



Evaluation Summaries

Workers' education programme on social dialogue and Social dialogue and youth employment

Quick Facts

Country: Phase one: Armenia, Burkina Faso, Cambodia, Ethiopia, Haiti, India, Niger, Palestine, Vietnam, Yemen and Zambia

Phase two: Cambodia, India, Indonesia, Nepal, Vietnam, and Uganda

Mode of Evaluation: Independent Final evaluation, Oct 2007

Technical Area: Social dialogue

Evaluation management:

Evaluation team: Robert Salomon, Helge Løvdal, Else Marie Osmundsen

Project Start: 2004

Project end: 2007

Project code: (INT/06/54/NOR)
(INT/04/M09/NOR) (5,037,058US\$)

Donor: Norwegian Government

Keywords: Decent work, corporate social responsibility, collective bargaining, labour relations, social dialogue, workers education

Background & Context

Summary of the project purpose, logic and structure

There has been continuous collaboration between Norway and ILO within the field of ACTRAV since 1990. This collaboration changed from project to programme approach with the signing in 2003 of the "Framework Agreement on Programme Cooperation in the Field of Development Cooperation between the government of Norway and the ILO. The

framework agreement covered technical cooperation with ACTRAV and ACTEMP.

This agreement took form in the two programs operational in the biennium 2004-2005. As part of the framework agreement, 2 phases of the program were designed.

The first phase, "Workers Education Programme on Social Dialogue", implemented in 2004-2005 identified the following objectives:

- Rights-based approach to sustainable development and poverty alleviation with a specific emphasis on ILO Declaration on fundamental principles and rights at work promoted.
- Decent work deficits prevailing in the informal economy identified and activities aimed at alleviating them initiated
- Trade unions in project countries have formulated policies and strategies for dealing with concerns of vulnerable groups of workers.
- Focus on Corporate Social Responsibility, Poverty Reduction Strategy Papers and HIV/AIDS.

The purpose of the second phase of the program, "Social dialogue and youth employment" (2006-2007) was to build on the previous achievements with a shift in focus to the following objectives:

- Workers' and employers' organizations influencing policies related to decent work and employment in program countries in general and to youth employment in particular.

- To create bipartite, permanent or ad hoc forums where worker and employer representatives can exchange views on decent work and youth employment policies, seek compromises and prepare for tripartite discussions.

Purpose, scope and clients of the evaluation

The overall purpose of the evaluation was to enhance the capacity of ACTRAV headquarters and field staff in the delivery of technical cooperation programmes which contribute to ILO's operational objectives on strengthening social partners and their influence on socio-economic and governance policies. More specifically, the evaluation team assessed the direct and indirect impact of ACTRAV's work on the program; the relevance of the program objectives and approach, and their level of achievement; the efficiency, effectiveness and sustainability of the program strategy; the management arrangements and structures of the program and the level of contribution and coordination of the various partners.

The evaluation assessed the validity of the overall strategy and approach to programming funds sponsored by the Norwegian government. In addition, the evaluation aimed at determining impact and the results of the program of assistance and the lessons learned during the transition process of project to programme design. It should be noted that the child labour component of the program was not included in the evaluation TOR.

Methodology of evaluation

The methodology consisted in review of background material: Agreements between the donor and the ILO, minutes from the annual meetings with the donor and the ILO, program documents, progress reports, and various reports from field activities, interviews with relevant staff at the ILO's HQ, and field visits to New Delhi and Chennai in India, and Phnom Penh and Siem reap in Cambodia. The field visits included interviews held with or without the presence of the CTAs according to what the evaluation team regarded as necessary.

Main findings and conclusions

Planned activities have been partly well implemented. However, the focus on social dialogue was not as effective and the program activities were terminated after one year of operation in many of the countries involved. The achievements of the program vary a lot. So far the move towards a social dialogue approach has been most successful in India and Cambodia probably due to the presence of the project offices and national project coordinators in these countries and their efforts over years. Previous workshops have demonstrated how different unions can work together towards common goals. This learning experience seems to have increased the knowledge and interest of social dialogue to the benefit of the implementation of the present program.

Diverging opinions on a social dialogue approach created confusion and some tension among the ILO staff responsible for implementation of the Programme. Three different CTA's, some of them with different opinions on how to run the Program, have been involved. After clear signals from the Donor, the present CTA/ACTRAV changed the approach from basic trade union training to activities establishing social dialogue forums and processes.

The shift of CTAs, delays in funding from the Donor and the IRIS system caused difficulties for the recipients and the project staff. It is too early to assess whether the achievements in the Program are sustainable. But it is a potential for developing the achievements further in India, Cambodia, Nepal and Uganda, possibly also in some of the other countries.

Lessons Learned and Recommendations

Important lesson learned:

The activities are, more or less carried out according to plans, but in some fewer countries than planned for. However these activities are very wide ranging and cover a large set of activities from capacity building, to institutional building, awareness raising on specific topics subject to social dialogue, developing material, support to infrastructure...

On one hand such an approach makes the program flexible and specific to local needs or potentials for ILO activities, but on the other hand, the activities undertaken are so widespread that the focus of the

program becomes unclear. In results, it seems that the program has functioned as a prolongation of ongoing activities, rather than focusing on activities directly addressing social dialogue.

Main recommendations and follow-up :

- Since social dialogue is a methodological approach, future activities should not be linked to any particular subject. Subjects for social dialogue should rather be identified by the parties in the field since interests and priorities vary from country to country and within countries. Topics for social dialogue could be youth employment, child labour, HIV/AIDS, gender issues, productivity, skills training, environment, and so on.
- If the social dialogue program continues it will be reasonable to integrate the child labor component into the social dialogue program when appropriate. Close cooperation with IPEC will be crucial in order to strengthen trade union participation in the work of IPEC.
- There is a strong need for strengthening participation of women in union leadership. Therefore, special union leadership program should be developed in cooperation with trade unions and Gender Department in ILO.
- The administrative costs for the Program are too high and the management of the program seems to be overstaffed. ACTRAV should prepare a plan in order to reduce the program administration and thus costs. In preparation for such a plan, the inclusion of local resource persons should be taken into consideration.