

FINAL EVALUATION, October 2007

**WORKERS' EDUCATION PROGRAMME ON
SOCIAL DIALOGUE (INT/04/M09/NOR)**

**SOCIAL DIALOGUE AND YOUTH
EMPLOYMENT (INT/06/54/NOR)**

Evaluation Team:

**ROBERT SALOMON
HELGE LØVDAL
ELSE MARIE OSMUNDSEN**

International Labour Organization (ILO)

PREFACE

The Programme "Workers Education on Social Dialogue", and Workers' Activities on Social Dialogue and Youth Employment", financed by the Norwegian Government, was launched in 2004 and continued to be operational to the end 2007.

This is an report from an external evaluation of the Programme 2004 -2007. The evaluation was carried out in September – October 2007 with examination of relevant documents and interviews at ILO Headquarters in Geneva and field work in India and Cambodia.

The Evaluation Team had valuable assistance by the CTA of the Programme, Magnus Berge, who accompanied the Team during the field trip. Valuable assistance was also given by Isabelle Delsaux.

The Evaluation Team appreciates all assistance given by the ILO Office in New Delhi and the Workers' Activities Specialist, Ms. Susamma Vargese and the staff in Chennai. Appreciation is also given to the Workers' Activities Specialist for Cambodia, and Mr. Rithy Nuon and the staff in Phnom Penh.

The Evaluation Team is very grateful for all the assistance received from the people met both in the ILO organization, in the trade unions, the employers' organizations and other people who assisted in the field.

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Robert Salomon

Helge Løvdal

Else-Marie Osmundsen

Abbreviations

ACTRAV	Bureau for Workers' Activities
AIPTF	All India Primary Teachers' Federation
AITUC	All India Trade Union Congress Associations
BAT	British American Tobacco
BMS	Bharathiya Mazdoor Sangh
CAMFEBA	Cambodian Federation of Employers and Business
CBAs	Collective Bargaining Agreements
CCTUF	Cambodian Construction Trade Union Federation
CCTUF	Cambodian Construction Trade Union Federation
CCWUF	Cambodian Construction Workers' Union Federation
CDTN	Confédération Démocratique des Travailleurs du Niger
CETU	Confederation of Ethiopian Trade Unions
CFITU	Cambodian Federation of Independent Trade Unions
CGTB	Confédération Générale du Travail du Burkina
CITU	The centre of Indian Trade Unions
CNT	Confédération Nigérienne du Travail
CNTB	Confédération Nationale des Travailleurs du Burkina
CSB	Confédération Syndicale Burkinabé
CSH	Coordination Syndicale Haïtienne
CTSWF	Tourism Service Workers Federation
CTUA	Confederation of Trade Unions of Armenia
CUF	Cambodian Union Federation
EFE0	L'Ecole française d'Extrême-Orient
EFSI	The Employers Federation of Southern India
FO/UNSL	Force Ouvrière / Union Nationale des Syndicats Libres
FTUWKC	Free Trade Union of Workers of the Kingdom of Cambodia
GIPC	Garment Improvement Productivity Center
GMCEVS	Grameen Mazdoor Chetna Evam Vikas Sangathan
GWFTUY	General Federation of Workers Trade Unions in Yemen
HMS	Hind Mazdoor Sabha
IDEA	Independent Democracy of Informal Economy Association
ILS	International Labour Standards
INRLF	Indian National Rural Labour Federation
INTUC	Indian National Trade Union Congress
MRS	Most Representative Status
MUPRESSI	Mutuelle de Prévoyance Sociale du Secteur Informel
NIFTUC	National Independent Federation Textile Union of Cambodia
NITMA	Knitting Association
NMWDC	Network Men and Women Development in Cambodia
ONSL	Organisation Nationale des Syndicats Libres
PGFTU	Palestine General Federation of Trade Unions
RWO	Rural Workers Organization
SHG	Self Help Groups
SIMA	The Southern India Mills' Association
SRO	Sub-Regional Office
SRUJAN	Srujan Mahila Vikas Association
STRPT	Le Syndicat des Travailleurs pour la Restauration et la Préservation des Temples

TEA	Tiruppur Exporters' Association
TEGMA	Tiruppur Exporters' Garment Manufacturers' Association
TOT	Training of Trainers
UGTB	Union Générale des Travailleurs du Burkina Faso
UGTN	Union Générale des Travailleurs du Niger
UNIFRONT	United Front for Rural Plantation and Construction Workers
USTB	Union Syndicale des Travailleurs Burkinabe
USTN	Union des Syndicats des Travailleurs du Niger
VGCL	Vietnam General Confederation of Labour
WEP	Workers' Education Programme
WUED	Workers' Union for Economic Development
WWCU	Working Women's Congress Union
YEN	Youth Employment Network
ZCTU	Zambia Congress of Trade Unions

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Evaluation Summaries

Evaluation:

**ILO/Norway Workers' Education Programme – Social Dialogue,
INT/04/M09/NOR**

Social Dialogue and Youth Employment INT/06/54/NOR

Quick Facts

Countries: Armenia Burkina-Faso, Cambodia, Ethiopia, Haiti, India, Indonesia, Nepal, Niger, Palestine, Uganda, Vietnam, Yemen, Zambia.

Final Evaluation: 17 September 2007 – 5 October 2007

Mode of Evaluation: Independent

Technical Area: Social Dialogue

Evaluation Management: Bureau for Workers' Activities (ACTRAV)

Evaluation Team: Robert Salomon (Team leader), Helge Løv Dahl and Else-Marie Osmundsen

Programme Start: January 2004

Project End: December 2007

Project Code: INT/04/M09/NOR and INT/06/54/NOR

Donor: Norway. 2,369,311 US\$ (INT/04/M09/NOR) and 2,436,306 US\$ (INT/06/54/NOR)

Background & Context

Summary of the project purpose, logic and structure

The main objectives of the first phase of the Programme (2004 – 2005) were:

- 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 the concerns of vulnerable groups of workers.

- Focus on Corporate Social Responsibility, Poverty Reduction Strategy Papers and HIV/AIDS.

In the second phase of the Programme (2006 – 2007), the purpose was to continue the previous work, but with a shift of focus. New objectives were:

- Workers' and employers' organizations influence policies related to decent work and employment in Programme countries in general and to youth employment in particular.
- To create bipartite, permanent or ad hoc fora where worker and employer representatives can exchange views on decent work and youth employment policies, seek compromises and prepare for tripartite discussions.

The main outcomes aimed at in the workers' activities were:

- Workers' organizations influence policies related to decent work and employment in project countries in general and to youth employment in particular.
- Workers' organizations improved their credibility as partners in social dialogue.

In the second face, youth employment was to be the main focus of the activities.

A number of workshops were held in order to strengthening the trade unions as social partners and to increase union existence and usefulness for members among informal sector. In order to achieve the aims and objectives, the two Programmes hired National Project Coordinators and held offices in many of the countries.

Present situation of project

The current Programme (INT/06/54/NOR) is operational in Cambodia, India, Indonesia, Nepal, Uganda and Vietnam. In Nepal, India, Cambodia and Indonesia, the programme has offices with permanent staff, while in Uganda and Vietnam, the activities is carried out by the trade unions with assistance from the regular ACTRAV staff and the CTA.

Purpose, scope and objectives of the evaluation

The purpose of the evaluation is to assess the validity of the overall strategy and approach to the two Programmes, to assess the processes of planning and implementation, as well as to obtain a better understanding of the impact and results of the Programme and the lessons learned during the transition process of project to Programme design.

Methodology of evaluation

The work has consisted of review of the background material, interviews with relevant people at ILO Headquarter in Geneva, and field visits to New Delhi and Chennai in India and Phnom Penh and Siem Reap in Cambodia. During this mission, the evaluation team was accompanied by the current CTA, and met with relevant ILO staff and beneficiaries of the Programmes. Interviews were held with or without the CTAs presence, according to what the Evaluation Team regarded as most useful.

Main Findings & Conclusions

The main objectives of the Programme were to promote social dialogue and youth employment.

Many of the activities of the first phase were a continuation of ongoing activities of Danish sponsored projects on “Workers’ Education”, and the Norwegian sponsored Programme continued the approach of the Danish projects.

The Policy Document reflecting the Agreements with the Donor does not correspond entirely with the Project Country Documents. The activities that have taken place according to these documents have been partly well implemented. However, the focus on social dialogue is lacking, and the Programme activities were terminated after one year of operation in many of the countries involved.

There are different opinions within the ILO on what is meant by social dialogue in operational terms. Some argue that all types of support to unions will empower them and enable them to take part in social dialogues, while the view of the Norwegian Donor is that social dialogue is a joint learning exercise among two or the three social partners where the partners seek solutions on issues of common interest.

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

The shift of CTAs and also late release of funds from the Donor and the IRIS system in the ILO delayed the implementation of the Programme and caused difficulties for the recipients and the project staff.

The achievements of the Programme vary a lot. It is unclear why some of the countries taking part in the Programme, were selected in the first place. In eight of the eleven countries taking part in the Programme, the projects were terminated at the end of the first phase. The selection of countries for the second phase was based on compromises between the interests of ACT/EMP and ACTRAV.

So far the move towards a social dialogue approach has been most successful in India and Cambodia probably due to the presence of Project Offices and National Project Coordinators in these countries and their efforts over years. Previous workshops on child labour in Tamil Nadu, Vietnam and Nepal 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 Programme.

The rural women project was really empowering the beneficiaries. Participation in training courses were dominated by men, but also women took part in the courses. There are relatively good records on the ratio of men and women among participants in training courses. There are also some signs that women are taking active part in the work of the unions, but there is still a long way to go to ensure a broader participation of women in the union leadership.

According to the budgets almost 50 % of the funds were planned for administration while the other 50 % was planned for project activities. The Evaluators consider the administration costs as too high and also question the high expenditure of equipment at local offices.

During the four years of the Programme, bi partite activities were carried out at local level. Some training took place at state level and national level. But there have been limited tripartite consultations at national level.

Going through the total Programme portfolio the collaboration and coordination of activities with international trade unions and other national development projects was quite limited.

It is too early to assess whether the achievements in the Programme 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.

Recommendations & Lessons Learned

The Evaluation Team recommends that the Programme continues for an additional period, but the focus on social dialogue has to be defined and highlighted more clearly than in the present Programme.

Since social dialogue is a methodological approach, future programmes 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 the countries. Topics for social dialogue could be youth employment, child labour, HIV/AIDS, gender issues, productivity, skills training, environment, and so on.

It may be a good strategy to develop further coordination and cooperation with relevant international organizations to assist in development and implementation of social dialogue.

The implementation period of two years for these type of programmes is too short, and the Donor and the ILO should jointly see if it is possible to enter into three or four year agreement. Both the Donor and the ILO should ensure that the allocated funds are released so early that it is possible for the implementation to follow the planned operational period.

If this strategy is to be followed, it would be necessary to continue the collaboration between ACTRAV and ACT/EMP in identifying countries and subjects where the social partners have sufficient skills and experience to succeed in social dialogue. In planning of a possible new phase of the Programme on social dialogue, ACTRAV and ACT/EMP should have a joint search for countries and stakeholders in order to identify their real needs. It is essential that The Workers' and Employers' Activities Specialists have a real influence in these processes.

If the Social Dialogue Programme continues it will be reasonable to include the child labour component into the Social Dialogue Programme when appropriate. Close cooperation with IPEC will be crucial in order to strengthen trade union participation in the work of IPEC.

There is strong need for strengthening participation of women in union leadership. Therefore, special union leadership programmes should be developed in cooperation with trade unions and Gender Department in ILO.

The administration costs for the Programme are too high and the management of the Programme seems to be overstaffed. ACTRAV should prepare a plan in order to slim the programme administration and reduce costs. In preparation for such a plan, the need for local resource persons should be taken into consideration.

1. Background and Purpose of Evaluation

The ILO Bureau for Workers' Activities (ACTRAV) has carried out an evaluation of Social Dialogue component of the ILO-Norway Framework Agreement. This evaluation deals with two phases of the Agreement. Phase one INT/04/M09/NOR ILO/Norway "Workers Education Programme on Social Dialogue" was operational in 2004/05 in Armenia, Burkina Faso, Cambodia, Ethiopia, Haiti, India, Niger, Palestine, Vietnam, Yemen and Zambia.

Phase two INT/06/54/NOR "Social Dialogue and Youth Employment" started in 2006 and is still ongoing September 2007. This programme covers following countries in Asia: Cambodia, India, Indonesia, Nepal, Vietnam, and Uganda in Africa.

According to TOR of the evaluation:

The purpose of the evaluation is to assess the validity of the overall strategy and approach to programming funds sponsored by the Norwegian Government, to assess the processes of planning and implementation, as well as to obtain a better understanding of the impact and the results of the Programme of assistance and the lessons learned during the transition process of project to programme design.

The main objectives of the first phase of the Programme (2004 – 2005) were:

- 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 the concerns of vulnerable groups of workers.
- Focus on Corporate Social Responsibility, Poverty Reduction Strategy Papers and HIV/AIDS.

In the second phase of the Programme (2006 – 2007), the purpose was to continue the previous work, but with a shift of focus to following objectives:

- Workers' and employers' organizations influence policies related to decent work and employment in Programme 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.

In brief the Programme should 1) contribute to strengthening workers' organizations and their influence on national policies relevant to decent work through enhanced industrial relations and social dialogue, and 2) enable workers' organizations contributing to job creation and poverty alleviation through the implementation of practical measures and initiatives aimed at bringing young men and women into decent work where their rights are protected.

The evaluation includes missions to India and Cambodia. This report gives a brief overview and assessments of activities in the Programme countries, and a more comprehensive report of the two countries visited.

Terms of Reference follows as annex 1 to this report.

1.1 Methodology and Field Work

The work has consisted of review of the background material such as Agreements between the donor and the ILO, minutes from the annual meetings with the donor and the ILO, programme documents, progress reports and various reports from field activities, interviews with relevant people at ILO Headquarters in Geneva, and field visits to New Delhi and Chennai in India and Phnom Penh and Siem Reap in Cambodia. During this mission, the evaluation team was accompanied by the current CTA, and met with relevant ILO staff and beneficiaries of the Programmes. Interviews were held with or without the CTAs presence, according to what the Evaluation Team regarded as most useful.

Interviews were to a great extent based on previous examination of documents at Headquarters, and a mix of oral and written presentations in the field. The Evaluation Team did not have time to prepare an interview guide before the project started.

The documentation made available for the Evaluation Team was complex with a lot of information. It took quite some time to get an overview of basic information on budgets and accounts and the various important programme documents and agreements since there existed several versions which were almost, but not completely similar. The Evaluation Team had to spend too much time examining documents on the expense of using time for reflection on the direction of the programme activities and recommendation for the future. The time frame for the evaluation was too tight, and delay of the flight from Chennai to Cambodia made the programme in Cambodia even tighter. It also turned out that the evaluation came somewhat early to assess the impact on phase two of the Programme.

TOR, including list of the main documents consulted follows as annex one to this report. List of Unions taking part in the Programme follows as annex two and list of persons met follows as annex three.

2. Presentation of the Programme

The Programme is focussing on Social Dialogue to provide new or improved services to members of trade unions and strengthen their capacity to provide such services. Cooperating organizations should be national trade unions, regional and international trade union organizations. Social dialogue reflects the basic ILO constitutional principle of tripartism and is thus at the core of ILO action, and this principle is also shared by the Norwegian Government.

There has been continuous project 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 Co-operation between the Government of Norway and the International Labour Organization”. The Framework Agreement covered technical cooperation with ACTRAV and ACT/EMP. The two programmes with common objectives and outcomes related to Child Labour and Social Dialogue were operational in both bureaux in the biennium 2004 – 2005. Although the Child Labour Programme is not included within this evaluation, linkages are of interest.

The collaboration continued in the next biennium 2006 – 2007 with combined objectives and outcomes designed from lessons learned in the previous biennium.

It was decided to highlight Youth Employment as the main issue in the Social Dialogue Programme. Furthermore, it was decided that workers’ activities will include (1) research and compilation of best practices, (2) policy development, (3), advocacy through campaigning and awareness-raising, (4) educational tools development and training activities, and (5) establishment and consolidation of networks and (6) assistance in policy implementation.

2.1 Challenges for the trade unions and workers organizations

Trade unions are faced with rapid changes in the economic, social and industrial relations environment and their organizational structures need to be flexible, dynamic and capable of accommodating and adapting to new problems and challenges in a global economy.

Most developing countries are exposed to a global market economy. Large, previously government owned companies, are restructuring to compete in a global market. Also companies that previously operated in protected home markets face hard international competition. There is a high pressure to increase productivity and competitiveness. For larger companies downsizing and outsourcing is common, which creates great problems for workers and communities affected, at least in the short run.

In some of the countries covered by the Programme the labour laws are under revision. Employers request a more liberal labour law giving room for more flexibility and less protection while unions stress enforcement of existing labour laws. There are also shortcomings of the education systems, affecting both employers and workers.

The economic growth is quite slow in some countries and only a limited number of new workplaces are created. But also countries with rapid economic growth face challenges such as mismatch between skills and skills requirement in the labour market, and the social costs of

restructuring processes. Rapid growth of the elderly population put pressure on established social welfare systems, and parts of the rapid growing youth groups are in many countries not absorbed in the labour market. Young people are two to three times more likely than adults to find themselves unemployed and the problem is rapidly growing in almost every region of the world.

One major challenge is the continued growth of the informal economy in developing and transitional countries. Informal economy workers, home workers and contract labour are often compelled by circumstances to operate outside the framework of law, and are beyond the path of social protection, labour legislation and protective measures at the workplace. They are generally unorganized, tend to have little or no access to formal education and training institutions and public services, and in general live under and work in appalling, often dangerous and unhealthy conditions.

Most of the labour force in developing countries consists of rural workers in the primary sector, such as plantation and agricultural workers, fishermen and the landless rural poor. Women comprise a large proportion of these workers, who tend to be poorly organized and open to exploitation and harassment. Their income is extremely low and their access to education, training, capital and information very limited.

Child labour continues to be a major global problem and millions of children are being deprived of their childhood. Child labour is work carried out to the detriment and endangerment of the child, in violation of international law and national legislation. It includes work and activities that are mentally, physically, socially or morally dangerous and harmful to children. It is work that either deprives them of schooling or requires them to assume the multiple burdens of schooling and work.

The pace of changes has also dramatically accentuated the need for workers' organizations to have fast access to available information necessary for them to keep abreast with and match developments in fields such as the globalization of the economy, internationalization of production, privatization, changes in the structure of the labour market and the introduction of new technologies leading to downsizing and lay-offs. In addition, there is a general need for workers' organizations to improve their administration, internal communications and membership services as well as educational and research activities through the use of modern methods and techniques.

2.2 Trade unions / beneficiaries of the Programme

During the first phase of the Programme the main stakeholders are trade unions in the following countries: Armenia, Burkina Faso, Cambodia, Ethiopia, Haiti, India, Niger, Palestine, Vietnam, Yemen and Zambia.

Phase two covers Cambodia, India, Indonesia, Nepal, Uganda and Vietnam.

The position of the trade unions varies from country to country and the picture is complex. In some countries the trade unions have a long history and tradition. In some countries there are many competing unions, some with strong links to political parties and the government. In other countries there is only one union. Trade union activities are difficult in several of the countries in the programme due to political unrest and violation of union leaders and members.

2.3 Justification

Social dialogue reflects the basic ILO constitutional principle of tripartism and is thus at the core of ILO action. Hence, one of the four ILO Strategic Objectives aims at strengthening Tripartism and Social Dialogue. Promoting a participatory process that gives a voice to those most directly involved in the world of work and bringing the experiences of workers and employers to the global forefront is essential to the conceptual framework of decent work.

The decent work concept as part of a sustainable development strategy will, among other groups, include informal economy workers; home workers; contract labour; workers performing distance work; women, child labour; rural workers; and workers in export processing zones.

The Ministry of Foreign Affairs of Norway gives strong support to technical cooperation with the ILO. By earmarking funds to ACTRAV and ACT/EMP, this cooperation aims at strengthening social dialogue.

3. Phase one 2004-2005

3.1 Project Design/Strategy

A new Framework Agreement and Programme Cooperation Agreement between the Foreign Ministry of Norway and the ILO were signed in June 2003. One programme covered the continuation of the “Elimination of Child Labour” with the three departments, ACTRAV, ACT/EMP and IPEC. Another programme was agreed to concentrate on “Social Dialogue” with the two departments, ACTRAV and ACT/EMP.

A joint Programme Document was produced in January 2004, and the Programme became operational in April.

Several ACTRAV Project Documents were developed, and the Evaluation Team has built their comments on Version 7, dated April 2004.

This refers to the Joint Programme Document concerning background and justification. The covers eleven countries, Armenia, Burkina Faso, Cambodia, Ethiopia, Haiti, India, Niger, Palestine, Vietnam, Yemen and Zambia. Each of these country activities had their own “Activity Document”, to which the Evaluation Team had no access.

These documents have the same development objective and immediate objectives and objective achievements indicators for all countries, but outputs, activities and target groups are not always the same, as they are formulated in response to local conditions in each country.

The documents describe the strategy and approach of the Programme where the main elements are:

- strengthening of workers organization, where institution building will constitute a cornerstone;
- formulating trade union policies and strategies for dealing with the concerns of vulnerable and disadvantaged groups;
- aiming at making the ILOs fundamental rights Conventions more known to the trade unions;
- including more women in the activities;
- raising awareness among workers of the HIV-AIDS pandemic;
- continuing policy dialogue with ACTA/EMP on a number of issues mentioned above.

The social dialogue component of the Programme would seek to achieve:

- new trade union members (three countries);
- new modules on current trade union concerns, e.g. OSH, IT; etc (nine countries);
- decent work deficits have been identified, and vulnerable groups are firmly placed on the trade union agenda (six countries);
- trade unions have taken action to improve social inclusion of special groups, such as women, rural workers migrants and HIV-AIDS affected people.(six countries);

- trade union participation on various bi- and tripartite boards (seven countries);
- increased trade union density (five countries);
- direct or indirect involvement in influencing the PRSP process (six countries);
- trade union representations to governments in favour of ratification of international labour standards (four countries);
- ILO Declaration on Fundamental Principles and Rights at Work, and the Tripartite declaration of Principles concerning Multinational Enterprises and Social Policy and CSR best practices being popularised by trade unions (three countries).

3.2 Programme Organization

The ILO provided technical and administrative backstopping at Headquarters by the officer dealing with technical cooperation in ACTRAV till mid 2005. Thereafter the CTA on the Child Labour Programme took over. Also the regional offices supported the implementation of the programme, especially the Workers' Activities Specialists in the respective regions. In addition, there were project offices in India and Cambodia with employed National Coordinators and staff.

The recipient organizations secured the recruitment and release of suitable participants for the training activities. For India and Cambodia the Evaluation Team got good information on the role, responsibilities and activities of the national unions. Such information is not available for the countries not visited

3.3. Programme Input

The allocation by the Norwegian Government was US dollars 1.116.435 for 2003 – 2004 (with prolongation into 2005).

INT/04/M09/NOR, Workers' Education Programme, 2004 – 2005

11.01	International Expert (CTA)	200 000
11.02	Experts .02	20 748
11.03	Experts .03	8 201
13.01	Administrative support	220 472
15.01	Travel costs	183 256
16.01	Mission costs	49 854
17.01	National staff	288 935
31.01	Fellowships	21 000
32.01	Seminars	1 076 725
41.01	Equipment	111 039
51.01	Operat./m'tenance of equip.	23 461
53.01	Sundries	114 268
SUB TOTAL		2 344 839
68	Support costs at 13%	302 388
71	Provision for cost increase	125 942
99	GRAND TOTAL	2 773 168

Country Budget

Cambodia 01	337 757
Crosscutting 01	449 480
Ethiopia	93 842
Rural Women, India 01	370 960
Yemen 01	131 800
Palestine	375 000
Haiti Inf	100 328
Zambia	112 483
Inf. Sect. West Africa	233 239
Vietnam	89 950
Armenia	50 000

The allocated funds were released in February 2004. The remaining funds after the first biennium were carried forward to be spent in 2006.

3.4 Activities and Output

The next paragraphs give a short review on the countries where the Programmes were operational in the first phase (2004 – 2005).

Armenia

The Project started activities in 2005, aiming at increasing Armenian trade unions' capacity to improve collective bargaining, and increase knowledge about the new Labour Code. The Armenian trainers selected were earlier trained in a Danish sponsored ILO Workers' Education Project at the Volgograd Trade Union Training Centre. In order to upgrade these trainers, a workshop was held.

In addition, a workshop was conducted on labour standards and social dialogue with the Armenian tripartite constituents that involved the Confederation of Trade Unions of Armenia, the Employers and the Government. Out of 24 participants, 12 were women.

An EPA of 46.000 US\$ was issued to cover the cost of the planned activities. However, the Headquarters did not receive adequate reporting on the use of the money, most of which was not spent.

The Evaluation Team has difficulties in understanding why the plans for the Project in Armenia were not implemented. Furthermore, the Evaluation Team does not have the information to see why Armenia was included in the Programme, and if the problems encountered should have been anticipated when the EPA was issued.

Burkina Faso

The Programme was operational in Burkina Faso from the start in 2004. The main activities took place in the informal sector. In cooperation with the Danish LO-FTF, these activities aimed at reaching out to informal workers in order to give them a collective power and one voice to be used in dialogue with relevant social partners. An umbrella called "Mutuelle de Prevoyance Sociale du Secteur Informel" MUPRESSI was formed with three branches and provided with equipment. Over 550 participants were trained in various training activities with approximately 50 % women taking part. At the end of the project activities, MUPRESSI had 332 active member organizations. The informal economy activities in Burkina Faso included ILO "Cash Surplus" funding in 2004-2005.

Due to the security situation in Ivory Coast, the ILO Office covering Niger and Burkina Faso had to be relocated to Dakar, Senegal, which caused delays in the implementation of the activities. There were little in-dept surveys and investigation prior to the activities. Illiteracy among the unionists involved led to problems, and literacy training activities were therefore added among the Projects activities.

In 2006, the Project phased out orderly by slowly reducing the involvement and conducting a closing seminar.

The Evaluation Team has no information on what happened to the health and saving schemes when the Project was discontinued. There is also no information on how the activities were followed up by other donors, such as the Belgium donor agency, making it difficult to assess the sustainability of the activities.

The Evaluation Team raise questions about why Burkina Faso was included in the Social Dialogue Programme, when the activities planned and implemented was not in line with the agreement between ILO and the donors. Therefore the Evaluation Team agrees with the decision to phase out the programme activities in this country.

Ethiopia

The main activity in Ethiopia addressed HIV/AIDS related problems. This activity was scheduled for 2004, and a National Project Coordinator was recruited in mid August that year. At national level two workshops were held to train the unions on HIV/AIDS and to assist CETU in the development of trade union policy on the same topic. At the federation level two training of trainers courses were conducted with the two different fractions of the Ethiopian Teachers' Association.

In 2005, 17 workshops were conducted for peer educators in the unions on the impact of HIV/AIDS. The workshops were held sector wise, targeting the sectors of hotel and tourism, construction, transport, commerce, food and beverages, agriculture, banking, textile and energy. Five of these were regional workshops which included the participation of representatives of teachers' associations, trade unions and the employers. At the end of 2005 activities, the nine CETU federations all gave positive feedback on the Project, particularly the concept of training of trainers workshops.

The ACTRAV HIV/AIDS activities have complemented and tried to build synergies with other projects on the same subject including two other projects on HIV/AIDS being implemented by the ILO, a USDOL funded project and an Italian funded project.

Unfortunately, the National Project Coordinator who was hired in 2004 left after a few months, a replacement did not take over until early 2005. Further delays followed as a result of the National Centre's refusal to accept the ILO conditions for accounting, e.g. that Project funds were kept in a separate account from that of the union. With the intervention of the Regional Workers' Specialist and the ILO Office in Addis Ababa the problem was solved.

It seems as there was an interesting output when it comes to the five regional workshops which took place in 2005. However, the Evaluation Team has learnt that the Ministry of Foreign Affairs showed no interest in participating in social dialogue, and the Project was discontinued at the end of 2005.

Haiti

In Haiti, the activities started in July 2004. The main efforts were on institution building and improving the services of the trade unions. Following a period of civil unrest, the Regional Workers' Specialist undertook two missions to Haiti to evaluate the situation, meet with the trade unions and set up a work plan.

A strategic planning workshop was held, which included a reorganization of the Coordination Syndicale Haitienne (CSH) and a strategic plan of action. Further workshops dealt with strengthening the social dialogue process, focusing on workers rights, child labour, youth employment, gender issues, the Millennium Development Goals, informal economy and how to influence policy makers and public opinion. An overall aim of the activities was to bring a divided labour movement closer together.

The main problems and constraints in Haiti were related to the poor security situation in the country.

The activities created expectations from the trade unions that they would have a second phase. However, ACTRAV prioritised other countries for 2006 - 2007, and the activities in Haiti were discontinued at the end of 2005.

It is described how ACTRAV had supported the reorganization of the labour movement, and trained the unions in a variety of issues, preparing them for bi and tripartite activities. The evaluation team does not understand the reasons for discontinuing in Haiti, giving the comprehensiveness of the activities described.

Zambia

The activities in Zambia started in the second half of 2004 with a planned duration of one year. A National Project Coordinator was identified and employed. Three training workshops, out of five planned, on basic trade union issues were held in different regions. In addition, a national trade union policy workshop was held focusing on Poverty Reduction Strategy Papers (PRSPs), employment and labour market policies and trade union response to economic reforms. Out of the 80 participants, 18 were women.

There were problems with the implementation of the action plan in Zambia, mainly due to time-constraints experienced by the National Project Coordinator. Furthermore, a lack of activity reports from the field caused problem in the monitoring.

LO/Norway cooperated with the Zambian Confederation of Trade Unions (ZCTU), mainly providing technical and administrative support. However, the Evaluation Team has not found any information about cooperation between the ACTRAV and LO/Norway projects in the country.

The activities were discontinued at the end of 2005, due to bad management in the field. The Evaluation Team registers that the monitoring of the Project failed, and there is no evidence of attempts to follow up.

Niger

The activities in Niger aimed at reaching out to informal workers in order to give them a collective voice to be used in dialogue with relevant social partners. In 2004, eight offices were established to cover mutual health schemes and savings/credit schemes for informal economy workers, funded by the Project. Courses for training of staff and elected officials were held and study-circle leaders were trained. These in turn conducted study circles for 469 informal economy workers, approximately 50 % of them women.

As in Burkina Faso, it was found that illiteracy among the beneficiaries and would-be-beneficiaries of the activities was one of the biggest problems, which required training programmes on literacy. Niger also suffered from delays due to the deteriorating security situation in the Ivory Coast and the following relocation of the ILO Office, and staff to Dakar, Senegal.

In 2006, the Programme phased out orderly by slowly reducing the involvement and conducting a closing seminar. As ACTRAV discontinued their activities in late 2006, it was

reported that the official Belgium donor agency's office in Niamey showed interest in supporting the continuation of the activities.

Palestine 2004 – 2005

Given the complex background of Palestine, the activities focused on institution building and improved services. The activities started in 2004 and, due to the difficult situation, great care was taken in the preparations.

During the last quarter of 2004 recruitment of a Project Staff took place as well as preparation of further project documentation. Due to the difficulties in movements between the West Bank and Gaza, it was decided to recruit a trainer based in Gaza in addition to the National Coordinator who was based at the Palestinian General Federation of Trade Unions Headquarters in the West Bank.

In 2005, ten training activities were held.

Vietnam 2004 - 2005

Activities commenced in mid 2005 to strengthen the capacity of the VGCL to provide the required training in basic trade union issues and prepare it to interact in the social dialogue process in the new economic environment Vietnam was developing. The project built upon the results achieved through the ILO Tripartite Project on Industrial Relations and was implemented in close cooperation with that project. There were three training of trainers workshops conducted by the ILO Worker Specialist for South East Asia that introduced the union trainers to concepts of educational methods, which were new for them. These workshops were followed up by a further series of training of trainers activities, development of material and further rank-and-file workshops conducted by the trainers themselves.

Yemen

In Yemen, the activities started in 2004. A National Project Coordinator was hired to coordinate the activities. The strategy was to strengthen the Yemeni trade unions to become credible partners in social dialogue, furthermore to develop the GFWTUY as a democratic organization and to involve women in trade union activities and life. Thirteen training programmes were held with over 930 participants, over half of whom were women.

Great focus was given on involving women actively in training activities and was closely coordinated with a LO/Norway project on gender equality. In addition, the Project was to extend activities into the informal economy with financial input from the ILO "Cash Surplus" fund.

The lack of democratisation of the trade unions caused serious problems, which led to the halt of the activities in parts of 2004 and 2005 and a full stop in 2006. However, the National Project Coordinator employed until mid-year 2006. As the anticipated democratization of the labour movement in Yemen did not materialize, it was decided to discontinue the engagement.

As far as the Evaluation Team can see, the Project in Yemen was focused on developing the trade unions, and was not directly involved in bipartite and/or tripartite activities.

3.5 Some observations on activities and output of first phase

The presentation of the first stage of the programme shows a variety of activities carried out. The list below is not complete but indicates some of the main activities and gives examples of countries where activities have taken place.

- Organizing workshops on issues such as HIV/AIDS (Ethiopia at national level, Haiti) and poverty reduction (Zambia), employment and labour market policies (Zambia)
- Addressing and empowering workers in informal sector on e.g. health, credit schemes (Burkina Faso, Niger, Yemen, India, Cambodia)
- Literacy training of union members (Burkina Faso, Niger)
- Collective bargaining training. Training of trainers. (Armenia, Cambodia, Ethiopia, India, Vietnam, Yemen)
- Labour code. (Armenia, Palestine)
- Support to infrastructure. (Palestine)
- Development of training and campaigning material (Cambodia, India, Palestine, Vietnam)

To address such wide range of issues and activities makes the Programme flexible to local needs or potentials for ILO activities. On the other hand, the activities are also so widespread that the focus of the Programme becomes unclear. It seems that the Programme has functioned as a prolongation of ongoing activities rather than focussing on activities directly addressing social dialogue.

In phase one, the Programme also faced serious challenges. In several of the countries there were civil unrest making the implementation very difficult and at times impossible. In some countries it looks like the political climate yet was not ripe for promoting some of the ILO principles. In some countries the project also faced some management problems.

4. Phase two 2006 – 2007

4.1 Programme Design and Strategy

During the annual review meeting between the Norwegian Foreign Ministry and the ILO, which took place in June 2005, the Social Dialogue Programme was renewed for additional two years.

Through discussions in ACTRAV and ACT/EMP, the Social Dialogue Programme was expanded to include the issue of Youth Employment, and a joint “ACTRAV – ACT/EMP Programme Framework on the Social Dialogue Component” document was produced (dated September 2006, version 7).

The ACTRAV/Norway “Workers’ Activities Programme Social Dialogue” document, dated November 2006, version 4, reflects the Programme in general, and during the period September 2006 – January 2007 documents for each country involved in the Programme were developed except for India. These country project documents give a more detailed picture on type of activities, implementation and outputs. The documents were revised in February 2007 when the current CTA took post.

The Evaluation Team has built their comments on the above mentioned documents.

Countries having jointly activities with ACT/EMP are described to be Cambodia, India, Indonesia, Nepal, Uganda and Vietnam. In addition Palestine, Samoa and Yemen should be considered. This also opens for other countries to be included depending on requests and needs.

The strategy to achieve the objectives is as follows:

- education/training activities will constitute the Programme’s main means of action
- institution building activities;
- encourage and facilitate bi- and tripartite consultations related to decent work;
- work for establishment of proper bargaining structures and the improvement of the dialogue at enterprise level;

The Country Documents stress that most activities will be implemented in countries which have a similar ACT/EMP component, and it will be carefully considered which activities to be carried out separately, or jointly with the employers. The Country Documents also underline the need for cooperation with organizations at national and international level.

4.2 Programme Organization

The ILO provided in 2006 technical and administrative backstopping at Headquarters by the officer that dealt with technical cooperation in ACTRAV and the Programme’s first phase till his retirement mid 2005. The current CTA took post end January 2006, and he also acts as CTA on the ongoing Child Labour Programme. The regional ILO offices supported as well, especially the Workers’ Activities Specialists in the respective regions. In addition to the

former established project offices in India and Cambodia, National Project Coordinators are assisting the Project in all the involved countries. In Nepal and Indonesia they are posted in the National ILO offices, and in Vietnam, the trade union office is used for this purpose In Uganda the establishment of the office for the National project Coordinator is in process.

The recipient organizations secured the recruitment and release of suitable participants for the training activities.

4.3 Project Input

The Norwegian allocation in 2006 – 2007 for social dialogue activities amounted to US dollars 2.436.306.

Budget INT/06/54/NOR, Youth Employment and Social Dialogue, 2006 – 2007

11.01	International Expert (CTA)	116 404
11.02	International Experts	30 000
11.05	International Consultant	52 724
13.01	Administrative support	114 676
15.01	Travel Costs	61 891
16.01	Mission Costs	124 187
17.01	National Staff	221 312
21.01	Sub-Contract	30 000
31.01	Fellowships	23 000
32.01	Seminars	906 940
33.01	In-Service Training	45 946
41.01	Equipment	60 000
51.01	Operat./m'tenance of equip.	60 000
53.01	Sundries	87 837
68	Support costs at 13%	251 539
71	Provision for cost increase	77 434
99	GRAND TOTAL	2 263 890

Country Budgets

Cambodia	295 750
Nepal	223 235
India	313 710
Indonesia	207 600
Uganda	196 400
Vietnam	295 000

The Evaluation Team notices that the amount allocated for administration is approximately the same as the amount allocated for activities.

The allocated funds were received from the Donor in June 2006. Due to the technical system in the ILO, funds were not available until September. Remaining funds from the previous biennium were limited, resulting in low rate of activities in 2006. Consequently, the administrative costs are relatively high compared to activity costs.

4.4 Activities and Output of second phase

The next section gives an overview of activities and output in countries where the Programmes were operational in the second phase (2006 – 2007).

Indonesia

In Indonesia, a National Project Coordinator in charge of the day-to-day activities of the programme was engaged in the beginning of 2007. The Project Office was located to the National ILO Office in Indonesia. The Project started its activities in March 2007, and is operational in three districts. In order to train trade unionists, a training institute, the Indonesia Labour Research & Training Institute (ILRTI), was set up. An allocation of up to 50.000 US\$ as seed money to establish the ILRTI has been committed.

Nine training of trainers' workshops took place, giving trade unionists knowledge about social dialogue and industrial relations, and provided them with a pool of trainers. These trainers carried out 27 courses for a new group of trainers, who in turn will educate unionists. The aim of this education has been to enhance the trade unions position as reliable social partners, making dialogue more fruitful. In Indonesia, the Project also aims at assisting the unions in influencing the ongoing labour reform together with other social partners and strengthening the focus on youth among the unions.

Work plans for the last half of 2007 includes more emphasis on the actual dialogue and interaction with the other social partners. However, the counterpart ,ACT/EMP Programme, is not yet properly established in the country, and industrial relations are complicated as the free labour movement is young and lacks capacity.

Indonesia benefits to a great extent from other ILO activities, and the Youth Employment Network (YEN) is operational in the country. In order to prevent duplicating work, the National Project Coordinator keeps close contact with the YEN-coordinator in the country.

After six months of activities, one of the partner unions in Indonesia was split into to fractions, both insisting of being the legitimate one. It has not been considered advisable to choose side in the internal conflict.

The Evaluation Team registers that the activities so far have been on local level, training rank-and-file members of the union, and that the ILO has other projects aiming at improving the social dialogue in the country.

Nepal

In Nepal, an office was set up and a National Project Coordinator was appointed in the beginning of 2007. The project started its activities in March the same year. Four trade union national centres were selected as partners in the programme, and were given the responsibility of organizing the activities. These were: All Nepal Federation of Trade Unions (ANFTU), Democratic Confederation of Nepalese Trade Unions (DECONT), General Federation of Nepalese Trade Unions (GEFONT) and Nepal Trade Union Congress (NTUC). However, in order to coordinate the activities with the other two social partners, representatives of Government and employers are also included in the Project Advisory Committee (PAC). During the first half of 2007, the National Project Coordinator worked on both Social Dialogue and Youth Employment Programme and the Child Labour Programme.

The first activity was a tripartite workshop on youth employment and child labour in April 2007. As the Norwegian funded ACTRAV Child Labour Programme previously has worked with the trade unions in Nepal, this activity was to build a bridge between previous and future activities. The workshop offered trade union leaders an opportunity to get an overview on child labour and youth employment in the country. The leaders also planned their activities on the two issues as well as drafting a recommendation on youth employment policy. A copy of the recommendation has been sent to the National Planning Commission that is engaged in formulating youth employment policy of the Government. A total of 22 persons, including 10 women, mostly trade union leaders as well as Employer's and Government Representatives took part in the workshop.

Later, the Project supported initiatives to create and sustain a better network within the labour movement and between the trade unions and other stakeholders, as well as enable GEFONT to address gender, youth employment and child labour issues in radio programmes. Furthermore, a survey on gender issues in certain sectors are in process.

The structure of the activities in Nepal is prepared to carry out activities with one union at the time, while history shows that it is possible to work with one joint labour movement in that country.

Problems related to the security situation in Nepal are also affecting the work. Some districts are not safe to work in, and the peace deal with the Maoist remains fragile.

The Evaluation Team registers that while previous activities on child labour were carried out jointly among the four national centres, this Project has accepted to work with the unions separately, thus have not been able to build on previous achievement.

Uganda

In Uganda, the Programme strategy is to work directly with the trade unions, not through a specially set up project office. The Project aims at assisting the National Organization of Trade Unions (NOTU) in developing policies on youth employment. During the first half of 2007, joint meetings between ACTRAV, ACT/EMP and the Ugandan constituencies NOTU and the Federation of Ugandan Employers (FUE) were held in Kampala. Since NOTU has experience in working to eradicate child labour, a workshop was held to address the linkages between youth employment and child labour. Work plans has been developed, but not yet implemented. The relationship between the social partners is generally good.

In Uganda, the Project strategy is to work directly with the trade unions, not through a project office or a National Project Coordinator. Hence, it has been a need to assist the union in the technical and infrastructural sides of implementing activities. NOTU had before the implementation of the Project two focal points, one on child labour and one on youth employment. They have responsibility for the implementation of the activities. The work with NOTU has been delayed due to the difficulties for the trade unions to produce the quotes and papers required by the ILO for purchases in the field under a centralized Programme.

NOTU is a relatively weak national centre, which has consequences for the level of implementation of the activities.

The Evaluation Team registers that the Programme works through a different administrative structure in Uganda, than in most of the countries in Asia. Furthermore, the CTAs in ACTRAV and ACT/EMP carried out a joint mission to Uganda in order to plan joint activities, both for the Child Labour and the Youth Employment Programmes.

Vietnam 2006 - 2007

Vietnam was included in the 2006/2007 Social Dialogue and Youth Employment Programme. Based on the priorities identified by the VGCL and also the Programme objective of promoting social dialogue, the main focus of the training in 2006 was on capacity building for social dialogue at enterprise level. Trade union representatives were trained in grievances handling and to develop collective agreements.

The activities mainly involved training groups of trainers who then carried out training for union representatives at enterprise level in collective bargaining.

A shift in the Project activities took place when the current CTA took post in the beginning of 2007. Plans have been developed with more emphasis on developing youth employment policies and encouraging social dialogue at national level.

The Project may have contributed to the fact that the number of wild-cat strikes has gone down in Vietnam.

In Vietnam, there is only one national centre allowed, the VGCL. This Centre is said to have strong ties to the Government party. The lack of a free labour movement not linked to the Government might constitute a problem for the Programme involvement in Vietnam, especially on national level.

Concurrently with these activities, VGCL has carried out similar activities under the ACTRAV Child Labour Programme.

The Evaluation Team registers that at present there are five different Norwegian funded projects in Vietnam. Two are bilateral projects, where the Norwegian Workers' and Employers' Organizations assist their sister organizations. Another is the Norwegian Embassy sponsored Tripartite Project on Industrial Relations, and there are the two ACTRAV and ACT/EMP projects, aiming at improving the social dialogue in Vietnam

4.5 Countries visited by Evaluation Team

India

The ILO/ACTRAV Norway "Workers' Activities Programme", which was launched in 2004, was a continuation of the Danish funded ACTRAV Project on Workers' Education, and has effectively been going on with the same focus for 10-12 years. Seven trade unions and other rural organizations have been involved, aiming at giving informal sector workers, especially rural woman collective power and a voice so that they through social dialogue effectively could negotiate improvement in their living and working conditions. The Project strategy has been the same, organizing the women either in unions or self help groups and imparting the necessary skills for sustainability. The Project was implemented in selected districts of Tamil

Nadu and Madhya Pradesh and after December 2004 extended to tsunami-affected communities of Tamil Nadu..

It is clear that this has not been a programme with a focus on social dialogue even if there has been an important objective of the programme to be in dialogue with for instance the local Government in enrolling workers in the informal economy in Welfare Boards.

The ILO/ ACTRAV Norway “Trade Union Against Child Labour” Programme 2006 to 2007 has been run through the Project Office in Chennai for a period of no more than six months. The five national centres: AITUC, BMS, CITU, HMS, and INTUC, that have been involved, are running remarkable campaigns with street meetings and “Caravan” journeys through the rural areas in an effort to raise awareness of the negative consequences of child labour. Perhaps an important consequence of this Programme has been that it is the first time these five national Centers with their huge ideological and political differences have been able to form a “Joint Action Forum Against Child Labour”. They have also managed to divide the task of raising public awareness between themselves and worked in different geographical areas. They have received positive media attention and also support from the police, the district Revenue officers and the labour inspectors. This has been an experience for the trade unions involved, which could have a positive effect on the relationship between the unions and the employers in the Programme of Social Dialogue and Youth Employment.

In the Social Dialogue and Youth Employment programme contact between the unions and the employers started a few months back. The two involved organizations on the employers’ side are Southern India Mills, SIDA, and the Employers’ Federation of Southern India. They are interested in a cooperation programme on youth employment and skills training with the five trade union centres.

The five year national plan for the period 2007 to 2012 have as one of the objectives a dramatic increase in the textile sector of the economy. The representatives of the industry saw it as an obtainable objective under one major condition: that the economic expansion did not lead to an appreciation of the Indian currency. Their major concern now was the reserve of skilled and trainable manpower. Especially areas as maintenance workers at different levels were a problem due to lack of skills in the workforce, and that many in the existing labour reserve did not have the level of education to undergo training in these

Cambodia

The ACTRAV/Norway Workers’ Activities Programme has been operational since 2004. Also in Cambodia this is a direct follow-up of the Danish funded Workers’ Education Project that started in 1998. It has been an important programme in a national development perspective providing an arena for integration and peer learning for a very young and fragmented trade union movement. The Project Office has become a symbol of trade union unity, as well as a venue for the training in the area around Phnom Penh.

PAC, The Project Coordinating Committee, has been functioning since 1998. A large number of the trade unions are now organized in three major confederations: The CLC, Cambodian Labour Confederation, was established in 2006 and has four affiliated federations counting 45 000 members. The CCTU, Cambodian Confederation of Trade Unions, was established in 2004 and has a membership of 100 000 with 12 affiliated federations. The NACC, National Union Alliance Chamber of Cambodia, has 14 0000 members and so far 8 affiliated

federations. This integration was to a large extent due to the continuous dialogue in PAC. This is an impressive result of the Project.

There has been a high degree of activities in the Project. During the first six months of 2007, 823 men and 677 women have been involved in various activities.

Other results are:

- the number of workers organized in unions has increased considerably;
- the trust in the unions from the workers has increased;
- the overall working conditions have been improved;
- the number of disputes that has been handled internally at company level have increased.

It is reasonable to assume that parts of this impressive development have been caused by the Project and the development of collective bargaining agreements.

The impressive achievement is much due to the assistance of the Project National Coordinator, Nuon Rithy, and the trade unions in PAC. The unions' main challenge now in PAC is that with national elections coming up, the political parties want to engage the various unions in the political process. What that will do to the unity developed in PAC over the years is unclear and a matter of concern.

The main focus of the Project has been the strengthening of the trade union movement through various means. The project focus has not been social dialogue as means for learning and progress. But obviously it has had as a consequence an important input into the social dialogue in the signing of a number of CBAs, giving joint union input into the debate in the National Tripartite Council and joint union statements on issues like Labour Laws, Child Labour and Gender Equality.

In order to change the focus more actively towards improving the skills in the social dialogue process, the Project National Coordinator suggests to involve three companies with very good relationship with the trade unions and who are successful. Around these companies one could develop projects of bipartite social dialogue in the area of construction, hotels and agricultural industry. He also said that with some effort it will be possible to have a project operational in the garment industry. He saw few problems of involving the employers association, CAMFEBA, in such projects. The Evaluation Team visited these three companies, and they could set very good examples in a social dialogue project at company and branch level .

ACT/EMP Project on Social Dialogue and Youth Employment has started cooperation with CAMFEBA. The project has just started, and it is impossible to assess any results. It seems to be quite well organized and clearly within the intention and spirit of the Norwegian funded Social Dialogue and Youth Employment Programme.

The establishment was discussed, but not done in cooperation with ACTRAV in the field. The unions were first given two seats, but after the NPC intervention there are now four union representatives among the 13 on the Tripartite Plus Coordinating Committee.

The Evaluators concern is that the NGOs have got many seats in the Coordinating Committee, and that focus could be dominated by their perspective, taking focus away from the workplace and employment concern. It could also "intimidate" the union representatives into a more passive role.

4.6 Some Observations on Activities and Output of Second Phase

As for the first phase, the second phase of the Programme also shows a variety of activities carried out. The list below is not complete but indicates some of the main activities and gives examples of countries where activities have taken place.

- Activities such as capacity building, including educational activities, training and training material development, research, and awareness raising (Cambodia, India, Indonesia, Nepal, Uganda (planned- not implemented) and Vietnam). Planned six countries);
- Capacity building activities on international labour standards, promoting a rights-based approach to employment creation, advocating national policies that include employment of young people and creating collective agreements at various industrial levels (Cambodia, India, Indonesia, Nepal, Vietnam. Planned five countries);
- Bi- and tripartite meetings dealing with issues related to living- and working conditions of workers, assistance to trade unions in campaigning for the ratification of international labour standards, assistance to trade unions in engaging employers' organizations in dialogue and joint activities (Cambodia, India and Nepal. Planned six countries);
- Assisting trade unions at the local level in collective bargaining with employers (Cambodia, Indonesia and Vietnam).

The activities are, more or less carried out according to plans, but in some fewer countries than planned for. However, these activity plans are very wide and cover a large set of activities. It is therefore difficult, within a limited time frame, to assess in an accurate way to what extent all activities under each heading really are performed.

The activity plans described in the Project documents for the participating countries do not fully correspond to the the general Programme Document. As an example, there is much less emphasis on bi-partite and tripartite collaboration than reflected in ProDoc.

In phase one, the Programme also faced serious challenges. In several of the countries there were civil unrest making the implementation very difficult and at times impossible. In some countries it looks like the political climate yet was not ripe for promoting some of the ILO principles. In some countries the project also faced some management problems.

5. Evaluation of the Programme

5.1 Relevance

The main focus of the programme and the agreement between Norway and the ILO is Social Dialogue. The Programme deal with central ILO issues such as decent work, collective bargaining, awareness creation of ILO Conventions, the informal sector, youth employment etc. Most of the activities in the Programme are training, workshops, training of trainers, training of rank and file members and provision of training material. All these are core activities for ACTRAV which the Evaluators fully support.

However, when examining the Agreement 2004-2005 and 2006 -2007 and ProDocs, it seems that the conception and operationalisation of social dialogue in this Programme is so wide that one can include almost any activity. This broad conception of social dialogue is confusing and obscures and leads to lack of focus of the programme. The Evaluation Team considers social dialogue a working methodology to bring social partners together to address and try to find solutions to common challenges. With such a definition many activities in the Programme are not relevant since they have been worked on as training activities and not social dialog activities

There are obviously different opinions of what is meant by social dialogue. The opinion of the Evaluators is that training on collective bargaining or the ILO Conventions are not social dialogue even if it is possible to argue that such training may be useful for social dialogue. In many unions such training has taken place for decades without moving a step towards social dialogue. Social dialogue has to be learnt mainly by day to day experiences in interaction to at least another partner, mainly employers, but also governments.

Minutes from the annual meetings between the donor and the ILO show that the donor must have felt some confusion and an increasing dissatisfaction with the direction of the Programme. So although the activities of the Programme have met quite a lot of the needs of the unions, it is only during the activities in 2007 that the needs concerning social dialogue actually are being met.

There is a need for social dialogue in the countries participating in the Programme and social dialogue would help to solve the challenges they face in a rapid changing global economy. In some of the countries in the Programme such as Cambodia and India, the prospects for social dialogue are present. Development processes have just started and there is room for further expansion. It is difficult to understand the selection of some of the other countries in the Programme since it seems that the conditions for social dialogue are not present yet.

The Programme is complementing several other ILO projects and programmes, first of all the Child Labour Programme and some gender activities which are very much based on social dialogue. Especially in 2007, the Programme has also established some links with the Social Dialogue Programme of ACT/EMP.

5.2. Validity of Design

The Programme Objectives were in a sense relevant and realistic in supporting unions in general and in supporting establishment of new unions, but not so much for promoting social dialogue. In a sense, the first phase of the Programme was a prolongation of activities

previously sponsored by Denmark without shifting focus according to the intension of the Programme Agreement with Norway in 2004.

In Cambodia unions and employers have entered into several collective agreements as consequence of the Programme. In three of these, company management and unions have developed cooperation on a wider set of issues. According to the National Project Coordinator these companies could be the nucleus of a wider cooperation between unions and management in construction, hotels and tobacco- industry.

The Cambodia experience was positive, but there are far between such examples. The real turn-around of the Programme direction came in 2007 after intervention from the current CTA of the Programme. It seems that he managed to convey the message that the Programme should shift from basic trade union training to focusing on genuine bi-partite and tri-partite social dialogue. This shift of focus created some reactions and tensions in the system, but has already given some promising results in Chennai and Cambodia. In Chennai five competing unions managed to create common ground in addressing the challenges of youth employment. They are also collaborating with Employers' organizations in the area on the same issue and they have jointly agreed in addressing the issue by developing a skills training programme for youth.

Experiences from the first phase of the Programme also indicate that the selection of countries was somewhat risky. Out of the eleven countries, in eight of them the project was terminated at the end of first phase. The selection of countries for the second phase was based on compromises between the interests of ACT/EMP and ACTRAV. ITUC and IOE signed Memorandum of Understanding concerning the choice of HIV/AIDS 2004 and Youth Employment in 2005 which seems to have influenced the choice of subjects. It seems that the chances for success for these countries will be greater than the countries in the first phase, but the selection of countries could have been based on a clearer risk assessment.

Several external factors influenced the implementation of the Programme, of which some were known before implementation. In Palestine for example, some training was carried out, but the unstable situation gave little room for implementing the project as intended.

5.3. Gender Issues

Gender issues have been addressed in the Programme. Workshop reports include information on the sex of participants. The reports show that there in general are more male than female participants, but there are many cases where the share of female participants was quite high. The Programme has started cooperation with the ILO Gender Programme at several occasions, most prominent in Nepal.

The support to prolongation of the previous Danish sponsored project on rural women workers is an interesting and promising gender related project. By giving support to establishing self help groups of rural female workers in Tamil Nadu and Madhya Pradesh the Project contributed to supporting income generating activities and capacity building of trade unions. The Project informed the groups about their rights to get benefits from the Welfare Board Schemes at State level and assisted eligible members to actually get their benefits. In addition many of the groups have been registered as trade unions. This project achieved remarkable good results. However, it was not in line with the objectives of the support from the donor, and the project support stopped by end of 2006. The project activities are now

continuing at a lower scale, based partly on funds accumulated from the revolving fund of the Programme.

In Cambodia, workshop reports reflect high percentage of women in training in 2007. As an example, the first six months in 2007, 1500 union members participated in various activities. Out of these, 677 were women. However, very few have been elected to leadership positions in the unions.

During the field mission the Evaluation Team met several very dedicated and well informed female union representatives. They were not union chairpersons, but important members of the union leadership. This indicates that some women have increased their knowledge about trade union work and are willing to enter union leadership positions, and that men are willing to give them access to these positions. However, there is still a long way to go to recruit more women to union- leadership.

5.4. Programme Effectiveness

According to ProDoc, output for second phase should be: worker organisations have improved their credibility as partners in social dialogue and developed range of competences in the field of decent work and employment policies, and trade unions actively participating in dialogues at local and national level. Although most of the workshops have been conducted according to the plans, it is difficult to assess to what extent the immediate objectives have been achieved. We don't really know the quality and the outcome of the training in countries not visited by the Evaluation Team.

Concerning Project activities organized by the Chennai project office and the Pnom Penh Project Office, achievements are quite visible. Union members interviewed by the Evaluation Team expressed that the training they have gone through was of value for them. Unions in Chennai and Cambodia are using the experiences from the training and written training material in their daily operations, and the training had led to increased integration and cohesion in the union movement.

Such training material is also developed and used in other countries. We also presume that the workshops and training of trainers have been useful for the beneficiaries in their daily operations, but not much for promotion of social dialogue.

Constraining factors were political and civil unrest and tensions, shift of CTAs and delays in fund allocation. In addition, different conceptions of social dialogue among the implementers of the Programme also caused constraints.

5.5. Alternative Strategies

The Evaluation Team has considered alternative strategies for the Programme. One alternative strategy could be to focus on social dialogue only, and forget about youth employment as the second objective. The combination of social dialogue and youth employment may function as a straitjacket in the field. The needs and possibilities for action will vary from country to country. The social partners could select subjects for joint action in each country. It is important they are able to identify tasks they have a strong need to engage themselves in. In one country it may be youth employment, in other countries child labour, HIV/AIDS, gender issues, productivity, skill -training environment and so on.

If this alternative strategy would be followed, it would be necessary to continue and further strengthen the tight collaboration between ACTRAV and ACT/EMP in identifying countries and subjects. In the planning phase of a possible new phase of the Programme on social dialogue, ACTRAV and ACT/EMP should have a joint search for countries and stakeholders to identify their real needs. It is essential that The Workers' and Employers' Activity Specialists have a real influence in these processes.

5.6 Efficiency of Resource Use

The issue of cost effectiveness in development cooperation is difficult, particularly since the impact of projects and programmes becomes clear only after some years.

There are many good examples of efficient resource management in this Programme. According to the country project documents a lot of union members have been trained in collective bargaining and grievances issues etc. However, there are too many countries included in the first phase, which were terminated after about one year. This does not prove efficiency of resources.

In light of the definition of social dialogue presented earlier, we also have to conclude that the input has not been sufficiently adequate and relevant in the first phase and into the second phase of the Programme.

According to the budgets almost 50 % were spent for administration while the other 50 % was spent for project activities. However, parts of the administration costs cover activities of the National Project Coordinators for spending time facilitating trade unions in their preparations and implementation of social dialogue. Nevertheless, the Evaluators consider the administration costs as too high. The Evaluators also have a question about the expenditure of equipment for establishing and operating local offices. In addition to the CTA and Desk Officers at Headquarters, Regional and Local ILO offices and Workers' Activities Specialist in the field and National Project Coordinators in the countries are involved. There is a question if it is necessary to involve so many resource persons in the implementation of the Programme.

5.7. Effectiveness of Management Arrangements

Since there were different opinions about the content of the Programme among the ILO staff involved, a lot of confusion occurred during the implementation. This difference of opinion, among other things, led to consequences for one CTA who left the ILO. This caused a stand still of many activities until the present CTA took post.

The cooperation between ACTRAV and ACT/EMP started late in the programme period and there is a potential for further collaboration.

The Evaluators cannot avoid pointing at some problems with the ILO culture observed, in some of the interviews at Headquarters and in the field. There are of course many interests and stakeholders in a complex bureaucracy as the ILO and tensions and conflicts of interest are impossible to avoid. However, the impression is that surprisingly many of the staff members get a feeling of by-passing and elements of de-motivation. This is very unfortunate for proper programme work.

Delay of funds from the donor and ILO IRIS caused delay in the implementation of the Programme in 2004. In 2006, the allocation was not available until September 2006.

Despite these negative remarks we shall not forget that there are a lot of positive achievements in the Programme thanks to the efforts of the ILO staff at all levels.

5.8. Impact Orientation and Sustainability

This evaluation tells about success stories and shortcomings. It is easy to observe that there is a direct causal link between programme activities and the achievements as described for Chennai and Cambodia. In these cases the employers were just to start, or had already started dialogue processes. The Programme managed to facilitate and contributed in bringing these processes further.

The Evaluators have not observed that the Programme has contributed in improving social dialogue at national level yet, and it is too early to register if the capacities of workers' organizations to address the issue of youth employment have been improved.

In a sense most training workshops are relevant in strengthening unions, but these activities do not necessarily strengthen their capability on social dialogue. The conclusion is that the first phase of the Programme only contributed to development of social dialogue to a limited extent. In the second phase, social dialogue and youth employment have only been properly in some few of the countries. Uganda has not implemented the Programme yet. In Nepal activities are carried out with the trade unions separately, although they have established a project Advisory Committee (PAC). In Indonesia there are ongoing training of trainers activities and support to establishment of a research institute. Also in Vietnam training of trainers are carried out, but it is too early to assess whether these activities will lead to social dialogue. Furthermore, linkages between the local activities and social dialogue at national level are a great challenge the Programme has not really addressed.

There is a link to other ILO programmes, especially on Child Labour and Gender issues. Links to other international programmes such as Norwegian Federation of Employers (LO) operating in the same countries have been limited so far. Neither have the GUF nor other relevant international organizations been involved.

Is the outcome of the Programme activities sustainable? Again the answer will be yes and no. In some of the countries taking part in the first phase there will not be any major long term effects of the Programme although training seldom is a waste for the participants. It is too early to assess whether the outcome of the second phase activities are sustainable. We have observed some promising first steps. However, these are some small islands in a landscape where the concept of social dialogue is not much recognized. There is a need for follow up activities if the concept of social dialogue shall be understood and used in a wider circle of unions, employers and governments.

6. Conclusions and Recommendations

6.1. Conclusions

- The main objectives of the Programme were to promote social dialogue and youth employment.
- Many of the activities of the first phase were a continuation of ongoing activities of Danish sponsored projects on “Workers’ Education”, and the Norwegian sponsored Programme continued the approach of the Danish projects.
- The Policy Document reflecting the Agreements with the Donor does not correspond entirely with the Project Country Documents. The activities that have taken place according to these documents have been partly well implemented. However, the focus on social dialogue is lacking, and the Programme activities were terminated after one year of operation in many of the countries involved.
- There are different opinions within the ILO on what is meant by social dialogue in operational terms. Some argue that all types of support to unions will empower them and enable them to take part in social dialogues, while the view of the Norwegian Donor is that social dialogue is a joint learning exercise among two or the three social partners where the partners seek solutions on issues of common interest.
- Diverged opinions on the social dialogue approach, created confusion and some tensions among the ILO staff responsible for implementation of the Programme. Three different CTAs, some of them with different opinions on how to run the Programme, have been involved. After clear signals from the Donor, the present CTA/ACTAV changed the approach from basic trade union training to activities establishing social dialogue forums and processes.
- The shift of CTAs and also late release of funds from the Donor and the IRIS system in the ILO delayed the implementation of the Programme and caused difficulties for the recipients and the project staff.
- The achievements of the Programme vary a lot. It is unclear why some of the countries taking part in the Programme, were selected in the first place. In eight of the eleven countries taking part in the Programme, the projects were terminated at the end of the first phase. The selection of countries for the second phase was based on compromises between the interests of ACT/EMP and ACTRAV.
- So far the move towards a social dialogue approach has been most successful in India and Cambodia probably due to the presence of Project Offices and National Project Coordinators in these countries and their efforts over years. Previous workshops on child labour in Tamil Nadu, Vietnam and Nepal 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 Programme.

- The rural women project was really empowering the beneficiaries. Participation in training courses were dominated by men, but also women took part in the courses. There are relatively good records on the ratio of men and women among participants in training courses. There are also some signs that women are taking active part in the work of the unions, but there is still a long way to go to ensure a broader participation of women in the union leadership.
- According to the budgets almost 50 % of the funds were planned for administration while the other 50 % was planned for project activities. The Evaluators consider the administration costs as too high and also question the high expenditure of equipment at local offices.
- During the four years of the Programme, bi partite activities were carried out at local level. Some training took place at state level and national level. But there have been limited tripartite consultations at national level.
- Going through the total Programme portfolio the collaboration and coordination of activities with international trade unions and other national development projects was quite limited.
- It is too early to assess whether the achievements in the Programme 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.

6.2. Recommendations

1. The Evaluation Team recommends that the Programme continues for an additional period, but the focus on social dialogue has to be defined and highlighted more clearly than in the present Programme.
2. Since social dialogue is a methodological approach, future programmes 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 the countries. Topics for social dialogue could be youth employment, child labour, HIV/AIDS, gender issues, productivity, skills training, environment, and so on.
3. It may be a good strategy to develop further coordination and cooperation with relevant international organizations to assist in development and implementation of social dialogue.
4. The implementation period of two years for these type of programmes is too short, and the Donor and the ILO should jointly see if it is possible to enter into three or four year agreement. Both the Donor and the ILO should ensure that the allocated funds are released so early that it is possible for the implementation to follow the planned operational period.
5. If this strategy is to be followed, it would be necessary to continue the collaboration between ACTRAV and ACT/EMP in identifying countries and subjects where the social partners have sufficient skills and experience to

succeed in social dialogue. In planning of a possible new phase of the Programme on social dialogue, ACTRAV and ACT/EMP should have a joint search for countries and stakeholders in order to identify their real needs. It is essential that The Workers' and Employers' Activities Specialists have a real influence in these processes.

6. If the Social Dialogue Programme continues it will be reasonable to include the child labour component into the Social Dialogue Programme when appropriate. Close cooperation with IPEC will be crucial in order to strengthen trade union participation in the work of IPEC.
7. There is strong need for strengthening participation of women in union leadership. Therefore, special union leadership programmes should be developed in cooperation with trade unions and Gender Department in ILO.
8. The administration costs for the Programme are too high and the management of the Programme seems to be overstaffed. ACTRAV should prepare a plan in order to slim the programme administration and reduce costs. In preparation for such a plan, the need for local resource persons should be taken into consideration.

Appendices

1 Terms of Reference

Evaluation Terms of Reference

ILO - Bureau for Workers' Activities (ACTRAV)

Social Dialogue component of ILO-Norway Framework Agreement

Project Title:	Workers' Education Programme on Social Dialogue Social Dialogue and Youth Employment
Project numbers:	INT/04/M09/NOR and INT/06/54/NOR
Financing agency:	Ministry of Foreign Affairs, Norway
Implementing agency:	International Labour Organization (ILO)
Type of evaluation:	Independent, end-of-project evaluation
Geographical coverage: Developed Countries in Africa and Asia	Inter regional, with emphasis on Least
Participating countries:	Armenia, Burkina Faso, Cambodia, Ethiopia, Haiti, India, Indonesia, Niger, Nepal, Palestine, Uganda, Vietnam, Yemen and Zambia. Other countries considered for joint activities: Samoa
Period covered:	January 2004 – December 2005; January 2006-31 December 2007
Languages:	English and local languages
Tentative dates for evaluation:	17 September – 5 October 2007
Final report:	Mid October 2007
Preparation date:	July/August, 2007
Prepared by:	Elizabeth Goodson

Evaluation Terms of Reference

I. Introduction and rationale for evaluation

The ILO Bureau for Workers' Activities (ACTRAV) is carrying out an evaluation of its inter-regional technical cooperation Programme on "Workers' Education Programme on Social Dialogue" INT/04/M09/NOR and "Social Dialogue and Youth Employment", INT/06/54/NOR.

The Workers' Activities Programme, financed by the Norwegian Government under the Social Dialogue component of the ILO-Norway Framework Agreement, was launched in January 2004 following a pilot phase in 2003. The first biennium Programme, Workers' Education Programme on Social Dialogue, took place in 2004/2005 and was conducted following a change of approach from Project to Programme design. The new Programme approach focused on enhancing social dialogue through joint cooperation by the two departments representing workers and employers in the ILO: the Bureau for Workers' Activities (ACTRAV) and the Bureau for Employers' Activities (ACT/EMP). The same approach with the same focus also relates to the second phase.

The second biennium Programme for 2006/2007, Social Dialogue and Youth Employment INT/06/54/NOR, was approved in July 2006 for a duration of 18 months, but due to the technical system through which ILO funds are distributed, the funds were not available until September 2006. January – September 2006, activities were financed by remaining funds that were carried over from the previous Programme.

Following the 2004/2005 Workers Education Programme on Social Dialogue, a complicated transition period took place regarding project management. At end January 2007, the current CTA began official duties on the Social Dialogue and Youth Employment Programme (INT/06/54/NOR).

In addition to the on-going Social Dialogue and Youth Employment Programme, the Ministry of Foreign Affairs, Norway, is funding a Child Labour Programme that is managed by the same CTA, Trade Union Action Against Child Labour (INT/06/53/NOR). The Evaluation Team will find it useful to look at the linkages between the Programmes in order to find possibilities for synergies.

The purpose of the evaluation is to assess the validity of the overall strategy and approach to programming sponsored by Norway, to assess the processes of planning and implementation, as well as to obtain a better understanding of the impact and results of the Programme of assistance and the lessons learned during the transition process of project to Programme design.

One envisaged outcome of the evaluation is to benefit from lessons learned in the course of the Programme and to consider performance for future planning and implementation of technical cooperation Programmes by ACTRAV Headquarters and Worker Specialists in the field. It is hoped that the way forward will promote a flexible but shared vision of how to improve social dialogue on a number of issues relevant to the trade union movement and ILO strategies and policies.

This evaluation is an independent and final evaluation of the Programme. The Evaluation Team will be composed of external consultants who are independent of the Programme but who are selected based on their knowledge and understanding of the ILO, technical

cooperation and workers' activities. To assist the Evaluation Team, the current CTA will facilitate the organization of the meetings at Headquarters and in the field but whose primary responsibility is to accompany and assist the Evaluation Team, but is not considered an official member of the Team.

The evaluation will take into consideration the UN Evaluation Norms and Standards and the OECD/DAC Evaluation Quality Standards.

II. Background on project and context

Workers' organizations are one of the three constituents of the ILO and are central to the social dialogue process, which helps to ensure that national social and economic objectives attract wide support and are achieved. However, social dialogue cannot function effectively unless the partners participating in the process are representative, independent and effective. For many years, ACTRAV has addressed the need to further strengthen the trade unions in developing countries and countries in transition, in order enable them to play a more effective role in social dialogue. The ILO Programme of technical cooperation with workers' organizations is designed not only to provide such assistance, but also to facilitate the actual dialogue itself. The Programme of assistance to workers' organizations is financed from both regular budget technical cooperation allocations of the ILO (RBTC) and extra-budgetary resources from donor countries such as Norway.

The Bureau for Workers' Activities is the link between the ILO and its trade union constituents. In its technical cooperation activities, the Bureau assists trade unions in developing countries to enable them to play a meaningful role in national and social policy at all levels. Through Workers' Specialists in the field, the ACTRAV strategy focuses on in-depth dialogue and strategic planning with national workers' organizations and their corresponding international and regional structures to harmonize national, international and regional priorities. These priorities ensure a participatory process and give voice to those most directly involved in the world of work, while familiarizing them and building capacity on workers' rights, international labour standards, employment policies, working conditions, and social dialogue mechanisms which promote the ILO conceptual framework of decent work.

The current Programme highlights the need to integrate the issue of youth employment in social dialogue issues, and to enable workers' organizations to analyze changes in production and work organization and national policies which have made it more difficult for young workers to be organized and integrated into unions.

In December 2003, the Norwegian Government signed a Framework Agreement on Programme Cooperation with the ILO, pledging financial support towards two priority areas, namely Social Dialogue and Child Labour. The Workers' Education Programme on Social Dialogue (INT/04/M09/NOR) was set up for the biennium 2004/2005, and extended through the Social Dialogue and Youth Employment Programme (INT/06/54/NOR) for 2006/2007.

Under the Social Dialogue component, the Agreement stipulated that the allocation should contribute to ILO's operational objective 4a (Stronger social partners): To strengthen the representation, services and influence of the social partners.

The ILO measures the degree of attainment of this operational objective through performance indicators. In the ILO Programme and Budget for the period 2004/2005 and 2006/2007, the performance indicators were as follows:

- 4a.1: Employers' or workers' organizations that provide new or improved services to their members or strengthen their capacity to provide such services.
- 4a.2: Workers' organizations make an effective input into an equitable, sustainable and participatory socio-economic development.
- 4c.2: Employers' or workers organizations that take policy or practical initiatives to extend representation of their organizations.

In 2004, ACTRAV thus launched a technical cooperation Programme, Workers Education Programme on Social Dialogue (INT/04/M09/NOR) that contributed to the achievement of the operational objective 4a by strengthening the capacity of selected workers' organizations with emphasis in the Least Developed Countries in Africa, Asia and the Caribbean. The overall development objective of the Programme was similar in all regions, namely to assist the trade unions in engaging in social dialogue and develop their capacity through workers' education on social dialogue issues. The donor actively supported technical cooperation in the area of social dialogue not only for social partners in the countries designated, but also to strengthen dialogue and development of strategies or materials between the two Bureaux in the ILO for Workers' and Employers' Activities.

In 2006/2007 taking into account the Programme approach developed for 2004/2005 for both ACTRAV and ACT/EMP, after joint discussions, it was agreed to place emphasize upon Social Dialogue in two specific areas:

- Trade Union Action Against Child Labour, INT/06/53/NOR, and
- Social Dialogue and Youth Employment, INT/06/54/NOR, in selected countries in Asia and Africa

Taking into account the amount of countries involved, the two countries chosen for on-site visits for the evaluation are Cambodia and India since activities in these have been operational throughout the INT/06/54/NOR and INT/04/M09/NOR Programmes.

The Programmes' activities in Cambodia and India have been technically backstopped by the ACTRAV Senior Worker Specialists in the ILO Sub-Regional Office in New Delhi, the ILO Regional Office in Bangkok and the National Project Coordinators in Chennai, India, and in Phnom Penh, Cambodia. ACTRAV Headquarters has coordinated the Programmes and the new CTA was engaged in January 2007, following a transition period of approximately one year.

The main actors involved in this evaluation are ACTRAV Headquarters staff, the Workers' Specialists in New Delhi and Bangkok; Project Coordinators in Chennai and Phnom Penh, the workers' organizations in countries covered by the Programme, the relevant ILO field offices and the Ministry of Foreign Affairs in Oslo, Norway.

The other countries within the Social Dialogue and Youth Employment Programme, Indonesia, Nepal, and Uganda, have just commenced activities in 2007, so a document review

and interviews with ACTRAV Workers' Specialists and other concerned ILO staff are proposed to give an overall view of the current status of these activities within the Evaluation.

III. Purpose, scope and clients of evaluation

The overall purpose of the evaluation is to enhance the capacity of ACTRAV Headquarters and field staff in the delivery of technical cooperation Programmes which contribute to ILO's Operational objectives (4a.1) on strengthening social partners, and (4a.2) their influence on socio-economic and governance policies. As this is the final evaluation of the 2004/2007 Programme on Social Dialogue the evaluation will more specifically:

- 1) Review evidence of the direct and indirect impact of ACTRAV's work on strengthening the capacities of workers' organizations through the Programme on Social Dialogue and Youth Employment.
- 2) Assess the relevance of the Programme objectives and approach and establish how far the Programme managed to achieve its planned outcomes and objectives.
- 3) Assess the extent to which the Programme strategy proved efficient and effective and whether it is likely to have sustainable impact.
- 4) Assess the management arrangements and structures of the Programme and the level of contribution and coordination of the various partners.
- 5) Enable the ACTRAV Headquarters and field staff, as well as partners, to engage in critical reflection and information sharing as part of the capacity building efforts on technical cooperation.

Regarding the scope of the evaluation, it is proposed that two countries in Asia be covered in field visits: India and Cambodia:

- The ILO Sub-Regional Office in New Delhi covers the two countries included in the Programme in South Asia, namely India and Nepal
- The ILO Sub-Regional Office in Manila covers Indonesia, which is one of the countries included in the Programme in South Asia.
- The ILO Regional Office in Bangkok covers the remaining countries included in the Programme in Asia, Cambodia, and Vietnam.

IV. Suggested analytical framework

The following Analytical Framework contains the main evaluation criteria with suggested questions under each criterion to guide the evaluation team and the evaluation process. The evaluators will attempt to address the aspects outlined below to the extent possible based on the chosen evaluation methodology described in Section VI.

- **Relevance**

- a) To what extent have Programme results been useful in meeting the needs and priorities of the workers' organizations concerned and addressing the identified problems? Do the initial needs and problems still exist and are they still relevant? Have new and relevant needs emerged?

- b) How well did the Programme complement and fit with other ILO projects/Programmes in the countries of intervention?

- **Validity of design**

- a) Does the Programme document specify in clear and unambiguous terms the problems and needs, the strategy to be followed and the objectives of the Programme?
- b) Were the Programme objectives and outcomes relevant and realistic to the situation on the ground?
- c) Was the intervention logical, coherent and realistic?
 - Did the outputs causally link to the immediate objectives that link to the broader development objective?
 - What were the main strategic components of the Programme?
 - Were the roles and commitments of the workers' organizations and other stakeholders and partners involved in the activities clearly defined?
 - How did the social partners interact within the framework of social dialogue in the participating countries?
 - How useful and appropriate have the indicators described in the Programme document been in assessing the Programme's progress? Are the means of verification for the indicators appropriate?
 - Were the external factors affecting Programme implementation identified and assumptions proven valid?
 - How was gender integrated into the Programme?

- **Programme effectiveness**

- a) To what extent have the Programmes immediate objectives been achieved for the workers' organizations concerned?
- b) Have the outputs of the Programme been of adequate quality and quantity? Have the outputs been useful and do the benefits accrue equally to men and women?
- c) Are the Programme partners/workers' organizations using the outputs?
- d) Has the Programme approach demonstrated successes and what have been the Programme's main achievements?
- e) What have been the main challenges or constraining factors of the Programme and how have they been overcome?
- f) What, if any, alternative strategies would have been more effective in achieving the objectives? What are the lessons learned which will help guide the way forward?

- **Efficiency of resource use**

- a) Have the inputs (funds, project personnel, expertise, partners, training materials and equipment) been adequate, timely and relevant?
 - b) Have resources been used efficiently? Have activities supporting the strategy been cost effective? In general, have the results achieved justified the costs? Could the same results have been obtained with fewer resources?
- **Effectiveness of management arrangements**
 - a) Was the technical and administrative guidance and support provided by the ILO Offices in the field and ACTRAV Headquarters adequate?
 - b) Did the Programme governance facilitate good results and efficient delivery? Was there a clear understanding of the roles and responsibilities by all parties involved? Did the various partners contribute to Programme implementation as planned and was this contribution effective?
 - c) To what extent have the various ILO units and technical specialists cooperated? How has this cooperation worked? How has cooperation with the joint social dialogue Programme implemented by ACT/EMP (INT/06/56/NOR) been defined?
 - **Impact orientation and sustainability**
 - a) Can observed changes be causally linked to the Programme interventions? Have for example the capacities of workers' organizations to address the issue of social dialogue and youth employment been improved? Have workers' organizations' membership services been improved or enhanced as a result? Has the Programme improved social dialogue at national level? Have gender issues been adequately addressed?
 - b) Did the Programme contribute towards the longer term development objective?
 - c) In what way did the Programme interact with other similar ILO sponsored Programmes or activities? Were there linkages with any ILO Decent Work Country Programmes (DWCP)?
 - d) Are the Programme results, achievements and benefits sustainable and, if so, in what way? If not, how could the Programme have been implemented differently to ensure sustainability?

V. Main outputs

On the basis of the suggested analytical framework above, the Evaluation Team will prepare a report which will address all the main evaluation criteria, with specific recommendations concerning gender. The report will also include a section with conclusions, recommendations and lessons learned. Any findings and conclusions which may result from the evaluation but which were not specifically mentioned in the terms of reference should also be included in the report. ILO Evaluation Guidelines including a Summary or synopsis of the substantive elements of the evaluation report are annexed for easy use by the Evaluation Team.

The evaluators will take part in meetings organized by ACTRAV with the Programme partners as mentioned below in a central location.

VI. Methodology

The evaluation will involve interviews and field visits. The evaluation will start at Headquarters where the Evaluation Team will undertake a desk-based review of background documents followed by briefings and interviews with key personnel in ACTRAV and the ILO, facilitated by the CTA of the Programme.

Thereafter the Team will undertake missions to two countries in Asia accompanied by the CTA of the Programme who will facilitate meetings in cooperation with the ILO Workers' Specialists and national coordinators for the region. Interviews will be conducted with the key officials in the workers' organizations as well as with ILO officials in the Sub-Regional Offices and other relevant stakeholders. Consultations with selected unions and visits in the field will also be undertaken in the countries in order to obtain first-hand information and perspectives of the beneficiaries of the Programmes.

On completion of the evaluation mission, a draft report will be prepared by the Evaluation Team and presented to ACTRAV Headquarters at a briefing meeting. This draft report will be discussed with the responsible officials in ACTRAV and circulated by ACTRAV to the selected key actors for their information and corrections in case of factual errors. When this process of review has been completed the Evaluation Report will be finalized by the Evaluation Team and submitted to ACTRAV for onward submission through the ILO procedures.

Sources of information

Prior to the evaluation the Evaluation Team will receive all relevant project documentation as listed below from ACTRAV Headquarters. This will be supplemented during the missions to the regions by documents provided by the ILO Regional Workers' Specialists and Project staff in India and Cambodia.

Documents to be reviewed include:

- Policy document, ILO 2004/2005: Framework agreement
- Policy Document, ILO 2006/2007 Framework agreement Norway “Expanding the Social Dialogue Programme to include the issue of Youth Employment—the role and engagement of Employers’ and Workers’ Organizations.”
- ILO-ACTRAV Programme Document on Workers Education Programme on Social Dialogue (INT/04/M09/NOR)
- Annual Progress Reports on the Workers’ Education Programme on Social Dialogue, 2004-2005
- ILO-ACTRAV Programme Document on “Social Dialogue and Youth Employment”, (INT/06/54/NOR).
- Annual Progress Reports and Country Activity Papers on the Social Dialogue and Youth Employment Programme 2006/2007.
- Mission reports
- Budgets and accounts
- ILO-ACTRAV Programme Document on Trade Union Action Against Child Labour, INT/06/53/NOR

- Annual Progress Reports on Trade Union Action Against Child Labour, INT/06/53/NOR
- Selected publications, tools and reports produced by the ILO and ACTRAV on Social Dialogue, Youth Employment, Child Labour, Workers' Education and other related areas.
- List of Participating Countries and Unions
- ILO Evaluation Report Guidelines and Evaluation Summary Guidelines
- Evaluation of the Norwegian Funded ACT/EMP Programme 2004 - 2005

VII. Management arrangements, work plan and timeframe

The Evaluation will take place from 17 September to 5 October, 2007. The desk review and briefings at the ILO in Geneva will take place from 17 to 19 September (3 working days). The final report will be submitted at the latest by 15 October, 2007. Members of the evaluation team will undertake missions to two countries in two sub-regions in Asia, namely India and Cambodia. As mentioned above, the evaluators will be accompanied by the CTA of the INT/06/54/NOR and meet with ILO Worker Specialists for each of the sub- regions.

The Evaluation Team will be composed of three external consultants appointed by the Norwegian Ministry of Foreign Affairs, who also appoints the team leader. In addition to the team leader, the team will if possible consist of a representative from the Norwegian LO; and a representative from the Norwegian Federation of Employers (NHO). It is proposed that the evaluation follow the timetable below (see detailed proposed itinerary in annex).

- 3 days at the ILO for a desk review of the background documents and briefings with ACTRAV-ILO prior to the start of the evaluation mission
- 7 and 6 days field mission to each country (including travelling days)
- 3 days for the preparation of the draft report, finalizing and debriefing at ILO Headquarters
- 1 day meeting in Oslo to finalize the report

Approximately 20 working days per evaluator = 60 working days.

The practical arrangements for the missions to the regions will be the responsibility of ACTRAV Headquarters.

Upon completion of the evaluation missions, a draft report will be compiled by the Evaluation Team and submitted for comments to ACTRAV by 5 October 2007. The Report will thereafter be finalized and submitted to ACTRAV by mid- October 2007, for onward submission via ILO technical cooperation procedures.

The report will be the joint responsibility of the Evaluation Team with the team leader designated with primary responsibility for completing the report.

2. Unions taking part in the Programme

2.2.1 Cambodia

Currently there are 21 national trade union confederations, which can be grouped into 4 as follows:

Cambodian Confederation of Trade Union (CCTU “Group A”)

It is led by Vong Sovan, president of CCTU. He is the worker delegate at the ILC this year. He continues to be heavily influenced by its former leader Mr. Choun Mon Thol, President of the Cambodian Union Federation (CUF). This group is seen as close to the Prime Minister Hun Sen and the current Government.

Cambodian Labour Confederation (“Group B”)

This is made up of 4 federations. Its President is Mr. Ah Thorn of the Coalition of Cambodian Apparel Unions – CCAWU – which was previously affiliated to the former WCL and now it is a member of the ITUC.

Cambodian Confederation of Union (CCU)

This consists of two major unions, formerly in Group B: the Teachers Union and the Free Trade Union of the Kingdom of Cambodia (FTUWKC). This group is seen as close to Mr. Sam Rainsy, the Opposition Leader.

There is a rapid rise in union membership in Cambodia together with the increase in the number of unions (1,007 enterprise base unions and 28 National Federations). Also the different industrial sectors covered by the unions have expanded, as in the informal economy (taxi-motor drivers), the tourism and hotel sector and civil servants.

2.2.2 India

The trade unions’ self-claimed membership has been doubled up to some 40 million in total since 1966. They claim that 48 per cent of the unionized are in the informal economy. The verification of trade union membership was completed in December 2006 and individual court appeals are going on. Eight unions, which fulfil the criteria of being a national union, are likely to be recognized as national union centres. This information cannot be confirmed.

Barathiya Mazdoor Sangh (BMS)

National Trade Union Congress (INTUC), affiliated to ITUC

India Trade Union Congress (AITUC), affiliated to WFTU

Mazdoor Sabha (HMS), affiliated to ITUC

Center of Indian Trade Unions (CITU)

Labour Progressive Front (LPF)

Self-Employed Women’s Association (SEWA)

Leftist ACCTU

2.2.3 Ethiopia

The Confederation of Ethiopian Trade Unions (CETU)

National Industrial Federation of Tourism, Hotels and General Service Workers

National Farm, Plantation, Fishery and Agro-Industry trade Unions Federation

Transport & Communication Workers Trade Unions Industrial Federation

National industrial Federation of Energy, Chemical and Mine Trade Unions

Federation of Foods, Beverages, Tobacco and Allied Trade Unions
Industrial Federation of Textile Leather and Garment Worker Trade Unions
The Ethiopian Industrial Federation of Construction, Wood, Metal, Cement and Other Trade Unions
Industrial Federation of Banking and Insurance Trade Unions of Ethiopia

2.2.4 Haiti

Coordination Syndicale Haïtienne

2.2.5 Armenia

The Confederation of Trade Unions of Armenia (CTUA)

2.2.6 Palestine

Palestine General Federation of Trade Unions (PGFTU)

2.2.7 Vietnam

Vietnam General Confederation of Labour (VGCL)

2.2.8 Yemen

General Federation of Workers Trade Unions in Yemen (GWFTUY)

2.2.9 Zambia

Zambia Congress of Trade Unions (ZCTU)

2.2.10

Confédération Générale du Travail du Burkina(CGTB)
Confédération Nationale des Travailleurs du Burkina(CNTB)
Confédération Syndicale Burkinabé(CSB)
Force Ouvrière / Union Nationale des Syndicats Libres(FO/UNSL)
Organisation Nationale des Syndicats Libres(ONSL)
Union Générale des Travailleurs du Burkina Faso(UGTB)
USTB Union Syndicale des Travailleurs Burkinabe

2.2.11

Confédération Démocratique des Travailleurs du Niger (CDTN)
Confédération Nigérienne du Travail (CNT)
Union Générale des Travailleurs du Niger (UGTN)
Union des Syndicats des Travailleurs du Niger (USTN)

3. List of people consulted

GENEVA		
Magnus Berge	Chief Technical Adviser	ACTRAV, ILO
Claude Akpokavie	Focal point for Child Labour	ACTRAV, ILO
Faith O'Neill	Focal point for Youth Employment	ACTRAV, ILO
Ahmed Khalef	Desk Officer for the Arab Region	ACTRAV, ILO
Francois Murangira	Desk officer for Africa	ACTRAV, ILO
Lene Olsen	Focal point Sustainable Development	ACTRAV, ILO
Sergey Popello	Focal Point Technical Cooperation	ACTRAV, ILO
Raghwan Raghwan	Desk Officer for Asia	ACTRAV, ILO
Isabelle Delsaux	Secretary for the Programme	ACTRAV, ILO
Niels Enevoldsen	Previous CTA, retired	ACTRAV, ILO
Anne Monteret-Damnon	Previous secretary for the Child Labour Programme	ACTRAV, ILO
Antonio Graziosi	Manager Resource Mobilization Section	CODEV, ILO
Peter Hurst		IPEC, ILO
Karin Beate Theodorsen	Head of International Department	LO Norway
Nina Mjoberg	Focal Point for Africa	LO Norway
Diis Bøhn	Focal Point for Asia	LO Norway
Fransisco Floro	Asia Regional Expert	LO Norway
NEW DELHI		
Leyla Tegmo-Reddy	Director, Sub-Regional Office	New Delhi, ILO
Pong-Sul Ahn	ACTRAV Senior Specialist on Workers' Activities, Sub-Regional Office	New Delhi, ILO
Marleen Rueda	Senior Specialist on Social Dialogue,	New Delhi, ILO

	Sub-Regional Office	
Mr. R. A. Mital	Secretary, Hind Mazdoor Sabha	HMS
CHENNAI		
Susamma Varghese	National Project Coordinator, ACTRAV	ILO
Meeting with the unions previously involved in activities		
Mr. Raam	General Secretary	RWO
Ms. Gandhimathi	Project Officer	RWO
Mr. Ratnam	General Secretary	UNIFRONT
Ms. Subbulakshmi	Project Officer	UNIFRONT
Ms. Rajalakshmi	General Secretary & Project officer	WWCU
Ms. Umayal	Field Officer	WWCU
Ms. Sangeetha	Field Officer	SRUJAN
Ms. Mrunal	Field Officer	SRUJAN
Ms. Pandiselvi	Project officer	CITU
Mr. Annadurai	District Secretary	CITU
Mr. Karnan	President	INRLF
Mr. Ramachandran	Coordinator – Tsunami	INRLF
Ms. Jayalakshmi	Project Officer	INRLF
Meeting with the unions currently involved with the activities		
Mr. T.R.S. Mani	State Secretary	Chennai AITUC
Mr. Murugaraj TN	Transport Workers Unions	Salem AITUC
Mr. Jeyaprakash	State General Secretary	Tirupur BMS
Mr. N. Elangovan State	Vice President	Chennai BMS
Mr. Durai Ravi	District President	Karur BMS

Mr. K. Palanivelu	Asst. General Secretary	Chennai CITU
Mr. K.R. Ganesan	District Secretary	Dindigul CITU
Mr. Moorthy	Secretary, Baniyan Workers Union	Tirupur CITU
Mr. D.M. Prabhu	State Coordinator	Chennai HMS
Mr. P. Subramaniyan	Secretary, Coimbatore Dist.Textile Workers Union	Coimbatore HMS
Mr. R.P.K. Murugesan Addl.	General Secretary	Chennai INTUC
Mr. K. R.Thangaraju	District Secretary	Erode INTUC
Meeting with Employers participating in the activities		
Mr. T.M. Jawaharlal	Secretary EFSI	Chennai
Mr. Raghurajan	Joint Secretary (legal) SIMA	Coimbatore
Mr. Jagadheesan	Vice President (HR) SIMA	Coimbatore
PHNOM PENH		
Elsa Ramos-Carbone	ACTRAV Senior Specialist in Workers' Activities, Sub-Regional Office	Bangkok, ILO
Mr. Nuon Rithy	National Project Coordinator, ACTRAV	ILO-WEP
Meeting with CAMFEBA		
Mr. Seng Bunthoeun	Vice Rector of NUM, Secretary General of YEP-PAC	NUM
Ms. Sandra D'Amico	Vice president of CAMFEBA, Member of YEP-PAC	CAMFEBA
Mr. Hing Sideth	Member of YEP-PAC	
Mr. Chek Lim	Member of YEP-PAC	
Mr. Meas Kunthea	Representing Mr. Srun Sroy, Member of YEP-PAC	
Mr. Som Chamnan	YEP-PAC Programme Manager	CAMFEBA
Ms. Huon Lida	Assistant Programme Manager, YEP Project	CAMFEBA
Meeting with Hotel Union and Management at Hotel Cambodiana		
Mr. Patrick Murray	General Manager	Hotel Cambodiana
Mr. Chea Bunla	Human Resource Manager	Hotel Cambodiana

Ms. Hun Pov	President of Local Union at Cambodiana Hotel	Hotel Union
Mr. San Sophuos	General Secretary	Hotel Union
Mr. Thorn Mex	Finance and Treasurer	Hotel Union
Mr. Svay Som Rach	Union Educator	Hotel Union
Mr. So Siphath	Union Advisor	Hotel Union
Meeting with Union and Management at British American Tobacco Cambodia		
Dr. Chuon Vuthy	Operation Director of BAT Company	BAT
Mr. Sted Imtiaz Farvove	Head of Human Resource of BAT	BAT
Mr. Sok Dara Rith	President of Local Union at BAT	Local Union at BAT
Mr. In Monirath	Vice president of Local Union at BAT	Local Union at BAT
Mr. Keo Phorn	Union Advisor of Local Union	Local Union at BAT
Mr. Chan Virak	Operation CORA manager of BAT	BAT
Mr. Kvach Kim San	HRM Operation of BAT	BAT
Mr. Heng Bun Chun	President of CIFUF	CIFUF
Ms. Khan Sophy	Vice president of CIFUF	CIFUF
SIEM REAP		
Meeting with four participating unions in Siem Reap		
Tourism and Hotel Unions, 7 leaders and activists lead by Mr. Loy Sithaen, local union president at Hotel.		
Meeting with Construction Union (CCTUF) and L'Ecole française d'Extrême-Orient (EFEO)		
M. Van Thol	President	CCTUF
Ms. Ken Cheng Lang	Vice president	CCTUF
Mr. Von Pov	President of Independent Democracy of Informal Economy Association (with eight members present)	IDEA
Ms. Sou Sotheavy	President of Network Men and Women Development in Cambodia (with five members present)	NMWDC

Project Restoration at Baphuon Temple		
Mr. Van Thol	President	CCTUF
Ms. Ken Cheng Lang	Vice president	CCTUF
Mr. Dim Veasna	President of Local Union at Baphuon Temple	CCTUF
Prok Sam Nang	Vice President of Local Union at Baphuon	CCTUF
Phat Phort	Union Educator	CCTUF
Pascal Roya	Chief of workplace site (Engineer)	EFE0
PAC Members in Cambodia		
Tep Kim Vannary	Vice-President	CFITU
Khat Sophy	Vice-President	CIFUF
Soung Houts	President	NEAD
Vorn Pao	President	IDEA
Poung Montry	President	UFID
Say Sam On	President	FBWW
Ieng Somann	Officer	FUS
Mom Sarorn	President	TUFIKEL
Cheng Nen	President	FUDWR
Lou Sak	President	CIUF
Sok Ravuth	President	FUF
Tol Phanmoeung	President	NUCW
Vong Sovann	President	CWLUFU
Nou Chandy	Committee	CTSWF
Chhom Veasna	President	CFWR
Un Dara	Ex-president	DISUF
Yong Phanny	President	DISUF
Mom Nhim	President	NIFTUC
Ath Thorn	President	C.CAWDU

Kim Chansamnang	President	TUWFPD
Som Aun	President	CLUF
Leang Sun Heang	Vice-President	CLUF
Nuon Chantha	President	DTFU
Heak Pring	President	CICA
Chea Sopha	Educator	CUF