



# Evaluation Summary



International  
Labour  
Office

Evaluation  
Office

## *Promoting Fundamental Principles and Rights at Work in Morocco's agricultural sector- Final Independent Evaluation*

**Maximum four pages**

### Quick Facts

**Countries:** Morocco

**Mid-Term or Final Evaluation:** final

**Evaluation Mode:** Independent

**Administrative Office:** CO-Algiers

**Technical Office:** FUNDAMENTALS

**Evaluation Manager:** Jo De Hollander

**Evaluation Consultant(s):** Sandy Wark

**Project Code:** MAR/16/01/USA

**Donor(s) & Budget:** USDOS (US\$ 381,188)

**Keywords:** Morocco, social dialogue,  
fundamental principles and rights at work,  
agriculture

### Background & Context

#### Summary of the project purpose, logic and structure

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.*

#### Present Situation of the Project

The project finished on 30 September 2018.

#### Purpose, scope and clients of the evaluation

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.*

### **Methodology of evaluation**

*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.*

## **Main Findings & 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

### Main recommendations and follow-up

**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.*