



Evaluation Summary



International
Labour
Office

Evaluation Unit

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

Quick Facts

Region/Country: Africa, Ethiopia, Tunisia, South Sudan, Uganda, Zimbabwe

Evaluation: 21 April – 7 June 2013

Mode of Evaluation: Independent

Technical Area: CPOs/RPO targets for the promotion of tripartism and social dialogue

Evaluation Management: Ms. Elleni Haddis, Programme Officer, ROAF

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Project Start: 01 January 2010

Project End: 31 December 2011

Donors: RBSA Fund (Various sources)

Keywords: Capacity building; tripartism; social dialogue

poverty reduction strategies. In response to gap filling requests, RBSA funds were allocated to the 5 CPOs and the RPO. Not only are the chosen CPOs and RPO relevant to country and Regional needs, each of the Outcomes is strategically aligned to relevant P&B Indicators for the 2010-11 biennium. Deriving from the above, this evaluation concludes that the strategic choice of the RBSA supported Outcomes is quite relevant to the DWCPs in the selected countries (Ethiopia, Uganda, Tunisia, Zimbabwe and Uganda) and African region in general; also, the focus of the RBSA support on capacity building and advocacy activities for the promotion of tripartism and social dialogue addresses the highest priorities of the ILO to achieve the targets of the Decent Work Agenda in Africa.

Background & Context

Project relevance: In terms of the **relevance and strategic fit** of the RBSA supported CPOs and RPO during the 2010-11 biennium, the evaluation found sufficient justification for the allocations. The focus of ILO on tripartism and social dialogue underscores the importance of the RBSA support to strengthening of the ILO's tripartite constituents so that they can participate as strong partners in debate and decision-making on labour, economic and social policies and

Purpose, scope and clients of the evaluation

The purpose of this independent evaluation was to assess the achievements obtained through the support of RBSA to CPOs/RPO in the African Region with focus on the promotion of tripartism and social dialogue. In terms of scope, the evaluation was thematic and covered RBSA funds allocated for the 2010-11 biennium. To this end, 5 Programme and Budget (P&B) Outcomes related to social dialogue have been selected for consideration, covering five countries (Ethiopia, Sudan, Tunisia, Uganda and Zimbabwe), as well as

one regional programme outcome (RPO) for Africa. While the intension was to specifically address progress and achievements obtained with the support of RBSA, the evaluation also considered the totality of work undertaken to achieve the CPOs/RPO, including with sources of funding other than RBSA. The principal clients for this evaluation are the project managements in the 5 countries, ROAF, ILO technical Units (COs, ACT/EMP, DIALOGUE, LAB/ADMIN), EVAL and the project donors.

Methodology of evaluation

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

Main Findings & Conclusions

In terms of the **relevance and strategic fit** of the RBSA supported CPOs and RPO during the 2010-11 biennium, the evaluation found sufficient justification for the allocations. The focus of ILO on tripartism and social dialogue underscores the importance of the RBSA support to strengthening of the ILO's tripartite constituents so that they can participate as strong partners in debate and decision-making

on labour, economic and social policies and poverty reduction strategies. In response to gap filling requests, RBSA funds were allocated to the 5 CPOs and the RPO. Not only are the chosen CPOs and RPO relevant to country and Regional needs, each of the Outcomes is strategically aligned to relevant P&B Indicators for the 2010-11 biennium. Deriving from the above, this evaluation concludes that the strategic choice of the RBSA supported Outcomes is quite relevant to the DWCPs in the selected countries (Ethiopia, Uganda, Tunisia, Zimbabwe and Uganda) and African region in general; also, the focus of the RBSA support on capacity building and advocacy activities for the promotion of tripartism and social dialogue addresses the highest priorities of the ILO to achieve the targets of the Decent Work Agenda in Africa.

Effectiveness of RBSA supported Outcomes is evident from the achievements made through interventions and their significance to the entire programme being supported by the ILO. The evaluation found that in spite of the delay in making the funds available to programme implementers, the flexibility of RBSA funding has enabled the ILO to respond quickly and effectively to urgent and emerging needs and priorities in all the 5 CPOs evaluated and in the RPO. Support provided by RBSA fund to the five CPOs (ETH802, SDN108, UGA801, ZWE151 and TUN803) and RAF801 focused on social dialogue issues and the capacity of partners, Government and Workers' Organizations, to engage effectively in policy formulation, programming and collective agreements. RAF801 brought together a large gathering of French and African business communities with support at the highest level of governance and business management, which committed to furthering business interests in Africa in the longer-term in a sustainable manner. TUN803 interventions were not as effective as planned due to government capacity weakness and the tenuous political atmosphere in the country; however, capacity building, both human and institutional, is the focus of the activities of the workshops planned in 2011.

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

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

Management arrangements of RBSA funding and programme implementation are guided by the relevant sections of the Office Procedure. The management includes Outcome Coordinators, Regional Directors, Executive Directors and the Director of the Policy Integration Department. Upon receipt of submissions comments are invited from ACTRAV, ACTEMP, GENDER and ITC/Turin with focus on identification of specific components and/or outputs that should be included in RBSA budgets, taking into consideration the budgetary implications of inputs to be provided by Headquarters' units. At country/regional level, the Directors are in charge of the programme Outcomes under their supervision, and they work closely with the relevant ILO Country Directors who, in

turn, supervise the CPOs in their domains. In the case of the Outcomes evaluated, the ILO Regional Director for Africa in Addis Ababa, Ethiopia, with the support of ILO Country Directors, has been responsible for overseeing the coordination of outputs and related management work.

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

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

For illustration, the RBSA allocation to SDN108 has been utilized to support a National Conference and series of training workshops; these activities resulted in the signing of a tripartite resolution in which constituents South Sudan committed themselves to membership of the ILO,

preparation of a DWCP, the adoption of all the fundamental Conventions and the adoption of a social dialogue modality for the implementation of the Decent Work Agenda for South Sudan at central and state level.

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

Recommendations & Lessons Learned

1. RBSA supported programme managers, upon notification of their allocations, should design a work plan specific to RBSA outputs and activities, cognizant of the standard ILO evaluation criteria.
2. Although there are provisions for rephasing funds, RBSA allocation for a given biennium, to the extent possible, should be done to give ample time for the implementation of scheduled outputs and activities.
3. Outcome Coordinators at the Headquarter in Geneva should continue work closely with ROAF and the CO management structure on the ground to ensure that Government intervention does not derail the process of implementing agreed programme activities.
4. In order to ensure greater effectiveness of ILO interventions, the ILO should endeavor to provide, at least, one DW Expert in each country with a DWCP with the possibility of RBSA funding.
5. The ILO should make it mandatory for programme management utilizing RBSA funding to produce at least one monitoring report during the biennium

in reference, as a means of ensuring efficiency of resource management.

Important lessons learned

1. Efficiency of RBSA resource use could be marred by lack of support by the tripartite constituents, especially the Government.
2. The effectiveness of RBSA supported Outcomes on capacity building for social partners have enabled them to be meaningfully engaged in social dialogue issues in a sustainable manner.
3. Beyond the value of allocated funds, the ILO interventions through technical backstopping, including the ITC/Turing training, have proved most valuable and effective in the delivery of CPO outputs.
4. The gap-filling objective of RBSA funding has proved to most valuable in assuring programme continuity, while supporting the foundation for a bigger project.
5. The flexibility of RBSA funding allocation can easily be negated by the atmosphere of uncertainty of the amount to be released and the delay in actually effecting the allocation.
6. Countries without ILO presence often require extra efforts in programme management, and they tend to experience delay in accessing approved allocations.
7. Greater effectiveness in programme delivery is often associated with the presence of ILO expert in the country of CP implementation.
8. The absence of clear guidelines in the monitoring and reporting RBSA funded activities, separate from the larger TC or DWCP project, could hamper evaluation judgment on the ILO criteria.