



- **Evaluation Title:** Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality
- **ILO TC/SYMBOL:** MOR/11/03/CAN
- **Type of Evaluation :** Final –Independent
- **Country(ies) :** Morocco
- **Date of the evaluation:** July 2014
- **Name of consultant(s):** Sandy Wark
- **ILO Administrative Office:** DWT/CO-Cairo
- **ILO Technical Backstopping Office:** FPRW
- **Date project ends:** 31 July, 2014
- **Donor: country and budget US\$** Government of Canada- US\$298,954
- **Joint Evaluations agencies** NA
- **Participating organizations:** NA
- **Evaluation Manager:** Arwa Khadr Elboraei
- **Evaluation Budget:** \$5400
- **Key Words:** Morocco, Social Dialogue, Gender, Fundamental Principles and Rights at Work

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

This evaluation was conducted by Sandy Wark, an independent evaluator for the ILO sub-regional office in Cairo. The evaluator would like to express her gratitude to all the individuals who took time to participate in project evaluation interviews and groups discussions. Special thanks go to the project management team for arranging evaluation logistics with great efficiency.

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Acronyms

C.87 Freedom of Association and Protection of the Right to Organize Convention, 1948

C.144 Tripartite Consultation (International Labour Standards) Convention, 1976

CDT Democratic Labour Confederation

CGEM General Confederation of Moroccan Enterprises

CPO Country Program Objectives

DWT Decent Work Team

FDT Democratic Labour Federation

FMCIS Federation of Moroccan Chambers of Commerce, Industry and Services

FPRW Fundamental Principles and Rights at Work

GIZ German Development Cooperation

ILO International Labour Organization

IPEC International Programme on the Elimination of Child Labour

Labour-ESDC Labour Program of Employment and Social Development Canada

MLSA Ministry of Labour and Social Affairs

SMIG Minimum basic wage

UGTM General Moroccan Trade Union

UMT Moroccan Labour Union

UNTM National Trade Union of Morocco

Executive Summary

Project Background

This report documents the main findings and conclusions of an independent final evaluation of the International Labour Organization (ILO) project “Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality”, funded by Canada’s Labour Program of Employment and Social Development. The project, which had a budget of 300,000 Canadian dollars, was initiated in March 2012 and closed on 31 July 2014.

The main objective of the project was to contribute to democratization and non-discrimination in Morocco through the promotion of the ILO 1998 Declaration on fundamental principles and rights at work (FPRW), focusing specifically in strengthening social dialogue and engaging women in the process of social dialogue and collective bargaining. The project had a strong focus on raising awareness on these issues among ILO social partners, other influential groups and the general public. Through increased awareness and other technical support, it intended to strengthen social dialogue and the legal framework on FPRW. In addition, it carried out activities focused on building the capacity of trade union gender committee members and women workers by improving their knowledge of basic principles and rights at work.

Evaluation Background

The evaluation assesses the relevance, effectiveness, efficiency, sustainability and impact of the project including the effectiveness of strategies, implementation modalities chosen and partnership arrangements, in accordance with ILO evaluation policy. In addition, it documents challenges, lessons-learned, good practices, and recommendations for future similar interventions. Its findings are destined primarily to the donor, the ILO’s project management team and the key stakeholders involved in the project (the Ministry of Labour and Social Affairs (MLSA) and the main employers and workers’ organizations). Evaluation methods were to review project documents, products and other documents related to the project or the project subject matter, and to conduct stakeholder interviews and focus group discussions. The evaluation was carried out from July 15-25, 2014 by an independent evaluator. The evaluator met stakeholders from three out of four cities in which project activities were organized: Casablanca, Rabat and Fez (but not Marrakech).

Methodology

The evaluator used the following evaluation criteria i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and iv) impact orientation and sustainability. The evaluation framework was guided by the key questions identified in the final evaluation terms of reference in Annex C as well as the project work plan and logical framework outcome and output indicators. The evaluation methodology combined a review of project documents, products and other documents related to the project or the project subject matter (for example, press articles and ILO reports), and stakeholder interviews and focus groups.

The sources of information for the evaluation were:

- Project documents: project proposal, work plan, M&E framework, progress reports, activity reports

- Project products: studies, awareness raising material
- Stakeholder interviews and focus groups: Interviews with project partners, beneficiaries and other stakeholders including: MLSA representatives, workers' and employers' organizations representatives (Union Marocaine du Travail (UMT), Confédération Démocratique du Travail (CDT), Union Générale des Travailleurs au Maroc (UGTM), Fédération Démocratique du Travail (FDT), Union Nationale du Travail du Maroc (UNTM), the Federation of Moroccan Chambers of Commerce, Industry and Services (FMCIS) and the General Confederation of Moroccan Employers (CGEM)), and national experts/consultants.
- Interviews with the project management team and a donor representative.

The evaluation considers project implementation from 23 March, 2012 to 31 July 2014. The findings of this final evaluation are destined primarily to the donor, the ILO's project management team and the key stakeholders involved in the project (MLSA and the main employers and workers' organizations).

Main Findings

On the project's relevance and strategic fit, the project objectives were generally in line with most ILO constituents' priorities with some exceptions. Notably, the evaluator finds that to increase knowledge on FPRW among employers, the project needed a different approach. In addition, some initial implementation strategies, notably work with the newly created Economic and Social Council, turned out not to be feasible or in line with emerging relevant needs and so were revised by the project management team in close collaboration with the MLSA.

The project strategy and activities were aligned with ILO Country Program Objectives (CPO) for Morocco¹. The Project complemented other activities being carried out by the organization in Morocco during the same period. The Project likewise collaborated with projects implemented by other organizations with similar objectives. All this contributed to integrating project activities with wider efforts and leveraged additional resources. However, coordination and information sharing mechanisms within the ILO and among donors and program implementers working on labour rights issues in Morocco were not optimal and could be strengthened.

On the validity of the project design, the project document situational analysis clearly identifies the challenges to be addressed by the project. Its analysis of the factors that influence labor and gender relations in the labor market in Morocco does not draw from lessons learned from past successful reform processes or from previous and other ongoing ILO projects to justify its chosen strategies. The project design set too many objectives and was overly ambitious both in the number and scope of project outputs relative to its available resources and the project duration. As a consequence, the activities planned under each output were not sufficient to produce the planned outputs. The project monitoring and evaluation plan was implemented effectively by project management to monitor performance indicators but data on the outcome indicators proposed in the project proposal were not systematically collected and reported.

¹ The evaluator was asked to analyze the contribution of the project to the Decent Work Country Programme (DWCP) for Morocco and related P&B indicators. Although the ILO and its constituents have initiated the process to develop a DWCP, no program has been finalized and validated. Morocco Country Program Objectives reflect ILO and its constituents priorities through a less formal process.

On project progress and effectiveness, project implementation mainly followed the work plan developed during its inception phase; it experienced delays, some activities were cancelled and others were reformulated. The project was effective in raising awareness and facilitating discussion and debate on social dialogue and non-discrimination among trade union representatives, who seemed to have participated in project activities in relatively greater numbers than other ILO constituents. Project effectiveness in expanding the general public's knowledge on FPRW and to mobilize public opinion in favor of ratification of ILO conventions on Freedom of association (C.87) and on social dialogue (C.144) was limited by the project design and the cancellation of some key activities. Project activities contributed to building awareness on the importance of strengthening women's role within the trade union movement in Morocco and highlighted the importance given to the issue by the ILO. Additional interventions are needed to increase the numbers of women trade union members, and their capacity to participate in trade union governance bodies and to defend their rights in the workplace.

The project practice of mobilizing national experts who have practical field experience in the application of labor rights to conduct its workshops contributed to project effectiveness. Also, the project practice of holding at least some workshops in secondary cities contributed to reaching a more diverse group of participants than if all activities were held in Rabat and Casablanca.

On efficiency of resource use, the project required nearly 12 additional months to complete implementation as compared to the original timeline. Despite project delays and the need for two no-cost extensions, the percentage of budget resources allocated for personnel expenses did not increase² and so did not have a negative impact of project cost efficiency. However, many workshops were organized in hotels rather than in partner premises as initially pledged and were relatively expensive.

On the effectiveness of management arrangements, the ILO project management team worked together cooperatively to meet project objectives and outputs. Although technical backstopping from ILO headquarters was very limited, this did not have a negative impact on the project because of the availability and use of highly qualified national experts. The project manager was both effective and efficient.

On project impact orientation and sustainability, project tripartite workshops and conferences provided a forum for dialogue between the government and trade unions during a time when many important reforms were being considered, contributing to the project goal of reinforcing democratic processes. The project did not have a focused strategy for building the capacity of its partners to replicate training and awareness-raising which may diminish its impact and sustainability. The continuity of ILO and ILO constituents' organization activities in Morocco and the presence of other international organizations working on similar issues will potentially contribute to sustaining and extending project impact. Project management made efforts to mobilize other organizations with ongoing activities in Morocco to build on its support for trade union gender committees as part of the project exit strategy.

² Personnel Expenses cover international experts, travel and mission costs, evaluation mission, the project coordinator salary, and national consultants. In the original budget, \$130,000 was allocated for this while in the last revision, it was approximately \$126,000.

Conclusions

The evaluation findings cite many accomplishments brought about by good project management and strong cooperation with ILO constituents. Among key project accomplishments are:

- Enabling constructive tripartite debate and useful networking opportunities among ILO social partners at a time when many significant national reforms were being put forth. Recent project supported research and workshops on the Moroccan Labour Code may turn out to be the first step toward necessary revisions as well as other changes to strengthen the code's application.
- Expanding the knowledge of FPRW among trade union stakeholders who had not previously been given opportunities to learn about international labour standards or about the rights and responsibilities enshrined in their own labour code; this applies in particular to participants from the relatively young National Trade Union of Morocco (UNTM) and gender committee members from all five main trade unions.
- Raising journalists' awareness on FPRW to foster broader and more balanced discussion of labour rights, including trade union liberties, in the media.

The evaluation findings highlight the following project weaknesses:

- Setting too many objectives and outputs relative to available resources. Having fewer objectives and outputs would have allowed the project to add depth to its intervention strategy and may have resulted in better outcomes in the area it chose to concentrate its resources, for example on public awareness or strengthening the capacity of trade union gender committees.
- Focusing insufficiently on strengthening internally managed mechanisms within social partner institutions for raising public awareness or training its membership and constituency groups which may limit its longer term impact both on the institutions and on informing public opinion.

Lessons Learned

The project team worked very closely with its main government partner, the MLSA. The close partnership required management by both parties to optimize positive outcomes and minimize negative ones. Some of the implementation delays and cancelled activities can be attributed to the government partner's scheduling challenges. Also, the sensitive and at times political nature of the project added complexity to partnership management. The slower than planned implementation and reduced project autonomy was compensated by the enhanced degree of ownership by the Ministry for project activities and related to this, relatively greater levels of government commitment to building on project outcomes as part of its reform agenda.

Emerging Good Practices

The evaluator identified a number of project good practices:

- **Thorough documentation of its activities** by the project manager and her assistant, which helped to ensure project transparency and accountability.

- **Flexible Implementation by the project management team** which gave the project the opportunity to provide timely support to a priority initiative that emanated directly from a key partner, even though it was not part of the work plan.
- **Support for dialogue within trade union movement** which engaged all 5 main trade unions partners (Union Marocaine du Travail (UMT), Confédération Démocratique du Travail (CDT), Union Générale des Travailleurs au Maroc (UGTM), Fédération Démocratique du Travail (FDT), Union Nationale du Travail du Maroc (UNTM)) in project activities and contributed to their ability and motivation to work together on critical issues.

Recommendations

Key evaluation recommendations are:

1. Improve information sharing within the ILO, as well as between donors and project implementers in Morocco in order to facilitate identifying and developing synergies between programs. The Ministry of Labour should consider establishing a donor coordination group on labor rights issues.
2. Apply a more focused strategy encouraging the replication of awareness-raising and training activities by partners including the allocation of resources for this purpose. The ILO should support social partners' training and communication departments to conduct activities.
3. Exploit the Internet, including online video and social media, for awareness raising and information sharing. The ILO and its partners should capitalize on information communication technology to expand the reach of its awareness raising and information sharing.
4. Develop practical, user-friendly tools on FPRW. The ILO should develop tool kits and other guides that explain how social partner representatives can apply and defend FRPW.
5. In the design of future projects, the ILO and its social partners should consider greater geographic decentralization of activities, sector focused approaches and new thematic areas.
6. The ILO and trade unions should develop and implement more programs to strengthen female trade union leadership.
7. In the design of future projects, the ILO should plan support for social partners to develop public awareness and communication strategies and activities to inform the public and stimulate debate.

I. Project Background

Project Social, Economic and Political Context

ILO conceived the project shortly after the “Arab Spring” which gave impetus to a new Constitution in Morocco; Constitutional changes reinforced the role of the Parliament by enlarging its lawmaking authority and recognizing the opposition’s status, enlarged the legal framework for individual and collective liberties and strengthened human rights provisions.

The social, economic and political situation in Morocco during the project implementation period, unlike in many countries in the region, was stable which benefited the project. Despite the global recession, economic growth in Morocco has averaged 4.9% in the past five years, while inflation has stayed below 2%. Continuing economic progress by reinforcing its competitiveness in the context of globalization and its free trade agreements is a major challenge for Morocco and an important concern of ILO constituents, although their priorities differ.

The current government, the first led by the moderate Islamist Party for Justice and Democracy, was elected in November 2011, prior to project start-up. There were no major political elections during the project implementation period, although the Minister of Labour was changed three times following government reorganizations causing some, albeit, limited disruption to project implementation.

The current government has set out to institute important social and economic reforms that were subject to heated debate by ILO constituents; more so given that a number of trade unions are closely associated with opposition political parties. Some important issues included a proposed revision of the law on the right to strike, extending the age of retirement, raising the minimum wage (SMIG), and reforming social subsidies. In addition, the Ministry of Labour and Social Affairs (MLSA) is about to bring out a new strategy on employment and is considering proposing revisions to the Labour Code (last revised in 2004). In this context, relations between the government and trade unions were tense with trade unions worrying that some gains won in previous years were at risk. This affected project implementation by raising the political stakes surrounding some project interventions. Arguably, these reinforced project relevance but may also have contributed to delays.

With a budget of 300,000 Canadian dollars and funded by the Labour Program of Employment and Social Development Canada (Labour – ESDC), the project, “Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality,” was initiated by the International Labour Organization (ILO) in March 2012 and closed on 31 July 2014. It was designed and implemented to strengthen the institutionalization of social dialogue, and to contribute to democratization and non-discrimination based on gender in the Moroccan labour market.

The project’s intermediate objectives were:

1. Fundamental principles and rights at work (FPRW)³, especially in relation to women, are understood and promoted by constituents.

³ The 1998 ILO Declaration puts forth the four following FPRW: (i) Freedom of association and the effective recognition of the right to collective bargaining, (ii) elimination of all forms of forced or compulsory labour, (iii) effective abolition of child labour, and (iv) elimination of discrimination in respect of employment and occupation.

2. The legal framework for the process of social dialogue is understood and promoted by constituents.

The outcomes sought by the project were:

1. Strengthened protection of FPRW in Morocco.

This outcome had the following outputs: enhanced legal framework for the protection of FPRW; enhanced capacity of constituents' leaders to engage in social dialogue processes; increased understanding of the newly created Economic and Social Council's capacity building needs; and public discussions in relation to ratification of ILO conventions on Freedom of Association (C.87) and convention on social dialogue (C.144) initiated.

2. Increased general knowledge on FPRW.

This outcome had the following outputs: enhanced knowledge by influential groups (parliamentarians, public officials, employers' and workers' organizations, journalists, human rights activists), on FPRW; and enhanced awareness among general public on FPRW.

3. Trade unions' gender committees and working women are more knowledgeable and better skilled on rights and non-discrimination in the labour market.

This outcome had the following outputs: New information on women and labour legislation developed and disseminated; increased knowledge of working women on the basic principles and rights in labour markets; and increased knowledge and skills of gender committees on the basic principles and rights in labour markets.

The project was implemented by an ILO national project coordinator, supported by national and international consultants. In the later months, the national coordination was also supported by a program assistant. The ILO Decent Work Regional Office in Cairo provided technical and administrative backstopping to the project coordinator. Technical backstopping was also provided by Geneva-based ILO Declaration technical specialists.

The main partners of the project were ILO's constituents in Morocco. The principal counterpart was the Ministry of Labour and Social Affairs (MLSA). In addition, the project worked with the following Workers and Employers' organizations, in particular for training and awareness raising activities:

Workers:

- Fédération Démocratique du Travail (FDT)
- Union Générale des Travailleurs au Maroc (UGTM)
- Union Marocaine du Travail (UMT)
- Confédération Démocratique du Travail (CDT)
- Union Nationale du travail du Maroc (UNTM)

Employers :

- Fédération des Chambres Marocaines de Commerce, d'Industries et de Services (FCMCIS)

- Confédération Générale des Entreprises du Maroc (CGEM)

The project work plan was finalized by the project coordinator in collaboration with the MLSA in the last quarter of 2012. The main project activities are summarized as follows:

- In the first quarter of 2013, the project organized three 1-day tripartite workshops on social dialogue, collective bargaining and equality in the workplace in Rabat, Casablanca and Marrakech and a 2-day workshop for members of the UNTM (the trade union associated with the ruling, Islamist party) on equality in the workplace and the role of women trade unionists.
- In the third quarter of 2013, the project organized two 2-day workshops attended by over 50 journalists on FPRW, one in Rabat and another in Casablanca.
- In the fourth quarter of 2013, it organized three 2-day training workshops for the five principal trade union's gender committees on freedom of association, nondiscrimination in the workplace, trade union freedom, social dialogue, and international and national labor norms which were held in Rabat, Casablanca and Fez.
- Also during the last quarter of 2013, the project organized a 2-day tripartite workshop on social dialogue in Rabat.
- In the first and second quarter of 2014, following approval of a project extension, the project supported a MLSA initiative to review the 2004 labor code which included a series of four preparatory meetings of ILO constituents⁴ and the production of four studies⁵ leading up to a national tripartite workshop reviewing the Moroccan labor code 10 years after its last revision. After some delays, the planned tripartite workshop was held in the 4th quarter of 2014.

II. Evaluation Background

This independent evaluation serves two main purposes:

1. Give an independent assessment of the relevance, effectiveness, efficiency, sustainability and impact of the project including the effectiveness of strategies, implementation modalities chosen and partnership arrangements;
2. Document challenges, lessons-learned, good practices, and recommendations for future similar interventions.

The evaluation considers project implementation from 23 March, 2012 to 31 July 2014. The findings of this final evaluation are destined primarily to the donor, the ILO's project management team and the key stakeholders involved in the project (MLSA and the main employers and workers' organizations). The evaluator reviewed project documents and met with stakeholders during the last two weeks of July 2014. She met with individuals from three out of four project activity geographic locations: Rabat, Casablanca and Fez. Interviews with the project backstopping teams in

⁴ The topics of the meetings were: the labor code and individual labor relations, the governance of the labor market, working conditions, and the labor code and collective labor relations.

⁵ The topics of the studies were: the labor code and gender, the Moroccan Labor code and international labor norms, the evolution of the labor code in Europe, and the Moroccan labor code and the new Constitution.

Cairo and Geneva as well as with the donor representative were carried out by phone during the same period. The first draft of this document was shared with stakeholders for feedback during the month of August and first half of September before the report was finalized in late September.

III. Methodology

The evaluator used the following evaluation criteria i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and iv) impact orientation and sustainability. The evaluation framework was guided by the key questions identified in the final evaluation terms of reference in Annex C as well as the project work plan and logical framework outcome and output indicators. The evaluation methodology combined a review of project documents, products and other documents related to the project or the project subject matter (for example, press articles and ILO reports), and stakeholder interviews and focus groups.

The sources of information for the evaluation were:

- Project documents: project proposal, work plan, M&E framework, progress reports, activity reports
- Project products: studies, awareness raising material
- Stakeholder interviews and focus groups: Interviews with project partners, beneficiaries and other stakeholders including: MLSA representatives, workers' and employers' organizations representatives (Union Marocaine du Travail (UMT), Confédération Démocratique du Travail (CDT), Union Générale des Travailleurs au Maroc (UGTM), Fédération Démocratique du Travail (FDT), Union Nationale du Travail du Maroc (UNTM), the Federation of Moroccan Chambers of Commerce, Industry and Services (FMCIS) and the General Confederation of Moroccan Employers (CGEM)), and national experts/consultants.
- Interviews with the project management team and a donor representative.

Stakeholder Interviews

The individuals who were consulted by the evaluator are listed in Annex E. Given the social partner focus of the project, most of the stakeholder interviews were conducted with ILO Social Partners, which were the main institutions targeted by the project. Depending on the availability of project counterparts, the stakeholder interviews were either one on one with a key informant from the stakeholder organization or with a group of individuals from the same organization. The evaluator conducted project stakeholder interviews using open ended questions and/or through group discussion. Questions were designed to assess stakeholder feedback on (i) the quality and relevance of project activities, (ii) the impact of project activities on their awareness and capacity to understand and take part in social dialogue and promote gender equality in the workplace, and (iii) stakeholder recommendations for future projects with a similar focus. The evaluator also asked questions to assess the contextual factors affecting project implementation including about the social, economic and political context of Morocco.⁶

⁶ Examples of questions to training and tripartite workshop participants include: if/how did they benefit from the workshop?; if/what they learned?, if/how the activity impacted their work?, what would they recommend as topics for future training? What did you like about the way the workshops were delivered? What didn't you like?. Examples of questions to ILO constituent leaders: did the project respond your organizations major

The evaluator also interviewed 2 project consultants to gain insight about their role in the project and for expert opinions on the state of social dialogue and gender equality in Morocco. In addition, she interviewed individuals from all project management levels including the operational management team in Morocco, the administrative and financial support team in Cairo and the technical backstop teams in Cairo and Geneva, focusing on their role in the project and their assessment of project accomplishments and challenges. Finally, the evaluator conducted an interview with a donor representative, who was given the opportunity to signal general project implementation issues and to make suggestions to improve project communication and coordination with the donor.

Some of limitations of the evaluation include:

Although stakeholder organizations were asked to nominate actual participants in project activities to take part in evaluation interviews, in some cases this was not possible.

A large number of project objectives sought to improve stakeholder knowledge and capacity. The diagnostic tools to assess outcomes in this area were limited. They included project activity participants' pre and post self-assessments and evaluation interviews.

IV. Main Findings

A. Relevance and strategic fit

Finding: The project objectives were generally in line with most ILO constituents' priorities with some exceptions.

Project objectives responded to priorities articulated by most key project stakeholders who, for example, maintain that institutionalizing social dialogue to avoid or resolve labour disputes and maintain social stability is a major concern for them. ILO constituents agree likewise that the legal framework on FPRW should be reinforced; trade union representatives emphasized however that improving the application the current labor code is their top priority. Both men and women trade union representatives interviewed by the evaluator likewise maintain that it is important to strengthen the role of women within trade union organizations and defend the fundamental rights of women in the workplace in order to overcome still long-standing and deep-rooted gender based discrimination.

Finding: To increase knowledge on FPRW among employers, the project needed a different approach.

Although project awareness raising and capacity building activities were designed to also benefit employers, the CGEM did not attend many tripartite meetings and workshops. They explained that this was due to multiple factors including its limited human resources, scheduling issues (multiple

preoccupations; how or why not? How could ILO support be improved? Examples of questions to national experts and constituent leaders included: what do you think are the most important barriers to applying the FPRW described in the 1998 ILO declaration? Do you think the project strategy contributed to overcoming some of these barriers? How or why not?

important events planned for same period of time, some by different projects within the ILO), insufficient advance notice on planned events and their estimation of the overall relevance of workshop content to the organization's needs. An example of the latter point, the CGEM representative said that many meetings were organized to evaluate the Labour Code and formulate suggestions for its revision. The CGEM had previously conducted a review of the labour code with written proposals on specific points including what was wrong and what needed to be changed. For them, tripartite meetings could have been streamlined if all social partners had prepared their proposals in advance and used the meetings to debate and build consensus on these.

Explaining that non participation in some activities should not be interpreted as disinterest in spreading respect for FPRW among Morocco employers, the CGEM representative noted that it was implementing an ILO-funded regional outreach program to raise awareness of employers to strengthen respect for the labour code and was scheduled to receive ILO support for a new "social academy," an in depth training program on fundamental labour rights for Moroccan employers and trade union representatives. Beyond awareness-raising, the organization has led innovative approaches to social dialogue at the enterprise level including through direct dialogue with trade union representatives and by working with trade unions to establish mediation mechanisms to resolve labor disputes at the national and regional levels. Based on this, the CGEM informant argued that his organization needed ILO support to expand these strategies rather than additional awareness-raising.

Finding: Some initial implementation strategies turned out not to be feasible or in line with emerging relevant needs and so were revised by the project management team in close collaboration with the MLSA.

Some of the initial implementation strategies proposed by the ILO were not well-aligned with evolving reality and partner preferences. For example, planned assistance and cooperation with the newly created Social and Economic Council was abandoned during the inception phase of the project. Project management reported that this strategy was modified because the Council does not play an operational role in promoting and supporting social dialogue on specific labour issues in Morocco but rather is focused on much broader social and political questions. In addition, they note that it is a well-funded institution which does not require project support for an institutional capacity assessment. Because this decision was taken at the very beginning of the project and validated by the donor, the evaluator did not investigate this in detail. Therefore, she cannot judge whether there was a gap in initial analysis or if the new organization did not develop as expected by the project design team.

Finding: The project strategy and activities were aligned with ILO Country Program Objectives (CPO) for Morocco⁷. The project aligned with Morocco CPO 100, 151, 201, 803 and 903 which are concerned with capacity building for ILO constituents on promoting productive employment and decent work, initiating and participating in social dialogue, awareness on the right of freedom of association and collective bargaining and improving social and labor policies.

⁷ The evaluator was asked to analyze the contribution of the project to the Decent Work Country Programme (DWCP) for Morocco and related P&B indicators. Although the ILO and its constituents have initiated the process to develop a DWCP, no program has been finalized and validated. Morocco Country Program Objectives reflect ILO and its constituents priorities through a less formal process.

Finding: The Project complemented other activities being carried out by the organization in Morocco during the same period. The Project likewise collaborated with projects implemented by other organizations with similar objectives. All this contributed to integrating project activities with wider efforts and leveraged additional resources.

The promotion of social dialogue and gender equality in the workplace needs integrated strategies engaging many different persons in a variety of roles and treating fairly diverse themes. The project complemented other ILO projects with similar objectives but different target audiences. For example, the project did not train labor inspectors on FPRW directly but this was carried by another ILO project managed in Geneva⁸ which was implemented concurrently. High level ILO visits for inspector training likewise drew media attention to FPRW, strengthening public outreach on the issue. ILO funds⁹ managed by the ILO Employment Organization Specialist based in Cairo supported the CGEM awareness-raising and outreach to employers, promoting respect for workers' rights, and complementing the strong trade union focus of this project. Finally, the ILO initiated a new 3 year project on labour market governance in the agricultural sector about a year before the current project ended which, although it has a more narrow focus, also seeks to strengthen social dialogue and promote workers' rights in a sector that employs large numbers of women.

The project and a German Development Cooperation (GIZ) project shared objectives to reinforce the capacity of women to understand and defend their rights in the workplace. The projects agreed to work together on a study on gender and the labor code. By sharing costs, the project was able to save funds and expanded its reach to include GIZ partners and beneficiary populations. The project also capitalized on GIZ awareness raising resources (short films on women and employment) in its workshops.

Coordination and information sharing mechanisms within the ILO and among donors and program implementers working on labour rights issues in Morocco were not optimal. The project manager stated that she was not informed about centrally managed ILO projects with similar objectives in Morocco and learned about planned activities by this project on the eve of their implementation. The CGEM representative likewise said that multiple ILO sponsored events were organized simultaneously and that he had to choose between them. Other similar projects funded by donors were highlighted by stakeholders with whom the project might have collaborated if coordination mechanisms had been better such as Danish embassy funded project.

B. Validity of design

The project document situational analysis clearly identifies the challenges to be addressed by the project. Its analysis of the factors that influence labor and gender relations in Morocco is limited and does not draw from lessons learned from past successful reforms or from previous and other ongoing ILO projects to justify its chosen strategies. The project situational analysis highlighted labour market challenges, weak collective bargaining and social dialogue processes and the prevalence of gender inequality in the workplace as the major challenges to be addressed by the project. It pointed out weaknesses in the country's legal framework and its non-ratification of key international conventions as hindering the right of association and social dialogue. It further pointed

⁸ Training of Labor Inspectors in Morocco: Strengthening the Application of ILO Fundamental Conventions and Governance implemented by NORMES, ILO Geneva.

⁹ Funding from Bureau for Employers' Activities of the ILO (ACT/EMP)

to low levels of female participation in the trade union movement, gender discrimination within ILO constituent organizations and cultural beliefs as barriers to gender equality. Project analysis indicated that “Arab Spring” developments in Morocco including the ratification of a new constitution, proposals for reform in the human rights, social and economic spheres, democratic reforms and the creation of new institutions, in particular the Economic and Social Council, held promise to improve labor relations. The analysis did not delve deep enough to describe the causes of the identified problems and barriers or which strategies would be most likely to effect change based on recent history or the lessons learned from ongoing or previous ILO projects.

The project logical framework set too many objectives and was overly ambitious both in the number and scope of project outputs relative to the resources and time allocated for implementation. As a consequence, the activities planned under each output were not sufficient to produce the planned outputs. The project set out to produce a variety of significant outputs such as a strengthened the legal framework on FPRW, improved capacity of ILO constituents on social dialogue, increased knowledge on labour rights issues by key groups and the general public, increased knowledge and capacity by women trade union members on social dialogue and how to promote gender equality in the workplace. These outputs are ambitious and any one would require a larger number of activities over a longer period of time to achieve than was allocated to this project.

The project monitoring and evaluation plan was effective to monitor its performance indicators but not the outcome indicators proposed in the project proposal. The project M & E matrix tracked activity implementation and related targets, many of which were related to the numbers of participants in a planned workshop or conference or the production of a tool or research report. Outcome indicators, which in the project proposal included the existence of new or revised legislation, constituents who affirm to have reinforced capacity to engage in social dialogue or knowledge on FPRW, number of proposals or initiatives made by ILO constituents, and increased numbers of women trade union members were omitted from the matrix and data on these were not systematically collected by the project management team.

C. Project progress and effectiveness

Project implementation mainly followed the work plan developed during its inception phase; it experienced delays, some activities were cancelled and others were reformulated. The project was originally to be implemented over 18 months but was extended nearly an additional 12 months to July 2014 through two no-cost extensions accorded by the donor. The ILO project management team worked closely with the MLSA on the project work plan during the inception phase and this plan was largely respected. The table in annex F shows which activities were implemented according to plan, which were cancelled and which had to be reformulated. Changes to the work plan were consistent with project objectives and demonstrated effective problem solving by project management (see good practice section).

Finding: The project was effective in facilitating discussion and debate on social dialogue and non-discrimination among trade union representatives, who seemed to have participated in project activities in relatively greater numbers than other ILO constituents.

The project made a strategic decision to concentrate its resources on strengthening knowledge on social dialogue, freedom of association and non discrimination based on gender in the workplace.

Project aware-raising strategies included tripartite workshops, the publication of studies and brochures, and encouraging media coverage on these subjects. To measure changes in levels of awareness, the project used pre and post-workshop evaluations and these indicate that participants felt they had expanded their knowledge and awareness on the key workshop themes. Tripartite workshops attracted participants from all 5 main trade unions, representatives from the Ministry of Labour, including some labour inspectors, and employers' organization representatives (FNCIS and CGEM), although the latter were under-represented in some workshops.

Finding: Project effectiveness in expanding the general public's knowledge on FPRW and to mobilize public opinion in favor of ratification of ILO conventions on Freedom of association (C.87) and on social dialogue (C.144) was limited by the project design and the cancellation of some key activities.

The main project strategies to inform and influence public opinion were to debate the need to pass and ensure respect for the referenced international labour conventions through televised debate, the development and distribution of awareness raising material and by raising the awareness of influential groups including journalists and human rights activists through targeted workshops. The televised debate as well as parliamentarian and human rights activist awareness raising activities were cancelled. The project diffused awareness raising materials through the Ministry and its trade union partners but these materials are unlikely to have reached the public at large in significant numbers. There was no effort to diffuse materials online, which might have reached a broader audience.

The planned activity engaging journalists was implemented; two training workshops, one held in Rabat and another in Casablanca, engaged approximately 70 journalists working in a wide variety of media (print, radio, television, digital). The workshop was designed to contribute to expand participant knowledge of labour rights issues in particular on social dialogue, the right of association and gender equality in the workplace, and to encourage wider coverage these issues in the media. The project documented media coverage shows that there was indeed media coverage on the issue of social dialogue, collective bargaining and related topics, although it is difficult to evaluate whether this can be directly attributed to the project training.

The activities planned by the project, even if they had been implemented as originally planned, fall quite short of a public information campaign or supporting actual advocacy since they were very limited in scale. In addition, the project did not have resources to engage communication and other expertise to support the project manager to identify key knowledge gaps, formulate targeted messages aimed at changing public perceptions and put forth proposals for change on the main project themes.

Finding: Project activities contributed to building awareness on the importance of strengthening women's role within the trade union movement in Morocco and highlighted the importance given to the issue by the ILO. Additional interventions are needed to have a bigger impact on women's capacity to participate more strongly in trade union governance bodies and to defend their rights in the workplace.

The project document had a strong gender focus which was translated into the following project activities: a tripartite workshop in Marrakech on equality in the workplace, three 2 day workshops for women trade union members on FPRW, a workshop on women in the trade union movement for the UNTM trade union members (union associated with the governing political party) and the publication and diffusion of a report summarizing three separate studies on gender and (i) the labour code, (ii) social protection and (iii) working conditions. In addition, the project document pledged that the ILO would ensure that women would make up at least 30% of activity participants, regardless of the topic.

The outcomes of these activities were positive. The women trade union members interviewed by the evaluator were highly appreciative of the opportunity to learn. According to them, the workshops were delivered by qualified experts who mixed theory with case studies and role plays to help participants translate principles and laws into practice. They likewise appreciated being able to meet with women from other trade unions to share experiences; in Fès, women trade unionists from all 5 main unions expressed a strong will to work together on women's issues despite their ideological differences. One trade union leader said that the workshops contributed to higher levels of female participation in their recent trade union congress and as a result there were more women candidates in the executive committee elections.

Women made up a little over 50% of all project workshop participants, which is an impressive figure in light of social and cultural constraints. It indicates that a consistent effort was made by project management to encourage and enable female participation in project-supported events.

Finding: The project practice of mobilizing national experts who have practical field experience in the application of labor rights to conduct its workshops contributed to project effectiveness.

The project used experienced national experts as consultants in nearly all its activities. This practice contributed positively to the relevance of workshops and studies. National consultants shared rich information on the Moroccan Labour Code and its relationship to international standards and principles as well as their practical experiences concerning its application in the field. Most workshops were conducted in Arabic, which facilitated communication with participants.

Finding: The project practice of holding at least some workshops in secondary cities contributed to reaching a more diverse group of participants than if all activities were held in Rabat and Casablanca.

Although the project held most workshops in Rabat and Casablanca, they organized two major workshops in the secondary cities of Fès and Marrakech, reaching many trade union members from these regions. Several evaluation informants underlined the value of orienting activities to regional stakeholders who in general have fewer opportunities for training and who do not necessarily share exactly the same needs and priorities as their counterparts at the central level.

D. Efficiency of resource use

Finding: The project required nearly 12 additional months to complete implementation as compared to the original timeline. Despite project delays and the need for two no-cost extensions, the percentage of budget resources allocated for personnel expenses did not

increase¹⁰. Both the project management team and its key institutional partner, the MLSA agree that many of the delays in project implementation were attributable to constraints on the Ministry side and that key individuals on both sides worked diligently to overcome these constraints.

At least some of the implementation delays as well as the eventual cancelation of some planned activities were attributed to scheduling challenges experienced by government partners or differing views on the optimal timing. To illustrate, the validation of the initial project work plan alone required three months of consultation with the Ministry.

Despite the delays, the ILO was able to maintain the percentage of funds allocated for activities by leveraging resources from another project¹¹ to cover personnel costs during the last 9 months of project implementation. Essentially project management implemented two projects concurrently during the latter period of project implementation with most personnel and administrative costs being covered by the new project. As a result, implementation delays did not have a significant effect on the balance of resources for administration versus activities within this project.

Finding: Many workshops were organized in hotels rather than in partner premises and were relatively expensive.

The choice of venue for project workshops was most often medium-end hotels while the project document had pledged to leverage partner venues for most activities. On one hand, workshop participants interviewed for the evaluation noted that they were happy with the workshop facilities and conditions and this contributed to an overall positive experience and their sense of being a valued ILO partner. On the other, the budget for some activities was relatively high.

E. Effectiveness of management arrangements

Finding: ILO project management team worked together cooperatively to meet project objectives and outputs. Although technical backstopping from ILO headquarters was very limited, this did not have a negative impact on the project because of the availability and use of highly qualified national experts.

The ILO regional office in Cairo ensured administrative and financial oversight for the project. The Cairo and the Geneva ILO offices shared technical oversight while the Morocco project manager was responsible for day-to-day project management and implementation. Even though finance and administration was centralized in the Cairo office, necessitating a lot of paperwork, the management team indicated that they were able to work effectively together to respect ILO and donor procedures and find solutions to most administrative and financial issues.

In addition, the regional director in Cairo provided valuable support to the project manager to manage partner relations with the Ministry when needed. Geneva based technical expert involvement in the project was quite limited which was attributed to personnel changes following

¹⁰ Personnel Expenses cover international experts, travel and mission costs, evaluation mission, the project coordinator salary, and national consultants. In the original budget, \$130,000 was allocated for this while in the last revision, it was approximately \$126,000.

¹¹ Promoting Good Labor market governance and fundamental rights at work in Morocco funded by the United States Department of State, Bureau of Democracy, Human Rights, and Labor.

the project design phase. The absence of strong technical backstopping from Geneva was compensated by the use of high level national experts.

Finding: The project manager was both effective and efficient.

For most of the project implementation period, the project manager was the only project staff person on the ground in Morocco; a local administrative assistant was added to staff only in November 2013. Fortunately, the project manager had the right amount of previous professional experience, including gender expertise, and strong work ethic to be effective in her duties. Based on interviews with partners, she maintained positive relations with all project stakeholders and in particular showed diplomacy and diligence in her relations with government partners, working closely with their personnel to find solutions to delays and to identify alternative paths to reach project objectives when necessary.

F. Impact orientation and sustainability

Finding: Project tripartite workshops and conferences provided a forum for dialogue between the government and trade unions during a time when many important reforms were being considered, contributing to the project goal of reinforcing democratic processes and social dialogue. Significant labor issues were raised by ILO constituents during the project implementation period including a proposed revision of the law on the right to strike, extending the age of retirement, raising the minimum wage (SMIG), and reforming social subsidies. In addition, the Ministry of Labour and Social Affairs (MLSA) worked on new strategy on employment and is considering proposing revisions to the Labour Code (last revised in 2004). While not a substitute for formal social dialogue, the project offered democratic forums during which these issues could be discussed and debated among trade union groups and with the government and employers.

Finding: The project did not have a focused strategy for building the capacity of its partners to replicate training and awareness-raising which may diminish the project's impact and sustainability.

Considering that there is a need to raise awareness among large numbers of workers, employers, and civil servants on gender equality and social dialogue, the project did not have a strong strategy for building the capacity of departments and persons within its constituents' organizations to carry out this mission for its members. The project reports that workshop participants organize follow-on events with their membership and that some of the trade unions started to organize activities using project materials. Trade union informants also confirmed this. However, the project could have gone further.

Some evaluation informants from the Trade Unions suggested that a training of trainers program with follow-up support for their activities would have strengthened their capacity to replicate training and awareness raising activities. Similarly, several stakeholders noted the need for more and better pedagogical materials such as practical "how to" guides in Arabic, indicating that these types of tools are very useful for their training departments and can be shared via institutional websites as well. Some informants also indicated that they would have liked there to be more

continuity among the workshop participants rather than different people attending each workshop even though the themes were different.

Finding: The continuity of ILO and ILO constituents' organization activities in Morocco and the presence of other international organizations working on similar issues should contribute to sustaining and extending project impact. Project management made efforts to mobilize other organizations with ongoing activities in Morocco to build on its support for trade union gender committees as part of the project exit strategy.

Strengthening FPRW requires a long term commitment to reform. Based on feedback from project partners, leaders from the government and employers and workers' organizations confirmed their satisfaction working with the ILO which has a long history of support to social partners in Morocco. They indicated their trust in the ILO as an intermediary which has contributed to enabling dialogue between project partners with divergent perspectives. They likewise appreciated the relative continuity of ILO activities in Morocco as compared with other programs and partners. This trust and continuity are positive factors for creating long term impact.

Similarly, the relative stability of the main project counterpart institutions means that many of the people who benefited from project awareness-raising will likely remain in positions where they have the opportunity to use what they learned, a positive factor for sustainability.

The project manager coordinated with other organizations working on similar issues to share information as a means to build an exit strategy. In particular, she noted that she met with Oxfam and the Solidarity Center, organizations with activities on gender and social dialogue, to encourage them to work with Trade Union gender committees. New ILO activities should also help sustain and build on project accomplishments. Although it does not have a direct link with gender committees, the ILO, employing the same project manager and assistant, are already implementing a new project on labour market governance in the agricultural sector, a sector that employs large numbers of women and so will continue work on social dialogue and gender themes, albeit with a different focus.

V. Conclusions

The project management team and its partners can be proud of project achievements. The project workshops and meetings provided forums for constructive tripartite debate and useful networking opportunities among ILO social partners at a time when many significant national reforms were being put forth. In particular, project support for research and workshops on the Moroccan Labour Code may turn out to be the first step toward necessary revisions and procedural changes to reinforce its application. The project likewise shared foundational knowledge on social dialogue and gender equality with many trade union stakeholders who had not previously been given opportunities to learn about international labour standards or about the rights and responsibilities enshrined in their own labour code; this applies in particular to participants from the relatively young UNTM trade union and gender committee participants. Finally, the journalist workshop is an important project achievement and holds potential to foster broader and more balanced discussion of labour rights including trade union liberties in the media even after the project closes.

With modest resources to produce a large number of objectives, the project strategies were not sufficient to produce all planned outcomes, whether related to public awareness raising awareness, building capacity within stakeholder organizations or strengthening the legal framework. Having fewer objectives and outputs would have allowed the project to add depth to its intervention strategy and may have resulted in better outcomes in the area it chose to concentrate its resources, for example on public awareness or on strengthening the capacity of trade union gender committees. The limited number of project activities under each objective is partially offset by the ILO's continuous presence in the country, and the opportunity to build on the foundation laid by this project in ongoing and future ILO projects in the country.

The project design and its implementation did not focus sufficiently on strengthening social partner institutions' own mechanisms for raising public awareness or training its membership and constituency groups which may limit its longer term impact both on the institutions and on informing public opinion.

Although project activities contributed to the knowledge of some women trade union members of gender committees, nearly all informants agreed that there is a long road still to be travelled before women trade unionists are allowed equal access to leadership positions, opportunities for training, and to information.

VI. Lessons learned

Throughout project implementation, there was close collaboration between the project and its main government partner, the MLSA. The close partnership required management by both parties to optimize positive outcomes and minimize negative ones. The project was implemented in very close cooperation with the MLSA with extensive involvement by high level officials including the General Secretary and relevant Division heads. At least some of the implementation delays as well as the eventual cancelation of some planned activities can be attributed to scheduling challenges experienced by government partners or differing views on the optimal timing. On top scheduling issues, the sensitive and at times political nature of the project focus – added complexity to partnership management. The delay and eventual cancelation of a planned awareness raising activity for parliamentarians may have been a consequence.

The slower than planned implementation and reduced project autonomy was compensated by the enhanced degree of ownership by the Ministry for project activities and related to this, relatively greater levels of government commitment to building on project outcomes as part of its reform agenda. The most striking example of this is project assistance for a review of the current labour code. Rather than being at the periphery of MLSA activities, project technical assistance and related activities were close to the heart, an achievement that is worth a few extra months of project implementation.

VII. Emerging Good Practices

There were many good practices developed by the project. This section describes a few of these.

Good Practice 1: **Documenting project activities.** The project kept a well-organized and comprehensive system for documenting and archiving information on its activities. Project files contained the concept note of the activity demonstrating its administrative approval by the Cairo office, workshop programs, participant lists and by products (presentations, studies) as well as

budget information. Documenting project activities is one strategy for ensuring good monitoring and evaluation and promotes project transparency and accountability because it allows people outside the project to review project activities, understand project decisions and the reasons behind them, and evaluate how resources were used. The project, which had a very small implementation team, proved that the conditions necessary for implementing this practice relate to the approach and commitment of the person in charge rather than the number of staff.

Good Practice 2: **Flexible Implementation.** Even with optimal planning, project implementation rarely goes exactly to plan for a variety of reasons. The project management team demonstrated good judgment by deciding when to pivot or abandon an initial plan and perseverance in seeking alternative routes to reach the same objective. This practice was intelligently applied by the project when it reoriented activities on strengthening the legal framework for the protection of FPRW from a general evaluation of Moroccan labour legislation to an alternative plan which sought to capitalize on the GOM decision to review the labour code on its 10th anniversary. Despite the GOM request coming late in the project, which necessitated a second no cost extension, the project team demonstrated flexibility and dedication to provide the requested assistance. This decision offered the project the opportunity to provide timely support to a priority initiative that emanated directly from a key partner; these are conditions which are more favorable to having a sustained and positive impact on the legal and policy framework than if the project had imposed its plan and schedule earlier in the project.

The donor likewise demonstrated flexibility in allowing changes to the work plan and schedule. Donor feedback during the evaluation process indicates that they were very willing to consider changes that enabled project success but requested more advance and proactive communication from the ILO about the need for extensions and budget realignments in order to give them adequate time to request necessary internal approvals.

Good Practice 3: **Supporting dialogue within trade union movement.** A key achievement of this project was to involve all 5 main trade unions partners in project activities. Past ILO projects in Morocco were not able to overcome political or contextual impediments to working with all the main trade union groups together at one time. This project did and several stakeholders interviewed during this evaluation process commented on the beneficial outcomes of opportunities offered by the project for dialogue between trade union groups. One outcome cited was their greater commitment to work together on common priorities. To illustrate, women participants in the trade union gender committee in Fès said that participants from the 5 trade unions proposed to work together as a common force to fight gender discrimination with trade unions and in the workplace. In recent months, three out of five main trade unions have agreed on a common platform for social dialogue with the government and employers. While this cannot be directly attributed to the project, one stakeholder remarked that the relationships created and sustained through their participation in workshops and other events, contribute to their ability and motivation to work together on critical issues.

VIII. Recommendations

The following are recommendations for future projects with similar objectives in Morocco. They are based on stakeholder comments and the independent evaluators' suggestions about how to build on project achievements and address its weaknesses.

1. The ILO and trade unions should develop and implement more programs to strengthen female trade union leadership.
2. In the design of future projects, the ILO should plan support for social partners to develop public awareness and communication strategies and activities to inform the public and stimulate debate.
1. **Improve information sharing within the ILO, as well as between donors and project implementers in Morocco in order to facilitate identifying and developing synergies between programs. The Government should play a stronger role in facilitating donor coordination.** Better information sharing and coordination mechanisms within the ILO and among the development partners in Morocco would facilitate identifying and capitalizing on synergies between programs with similar objectives. Since the MLSA plays a coordinating role for most projects dealing with employment and labour rights, they should lead coordination efforts between donors, possibly by organizing a donor coordination group and proactively sharing information about their programs on both their own and relevant thematic websites.
2. **The ILO should apply a more focused strategy encouraging the replication of awareness-raising and training activities by partners including the allocation of resources for this purpose.** The relative sophistication of most ILO social partners in Morocco, organizations that have their own training departments and which should have their own strategy for conducting advocacy and awareness raising, indicates that the time has come for the ILO to focus more supporting partners' initiatives rather than carrying out its own training and awareness raising programs. Project support of the government's initiative to organize tripartite debate on the current labour code exemplifies this kind of approach since the project was basically providing technical support to the government for the implementation of its own strategy. The CGEM cited examples of another ILO project that has likewise taken this approach to supporting the employers' organization social dialogue awareness raising and training strategies.
3. **The ILO and its social partners should exploit the Internet, including online video and social media for awareness raising and information sharing.** The awareness raising and training strategies used in this project were relatively "classic" favoring face to face workshops and traditional methods of distributing information which limited its reach. Innovative approaches such as capitalizing on the Internet, including social media and video websites, to reach larger numbers of beneficiaries with information, advocacy messages and/or tools were not tried. There are several relevant thematic, national and regional web sites through which the project and its partners can share information and advocate for their positions.¹² In future projects, the

¹² The evaluator suggests that stakeholders in Morocco conduct their own research but suggests the following websites: tanmia.ma, egalite.ma as well as the institutional websites of the various ILO social partners.

ILO and its social partners should try more innovative approaches in particular by capitalizing on information communication technology for awareness raising and information sharing.

- 4. The ILO should develop additional practical, user-friendly tools on FPRW.** To build the capacity of social partners to take the lead in training their membership, future projects should consider training trainers and leaving behind tool kits for use by social partner organizations. A number of partners suggested that they would have liked for the project to have developed additional guides on “how to” apply FPRW in the workplace indicating that such tools facilitate follow-up training by the participating organizations. They propose “practical” guides that translate principles and rights into “what I need to know in order to encourage their application in my workplace by my organization.” A related recommendation by one stakeholder is to focus more on explaining legal procedures for registering a complaint, for example about suppression of trade union liberties, and to include how to bring an issue before the judiciary.
- 5. In the design of future projects, the ILO and its social partners should consider greater geographic decentralization of activities, sector focused approaches and new thematic areas.** This project made a design choice to focus on the national level to take advantage of post Arab Spring reforms, which was valid at the time. At any given time, including the present, there are likely to be important national level reforms under discussion which may lead donors to orient their funds for technical support to social dialogue at the national level and for many good reasons. However, many of those interviewed for this evaluation stated that more assistance is needed to strengthen the capacity of regional and local ILO constituents to negotiate collective agreements, interpret and apply existing legislation to problems within given sectors and on specific themes. Several evaluation informants suggested topics that should be discussed in greater depth such as good practices for organizing (trade unions), judicial processes for dealing with complaints (government), applying the labour code (employers), improving working conditions (all social partners plus other key parties such as insurance companies and the national social security agency) and conflict resolution (all). In addition, several trade union stakeholders suggested they would like support for mobilizing and building the capacity of youth, noting the need to develop a new generation of trade union activists.
- 6. The ILO and its trade union partners should develop and implement more programs to strengthen female trade union leadership.** Suggestions from stakeholders for follow-up activities included providing support before upcoming professional elections to boost the number of women representatives and offering more in-depth training and coaching for qualified women trade union leaders. On the latter, stakeholders emphasized the need for greater continuity among workshop participants, balancing technical issues with training to improve participants’ general leadership skills such as conflict resolution, public speaking, and problem solving, the need for more follow-up support post workshop and specific training to enable them to be more effective recruiting women trade union members. They suggested highlighting the experiences of successful women trade union leaders from elsewhere to inspire and serve as role models and emphasized the importance of Arabic as the medium of communication in all capacity building activities.

More broadly, to strengthen respect for women's rights in the workplace, future projects should focus on sectors and parts of the economy that benefit from the lowest levels of labour protection including the agricultural sector and informal sector enterprises and services. Policies and practices that extend better coverage to these sectors are key to improve working women's access to basic rights, even if they are not specifically targeted to women. In addition, because gender discrimination is linked with deep rooted cultural norms and values, future project should support women trade union gender committees to form broad alliances with other groups in civil society dedicated to developing female leadership and promoting gender equality whether in the workplace or in other segments of society.

7. **In the design of future projects, the ILO should plan support for social partners, with both resources and technical support, to develop public awareness and communication strategies and activities to inform the public and stimulate debate.** For example, many trade union informants believe that their ability to organize is being hindered by illegal actions by employers with tacit support from local authorities. To ensure greater transparency and debate on the issue of trade union liberties, the trade unions themselves need better strategies for influencing public discourse on the issue. Women trade union groups likewise need support for getting their key messages out on the prevalence and negative consequences of workplace discrimination into the public arena.

Appendices

Annex A. Lessons Learned

ILO Lesson Learned Template

Project Title: Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality

Project TC/SYMBOL: MOR/11/03M/CAN

Name of Evaluator: Sandy Wark

Date: Sept. 2014

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)	Throughout project implementation, there was close collaboration between the project and its main government partner, the MLSA. The close partnership required management by both parties to optimize positive outcomes and minimize negative ones.
Context and any related preconditions	The project was implemented in very close cooperation with the Ministry of Labour with extensive involvement by high level officials including the General Secretary and relevant Division heads. At least some of the implementation delays as well as the eventual cancelation of some planned activities can be attributed to scheduling challenges experienced by government partners or differing views on the optimal timing of planned activities. On top scheduling issues, the sensitive and at times political nature of the project focus – added complexity to partnership management.
Targeted users / Beneficiaries	This lesson learned is applicable to ILO project managers and concerns how to manage relationships with project institutional partners.
Challenges /negative lessons - Causal factors	The delay and eventual cancelation of some planned project activities, such as an awareness raising activity for parliamentarians, may have been a consequence of Ministry of Labour leadership political sensitivities and approval delays. The need for Ministry approval limited the ILO project manager's ability plan and implement activities in a timely manner and according to project priorities.

<p>Success / Positive Issues - Causal factors</p>	<p>The slower than planned implementation and reduced project autonomy was compensated by the enhanced degree of ownership by the Ministry for project activities and related to this, relatively greater levels of government commitment to building on project outcomes as part of its reform agenda. The most striking example of this is project assistance for a review of the current labour code. Rather than being at the periphery of MLSA activities, project technical assistance and related activities were close to the heart, an achievement that is worth a few extra months of project implementation.</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	

Annex B Emerging Good Practice

ILO Emerging Good Practice Template

Project Title: Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality

Project TC/SYMBOL: MOR/11/03M/CAN

Name of Evaluator: Sandy Wark

Date: Sept. 2014

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.)	The project kept a well-organized and comprehensive system for documenting and archiving information on its activities. Project files contained the concept note of the activity demonstrating its administrative approval by the Cairo office, workshop programs, participant lists and by products (presentations, studies) as well as budget information.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The project was relatively small with a limited number of activities to document. However, it also had a very small implementation team, one project manager until the last 9 (out of 24) months of project implementation. The conditions necessary for implementing this practice relate to the approach and commitment of the person in charge rather than the number of staff.
Establish a clear cause-effect relationship	Documenting project activities is one strategy for ensuring good monitoring and evaluation and promotes project transparency and accountability because it allows people outside the project to review project activities, understand project decisions and the reasons behind them, and evaluate how resources were used.
Indicate measurable impact and targeted beneficiaries	Not applicable
Potential for replication and by whom	All projects should have a comprehensive system for documenting and archiving information on its activities. This system should be mandated and supervised by the project manager.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Not applicable
Other documents or relevant comments	

ILO Emerging Good Practice Template

Project Title: Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality

Project TC/SYMBOL: MOR/11/03M/CAN

Name of Evaluator: Sandy Wark

Date: Sept. 2014

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.)	Flexible Implementation. Even with optimal planning, project implementation rarely goes exactly to plan for a variety of reasons. The project management team demonstrated good judgment by deciding when to pivot or abandon an initial plan and perseverance in seeking alternative routes to reach the same objective. This practice was intelligently applied by the project when it reoriented activities on strengthening the legal framework for the protection of FPRW from a general evaluation of Moroccan labour legislation to an alternative plan which sought to capitalize on the GOM decision to review the labour code on its 10 th anniversary. Despite the GOM request coming late in the project, which necessitated a second no cost extension, the project team demonstrated flexibility and dedication to provide the requested assistance. The donor likewise demonstrated flexibility in allowing changes to the work plan and schedule.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Donor feedback during the evaluation process indicates that they were very willing to consider changes that enabled project success but requested more advance and proactive communication from the ILO about the need for extensions and budget realignments in order to give them adequate time to request necessary internal approvals. There is a thin line between flexible implementation and weak planning and poor management which is why project managers are usually required to provide a clear justification for proposed changes.
Establish a clear cause-effect relationship	The decision to deviate from the project work plan and take an alternative path to reach the project's objective offered the project the opportunity to provide timely support to a priority initiative that emanated directly from a key partner; these are conditions which are more favorable to having a sustained and positive impact on the legal and policy framework than if the project had imposed its plan and schedule earlier in the project.
Indicate measurable impact and targeted beneficiaries	Not applicable.
Potential for replication and by whom	This good practice is for project managers and donors.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	
Other documents or relevant comments	

ILO Emerging Good Practice Template

Project Title: Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality

Project TC/SYMBOL: MOR/11/03M/CAN

Name of Evaluator: Sandy Wark

Date: Sept. 2014

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.)	Supporting dialogue within trade union movement. A key achievement of the project was to involve all 5 main trade unions partners in project activities. Past ILO projects in Morocco were not able to overcome political or contextual impediments to working with all the main trade union groups together at one time. This project did and several stakeholders interviewed during this evaluation process commented on the beneficial outcomes of opportunities offered by the project for dialogue between trade union groups.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	In some cases, it may be impossible to bring together all major trade union groups in one activity. Issues that prevented grouping all major trade union in ILO capacity building activities in Morocco in the past included the refusal of one or more trade union bodies to participate in an activity due to the source of activity funding. Another past impediment was the absence of official recognition of one trade union movement because of its affiliation with an unsanctioned political party. When these impediments or other major impediments are absent, the experience of this project showed that despite their many ideological differences, it is possible for diverse trade union organizations to find common ground on some issues when they are offered the opportunity to meet together and enter into formal or informal dialogue.
Establish a clear cause-effect relationship	One outcome of bringing together all the major trade unions in project activities which was cited by several trade union representatives was their greater commitment to work together on common priorities. To illustrate, women participants in the trade union gender committee in Fès said that participants from the 5 trade unions proposed to work together as a common force to fight gender discrimination with trade unions and in the workplace. In recent months, three out of five main trade unions have agreed on a common platform for social dialogue with the government and employers. While this cannot be directly attributed to the project, one stakeholder remarked that the relationships created and sustained through their participation in workshops and other events, contribute to their ability and motivation to work together on critical issues.
Indicate measurable impact and targeted beneficiaries	Measurable impact may include the formation of working groups or coalitions with common stands on issues among leading national trade unions.
Potential for replication and by whom	This good practice is for managers of trade union capacity building programs.

Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Trade unions with reinforced capacity to engage in social dialogue.
Other documents or relevant comments	

Terms of Reference

Independent Evaluation of projects

1. OVERVIEW AND JUSTIFICATION

Title of project being evaluated	Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality
TC Code	MOR/11/03M/CAN
Administrative Unit responsible for administrating the project	DWT/CO-Cairo
Technical Unit(s) responsible for backstopping the project	Declaration
Type of evaluation	Independent
Timing of evaluation	Final

The funding agreement for the implementation of the project “Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality” was signed between the ILO and the Labour Program of Human Resources and Skills Development Canada (Labour-HRSDC) on 23 March 2012. With a budget of CAD\$ 300,000, the original timeframe of the project was from 23 March 2012 to 30 September 2013. In response to the project requests, two no-cost extensions were approved: the first to extend the project until 28 February 2014, and the second to extend the project until 31 July 2014.

The name of the donor’s organization has changed later to “Labour Program of Employment and Social Development Canada (Labour-ESDC)”, which will be used afterward in this document.

As per article 7.1 in the Funding Agreement signed between the ILO and Labour-ESDC., and in accordance with ILO evaluation policy, an independent final evaluation is to be conducted to review the progress and achievement of the project, as well as the lessons learned.

2. PROJECT BACKGROUND INFORMATION AND CONTEXT

The labour market in Morocco faced several challenges including high unemployment rates, low level of women participation, gender inequalities in terms of wages and working conditions, large informal sector, weak labour market institutions, and weak social dialogue and collective bargaining processes among social partners. In addition to that, Morocco did not ratify the ILO convention on social dialogue (C.144)¹³, and has not ratified the ILO convention on freedom of association (C.87). Labour Code included an article that make it difficult for workers to form a representative organization at the enterprise level and thereby engage in social dialogue and collective bargaining at that level.

¹³ C. 144 has been ratified later during the implementation phase of the project.

Almost a year prior the inception of the project, early in 2011, Morocco adopted substantive political reform agenda. In addition to constitutional reforms, an Economic and Social Council (ESC) was established. The newly established ESC held nine sessions in 2011, and adopted a proposed Social Charter along with a referential for its implementation. Specific chapters of the Charter are devoted to the promotion of social dialogue, collective bargaining, and social democracy. The Charter provides an enabling environment for adopting rights-based social-economic policies and programmes, to meet labour market challenges and opens the door for collective bargaining and social dialogue. These reforms resulted in early parliamentary elections and the winning of a new political party for the first time in Morocco.

In this context, the ILO, in the frame of its four strategic objectives, planned to assist its constituents (government, employers', and workers' organizations) to address the new challenges and take advantage of the opportunities that resulted from the reforms described above. Therefore, the ILO initiated the project, "Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality", to strengthen the institutionalization of social dialogue in Morocco, and to contribute to democratization and non-discrimination in Morocco.

The project's intermediate outcomes are:

1. Fundamental rights and principles at work, especially in relation to women, are understood and promoted by constituents.
2. The legal framework for the process of social dialogue is understood and promoted by constituents.

The project outcomes are:

1. Strengthened protection of fundamental principles and rights at work (FPRW). This outcome has the following outputs: enhanced legal framework for the protection of FPRW.; enhanced capacity of constituents' leaders to engage in social dialogue processes; increased understanding of the economic and social council's capacity building needs; and public discussions in relation to ratification of ILO convention on Freedom of association (C.87) and convention on social dialogue (C.144) initiated.
2. Increased general knowledge on FPRW. This outcome has the following outputs: enhanced knowledge on influential groups (parliamentarians, public officials, employers' and workers' organizations, journalists, human rights activists, on FPRW.; and enhanced awareness among general public on FPRW.
3. Trade unions' gender committees and working women are more knowledgeable and better skilled on rights and non-discrimination in the labour market. This outcome has the following outputs: New information on women and labour legislation developed and disseminated; increased knowledge of working women on the basic principles and rights in labour markets; and increased knowledge and skills of gender committees on the basic principles and rights in labour markets.

Management arrangements of the project

- The project is managed by a National Project Coordinator (NOA) who reports to the Director to Decent Work Team (DWT) Cairo Office for North Africa and ILO Country office for Egypt, Eritrea and Sudan.
- The project is technically backstopped by the DECLARATION/ ILO Headquarter (HQ).
- Additional technical support is provided by different specialists at Decent Work Team (DWT) Cairo Office for North Africa and ILO Country office for Egypt, Eritrea, and Sudan, in addition to administrative and financial support.

3. Purpose, SCOPE, CLIENTS OF THE EVALUATION

Purpose:

The independent evaluation serves two main purposes:

- i. Give an independent assessment of the relevance, effectiveness, efficiency, sustainability and impact of the project including the effectiveness of strategies, implementation modalities chosen and partnership arrangements
- ii. Document challenges, lessons learned, good practices, and recommendations for future similar interventions.

Scope:

- The evaluation will consider project implementation from 23 March 2012 to the present. It will also consider the geographical areas covered by the project activities.
- Information gathering and analysis should be gender responsive. All data collected should be sex-disaggregated.

Clients:

The findings of this final evaluation are destined primarily to the donor, ILO's management (the ILO DWT/CO Cairo, DECLARATION, Regional Office for Africa) overseeing the implementation of the project, the project management and key national partners involved (Ministry of Employment and social Affairs, the Social and Economic Council, employers and workers' organizations mentioned below).

The knowledge generated by this evaluation will also benefit other stakeholders that may not be directly targeted by the project's intervention such as: key government institutions, civil society organizations, donors, UN agencies, international organizations that work in relevant fields, and other units within the ILO.

4. EVALUATION CRITERIA AND QUESTIONS

As per the ILO Evaluation Policy, the evaluation will address the following evaluation criteria i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and iv) impact orientation and sustainability as defined in the Office guidelines. Gender concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation will be conducted following UN evaluation standards and norms and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development

Assistance Committee (DAC). In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/immediate objectives of the initiative using the logical framework indicators.

Key Evaluation Questions

The evaluator shall examine the following key issues:

Relevance and strategic fit,

1. Given the current political and socio-economic situation, have the project carried out a regular needs assessment to address emerging relevant needs?
2. How did the project coordinate and complement other ILO projects and/or other organizations and donor's relevant work in the country?
3. How did the project contribute to the relevant P&B Outcomes and Decent Work Country Programmes and development priorities in Morocco?
4. Were the project objectives consistent with the national key partners' needs, requirements, and the country needs?

Validity of design,

1. Did the project carry out a proper situation analysis exercise prior and during the inception of the project?
2. Have the intended results and intervention logic been properly identified and addressed in the project-cycle: design, implementation, monitoring, and evaluation?
3. Did the project implement the result-based-management approach? Was the logical framework coherent and realistic (inputs, activities, outputs, outcomes, indicators and means of verification; risk factors and mitigation plans)?

Project progress and effectiveness,

1. Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
2. In case the project has amended its initial plans did the added activities/amendments contributed in achieving the objectives?
3. Did the foreseen risk factors and other constrains affect the progress? What were the alternative strategies? Were these new strategies effective and efficient?
4. Was a monitoring and evaluation plan in place and how effective as it? Was relevant information and data systematically collected?

Efficiency of resource use,

1. Have resources (human, financial resources, time, etc.) allocated and used strategically and efficiently to achieve the objectives of the project?
2. Were the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?
3. Have activities supporting the strategy been cost-effective? Do the results justify the costs?
4. Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered?

Effectiveness of management arrangements,

1. How effective have the internal project management arrangements been? Cooperation and coordination among the project staff members.
2. Was there a clear understanding of roles and responsibilities by all parties involved in the project implementation?
3. How effective was the support provided by technical backstopping units in HQ and Cairo Office, and by administrative units in Cairo Office (programming admin/finance departments)?
4. How effective was the coordination and communication between the project staff and national partners?
5. Did the project effectively coordinate with other relevant ILO projects?

6. Impact orientation and sustainability,

1. Have the achieved results enabled the environment towards achieving the developmental objective of the project?
2. Has the project strengthened the institutional and organizational capacities of the key national partners? Are there any indicators of institutional and organizational developments?
3. What are the emerging impacts of the project and the changes that can be linked to the project's intervention?
4. Have the achieved results and lessons learned been documented?
5. What are the realistic long-term effects of the project?
6. Are the key national partners able to continue the project?
7. How effective and realistic is the exit strategy of the project?

5. METHODOLOGY

Based on the above criteria and considering the participatory approach, the evaluation methodology is based on the following steps:

1. Desk review and preparation of inception report: desk review of all relevant documents: project document and its logical framework, funding agreement, relevant minute sheets, implementation plan, performance evaluation plan, progress reports, and other relevant documents and studies.
2. Meeting with the project staff: the evaluator will meet the project staff for briefing in Morocco.
3. Communication with backstopping units and the donor: the evaluator will conduct a conference call with the project backstoppers in HQ and ILO Cairo, and the donor in order to reach a common understanding in relation of the technical and financial status of the project.
4. Collection of data and interview with stakeholders: the evaluator will meet with the national key partners of the project, organize focus group discussions with them, and relevant stakeholders (see below).
5. Debriefing phase: the evaluator will organize a debriefing conference call with the backstoppers in HQ and Cairo Office, and organize a debriefing meeting for the key national partners and relevant stakeholders to present and discuss the preliminary findings.
6. Submission of the first draft of the report: The evaluator will submit a draft evaluation report to the evaluation manager who will forward a copy to key stakeholders for comment and factual correction.
7. Collection of feedback on the first draft: The evaluation manager will consolidate the comments and send these to the evaluator, who will finalize the report incorporating any

comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated.

8. Submission of the final report: the evaluator will submit the final report to the evaluation manager.
9. Quality of the report: the evaluation manager and ILO Evaluation Unit will ensure the quality of the report.

The evaluator should use multiple methods to analyse both qualitative and quantitative data.

The evaluator should pay a particular attention to the following:

1. All data should be sex-disaggregated,
2. Different needs of women and men should be identified and considered throughout the evaluation process,
3. Efficiency and effectiveness of gender mainstreaming in the evaluation should be ensured

Key stakeholders to be consulted

Key national partners:

1. The main project counterpart is the Ministry of Employment and Social Affairs,
2. The Social and Economic Council,
3. And the following workers' and employers' organizations:

Workers:

- Union Marocaine du Travail (UMT),
- Confédération Démocratique du Travail (CDT),
- Union Générale des Travailleurs au Maroc (UGTM),
- Fédération Démocratique du Travail (FDT),
- Union Nationale du Travail du Maroc (UNTM).

Employers:

- Fédération des Chambres Marocaines de Commerce, d'Industrie et de Services (FCMCIS),
- Confédération Générale des Entreprises du Maroc (CGEM).

Other stakeholders

Donor:

- The Labour Program of Employment and Social Development Canada (Labour-ESDC).

ILO:

- Project staff based on Morocco
- Director and relevant officials based on the ILO DWT Cairo and North Africa
- DECLARATION

Others:

- Other development partners involved in social dialogue and fundamental principles and rights at work (other donors, local and international organizations, and civil society organizations).

6. MAIN DELIVERABLES

1. An inception report including evaluation workplan and methodology, including the information gathering tools to be used,
2. Report on the debriefing phase (see step No. 5 of Methodology above),
3. Draft report that should follow the ILO evaluation report structure outlined below:
 - Cover page with key project and evaluation data
 - Executive Summary
 - Acronyms
 - Description of the project
 - Purpose, scope and clients of the evaluation
 - Methodology
 - Clearly identified findings for each criterion
 - Conclusions
 - Recommendations
 - Lessons learned and good practices
 - Annexes:
 - ✓ TORs,
 - ✓ List of persons met and consulted,
 - ✓ List of meetings and interviews,
 - ✓ Other relevant documents.
4. Final evaluation report.

7. MANAGEMENT ARRANGEMENTS

Management arrangements of this evaluation

The key stages of the evaluation process are explained in the methodology part above. The following management arrangements are to be considered for this evaluation:

1. The evaluation will be conducted under overall responsibility of the ILO CO/Cairo Director;
2. The evaluator will report directly to the evaluation manager appointed for this evaluation;
3. The project team will provide the required administrative and logistical support for the completion of the evaluation in consultation with the evaluation manager.

Responsibilities

The Evaluation Manager will:

1. Work together with the project management to draft the evaluation TOR.;
2. Submit the TOR., to the regional evaluation focal person for approval;
3. Search the external consultant and submits to Regional evaluation officers /focal point for approval;
4. Once consultant is approved, negotiates terms, and finalizes consultant arrangements;
5. Guide the external consultant during the evaluation process;

6. Work with the project staff to ensure consultant is provided with adequate documentation and access to data;
7. Ensure proper stakeholders involvement;
8. Submits the final draft report to Regional evaluation officer for approval;
9. Once approved by EVAL, finalizes payment for consultant and forwards report to PARDEV and stakeholder.

The project national coordinator will:

1. Support implementation of evaluation: provide documents and information, and facilitate the communication with the key national partners;
2. Provide input to TOR;
3. Ensure consultant has adequate documentation;
4. Assist data gathering and logistical support;
5. Arrange meetings and coordinate exchanges between the evaluation team and partners.

ILO/ Cairo Office and FPRW will:

1. Provide input to the evaluation TOR;
2. Provide project background materials;
3. Participate in the evaluation process (see detailed work plan below table);
4. Provide comments to the evaluation report.

ILO Evaluation Unit will:

1. Assure the quality of the report to meet international standards;
2. Monitor compliance with ILO evaluation policy;
3. Provide standards and guidance on procedures;
4. Approve the final evaluation report prior to submission to donor;
5. Initiate follow-up procedure.

Timeframe:

The evaluation will be undertaken in accordance with the work plan detailed below

Detailed work plan table		
Evaluators tasks	Source of information	Time frame
<u>Desk review and preparation of inception report:</u> desk review of all relevant documents: project document and its logical framework, funding agreement, relevant minute sheets, implementation plan, performance evaluation plan, progress reports, other relevant documents and studies.	Project staff, ILO DWT Cairo	Three days
<u>Meeting with the project staff:</u> the evaluator will meet the project staff for briefing in Morocco.	Project staff	
<u>Communication with backstopping units and the donor:</u> the evaluator will conduct a conference call with the project backstoppers in HQ and ILO Cairo, and the donor in order to reach a common understanding in relation of the technical and financial status of the project.	Backstoppers in HQ and ILO Cairo and donor	
<u>Collection of data and interview with stakeholders:</u> the evaluator will meet with the national key partners of the project, organize focus group discussions with them, and relevant stakeholders (see below).	Key partners, and relevant stakeholders	Four days
<u>Debriefing phase:</u> the evaluator will organize a debriefing conference call with the backstoppers in HQ and Cairo Office, and organize a debriefing meeting for the key national partners and relevant stakeholders to present and discuss the preliminary findings.	Evaluator, backstoppers, donor, key partners, and relevant stakeholder	one day
<u>Submission of the first draft of the report:</u> The evaluator will submit a draft evaluation report to the evaluation manager who will forward a copy to key stakeholders for comment and factual correction.	Based on the debriefing and the seminar discussion, the evaluator will send a first draft of the evaluation report to the evaluation manager who will circulate it to the project staff, key national partners, backstoppers, field technical specialists, the donor, and relevant stakeholders for comments.	Three days (email the report then Skype)
<u>Collection of feedback on the first draft:</u> The evaluation manager will consolidate the comments and send these to the evaluator, who will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated.	The evaluation manager collects the comments and send them to the evaluator	-
<u>Submission of the final report:</u> the evaluator will submit the final report to the evaluation manager.	The evaluator incorporates comments as he/she deems it appropriate and submits the final report to the evaluation	One day

	manager	
<u>Quality of the report:</u> the evaluation manager and ILO Evaluation Unit will ensure the quality of the report.	ILO Eval Policy	-
Total number of days		12 days

The evaluator will receive the following documents:

1. Project document and its logical framework,
2. funding agreement and relevant minute sheets,
3. implementation plan,
4. performance evaluation plan,
5. progress reports,
6. Glossary of Key Terms in Evaluation and Result Based Management.

8. TIMETABLE AND PAYMENT

The evaluation will be undertaken from 15 June – 8 July 2014.

The evaluator shall be remunerated for the following working days:

Fees: 12 days X 350 USD = 4200 USD.

Payment breakdown:

- First payment represents 30 % upon signing the contract.
- Second payment represents 70 % upon completion of work and submission of the final report to the satisfaction of the ILO.

9. LEGAL AND ETHICAL MATTERS

The evaluation will comply with UN Norms and Standards. By agreeing to undertake this work, the evaluator guarantees he/she does not have any stakes or prior involvement with the project implementation, nor any links to project management or any other conflict of interest that would compromise the independence of the evaluation.

10. COMPETENCIES REQUIRED

The evaluator should have the following qualifications:

- Master degree in development, law, Business management or related qualifications,
- A minimum of 10 years of professional experience in evaluating international development initiatives, logical framework and other strategic approaches, M&E methods and approaches, and information analysis and report writing,
- Understanding of the development context in Morocco,
- Excellent communication and interview skills,
- Excellent report writing skills,
- Demonstrated ability to deliver quality results within strict deadlines,
- Excellent knowledge of English and French languages and excellent drafting skills.

ANNEXES¹⁴

ANNEX 1. Inception report outline

ANNEX 2. Evaluation report outline

¹⁴ Checklists of the reports outline will be submitted by the Evaluation Manager.

ANNEX 1. INCEPTION REPORT OUTLINE

OVERVIEW

Title of project being evaluated	
TC Code	
Administrative Unit responsible for administrating the project	
Technical Unit(s) responsible for backstopping the project	
Type of evaluation (e.g. independent, internal)	
Timing of evaluation (e.g. mid-term, final)	

BACKGROUND

PURPOSE, SCOPE, CLIENTS

EVALUATION ANALYTICAL FRAMEWORK (questions and related methodological approach)

MAIN DELIVERABLES

WORKPLAN

ANNEXES

ANNEX 2. Evaluation report outline

COVER PAGE

EXECUTIVE SUMMARY (2/3 pages)

BACKGROUND

PURPOSE, SCOPE, CLIENTS

EVALUATION ANALYTICAL FRAMEWORK (questions and related methodological approach)

IMPLEMENTATION OF THE EVALUATION (process, work undertaken)

FINDINGS (answers to evaluation questions)

RECOMMENDATIONS and CONCLUSIONS (implications of the findings: usually, a list of key recommendations supported by a paragraph summarising their rationale)

CHALLENGES, LESSONS-LEARNED AND GOOD PRACTICES

EVALUATION SUMMARY FACT SHEET (2/3 pages; 1 page summary of the key results achieved by the project as verified by the evaluation; key technical products developed by the project; good practices; and a short summary of each of the other evaluation report sections).

ANNEXES

Inception Report

OVERVIEW

I. BACKGROUND

Title of Project Being Evaluated	Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality
TC Code	MOR/11/03M/CAN
Administrative Unit Responsible for administrating the project	DWT/CO-Cairo
Technical Unit responsible for backstopping the project	Declaration
Type of evaluation	Independent
Timing of evaluation	Final

This inception report lays out the scope, methodology and implementation planning for an independent final evaluation of the Labour Program of Human Resources and Skills Development Canada (Labour-HRSDC) funded International Labour Organization (ILO) project “Promoting Fundamental Principles and Rights at Work through Social Dialogue and Gender Equality.” The project, initiated in March 2012 and due to close on 31 July 2014, was designed and implemented to strengthen the institutionalization of social dialogue in Morocco, and to contribute to democratization and non-discrimination in Morocco.

The project’s intermediate outcomes are:

3. Fundamental rights and principles at work, especially in relation to women, are understood and promoted by constituents.
4. The legal framework for the process of social dialogue is understood and promoted by constituents.

The outcomes sought by the project are:

4. Strengthened protection of fundamental principles and rights at work (FPRW).

This outcome has the following outputs: enhanced legal framework for the protection of FPRW; enhanced capacity of constituents’ leaders to engage in social dialogue processes; increased understanding of the economic and social council’s capacity building needs; and public discussions in relation to ratification of ILO convention on Freedom of association (C.87) and convention on social dialogue (C.144) initiated.

5. Increased general knowledge on FPRW.

This outcome has the following outputs: enhanced knowledge on influential groups (parliamentarians, public officials, employers' and workers' organizations, journalists, human rights activists, on FPRW; and enhanced awareness among general public on FPRW.

6. Trade unions' gender committees and working women are more knowledgeable and better skilled on rights and non-discrimination in the labour market.

This outcome has the following outputs: New information on women and labour legislation developed and disseminated; increased knowledge of working women on the basic principles and rights in labour markets; and increased knowledge and skills of gender committees on the basic principles and rights in labour markets.

II. PURPOSE, SCOPE, CLIENTS

Purpose:

The independent evaluation serves two main purposes:

3. Give an independent assessment of the relevance, effectiveness, efficiency, sustainability and impact of the project including the effectiveness of strategies, implementation modalities chosen and partnership arrangements
4. Document challenges, lessons learned, good practices, and recommendations for future similar interventions.

Scope:

- The evaluation will consider project implementation from 23 March 2012 to the present. It will also consider the geographical areas covered by the project activities.
- Information gathering and analysis will be gender responsive. All data collected will be sex-disaggregated.

Clients:

The findings of this final evaluation are destined primarily to the donor, ILO's management (the ILO DWT/CO Cairo, DECLARATION, Regional Office for Africa) overseeing the implementation of the project, the project management and key national partners involved (Ministry of Employment and Social Affairs, the Social and Economic Council, and the various employers and workers' organizations engaged by the project).

The knowledge generated by this evaluation will also seek to benefit other stakeholders that may not be directly targeted by the project's intervention such as: key government institutions, civil society organizations, donors, UN agencies, international organizations that work in relevant fields, and other units within the ILO.

III. EVALUATION ANALYTICAL FRAMEWORK

The evaluation will address the following evaluation criteria i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and iv) impact orientation and sustainability. The evaluator will examine the key issues identified in the final evaluation terms of reference and reproduced in Annex A *Key Evaluation Questions*. The evaluator will focus on identifying and analyzing results and the achievement of the outcomes/immediate objectives of the initiative using the logical framework indicators.

The evaluator will review and report on the following:

1.) *Contextual factors affecting project implementation*

Needed Data	Source
Changes in social, economic and/or political context of Morocco	Interviews with project experts, ILO constituent organization leaders
Changes in key stakeholder leadership Changes within project implementation team	Project progress report, interview with ILO regional director

2.) *Project products and their use by the project to further its objectives*

Needed Data	Source
Key reports: assessment of existing labour legislation, assessment of Economic and Social Council Capacity Building Needs, national study on discrimination against women in the labour market	Copies of reports, interviews with stakeholders
Awareness Raising materials: booklets on Declaration, working women and the labour law, other promotional materials	Copies of materials, interviews with stakeholders

3.) *Quantitative results relative to project work plan based on project outcome/output indicators*

Needed Data	Source
Existence of draft legislation on FPRW since project inception	Project progress reports, press articles
# of press articles on work rights, social dialogue and collective bargaining	Project press clippings, Internet search
# of television program appearances by project personnel, key partners on work rights, social dialogue, and collective bargaining	Project progress reports
# of training courses or workshops on social dialogue, FPRW	Project progress reports

# of tripartite workshops # of sensitization workshops for influential groups # of constituents trained on social dialogue, FPRW (disaggregated by gender and constituent affiliation, geographic location)	
For Women/constituent gender committees: # of FPRW workshops # of leadership workshops # of committees trained by constituent and geographical location	Project activity and progress reports
# of working women affiliated to trade unions # of initiatives (programmes, action plans, projects) to combat discrimination in the workplace undertaken by constituent gender committees	Need to see if project collected baseline and endline information

4.) Evaluation of qualitative results based on project outcome and output indicators

Line of Inquiry	Data Sources
Knowledge and capacity improvements attributable to project activities - On social dialogue processes - Understanding of FRPW - Women workers' preparedness to defend rights and fight discrimination	<i>Stakeholder Interviews, training before and after evaluations, online survey</i>
Influential groups (journalists, parliamentarians, CSO activists) feedback on knowledge improvements on FRPW	<i>Interviews, before and after evaluations</i>

5.) Project management

Line of Inquiry	Data Sources
Evidence of focus, flexibility, problem solving within project management team	Stakeholder Interviews, Progress reports Donor
Evidence of efficient use of project funds (for example by leveraging of stakeholder resources)	Activity files and budgets Budget revision documentation
Evidence of effective collaboration and consultation with stakeholders	Stakeholder interviews (MLSA, trade unions, employers' organizations)
Evidence of support for project implement from ILO HQ, the regional	Project Management interviews (project coordinator, Cairo office backstopping team,

office in Algiers and Cairo DWT	<i>Geneva based technical manager)</i>
Evidence of coordination/cooperation with other ILO programs in Morocco	<i>Project Management Interview</i>

Key stakeholders to be consulted:

Key national partners:

1. Ministry of Employment and Social Affairs,
2. Social and Economic Council,
3. Workers' and employers' organizations:

Workers:

- Union Marocaine du Travail (UMT) none
- Confédération Démocratique du Travail (CDT), gauche
- Union Générale des Travailleurs au Maroc (UGTM), Istiqual
- Fédération Démocratique du Travail (FDT), gauche
- Union Nationale du Travail du Maroc (UNTM). PDG

Employers:

- Fédération des Chambres Marocaines de Commerce, d'Industrie et de Services (FCMCIS) (Rabat)
- Confédération Générale des Entreprises du Maroc (CGEM).

4. Other stakeholders

Donor:

- The Labour Program of Employment and Social Development Canada (Labour-ESDC).

ILO:

- Project staff based on Morocco
- Director and relevant officials based on the ILO DWT Cairo and North Africa
- DECLARATION

IV. MAIN DELIVERABLES

1. This inception report.
2. Report on the debriefing phase.
3. Draft report following the report structure outlined below:
 - Cover page with key project and evaluation data
 - Executive Summary

- Acronyms
 - Description of the project
 - Purpose, scope and clients of the evaluation
 - Methodology
 - Findings for each criterion
 - Conclusions
 - Recommendations
 - Lessons learned and good practices
 - Annexes: TORs, list of persons met and consulted, list of meetings and interviews, other relevant documents.
4. Final evaluation report.

V. WORKPLAN

1. Desk Review and preparation of inception report	15-16 July
2. Meeting with the project staff	15 July
3. Communication with backstopping units and the donor	15-16 July
4. Collection of data and interview with stakeholders	17-23 July
5. Debriefing phase: <ul style="list-style-type: none"> • Conference call with backstoppers in HQ and Cairo office • Debrief for key national partners and relevant stakeholder 	24 or 27 July 25 July
6. Submission of first draft of evaluation report	30 July
7. Collection of feedback on first draft	September 2014
8. Submission of final report	September 2014

ANNEXES:

Annex A: Key Evaluation Questions

The evaluator shall examine the following key issues:

Relevance and strategic fit,

1. Given the current political and socio-economic situation, have the project carried out a regular needs assessment to address emerging relevant needs?
2. How did the project coordinate and complement other ILO projects and/or other organizations and donor's relevant work in the country?
3. How did the project contribute to the relevant P&B Outcomes and Decent Work Country Programmes and development priorities in Morocco?
4. Were the project objectives consistent with the national key partners' needs, requirements, and the country needs?

Validity of design,

1. Did the project carry out a proper situation analysis exercise prior and during the inception of the project?
2. Have the intended results and intervention logic been properly identified and addressed in the project-cycle: design, implementation, monitoring, and evaluation?
3. Did the project implement the result-based-management approach? Was the logical framework coherent and realistic (inputs, activities, outputs, outcomes, indicators and means of verification; risk factors and mitigation plans)?

Project progress and effectiveness,

1. Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
2. In case the project has amended its initial plans did the added activities/amendments contributed in achieving the objectives?
3. Did the foreseen risk factors and other constrains affect the progress? What were the alternative strategies? Were these new strategies effective and efficient?
4. Was a monitoring and evaluation plan in place and how effective as it? Was relevant information and data systematically collected?

Efficiency of resource use,

1. Have resources (human, financial resources, time, etc.) allocated and used strategically and efficiently to achieve the objectives of the project?
2. Were the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?
3. Have activities supporting the strategy been cost-effective? Do the results justify the costs?

4. Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered?

Effectiveness of management arrangements,

1. How effective have the internal project management arrangements been? Cooperation and coordination among the project staff members.
2. Was there a clear understanding of roles and responsibilities by all parties involved in the project implementation?
3. How effective was the support provided by technical backstopping units in HQ and Cairo Office, and by administrative units in Cairo Office (programming admin/finance departments)?
4. How effective was the coordination and communication between the project staff and national partners?
5. Did the project effectively coordinate with other relevant ILO projects?

Impact orientation and sustainability,

1. Have the achieved results enabled the environment towards achieving the developmental objective of the project?
2. Has the project strengthened the institutional and organizational capacities of the key national partners? Are there any indicators of institutional and organizational developments?
3. What are the emerging impacts of the project and the changes that can be linked to the project's intervention?
4. Have the achieved results and lessons learned been documented?
5. What are the realistic long-term effects of the project?
6. Are the key national partners able to continue the project?
7. How effective and realistic is the exit strategy of the project?

Annex E. List of persons met and consulted, list of meetings and interviews

Thursday July 17, 2014

1. Project Management Team
Fatima Idahmad
National Coordinator
Jihane Hannane
Program Assistant

Friday July 18, 2014

2. Ministry of Labour :
Mr Mohamed Boutata : Secrétaire Général par intérim
Mr Mohamed Baallal : Chef de la division de la coopération internationale
Mr Ahmed Bouharrou : Directeur du travail
3. Project Consultant, Member of the ILO Committee of Experts
Rachid Meknissi Filali

Monday 22 July, 2014

4. Federation of Moroccan Chambers of Commerce and Industry
Mr. Hassan Bakkali, Principle Administrator Responsible for Employment Affairs
Mr. Najim Tahiri, Administrator
Ms. Lalla Nezha El Idrissi

Tuesday 23 July, 2014

5. Union Marocain de Travail (UMT)
Mr. Mohammed Alaoui, Member of National Secretariat
Ms. Amal El Amri, National Secretary in Charge of International Relations
Ms. Rachida Attabary, Member of Gender Committee,
6. Fédération Démocratique Du Travail (FDT)
Mohamed Amine Semlali

Wednesday 24 July, 2014

7. Women trade unionists from Fès :
Halima Es-Serhir, General Union of Moroccan Workers (UGTM)
Souad Jaafour, UGTM
Fatima Es-Serhir, UGTM
8. Mr Abdelaziz Aatiki Consultant, project consultant

Thursday 25 July, 2014

9. Ms. Gehane Elsharkawy, Senior Program Assistant, Cairo
10. General Confederation of Moroccan Employers (CGEM)
Mr. Yassir Meski, Senior Project Manager
Employment Commission
11. Confédération Démocratique du Travail (CDT)
Mr. Khalid Houir Alami

Friday 25 July, 2014

12. Dr. Yousef Qaryouti, Director ILO Regional Office Cairo
13. Union National du Travail au Maroc, (UNTM)
Ms. Ilhati Maaroufi, trade union member
Ms. Khadija Heddi, trade union member
Ms. Fatima Ben El Hassane, UNTM national executive committee member, President of the Women's Central Committee
14. General Union of Moroccan Workers (UGTM)
Mr. Mohammed Larbi Kabbaj, National Secretary for International Relations
Dr. Hind Moutou, UGTM national executive committee member, Organization of Women Workers
Mr. Abdelillah Essibi, National Secretary of the National Federation of Public Employees in Higher Education
Ms. Sanaa Aatouf, Executive committee of the Free Federation of Occupational Training
Mr. Mustapha Makroum, Department of training and worker education
Ms. Zahra Doulama, Department of Women Workers, Casablanca

Monday, July 28, 2014

1. Labour Program of Employment and Social Development Canada
Mr. David Mercier, A/Deputy Director, Bilateral and Regional Labour Affairs

Tuesday, July 29, 2014

2. ILO Geneva
Lisa Wong, Senior Declaration Office

Annex F. Summary of Project Activities by Objective

1. Strengthened protection of fundamental principles and rights at work (FPRW).

Activities Planned and Implemented

- Tripartite awareness raising workshop on the 1998 ILO Declaration held on February 13, 2013 in Rabat on the theme "Social Dialogue for the Promotion of Fundamental Principles and Rights at Work." **40 participants, 15 women**
- Tripartite awareness raising workshop on the 1998 ILO Declaration in Casablanca on 28 February 2013 on the theme "Collective bargaining for the Promotion of Fundamental Principles and Rights at Work." **35 participants, 11 women**
- Tripartite awareness raising workshop on the 1998 ILO Declaration in Marrakech on 9 March 2013 on the theme "Equality at work for the Promotion of Fundamental Principles and Rights at Work." **35 participants, 12 women**

Activities Planned but not Implemented

- Capacity building activities with the Economic and Social Council were cancelled; according to the project, the Council was not sufficiently involved in the process of social dialogue to merit project support.
- Plans to discuss proposals for amendments to reform legislation on three television shows were not realized; the Ministry of Labour did not think the timing for this type of public debate was appropriate

New Activities

- Support to the MLSA for preparation activities for a National Colloquium on "the Labour Code 10 years after it became law"
 - Organization of a brainstorming workshop with the Ministry of Labour to reflect on the methodology to follow to evaluate the Labour Code 10 years after it became law including the development of a framework document for the process.
 - Recruitment of 4 consultants to lead preparatory workshops held in May and June 2014. Topics covered were (i) the labour code and individual rights, (ii) labour market governance, (iii) working conditions, (iv) collectives rights at work and implementation mechanisms.
 - Production of a study on the labour code from a gender perspective; summary of 3 existing studies 1 labor code, 1 social protection, 1 business practices gender
 - Production of a study comparing Moroccan code with international norms (conducted by a national consultant recruited and paid for by Geneva).
 - Production of a study on the evolution of labour legislation in Europe (produced by international consultant, still in progress at time of evaluation)
 - Production of a study on the labour code and the constitution.

2. Increased general knowledge on FPRW.

Activities Planned and Implemented

- Two workshops, one in Casablanca and one in Rabat, for journalists (print, online, radio and TV) on FPRW. **70 participants, 25 women**
- Printing and distribution of pamphlets on the Declaration of 1998 and 2008.
- Production of a series of communication materials: posters on the 1998 Declaration, T shirts with social dialogue slogan.
- Preparation & publication of press articles on FPRW

Activities Planned but not Implemented

Awareness-raising workshops for parliamentarians and human rights activists on social dialogue and fundamental principles and rights at work were not organized; the Ministry of Labour did not support workshops for Parliamentarians. Some civil society organizations participated in awareness raising workshops alongside trade unionists in Marrakech.

3. Trade unions' gender committees and working women are more knowledgeable and better skilled on rights and non-discrimination in the labour market.

Activities Planned and Implemented

-Workshop UNTM on "Equality and strengthening the role of women in Union work" in Rabat on 8 and 9 February, 2013. 35 participants, 22 women

-Three capacity building workshops for trade union gender committee members:

→ Freedom of Association and Discrimination in the Workplace Casablanca 1 & 2 October 2013 35 participants, 30 women

→Trade Union Liberty - Collective negotiation and social dialogue, Rabat 3 & 4 October 2013 . 25 participants, 19 women

→International Labour Standards, the Labour Code and Decent Work, Fès 10 & 11 October 2013. 40 participants, 28 women

- Co publication of a study on Women and the Labour Market (GIZ, Ministry of Labour, ILO) printed 500 copies in French; Translation into Arabic and printing 500 copies

Annex E. Bibliography

Filali Meknassi , Rachid Rioux, Claude "Labour Relations and Collective Bargaining in Morocco," International Labour Organization, October 2010.