the workshops and strategies proposed was developed and disseminated in March 2018</p> <p>The Bahamas Chamber of Commerce and Employers' Confederation continued to lobby the government to establish a Productivity Council. In 2017 the ILO was requested by the government to assist in this regard</p> <p>The Bahamas Chamber of Commerce facilitated the following interventions to support productivity improvements:</p> <ul style="list-style-type: none"> • Public-Private partnerships particularly in the education sector and preparing persons for the world of work as a means of improving productivity • Improved wage scales • Review of the national age for retirement to coincide with person's ability to work and contribute beyond the current age of retirement • Education on the National Development Plan and making it applicable to everyday life and productivity <p>The Employers Consultative Association of Trinidad and Tobago benefitted from the Productivity workshops and relayed the same</p>

OUTCOMES	2015-16	2016-17	2017-18
		<p>A total of 390 participants attended the workshops exceeding the target of 350 based on 25 participants per workshop</p> <p>Nine Ministers attended and presented opening addresses</p>	<p>through the initiatives which is subsequently actioned:</p> <ul style="list-style-type: none"> • Assist employers in preparing productivity plans for their organisations • Assist organizations in the recruitment process to maximize the chances of obtaining the right skills and fit • Through its subsidiary, the ECATT, provided training workshops such as Supervisory Management, Industrial Relations, Policy development and leave management • A workshop targeted for enterprises on how to measure absenteeism • A pilot project on productivity improvements using a small business company in Trinidad and Tobago; and • More in-depth assistance in helping the ECA to help organizations to develop their productivity plans.

Appendix VIII Country – Barbados

Country Report for: **Barbados**

Final Evaluation: Support to facilitate participation of CARIFORUM Civil Society in the Regional Development and Integration Process

<i>Evaluator</i>	June Alleyne	<i>Date of field visit</i>	May 7 – 11, 2018
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Methodological considerations

The methodological framework adopted for this evaluation is based on the ILO Evaluation Policy, as such the evaluation seeks to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and examines the effectiveness, efficiency and sustainability of project outcomes. The evaluation is consistent with the evaluation rules and standards of the United Nations System, and the Evaluation Quality Standards established in the DAC/OECD.

The procedural steps adopted are summarized in the figure below.



After a rapid review of the project document and an initial virtual meeting with the Team Leader a suggested list of interview persons or groups was prepared based on the project Logical Framework and a review of Chapter 5 of the CARIFORUM-EU EPA. Field work was conducted during the period May 7 – 11, 2018 and comprised predominantly individual interviews and group interviews where the identified interviewee opted to include additional project beneficiaries who were able to supplement the information provided by the main interviewee. On average interviews lasted one and a half to two hours. Interviewees included: the National Project Officer (NPO) for the Caribbean Congress of Labour; the NPO for CEC for January to April 2018; a member of the CCL Executive; the EU Project Manager; three officials of the Barbados Employers' Confederation; an officer from the CARICOM Single Market and Economy Unit; two officials from the Ministry of Labour; and two members of ILO staff who previously served in the ILO Office in Port of Spain either during project design or the early days of implementation.

Subsequent to the field interviews, a comprehensive review of the project reports and other documentation provided by ILO was undertaken in addition to a review of the various documents referenced by the interviewees.

Limitations and challenges

330. The officials from the Ministry of Labour had not been involved in the design nor in the implementation of the project.

331. The interviewees were unable to identify any specific actions to integrate gender into the project.

National Labour Market and Economic, Social and Political Context

Multiple economic shocks impacted the Barbados economy over the last decade. According to the International Monetary Fund (IMF) Report for 2016, *“Barbados was hit by several shocks during and in the aftermath of the global financial crisis.”* These were identified as the downturn in tourism arrivals, the shock to the international banking and financial services sector followed by legislative and regulatory changes abroad that especially affected the Barbados financial services sector, a decline in the construction sector which was an important contributor to GDP and employment in the years leading up to the crisis, and finally the collapse of the financial conglomerate CL Financial and its Barbados based subsidiaries.

The measures introduced by the Government of Barbados did not stabilise the economy as they hoped, and the economic performance remains weak. This weak performance first negatively impacted private sector employment, then, in 2014, the government laid off approximately three thousand people. The combined result of the private and public-sector layoffs/redundancies was an increase in the unemployment rate from 8.1% in 2008 to 12.3% in 2014.

Years	2008	2009	2010	2011	2012	2013	2014
Unemployment %	8.1	10.0	10.3	11.25	11.5	11.6	12.3

Source: Central Bank of Barbados

During the project implementation period both employers and trade union associations were therefore preoccupied with lay-offs, severances and wage freezes.

National Social Dialogue Mechanisms

National Mechanism

Historically, the solid socio-economic performance of Barbados “has been due to a sound post-emancipation educational system, a stable political system, an effective trade union movement, positive benefits from the colonial administration, a dynamic private sector and an effective NGO movement” (Springer, 2010). In response to the economic crisis of the early 1990s, the Government of Barbados (GoB) established the tri-partite social partnership, comprised of government, trade unions and the private sector to facilitate consultation and negotiation, to address the economic crisis, avoid currency devaluation and to implement the International Monetary Fund structural adjustment programme.

The Congress of Trade Unions and Staff Associations of Barbados (CTUSAB) built support for the Social Partnership through extensive consultation and sensitisation, holding meetings with private sector and church leaders and opposition parties. The Barbados Association of Retired Persons also played a key role in mediating discussions relying on the vast experience of its membership. The agreements and strategies agreed to are set out in a protocol for a specific period. The Social Dialogue monitors events and trends in five key areas – globalisation, employment, industrial relations, the local economy and social dialogue (Springer, 2010). Some key issues considered under globalisation relate to regional integration and more specifically the Caribbean Community Single Market and Economy.

It is widely believed that the Social Partnership contributed significantly to the economic recovery of Barbados in the 1990s and its sustainable development since. (Springer, 2010). Moreover, the International Labour Organisation (ILO) has identified the Barbadian Social Partnership model as an international best practice. The Social Partnership also referred to as

the social compact has been the mechanism used to facilitate national policy development and implementation of national development plans.

The Barbados Employers Confederation (BEC) was established in 1956 as the “trade union” of the private sector to represent the private sector in matters relating to industrial relations, Occupational Health and Safety and human resource management and development. BEC has a membership of over 210 members ranging from micro enterprises to large multi-national companies. Though a membership-based organization, BEC offers its services to the entire private sector and country and is registered to deliver Caribbean Vocational Qualifications training. Through the BEC, employers are represented on several state boards including, the National Insurance Board, the National HIV/AIDS Commission, the Technical Vocational Education and Training Council, and the National Advisory Committee on Occupational Health and Safety. The EC enjoys a strong relationship with the ILO and has worked with the ILO to promote social dialogue nationally and regionally. The excellent relationship which BEC enjoys with CEC and the ILO and its alliance with the Barbados Productivity Council (BPC) resulted in Barbados being used as the pilot for the productivity workshop. Additionally, the BPC assisted in the facilitated specific modules of the national productivity workshops.

The Barbados Workers Union (BWU) is the Barbados national Trade union federation affiliated with CCL. BWU was established in 1941 and currently has approximately 25,000 members drawn from several sectors - Agriculture, Tourism and Restaurant Services, Transport (Road, Sea and Air), Government and Statutory Boards, Banking and Insurance, Manufacturing and Industry, Construction, Commerce and General Services. Some of the key benefits which the BWU has been able to obtain for workers include, paid vacation, maternity leave, severance pay, wage protection, unemployment insurance and national insurance and social security. BWU is a member of CTUSAB and its training facilities was the site for some of the workshops conducted in Barbados. CTUSAB established in 1995 is comprised of thirteen organisations. CTUSAB is an umbrella organization which seeks to influence policy that impacts workers and the wider population through participation in policy dialogue and decision making.

Interventions of ILO in the context of the project (2015-2018)

Barbados was a major hub for activity under the ILO project and the National Project Officer (NPO) for the Caribbean Congress of labour Component of the project was located in Barbados. Additionally, the short-term NPO for the CEC project who replaced the original NPO for the Caribbean Employers Confederation component was also stationed in Barbados.

The following table summarises the various events convened in Barbados:

Year	Event	Target Group	Event Objective and Workshop Modules
2015	Appointment of CCL NPO	CCL	
2015 (June 24 – 26)	Regional Forum	Presidents and CEOs of NEOs	Raise awareness about the Project and its objectives
2015 Sep 21	National Bi-partite Meeting	11 employers' representatives and 12 trade union representatives	<ul style="list-style-type: none"> • Raise awareness about the Project and its objectives; • Nurture strong working relationship between the constituents of the CCL and the CEC;

			<ul style="list-style-type: none"> • Facilitate the social dialogue necessary to gain inputs into national policy and discern the critical labour policy concerns and issues; and • Initiate action in the areas of social dialogue, TVET policy and research.
2017 Jan 13	National Productivity Workshop (Workshop Modules 1,2 and 4 were facilitated by the Barbados Productivity Council)		<ul style="list-style-type: none"> • Productivity and competitiveness indicators, measurement, data requirements and data availability; • Measures to improve productivity at organizational levels inclusive of social dialogue • Country situation in relation to productivity and competitiveness; • Key issues and causes of low productivity and sectors mostly affected by low productivity • Introduction to ILO Productivity Tools i.e. SYMAPRO, SCORE and WISE and; • National strategies to improve productivity
2016 Mar 14-17	CCL Strategic Planning workshop	CCL Executive	To develop a strategic plan, sustainability and communication strategy for the Caribbean Congress of Labour (CCL)
2016 October	Review of CCL's Constitution	CCL Executive	October 24-26, 2016, the CCL held its 19th Triennial Congress of Delegates in Antigua. A significant portion of the meeting was dedicated to the debate and amendment to the text of the Constitution.
2018 January	Training for CCL Executives	CCL Executive	Training was provided in the areas of management of trade unions during the recession, sustainability for the regional trade union movement and dispute resolution alternatives for trade unions

Main findings (4-5 pages using vignettes method, including strengths and weaknesses)**Relevance**

By 2015 the economy of Barbados had been battered by a variety of economic shocks and the unemployment rate had increased significantly. The project offered an opportunity to improve the tense relationship between employers and trade unions, enhance competitiveness through improvements in productivity and invigorate the Social Partnership/Social Compact which had brought together government, private sector and trade unions to respond socio-economic problems in the early 1990s. Government's effort to resuscitate the economy had not been successful and there was national and regional interest in including the voice of employers and labour in national and regional development dialogue and policy formulation. Additionally, CCL constituents were interested in expanding and enhancing their participation in social dialogue and in national development decision making.

The relevance of the project was again highlighted in the discussions and conclusions of the Barbados Bipartite meeting held in September 2015. The report of the meeting documented the status of and concerns of participants relating to TVET as follows:

- 332. Existing TVET structures were as a result of social dialogue;
- 333. Research and planning were critical to enhancing current TVET structures and the quality of worker produced;
- 334. TVET institutions needed to build the entrepreneurial capacity of young people and;
- 335. More information was needed on labour market demands and supply of the skills, qualifications and expectations so that the gaps could be adequately addressed.

Notwithstanding, the report on the meeting did not mention the regional Labour Market Information System project which was benefitting the Ministry of Labour in Barbados and the regular bi-annual labour market demand surveys undertaken by the ministry. It was clear from the meeting report that the Minister was aware and delivered an opening address at the bipartite meeting, however there were no technocrats present at the various meetings.

With regard to implementation of the protocols of the CSME, the project was very relevant and continued to lay the groundwork to facilitate the free movement of labour in CARICOM and the implementation of CSME.

Design

CEC and some of its affiliates including the Barbados Employers Confederation who were part of the CEC Executive, CCL Executive and ILO were involved in the design of the project, with the ILO taking responsibility for finalizing the project proposal. The Barbados Ministry of Labour was not involved in project design and implementation. Concern was expressed that some other key stakeholders were also not involved in the final design of the project and this impacted the project's ability to achieve the planned outcomes. A common view was that more follow up activities should have been included to convert the project outputs into the planned outcomes.

It appeared that the project design assumed that Executive of CCL would be more integrally involved in project implementation and management and this did not materialise.

The landscape for Technical and Vocational Education and Training (TVET) in Barbados during project design and implementation comprised the TVET Council Barbados, the Samuel Jackman Prescod Institute of Technology, the Barbados Vocational Training Board, the Ministry of Labour, Social Security and Human Resource Development and the Ministry of Education, Science, Technology and Innovation. None of these stakeholders were engaged in any aspect of the design of the project.

With regard to the new knowledge and skills provided to participants being translated into capacity in the unions and employers' organisations, participants from national affiliates were expected to go back and conduct training and share what they had learned, but no mechanism for follow up to ensure that institutional capacity was built was included in the project and in fact a few instances where those receiving training left their organisations shortly after receiving the training were highlighted. Moreover, additional preparatory work prior to the study tour and after the tour could have enhanced the benefits derived from the tour and the adoption of some of the strategies and systems observed.

Generally, the project utilised live interaction and all training was conducted face to face. The potential of using ICT for online meetings and in the conduct of training activities was not explored.

Effectiveness (including gender equality)

Project stakeholders interviewed agreed that the project built and then deepened relationships between the regional employers' and labour unions which was also replicated at the national level. It was felt that the design of the project forced CEC and CCL to communicate, this was consolidated by the conduct of joint activities which built up trust and created a strong relationship between the parties. It should also be noted that CEC and CCL issued a joint statement on the occasion of Labour Day 2018.

Interviewees were not able to describe any specific actions taken to promote gender equality but noted that the sex of the participants in the various meetings and workshops were recorded and included in the reports on those activities. ILO also facilitated the participation of representatives of CEC in a Women in Business Forum in Peru.

A common feeling was that additional actions were needed to convert outputs into outcomes, a skill audit was completed but it is unclear how results were used. In instances where the organisers were able to tap into other local resources such as the Barbados National Productivity Council so that a more long- term relationship could be established to provide post workshop support so that the personal capacity created through training were translated into improvements in the actual businesses.

OUTCOME: CARICOM social and economic policies are influenced through CCL and CEC having a recognized status in COHSOD and COTED

336. Representatives from CEC and CCL have participated in at least two meetings of COHSOD and was able to influence the content of the recently developed Human Resource Development policy.

337. CEC and CCL can now attend COHSOD meetings by right instead of through ad hoc invitations.

OUTCOME: Legislative Models are in place to enable harmonisation

338. Assessment has been completed, dialogue started with Ministers of Labour. The 2017 assessment of 13 CARICOM member States (Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago) also looked at the extent to which CARICOM member states were utilizing model legislation, the assessment found that countries were more likely to utilize "Model Laws on technical/scientific matters (registration and recognition of trade unions and employers' organizations, OSH) tended to be used more widely than principle-related matters (equality, termination)". (International Labour Organisation Decent Work Team and Office for the Caribbean, 2017).

OUTCOME: Alignment of education outcomes with the needs of the labour market

CEC distributed the Survey and forwarded completed questionnaires to ILO for processing and analysis. The findings were shared with employers, but data had not been shared with educators by the end of project implementation. Based on the data compiled from the survey a joint policy position regarding alignment of education outcomes with the needs of the labour market was prepared by CCL and CEC with technical assistance from the ILO. The policy position set out how CEC and CCL would like to be involved in enhancing the alignment of education and training programmes with labour market demands through : (i) tripartite skills advisory committees; (ii) education and training linkages with the private sector and (iii) sustainable financing. (ILO Decent Work Team, 2018). The policy position was adopted at the September 2017 Bipartite Meeting. The policy position was further shared with the membership of the national employers' associations during the final stages of the project. (ILO Decent Work Team, 2018)

OUTCOME: Employers' organizations and trade unions play their role in the implementation, governance, and monitoring the effects of the EPA

339. Interviewees were unable to articulate the status of participation in EPA implementation as country response to inquiries about EPA implementation and arrangements for monitoring implementation was limited.

340. A representative of CEC has been able to participate on the CARICOM-EU EPA Consultative Committee, however, no process is in place for the representative to provide input into the meeting agenda as one interviewee commented there is "No clear system for active participation."

OUTCOME: Involvement of CEC in relevant forums throughout the region as the umbrella organization to represent and promote employers' interests

341. Joint workshops were conducted in 14 countries on participation in social dialogue, there is no measurable outcome as yet.

342. A CEC representative participated in the CARIFORUM-EU EPA Consultative Committee.

OUTCOME: CEC through national employers' organizations supports social dialogue to implement the Social Aspects Chapter of the EPA

343. The National workshop on social dialogue exposed participants to the social dialogue process and the element of the social aspects of the EPA, however, interviewees were not aware that an arrangement was in place or how the social aspects would be implemented.

CEC conducted a Social Dialogue Survey on the knowledge, attitude and practice of employers on social dialogue. The survey found that Barbados, often used as a 'best practice case for Social Dialogue' and with the longest-standing active Social Dialogue mechanism throughout the region, surprisingly revealed a high degree of dissatisfaction with national level Social Dialogue. The survey confirmed the concerns voiced by participants during the September 2015 National Bi-partite meeting and their agreement to the following follow-up actions:

- Preparation and delivery of a letter to the Prime Minister, copied to the Minister of Labour, asking that a more systematic, formalized system of social dialogue under the Social Depending on whether a meeting of the Social Partnership is held in October, a joint
- A Partnership process should be established with set meetings, and timely agendas to enable input from constituents and their members, as well as a properly resourced and functional secretariat. The feedback provided at the meeting confirmed the survey results where over 50 % of responses "disagreed" when asked whether national tripartite level discussions were useful to the country. The survey results and the workshop revealed very pessimistic views regarding social dialogue at all levels.

OUTCOME: CEC's research/analytical capacity strengthened for the development of policy positions in support of an enabling environment for sustainable enterprises

344. Research capacity has been enhanced for both the CEC and NEOs enabling NEOs to provide value added service.

OUTCOME: CEC's coordination capacity for determining policy positions and concerns is reinforced

345. As NEO capacity was built it facilitated CEC's execution of activities relating to compilation of information on concerns of members.

346. Representativeness was enshrined at all levels allowing information to feed up from constituents of NEOs through the NEOs to CEC.

347. Policy makers have begun to demonstrate greater regard for input of business community.

OUTCOME: Reinforcing the Institutional Capacity of CCL and its constituents

348. The CCL developed a database which covers the following: a repository of labour judgements, occupational safety and health statistics and social protection benefits.

349. A trade union module for union statistics was updated and installed with national trade unions so that they can produce membership statistics and provide services to cater to the union demographics.

350. Capacity to respond to the needs of its constituents was created and existed during implementation of the project. The Secretariat was closed when the project terminated at the end of April. "CCL is worse off than it was before the start of the project with no office and no staff" opined one interviewee.

351. A sustainability plan was developed but implementation has not been initiated.

352. A strategic plan was developed and adopted but is not being implemented with the exception of, missions to Haiti and the Dominican Republic to encourage them to become members of CCL.

353. Offer by Cipriani College of Labour and Cooperative Studies to host the CCL Secretariat is still to be explored.

354. Lack of continuity in leadership, lack of commitment of some affiliates and the fact that capacity developed remained at the personal level and was not converted into institutional capacity limited the attainment of outcomes.

355. 6 members of the CCL executive team participated in training conducted by the Barbados Institute of Management and Productivity which focused on management of trade unions during recession, sustainability for the regional trade union movement and dispute resolution alternatives.

OUTCOME: Scaled up research and education capacity to reinforce the analytical capacity of CCL

356. Twenty seven (27) trade unionist representing twelve (12) of the fourteen (14) CARIFORUM countries participated in the Techniques and Methods of Research Workshop.

357. The CCL has thirty-three (33) affiliates across seventeen (17) countries and the training was expected to create a network to engage in research across the region. No formal mechanism was put in place to follow up with participants to ensure that they

358. "Individuals were trained in research methodologies but many unions do not have a research unit/arm." Commented some interviewees.

The CCL engaged the Hugh Lawson Shearer Trade Union Education Institute (HLSTUEI) to design and deliver a workshop for trade union members in techniques and methods of research. The workshop was held in Jamaica on the Mona campus of the University of the West Indies and attended by twenty-seven (27) trade unionist representing twelve (12) of the fourteen (14) CARIFORUM countries. The participants were encouraged to return and conduct relevant research in their respective countries. This resulted in a detailed research paper by Destillia Henry of the St Lucia Waterfront and General Workers Trade Union and Sue-Nelly Mark of the St. Lucia Civil Service Association, on "Labour Issues Faced in St. Lucia under the Judicial System within the Last Five Years". This ninety (90) page document is detailed and can be used as a reference document in that jurisdiction. This was a direct result of the training and other participants are in the process of preparing research papers for their jurisdictions.

OUTCOME: Effective internal Trade Union Communication, media outreach and public information

359. There was general agreement among those interviewed that the project facilitated greater regional interaction, communication and dialogue.

360. Establishment of the CCL website and websites for eight affiliates created greater awareness of other unions and the issues and challenges they faced.

361. Four newsletters were published focusing on key issues to the labour movement:

- Trade Unions in Evolution (October 2016)
- Challenges to the Trade Union Movement (April 2017)
- The Role of Trade Unions in Building Strong Economies (September 2017)
- Maintaining a Healthy Workforce (March 2018)

362. The Information campaign “A just Deal, A Better Life” was launched in September 2017 at the Second Regional B-bipartite meeting. The materials were distributed to affiliate representatives from across the region to disseminate in their respective jurisdictions. The campaign messages are displayed on posters, expressed in thirty (30) second radio clips and video messages with partners across the region and several industries. The materials were translated into French and Dutch to accommodate CCL affiliates in Suriname and strategic unions associations in Haiti. The campaign allowed for increased visibility for the CCL and the ability to connect all the affiliates through one common message.

Efficiency

363. Activities were delivered within budget.

Impact

There are some initial indications that the project will be impactful in some areas:

364. Collaboration forged with Productivity Council in Barbados which would allow post training follow up and the development of institutional capacity.

365. CEC and CCL continued to work more closely and collaboratively at regional and national levels.

366. Joint Working Group was established to address Free Movement of Labour in CARICOM and ILO Convention on Decent Work.

367. CEC became more inclusive and extended invitations to participate in project activities to Employers’ Organisations which were not member of CEC.

368. Policy makers appear to have more regard for inputs from the business community.

369. CEC and CCL now enjoy membership by right on COHSOD and were able to influence the Human Resource Development policy.

Sustainability

Factors which constrained the attainment of project outcomes and which would impact the sustainability of project outcomes identified by respondents included:

370. CCL executive was not fully engaged in the project.

371. Inertia in the labour movement was reflected in delays in responses to requests.

372. CCL Executive appeared to be unclear of their role and responsibility.

373. Adequate resources were not allocated to address the weaknesses in CCL once they were identified.

374. Enough resources were not allocated for follow up.

375. A strong system of accountability for results and sanctioning for non-delivery was not enforced.

376. There were logistical challenges resulting from the geography of the region.

377. There was no exploration of ICT and virtual meetings to reduce costs and facilitate activity follow-up.

378. Natural disasters eroded some project achievements particularly in Dominica.

379. Exclusion of employers and workers associations which are not part of CEC and CCL limits project reach and potential results.

Factors which contributed to the attainment of project outcomes were:

- 380. Extensive support and leadership provided by ILO;
- 381. Committed NPOs;
- 382. Greater awareness was created of CCL and its role as advocate for the interest of workers at the regional level through the dissemination of promotional material and the publication of four (4) editions of a newsletter;
- 383. CCL was able to recruit experts to write articles for the newsletter;
- 384. BEC's capacity to provide training and the fact that it is an approved Technical Vocational and Educational Training Center;
- 385. BEC's seat on the International Organisation of Employers as BEC and CEC representative;
- 386. CEC was able to strengthen its relationship with NEOs; and
- 387. CEC intends to explore other grant funding opportunities and strategic partnerships with regional partners such as CXC.

Cross-cutting themes

Respondents were unable to recall any specific actions taken within the project to promote inclusiveness. There was strong interest from NEOs and their membership in productivity and strategies for improving productivity and in business continuity and business continuity planning indicating an interest in building resilience.

Conclusions and recommendations

Conclusions:

The project was able to build a relationship of trust and cooperation between employers organisations at the regional and national levels and played an important role in strengthening the relationships between CEC and its affiliates, CCL and its affiliates and similarly the national confederations and the NEOS and trade unions. The involvement of a broader range of stakeholders and more intentional addressing of the organizational challenges facing CCL particularly those related to financing and sustainability, as well as more project follow-up would have further consolidated the project outputs achieved converting them into outcomes.

Lessons learned:

- 388. An Effective Internal Communication Plan will help to sustain interest and increase chances of attaining the desired outcomes
- 389. To enhance the chances of attaining project outcomes specific activities related to follow up after training workshops should be included in the project.
- 390. There should be greater clarity with regard to project roles and responsibilities
- 391. Greater planning is needed pre and post study tour
- 392. A financial sustainability plan and the implementation of the plan are critical to create sustainability
- 393. Mechanism to channel issues needed to be established
- 394. Implementation period should be extended when project activities need to be informed by research within the project.

395. Include the Ministry of Labour technical personnel in the planning, design and implementation of projects related to Employers and Workers because of its statutory role in monitoring labour standards and conditions of work, collection, compilation and analysis of labour market data

396. There is a regional Labour Market Information project funded by the EU and being implemented by the CARICOM Single Market and Economy Unit.

397. Computers have been installed to access LMIS and the Barbados Employers Confederation and the Barbados Workers Union are to participate in training on the use of the LMIS.

398. Ministry of Labour conducts employers survey every two years, the sectors covered in the recent survey include, Finance, Manufacturing, Tourism and Culture and Creative Industries

399. Ministry of Labour Research unit will soon launch online results of research on skills needs and deficits.

400. There is an opportunity to share results of the skills needs assessment conducted under the project with the various ministries of labour and training agencies throughout the region.

401. Th Project could be more impactful if non-affiliates of CEC and CCL are included even informally

402. Use of international agencies to implement regional projects can be effective

Emerging good practices:

403. Use of national resources/local agencies to facilitate training created a built-in mechanism for post-training follow up to create genuine capacity at the institutional level.

404. Joint action and advocacy and lobbying by CEC and CCL.

Recommendations:

405. To enhance the chances of attaining project outcomes specific activities related to follow up after training workshops should be included in the project.

406. Greater use of ICT to overcome challenges surrounding geography.

407. Capacity building is needed to facilitate more effective use of opportunities provided for membership on international and regional organisations.

408. Include non-affiliates of CEC and CCL in project activities.

Appendix

Interview List: Appendix 1

Appendix 1

Interview List Barbados

May-8	1:00	Meeting with Brittany Brathwaite, Former National Project Officer, Caribbean Employers Confederation
May-8	4:00	Meeting with Delegation to the EU, Luc Patzelt, Programme Manager
May-9	9:00	Skype Call with Claudia Coenjaerts, Director, ILO DWT-POS
May-9	11:30	Meeting with Ms. Gillian Alleyne, General Secretary, Caribbean Congress of Labour/ Barbados Workers' Union
May-9	2:00	Meeting with Christopher Harper, Former National Project Officer, Caribbean Congress of Labour
May-10	9:00	Meeting with Anthony Walcott, Executive Director, Barbados Employers' Confederation (9-12)
May-10	2:00	Meeting with Ministry of Labour, Security and Human Development (Mr. Ricardo Norville, Chief Research and Planning Officer (Ag.) and Ms. Tricia Browne
May-11	6:30a.m.	Skype Meeting with Ms. Dagmar Walter, Former Deputy Director, DWT/CO-Port of Spain (from Jun. 2014-Feb. 2018); (Skype meeting is 4:00pm Delhi time)
May-11	7:30a.m.	Skype Meeting with Dr. Giovanni di Cola, Former Director, DWT/CO-Port of Spain (left in April 2015) (Skype meeting is 1:30pm Geneva time)
May-11	2:00	Meeting with Ms. Rosa-Mae Whittier, Free Movement and Labour Officer, CARICOM CSME Office, Barbados

Appendix IX Country Report – Guyana

Country Report for: **Guyana**

Final Evaluation: Support to facilitate participation of CARIFORUM Civil Society in the Regional Development and Integration Process

<i>Evaluator</i>	June Alleyne	<i>Date of field visit</i>	May 13 – 19, 2018
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Methodological Considerations

The methodological framework adopted for this evaluation is based on the ILO Evaluation Policy, as such the evaluation seeks to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and examines the effectiveness, efficiency and sustainability of project outcomes. The evaluation is consistent with the evaluation rules and standards of the United Nations System, and the Evaluation Quality Standards established in the DAC/OECD.

The procedural steps adopted are summarized in the figure below.



After a rapid review of the project document and an initial virtual meeting with the Team Leader a suggested list of interview persons or groups was prepared based on the project Logical Framework and a review of Chapter 5 of the CARIFORUM-EU EPA. Field work was conducted during the period May 13 – 19, 2018 and involved the conduct of one skype interview and four face-to- face interviews. Interviews lasted approximately one to two hours. Interviewees included, the First Vice President of the Caribbean Employers Confederation (CEC); two senior officials of the CARIFORUM Directorate; an Adviser to Consultative Association of Guyanese Industries (CAGI); Chief Executive Officer of the Institute of Private Enterprise Development (IPED); two senior officials of the Guyana Agricultural Workers Union (GAWU); and the General Secretary of the Guyana Trade Union Congress GTUC). A detailed review of the project documents and reports as well as other reports referenced by the interviewees was undertaken after the completion of the field work.

Limitations and Challenges

409. No officials of the Ministry of Labour were interviewed.

410. A key member of GAWU and the Federation of Independent Trade Unions of Guyana (FITUG) who had been liaising with the Caribbean Congress of Labour (CCL) and also with GTUC to strengthen the relationship with FITUG and GTUC and combine the two national Federations of workers, died during the last year and hence was unavailable to be interviewed.

National Labour Market and Economic, Social and Political Context

The Guyanese economy has experienced steady but moderate growth in Gross Domestic Product over the last few years mainly driven by agriculture and extractive industries. Gold production has increased in response to higher world prices for gold. At the same time, there has been a sharp decline in sugar production and massive layoffs. In 2014, sugar production hit a 24 year low, and in 2017, the Guyana Sugar Company (GuySuCo) announced its intention to reduce the total number of employees from 17,000 to 10,000 and to embark on a series of measures to make GuySuCo profitable. Guyana's main exports include, sugar, gold, bauxite, timber and rice and its major exports to the European Union are sugar, rum and fish. The United Kingdom has placed a ban on the importation of green heart lumber from Guyana because trees were being harvested too early.

Though public infrastructure has improved significantly in the last two decades, overall the infrastructure remains deficient. The poverty rate is high and the number of persons living below the poverty line was estimated at 35% in 2006. The unemployment rate was recorded at 11.3% and 11.1% in 2012 and 2013 respectively. A shortage of skilled labour persists, an important recent initiative funded under the Caribbean Development Bank administered CARICOM Single Market and Economy Standby Facility project sought to include the private sector employers in the design of training programmes and curricula development in order to address labour market demands.

The Partnership for National Unity and Alliance for Change Coalition led by former Brigadier, David Granger took over the reins of the Government of Guyana in May 2015 replacing the Peoples Progressive Party which had been in power for 33 years. A key platform of the Granger government is the combatting of corruption. Guyana finalized its Green State Development Strategy (GSDS) in early 2017 which builds on the Low Carbon Development Strategy objectives. The GSDS also incorporates the Sustainable Development Goals. In support of Guyana's plans to convert to a sustainable economy, the ILO provided assistance to the Government of Guyana to identify the skills required for green jobs in Guyana.

There are two national federations of trade unions in Guyana – Guyana Trade Union Congress (GTUC) and the Federation of Independent Trade Unions of Guyana (FITUG) the Guyana Agriculture Workers Union (GAWU) is a member of FITUG which is an affiliate of CCL. Crisis as a result of declining membership has caused GAWU to suspend its membership of FITUG. Recognising that there is strength in unity, discussions were initiated to try to integrate the two national federations. There has been encouraging discussion on shared issues and interests and for the last three years the two federations have held united Labour day rallies and have been calling for a full Ministry of Labour instead of the current situation where there is a Department of Labour within the Ministry of Social Protection and Labour, led by a Minister within the Ministry.

CAGI is recognized as the representative of employers in Guyana and is affiliated to the CEC. CAGI has over 60 members including large, medium and small enterprises. CAGI was established in 1962 to represent the interest of employers in addressing industrial relations issues. CAGI's mission and mandate defines a clear role for the organization in tripartite dialogue and in the development, advocacy for and monitoring of industrial relations, labour and national development policy.

National Social Dialogue Mechanisms

From as early as 1993, Guyana established a national tripartite committee including six tri-partite sub-committees on specialized labour issues and national labour policies which have been able to impact labour policies in Guyana. According to Goolsaran, in 2000 national trade union and employers organisations approached the Government of Guyana to implement a protocol to engage labour representatives, employers and government in discussions on national social and economic issues. The protocol drew on the Barbados social dialogue model.

Interventions of ILO in the context of the project (2015-2018)

Trade unions and employers' associations in Guyana benefited from the project through participation in several activities including a national bi-partite meeting, attended by 13 employers' representatives and 11 trade union representatives, which was intended to:

- 411. Create awareness about the Project and its objectives;
- 412. Nurture strong working relationship between the constituents of the CCL and the CEC;
- 413. Facilitate the social dialogue necessary to gain inputs into national policy and discern the critical labour policy concerns and issues; and
- 414. Initiate action in the areas of social dialogue, TVET policy and research.

Additionally, the Guyana Agricultural Workers Union (GAWU) participated in the stakeholder meeting to draft a strategic plan for CCL.

The other workshops and activities in which employers organisations and trade unions from Guyana were involved are summarized in the table below. The general modules for the workshops were similar to those implemented in the other countries and country specific modules were also incorporated based on the priorities and needs expressed by the representatives of employers' organisations and trade unions at the Guyana Bipartite Meeting held in Guyana on September 30th, 2015. The priority and areas of interest identified for further exploration in the evaluation report on the meeting were:

- 415. Aligning Skills Training with Market needs
- 416. Effective use of the Tripartite Committee
- 417. Taxation
- 418. EPA progress updates
- 419. Productivity and skills assessments
- 420. CARICOM Integration
- 421. Trade Union Benefits
- 422. Climate Change
- 423. Social Dialogue
- 424. Trade Union contributions to the CCL
- 425. Unity between Regional Trade Unions
- 426. Legislation

Event	Beneficiary	Event Objective
Regional Bipartite Forum November 2015	Representatives of FITUG and the Consultative Association of Guyanese Industry Ltd	The objectives of the forum were: <ul style="list-style-type: none"> To gather feedback on the joint action items determined at each of the 14 National Bipartite meeting held between July and October 2015, and To chart a way forward on social dialogue, labour legislation, education and training policies in the region.
Techniques and methods of research	Research officers of Guyana Trade Unions belonging to FITUG	To improve research capacity and trade union statistical data generation through the use of national capacity and the establishment of databases on non-compliance with fundamental conventions
Strengthening Employers' Organizations Understanding and Application of Research Methodology	Research officers/policy representatives from Guyana National Employers' Organizations	The topics covered included: <ul style="list-style-type: none"> Survey methods; Retrieval and use of data including the processes and methods involved in research; Advocacy and lobbying tools; The use of secondary international and/or regional sources for research such as Ease of Doing Business Report; Developing and implementing lobbying and advocacy strategies.
Productivity Improvements for SMEs	Affiliates of the Consultative Association of Guyanese Industry Ltd	The areas covered included: <ul style="list-style-type: none"> Productivity and competitiveness indicators, measurement, data requirements and data availability; Measures to improve productivity at organizational levels inclusive of social dialogue; Country situation in relation to productivity and competitiveness; Key issues and causes of low productivity and sectors mostly affected by low productivity; Introduction to ILO Productivity Tools i.e. SYMAPRO, SCORE and WISE; and National strategies to improve productivity
Second Regional Bipartite Meeting of CEC and CCL	Guyana National Employers Organisations and representatives of the Federation of Independent Trade Unions of Guyana (FITUG)	<ul style="list-style-type: none"> Planning for implementation of remaining project activities; Presentation and review of gaps identified and the findings from the analysis of major labour laws in thirteen (13) CARIFOUM countries in light of the ILO's fundamental Conventions.
Training on social dialogue for NEO's staff and members	Affiliates of Guyana Consultative	To discuss the importance of tripartite and bipartite social dialogue mechanisms, particularly at the national level, but also at sectoral and regional (CARICOM) level.

	Association of Guyanese Industry Ltd	
Business Continuity and Disaster Management	Small business Affiliates of the Consultative Association of Guyanese Industry Ltd	<p>The following training modules were covered:</p> <ul style="list-style-type: none"> • The impact of national disasters in the region • How disaster resilient is your business • The five steps in developing a preparedness program; • Why is business continuity planning important • Programme Management • Identifying and Prioritizing potential risks and threats • How to measure Risks • Risk Matrix to calculate risk magnitude (Based on ILO Report titled Multi-hazards Business Continuity Management: Guide for Small and Medium Enterprises produced by Programme on Crisis Response and Reconstruction)
Training of Trainers Workshop on the Decent Work Agenda, Social Aspect of the EPA, Occupational Safety and Health, and the Trade Union's Role in Monitoring Consequences for Workers and Decent Jobs	Affiliates of FITUG	<p>The modules covered included:</p> <ul style="list-style-type: none"> • Rights of Workers • Shop Steward Training • Co-operative Solutions • Occupational Safety and Health <p>The intention was for the trained participants to conduct workshops for local union members with the intention of having one hundred trade unionists across the region exposed to the material.</p>

Outside of project the ILO Decent Work Team agreed to facilitate a Green Jobs seminar for Guyana which is consistent with the green state development strategy being pursued by the Government of Guyana.

Main findings

Relevance

The CCL has enjoyed mixed fortunes and has faced financing challenges. The CCL Secretariat was originally funded by the International Trade Union Confederation (ITUC). After funds from ITUC were withdrawn, CCL was left with significant debt. The Government of Barbados assisted in bailing out CCL and provided it with a grant. The Government of Trinidad and Tobago contributed to paying off the CCL debt and also provided a subvention, while the OECS member states contributed a one-off contribution. Over the last two decades the CCL's operations have been financed from grants provided by development agencies including two grants from the Caribbean Development Bank. This modality of financing is not sustainable and the project offered an opportunity to devise a sustainability plan for CCL.

"There has been a shift in CCL to a civil service rather than an entity to prosecute and defend the rights of workers" opined one interviewee. Additionally, over the last few years trade unions

have become marginalized but continue to try to influence social dialogue. Respondents felt that the project was both timely and relevant and greater attention is being paid to safe work places and better jobs.

The Regional Preparatory Task Force (RPTF) study “conducted in 2011 on Social Aspects of the EPA which showed that increasing attention to international discourse on labour standards, specifically on core labour standards is important for CARIFORUM countries. The study informed that CARIFORUM and the European Union (EU) have confirmed commitment to the internationally recognized core labour standards as defined by the relevant ILO conventions, in particular the freedom of association and the right to collective bargaining, the abolition of forced labour the elimination of the worst forms of child labour and non-discrimination in respect to employment.”¹²²

Design

Information gleaned from the interviews indicate that the original project emanated from a desire for Caribbean Employers’ Confederation (CEC) and CCL to be part of CARIFORUM-EU EPA negotiations as both CEC and CCL felt that the social element was being neglected and argued for labour and employers to be more involved and to be given the opportunity and provided with the capacity to discuss issues and influence policy. The intent was to build capacity of regional and national confederations/associations focusing on their leadership so that they had the capacity to contribute to different development programmes relating to:

- 427. Food security
- 428. Environmental sustainability
- 429. Youth Empowerment
- 430. Building people’s democratic front (enhancing participation in governance).

The original project proposed was not funded but the discussions resulted in the execution of a Memorandum of Understanding between the then Caribbean Regional Negotiating Machinery now called the Office of Trade Negotiation of CARICOM and the CCL, and the involvement of employers’ organization and labour representatives being included in CARIFORUM-Canada trade negotiations.

One or more respondents felt that the project design did not address the inherent weaknesses of CCL and that the underlying premise should have been to strengthen the national trade unions to feed into CCL.

ILO took the lead on the final design of the project in collaboration with CEC and CCL.

Effectiveness (including gender equality)

The project was able to deliver on the majority of its outputs but there was partial attainment of planned outcomes particularly with regard to monitoring of the implementation of the CARIFORUM-EU EPA. The following summarises the progress toward the attainment of the planned outcomes.

¹²² Financing Agreement between the European Commission and the CARIFORUM signed by the Secretary General of CARICOM on December 5, 2014.

JOINT CEC AND CCL OUTCOMES

OUTCOME: CARICOM social and economic policies are influenced through CCL and CEC having a recognized status in COHSOD and COTED

431. CEC gained recognized status at COHSOD. This was as a result of meetings with CARICOM Secretariat in Guyana and Barbados and the persistent presence of CEC President. The CEC and CCL participated at the CARICOM Tripartite Consultation in September 2016 where a recommendation was adopted to provide both CEC and CCL with the recognised status. A similar status has not been achieved for COTED.

432. In 2017, the CEC and CCL with technical support from the ILO provided detailed comments on the CARICOM Regional Education and Human Resource Development Strategy.

433. CEC and CCL participated in the COHSOD Ministers of Labour Meeting in February 2017 and were invited to and participated in the COHSOD meeting in May 2018.

434. With support from the ILO and inputs from their constituents, CEC and CCL were able to develop and to disseminate through their affiliates and their websites joint policy positions on four (4) priority areas:

- (i) Social Protection for all;
- (ii) Minimum wage setting to advance decent work and improving living standards;
- (iii) Protecting people and employment: A path to sustainable development; and
- (iv) Maintaining a fair playing field while complying with Occupational Safety and Health standards and increasing competitiveness. (ILO Decent Work Team and Office for the Caribbean, 2018)

435. CEC and CCL commissioned three (3) joint articles on the following issues (i) the Future of Work; (ii) Harmonisation of Labour; and (iii) Free Movement of Labour and distributed the articles through the CEC and CCL websites and its affiliates.

OUTCOME: Legislative models are in place to enable harmonization

436. The existing legislation of 13 CARICOM member states (Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago) were reviewed with respect to compliance with ILO conventions and also with regard to use of Model legislation. The report on the legislative review indicated that Guyana was one of two countries that had made significant use of existing CARICOM model legislation.

437. A key outcome of the assessment was the preparation of a background paper on the use of model legislation and a proposal for the adoption of a principles-based approach. The background paper and approach were presented at a meeting of Ministers of Labour in February 2017. The ministers agreed to take the approach for the approval of their various cabinets.

438. The CEC and CCL were presented with the findings of the review in September 2017 at the Regional Bipartite Meeting.

439. Because of the unavailability of experts to undertake similar reviews in the Dominican Republic and Haiti, as a result the ILO adopted a different approach utilizing the comments made by the ILO Committee of Experts on the Application of Conventions and Recommendations (CEACR) concerning how the fundamental Conventions are applied in these countries.

440. The results on Haiti were presented during the Social Dialogue workshop attended by members of the national employers' and workers' organisations in February 2018. (ILO Decent Work Team and Office for the Caribbean, 2018)

OUTCOME: Alignment of education outcomes with the needs of the labour market

441. A survey was undertaken to document the mismatch between skills being demanded and the skills of available candidates. The results of the survey were shared with CEC and CCL affiliates and National Employers' and Workers' organisations.

442. The CEC and CCL proposed and adopted at the Second Regional Bipartite Meeting in September 2017 the following strategies and roles for the organisations and their constituents to promote greater alignment of education outcomes with the needs of the labour market (i) participation of CEC and CCL in tripartite skills advisory committees; (ii) establishment of education and training linkages with the private sector and (iii) sustainable financing.

443. Interviewees referenced a project in Guyana funded by CDB which provided for the inclusion of employers on the committees/boards to identify skills needed and to contribute to curriculum development.

444. The ILO project did not go as far as the CDB-financed initiative and interviewees when probed did not identify any contact with the agencies responsible for the delivery of education and training services.

OUTCOME: Employers' organizations and trade unions play their role in the implementation, governance, and monitoring the effects of the EPA

445. A member of the CEC Executive has been participating in the CARIFORUM-EU EPA Consultative Committee and in the preparatory meeting for the CARIFORUM-EU EPA Consultative Committee.

CEC OUTCOMES

OUTCOME: Involvement of CEC in relevant forums throughout the region as the umbrella organization to represent and promote employers' interests

446. CEC has obtained representation on COHSOD and has participated in at least two meetings.

447. CEC was represented on the CARIFORUM-EU EPA Consultative Committee meeting and preparatory meetings in 2017.

OUTCOME: CEC through national employers' organizations supports social dialogue to implement the Social Aspects Chapter of the EPA

448. A survey on the knowledge, attitude and practice of employers on social dialogue was administered where over four-hundred (400) persons participated in the survey with over two-hundred (200) completing the survey in full. The information distilled from the survey was used to inform the content of the national social dialogue workshops.

449. Over 300 employers participated in the national social dialogue workshops, the majority of them were neither aware, nor, involved in national EPA implementation, most of the participants had never seen the EPA or the Social Aspect Chapter. The workshops were able to create awareness regarding the Social Aspects Chapter of the EPA.

450. A national social dialogue workshop was conducted in Guyana in 2018 for affiliates of the Guyana Consultative Association of Guyanese Industry Ltd, to discuss the importance of tripartite and bipartite social dialogue mechanisms, particularly at the national level, but also at sectoral and regional (CARICOM) level;

451. In September 2016 CARICOM, under its CSME Integration Programme hosted a regional consultation to discuss a proposed social dialogue mechanism for representatives of employers organisations, trade unions and governments. The ILO was also present and in the presentation of the Director of the Caribbean Sub-Regional Office highlighted the importance of tripartite social dialogue which is the cornerstone of the development of policies in the world of work.

OUTCOME: CEC's coordination capacity for determining policy positions and concerns is reinforced

Interviewees were not able to provide any information on the attainment of this outcome.

OUTCOME: CEC's coordination capacity for identification of training needs and delivery is enhanced

452. CEC was able to plan and implement a series of workshops of importance to employers. The content of the workshops was informed by priorities identified by employers in the various surveys conducted and during discussions at the national bipartite meeting. The workshops implemented were:

1. Strengthening Employers' Organizations Understanding and Application of Research Methodology
2. Productivity Improvements for SMEs
3. Training on social dialogue for CAGI's staff and members
4. Business Continuity and Disaster Management

453. The 14 training workshops on productivity improvements for SMEs were attended by 390 participants and conducted between January – March 2017.

454. An unplanned and direct result of the productivity workshops was the production of a productivity magazine consolidating key issues discussed at the workshops and also documenting the strategies proposed. The magazine was disseminated in March 2018. (ILO Decent Work Team and Office for the Caribbean, 2018)

CCL OUTCOMES

OUTCOME: Reinforcing the institutional capacity of CCL and its constituents

455. CCL was able to enhance its outreach to Haiti and the Dominican Republic as a result of the project and conducted study tours to those countries in December 2017. The visit to Haiti also laid the groundwork to implement the national social dialogue workshop in Haiti in March 2018.

456. Interviewees felt that the responsiveness of CCL to major challenges faced by some of the members of its national affiliates is not yet at the desired level. CCL staff and executive were unable to respond to some key issues for example, the termination of 7,000 workers in the sugar industry in Guyana did not draw any response or statement from CCL.

457. The Guyana affiliate of CCL in Guyana has begun to use the tools and knowledge obtained from the workshop on Research methodologies to develop and implement a research agenda.

OUTCOME: Scaled-up research and education capacity to reinforce the analytical capabilities of CCL

458. Some interviewees felt that some participants were not at the level where they could grasp the concepts put forward at the research methodology training and this could negatively impact the implementation of a research agenda by those participants.

459. CCL has been slow to follow through with the CCL research team network which by the end of project implementation had not been established.

OUTCOME: Effective internal trade union communication, media outreach and public information

460. CCL improved its visibility through its website and publication of newsletters which addressed several topics of interest to its constituents, press releases before and after, events and the issue of policy statements.

461. Activities implemented succeeded in creating greater visibility for CCL.

Several factors contributed or constrained the delivery of the projects outputs and outcomes. These are summarized below.

Contributing factors

462. Strong technical support provided by ILO;

463. Strong enhanced collaboration between CEC and CCL;

464. Improved visibility and awareness CCL and about its role and functions;

465. Bolstering of advocacy efforts; and

466. Increase in information dissemination and knowledge sharing on issue of interest to employers and workers.

Hampering Factors

467. Lack of follow up to ensure sustainability;

468. Lack of follow up to promote translation of knowledge to action;

469. Short timeline for project implementation;

470. Project did not allocate resources for real weaknesses in trade union movement and CCL which would have been identified during the CCL strategic planning exercise.

Efficiency

The common view was that the project was implemented within budget, however additional resources needed to be allocated to translate outputs into outcomes.

Impact

There are some indications that the project did have some initial impact as follows:

471. Both CCL and CEC now have a seat on COHSOD and have provided inputs and feedback into the development of at least one policy.

472. The Project bolstered collaboration between CEC and CCL and increased their capacity for advocacy.

473. At the national level some trade unions are using skills attained as a result of training provided under the project to conduct research and prepare papers.

Sustainability

While some activities in support of sustainability were implemented the necessary actions to create sustainable organisations and processes and systems have not been put in place. For example:

- 474. Neither the CCL or CEC were able to retain their NPO after the end of the project;
- 475. In the case of CCL there was no other staff member to transfer skills to, and the office has actually been closed;
- 476. CEC was able to expose another staff member to some of the capacity building and the systems and processes introduced;
- 477. At least one trade union indicated that the loss of members and reduction in membership dues had led to them requesting to temporarily suspend their membership in CCL's national affiliate; and
- 478. A strategic plan for CCL has been developed and adopted but the commitment of the Executive to adopt and implement the sustainability action plan did not materialize.

Cross-cutting themes

Respondents were unable to provide any examples of the mainstreaming of gender equality nor the broader issue of inclusiveness.

Conclusions and recommendations

Conclusions:

The Financing Agreement signed by the EC and CARICOM and under which the project was financed provided for the establishment of a Project Steering Committee to oversee the three civil society (CSO) projects namely:

- 479. Caribbean Policy Development Center;
- 480. Support to facilitate participation of CARIFORUM Civil Society in the Regional Development and Integration Process; and
- 481. Establishment of a CSO Desk in the CARICOM Secretariat and technical support for ALLIANZA. various CSO projects and validate the overall direction and policy of the project.

The PSC was to meet annually however no evidence was found that the PSC met during the implementation of the projects. In addition, a Technical Oversight Committee (TOC) was to be established by ILO and was to meet at least twice per year in order to monitor performance of the project. The expectation was that the TOC would be structured along the lines of the PSC and include an official from the CARIFORUM Secretariat. CARIFORUM was not included in the TOC for the ILO project resulting in supervision being divorced from the main beneficiary as representative of the Caribbean region. It should be noted that the Contribution agreement between EU and ILO did not mirror the structure of the PSC and TOC in the Financing agreement and led to supervision falling between the cracks compromising project's ability to engage key stakeholders and attain the desired outcomes.

Lessons learned:

- 482. Resources need to be allocated for follow up and to enable research.
- 483. Change in operatives can create a loss of focus and momentum.

484. Increased monitoring and supervision by CARIFORUM could help to promote linkages with other initiatives, more optimal use of resources and ensure that the overall objectives of the programme are achieved.

Emerging good practices:

485. Collaboration between CEC and CCL and the release of joint policy positions make their advocacy more impactful.

486. Use of internet technology and database of employers facilitates sharing of experiences and the canvassing of members to solicit their inputs on issues in a timely manner.

Recommendations:

The following recommendations were gleaned from the interviews conducted:

487. Share clear understanding of desired results.

488. Include provision for more pro-active follow up with beneficiaries in the project design.

489. Identify and pursue measures to ensure sustainability.

490. Include component in future projects to support beneficiaries to be less dependent on donor financing.

491. Identify and implement good governance instruments to use among social partners

492. Explore possibility of concluding MOUs with key regional agencies which define how CCL would collaborate with the agency.

493. Resources need to be allocated for follow up and to enable research.

Appendix

Interview List: Appendix 1.

Appendix 1

Guyana Interview List

May-15	10:00	Mr. Percival Marie, Director-General, CARIFORUM Directorate, CARICOM Secretariat and Mrs. Alexis Downes-Amsterdam, Director of Regional EPA Implementation Unit
May-16	9:00	Adviser to the Consultative Association of Guyanese Industries: Samuel Goolsarran, Mr. Ramesh Persaud, CEO, IPED
May-16	10:30	Mr. Lincoln Lewis, General Secretary, Guyana Trades Union Congress
May-17	9:30	Skype Meeting with Mr. Vern Gill, First Vice President, CEC (based in St. Lucia)
May-17	1:00	Guyana Agricultural Workers' Union (GAWU), Mr. Aslim Singh, Assistant General Secretary and Seepaul Narine, General Secretary

Appendix X Country Report – Trinidad and Tobago

Country Report for: **Trinidad and Tobago**

Final Evaluation: Support to facilitate participation of CARIFORUM Civil Society in the Regional Development and Integration Process

<i>Evaluator</i>	June Alleyne	<i>Date of field visit</i>	May 7; May 20 - 25, 2018
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Methodological considerations

The methodological framework adopted for this evaluation is based on the ILO Evaluation Policy, as such the evaluation seeks to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and examines the effectiveness, efficiency and sustainability of project outcomes. The evaluation is consistent with the evaluation rules and standards of the United Nations System, and the Evaluation Quality Standards established in the DAC/OECD.

The procedural steps adopted are summarized in the figure below.



After a rapid review of the project document and an initial virtual meeting with the Team Leader a suggested list of interview persons or groups was prepared based on the project Logical Framework and a review of Chapter 5 of the CARIFORUM-EU EPA. Field work was conducted during the period May 20 – 25, 2018 and comprised predominantly individual interviews and group interviews where the identified interviewee opted to include additional project beneficiaries who were able to supplement the information provided by the main interviewee.

With the exception, of the interview with the ILO staff all interviews were conducted face-to-face and generally the interviews lasted one to two and a half hours. Interviewees in Trinidad and Tobago included: two members of staff of the ILO Decent Work Team from the Port of Spain Office; the former Caribbean Employers Confederation National Project Officer who demitted office in December 2017; three representatives of the Employers' Consultative Association (ECA) of Trinidad and Tobago; an external collaborator; one current and one former official of the Caribbean Employers Confederation (CEC); three executive members of the National Trade Union Center of Trinidad and Tobago (NATUC) and an executive member of the Public Service Association.

Limitations and challenges

494. The ILO Workers' Specialist had only been in the position for two months and only participated in the last two activities.

495. No officials from the Ministry of Labour and Small Enterprise Development (MLSED) were interviewed as they were not available. MLSED is a key partner of ILO and the Minister made remarks at the various workshops and meetings conducted in Trinidad and Tobago.

496. No officials from the Ministry of Education, the National Training Agency and other education and training institutions were interviewed.

497. The interviewees were unable to identify any specific actions to integrate gender into the project.

498. The interviewees found it difficult to evaluate the project in terms of effectiveness and sustainability as the support to strengthen the capacity of CEC and CCL and its affiliates was provided in the form of a study and workshops. While resources were provided to review the constitution of CCL and to develop a strategic plan, no resources were provided to initiate implementation of the strategic plan.

National labour market and economic, social and political context

The petroleum and gas sectors remain the largest contributor to Gross Domestic Product (GDP) and government revenue and makes Trinidad and Tobago particularly vulnerable to fluctuations in the price of oil and gas. Sharp declines in oil prices of about 70% between 2014 and 2016 followed a period of high and increasing oil prices. The fall-off in the price of oil and gas also negatively affected Trinidad and Tobago's balance of trade performance within CARICOM. The Trinidad and Tobago economy was also negatively impacted by the decline in the price of steel which was one of the reasons advanced by Arcelor Mittal for the closure of its steel plant in Trinidad and the lay-off over 600 workers in 2015. The downsizing/restructuring and or closure of firms and the termination of workers has been reflected in a decline in trade union membership in Trinidad and Tobago as reported by NATUC, however no actual figures for the changes in membership was available in the various documents reviewed. The First Technical Report on the project states that "trade union leaders are more preoccupied with wage freezes, lay-offs, and redundancies so they have not managed to consistently incorporate Project commitments into their daily priorities."

Prior to the 1930s the relationship between employers and workers mirrored the master/slave relationship of the plantation. This relationship evolved with the establishment and registration of trade unions and the implementation of mechanisms to improve industrial relations, implement and strengthen human resource management practices and systems and the adoption of various ILO conventions. Additionally, the presence of the ILO Sub-regional Office in Trinidad and Tobago including the Decent Work Team, working with MLSBD and employers through the ECA and trade unions through NATUC has effectively improved the relationship between employers and workers and their representative trade unions. NATUC was established in 1991 and is the CCL affiliate in Trinidad and Tobago. It comprises about eighteen unions.

The ECA was established in 1961 to assist employers in solving industrial relations issues and to be the official voice on matters of interest to employers. ECA has also established a subsidiary which provide professional services to its members relating to workplace issues. The Government of Trinidad and Tobago has recognized ECA as a key partner and has appointed representatives of ECA to several state boards including, the National Insurance Board, Registration, Recognition and Certification Board, the National Productivity Council and the National Tripartite Advisory Council. Membership on national commissions, and boards, demonstrates ECA's commitment to tripartite social dialogue as a mechanism for addressing social and economic problems. Membership of the ECA is estimated at approximately 800 small, medium and large enterprises. The ECA is the Trinidad and Tobago affiliate of CEC and the office of the CEC is located in Trinidad and is housed in the ECA building.

The MLSED is responsible *inter alia* for providing up to date information on gaps in the domestic labour market; acting as mediator in public and private sector disputes in order to manage

conflicts and promoting good industrial relations and conciliation through social dialogue; notifying and advising all employers and workers of their rights and responsibilities, promoting compliance with all relevant labour legislation; and establishing an appropriate agency to ensure the implementation of occupational health and safety policies.

National social dialogue mechanisms

National Social Dialogue Mechanism

In June 2012, government, employers' and workers' representatives agreed to the establishment of a formal social dialogue mechanism to help drive economic growth and stability at a workshop organized by the Ministry of Labour and Small and Micro Enterprise Development and the ILO. The formal agreement, "Partnering for a Better Trinidad and Tobago" to establish the social dialogue was executed in March 2015. General Elections were held in Trinidad and Tobago in September 2015 and the implementation of the agreement was delayed. In March 2016, the new government established the National Tripartite Advisory Council (NTAC) "to give effect to commitments, as articulated in the Official Policy Framework of the Government of Trinidad and Tobago, with regard to facilitating tripartite engagement, dialogue and consultation and to promote consensus building and democratic involvement among key stakeholders on national development issues." (Ministry of Labour and Small Enterprises Development, 2017)

The NTAC is charged with the following roles and responsibilities:

- (i) Implementation of government policy;
- (ii) Monitoring of the Sustainable Development Goals;
- (iii) Promotion of entrepreneurship;
- (iv) Development of a national productivity campaign;
- (v) Creation of new jobs;
- (vi) Optimization of the use of science and technology;
- (vii) Promotion of inclusiveness and equity; and
- (viii) Preservation of a harmonious industrial relations climate.

NTAC is comprised of ministers of government and private sector and trade union leaders. The commitment of the Trinidad and Tobago government to participate in social dialogue was evidenced in the meeting convened by Prime Minister Rowley and attended by representatives of the Joint Trade Union Movement (JTUM), NATUC, the Minister of Planning and Development and the Minister of Labour and Small Enterprise Development on Wednesday 21st September 2016 at the Office of the Prime Minister. The meeting discussed *inter alia*, Government's review of the Labour Economic Alternative Plan proposed by the labour movement, the prioritisation of labour legislation, and participation of trade union representatives on statutory boards. Subsequent meetings were also convened, however by June 2018, representatives of labour began to raise concern about postponement of NTAC meetings and the non-allocation of resources to establish a secretariat and to undertake relevant research and analysis in support of the mandate of the NTAC. (Connelly, 2018)

Interventions of ILO in the context of the project (2015-2018)

Location of the office of the Caribbean Employers' Confederation office and the National Project Officer in Trinidad made Trinidad a major hub of activity under the project. Some key regional meetings and workshops were convened in Trinidad and Tobago including the Second Regional Bipartite Meeting of CEC and CCL and the Training of Trainers Workshop on the Decent Work Agenda, Social Aspects of the EPA, Occupational Safety and Health, and the Trade Union's Role in Monitoring Consequences for Workers and Decent Jobs.

Additionally, the national training workshops conducted were customized to reflect the priority topics and training needs expressed by participants in the National Bipartite Meeting of October 2015. The Report on the Meeting and the Evaluation Report compiled from the completed workshop evaluation responses which identified the following topics of interest to the employer and labour representatives: Climate Change Issues; Food Security; Political Influence on Employer-Worker relationship; Human and Social aspects to Labour; and Application and Enforcement of Labour Laws.

A summary of the various meetings and workshops convened in Trinidad and Tobago and regional meetings and workshops at which representatives of employers' association and trade unions from Trinidad and Tobago participated is provided below along with the main issues identified and follow-up actions agreed by the participants.

PARTICIPANTS	OBJECTIVES AND TOPICS COVERED	KEY ISSUES/ACTIONS IDENTIFIED
National Bi-partite Meeting October 2, 2015		
12 Trade Union and 12 Employers representatives	<ul style="list-style-type: none"> • Raise awareness about the Project and its objectives; • Nurture strong working relationship between the constituents of the CCL and the CEC; • Facilitate the social dialogue necessary to gain inputs into national policy and discern the critical labour policy concerns and issues; and • Initiate action in the areas of social dialogue, TVET policy and research. 	<ul style="list-style-type: none"> • Develop clear Terms of Reference and seek agreement on them for the establishment of a new Tripartite Council. • Employers need to exert greater influence and make an impact on the content and quality of education system to ensure that the skills required by the productive sector was made available. • Absenteeism and labour productivity are significant concerns • Joint letter with the Employers to the Government calling for the right of the organizations to nominate their representatives on any and all Committees with tripartite representation. • Joint letter with the Employers to the government, requesting the re-instatement of the Social Dialogue Committee.
CEC Strategic Planning Session March 2016		
CEC Executive	<ul style="list-style-type: none"> • Review current situation and agree on a new mission and vision • Acknowledge the contribution of the retiring ILO Senior Specialist for Employers 	<ul style="list-style-type: none"> • CEC adopted new mission and vision were adopted • Update provided on project implementation and plan for execution of remaining activities

Strengthening Employers' Organizations Understanding and Application of Research Methodology September 27 – 29, 2016 in Saint Lucia		
22 Research officers/policy representatives from 13 National Employers' Organizations in the region	<ul style="list-style-type: none"> • Enhance NEOs understanding of the reason for and uses of research; • Develop and/or enhance NEOs understand of the processes and methods involved in research; • Provide NEOs with the necessary advocacy and lobbying tools and strategies; • Prepare NEOs to conduct research of the highest level and; • Advise NEOs on the use of secondary international and/or regional sources of research such as Ease of Doing Business Report. 	Each NEO was required submit a research report on a key policy area which would inform the lobbying and advocacy strategy/position reflecting the use of data by March 2017.
Productivity Improvements for SMEs March 17, 2017		
30 participants from private sector	<ul style="list-style-type: none"> • Productivity and competitiveness indicators, measurement, data requirements and data availability; • Preparation of productivity plans, input/output labour, productivity calculus and process management Measures to improve productivity at organizational levels inclusive of social dialogue • Country situation in relation to productivity and competitiveness; • Overview of some ILO Productivity Tools: SYMAPRO, SCORE, WISE Programme for SMEs 	<ul style="list-style-type: none"> • Absenteeism and the abuse of sick leave and its impact on productivity • Lack of communication between management and lower level staff • Outdated processes in terms of the way work is organized • Mismatch between applicant and employee skills and skills being demanded • Transportation system and its impact on productivity; • Lack of understanding of strategic direction of the enterprise; • Lack of resources to offer rewards and incentive benefits • Aversion to risk
Techniques and methods of research September 24 – 27, 2017		
(27) trade unionist representing twelve (12) of the fourteen (14) CARIFORUM countries	<ul style="list-style-type: none"> • To increase CCL's research capacity and create the opportunity for the organization to develop revenue models around its ability to conduct research across the region. 	<ul style="list-style-type: none"> • Participants were encouraged to return and conduct research in their respective countries on issues relating to the labour movement

Second Regional Bipartite Meeting of CEC and CCL September 27 - -29, 2017		
Representatives of Antigua and Barbuda; The Bahamas; Barbados; Belize; Dominican Republic; Grenada; Guyana; Jamaica; Saint Kitts-Nevis; Saint Lucia; Saint Vincent and the Grenadines; Suriname; and Trinidad and Tobago	<ul style="list-style-type: none"> • Presentation and review of gaps identified and the findings from the analysis of major labour laws in thirteen (13) CARIFOUM countries in respect of compliance with the ILO's fundamental Conventions. • Review of project implementation progress and planning for project completion and close out 	
Social Dialogue December 12, 2017		
40 participants from ECA members and non-members ¹²³	<ul style="list-style-type: none"> • ILO Assistance available to support Social Dialogue • Social Aspects chapter of the CARIFORUM-EU EPA • Country specific issues relating to social dialogue • Overview of historical factors influencing the current levels, and attitudes towards social dialogue and the current system of social dialogue in Trinidad and Tobago. 	<ul style="list-style-type: none"> • Publication of a booklet on Social Dialogue • A more concerted effort is needed to sensitize the general public about the benefits of social dialogue • Conduct of a sensitization session for exporters on the opportunities available under the EPA • EC should take on a greater role in promoting social dialogue
Business Continuity and Disaster Management		
30 participants	<ul style="list-style-type: none"> • The impact of national disasters in the region • How disaster resilient is your business • The five steps in developing a preparedness program; • Why is business continuity planning important? • Programme Management • Identifying and Prioritizing potential risks and threats • How to measure Risks • Risk Matrix to calculate risk magnitude (Based on ILO Report titled Multi-hazards Business Continuity Management: Guide for Small and Medium Enterprises produced by 	<ul style="list-style-type: none"> • Businesses to prepare business continuity plans • Businesses to update and operationalize business continuity plans

¹²³ Invitation was extended to non ECA members because of low response rate on the part of ECA members.

	Programme on Crisis Response and Reconstruction)	
Training of Trainers Workshop April 2018		
17 trade union members from ten (10) of the fifteen (15) CARIFORUM Countries.	Modules included were: <ul style="list-style-type: none"> • Rights of Workers • Shop Steward Training • Co-operative Solutions • Occupational Safety and Health 	Trained participants were expected to conduct workshops for local union members with the intention of having one hundred trade union officials across the region exposed to the material.

Main findings (4-5 pages using vignettes method, including strengths and weaknesses)

Relevance

The project was aligned to national and regional objectives in that it sought to ensure that the rights of workers and employers were not compromised under the CARIFORUM-EU EPA. Discussions and proposals on building the capacity of the Caribbean Employers' Confederation (CEC) and the Caribbean Congress of Labour (CCL) began as early as 2006 as a follow up to work done under Programme for the Promotion of Management and Labour Cooperation (PROMALCO) project on ILO Declaration on Fundamental Principles and Rights at Work. The original project sought to insert CCL and CEC into the CARIFORUM-EU EPA negotiations, recognising that it was employers through their businesses that produced the goods and services for trading and that employers relied on workers to produce the goods and services.

The Employer Organizations have been involved in social development and monitoring of social issues through previous projects of similar nature as they certainly impact the work, place, the performances of employees and the profitability and productivity of a business. One example of this was the CEC work with the Pan Caribbean Partnership on HIV and AIDS to develop a workplace HIV and AIDS work place policy. Over the last three years employers' organizations through the EU project became more aware of and involved in the CARIFORUM-EU EPA and the implication of the EPA for employers and workers.

Design

The origin of the project goes back more than a decade and the initial iteration of the project was developed by a former ILO consultant as a follow up to work done under the PROMALCO project on the ILO Declaration on Fundamental Principles and Rights at Work. The proposal was submitted to the CARIFORUM Directorate for funding under the 6th European Development Fund (EDF) Programme but was not approved for funding.

The project which was eventually approved for funding under the 10th EDF was developed by ILO and drew on the findings of the Landell-Mills Report (2010) with CCL and CEC inputs and evolved into a mechanism for ILO to achieve its own work programme. The project also reflected priorities identified by employers' organisations related to productivity and social dialogue. The project included multiple components and coherence/linkages was weak. Additionally, the final project design ignored several of the inherent weaknesses in the structure and capacity of CCL which has a very hierarchical structure and very limited capacity. The aforementioned weaknesses and the other weaknesses identified in the Strengths, Weaknesses, Opportunities and Threats matrix included in the "Caribbean Congress of Labour Strategic Plan 2016-2019" were:

- 499. Poor communication processes and practices
- 500. Financial constraints
- 501. Significant delinquency among members
- 502. Low level of support from affiliates
- 503. Limited management and administrative capacity
- 504. No succession planning
- 505. Limited research and policy development Capacity
- 506. Poorly or inadequately communicated vision
- 507. Ineffective leadership selection process
- 508. Low visibility in the public domain
- 509. Failure to effectively utilize available resources, including access to CARICOM
- 510. Top down approach to decision-making
- 511. Tensions between private sector and public sector unions
- 512. Inadequate networking
- 513. Fractured national trade union movements

The project design did directly address many of the obvious limitations/constraints of CCL, however, no resources were reserved to tackle the structural inefficiencies and the financing and sustainability issues which were revealed or more clearly highlighted as a result of the constitution review and strategic planning process supported by the project. The CCL weaknesses addressed under the project were:

- 514. Poor communication processes and practices
- 515. Low level of support from affiliates
- 516. Limited management and administrative capacity
- 517. Limited research and policy development Capacity
- 518. Low visibility in the public domain
- 519. Failure to effectively utilize available resources, including access to CARICOM
- 520. Tensions between private sector and public sector unions
- 521. Inadequate networking

The project design could have also benefited from broader stakeholder engagement including the technical staff of ministries of labour, ministries of legal affairs particularly departments responsible for legislative drafting, the regional and national technical and vocational education councils and the national accreditation agencies.

Interviewees opined that the planned time schedule was too tight and that the sequencing of events constrained achievement of outcomes/results which were not always clearly conveyed to consultants/service providers.

Effectiveness (including gender equality)

The project was able to deliver on the majority of its outputs but there was limited attainment of planned outcomes. The following summarises the progress toward the attainment of the planned outcomes.

JOINT CEC AND CCL OUTCOMES

OUTCOME: CARICOM social and economic policies are influenced through CCL and CEC having a recognized status in COHSOD and COTED

522. CEC and CCL gained recognized status at COHSOD. This was as a result of meetings with CARICOM Secretariat in Guyana and Barbados and the persistent presence of CEC President. The CEC and CCL participated at the CARICOM Tripartite Consultation in September 2016 where a recommendation was adopted to provide both CEC and CCL with the recognised status. A similar status has not been achieved for COTED.

523. The CEC and CCL with technical support from the ILO provided detailed comments on the CARICOM Regional Education and Human Resource Development Strategy in 2017.

524. CEC and CCL participated in the COHSOD Ministers of Labour Meeting in February 2017 and were invited to and participated in the COHSOD meeting in May 2018.

OUTCOME: Legislative models are in place to enable harmonization

This component was primarily led by the ILO. The CEC and CCL were presented with some outcomes in September 2017 at the Bipartite Regional Meeting, and several findings presented were disputed by the participants. Revisions were to be made and shared with the CEC. The 2017 assessment of 13 CARICOM member States (Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago) also looked at the extent to which CARICOM member states were utilizing model legislation, the assessment found that countries were more likely to utilize “Model Laws on technical/scientific matters (registration and recognition of trade unions and employers’ organizations, OSH) tended to be used more widely than principle-related matters (equality, termination)”. (International Labour Organisation Decent Work Team and Office for the Caribbean, 2017) With regard to the four main themes of model labour standards legislation that assessment found the following:

Theme	Usage
Equality	Used very selectively or almost entirely
Trade Unions and Employers’ Organisations	Used in 7 of the 13 countries reviewed
Termination	Limited usage and is the thematic area where most of the essential provisions have not been used in national laws
Occupational Safety and Health	Widely used and in use in 6 countries

Source: International Labour Organisation Decent Work Team and Office for the Caribbean – ILO Background Paper No. 2.

At a meeting of Caribbean Labour ministers in September 2017, the ministers endorsed the CARICOM Declaration of Labour and Industrial Relations Principles and agreed to adopt a principles approach rather than model legislation and to take up this matter and seek the approval of their various cabinets.

An assessment was also undertaken for Haiti and the results of that review were presented during the Social Dialogue workshop attended by members of the national employers’ and workers’ organisations in February 2018. (ILO Decent Work Team, 2018)

OUTCOME: Alignment of education outcomes with the needs of the labour market

CEC distributed the Survey and forwarded completed questionnaires to ILO for processing and analysis. The findings were shared with employers, but data had not been shared with educators by the end of project implementation. Based on the data compiled from the survey a joint policy position regarding alignment of education outcomes with the needs of the labour market was prepared by CCL and CEC with technical assistance from the ILO. The policy position set out how CEC and CCL would like to be involved in enhancing the alignment of education and training programmes with labour market demands through : (i) tripartite skills advisory committees; (ii) education and training linkages with the private sector and (iii) sustainable financing. (ILO Decent Work Team, 2018). The policy position was adopted at the September 2017 Bipartite Meeting. The policy position was further shared with the membership of the national employers' associations during the final stages of the project. (ILO Decent Work Team, 2018)

OUTCOME: Employers' organizations and trade unions play their role in the implementation, governance, and monitoring the effects of the EPA

525. CEC through its members were asked to collect information on the implementation of EPA in their respective countries. CEC also asked its affiliates to compile a list of known Employer Organisation member businesses engaged in trade with the EU. However, given that the national/governmental response to the EPA and sharing of what information is available was not forthcoming, it was difficult for the CEC and the CCL to make much progress on this component.

526. The responsibility for implementation of the EPA in Trinidad and Tobago resides with the Ministry of Trade and Industry. In 2013, a bill proposing arrangements for monitoring and oversight of the EPA was forwarded for the consideration of parliament but was not adopted and enacted. By the end of 2016 there was still no confirmation that a tripartite monitoring mechanism was in place.

527. The training programme on social dialogue included a presentation and discussions on the Social Aspects Chapter of the EPA

528. The CEC Vice President participated in the following meetings related to the governance and monitoring of the implementation of the CARIFORUM_EU EPA :

- Second Meeting of the CARIFORUM-EU Consultative Committee (18-19 April, 2016, Belgium) - Mr Vern Gill, CEC Vice President also attended this meeting.
- Second Preparatory Meeting of CARIFORUM Consultative Committee of the Economic Partnership Agreement (16-17 February 2016, Barbados)
- CARIFORUM Consultative Committee of the Economic Partnership Agreement (11- 12 April 2017, Trinidad and Tobago)
- CARIFORUM Consultative Committee of the Economic Partnership Agreement (6-7 November 2017, Trinidad and Tobago)
- CARIFORUM Consultative Committee of the Economic Partnership Agreement (19 February 2018, Barbados)

CEC OUTCOMES

OUTCOME: Involvement of CEC in relevant forums throughout the region as the umbrella organization to represent and promote employers' interests

CEC has obtained representation on COHSOD

OUTCOME: CEC through national employers' organizations supports social dialogue to implement the Social Aspects Chapter of the EPA

529. A Social Dialogue Survey on the knowledge, attitude and practice of employers on social dialogue was administered where over four-hundred (400) persons participated in the survey with over two-hundred (200) completing the survey in full.

530. The findings of the survey were presented at the thirteen (13) national training workshops on social dialogue conducted between June 2017 and March 2018.

OUTCOME: CEC's coordination capacity for determining policy positions and concerns is reinforced

531. A System for coordinating inputs and experiences from other employers organisations was developed and is being utilized.

532. No action has been taken as yet to create the network of researchers from the training workshop participants.

533. CEC developed the capacity to design and administer surveys via survey monkey. The Survey Monkey function was used for all the surveys conducted during the project, including (i) a survey on meeting skills needs in the workplace under Outcome 3 and (ii) the social dialogue "Knowledge-Attitude" practices survey as part of Outcome 9. The first survey received 485 responses and the second 424 responses across 14 CARIFORUM countries.

534. In 2017 a members' only login, sub-site was created, and it facilitates real-time interaction between CEC members. This allows not only for the sharing of local Labour related and economic emerging issues but also serves as a question and answer platform for members.

OUTCOME: CEC's coordination capacity for identification of training needs and delivery is enhanced

The following training workshops were conducted:

535. Productivity measurements and assessments between January – March 2017 in 14 CARIFORUM member countries for 390 participants

The Employers Consultative Association of Trinidad and Tobago benefitted immensely from the Productivity workshop and utilised the knowledge and capacity derived from the workshop to design and implement a number of initiatives for its constituents including:

- Provision of assistance to employers in preparing productivity plans for their organisations;
- Provision of recruitment management assistance to organizations to maximize the chances of obtaining the right skills and fit;
- Through its subsidiary, the ECATT, provided training workshops such as Supervisory Management, Industrial Relations, Policy development and leave management.
- A workshop targeted for enterprises on how to measure absenteeism; and
- A pilot project on productivity improvements using a small business company in Trinidad and Tobago.

536. Business Continuity and Disaster Preparedness Workshops were conducted between June 2017 and February 2018 for 450 participants. The workshops were facilitated jointly by the

ILO, ILO/CEC Consultant and the National Disaster Offices/ National Emergency Management Authorities.

CCL OUTCOMES

OUTCOME: Reinforcing the institutional capacity of CCL and its constituents

537. To some extent NATUC has been able to use some of the knowledge and skills obtained through the training and its past experience to assist unions in St. Vincent and the Grenadines and Saint Lucia.

OUTCOME: Scaled-up research and education capacity to reinforce the analytical capabilities of CCL

538. CCL affiliate representatives participated in training in research methodologies.

539. To date there is no evidence that this has been converted into institutional capacity.

OUTCOME: Effective internal trade union communication, media outreach and public information

540. There is more awareness about CCL as a result of the distribution of promotional materials, the development of an interactive website, the publication of four editions of a newsletter, the issue of press releases before and after project events and the conduct of interviews.

541. The perception of trade unions represented in the press as an antagonist has not changed and at least one trade union confederation is using facebook to improve its image.

542. Joint policy positions on four (4) areas considered important for employers and workers were drafted and distributed. The areas addressed were:

- Social Protection for all;
- Minimum wage setting to advance decent work and improving living standards;
- protecting people and employment;
- A path to sustainable development; and
- Maintaining a fair playing field while respecting OSH standards and increasing competitiveness.
- The position papers were presented and adopted at the Second Regional Bipartite Meeting held in September 2017.
- The CEC and CCL developed and disseminated through their websites three (3) joint articles:
 - The Future of Work;
 - Harmonisation of Labour; and
 - Free Movement of Labour.

Key internal and external factors that contributed or hampered the achievement of outcomes include:

Factors Contributing to success

543. Solid technical support provided by ILO.

544. Strong network of executive of CEC and national employers' organization has been built and the communication between the CEC Secretariat and its members has improved.

545. There is a closer connection with the membership of CEC, as they respond to enquires more readily than in the past.

546. The understanding of the Banking Officials who assisted CEC with foreign exchange at late notice when the National Project Officer had to travel to the various countries

547. The ability to obtain foreign exchange when monies were deposited or given to the CEC in local currency.

548. Collaboration and relationship built with units of CEC and CCL

Hampering or Constraining Factors

549. Difficulties in successfully reaching government agencies to assist with gaining access to and participating in EPA implementation monitoring in some countries

550. Lack of Capacity Building for the CEC. The format used for Implementing the project which mainly consisted of workshops did not support the organizational development of CEC.

551. The lack of monitoring and follow up of the Project Steering Committee

552. Delayed responses by national affiliates

553. Capacity of leadership to take the CEC forward is limited

554. Insufficient human resources and guidance in the allocation of financial resources and reporting of use of funds was provided by the ILO.

555. Failure to build capacity for continuity

556. Absence of activities to convert outputs to outcomes

557. Full opportunity not embraced to become self-sufficient and understand roles and responsibilities on the part of CCL, CCL affiliates and their members

558. There did not appear to be overall buy-in into the changes necessary for sustainability.

Efficiency

The project was implemented within budget.

Impact

The main project initial impacts identified by the interviewees are listed below:

559. Exposure to the research workshop has changed how the Employers' Consultative Association of Trinidad and Tobago (ECA) responds to issues, ECATT has begun to use empirical data in support of its positions.

560. ECA is about to launch a national survey to develop a business agenda

561. CEC has implemented improved procedures for management of records and these procedures have been documented and institutionalized.

562. Project helped CEC to maintain and grow its membership

563. Network has been established which enables CEC and its members to draw on experiences and good practices from other countries.

Sustainability

There are some indications that some of the results of the project will be sustained:

564. The Productivity workshops could encourage long lasting changes mainly at the national level and only in those countries where there is the will to succeed. It should be noted that St. Lucia had commenced its programme with the input of its government and social partners.

565. CEC is encouraged by the strong regional network that has been created to facilitate discussion and collaboration with countries benefitting from information sharing

566. The CEC membership grew by 4 or 26%. New country members include Haiti, Aruba, St. Martin and Martinique.

567. The files and knowledge products generated by the project are accessible and have been appropriately filed.

568. The Board of Directors has been discussing the possibilities of a regional project/programme which would be funded by chains of regional business organisations and the team is currently holding discussions with businesses in their respective territories

There is some concern that the critical actions and systems to facilitate the sustainability of the project results have not been put in place and that the CEC and the CCL have not put mechanisms in place for ensuring continuity and follow up so a lot of what was achieved could be lost.

Cross-cutting themes

The issue of inclusiveness was not addressed in a comprehensive way:

569. According to some interviewees, there was some attempt to include women but stakeholder group for the trade union movement is broader and includes:

- Unemployed
- Youth
- Pensioners
- Domestic workers
- Employers' Associations
- Labour Colleges

Conclusions and recommendations

Conclusions:

The project fostered a strong relationship between regional and national employers' associations and trade union federations. It also played a key role in creating awareness about the CEC and the CCL and in advocating for social dialogue at the regional, national and firm levels. Through the efforts of the ILO and the executive of CEC and CCL, both CEC and CCL have been able to obtain representation on COHSOD which plays a lead role in the development of regional human resource development policy. Project beneficiaries point to some changes in their approach to research and in their preparation of position papers where they have adopted more evidence-based approaches. At the same time concern was expressed that some participants may not have been able to benefit from the training as it was pitched at a fairly high level.

There was also a feeling expressed that there needed to be more follow up activities and a greater attempt to link the various activities so that the planned outcomes were attained. Respondents also suggested that a broader approach to stakeholder engagement should have been taken and additional stakeholders included in project design.

Lessons learned:

570. There needed to be deeper and broader stakeholder engagement.

571. Adequate provision needs to be made for monitoring and follow-up with national employers organisations.

- 572. Monitoring and ongoing follow up are key to ensuring success of such projects.
- 573. Future Projects must be done differently with the inclusion of other institutions and stakeholders playing a more significant role in conceptualising taking all the varying needs into consideration.
- 574. The CARIFORUM region includes a variety of cultures with differing needs.
- 575. It is important to ensure that leaders are open to change and operating in a modern world and not excluding fresh minds.
- 576. It is important to have a comprehensive strategy for information sharing and for using the information generated from surveys.
- 577. Attention needs to be paid to the broader role for trade unions in society.
- 578. A comprehensive strategy needs to be developed and adequate resources need to be allocated to foster participation of Haiti and the Dominican Republic in CARIFORUM Projects. The strategy should acknowledge the timeline required to facilitate the processing of visa and other travel requirements and the arrangement of translation and interpretation services.

Emerging good practices:

- 579. Collaboration between employers and workers/workers' representatives in advocating for their shared interests.
- 580. Solicitation of inputs and experiences from other employers' organisations to inform the design of strategies and approaches to addresses common issues

Recommendations:

- 581. Include a component in the project that supports organisations and persons in sharing the knowledge and expertise developed under the project with others;
- 582. Allocation of resources to support more advanced countries to help others;
- 583. Inclusion of a pro-active strategy that promotes inclusiveness particularly of women and youth;
- 584. Involve trade and development experts and project management experts and not just technocrats in the design of the project.
- 585. Allocate resources to address weaknesses in CCL and the strengthening of national affiliates and their constituent national unions which may be uncovered during a strategy planning exercise.
- 586. Greater attention should be paid to coherence and how the series of activities were linked to the outcomes stated in the logical framework.
- 587. Greater provision for follow- up after activities to ensure that necessary actions at the national level were implemented.

Appendix

Interview Listing: Appendix 1

Trinidad Interview Listing

May 7	10:00	Ms. Vanessa Phala Senior Specialist, Employers' Activities and Ms. Vera Guseva, Senior Specialist Workers' Activities
May-21	2:00	Mr. Andre-Vincent Henry, External Collaborator during project
May-22	11:00	Ms. Gabrielle Johnson, former National Project Officer (CEC)
May-22	1:00	Employers' Consultative Association of Trinidad and Tobago (ECATT): Mr Ronald Ramlogan, Ms. Flingal CEO) and Ms Joyce Francois (former CEO)
May-23	3:00	Linda Besson, Secretary, Caribbean Employers' Confederation and Mr. Ruben McSween, CEC
May-24	9:00	Debriefing with DWT-Port of Spain
May-24	2:00	Mr. Michael Annisette, General Secretary, National Trade Union Centre of Trinidad and Tobago and Mr. Jefferson Jones (General Council Member NATUC), Mr. Floyd James (Executive Member NATUC) and Mrs. Shalene Suchit-Dwarika (Deputy Secretary General of Public Services Association of Trinidad and Tobago)

Appendix XI Lessons Learned

ILO Lesson Learned Template

Project Title: Final Evaluation - Support to Facilitate Participation of CARIFORUM Civil Society in the Regional Development and Integration Process: Challenges to CARIFORUM Labour, Private Sector and Employers to Fulfil their EPA Obligations

Project TC/SYMBOL: RLA/13/03/EEC

Name of Evaluator: Juan-David Gonzales

Date: August 2018

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Broad stakeholder engagement and consultations are necessary when designing and implementing a project involving a multiplicity of regional stakeholder that are not ILO's, employers' and workers' organizations traditional partners. The evaluation's findings showed that the activities that should have allowed the CEC and the CCL to be involved in the implementation, governance and monitoring of the social aspects of the EPA at the regional and national levels, should have been designed differently in order to ensure expected results can be reached. Consulting and involving a wider set of stakeholders could have allowed providing a more realistic picture of the assumptions, threats and opportunities of the necessary actions required to achieve the expected result. More specifically, the CARICOM, the CARIFORUM, Ministries of Trade, national and regional EPA implementation units' involvement and inputs would have added significant value to the project design and implementation.
Context and any related preconditions	As highlighted in the 2014 report monitoring the implementation and results of the EPA, the evaluation team observed there was limited knowledge about the roles and responsibilities of the different actors having staked in the EPA. In this context, it seems the project design was hampered by the fact ILO, the CEC and the CCL were not sufficiently aware of the EPA implementation structure and of where to intervene to facilitate workers' and employers' organizations involvement in its governance.
Targeted users / Beneficiaries	Donor, ILO Directorate, project managers/coordinators, monitoring and evaluation officers.

Challenges /negative lessons - Causal factors	<p>While the project's activities put a lot of emphasis on strengthening the capacities of workers' and employers' organizations, its interventions were not sufficiently linked to the EPA governance structure. Given the EPA is first and foremost a trade-related agreement, national and regional actors having stakes in the trade-related aspects of the EPA could have been consulted or involved as advisors when designing the project and to propose mitigation strategies in face of emerging challenges. The CARICOM, the CARIFORUM, Ministries of Trade, national and regional EPA implementation units among others could have contributed to strengthen the project's design and implementation.</p>
Success / Positive Issues - Causal factors	<p>The project was more successful in consulting employers' and worker's organizations through the CEC and the CCL. These consultations informed the project's design which, in turn, was able to provide trainings and workshops responding to some of the need and priorities of employers' and workers' organizations across the region. As these workshops were among the products of the project that were most appreciated by national employers' organizations and national trade unions, it supports the idea that stakeholders' consultations can add significant value to an intervention and increase the likelihood of ownership by beneficiaries.</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>A comprehensive stakeholder mapping must be conducted prior to the design of every intervention to ensure all relevant actors related to an intervention are identified.</p>

ILO Lesson Learned Template

Project Title: Project Title: Final Evaluation - Support to Facilitate Participation of CARIFORUM Civil Society in the Regional Development and Integration Process: Challenges to CARIFORUM Labour, Private Sector and Employers to Fulfil their EPA Obligations

Project TC/SYMBOL: RLA/13/03/EEC

Name of Evaluator: Juan-David Gonzales

Date: August 2018

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Using national resources to facilitate training can create a built-in mechanism for post-training follow-up, which in turn can create genuine capacity at the institutional level. The evaluation team noted that while local capacities were not generally used to implement capacity-building activities, the instances when it was observed (i.e. reliance on the Jamaica Productivity Centre, the Barbados Productivity Council and on the CCLCS to deliver certain workshops' components) allowed centralization of disseminated knowledge within stable organizations that could be able to replicate or follow-up on services provided.
Context and any related preconditions	The success of a capacity building intervention depends on its potential to create capacities, motivation and future opportunities to use or share created capacities among the targeted beneficiaries. The evaluation team noted that the ILO-EU project took into account the need to motivate the different employers and workers organizations to participate to the workshops and bipartite meetings it convened by providing a significant financial and logistical support. The workshops offer additional opportunities to beneficiaries to increase their knowledge on thematic that they considered relevant. The project however did not fully address the need to create opportunities for participants to replicate, dig-deeper or put into practice what they learnt.
Targeted users / Beneficiaries	Donor, ILO Directorate, project managers/coordinators, monitoring and evaluation officers, national project officers.

Challenges /negative lessons - Causal factors	The national bipartite meetings and workshops were generally appreciated by consulted NEOs and NTUs. Yet, in many countries, the different beneficiaries were uncertain about what would be the opportunities to replicate or to benefit from follow-up trainings to dig deeper into the different aspects initially covered by the workshops. This was notably due to the fact the workshops were not done in partnership with national training organizations.
Success / Positive Issues - Causal factors	The evaluation team noted that relying on the Jamaica Productivity Centre (JPC), the Barbados Productivity Council (BPC) and on the CCLCS to deliver certain workshops' components had positive results in these two countries. Relying on the JPC and BPC in Jamaica and Barbados gave additional relevance to the workshops as they were more closely aligned to the national context and needs. Most importantly, the JPC and BPC are tripartite organizations and are thus long-term partners of NEOs and NTUs in each country. As such, involving them in the provision of workshops not only increases the capacities of the JPC and BPC as capacity building organizations, it contributes to social dialogue at national level and creates an opportunity for NEOs and NTU to reach back to these organizations to replicate such training in the future. A similar opportunity was created in Trinidad and Tobago by relying on the CCLCS as the CCL is now in close discussion with the college to identify future collaboration opportunities.
ILO Administrative Issues (staff, resources, design, implementation)	n/a

Appendix XII Emerging Good Practices

ILO Emerging Good Practice Template

Project Title: Final Evaluation - Support to Facilitate Participation of CARIFORUM Civil Society in the Regional Development and Integration Process: Challenges to CARIFORUM Labour, Private Sector and Employers to Fulfil their EPA Obligations

Project TC/SYMBOL: RLA/13/03/EEC

Name of Evaluator: Juan-David Gonzales **Date:** July 2018

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Collaboration between the CEC and the CCL around shared interests fomented mutual trust and made their advocacy more impactful. The evaluation team noted by designing a component through which the CEC and the CCL had face-to-face, common-issue bipartite meetings, discussions organically led to identification of shared interests and made their advocacy more impactful. The inclusion of both organizations to COHSOD meetings is a patent example of effective joint advocacy.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	In the context of the CARIFORUM-EU EPA, the ILO, the CEC and the CCL identified the opportunity to strengthen social dialogue at regional and national level between NEOs and NTUs on the social chapters of the EPA. Given the information deficit in the region regarding the EPA, and the commitments made by signatories of the EPA to work around ILO core labour standards, the project gave an opportunity to ILO constituents to initiate dialogue during national and regional bipartite meetings on topic of common interest such as harmonization of labour standards and alignment of education outcomes to the market needs. Bipartite meetings can easily be replicated in any country or region where employers' and workers' organizations are faced with common challenges.
Establish a clear cause-effect relationship	The increased level of interactions between the regional employers' and workers' organizations and discussions around common topics fomented increased mutual trust.
Indicate measurable impact and targeted beneficiaries	The CEC and the CCL prepared a number of join policy positions papers thus demonstrating that both organizations can collaborate and reach agreements. In the context of the ILO-EU project, the CCL and CCL joint advocacy efforts allowed them to reach a recognized position during COHSOD meetings.

Potential for replication and by whom	Bipartite meetings between workers' and employers' organizations to discuss common issues can be replicated at regional or national level.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Promoting social dialogue through bipartite meetings is directly related to ILO Programme and Budget.
Other documents or relevant comments	n/a