



International Labour Organization

iTrack

Evaluation

ILO EVALUATION

- **Evaluation Title:** **Promoting Fundamental Principles and Rights at Work in Morocco's agricultural sector**
- **ILO TC/SYMBOL:** **MAR/16/01/USA**
- **Type of Evaluation :** **Independent – final**
- **Country(ies) :** **Morocco**
- **Date of the evaluation:** **August 27-September 30, 2018**
- **Name of consultant(s):** **Sandy Wark**
- **ILO Administrative Office:** **CO-Algiers**
- **ILO Technical Backstopping Office:** **Fundamentals**
- **Date project ends:** **December 2016 – September 2018**
- **Donor: country and budget US\$** **USDOS (\$381,188)**
- **Evaluation Manager:** **Jo De Hollander**
- **Key Words:** **Morocco, Social Dialogue, Fundamental Principles and Rights at Work, Agriculture**

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

Thanks

This evaluation was conducted by Sandy Wark, an independent evaluator for the ILO Office for the Maghreb countries in Algiers. The evaluator would like to express her gratitude to all the individuals who took time to participate in project evaluation interviews and groups discussions.

Table of Contents

Acronyms	ii
Executive Summary.....	iii
I. Description of the project	vi
II. Purpose, scope and clients of the evaluation	3
III. Methodology.....	3
IV. Findings for each criterion	5
A. Relevance and strategic fit.....	5
B. Validity of design.....	7
C. Project progress and effectiveness	9
D. Efficiency of resource use	12
E. Effectiveness of management arrangements	12
F. Impact orientation and sustainability	14
V. Conclusions	14
VI. Recommendations	17
VII. Lessons learned and good practices	18
Annexes.....	19
Annex A. TORs.....	19
Annex B. Inception Report	Error! Bookmark not defined.
Annex C. List of persons met and consulted, list of meetings and interviews	24
Annex D. Summary of Project Activities by Objective	Error! Bookmark not defined.
Annex E. Bibliography	25

Acronyms

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

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

CDT Democratic Labour Confederation

CGEM General Confederation of Moroccan Enterprises

COMADER Moroccan Confederation for Agriculture and Rural Development

DWT Decent Work Team

FDT Democratic Labour Federation

FPRW Fundamental Principles and Rights at Work

ILO International Labour Organization

IO1, 2, 3 Immediate Objective 1, 2, 3

MTIP Ministry of Labour and Professional Integration

UGTM General Moroccan Trade Union

UMT Moroccan labour union

UNTM National Trade Union of Morocco

USDOS United States Department of State

Executive Summary

Project and evaluation overview

The International Labour Organization (ILO) commissioned an independent final evaluation of the project, “Promoting Fundamental Rights and Principles at Work in Morocco’s Agricultural Sector.” The project was funded by the United States Department of State (USDOS) with a total budget of \$381,188. ILO initiated the project in December 2016 and concluded on September 30, 2018.

The overall objective of the project was to promote effective social dialogue and respect for fundamental principles and rights at work (FPRW) in Morocco’s agricultural sector. The project had three immediate objectives:

- **Intermediate Objective 1 (IO1):** Develop national and regional tripartite social dialogue mechanisms to improve compliance with fundamental labour rights at work in the agricultural sector;
- **Intermediate Objective 2 (IO2):** Improve social partners’ capacity to expand the coverage of collective bargaining agreements as well as to prevent labour disputes in the agricultural sector;
- **Intermediate Objective 3 (IO3):** Strengthen the organization and voice of informal and formal agricultural workers.

The purpose of the evaluation was to assess the project’s relevance, effectiveness (including progress achieving performance indicator targets and management arrangements), efficiency, outcomes and sustainability. It likewise documented challenges, lessons-learned, good practices, and recommendations to guide its main target audience, the ILO, ILO tripartite partners in Morocco, and the donor on potential follow-up actions in Morocco and for the design and implementation of future projects with similar objectives.

The evaluation methodology was qualitative and consisted of document review, key informant interviews (KII), and focus group discussions (FGD). Interviews/group discussion were carried out during evaluation fieldwork from September 1- 14, 2018 in Rabat, Casablanca and Agadir.

Finding and Conclusions

Relevance and validity of project design: Many design and contextual factors made this project challenging to implement. Its ambitious objectives were not well-aligned with the project’s short time frame and budget and, in some cases, the specific priorities of its main stakeholders. The project focus on the agriculture sector, which was specified by the donor in its request for proposals, was justified by the sector’s importance to the national economy, its employment contributions and the prevalence of decent work deficits. However, as noted by many key informants, the sector was not ripe for effective social dialogue and collective bargaining to improve labour practices, given limited capacity in employers’ and workers’ organizations. ILO project management’s reorientation of activities from regional /sector level social dialogue to the enterprise level was an effective way to overcome this constraint, since at that level, the project demonstrated progress was possible.

Project progress and effectiveness: Overall, the project fell short of achieving its ambitious targets, especially under IO1 and IO3. Under IO1, the project carried out activities to activate national tripartite bodies on collective bargaining, recording modest progress building the capacity of the sub-committee of the National Tripartite Council on Social Dialogue. After assessing the feasibility of planned activities to establish regional tripartite social dialogue mechanisms, the project revised or dropped most planned activities related to this output. The project also made little progress implementing activities to promote social dialogue on the integration of FPRW in agricultural sector policies and programs. It had planned to map agriculture sector policies and programs and identify potential ways to strengthen the legal and policy environment. Due to budget constraints, the mapping and planned follow-on activities were cancelled.

Under IO2, the project promoted enterprise level collective bargaining in over 20 agriculture enterprises in three regions (Rabat-Salé, Meknes-Fes, and Souss Massa). In meetings that reached approximately 200 farm enterprise employers' and workers' representatives, ILO consultants, accompanied by labour inspectors, explained CBAs and its benefits. At the time of the evaluation, project support had not resulted in any new CBAs being signed, although informants reported progress toward 3-4 agreements that may be signed after the project's end date.

Under IO3, the project distributed awareness-raising materials to labour inspectors and trade union partners for their awareness raising activities in project target regions. Due to limited uptake from trade union partners, the project did not fund workers' education activities directly as planned. The project carried out the planned a study on freedom of association in the agriculture sector and presented the main findings and during a national tripartite workshop in October 2017.

Efficiency: Given the limited overall budget but still significant project management requirements, the project was able to dedicate a reasonable percentage of available funds to activities versus administration thanks to cost sharing with another project. Proportionally, activities under IO1 and IO2 received the lion's share of project funding, roughly reflecting the components where the most progress was made, or knowledge produced.

Sustainability: Even though the project ended without signed CBA agreements, project activities offered a sustainable model for improving labour relations within export-oriented agriculture enterprises. The project capitalized on national expertise and supply chain factors favouring labour law compliance improvements to demonstrate the utility of collective negotiation. Planned inspector training, and project-produced tools and guidelines may contribute to CBA negotiation in the future, if not in the agriculture sector, in other sectors where conditions are more favourable.

Impact orientation: The absence of planned agricultural worker education activities by workers' or other grassroots organizations limited the project's contributions to FPRW in the agriculture sector. While the specific work done on promoting enterprise level collective bargaining was relevant and effective to promote a culture of trust and negotiation within participating enterprises, according to key informants these enterprises were already largely compliant with national labour laws. To reach the large numbers of non-compliant enterprises, other interventions were necessary, among these planned activities to educate, organize and give voice to agricultural workers concerns.

Recommendations

- 1. The Department of Labour should continue to support enterprise-level collective bargaining in Morocco.** The project shows that the process of identifying and mobilizing enterprise level workers and employers' representatives to negotiate collective bargaining agreements is an effective means to improve trust between employers and workers, promote harmonious labour relations, and establish models that others may replicate. The project yielded good practices on which enterprises to select and how to overcome problems that have been documented in manuals and model agreements. These should be capitalized in follow-on work in the agriculture sector as well as in other emerging economic sectors.
- 2. In future FPRW projects in the agricultural sector in Morocco, the ILO and/or USDOS should focus additional resources on strengthening sectoral Workers and Employers' organizations and on their member education programs.** Many informants highlighted that greater FPRW awareness by workers and employers was necessary to improve respect for fundamental labour rights in agriculture. Informants from all stakeholder categories indicated a lot more could be done to educate and organize the agricultural workforce and that agriculture sector unions needed support. Project challenges finding an appropriate employers' representative organization within the Agriculture sector with which to collaborate on social dialogue likewise highlights an important gap in the sector. Project work at the enterprise level shows that when both workers and employers are awareness of the potential benefits of social dialogue and collective negotiation, progress can be made. To scale up these efforts, stronger representative organizations are needed.
- 3. In future FPRW projects in the agricultural sector in Morocco or elsewhere, the ILO and/or USDOS should develop partnerships with other key stakeholders in the agricultural sector and in rural communities. Potential partners include international buyers and their auditors, local development and human rights associations, and Ministry of Agriculture fieldworkers.** The project highlighted that defending workers' rights in rural areas is challenged by the capacity limitations of ILO's tripartite constituents. Other experiences in Morocco (Oxfam) and elsewhere show that involving supply chain actors and non-governmental organizations in promoting labour law compliance and human rights have contributed to progress without undermining ILO tripartite constituents' role. Such a partnership strategy, especially if implemented by the ILO in Morocco where these types of partnerships do not currently exist on FPRW issues, should allocate adequate time and resources for their development.
- 4. In the design of future projects, the ILO should align the project log frame with its workplan and budget. Projects with short time frames and modest budgets should propose limited numbers of outcomes, outputs and activities.** The challenges the project experienced implementing and monitoring the planned activities and delivering promised results show that overly ambitious project designs will likely need extensive revision and are not, therefore, effective in guiding implementation. To promote more realistic donor and partner expectations, the ILO should also ensure that project M & E frameworks are reviewed by specialists with experience establishing realistic outputs and appropriate indicators.

Good practices and lessons learned

The evaluation identified the following project good practices:

Good practice: Integrating training on labour rights, communication and negotiation skills for key stakeholders of collective bargaining activities. Rather than organize stand alone workshops on labour rights, communication and negotiation tactics for workers and employers, this project good practice integrated these topics into its activities supporting enterprise-level collective bargaining. This approach provided a ready-made context for participants to apply training concepts and learn by doing.

Good practice: Developing practical guidelines on CBA negotiation and model CBAs. ILO consultants were faced with many challenges during their mediation activities, and through trial and error, learned valuable lessons and developed negotiation tactics that will be useful to other mediators. To capture these good practices and lessons learned, the project developed and plans to diffuse practical CBA negotiation guidelines and a model CBA.

Good practice: Designing projects to follow-up on previous project outcomes and outputs. According to ILO project management, the project was designed to follow-up and capitalize on previous projects on related topics which fostered continuity of past efforts.

Lesson learned: Longer project time frames and flexible management structures are needed to support enterprise level social dialogue and collective bargaining. ILO constituent representatives found ILO mediators' expertise a critical factor in advancing CBA negotiations in target enterprises but that they needed more time and a more flexible administrative framework to carry out their work.

I. Introduction

The International Labour Organization (ILO) commissioned an independent final evaluation of the project, “Promoting Fundamental Principles and Rights at Work in Morocco’s Agricultural Sector.” The project was funded by the United States Department of State (USDOS) with a total budget of \$381,188. ILO initiated the project in December 2016 and will conclude activities end-of-September 2018, a 21-month long implementation period.

II. Description of the project

A. Contexte du projet

The International Labour Organization (ILO) launched the project, “Promoting Fundamental Principles and Rights at Work in Morocco’s Agricultural Sector” with the objective of promoting effective social dialogue and respect for fundamental principles and rights at work for all, including women, youth and informal workers.

In the last decade, the Kingdom of Morocco has initiated numerous economic and political reforms towards a more democratic and inclusive society. However, the country continues to face many challenges, particularly in rural areas where 10% of the population lived below the poverty line in 2011. The rural poor constitute two-thirds of poor Moroccans and work mainly in informal agriculture. From an economic, social and environmental perspective, agriculture is crucial, as it is the country’s leading source of wealth, as well as its largest employer.

The Moroccan Government devotes a significant part of its socio-economic policy to modernizing the agricultural sector and improving its competitiveness. Agriculture (both plant and animal) contributes 19% of the gross national product and employs 46% of the labour force. In 2012, it employed a total of 4.2 million Moroccans, of whom about 600,000 were employed by commercial farms, 1.5 million were self-employed, and more than 2 million were classified as “other”, including a large number of seasonal workers. The sector falls short of meeting national and international labour standards, including in the areas of occupational health and safety, workers’ access to social security services, and child labour. These problems are due to non-compliance with core labour standards and insufficient resources for labour inspection.

Morocco is making considerable efforts to boost its agricultural exports and must meet the increased demands of international buyers to improve its working conditions. The sector has also experienced frequent labour disputes, which have had a negative impact on productivity and agricultural exports. Hence the urgent need to improve labour relations and social dialogue.

B. Project strategy

The overall objective of the project was to promote effective social dialogue and respect for fundamental principles and rights at work (FPRW) in Morocco's agricultural sector. The project had three immediate objectives:

Intermediate Objective 1 (IO1): Develop national and regional tripartite social dialogue mechanisms to improve compliance with fundamental labour rights at work in the agricultural sector;

Intermediate Objective 2 (IO2): Improve social partners' capacity to expand the coverage of collective bargaining agreements (CBAs) as well as to prevent labour disputes in the agricultural sector;

Intermediate Objective 3 (IO3): Strengthen the organization and voice of informal and formal agricultural workers.

Through this project, the ILO expected to contribute to the following main outcomes:

- Regional tripartite social dialogue mechanisms institutionalized and fully operational;
- Policy proposals promoting fundamental labour rights and better working conditions in agriculture enterprises identified through social dialogue.
- Employers' and Workers' Organizations able to negotiate and monitor implementation of collective bargaining agreements in agriculture enterprises in three target regions;
- Employers' and Workers' Organizations able to provide services to prevent labour disputes in agriculture enterprises.
- New data on Freedom of Association rights in the agricultural sector available; and,
- Workers' Organization outreach campaigns targeting youth, women and informal workers in the agricultural sector carried out.

To achieve these results, the ILO, in consultation with its tripartite constituents in Morocco, planned a variety of activities:

- produce guidelines and awareness raising materials,
- carry out key stakeholder consultations and targeted research
- conduct training and communication campaigns
- offer technical assistance to national policy makers on legal framework improvements
- support enterprise level stakeholders on dispute resolution and CBA negotiation.

The project proposed to carry out activities at the national level and in three regions of Morocco with significant agriculture activities: Rabat-Salé-Kenitra, Meknes-Fès, and Souss Massa).

The project team consists of a national project coordinator and an administrative and finance assistant. The project receives technical support from the ILO's FUNDAMENTALS department in Geneva, and administrative support from the ILO Office for the Maghreb countries in Algiers.

III. Purpose, scope and clients of the evaluation

This independent evaluation serves two main purposes:

1. Give an independent assessment of the project's relevance, effectiveness (including performance achieving performance indicator targets and management arrangements), efficiency, outcomes and sustainability.
2. Document challenges, lessons-learned, good practices, and recommendations to guide future interventions with similar objectives in Morocco or elsewhere.

The evaluation considers project implementation from December 2016 to mid-September 2018. The evaluation was framed by the key evaluation questions contained in the terms of reference and the question matrix (see Annexes A and B). The main evaluation users are the ILO, the Ministry of Labour and Professional Integration (MTIP), Morocco's main workers' and employers' organizations with members in the agriculture sector, and the donor.

IV. Methodology

The evaluator used qualitative evaluation design, consisting of document review, key informant interviews (KII), and focus group discussions (FGD). Interviews/group discussion were carried out during evaluation fieldwork from September 1- 14, 2018.

A. Document Review

The evaluator reviewed the following document types:

- Project documents: project proposal, work plan, M&E framework, progress reports, activity reports
- Project products: studies, manuals and awareness raising material
- Relevant government reports

Annex D of this reports includes a full list of consulted documents.

B. Key Informant Interviews

The evaluator interviewed 29 individuals (10 females and 19 males) from various stakeholder groups. The evaluator interviewed informants individually or in small groups in face-to-face interviews in Rabat, Casablanca, and Agadir. Table 2 shows the distribution of interviews by key stakeholder group and sex. 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 outcomes of project activities, 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 the social, economic and political context of Morocco and labour relations in the agricultural sector. The individuals consulted by the evaluator are listed in Annex C.

Table 1 Key Informant Interviews distribution by sex and stakeholder category

STAKEHOLDER	INTERVIEWEES	FEMALES	MALES
Total	29	10	19
ILO	5	5	0
Ministry of Labour and Professional Integration	4	1	3
Employers' Organization/Employer	2	0	2
Workers' Organization/Workers	12	3	9
ILO Consultants	5	0	5
Donor	1	1	0

C. Focus Group Discussion

The evaluator organized one focus group with labour inspectors in Agadir. The focus group discussion explored FPRW challenges in the target sector, the role of labour inspectors and the challenges they face fulfilling their mandates. Discussion specifically explored participants' views on the role of labour inspectors in CBA negotiation.

Table 2 Focus group participants disaggregated by sex

STAKEHOLDER	TOTAL	FEMALE	MALE
Labour Inspectors	10	1	9

D. Evaluation Limitations

The project was implemented in three regions but due to the limited scope of evaluation fieldwork (constrained by time, budget and the tail end of summer holidays), the evaluator was only able to visit one of three regions and interview a limited number of stakeholders. Each region has its own characteristics which limit the extent that outcomes observed in one region are transferrable to the other two project target regions. To mitigate this limitation, the evaluator interviewed national stakeholders with an overall picture of project implementation and reviewed progress reports reporting on project-wide activities and outcomes. The evaluator was only able to interview one employer involved in enterprise level CBA negotiations but mitigated the limitation by interviewing and reviewing the reports of the three project consultants who carried out activities with workers and employers in each of the three regions.

The evaluator was aware of potential bias risks in data collection. These potential biases included recall (accuracy of key informant recollections), selection (potential that the project selected key informants to with favourable views of the project) and response (potential that key informants respond in ways that they think are expected and will favor follow-on support). To mitigate these, the evaluator interviewed a

wide variety of stakeholders, including some not suggested by the project management team and compared their responses. She probed informant answers to help facilitate accurate recollection. Finally, the evaluator initiated all key informant interviews and the focus group discussion with an overview of the evaluation objectives, explaining that the evaluation was not an audit exercise but was designed to facilitate learning to help guide future projects.

V. Findings and for each criterion

A. Relevance and strategic fit

To evaluate the project's relevance and strategic fit, the evaluator examined the degree the ILO involved its tripartite constituents in project design and implementation, project alignment with the Government of Morocco's development strategies and ILO and UN development assistance frameworks, and its coherence with project stakeholders needs and concerns.

Department of Labour officials affirmed the ILO project management team consulted with them prior to and frequently during the project start-up and implementation phases and that they participated in key decisions about the direction of the project. The project manager coordinated with the Department in the five months following project approval to align the project workplan with Department plans and priorities. The current Director of Labour did not participate in the project design which was before she took office. The previous Director, now retired, reported being well-informed about the project and decisions that were made in the design stage.

Project management also reported consulting Employers' and Workers' Organizations in the start-up phase, but during evaluation consultations some of their representatives were not well-informed about the project. An Employers' Organization representative expressed regret that his/her organization was not consulted, "CGEM did not have a voice in the project at the time it was designed. I don't why the ILO did not contact us. We could have advised them about which sector and which enterprises." ILO management confirmed that the national employers' organization was not extensively consulted because its members did not include agriculture enterprises. Instead, it tried to involve the Moroccan Confederation for Agriculture and Rural Development (COMADER), which declined, indicating the recently created organization did not have the capacity to partner with the ILO.

ILO Project management reported coordinating with three Workers' Organizations, the Moroccan Trade Union (UMT), the National Trade Union of Morocco (UNTM), and Democratic Confederation of Trade Unions (CDT). According to national level representatives of a federation of agricultural workers (UMT), they were consulted by the ILO to participate in project activities related to IO3 on expanding worker representative but were not aware of other project objectives and activities. Overall, Workers' Organization representatives consulted by the evaluator, did not appear to be well-informed about the project with a few exceptions. ILO project management explained that at the national level, Workers' Organizations often sent different representative to participate in meetings and activities, which made consistent engagement with the organizations challenging.

The project aligned with national development policies and plans, but Decent Work dimensions of these policies are under-resourced. Even though the importance of social dialogue was highlighted in the 2011 Constitution, government resource allocations have not followed. Several key informants highlighted

national budget resources allocated to the Ministry of Labour for promoting social dialogue and labour law compliance are relatively small.

The national agriculture development strategy, Maroc Plan Vert¹, which is focused on improving agricultural productivity and competitiveness as well as improving incomes of small producers, does not include objectives and interventions on improving respect for FPRW for farm workers. One Workers' Organization representative affirmed, *"The Plan Maroc Vert was designed to meet the needs of the big farms and to improve productivity and competitiveness. It is also a government project – the social justice aspects are put on the Ministry of Labour, which is under-resourced. The number of inspectors is very limited and they are not protected by the law."*

Project objectives broadly responded to ILO tripartite constituents' concerns, who individually maintained that institutionalizing social dialogue and collective bargaining to avoid or resolve labour disputes is important to them. Department of Labour stakeholders affirmed that the government has set annual targets on the number of collective bargaining agreements signed and that this project contributed to their capacity to reach these targets. During project implementation, the ILO supported the Department of Labour to establish a plan and intervention strategy to meet its collective bargaining agreement (CBA) targets, which was relevant to their needs according to project management and Department officials. However, one ILO consultant indicated national tripartite stakeholder engagement in actual project activities was limited, *"Last December the ILO, in collaboration with the Ministry, organized training for members of the National Tripartite Council on Collective Bargaining. The main stakeholders left after the Minister's speech. The members of the Council did not attend."*

Some of the project's specific objectives did not appear to align with Department of Labour and social partner priorities at the national and regional levels. According to project management, because of human resources limitations, Department of Labour officials did not support creating a dedicated national level unit to promote collective bargaining, as was proposed in a study carried out in the previous project and planned to be followed-up by this project. They proposed instead to create a sub-committee to the National Tripartite Council on Social Dialogue. The planned creation of a regional social dialogue mechanism was likewise not a Department of Labour priority. According to one key informant, *"When we started the project, the partners were against creating a regional tripartite structure, even though were not necessarily proposing to create a new formal structure but a regional forum."*

The project's decision to concentrate on the agriculture sector, which was required in the donor's call for proposals, was also not fully supported by ILO national constituents. The justification for the sector's choice was well-documented in the project proposal and included the agriculture's importance in the national economy, the large number of workers employed in the sector, and the prevalence of labour rights abuses. However, Department of Labour officials indicated that conditions in the agriculture sector were not conducive to negotiating collective agreements and that other sectors were better prepared during the project implementation period. One official remarked, *"Already collective bargaining is a difficult process. Doing it in the agriculture sector is even harder."* A CGEM representative agreed, *"Some sectors and regions are ripe for social dialogue and other are not. From my perspective, sectors that are*

¹ <http://www.agriculture.gov.ma/pages/la-strategie>, accessed 14/9/18

already structured like telecommunications and offshoring are ready for collective agreements, not agriculture.”

Workers’ Organizations representatives generally expressed support for working in the agricultural sector, noting significant efforts are needed to improve farm workers’ fundamental labour rights. However, workers’ representatives thought the project should have focused on strengthening freedom of association rights and workers’ education in the sector rather than negotiating CBAs. One ILO specialist concurred, *“Agriculture is probably the least prepared for collective bargaining. We don’t have clear national leadership. We don’t have a strong demand from the workers. They are not aware of their rights.”*

Evaluation consultations at the regional level were limited to Souss Massa, one of three regions targeted for direct support. In Souss Massa, project objectives corresponded to the priorities of the current Regional Office of the Ministry of Labour director, who indicated his efforts are concentrated in the agriculture sector. However, according to project management, representatives of industry federations of agricultural producers in Souss Massa declined to participate in the project to protest proposed labour law changes on seasonal agricultural labour that were being discussed at the national level.

The project capitalized extensively on the previous USDOS-funded ILO FPRW project but did not create significant synergies with other projects in Morocco. The project built on the activities and outcomes produced by two previous ILO projects in Morocco. The first project, which ended in 2014, was Canadian-funded and addressed fundamental rights at work through social dialogue and gender equality. The second, a USDOS-funded project, which ended in 2015, was designed to build the capacity of ILO tripartite constituents to engage in effective social dialogue and promote FPRW in the rural economy. This project followed up on the latter project in several ways. It updated National Tripartite Council on Collective Bargaining procedural guidelines and pursued study recommendations concerning the creation of a regional social dialogue mechanism, continued direct support to agriculture enterprises for the negotiation of CBAs and refined and distributed awareness raising material on FPRW and collective bargaining developed by the project.

Project activities aligned with the objectives of the United Nations Development Assistance Framework (UNDAF) and the ILO’s Decent Work Country Program for Morocco, both of which include objectives to strengthen labour market governance structures. Opportunities for exploiting synergies with other concurrent ILO projects in Morocco were limited. The ILO was carrying out a project supporting the development of regional employment strategies which overlapped with this project in two regions (Souss Massa and Rabat-Salé-Kenitra). A project consultant reported using consultations carried out in the former project to consult with regional stakeholders in Rabat-Salé-Kenitra during the regional social dialogue mechanism feasibility study. Project management reported exchanging information with International Non-Governmental Organizations working on labour rights in Morocco (Oxfam and the Solidarity Center). The project planned to organize a joint activity with the Solidarity Center, which was cancelled due to the Workers’ Organization lack of availability.

B. Validity of design

To assess project design validity, the evaluator assessed the coherence of the project theory of change, the degree the project design adequately calculated risk factors and allocated adequate time and budget for planned activities. This section also looks at quality of the project monitoring and evaluation (M&E) framework including the extent the project established good indicators to measure its performance.

The project addressed key ILO strategic objectives on the promotion of fundamental principles and rights at work, decent work for men and women, enhance coverage of social protection, and strengthen tripartism and social dialogue. The project addressed the latter objective through IO1 activities which were aimed at activating tripartite mechanisms for social dialogue. IO2 activities aimed to achieve CBAs in target agricultural enterprises which, if agreed and implemented, would extend social security benefits and improve agricultural laborers' working conditions. IO3 activities were designed to contribute to FPRW in the agricultural sector, by strengthening the capacity of Worker's Organizations to educate and organize workers and defend agricultural workers' rights. The project did not have any specific component on gender, the project background section highlighted that a large proportion of agricultural laborers in Morocco are women and youth and would benefit from project interventions.

The project theory of change was coherent. The project postulated that if (a) ILO tripartite constituents are actively engaged in social dialogue at the national and regional levels, (b) social partners have capacity and are provided good models on how to prevent labour disputes and negotiate collectively in the agriculture sector, and (c) workers' organizations are actively expanding their membership in the agriculture sector, then respect for FPRW in agriculture enterprises would be strengthened. Based on feedback from key informants and project commissioned research, this theory of change, while coherent, could be enriched. One additional factor highlighted by several key informants is international buyer pressure to improve working conditions in farms within their supply chain. One project expert explained, "Most farm owners are not yet ready to conform to international labour standards – they are pushed to do so either by foreign buyers or, in some cases, the workers' organizations. In practice, the project mainly supported collective bargaining in export-oriented agriculture enterprises but did not feature any direct collaboration or coordination with international buyers.

Project implementation was negatively affected by design-related factors such as unrealistic assumptions, inadequate funds for planned activities and short time frames. Project designers were overly-ambitious on what the project could accomplish in the short time frame allocated for implementation. The project was originally to be implemented over 18 months but was extended for an additional 3 months through a no-cost extension accorded by USDOS.² ILO consultants indicated the overall time allotted to achieve planned IO2 CBAs was especially short. The ILO project management concurred and highlighted that the last agricultural enterprise CBA signed in Morocco required three years to negotiate. Under all three immediate objectives, the project cancelled or reformulated planned activities to align with actual opportunities and constraints. Budget resources were inadequate to carry out several planned activities including the mapping of agricultural sector policies and programs and their linkages with FPRW (IO1), policy and legal technical advisory services on the legal framework in agriculture (IO1), and some planned workshops targeting agriculture enterprises managers and other agriculture sector stakeholders (IO1 and IO2). The budget allocated for Workers' Organizations and other grassroots associations capacity building was extremely small given the scale of the challenge.

² The project agreement was signed in December 2016, three months later than planned and ended in September 2018, six months later than planned.

The original project M&E framework was not effective to measure project performance but was later improved. The project established a M&E framework with indicators to measure progress toward planned outputs and outcomes. Many project indicators measured outcomes that were beyond its control. For example, the project set targets for the creation of regional social dialogue mechanisms. The creation of these mechanisms, even informal ones, largely depended on factors outside the project's control, for example, Department of Labour and regional social partner buy-in. In consultation with USDOS, the project revised its M&E framework and established new output indicators in the first half of 2018. The new indicators were significantly better at measuring actual project performance. For example, it measured intermediary steps such as completing a feasibility study, and numbers of key stakeholders and social partners trained.

C. Project progress and effectiveness

In this section, the evaluator analyses project progress implementing planned activities by immediate objective and the main challenges it faced. The ILO project management team worked closely with the Department of Labour on the project work plan during the inception phase. During project implementation, the project workplan was extensively revised. Several planned activities were cancelled, and others were reformulated. The annex E table details which activities were implemented according to plan, which were cancelled, and which had to be reformulated.

Under IO1, the project carried out activities to activate national tripartite bodies on collective bargaining, recording modest progress. The project planned to strengthen/facilitate development of national and regional tripartite social dialogue bodies and deliver training and technical assistance to body members. At the national level, the project engaged the recently created National Tripartite subcommittee on Collective Bargaining in some project activities. The project revised the procedural manual for tripartite social dialogue bodies, developed during the previous project, to consider the roles and responsibilities of the sub-committee. The ILO consultant engaged the Department of Labour in a participative process to draft the revisions. To build sub-committee members' capacity, the project organized a workshop on good practices and lessons learned on collective bargaining promotion in Morocco and elsewhere in December 2017. Key informants reported that attendance by target participants was limited. The project also involved the subcommittee in reviewing and approving enterprises to receive IO2 direct support on CBA negotiation. According to ILO project managers, the sub-committee also discussed and prepared the annual meeting of the National Tripartite Council on Social Dialogue, an improvement on past practices when such preparations were limited.

After assessing the feasibility of planned activities to establish regional tripartite social dialogue mechanisms, the project revised or dropped most planned activities. To test the feasibility of creating regional tripartite social dialogue mechanisms, the project commissioned a study which was carried out by a senior national consultant and member of the ILO Committee of Experts. The consultant consulted approximately 100 stakeholders in three regions (Casablanca, Rabat, and Souss Massa) and analysed the current social, economic and political context affecting social dialogue in Morocco's agriculture sector. The study analysed three alternatives³ for creating a regional mechanism and likely outcomes. It

³ The three alternatives were strengthening the existing Social Charter developed in Casablanca to include a forum for social dialogue in Agriculture, integrating social dialogue in agriculture into the regional development strategy

concluded the greatest opportunities for supporting new social dialogue mechanisms were in Souss Massa and Casablanca but highlighted many constraints to successful outcomes. Among the constraints were: weak and competing agricultural workers' organizations, the multiplicity of farms and diverse production models, and the presence of large numbers of unorganized, seasonal farm workers in the sector.

The study concluded *"Given difficulties faced by social partners to negotiate a sectoral collective agreement in general and in the agricultural sector in particular, common sense leads us to recommend that the project focus its support on enterprise level of collective labour relations."* In consultation with the Department of Labour, the project cancelled its plans to support the creation of regional bodies for social dialogue. As explained by a Department of Labour official, *"We asked for a feasibility study and it concluded that it was not the right time to create a regional structure."*

The project made little progress engaging agriculture development stakeholders on FPRW issues. Under IO1, the project had also planned to map agriculture sector policies and programs and identify potential ways to strengthen the legal and policy environment on FPRW in agriculture. Due to budget constraints, the project cancelled the mapping, the planned workshop to present its results, and follow-on technical assistance to draft legal, policy or program proposals to promote FPRW in the agriculture sector. However, the project plans to invite officials from the Ministry of Agriculture and the COMADER to the project's closing workshop, which will include presentations on project activities including good practices in collective bargaining in the agriculture sector.

Under IO2, the project promoted enterprise level collective bargaining in over 20 agriculture enterprises in three regions (Rabat-Salé, Meknes-Fes, and Souss Massa). A Department of Labour official affirmed, *"The most important activity was direct support to enterprises on the development of collective bargaining agreements (CBAs)."* According to informants from all stakeholder groups, national and regional MTIP officials, project managers and ILO consultants/mediators worked together closely on the implementation of IO2 activities. MTIP officials identified agriculture enterprises with the identified prerequisites to negotiate collective agreements in each of the projects' three target regions. In meetings that reached approximately 200 farm enterprise employers' and workers' representatives, ILO consultants, accompanied by labour inspectors, explained CBAs and its benefits. ILO consultants reported organizing meetings with trade union representatives, who were predominantly men. As negotiations progressed, the consultants made efforts to organize a few farm level meetings which involved women workers in greater numbers.

Based on participants' willingness to negotiate, the enterprise's labour law compliance record, and trade union characteristics, the ILO consultants narrowed the number of enterprises benefiting from ILO support, ultimately to one enterprise in each of the three regions. The final enterprise in the Rabat-Salé-Kenitra region is a small, Spanish-owned, export-oriented commercial farm. The project is working with a Moroccan-owned agricultural production and food processing company in Meknes-Fes, and in Souss Massa, with an export-oriented, agricultural producers owned by a French cooperative.

of Rabat-Salé, and reviving past efforts in Souss Massa (from a decade ago) to negotiate a sector level collective bargaining agreement.

In the last phase, the ILO consultants mediated terms and drafted the agreement. The exact agreements terms vary but include three main clauses on performance, social benefits and social dialogue. The Rabat-Salé mediator explained, *“We put in the agreement conditions that both sides have to respect. We are looking at the employer to provide extra payments for productivity and for workers involved in the use of chemicals, and we negotiated a holiday period. We also negotiated a process for conflict resolution.”* ILO consultants reported treatment of seasonal farm workers is a sensitive issue where workers’ and employers’ viewpoints often diverge. According to one ILO consultant, *“The union wants a guarantee that 10% of the temporary workforce is going to be made permanent. The enterprise says this is not possible because of business conditions. It is willing to negotiate on the criteria for making a worker permanent but is not willing to commit to a number.”*

At the time of the evaluation, project support had not resulted in any new CBAs being signed, although informants reported progress toward 3-4 agreements that may be signed after the project’s end date. ILO mediators, employers and workers reported progress being affected by many constraints at the enterprise level.

On the workers’ side, the absence of strong, stable trade union leadership and farm workers knowledgeable of their rights was a barrier to successful negotiations. According to one trade union leader, *“The first challenge we have is the owners’ rejection of unionization. The second challenge is our unions are often organized in a time of conflict. We are trying to re-establish stability – we are trying to have the trust of the workers and the trust/ability to talk with the owners.”* On the issue of trust, ILO consultant reported needing to organize meetings at the farm level to convince workers of the potential benefits of a CBA.

Key informants likewise highlighted that trade unions compete for membership. ILO mediators reported making progress in CBA negotiations with one trade union only to see it replaced by another after elections, sending negotiations back to square one. Disagreements between two factions of the same union have held up the conclusion of one CBA. ILO consultants and Labour officials likewise cited the absence of a representative trade unions⁴ on some farms that would otherwise be good candidates for CBA negotiation.

On the employers’ side, ILO consultants reported that some employers, while interested in receiving project training, were not ready to negotiate a CBA for fear of upsetting the status quo. According to an employers’ representative, competition in the sector is tight and some owners perceive giving concessions to workers as a potential competitive disadvantage. In contrast, another enterprise representative believed having CBA was an advantage, since international buyers and investors required national producers to have good labour practices. ILO consultants also reported difficulty finding the right intermediary on the employers’ side. They indicated that Human Resource managers may be willing to negotiate and sign CBAs but they reported needing to get the support of the owners, which resulted in delays and sometimes stalled negotiations.

⁴ Moroccan labour law allows several independent unions to exist but requires 35 percent of the total employee base to be associated with a union for the union to be representative and engage in collective bargaining.

Progress on planned IO3 activities was extremely limited. IO3 planned a study on freedom of association in the agriculture sector which was carried out and presented in October 2017. The report analysed the legal framework on freedom of association and available statistics on trade union activities in the agriculture sector in the project's three target regions. It also analysed constraints to trade union organizing in the sector and presented recommendations on how to improve conditions.

IO3 also planned to support worker education campaigns. With little activity funding, the project reported updating, duplicating and distributing awareness-raising materials to labour inspectors and trade union partners for distribution to employers and workers during routine training and awareness raising activities in project target regions. Based on feedback from project management, the nearly 2,500 workers it reported were reached by project-supported communication campaigns (output indicator 3.1.2: *Realize community level communication campaigns on FPRW and the voice of agricultural workers*) is based on estimations and assumes that inspectors and trade union representatives received and distributed the communication materials. Although evaluation consultations were limited to one region, neither trade union representatives nor inspectors presented evidence to corroborate these estimations.

Project management reported organizing one workshop and multiple follow-up meetings with Workers' Organization representatives to solicit proposals for worker education and membership mobilization programs that would be funded through small grants. ILO managers reported offering many options to trade union partners including organizing education programs on freedom of association, occupational health and safety, or women's rights. One trade union partner reported it developed a proposal that was later withdrawn due to the union's position on accepting US government funding. Another trade union representative reported his/her union had ongoing activities with the Solidarity Center and did not have adequate human resources to take on another project during the project implementation period. Because of these challenges, the project did not support any workers' education campaigns directly.

D. Efficiency of resource use

To evaluate resource use efficiency, the evaluator analysed budget revisions and their effect on the proportion budget resources dedicated to project activities and the distribution of project resources among project immediate objectives.

Cost sharing with another EU-funded project in Morocco resulted in about \$50,000 more for activities, increasing project cost efficiency. According to project calculations, savings were made in the salary, travel and supplies line items. As a result, the budget allocation for direct activity costs increased from 45 to 59 percent of the total budget.

Proportionally, activities under objective one and two received the lion's share of budget resources. Spending on IO one activities was only slightly higher than originally planned, even though the project implemented fewer activities than planned (see above). Project expenditures were greatest under IO1, reflecting the consultant fees and workshop-related expenses of the project's two studies as well as international consultation costs associated with revising the procedural manual for the National Tripartite Council on Collective Bargaining. The latter was done in-person to enable the participation of Department of Labour personnel. The project spent 75% more than planned on IO2 activities. Specifically, project managers indicated that resources needed to support CBA negotiation were more than estimated considering unforeseen challenges and additional time/effort required. The IO2 budget also covers TOT

training, which will reach double the planned number of labour inspectors (30 instead of 15) coming from all 12 regions in Morocco. The planned allocation and actual spending on IO3 did not change, although the project had planned to mobilize additional ILO small project resources for Workers' organizations activities, which proved unnecessary due to the latter's limited uptake.

Table 3 Budget distribution by Immediate Objective

Immediate Objective	Total Activity Budget	% of Activity Budget
IO 1: Develop national and regional tripartite social dialogue mechanisms to improve compliance with fundamental labour rights at work in the agricultural sector.	\$101,779	45%
IO 2: Improve social partners' capacity to expand the coverage of collective bargaining agreements as well as to prevent labour disputes in the agricultural sector.	\$100,849	44%
IO 3: Strengthen the organization and voice of informal and formal agricultural workers.	\$25,729	11%

E. Effectiveness of management arrangements

To evaluate the effectiveness of management arrangements, the evaluator assessed ILO tripartite constituent satisfaction and the qualifications of ILO experts involved in project implementation.

Project management arrangements contributed positively to project implementation. Considering the project's short implementation period and the national project management team's half-time status, ILO project managers involvement in the previous two ILO Morocco FPRW projects was advantageous. The ILO managers indicated that their knowledge of key stakeholders and previous interventions facilitated consultations and starting-up activities quickly. They likewise affirmed receiving good technical and administrative backstopping from colleagues in Geneva and Algiers. The Geneva-based ILO Fundamentals specialist visited Morocco twice during the project implementation period to review progress and provide guidance.

ILO tripartite constituents, especially Department of Labour officials, reported satisfaction with their collaboration with ILO project managers. Key informants indicated that project managers identified and pursued opportunities to contribute to project objectives effectively. One ILO consultant remarked on the managers' responsiveness, "I felt that the project management team in Rabat listened to our recommendations." The donor likewise expressed satisfaction with the qualifications and efforts of the project management team but indicated that the Moroccan team would have benefited from more technical support from Geneva, especially to more proactively address implementation challenges, and improve project reporting to the donor, including the quality of M&E data.

The project capitalized on highly qualified international and national experts for project studies and CBA negotiation technical advisory services. The consultant charged the regional tripartite mechanism to promote collective bargaining feasibility study and the international consultant charged with revising

procedural guidelines for the National Tripartite Council on Collective Bargaining are experts in the field and previously published relevant research together.⁵ One of the three ILO consultant/mediators was the main negotiator for one of only three existing agriculture enterprise CBAs in Morocco. Two out of three mediators have previous experience in the agriculture sector and are based in or close to project target regions. All three consultants indicated they will be available to support follow-on activities.⁶ One mediator affirmed he would be willing to work pro bono on the already-initiated-CBA in his charge after the end of the project if required to conclude the agreement.

F. Impact orientation and sustainability

Even though the project is likely to end without any CBAs being signed, project consultants, MTIP officials and enterprise level stakeholders are relatively optimistic that project efforts will result in at least one CBA being signed in each region. In Kenitra (Rabat-Salé region), the project mediator indicated that the CBA clauses are 90% complete; the main unknown is when the Spanish farm owner will sign the agreement. In Agadir (Souss Massa Draa), the CBA is nearly completely negotiated but internal differences among trade union members is holding up finalization. Regional stakeholders likewise reported a second agreement within another food processing business is relatively advanced as well. In Meknes, some key clauses, including a clause on integrating an annual percentage of seasonal laborers into the permanent workforce, are still being negotiated.

Key stakeholders cited increased awareness of the value of workplace social dialogue as a beneficial outcome of project direct support for CBA negotiation. A labour official affirmed, *“The experience of direct support was something good. Even if they did not result in an agreement. It contributed to a culture of negotiation.”* ILO consultants affirmed their efforts have calmed tensions within participating enterprises, *“Since we started negotiating, there has not been any strikes or major disagreements. It has improved the climate of trust between the two parties.”*

Key stakeholders believe successful CBAs, if achieved, may have a positive demonstration effect among other regional enterprises in the agriculture sector. In its support for CBA negotiation, the project targeted enterprises that it considered the most likely to conclude CBAs in the limited time and budget attributed for project support. It based its strategy on the potential multiplier effect of one enterprise achieving a CBA on other enterprises in the target regions. Key informants from all key stakeholder categories affirmed the view that concluding even one CBA would have a positive demonstration effect and other CBAs would follow.

The project supported farms with relatively strong track records respecting their workers’ fundamental labour rights rather than farms with more significant problems. This was an unintended consequence of focusing project efforts on farms that were most likely to conclude successful CBA negotiations. Project partners selected the enterprises to receive project support for CBA negotiation based the

⁵ “Labour relations and collective bargaining in Morocco” by Rachid FILALI MEKNASSI and Claude Rioux, ILO 2010.

⁶ A key informant in Agadir reported that the Regional Development Council for Souss Massa Draa mobilized resources to cover ILO mediator fees to carry on negotiations started in the previous USDOS funded ILO project.

following criteria: a good labour law compliance record, the existence of a trade union, and the willingness of stakeholders to negotiate a CBA. Key informants highlighted that labour law compliance is improving in Morocco's export agriculture sector to a greater degree than other segments of the sector largely due to international buyers' requirements and social audit activities. Because following the labour code was a pre-requisite, the project mainly supported export-oriented farms. Not all these farms are unionized which narrowed the number of candidates and, in addition, unionized farms needed to have willing managers. Informants who believed in the multiplier effect were mainly talking about the likelihood that other unionized, export-oriented farms would negotiate and sign CBAs.

There is another large category of farms that grow mainly for the domestic market, which project labour rights experts point out are much less likely to respect workers' fundamental labour rights. Some key informants indicated they believed that the project should have focused more on strengthening labour law compliance than supporting CBAs. One Workers' Organization representative highlighted the issue, *"The problem with the way the ILO worked in this project was they only took the enterprises that were the most advanced. From my point of view, they needed to work with farms where there were obstacles."* A employers' representative agreed, *"The idea for of the project should have been to choose the enterprises that are not respecting rights and try to raise them up."*

The project put in place and implemented an exit strategy. The exit strategy comprised associating inspectors with project mediators during project-supported CBA negotiations and conducting a training of trainers for 30 inspectors, planned in September 2018. Key informants supported the involvement of labour inspectors in CBA mediation but pointed to potential constraints to their effectiveness. Key informants both inside and outside the MTIP highlighted the limited number of labour inspectors⁷, especially agriculture enterprise inspectors, their lack of transportation for enterprise visits, and limited financial or other incentives to take on an additional role. On the question of motivation, a regional MTIP official highlighted that while he had no budget to reward inspectors, he would consider involvement in CBA negotiation as a criterion for professional advancement. Some key informants likewise noted that although inspectors are charged with promoting social dialogue and industrial harmony, their role in auditing enterprise labour law compliance is not compatible with mediation, because enterprises unlikely to see them as unbiased. According to an ILO consultant, "I am not sure if an inspector will be accepted as a mediator. It depends but some inspectors conflict with enterprise management."

The project will leave behind tools and guidelines useful for follow-on activities by ILO tripartite partners and other stakeholders who may carry out FPRW and CBA promotion activities in Morocco in the future. The project reports that the Department of Labour plans to use the finalized procedural manual for the National Tripartite Council on Collective Bargaining to guide the activities of other National Tripartite Councils. The project is currently finalizing a model CBA, a CBA mediators' guide, containing practical advice based on project mediators' experiences and lessons learned, as well as a project "good practices" document. It likewise is leaving behind an awareness raising kit, with materials developed in the previous project and revised/refined in the current project. Before closing the project, the ILO plans

⁷ According to the ILO, the Moroccan Ministry of Finance recently approved a budget to qualify existing MTIP personnel as labour inspectors. This followed its rejection of MTIP's budget request to hire new inspectors.

to organize a final workshop for national and regional level stakeholders during which these tools will be presented and shared.

VI. Conclusions

Many design and contextual factors made this project challenging to implement. Its ambitious objectives were not well-aligned with the project's short time frame and budget and, in some cases, the specific priorities of its main stakeholders. The project focus on the agriculture sector was justified by the sector's importance to the national economy, its employment contributions and the prevalence of decent work deficits. However, as noted by many key informants, the sector was not ripe for effective social dialogue and collective negotiations to improve labour practices, given limited capacity in employers' and workers' organizations. ILO project management's reorientation of activities from regional /sector level social dialogue to the enterprise level was an effective way to overcome this constraint, since at that level, the project demonstrated progress was possible.

Overall, the project fell short of achieving its ambitious targets, especially under IO1 and IO3. Under IO1, project management was effective in assessing opportunities to strengthen tripartite collective bargaining mechanisms and involving the Department of Labour in choosing project priorities, given the important role it plays in facilitating social dialogue in Morocco. The project's lack of progress promoting social dialogue on the integration of FPRW in agriculture sector policies and programmes was a missed opportunity given the project's sector focus. However, limited time and budget resources justified project management's decision not to carry out planned activities.

Even though the project ended without signed CBA agreements, project IO2 activities developed a sustainable model for improving labour relations within export-oriented agriculture enterprises. The project capitalized on national expertise and supply chain factors favouring labour law compliance improvements to demonstrate the utility of collective negotiation. The model, planned inspector training, and project-produced tools and guidelines may contribute to CBA negotiation in the future, if not in the agriculture sector, in other sectors where conditions are more favourable.

The absence of planned agricultural worker education activities by Workers' or other grassroots organizations limited the project's contributions to FPRW in the agriculture sector. While the specific work done on promoting enterprise level collective bargaining was relevant and effective to promote a culture of trust and negotiation within participating enterprises, according to key informants these enterprises were already largely compliant with national labour laws. To reach the large numbers of non-compliant enterprises, other interventions were necessary, among these planned activities to educate, organize and give voice to agricultural workers concerns.

VII. Recommendations

- 1. The Department of Labour should continue to support enterprise-level collective bargaining in Morocco.** The project shows that the process of identifying and mobilizing enterprise level workers and employers' representatives to negotiate collective bargaining agreements is an effective means to improve trust between employers and workers, promote harmonious labour relations, and establish models that others may replicate. The project yielded good practices on which enterprises to select and how to overcome problems that have been documented in manuals and model agreements. These should be capitalized in follow-on work in the agriculture sector as well as in other emerging economic sectors. (medium level priority, medium resource implications)
- 2. In future FPRW projects in the agricultural sector in Morocco, the ILO and/or USDOS should focus additional resources on strengthening sectoral Workers and Employers' organizations and on their member education programs.** Many informants highlighted that greater FPRW awareness by workers and employers was necessary to improve respect for fundamental labour rights in agriculture. Informants from all stakeholder categories indicated a lot more could be done to educate and organize the agricultural workforce and that agriculture sector unions needed support. Project challenges finding an appropriate employers' representative organization within the Agriculture sector with which to collaborate on social dialogue likewise highlights an important gap in the sector. Project work at the enterprise level shows that when both workers and employers are awareness of the potential benefits of social dialogue and collective negotiation, progress can be made. To scale up these efforts, stronger representative organizations are needed. (high level priority, medium resource implications)
- 3. In future FPRW projects in the agricultural sector in Morocco or elsewhere, the ILO and/or USDOS should develop partnerships with other key stakeholders in the agricultural sector and in rural communities. Potential partners include international buyers and their auditors, local development and human rights associations, and Ministry of Agriculture fieldworkers.** The project highlighted that defending workers' rights in rural areas is challenged by the capacity limitations of ILO's tripartite constituents. Other experiences in Morocco (Oxfam) and elsewhere show that involving supply chain actors and non-governmental organizations in promoting labour law compliance and human rights have contributed to progress without undermining ILO tripartite constituents' role. Such a partnership strategy, especially if implemented by the ILO in Morocco where these types of partnerships do not currently exist on FPRW issues, should allocate adequate time and resources for their development. (high level priority, medium resource implications)
- 4. In the design of future projects, the ILO should align the project log frame with its workplan and budget. Projects with short time frames and modest budgets should propose limited numbers of outcomes, outputs and activities.** The challenges the project experienced implementing and monitoring the planned activities and delivering promised results show that overly ambitious project designs will likely need extensive revision and are not, therefore, effective in guiding implementation. To promote more realistic donor and partner expectations, the ILO should also ensure that project M & E frameworks are reviewed by specialists with experience establishing realistic outputs and appropriate indicators. (high level priority, low resource implications)

VIII. Good practices and lessons learned

Good Practice: Integrating training on labour rights, communication and negotiation skills for key stakeholders of collective bargaining activities. Rather than organize stand alone workshops on labour rights, communication and negotiation tactics for workers and employers, this project good practice integrated these topics into its activities supporting enterprise-level collective bargaining. This approach provided a ready-made context for participants to apply training concepts and learn by doing, overcoming the limitations of more traditional training workshops. Other effective practices highlighted by ILO consultants who facilitated negotiation included organizing meetings at the farm level, involving women workers, and bringing negotiating parties together over meals or one-day retreats to strengthen relationships and communication in a more social, less pressured environment.

Good Practice: Developing practical guidelines on CBA negotiation and model CBAs. ILO consultants were faced with many challenges during their mediation activities, and through trial and error, learned valuable lessons and developed negotiation tactics that will be useful to other mediators. To capture these good practices and lessons learned, the project commissioned the development of practical guidelines for CBA negotiation which it plans to share with project stakeholders during its final workshop and diffuse in written form. It also developed a model CBA text based on the draft CBAs developed thus far by project mediators. These good practices are forward-looking and should contribute to future efforts of ILO tripartite stakeholders as well as guide other projects with activities direct support for CBA negotiation.

Good Practice: Designing projects to follow-up on previous project outcomes and outputs. According to ILO project management, the project was designed to follow-up and capitalize on previous projects on related topics. For example, this project followed through on the study recommendation of the previous project on the creation of regional dialogue mechanisms. Even though, in this case, the recommendation did not prove feasible, the practice was good, especially since like the present project, the previous project was relatively short and did not offer sufficient time to follow through on studies and expert advice.

Lesson Learned: Longer project time frames and flexible management structures are needed to support enterprise level social dialogue and collective bargaining. ILO constituent representatives found ILO mediators' expertise a critical factor in advancing CBA negotiations in target enterprises. However, the consultants highlighted the duration of their contracts (three short-term contracts covering limited timeframes) did not align well with the agricultural calendar and the natural pace of negotiations. The ILO contracted mediators for short time frames that did not always match the readiness of stakeholders in targeted enterprises. Contract related breaks in their efforts slowed progress in some instances. Mediators thought the lesson learned was that longer, more flexible contracts are better adapted to the context.

Annexes

Annex A. TORs

Please see attached PDF file.

Annexe B : Matrice de questions

Critère d'évaluation	Questions	Sources de données	Méthode de collecte de données
i) Pertinence et alignement stratégique du projet	<ul style="list-style-type: none"> · Les mandants tripartites et autres bénéficiaires directs se sont-ils sentis suffisamment associés à l'élaboration, à la mise en œuvre et au suivi du projet ? Le cas échéant, ces appréciations varient-elles selon les mandants ? · Comment le projet s'aligne-t-il aux priorités des stratégies nationales de développement ainsi que celles définies dans l'UNDAF et le Programme pays pour le travail décent (PPTD) ? · Les résultats, produits et activités correspondent-ils aux besoins des mandants nationaux ? Se sont-ils appropriés le concept et l'approche du projet ? · Dans quelle mesure le projet a-t-il été complémentaire et cohérent avec d'autres interventions du BIT ou du SNU au Maroc ? · Dans quelle mesure le projet est-il connecté avec les Objectifs de développement durable (ODD) ? 	<ul style="list-style-type: none"> • L'équipe de gestion du projet • Les consultants/ experts du BIT impliqués dans la mise en œuvre de projet • Le service technique d'appui au projet à Genève • Les mandants bénéficiaires du projet • Le donateur • Document du projet : proposition de projet, plan de travail, cadre de suivi et d'évaluation, rapports d'avancement, rapports d'activité • Rapports gouvernementaux pertinents • Rapports Nations Unies pertinents 	<ul style="list-style-type: none"> -Examen des documents -Entrevues avec les informateurs clés -Groupe de discussion

ii) Validité de la conception du projet	<ul style="list-style-type: none"> · La conception du projet est-elle logique et cohérente ? Existe-t-il réellement une relation causale entre les produits (outputs) et activités avec les résultats escomptés, et entre ces outcomes et les objectifs de développement visés par le projet ? · A-t-on clairement défini des indicateurs de performance avec des niveaux de référence et cibles, et sensible au genre ? · La programmation initiale des activités était-elle réaliste ? Était-elle bien adaptée aux objectifs et aux produits visés et sensible au genre ? · Au vu des résultats atteints à ce stade de mise en œuvre, la conception du projet était-elle réaliste ? · Comment les questions de genre, des normes internationales du travail, de dialogue social, de durabilité de l'environnement ont-elles été prises en compte dans le projet ? 	<ul style="list-style-type: none"> • L'équipe de gestion du projet • Le service technique d'appui au projet à Genève • Les mandants bénéficiaires du projet • Le donateur • Document du projet : proposition de projet, plan de travail, cadre de suivi et d'évaluation, rapports d'avancement, rapports d'activité 	<ul style="list-style-type: none"> -Examen des documents -Entrevues avec les informateurs clés -Groupe de discussion
iii) Performance et efficacité du projet	<ul style="list-style-type: none"> · Dans quelle mesure les produits et résultats du projet ont-ils été atteints à ce stade de mise en œuvre ? Quel est l'état d'avancement du projet par rapport aux activités envisagées ? Cet avancement est-il conforme au chronogramme des activités ? · Dans quels domaines les interventions du projet ont-elles enregistré les meilleures performances ? Dans quels domaines les interventions du projet ont-elles eu peu de succès ? 	<ul style="list-style-type: none"> • L'équipe de gestion du projet • Les consultants/experts du BIT impliqués à la mise en œuvre de projet • Le service technique d'appui au projet à Genève • Les mandants bénéficiaires du projet • Le donateur • Document du projet : proposition 	<ul style="list-style-type: none"> -Examen des documents -Entrevues avec les informateurs clés -Groupe de discussion

	<p>Quels facteurs ont contribué au succès ou ont constitué des contraintes et pourquoi ? Quelles ont été les adaptations nécessaires faites afin d'assurer l'atteinte des résultats, le cas échéant ?</p> <p>· Dans quelle mesure le projet a pris en compte, au fur et à mesure de sa mise en œuvre, d'autres dimensions transversales du travail décent telles que le genre, le tripartisme, la durabilité environnementale et les normes internationales pertinentes ?</p> <p>· Les activités qui ont été menées sont-elles celles qui avaient été prévues ? Y a-t'il des activités autres et dans ce cas sont-elles conformes aux objectifs du projet ?</p> <p>· Dans quelle mesure contribue le projet aux ODDs pertinents ?</p>	<p>de projet, plan de travail, cadre de suivi et d'évaluation, rapports d'avancement, rapports d'activité</p>	
<p>iv) Efficience de l'utilisation des ressources</p>	<p>· Les ressources (financières, humaines, temporelles, expertise, etc.) étaient-elles suffisantes ? Ont-elles été allouées de façon adéquate pour fournir l'appui nécessaire et assurer la réalisation des activités, des produits ainsi que l'atteinte des objectifs du projet ?</p> <p>· Les ressources ont-elles été utilisées de façon efficiente ? Aurait-on pu obtenir les mêmes résultats à un coût moindre ? La qualité et la quantité des produits sont-elles conformes aux ressources mobilisées ? Si non, quels sont les goulots d'étranglement rencontrés ?</p>	<ul style="list-style-type: none"> • L'équipe de gestion du projet • Le service technique d'appui au projet à Genève • Les mandants bénéficiaires du projet • Le donateur • Document du projet : proposition de projet, plan de travail, cadre de suivi et d'évaluation, rapports d'avancement, rapports d'activité 	<p>-Examen des documents</p> <p>-Entrevues avec les informateurs clés</p> <p>-Groupe de discussion</p>

	<ul style="list-style-type: none"> · Le projet a-t-il bénéficié des ressources additionnelles d'autres partenaires ? 		
v) Efficacité du dispositif de gestion	<ul style="list-style-type: none"> · Quelle a été l'efficacité des arrangements de gestion interne du projet ? La nature de la coopération et coordination entre les membres du personnel du projet ? · Le projet a-t-il réalisé une adéquate implication et consultation des mandants tripartites et autres bénéficiaires directs dans les phases de planification intermédiaires, de mise en œuvre et de suivi-évaluation ? · Le projet reçoit-il suffisamment l'appui administratif, programmatique et - si nécessaire - le soutien politique du BIT/Alger ainsi que l'appui technique du Département FUNDAMENTALS ? 	<ul style="list-style-type: none"> • L'équipe de gestion du projet • Les consultants/experts du BIT implique à la mise en œuvre de projet • Le service technique d'appui au projet à Genève • Le service d'appui administratif et financier d'Alger • Les mandants bénéficiaires du projet • Le donateur • Document du projet : proposition de projet, plan de travail, cadre de suivi et d'évaluation, rapports d'avancement, rapports d'activité 	<ul style="list-style-type: none"> -Examen des documents -Entrevues avec les informateurs clés -Groupe de discussion
vi) Impact et durabilité du Projet	<ul style="list-style-type: none"> · Les résultats obtenus ont-ils permis d'améliorer l'environnement en vue d'atteindre l'objectif de développement du projet ? · Le projet a-t-il renforcé les capacités institutionnelles et organisationnelles des principaux partenaires nationaux ? Y-a-t-il des indicateurs des évolutions institutionnelles et organisationnelles ? 	<ul style="list-style-type: none"> • L'équipe de gestion du projet • Les consultants/experts du BIT implique à la mise en œuvre de projet • Le service technique d'appui au projet à Genève • Le service d'appui administratif et financier d'Alger 	<ul style="list-style-type: none"> -Examen des documents -Entrevues avec les informateurs clés -Groupe de discussion

	<ul style="list-style-type: none"> · Quels sont les impacts émergents du projet et les changements qui peuvent être liés à l'intervention du projet ? · Les résultats obtenus et les enseignements tirés ont-ils été documentés ? · Quels sont les effets réalistes à long terme du projet ? · Les principaux partenaires nationaux sont-ils en mesure de poursuivre le projet ? · Dans quelle mesure la stratégie de sortie du projet est efficace et réaliste ? 	<ul style="list-style-type: none"> • Les mandants bénéficiaires du projet • Le donateur • Document du projet : proposition de projet, plan de travail, cadre de suivi et d'évaluation, rapports d'avancement, rapports d'activité 	
vii) Bonnes pratiques développées et leçons apprises	<ul style="list-style-type: none"> · Quelles bonnes pratiques peuvent être retenues depuis le lancement du projet et sur lesquelles le projet peut s'appuyer pour atteindre ses objectifs et pour servir d'exemple à des futurs projets similaires ? · Dans quelle mesure l'approche du projet peut-elle être répliquée ? 	<ul style="list-style-type: none"> • L'équipe de gestion du projet • Les consultants/experts du BIT implique à la mise en œuvre de projet • Le service technique d'appui au projet à Genève • Le service d'appui administratif et financier d'Alger • Les mandants bénéficiaires du projet • Le donateur • Document du projet : proposition de projet, plan de travail, cadre de suivi et d'évaluation, rapports d'avancement, rapports d'activité 	<ul style="list-style-type: none"> -Examen des documents -Entrevues avec les informateurs clés -Groupe de discussion

Annex C. List of persons met

ILO

Fatima Idahmad, National Project Officer
Jihane Hannane, Program Assistant
Leila Tarfaoui, Interim Project Assistant
Jo De Hollander, ILO Partnerships, International Labour Office for the Maghreb countries
Katherine Torres, FPRW Specialist, ILO FUNDAMENTALS

Ministry of Labour and Professional Insertion

Salima Admi, Director du Labour
Abdellatif Baradi, Head of the Division for the Promotion of Industrial Relations
Larbi Tabit, Head of Collective Bargaining and Collective Agreements
Bouks, Director Regional Department of Labour Agadir

Employers' Organisations/Employer

Touzani, CGEM commission for Social Partner Relations
Maïsadour Maroc Human Resource Manager

Workers' Organisations/Workers

Confederation of Democratic Workers (CDT)

Abdelkader Zayer, CDT Assistant Secretary General
Larhlimi EL Hassan, CDT El Kelaa Sraghna
Aadim Larbi, CDT El Kelaa Sraghna
Saida Ben Tahar, CDT Meknes
Mohamed Kabbal, CDT Agriculture Sector
Mohamed Ahticha, CDT Agriculture Sector
Saida Ouaid, CDT Women's Commission
Abdallah Rahmoune, CDT Secretary General of Agadir Chapter

Moroccan Union of Moroccan Workers (UNTM)

Mbark Neddar, UMTM Souss Massa
Ahmed Elmandjra, UMTM Meknes

Moroccan Workers Union (UMT), Agriculture Sector National Federation (FNSA)

Samira Rayass, Vice Secretary General FNSA
Tahar Domaïdi, Executive Committee Member FNSA

Project Consultants

Rachid Meknissi Filali
Mohamed Korri Youssoufi
Ali Boufous
Driss Soufiani
Ahmed Bouharrou

Annex D. Bibliography

Government Documents

Programme national pour la promotion de la négociation collective et l'encouragement de la conclusion de conventions collectives de travail, validated 8th Session of the Collective Bargaining Council

Project Document: *Promoting Fundamental Principles and Rights at Work in Morocco's agricultural sector* MOR/16/01/USA

- Project Document signed in August 2016
- Project Document signed in February 2017
- USDOS Grant Amendment February 2017
- No Cost Extension April 2018

Project Progress and Activity Reports

Progress reports of Project Consultants charged with mediating CBAs

Promoting Fundamental Principles and Rights at Work in Morocco's agricultural sector, MOR/16/01/USA
Progress Report, Reporting Period: 01 October – 31 December 2016

Promoting Fundamental Principles and Rights at Work in Morocco's agricultural sector, MOR/16/01/USA
Progress Report, Reporting Period: 01 Jan – 31 Mar 2017

Promoting Fundamental Principles and Rights at Work in Morocco's agricultural sector, MOR/16/01/USA
Progress Report, Reporting Period: 01 April 2017 – 30 June, 2017

Promoting Fundamental Principles and Rights at Work in Morocco's agricultural sector, MOR/16/01/USA
Progress Report, Reporting Period: 1st July – 30 September, 2017

Promoting Fundamental Principles and Rights at Work in Morocco's agricultural sector, MOR/16/01/USA
Progress Report, Reporting Period: October 1st – December 31st, 2017

Promoting Fundamental Principles and Rights at Work in Morocco's agricultural sector, MOR/16/01/USA
Progress Report, Reporting Period: 01 Jan – 31 Mar 2018

Promoting Fundamental Principles and Rights at Work in Morocco's agricultural sector, MOR/16/01/USA
Progress Report, Reporting Period: April 1st – June 30th, 2018

Report on Training Workshop for Collective Bargaining Council, December 7, 2017

Morocco Development Assistance Frameworks

- United National Development Assistance Framework for Morocco, 2017-2021
- ILO Decent Work Country Programme, 2018-2021

Studies and other Reference Documents

Bouharrou, Ahmed, Emtil, Mohamed “L’Exercice de la Liberte Syndicale dans l’Agriculture, Cas ses Regions d’Agadir, Kenitra Et Meknes” October 2017.

Filali Meknassi, Rachid, “Creation and establishment of a regional body for the promotion of professional relations and collective bargaining practices, Final Report Summary” December 2017.

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

Rioux, Claude, “Instances tripartites de dialogue social du travail au Maroc : Manuel de procédures et de pratiques” September 2017.

Annex E. Project Performance Achieving Indicator Targets

Immediate objective 1: Develop national and regional tripartite social dialogue mechanisms to improve compliance with fundamental rights at work in the agricultural sector

Activity	Indicator	Target/ Benchmark	Actuals at 20/09/2018
Output 1.1: Regional tripartite social dialogue mechanisms institutionalized and fully operational			
1.1.1: Carry out workshops in targeted regions to facilitate the establishment/development of tripartite social dialogue mechanisms	Number of regional social dialogue (RSDM) mechanisms established and fully operational	1 regional mechanism	0
	Number of constituents reached by awareness workshops at the regional level	100	100
	Number of options explored for establishing a regional mechanism	3	3
	Best practices on social dialogue studied and documented at the regional level	3	3
1.1.2: Develop and deliver a two-phase training/advisory program for their members	Training validated by members/ Percentage of RSDM members that successfully passed the training	Training program/80 %	0
	The national plan for the promotion of collective bargaining is supported.	3 regions	3 regions
	Number of trainers trained on collective bargaining to follow up the implementation of the national plan on CB	20	
	The manual of procedures is drafted and endorsed by the national council of collective bargaining	1	1 finalized but not endorsed yet by the council
1.1.3: Regular technical advisory sessions and the adoption of quarterly work plans	Number of quarterly workplans' objectives reached by RSDM	At least 1 objective every quarter	0
	Number of members of the tripartite constituents better informed on the collective bargaining process	40	30

Output 1.2: Active regional social dialogue developed for a better integration of fundamental rights at work in policies and programs on the agricultural sector			
1.2.1: Mapping of policies and programs related to agricultural sector and their linkages with FRW	Mapping cleared by ILO technical experts	All ILO experts comments integrated	Not implemented
1.2.2 Seminar on FRW and agricultural development	Seminar recommendations address the interest of informal workers	At least two recommendations on informality	0
1.2.3: Technical advisory sessions to draft a limited number of legal, policy and/or programs proposals to advance respect for FRW in agriculture.	Proposals drafted and endorsed by RSDMs	2 proposals	0
1.2.4: Share proposals with national tripartite institutions	Proposals shared	National tripartite constituents received copies	Not implemented

Immediate objective 2: Improve social partners' capacity to expand the coverage of collective bargaining agreements as well as to prevent labour disputes in the agricultural sector.

Activity	Indicator	Target/Benchmark	Actuals at 20/09/2018
Output 2.1: Employers and trade unions better equipped to engage in collective bargaining in the agricultural sector			
2.1.1: Bipartite technical advisory to support employers and trade unions on dispute prevention & in win-win collective bargaining	Number of draft CBAs	At least 1 drafts CBAs	2 drafts
	Number of bipartite constituents trained on CB	200	200
	Number of companies engaged in a collective bargaining process	15	20
2.1.2: Develop communication and monitoring strategies on CBAs	Percentage of implementation address by the LI	40% of gap reports addressed by LI	0
	Degree of progress of companies in the collective bargaining process	70%	60%
	Existence of tripartite mechanisms for the designation of companies in need of CB	One mechanism	One

Output 2.2: Employers' and workers' organizations provide better services to their members on dispute prevention and harmonious labour relations in agriculture value chains			
2.2.1: Design a training of trainers program on collective bargaining strategies, techniques and skills in the agricultural sector	Number of trainers successfully complete program	15 trainers	30 (started 17 September)
2.2.2: Carry out two workshops for businesses (exchange good practices FPRW in agriculture)	Number of businesses attending workshops	15 per workshop	0

Immediate objective 3: Strengthen the organization and voice of informal and formal agricultural workers.

Activity	Indicator	Target/Benchmark	Actuals at 20/09/2018
Output 3.1: Workers organizations and their partners have access to quality and update data on the situation of freedom of association rights in the agricultural sector			
3.1.1: Carry out a baseline study on the exercise of freedom of association rights in agricultural sector	Regional level baseline study	Covering 2 regions at least	3 regions covered
3.1.2: Realize community level communication campaigns on FPRW and the voice of agricultural workers	Number of workers reached by communication campaign	5000 workers	No data available
Output 3.2: Pilot initiatives implemented for trade unions to reach out and organize agricultural workers, especially women, young and informal workers			
3.2.1: Support result oriented and innovative initiatives to organize formal and informal workers by workers' organizations.	Number of agricultural workers that joined trade unions	150 workers	No data available
	Number of initiatives supported by unions to improve women's working conditions	2	0
	Number of women whose working conditions have improved following the collective agreement	500	N/A
3.2.2: Document good practices and lessons learned and disseminate them			Draft produced