

The Norwegian Confederation of Trade Unions (LO)

**EVALUATION OF GLOBAL CONTRACT &
AGENCY LABOUR PROJECT**

FINAL REPORT

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LIST OF ABBREVIATIONS

CAL	Contract and Agency Labour
CHF	Swiss Franc
DAC	Development Assistance Committee (OECD)
FES	Friedrich Ebert Stiftung of Germany
FNV	Federatie Nederlandse Vakbeweging/Federation Dutch Labour Movement
GUF	Global Union Federations
ICEM	The International Federation of Chemical, Energy, Mine and General Workers' Unions
ILO	International Labour Organisation
IMF	International Metalworkers' Federation
INMF	Mineworkers' Federation
ITGLWF	International Textile, Garment and Leather Workers' Federation
LO-Norway	Norwegian Confederation of Trade Unions
LO-TCO	Joint secretariat for International Trade Union Development by the Swedish Trade Union Confederation (LO) and the Swedish Confederation of Professional Employees (TCO)
MNC	Multinational Corporations/Companies
NOK	Norwegian Kroner
Norad	Norwegian Agency for Development Cooperation
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
SSA	Sub-Saharan Africa
TOR	Terms of Reference
UN	United Nations
USD	United States Dollar
USO	Unión Sindical Obrera
WET	Western European Team
WHO	World Health Organisation
WRG	Working Relations Group

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1 SUMMARY WITH RECOMMENDATIONS

1.1 Introduction

This report presents the outcome of an evaluation of support from the Norwegian Confederation of Trade Unions (LO-Norway) to the “Global Contract & Agency Labour Project” (CAL global). The project is implemented by The International Federation of Chemical, Energy, Mine and General Workers' Unions (ICEM).

The current phase of the project commenced in 2009 covering the period up to 2013. As per the terms of reference, the main focus of this evaluation (ref. annex I) has been on project implementation during the period 2010-2011.

The objectives of the evaluation have been to;

- Assess the results of the support provided to ICEM by LO-Norway to strengthen the trade union rights of contract workers and workers that are employed through labour agencies.
- Assess the modality of cooperation with ICEM and provide recommendations on areas for improvement, in particular related to monitoring and reporting on performance by ICEM.

The findings of this review have been based on a review of documentation presented by ICEM and LO-Norway, information provided through consultations with LO in Norway and ICEM in Geneva as well as a mission to the regional coordinator in Thailand covering several country and regional project activities. During the mission consultations were also made with national union leaders and representatives in Thailand.

The “project document” is presented in the form of applications to European affiliates supporting the project; i.e. LO-Norway and LO-TCO Sweden¹. The two applications differ in stated project timeframe but are almost identical in terms of content (activities and results). While the LO-TCO application states that it covers 2009-2012, there is one budget for 2009 and then a consolidated budget for 2010-13. The LO-Norway application covers 2010-2013.

The application to LO-TCO has been used as the project document on advice of ICEM since it is considered to be the most comprehensive one but then based on the assumption that it covers the project period of 2010-2013, not 2009–2012 as stated in the application.

1.2 Main findings

The use of Contract and Agency Workers (CAL) are on the increase in the global labour market as evidenced by labour market surveys and research. In many countries the development has adverse impact on workers rights and empowerment of unions. The issue has been raised several times in global and regional venues with ICEM as well as other Global Federations, i.e. it is a problem recognised globally among many labour union federations. In a recent survey among ICEM affiliates, CAL was put high on the agenda among most of the

¹ LO-TCO is a development cooperation secretariat founded by its two members: the Swedish Trade Union Confederation (LO) and the Swedish Confederation of Professional Employees (TCO) which manages the two trade unions' contributions to development projects.

unions in the sample when asked to rank challenges that need to be addressed. The above has served as a major justification for the CAL project.

The core response to the above by the CAL project has been empowerment of unions through sensitisation and training on how to address the problem. The aim has been to equip the unions with knowledge of approaches to mobilisation of CAL workers for union membership and/or include them in collective agreements.

The CAL project is targeting two regions with highly diversified country environments, i.e. Asia and Latin America. So far, unions in nine countries in Asia and five countries in Latin America have directly benefited from the project during 2010-2011 (if including participation in regional CAL conferences)². Comparing the above with the number of ICEM affiliates and countries in these two regions, the outreach of the project has so far covered a limited number of unions and countries. This is because the project is very compared to its level of ambition and potential target group.

According to the progress reports, 1644 union representatives and CAL workers have benefited from participation in training/sensitisation workshops/seminars during the two years. There are also other project outputs that can be attributed to project activities like adoption of resolutions at regional conferences, production of newsletters, production and dissemination of reports from "research"/surveys, and awareness rising efforts locally, regionally and globally.

There are several project outcomes presented in the progress reports. Some of these are linked to project outputs. Among others, there is evidence from some countries where unions made direct use of knowledge gained from training/sensitization workshops and/or counselling/supervision by regional coordinators which assisted unions in mobilisation of CAL workers and/or address CAL issues in collective agreements. This is confirmed by information obtained from a sample of case studies in the Asia region included in this evaluation.

The progress reports also contain a wealth of information about country level changes and outcomes. Only in a few cases can these be attributed to project activities and outputs i.e. the progress reports are not specifically reporting on project activities, outputs and outcomes but rather on country and regional developments related to CAL in general. Sometimes the reports also reflect on other union issues featuring high on the agenda in the two regions. The progress reports also present information on developments in regions outside the scope of the project (e.g. Europe/North America) and/or targeted by other projects (like the CAL project specifically targeting Sub-Saharan Africa).

The above reflects a general challenge with project design i.e. the lack of a clearly defined scope of the project with a consistent framework for implementation and monitoring. The project objectives (purposes) and associated outputs, activities and inputs are not presented with a clear logic linking one element at one level to another at a higher level.

This challenge associated with project design also impact on project management, monitoring and reporting. If asking two standard questions related to project design i.e. what is the project to have delivered by 2013 and how will it be delivered, consulting the project log frame gives very limited guidance.

² A separate CAL project supported by SASK, Finland, is targeting countries and unions in Sub-Saharan Africa.

While several unions have been empowered through the project, it has still had limited outreach as compared to the target group. This suggests a continuation of project activities but with more focus on activities for empowerment of unions.

The project has a relatively small budget of approximately 440,000 CHF per year as compared to the 6.5 million CHF annual budget of ICEM. ICEM is today managing many training, education, awareness and information activities independently of its external funding partners. These activities form part of ICEM's regular operations funded from the regular operational budget. On the other hand, the ICEM portfolio of projects is funded by external partners to the tune of 1.6 million CHF per year (24% as compared to ICEM total budget), i.e. external project funding is required to maintain current level of project activity.

Approximately 58% of the CAL project expenditure is for ICEM staff, sub-contracted project staff including two regional coordinators and their travel and other support costs. Approximately 15% of the project spending is for national seminars and training workshops for union leaders and representatives, 18% for regional conferences/workshops with the balance of 9% for production of information and training materials including research. Regional coordinators play a key role in organisation and implementation of the activities which are for the large part taking place at country and regional level.

Resources at ICEM Headquarter (HQ) level are first and foremost for project management and coordination. Some inputs like training materials and dissemination of information including research are also undertaken at HQ levels. However, there are trade-offs to be considered in resource allocations for different project components. As an illustration, if spending at ICEM HQ level was reduced by 50% (to 29% of total project costs) in favour of more resources at regional, and in particular, country level, some additional 760 union representatives could have been attending CAL training/sensitisation workshops each year i.e. increased project outreach in terms of countries and unions.

The annual contributions from funding partners like LO-Norway and LO-TCO Sweden have been based on project applications from ICEM with a budget annexed to the application. The budget is an overall calculation of expected annual costs (the same each year) with a "notional" distribution of funding item by item between LO-Norway and LO-TCO. The presentation of charges to each source by type of expenditure is only an accounting exercise. It does not reflect the reality of who was funding what input i.e. this form of "earmarking" is not meaningful since funds from the two sources are blended without any specific audit trail to a particular expenditure.

Progress in implementation has been presented in the form of semi-annual reports. The reports have followed a format introduced by the European funding partners to be applied to all ICEM projects as a standard reporting format. These reports contain an overview and presentation of overall progress as well as progress by region.

Accounts have been presented for each year in accordance with a prescribed accounting format introduced by the same European funding partners. The format segregates expenditures by global, regional and country levels as well as by a special chart of accounts. For 2010 accounts were presented separately for LO-Norway and LO-TCO while for 2011 they were presented as consolidated accounts.

The same applied to project audits for which the opinion were issued on separate financial statements for 2010 rather than a consolidated statement covering all sources and uses of

funds related to the project as the case was for 2011.

ICEM is currently implementing 15 projects with support from four funding partners. ICEM and the partners have agreed to use standard formats developed jointly for program planning, budgeting and reporting. Harmonisation of the applications, monitoring and reporting procedures and formats can potentially result in savings of transaction costs. The challenge however is that the formats do not fully meet standard requirements in support of effective program management and monitoring. Furthermore, in formulation of the CAL project it has not followed the logic these formats are based on.

1.3 Recommendations

While there is evidence to suggest that the project is empowering ICEM affiliates, the main challenge with this project is the lack of a consistent framework for management, implementation and monitoring i.e. it is not clear what the project is to achieve and how. This impacts on quality of monitoring and reporting. The above findings lead to the following main recommendations;

- The project log frame should be revisited with an ambition to produce a consistent project framework to guide implementation. It should show clear linkages from the purpose level served by one or more outputs to be delivered by activities segregated by each output (i.e. a consistent logic).
- When revising the project design, more resources should be allocated to regional and national level activities on account of global level inputs, this to promote higher outreach for the main beneficiaries; the unions.
- The above should be translated into an implementation plan (work plan) to guide implementation and for more effective monitoring and reporting. It should be accompanied by a budget presented along two dimensions i.e. by type of cost and by activity (not as today as a mix of the two), this to be able to monitor efficiency in spending.
- Progress reports should be reporting on achievements against annual targets as presented in annual work-plans (planned versus actual outputs). A simple performance assessment framework with milestones distributed for the duration of the project can be used to assess project outcomes.
- ICEM has a portfolio of many small projects with overlapping agendas/purposes. However, since some of them are funded by different sources they are managed as separate projects. When external partners support a project they should do so through joint funding arrangements and not by earmarking their contributions to a specific project, activity or cost item (or a share of each item as the case is for the CAL project).
- ICEM should consider merging projects that today are segregated due to different funding partners or geographical locations but otherwise serving the same purpose. This will reduce transaction cost, and significantly improve monitoring and assurance from a fiduciary perspective (one overall audit rather than individual special purpose audits of each project).
- The above will be important to address when ICEM is merging with IMF and ITGWF which will expand the portfolio of projects.

2 SCOPE OF REVIEW

LO-Norway commissioned an evaluation of the CAL Project implemented by ICEM. As per terms of reference (annex I) the objective of the evaluation has been;

- To assess the results of the support provided to ICEM by LO to strengthen the trade union rights of contract workers and workers that are employed through labour agencies.
- To assess the modality of cooperation with ICEM and provide recommendations on areas for improvement, in particular related to monitoring and reporting on performance by ICEM.

The evaluation has included several tasks, among others;

- A review of the relevance of the project and project activities i.e. to what extent the project has targeted the needs of the organisations and their affiliates and to what extent it has responded to changing needs and external factors during its implementation.
- An assessment of results produced or what results are likely to be produced by the end of the project in 2013.
- The efficiency in project execution i.e. the extent to which results have been reasonable compared to the inputs used.
- An assessment of sustainability, in particular as concerns ability to continue project activities when LO-Norway support ends.
- An assessment of project impact, among others, to what extent ICEM and the beneficiary partners have been able to improve their performance towards the governments, employers and the general public of their countries as a result of the project.

The evaluation of impact has focused on the extent to which some of the project deliverables can be traced to outcomes for the unions. Impact for the workers has not been systematically assessed since it would have required survey based information which was beyond the scope and timeframe to implement for this evaluation.

The review of the documentation revealed that assessing attribution of results and outcomes to project inputs and activities was a challenging task. The project log. frame as presented in the project document, the main point of reference, has been designed in a manner that makes it difficult to assess links between inputs/activities and results/outcomes. Furthermore, the format applied for progress reporting does not encourage a display of links between resource efforts (inputs and activities) and reported results/stated outcomes. Because of these challenges in project design and management, it has proven very difficult to assess causality and level of attribution between the two e.g. what is reported on as outcomes at country and regional level and the extent to which they are at all linked to project outputs.

In view of the above, a substantial amount of time has been spent on reconciling information from various reports and other inputs into one overall presentation (progress matrix) used as

a tool for overall project assessment. Even with a “progress matrix”, it still did not give a full overview of project activities and results since the documentation on progress did not fully distinguish between developments in general (like developments within unions and federations) and developments attributable to the project. Furthermore, stated results are often activities, not results.

In many cases results and outcomes reported on are not related to the project (like reports on results in Africa and Europe while the project is targeting Latin America and Asia). Results are also reported on at different degree of detail and different levels (like change of legislation in a country as compared to assisting an institution in formulating a terms of reference for a study).

3 BACKGROUND

3.1 ICEM organisation

ICEM, (the International Federation of Chemical, Energy, Mine and General Workers' Unions) is a world labour federation. By March 2012, ICEM represented 355 industrial trade unions in 115 countries with an approximate total membership base of 20 million workers worldwide. ICEM's main mandate can be summarized into the following:

- negotiating and monitoring global agreements with multinational companies,
- networking of trade union within global corporations,
- coordinating solidarity and support for member unions,
- union-building in countries where unions are weak or non-existent,
- providing information and expertise to support union on various issues,
- representing workers' interests in UN agencies and other intergovernmental organizations, and
- providing skills training and support through development work for trade unions.

ICEM members constitute unions from a wide range of industries and sectors including Energy, Mining and Quarrying, Chemicals and Bioscience, Pulp and Paper, Rubber Industries, Diamonds-, Gems-, Ornaments- and Jewellery Production, Environmental Services, Glass-, Ceramics-, Cement and Associated Industries as well as other industries.

ICEM promotes information exchange between affiliated trade unions and is expanding trade union contacts and cooperation worldwide including the major multinational companies. ICEM facilitates support to its members both with the use of its professional staff at the secretariat and by engaging specialists from its affiliated trade unions around the world.

ICEM often represents workers' to national authorities and international bodies. These include the relevant specialized UN agencies, such as the International Labour Organization (ILO) and the World Health Organization (WHO).

ICEM's secretariat is located in Geneva with a staff of 16 employees. From June 2012 the secretariat will expand to approx. 40 by the merger with the International Metalworkers' Federation (IMF) and International Textile, Garment and Leather Workers' Federation (ITGWF) under the name of "Industry All Federation". With the merger the new organization will include five regional offices with two–four staff each. This will bring the number of affiliated member unions up to more 660 and with a combined membership base of approximately 80 million workers.

3.2 ICEM project portfolio

ICEM extends its support to member affiliates in developing countries and emerging economies through a project portfolio funded by many of its affiliates in OECD countries. Some of these affiliates have established specific fund management secretariats/agencies which in turn mobilise development assistance from their host governments and other sources.

Currently ICEM has a portfolio of 18 projects. The portfolio is a mix of projects directed at interventions to support specific unions in a country to regional and global projects focussing on thematic issues common to all affiliates. The CAL project is labelled as a "global project"

although two other projects, CAL Sub-Saharan Africa and CAL Columbia are supporting the same objective although with a more narrow geographical focus. Thus the CAL Global both contains elements of a general nature related to Contract Workers as well as specific interventions focusing on the Asian and Latin America regions only.

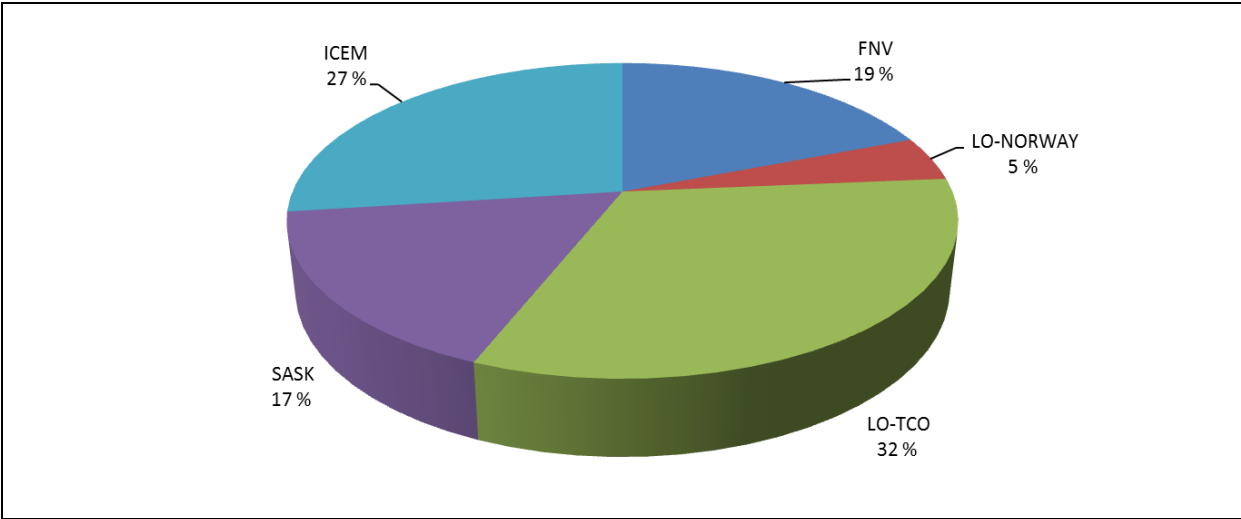
The total external financial contribution to these projects is approximately 4.8 million CHF of which total disbursement was 1.7 million in 2011 and the total estimated contribution for 2012 is 1.6 million CHF.

Table1 – Overview of ICEM current portfolio of projects with external funding (in CHF 000)³

Project	Location	Duration	Total external finance	Donor
Brazil Social Dialogue	Brazil	2010-2012	150	LO-TCO
Colombia Social Dialogue	Colombia	2010-2012	306	LO-TCO
CAL Global	Global	2010-2013	920	LO-TCO/LO-Norway
CAL Sub-Saharan Africa	Sub-Saharan Africa	2012-2014	339	SASK
CAL Colombia	Colombia	2011-2012	116	FNV
TUMEC Project	DRC	2011-2012	103	FNV
HIV/AIDS	Sub-Saharan Africa	2010-2012	606	FNV/SASK
MNC Social Dialogue - Asia	Indonesia, India, South Korea, Malaysia, Vietnam, Thailand	2010-2012	851	FNV/LO-TCO
Nepal project	Nepal	2010-2012	72	FNV
Mercosur Pulp & Paper Latin America	Argentina, Brazil, Chile, Uruguay	2009-2013	358	SASK
Organizational Development	Sub-Saharan Africa	2010-2012	970	LO-TCO/FNV

The external funding of the portfolio stems from four European affiliates. In addition, ICEM provides inputs to the same projects mainly by its own staff with project management, supervision and administrative services. In addition, ICEM staff serves as expertise in extending technical assistance to the affiliates within the scope of the respective projects.

Figure 1 – Distribution of contributions to ICEM projects by source 2011



³ Includes only on-going projects.

The financial value of the ICEM input cannot easily be determined. However, on request of one of its project sponsors, ICEM made a detailed assessment with estimates of how much time they allocate to each project and other expenses funded from the ICEM's regular budget. The estimate suggests that ICEM's contribution to the above projects was to the tune of 627,000 CHF in 2011. This is equivalent to 27% of total project costs when adding the cost of ICEM's contribution to costs funded by the external sources (ref. figure 1).

The affiliates targeted for the various interventions also contribute to project implementation, i.e. they also avail time and other inputs in implementation of activities such as facilitation, organisation and implementation of workshops, seminars and conferences, producing information and facilitation of other project related activities. The financial values of these inputs are not included in the above unless they have been compensated by payments from the project budgets.

4 OVERVIEW OF THE PROJECT

4.1 Project design

4.1.1 The issues to be addressed

Contract and agency labour (CAL) has been a key priority for ICEM since its World Congress in 2003. The Contract and Agency Labour project started in 2005 with a two year project cycle ending 2006. Initially the project focus was on exchange of information and developing a strategy. A follow on phase was implemented during 2007-2008 with a broader menu of activities including solidarity support to unions.

Since then more or less the same menu and mix of activities have been maintained in follow on phases of the project. Among others, the project implements national training seminars and workshops targeting unions as well as regional conferences and workshops with some thematic presentations/discussions. The project includes production of information material/pamphlets among others used as input to above training/conferences. It includes implementation/co-financing of surveys and studies on CAL related issues at national and regional levels, and/or by sub-sector. In addition to the main activities mentioned above, the project has been used to finance various smaller interventions/inputs by ICEM HQ as solidarity support to national union actions in different countries.

The project is labelled “CAL Global”, however, it is targeting in particular Asia and Latin-America, while a different project is targeting Africa. Furthermore, its external source of funding stems from the development cooperation budget of the Governments of Norway and Sweden, hence project activities eligible for funding are those falling under the definition of Official Development Assistance (ODA)⁴.

The stated problems that the project intends to address as per project applications to its sponsors include:

- Lack of understanding about successful union strategies in addressing the issues surrounding contract and agency labour.
- Lack of coherent international and regional coordination and response to the problem.
- Lack of development of organised initiatives towards governmental policies.
- Lack of “best practice examples”, especially in the area of negotiations with companies, and, more in particular, for collective bargaining purposes.
- Lack of high level and dedicated regional research, supporting union negotiators and leadership in their campaigns.
- High demand for information, exchange and training by ICEM affiliates, requiring much higher degrees of coordination and expertise.

As a conventional log. frame approach the expected objectives of the project would then have been;

⁴ OECD’s ODA definition, in addition to funding with a grant element of at least 25%, requires clear contributions to social and economic development and for citizens of developing countries on the Part I of the DAC List of Aid Recipients (usually termed Developing Countries).

1. Union strategies addressing contract and agency labour developed.
2. International/regional coordination arrangement/procedure established and operational.
3. Model initiatives towards government policies developed.
4. Best practice examples developed/documentated.
5. Regional research producing results that support union campaigns published/disseminated.
6. Demand for information addressed.

However, as reflected below, the project objectives and planned results are somehow different and often a mix of results and activities with limited specification as to how and in what way the initial problems identified are to be solved i.e. the project lacks a consistent log frame.

4.1.2 Project objectives

As stated in the project application for the period 2010–2013⁵, the project *development objective* (goal) is to implement practical and strategic union responses to contract and agency labour in ICEM sectors.

The specific project objectives (purposes) are:

1. Maintaining and developing information and strategy exchanges between ICEM affiliates, both at global and at regional level, as well as with other Global Union Federations (GUFs).
2. Coordinating between affiliates to promote union strategies, campaigns and international support for union initiatives in response to contract and agency labour.
3. Providing advice and information for affiliates dealing with contract and agency labour.
4. Providing technical support to negotiators at national, regional and international levels, that are carrying out direct company negotiations on the issue of contract and agency labour.
5. Coordinating specific research exercises carried out by academic and support organisations.

While the above are labelled “objectives”, most of them are actually activities in more conventional planning terms.

There are no actual targets set for the project period enabling assessment of to what extent the project objectives have been fulfilled. If so it would in any case have been a challenge since the objectives resembles processes and activities rather than a situation at completion.

⁵ The “project document” is presented in the form of applications to affiliates supporting the project; i.e. LO-Norway and LO-TCO Sweden. The two applications differ in stated project timeframe but are almost identical in terms of content (activities and results). While the LO-TCO application states that it covers 2009-2012, there is one budget for 2009 and then a consolidated budget for 2010-13. The LO-Norway application covers 2010-2013. The application to LO-TCO has been used as the project document on advice of ICEM since it is considered to be the most comprehensive one but then based on the assumption that it covers the project period of 2010-2013, not 2009–2012 as stated in the application.

This makes it difficult to assess if the project has actually achieved stated objectives (ref. presentation in sections below on results and impact).

4.1.3 Project outputs and indicators of achievements

The project applications states some expected results (outputs) and indicators to assess achievements of these results.

Expected results:

1. Information is developed and exchanged between ICEM affiliates on a global and a regional level, as well as with other GUFs.
2. Coordinated solidarity action in support of the campaign and activities is implemented, including in support for activities organised at the global level.
3. The promotion and awareness raising amongst ICEM's affiliates in all regions on union strategies, organising, negotiating and campaigns in response to contract and agency labour are maintained.
4. Continuation, and further development of global strategies and initiatives on dealing with contract and agency labour at the level of the ICEM and the other Global Union Federations are secured.
5. The issue of contract and agency labour is taken up into collective bargaining processes.
6. A coordinated Western European Team of trade unionists continues to be able to carry out training and coordinated solidarity action in support of the campaign.
7. Development of dedicated high level research to support both the campaign and union negotiators is secured.

In conventional project design the above would likely be considered as a mix of project outcomes, results, activities (like "objective" no 3 and 4) and even inputs (like "objective" no 6).

This becomes evident also when assessing suggested indicators to use to verify that the above "results" have been produced.

Indicators

1. Organising of meetings, conferences, workshops and seminars to discuss, educate and exchange information, at national, regional, as well as global level.
2. Good flow and exchange of information at various levels nationally, regionally and globally, on issues relating to CAL, including union strategies, legal issues, organising, collective bargaining processes and campaigns.
3. Direct solidarity support between ICEM affiliates carrying out campaigns and national action against contract and agency work.
4. Involvement of other Global Union Federations, including through meetings coordinated by ICEM.
5. Western European Team continues its work.
6. Dissemination of ICEM and affiliates research and publications on contract & agency labour widely amongst affiliates and other Global Unions.
7. Engagement with MNCs through the global agreement review process on including

CAL language into ICEM's global agreements.

Most of the above are more detailed specifications of the processes presented as "results". To actually apply some of them as indicators of progress in achieving the objectives or results requires systematic data collection, compilation and dissemination on a regular basis (with a baseline prior to start of the project). This will further be discussed under presentation in sections below on project effectiveness, outcomes and impact.

When actually reporting on results, the semi-annual (midterm and annual) progress reports provide information on progress against eight results i.e. one more than in the project application. The "new" result area has been stated as "Where needed internal union rules and regulations are looked at" with an indicator measuring this "deliverable" by "affiliates reviewing their internal structures and rules".

The progress reports present some other indicators than stated in the application and few with any measurable target to actually serve as indicators to measure progress. This will be addressed in more detail in sections presenting assessment of project effectiveness.

4.1.4 Project activities (and/or inputs)

The project document (application) describes a range of activities in delivering the above results. They have been described under eight headings;

1. Global coordination – which consists of coordination activities related to all elements of the project; among others coordinate the Global Campaign related to CAL including awareness raising and an efficient exchange of information, coordinate and facilitate support to affiliates extended by the project, further develop the global strategy for CAL campaign and organising global actions, events and conferences related to CAL.
2. Research – includes production and dissemination of research and publications, develop a database of case studies, collective agreements and existing research on CAL and establish links to other research organisations.
3. Publications and materials – stated as to produce regular updates on current struggles of unions in the area of CAL, maintain the ICEM website on CAL, and develop and disseminate training material.
4. Regional coordination – includes regional exchange of information, implement negotiator trainings in the region, manage project activities in the region, provide case studies and database updates to the ICEM secretariat, develop training and research materials, organise and coordinate regional network of dedicated trade unionists within and between the regional team and the global (ICEM HQ) team.
5. Negotiators training - training to unions that are campaigning or bargaining on the issue of CAL implemented by regional coordinators.
6. Regional Exchanges – are organisation and implementation of regional conferences on the issue of CAL by regional coordinators in cooperation with ICEM HQ staff and with input participation from the Western European Team.
7. Western European Team – is a team of selected representatives from some affiliates to serve as resource persons and will provide assistance to the project among others through participation in national, regional and global seminars and workshops.

Most of the seven "activities" listed above cut across the seven results the project is stated to deliver. As an example for illustration, "Global coordination" contains elements of project

management as well as activities to deliver a result. It specifies among others that it is also part of an activity that will deliver seminars, conferences and workshops, facilitate support to affiliates and develop the CAL strategy; i.e. directly deliver on result 1-4 mentioned above. Regional coordination (activity 4) also includes activities under Negotiators Training (activity 5) which combined with “Global coordination” as well as other activities will deliver many of the same results.

The challenge with this form of project design (“logic”) is that there is no clear link between each of the levels in the project log. frame e.g. some activities are assumed to deliver part of several results, some of the results serve to achieve some parts of several objectives.

This form of “logic” creates a particular challenge when trying to produce a consistent work plan/programme; a key tool for programme management and monitoring. The latter, if available, would then have enabled an assessment of to what extent an activity was implemented and the extent an observed output can be attributed to this project activity, another project activity or an activity external to the project. This will be further discussed in sections below.

4.1.5 Project implementation

At ICEM headquarters, one full time staff serves as the project coordinator for the project portfolio. For the CAL project the coordinator serves as the project manager. A part-time consultant (seconded from IMF) assists in the overall management and coordination of the project in addition to managing one of the project activities; research and dissemination. Other HQ staff of ICEM contribute to project management and implementation in their respective professional capacity such as activities related to production of information materials, publication and dissemination, participation in workshops, seminars and conferences in their professional capacity as well as in formulation of project budgets, budget execution, accounting and internal controls.

At the regional level, two project coordinators have been contracted, one for Asia based in Thailand and one for Latin America based in Brazil. They serve as managers and coordinators/facilitators for activities within their region. They present a list of activities for each year with an associated budget which once approved by the project management is implemented with delegated authority.

The consultant and the regional coordinators prepare quarterly financial reports. In the case of the regional coordinators, they contract financial audits and submit these audits to ICEM. ICEM is responsible for monitoring the project and for the submission of six monthly reports to funding agencies.

The project document is used in guiding implementation of project activities. Each year with submission of the last quarter report, the regional coordinators include a list of activities planned for the next fiscal year (calendar year) which resembles a work plan for the year. It is accompanied by a proposed budget for regional level activities.

Once approved it serves as the “work plan”/list of activities to be implemented under the management and coordination of the regional coordinator with support and under supervision from ICEM headquarters.

Since the 4th quarter progress report (which serves as the annual report) is submitted after the close of the year, it means that the “work plan” and budget for the next year at the

regional level is not approved before the year has commenced. Subsequently most of the activities at the regional level do not start implementation before the 2nd quarter.

The project application is used as the tool in guiding implementation but the activities listed have not been translated into an operational plan (work-plan) showing which activities to be implemented when. However, the quarterly reports from the regional coordinators provide some details on activities implemented in the form of an “activity matrix” presenting the main activities at the regional levels i.e. seminars, workshops and conferences with details of planned and actual number of participants. Other activities are presented in the narrative part of the report. Thus comparing the activity matrix with the initial list of activities presented in the 4th progress report/annual report for the proceeding year gives an opportunity to assess progress in implementation.

A consolidated overview of progress in implementation of the entire project, however requires consolidation of the information in all reports summarised in a performance matrix. An attempt was made by this review to get an overview of annual results as well as accumulation of results over time which was then used as a tool for overall assessment of project performance (ref. section on effectiveness below).

4.1.6 Project budget and financing

The project is partly funded from LO-TCO and LO-Norway and indirectly with contributions from ICEM, the latter in the form of staff time and other inputs charged to ICEM's regular budget. As previously mentioned the “project” is described in two almost identical applications to the funding partners; LO-TCO and LO-Norway.

The main difference between the two is that the former states that the project duration is 2009-2012 while the latter 2010-2013. In the former case it is presented with a budget covering 2009, and then with a consolidated budget for 2010-2013 corresponding to the LO-Norway application. Based on this and as confirmed by ICEM, it is assumed that the project duration is 2010-2013 with the corresponding budget for the same period.

The budget has been presented with details for one year and with the same annual budget to be repeated each year; i.e. the nature of activities and associated expenses are assumed to be *identical* each year.

From a financial management point of view it resembles a regular operational budget of an organisation who provides some services on demand and otherwise are engaged in annual events repeated each year, i.e. not a budget for a project designed to address a specific problem or achieve a specific purpose within a prescribed timeframe.

Table 2 – Project budget and financing – one year estimate (in CHF)

	Budget	Contributions/finance		
		ICEM	LO-Norway	LO-TCO
Project management and coordination	247,500	45,500	71,500	130,500
Training workshops	65,000	159,500	89,500	180,500
Research/training material	35,100	2,000	13,800	19,300
Regional/global workshops	90,571	82,000	-	8,571
Total	438,171	289,000	174,800	338,871

Some of the project items can be linked to a specific activity, others cut across project activities. The budget item labelled “project management and coordination” is cost of ICEM

own staff inputs, cash contribution to IMF for use of consultant recruited by them and cost of regional coordinators. Included in the amount are also travel costs for the same staff/consultants. The cost of ICEM's staff is calculated based on staff input in days multiplied by cost per day. As per ICEM's estimates the cost per day of ICEM staff varies between 668 and 1531 CHF⁶.

Training workshops are cost for the national CAL workshops which are repeated in different countries and for different unions each year. The cost includes rent of venues and accommodation/subsistence for participants.

Research/training material are partly cost of producing/printing/distributing training materials for workshops/conferences and also contribution to external researchers. It also includes the cost of the Western European Team which is supposed to contribute as resource persons (professional input providers).

The cost for regional/global workshops includes rent of venues, travel, accommodation and subsistence for participants.

⁶ The fees are on par or above regular consultancy fees among others because of relatively high contributions to pension schemes.

5 PROJECT ASSESSMENT

5.1 Project design

The project has been designed as a response to an issue high on the agenda for many of ICEM's affiliates. However, there are some major challenges to project design i.e. project objectives (purposes) and associated outputs, activities and inputs are not presented in a logic that enables adequate monitoring of project performance. This is a major problem associated with project design which then also impacts on project management and monitoring.

There is a wealth of information contained in regional quarterly reports which subsequently are consolidated into semi-annual reports. The reports often give a detailed presentation of actions and achievements by national affiliates. However, while reporting on if these achievements may be of value, there is limited evidence to suggest that the reported achievements can be attributed to any of the activities funded under the project. On the contrary, hopefully many of them are not since they are outside the scope of the program and many of the presented are not eligible for support with this form of public funding (the aid budget).

There is no specific management tool developed translating project design elements into an operational work plan and budget; the latter a key instrument to measure progress in a systematic manner. An annual consolidated work plan and budget would make it easier to manage and monitor project execution through delegated procedures with fewer requirements for "time-consuming" ad-hoc based and micro management.

Presenting progress in a standardised work plan format would reduce the need of having to search outputs and outcomes in lengthy narrative reports. More importantly, what the project is not delivering as planned one year, should influence the work plan and budget next year, however, it requires that one keeps track of both physical and financial progress in a systematic manner. Assuming delays one year can be compensated by higher level of activity the following year, the work plan and budget can then not just be repeated each year as the case is now.

5.2 Relevance

The current CAL project (2010-2013) succeeds a CAL project 2007-2008 with a bridging year in 2009 to ensure continuation during preparations for the current project. There is ample empirical evidence suggesting that CAL workers are on the increase in the global labour market and that this development has adverse impact on workers rights and union empowerment in many countries. The issue has been raised several times at global and regional venues with ICEM as well as that of other Global Federations. In a recent survey among ICEM affiliates (as an activity under the CAL project), the issue was put high on the agenda among most of the respondents in the survey when asked to rank challenges that need to be addressed.

The above surveys as well as other labour market research have shown that CAL workers face multiple challenges related to job security, workplace conditions and environment, and lower bargaining powers as evidenced by lower salaries when compared to workers with permanent employment and organised through unions. In most cases it also means

deprivations of other rights and benefits like pension and health insurance. Without a union membership, they are not entitled to rights and benefits negotiated through collective agreements between unions and employers. They are often not even recognised under agreements and principles negotiated by regional and global labour federations, for instance related to multinational corporations.

Another dimension is that growth in employment of CAL workers weakens the bargaining powers of unions, this because it leads to reduced number of union members when permanent labour is substituted by CAL workers or outsourced to sub-contracted service providers. In some cases it has been observed that unions hesitate to allow these workers membership, in other cases there are prohibitive labour laws and regulations that hinder such membership.

There are also observed cases in which employers offer CAL workers higher remuneration and other benefits as an incentive to stay outside unions. This practice undermines empowerment of permanent employees through their union membership. While it then may seem as a benefit for CAL workers it is often a shortterm benefit due to the fact that their contracts are shortterm, not providing job security and other rights unions are trying to promote.

The core response to the above by the project has been sensitisation and capacity building of unions. The main approach has been training/sensitising unions on how to address the problem with the aim of equipping them with knowledge on ways to mobilise contract workers for union membership and/or through collective agreements harmonise the terms of agency workers with that of permanent employees. This is to reduce the asymmetry in bargaining powers and ensure that collective bargaining through union membership maintains its added value for the workers. As such the strategy chosen is a relevant response to address the problem.

However, country political and legal environments differ substantially among the affiliates. In some countries, addressing CAL may need to be preceded by changing labour laws, regulations and legal practices. For instance, there are countries, even among the case studies for this review, where the binding constraint is not growth in CAL, but prohibitive barriers for any form of union influence and ability to grow in membership. In these environments, membership of a union may result in “lockout” from the workplace.

In some cases freedom of organisation is so limited that for instance a worker in one category or type of contract is not allowed to become a member of a union of workers with a different type of contract or of a different professional category. Furthermore, in some countries, unions are from the outset weak in capacity, negotiation powers and membership that to expand their agenda of issues without even being recognised as a negotiating party by employers suggests that the response should be to support them in mobilisation of members and building organisational capacity and skills.

In some cases and countries, the environment is so hostile to unions without legal protection of basic rights, that support for an affirmative action would be a more appropriate response than training and capacity building. In some cases the challenge is related to a Multinational Corporation (MNC) in which case facilitation of actions towards the MNC mother company may have more merit before proceeding with actions locally.

All the above are partly addressed by ICEM through other projects and partly by its general

consultations and facilitation work through its regular operations as a secretariat of a global federation.

5.3 Results and likely impact

The project is implemented through a three layered system of implementation, at country level, at regional level and at global level. The main target group for the project are the country level unions. Through seminars and workshops they are sensitised and trained on how to address CAL through among others the use of the CAL guidance tool developed by ICEM, and various short versions of the tool translated into local language.

Research and other publications produced and/or disseminated by ICEM are also serving as inputs. In addition sub-contracted resource persons from other affiliates including those of their training and education sections and others from academic/research/training institutions, are also key input providers.

At regional level sensitisation seminars and conferences are implemented, both among federations of “sector” unions across countries as well as jointly for ICEM affiliates across sectors. Sometimes workshops on CAL have been conducted back to back with regular ICEM regional meetings.

Out of these venues, new and sometimes innovative approaches are presented and serve to expand the “toolbox” that can be considered by different unions in how to adjust their approach in respective country environment.

At the global level coordination of efforts and information exchange serve the regional and country level processes. At this level are also the management and monitoring tasks implemented.

The project is targeting two regions with highly diverse country environments. According to information from ICEM, the federation has a membership of 355 affiliates in 114 countries. Of the affiliates 94 unions are in the 31 Asian/Latin American countries eligible for development assistance.

The major beneficiaries of the project have so far been unions in nine countries in Asia and five countries in Latin America if participation in regional CAL conferences is included as a benefit. Comparing the number of ICEM affiliates and countries with actual beneficiaries, the outreach of the project has so far been limited. However, a parallel project, CAL SSA supported by another European affiliate, targets a selection of countries in Sub-Saharan Africa.

The project has been designed with a standardised approach with the same deliverables each year. The main activity is delivering workshops/seminars with broadly the same number of unions and participants in different countries each year⁷. In addition, a number of information and awareness type activities are also implemented. A list of the main activities and results is presented in the following table.

⁷ An estimate of the number of unions and participants to be reached each year is not specified, however, the budget is the same each year thus assuming the number of countries, unions and participants to benefit from the 15 workshops/seminars are the same.

Table 3 – Main activities and results of the project 2010-2011

Activities	Output 2010-11
1. CAL training/sensitisation	
2010; 11 training workshops in Latin America; 13 in Asia. 2011; 12 training workshops in Latin America; 13 in Asia.	Asia; 815 participants have been trained. Latin America; 829 participants have been trained.
3 Regional CAL conferences in Asia; participation from 9 countries . 2 Regional conferences in Latin America; participation from 5 countries.	Asia Regional Committee; adopted a resolution on CAL in which participants agreed to develop a strategic action framework.
2. Information/awareness	
Production of newsletters with among others 11 CAL interviews of which 3 related to this CAL project.	4 CAL Newsletters
Developed a Mini Guide Dealing with Contract and Agency Labour.	New 'Mini Guide to Dealing with Contract and Agency Labour' was published December 2010
In Brief Web based news stories	Several articles produced during the period under review, covering global issues
ICEM Global Info articles	2 CAL articles published.
Development and update of PPT on CAL	Updated PPT on CAL published on web site.
Translated 2009 ICEM India CAL video into French	ICEM video in French produced
2 Country Research Papers (Thailand and Netherlands)	One report relevant to CAL project target, Thailand, was published
Assisted with report on use of CAL in the cement industries of India, Indonesia, Thailand, Malaysia and the Philippines.	Report on the use of CAL in the cement industries published.
Study on use of CAL in garment factories in North India by Ambekar Institute of Labour Studies implemented, with assistance of ICEM	Study report published
ICEM and FES commissioned a report examining impact of new CAL law in Ecuador on mining, oil industry, and electric power.	Study report published (Outputs of this study used at seminars in 2011).
Others (which are presented as activities/results but would in a conventional log frame be classified as inputs);	
5 Working Relations Group meetings.	(WRG participants agreed to strengthen the global unions' joint principles on temporary agency work. WRG was "involved in feeding into the development" of the UN Guidelines for Business and Human Rights, and revision of the OECD Guidelines)
3 Western European Team (WET) meetings. (WET travelled to Buenos Aires for Global CAL Conference, to Africa Regional Conference and with ICEM Project Officer and CAL Global Project Coordinator, to Copenhagen and Brussels to "review project developments".	(WET is not an output but rather an input to achieve better quality results).

Based on the regional reports, training/sensitisation has been conducted for unions in several countries with participation of 1644 union members and CAL workers. When consulting the annual reports, there are other results reported as well such as adoption of resolutions at regional conferences, production of newsletters, production and dissemination of reports from "research"/surveys.

Some results presented are inputs and/or activities rather than results e.g. that some groups meet to discuss are not by itself a result contributing to the project purpose. Some of the results may be classified as intermediary outputs serving as inputs to the core activity (even if they have other uses as well). Some are results from activities which are outside the scope of the program but an attempt to unlock other constraints in order to make the CAL support through the program more relevant (like supporting a unions capacity in mobilisation of members, assist in advocacy at country, regional or global level in cases of MNCs).

Information from case studies suggests that the sensitisation seminars and meetings as well as training workshops have assisted unions in changing their strategy towards dealing with

CAL. Among them they refer to actions for mobilisation of CAL workers as members of the union and/or inclusion of CAL workers in the collective agreement. Others, however, found that the binding constraint was not training and sensitisation but need for more affirmative actions to address a hostile environment for unionisation.

The project states objectives to be achieved and some indicators to assess actual achievement. These are neither quantifiable nor easily verifiable. For the purpose of this review an attempt was made to use quantitative indicators to measure achievements, among them change in union membership of CAL workers and number of new collective agreements addressing CAL among the unions targeted by the project during 2010-2011.

It would be ambitious to expect significant impact measured according to these indicators during only two years of implementation and for a small project with a limited budget as compared to its global agenda. Some of the observed changes may also be attributed to previous phases of the project and in most cases attributed to other factors. Furthermore, while a growing membership of CAL workers may be a relevant indicator in the short term, it is less relevant for country environments with prohibitive regulations in terms of freedom of organisation across professions and types of contracts. In these cases inclusion of CAL in collective agreements may serve as a more relevant indicator to measure impact.

When consulting the annual reports and from country level visits, there are some achievements as measured by these indicators. A list of achievements reported on is presented in the following table.

Table 4 – Outcomes as per project progress reports for the fiscal years 2010 and 2011

Country	Outcomes as presented in project progress reports
<i>India</i>	Mineworkers' Federation (INMF) reports that more than 10,000 contract workers have been recruited as members of the union. Two new separate CAL unions established. CAL coal workers got bonuses and are members of Provident Fund.
<i>Thailand</i>	Goodyear Unionisation of 300 CAL workers. More than 100 CAL workers covered in new collective agreement. Electric Power Union agreement with management to award permanent contracts for 1,200 fixed-term workers. Panjaphon paper union rules amended to allow representation of CAL workers in executive board.
<i>Indonesia</i>	Paper Workers' Federation has unionised two outsourced suppliers of pulp and paper companies. 580 workers who work at the supplier companies are now members of Union.
<i>Philippines</i>	Unions have proposed a draft bill that promotes regular, direct employment . Philippines Cement Workers Council adopted policy to organise CAL workers in the cement sector.
<i>Sri Lanka</i>	National Labour Advisory Council will amend existing labour law to prevent engaging contract labour in work that is of permanent nature.
<i>Malaysia</i>	New union collective agreement and recruited 180 contract workers into the union. Amendments to law initially dropped as result of national conference peer pressure, but bill was passed in 2011 allowing CAL.
<i>Brazil</i>	Established Code of Conduct between Bayer company and union increasing union membership and improved working conditions (same achievement reported on for both 2010 and 2011). CUT approved affiliated unions to change statutes in order to permit CAL workers to become members. Unions have set up specific section for CAL workers and CAL work. Union campaigns in two cities stopped illegal temporary work through lawsuit. Paper Union won struggle for forestry workers' right to unionize. Chemical Workers change internal rules to include CAL. Action against a CAL agency resulted in making CAL workers permanent. Paper Union in Mogi turned around company decision on outsourcing .
<i>Colombia</i>	Unión Sindical Obrera (USO) recruited 30,000 oilfield contract workers. Glass workers in Union attempting to negotiate collective agreement with improved conditions for CAL workers.

The above list of reported outcomes is significant and covers unions in all together eight countries. For some of these outcomes, there is evidence to suggest they were linked to project activities, among others making direct use of knowledge gained from training/sensitization workshops and/or counselling supervision by regional coordinators. However, for many of them there is limited evidence to suggest that a particular project activity actually contributed to a particular achievement.

The reports contain information about several national and even regional campaigns but for most of them there is limited evidence for attribution of outcome to a project deliverable. Accordingly, while there is an impressive number of actions and outcomes reported on in the project progress reports, only in a few cases can they be linked to a particular project activity.

5.4 Efficiency

The five project objectives (purposes) can be summarised into empowering ICEM affiliates to address the observed trend of increase in CAL workers in the labour market.

At the core of the project are training/sensitisation workshops and regional conferences for information exchange and awareness creation, both supported by collection, compilation and dissemination of information and research that can further refine practices on how unions can address CAL. Beyond this is a number of other related activities reported on, however, few of them appear to have been funded from the project and many implemented independently of the project holder ICEM (i.e. by the unions themselves).

CAL is a small project in financial terms compared to its level of ambition and potential target group. Approximately 58% of the expenditure is for ICEM staff, contracted project staff include two regional coordinators with their travel and other support costs. Approximately 15% of the project spending is for national seminars and training workshops for union leaders and representatives, 18% is for regional conferences/workshops with the balance of 9% used for production of information and training materials including research. Regional coordinators play a key role in organising and implementing activities which are for the large part taking place at country and regional level.

Resources at ICEM HQ level are first and foremost for project management and coordination. Some inputs like production of training material and dissemination of information including research are also undertaken at HQ levels.

It appears to be opportunities for reallocation of resources between different levels. As an example, by reallocating 50% of the budget for ICEM HQ to training, some additional 760 union representatives could be trained through CAL training/sensitisation workshops each year.

5.5 Sustainability

Sustainability of a project can be assessed from different perspectives. One is to make an assessment of to what extent project outcomes and benefits will be sustained after phasing out the project, e.g. unions sufficiently empowered by the project to utilise acquired knowledge and skills without relying on additional support from project activities. Another dimension is to what extent the unions, and ICEM, have the required capacity to continue core activities without need of sustained external funding and technical assistance inputs.

While sections above suggest that several unions have been empowered through the project, as indicated the project has still limited outreach as compared to the target group. This suggests a continuation of project activities but with even more focus on empowerment of unions.

The project has a small budget of approximately 440,000 CHF per year as compared to the 6,5 million CHF budget of ICEM. ICEM spends five times more on training and education from its regular budget than what the CAL project is able to. Thus sustaining key project activities can in theory be accommodated by ICEM's budget through a minor reallocation. On the other hand, the ICEM portfolio of projects is funded by external partners to the tune of 1.6 million CHF per year (24% as compared to ICEM total budget), i.e. external project funding is required to maintain current level of activity. If the above challenges related to project design are addressed, then it suggests continued support from LO-Norway.

5.6 Modality of cooperation

ICEM is project holder/project executing organisation while LO-Norway is first and foremost serving as one of the two financial partners. The annual contributions have been based on project applications from ICEM with a budget annexed to the application. The budget is an overall calculation of expected annual costs (the same each year) with a distribution item by item between LO-Norway and LO-TCO.

There is no legal framework guiding the support from LO-Norway to the project (no project agreement between LO-Norway and ICEM). However, funding is confirmed by LO-Norway in the form of "allocation/commitment letters" which also state the basic conditions for support including eligible funding, reporting and auditing requirements.

Progress in implementation has been presented in the form of semi-annual reports. The reports have followed a format introduced by the European funding partners to be applied to all ICEM projects as a standard reporting format⁸. These reports contain an overview and presentation of overall progress as well as progress by region.

Accounts have been presented for each year in accordance with a prescribed accounting format introduced by the same European funding partners. The format segregates expenditures by global, regional and country levels as well as by a cost items following a special chart of accounts. For 2010, accounts were presented separately for LO-Norway and LO-TCO while for 2011 they were presented as consolidated accounts.

The contributions from LO-TCO and LO-Norway are earmarked the project, and within the project specific components/types of costs. This form of "earmarking" is not meaningful since funds from the two sources are blended without any specific audit trail to a particular expenditure. The actual distribution by each source to respective type of expenditure is only an accounting exercise.

For the project audits, in 2010 they were conducted separately for LO-TCO and LO-Norway "share of expenditures". An opinion was issued on separate financial statements for 2010. For 2011 a consolidated statement covering all sources and uses of funds related to the project was presented and subsequently subject to an audit.

⁸ The regional coordinators produce quarterly reports to ICEM project management.

There is a wealth of information produced at different levels related to the project and CAL in general. Most of the information finds its way into the project progress reports regardless of whether they are specifically related to the project or not.

The presentation of the information in the progress reports does not serve as an adequate basis for monitoring project performance. It does not give any reasonable basis for assessing actual progress in implementation of planned activities, whether planned results were achieved, nor does it give any basis for assessing efficiency in utilisation of resources.

This is based on the following issues also raised in other sections of the report;

- The project design suffers from significant weaknesses. There are few measurable targets presented for which progress can be assessed. There are attempts to present indicators in project applications but they do not serve as indicators of progress on outputs and outcomes that can be attributed to project activities. Data to compile these indicators are in any case not systematically collected and presented.
- Many of the items presented as progress in the progress reports are reflecting general developments of unions in the region without any attribution to project activities. Accordingly, it makes it difficult to assess actual progress of the project and different from changes in the general country and regional environment, issues addressed in the same reports.
- There is no consolidated work plan and accordingly there is no progress reported on against plans. The project has been designed with a very simple model just replicating all activities each year⁹.
- The financial reporting is based on detailed level of accounting by source of funding using a separate accounting system. The project accounts are not consolidated across sources of funding.
- The project budget and accounts do not follow the design of the project i.e. there is no activity based budget allowing simultaneous monitoring of physical and financial progress and review of cost efficiency.

The above suggest several challenges for ICEM and its financial partners including LO-Norway to improve on its project planning, management, monitoring and reporting arrangements.

ICEM is currently implementing 15 projects with support from four funding partners. The partners have agreed to promote the use of some formats for program planning, budgeting and reporting that they have developed jointly. The problem with these formats is that they do not fully meet standard requirements in support of effective program management and monitoring. The challenge will be even more important to address when ICEM is merging with IMF and ITGWF which will expand the portfolio of projects.

⁹ A “work plan” would accordingly be the same for each year under the assumption that all planned activities within a year would be completed as planned.

ANNEX I – TERMS OF REFERENCE

TERMS OF REFERENCE FOR THE EVALUATION OF ICEM GLOBAL CONTRACT & AGENCY LABOUR PROJECT

Background

LO Norway has since 2005 supported the International Federation of Chemical, Energy, Mine and General Workers' Unions (ICEM) work to strengthen the trade union rights of contract workers and workers that are employed through labour agencies.

The overall project goal is, through the global campaign, to implement practical and strategic union responses for contract and agency labour in ICEM sectors.

Through the development of strategy and implementation of it, documentation, networking and campaigning the aim is to improve the labour situation and conditions of contract and agency workers in ICEM sectors around the world.

The project has involved union's leadership, organisers and negotiators. The target countries are in Africa, Asia and Latin-America.

LO Norway wants to evaluate the ICEM project in 2012, in order to assess the performance and progress, and to see if the results or objectives are being met. It is further required to evaluate the projects in order to form a basis for decisions in LO-Norway regarding possible finalising or continuation of the project. The evaluation will cover the period 2010-2011.

Objective of evaluation

- To assess the results of the support provided to ICEM by LO to strengthen the trade union rights of contract workers and workers that are employed through labour agencies.
- To assess the modality of cooperation with ICEM and provide recommendations on areas for improvement, in particular related to monitoring and reporting on performance by ICEM.

Scope of work:

The evaluation should include, but not necessarily be limited to, an assessment of the following issues:

1. Has LO's support been relevant i.e. has the project targeted the needs of the ICEM and its affiliates? If the project has been changed during its implementation, has it been modified in accordance with any changing needs of ICEM members?
2. The efficiency in implementation of the project. The principal parties involved in the project are LO-Norway, ICEM and its affiliates. How efficient have these organisations been in the implementation of the project? Has the work been carried out, and the financial and human resources been used in an appropriate and cost-efficient manner?
3. What are the results of the project so far? Is it likely that the objectives will be met, and that all the expected results of the project will be produced by the end of 2012? If not, - why? Have the objectives been unclear and/or unrealistic or is it due to other internal and/or external factors? Have recommendations of the ICEM, LO-Norway and internal

reviews been followed up in an appropriate manner?

4. Sustainability. Are ICEM and the beneficiary organisations able to continue the project activities when LO-Norway support ends? Has the capacity of the organisations been permanently improved? If so, what are the indicators of this?
5. External impact. Has ICEM and the beneficiary partners been able to improve their performance towards the governments, employers and the general public of their countries as a result of the project? Has there been an impact of political influence in the society, improved trade union rights, better labour legislation, etc., that may be directly or indirectly linked to the project?
6. Other findings. In addition to the above the evaluation team is may include what it may consider relevant, including assessment of gender issues and to what extent they have been adequately addressed in the project.

The Consultants should review any strengths or weaknesses of the programme and their partners, and if appropriate make recommendations for a possible continuation or termination of the programme.

Implementation

An external consultants will be contracted to do the evaluation of the ICEM project on Global Contract & Agency Labour Project. The evaluation will take place in April 2012. The cost of the evaluation will be covered by the LO-Norway's global evaluation project 2012NDWEVA.

Field visits will be done to Geneva visiting the ICEM Headquarters and to Thailand to visit the Asian project coordinator. Interviews with the elected leaders and staff of ICEM as well as the affiliates in Norway will be of great importance. Further information should be sought through written material, questionnaires or interviews with the relevant persons in the regional offices as well as some of the beneficiaries of the project. Other relevant research institutions, employers' organisations, government authorities and the auditor of the projects may be interviewed as found necessary.

In total 21 working days are calculated for this consultancy. This includes a visit to Geneva and to Thailand, review of documentations through a desk study as well as preparations and reporting to LO. The Consultants should complete a draft report in English to LO by the 1st of June 2012. Based on comments to the draft report the Consultant will submit a final report within a week after the comments has been received.

Oslo, March 2012.

LO Norway – International Department

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