



Meta-Report

Final Evaluation BIS/MSI DGD Programme 2017-2021

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Acronyms

ACLVB-CGSLB	Algemene Centrale der Liberale Vakbonden van België - Centrale générale des syndicats libéraux de Belgique
ACV-CSCi	Algemeen Christelijk Vakverbond – Confédération des Syndicats chrétiens / international
AEB	Association des Employeurs du Burundi
BIS-MSI / MIS	Movement for International Solidarity
CBA	Collective Bargaining Agreement
CLA	Collective Labour Agreement
CNTS	Confédération Nationale des Travailleurs du Sénégal
COP	Conference of Parties to the UNFCCC
COSATU	Congress of South African Trade Unions
COSYBU	Confédération des Syndicats du Burundi
CSB	Confédération Syndicale du Burundi
CSI / ITUC	Confédération Syndicale Internationale / International Trade Union Confederation
CSO	Civil Society Organisation
CM-MC	Christian Mutuality
DGD	Direction générale Coopération au développement et Aide humanitaire (Belgium)
DWCP	Decent Work Country Program
GBV	Gender Based Violence
HCDS	High Council of Social Dialogue
ILO	International Labour Organisation
ITUC	International Trade Unions Confederation
FNTMI	Fédération Nationale des Travailleurs Manufacturiers de l'économie Informelle
FNTAA	Fédération Nationale des Travailleurs de l'Agro-Alimentaire
FNTD	Fédération Nationale des Travailleurs Domestiques
FNTT-SI	Fédération Nationale des Travailleurs des Transports, du Social et de l'Informel
JSF	Joint Strategic Framework

LNOB	Leave No One Behind
MEAL	Monitoring, Evaluation, Accountability and Learning
NDP	National Development Program
NGO	Non-Governmental Organisation(s)
OECD/DAC	Organisation for Economic Co-Operation and Development/Development Assistance Committee
NEDLAC	National Economic Development and Labour Council
PM&E	Participatory monitoring and evaluation
R204	Recommandation n° 204 de l'OIT sur la transition de l'économie informelle vers l'économie formelle
SACCAWU	South African Commercial Catering and Allied Workers Union
SD	Social Dialogue
ToC	Theory of Change
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework and Guidance
V.W.T.T.	Vulnerable Workers Task Team
WSM	We Social Movements

1 Foreword

This report covers the final evaluation of the 2017-2021 DGD program of BIS-MSI that is part of the JSF Decent Work and the global program of BIS-MSI, WSM and ACV-CSCi. This evaluation focuses on the specific objective 4 of this global program. The BIS-MSI program was implemented in three countries: Burundi, Senegal, and South Africa. Two major evaluation objectives were formulated: on the one hand, accountability to the subsidizing government (Ministry of Foreign Affairs and Development Cooperation, DGD) and otherwise identification of recommendations that can be incorporated into the current 2022-2026 program.

This report provides the results of the evaluation activities. We would like to explicitly thank the BIS-MSI staff and all union staff in Burundi, Senegal and South Africa for their great commitment and willingness to participate in the evaluation activities. We hope that the findings and recommendation in the report can contribute to a sustainable effectiveness of the cooperation between BIS-MSI and its partners.

2 Executive Summary

Scope, Aim and Objective

The scope of the evaluation has been very well defined in the ToR. “BIS-MSI explicitly wished to focus on its individual outcomes as contained in its logical framework for Africa covering the 3 countries South-Africa, Burundi and Senegal” (p.18 ToR). The scope of the evaluation will be further elaborated in the chapter on the Theory of Change.

The first aim of the external evaluation is to fulfil donor accountability requirements, concerning the OECD/DAC criteria. Final evaluations are based on individual outcomes and therefore, in the frame of the joint program, are the responsibility of each individual actor. Since accountability mainly links to the DAC criteria efficiency, effectiveness, and sustainability, the focus of the evaluation were these three criteria. (p.18 ToR, own interpretation). Besides accountability, BIS-MSI and its stakeholders hoped also to be able to jointly learn on how to improve its intervention. Recommendations from the end evaluation will benefit the BIS-MSI MEAL trajectory during the next programme (2022-2026).

Evaluation Questions and Methodology.

Six evaluation question have been identified mainly related to the criteria effectiveness, efficiency, and sustainability.

The desk research was based on an in-depth analysis of all documents provided by BIS-MSI. The evaluation questions determined the content analysis of the documents. For the descriptive data, the software package Nvivo has been used. Based on the desk research the first answers on the evaluation questions have been elaborated and data gaps have been identified. Subsequently, the first findings have been triangulated, and the data gaps have been further elaborated during in depth interviews with key staff of BIS-MIS and during the field missions. Visits to Burundi and Senegal have been implemented. The mission to South Africa has been cancelled due to the discovery of the Covid-19 Omicron variant in South Africa at the end of 2021.

Findings

Efficiency

Till the beginning of 2020 most of the activities could be implemented as planned. That story, although without major consequences on the achievements of outcomes and outputs, changed with the start of the pandemic in March 2020. Because of the Covid-19 lockdown, several activities were delayed or redirected in the year 2020. This situation improved somewhat in 2021, as stakeholders were attuned to a digital operation. Nevertheless, full normal operation was still not guaranteed. The reorientation of activities according to the needs of members was obviously a necessary choice. It showed that the BIS-MSI partners are flexible organizations that can respond to the needs of their target groups. This flexibility is an element that contributes to an efficient operation to meet the needs of the target groups in the event of an unforeseen mass health crisis.

BIS-MSI has additionally developed a host of tools in its day-to-day operations to ensure efficient operation. Several manuals and methodologies aimed at efficient implementation of the program. These manuals are effectively applied and used to increase the efficient implementation of the program.

Resources have been well allocated to achieve the expected results and a mechanism of accountability was put in place to facilitate budget management. During the field mission, evaluators could assess those practices and how they were managed by the financial responsible from the partners. Evaluators could verify that expenses

of the programme were mostly directly related to activities contributing to the results. It is important to note that BIS-MSI has no local staff in their partner countries and the implementation of the program is handled entirely by the local partners. The monitoring data is also reported by the local partners. However, this data is followed up by the BIS-MSI country manager (based in Belgium), of the program and is extensively documented. This structure of the program not only ensures a very efficient use of resources. After all, the overhead costs are limited and most of the resources are used by the partners for the development and implementation of the activities.

Communication between partners in Burundi, Senegal and South Africa and BIS-MSI is proven to be fluid, efficient, and both sides are aware of their responsibilities and tasks. The evaluation notes that annual reports are done to assess the accomplishment of activities and detail good practices founded in the course of the year. Those reports are standardised and organised according to the logical framework of the programme.

It has been observed, in general terms, that in the three countries, the partnerships within the countries between the partners and other stakeholders has been improved during the programme implementation. The unions and confederations have been engaged in many (international) network activities. This is a positive evolution in order to obtain equal rights for vulnerable workers (in the informal sector).

Effectiveness

Overall, objectives and results have been achieved according to what was planned in the logical framework, both at the outcome level and its indicators, and also at the country level results. The program largely achieved what it promised to achieve. The COVID-19 pandemic had a major impact on South African and Senegalese society while it was largely ignored by Burundian authorities. The trade unions in Senegal and Burundi showed extreme agility. They went digital and pulled out all the stops to mitigate the consequences for the most vulnerable workers. Trade unions in Burundi had to promote and implement protective measures by themselves, at times even *against* government caution. Despite these necessary shifts in focus, the major strategic program objectives were not forgotten. The main achievements for each of the countries can be summarized as follows:

Main Achievements Burundi:

The number of labour related conflicts discussed increased during the first years of the program, but then decreased in 2020 and 2021, thanks to a massive training strategy of trade union cadres which allowed them to understand the importance of negotiation and lead discussions.

The 4 trade union federations of informal workers (FNNT-SI, FNTAA, FNTD, FNTMI) put workers' demands on the social dialogue agenda based on participatory processes thanks to a strong communication and advocacy strategy. Claims are gathered at local & national levels thanks to the renewed "cahiers de revendications", constant submission of demands and updated reports on discussions and demands.

There was an important increase of affiliated members (231.501 in 2021, in which 20% women and 56% youth), thanks to affiliation campaigns and sensitization of workers on the benefits of joining a trade union. The proportion of affiliated women and youth appear to have followed the same trend thanks to the creation of specific committees to address specific issues.

The management of databases, formal descriptions of trades within the informal economy and services provided / provision of services increased and became accessible and of good quality thanks to trainings on those topics. Digitalized databases were created and are regularly updated which allowed the unions to keep track on their activities and affiliates and to adapt their strategies.

FNNT-SI and the confederation COSYBU enhanced their collaboration with civil society platforms and structures thanks to consultation processes, advocacy campaigns on R204 and synergy of strategies (mainly with social partners CSB and AEB) which allowed to improve the quality and effectiveness of the joint advocacy on the decent work agenda.

Main Achievements Senegal:

CNTS has intensively worked on advocacy actions to increase by 44,8% the minimum wage (SMIG and SMAG) since the beginning of the programme .

Between 2017 and 2021, CNTS has increased the membership of informal workers by 34%.

During the programme CNTS has negotiated some of policy priorities of R204 and define a consensual roadmap with the government for a national program of reforms of the social protection system in order to guarantee sustainable and more inclusive coverage. The national health mutual fund for workers in the informal economy has also been set up with the inter-union.

Regional advisory committees were established in all 14 regions of Senegal which conduct negotiations and resolve collective conflicts at CRD (Comité régional de dialogue)

The role of the Informal Economy Department of CNTS was reinforced since the signing of the memorandum of collaboration with the HCDS. CNTS has now a representative of the informal economy from the sector at the HCDS who is directly and constantly involved in the mediation of national and/or regional labor conflicts. The representativeness and importance of the informal economy is increased as well as its presence in decision-making bodies.

CNTS has signed agreements with government vocational training structures to improve the technical skills of vulnerable and the informal economy workers affiliated to CNTS. It offers them the possibility of taking part in vocational training that meets their needs for recognition of their skills and an accreditation certificate is issued to them.

Main Achievements South Africa:

All outcome-level indicators have been achieved, except for the values set for membership growth. During the first three years of the programme, both partner organisations experienced growth in membership numbers that suggested they would achieve the forecast growth. Due to the Covid-19 pandemic and the dismissal of many workers in very vulnerable sectors (such as Tourism and Hospitality), the unions lost members.

A major achievement of the Trade Unions has been the work done on ILO R204 within the framework of NEDLAC, as well as awareness creation at the political level and at level of South African society

The realisation of a National Minimum Wage (NMW) is one of the most important achievements. This NMW applies to all workers, including people working in the informal sector (such as domestic workers). From 2022, the same minimum wage will apply to all workers, regardless of sector.

SACCAWU renegotiated 66 CBA (as targeted) which improved the working conditions significantly (late/night shift transport allowance, extended parental and maternity leave,...)

Unintended positive effects: SACCAWU managed to negotiate a new collective agreement through social dialogue with a new Collective Bargaining committee as a result, with the government extending the collective agreement of the newly formed bargaining council to all employers.

Gender and Environment

It has been clear that the gender theme received attention in the three subprograms both during the formulation phases and during the implementation of the program. However, it is apparent that there are gradual differences in results achieved. The most significant results both in terms of legislative work and internal policy documents that include gender equality and gender mainstreaming could be achieved by the South African trade unions, and more specifically COSATU. In the Burundian and Senegalese programs, gender issues (gender equality) were put on the agenda throughout implementation. However, it is clear that for both countries further deepening is needed at the policy level especially a streamlined implementation would be useful.

Within the South African context, it will be especially important to implement the application of legislation and internal policy at all levels of the trade union. (see recommendation 3)

In the area of climate change and environment, trade unions in the three countries have been indirectly involved.¹ However, it is clearly not a central theme in their operations. However, it is important that trade unions pay more attention to this issue as it is the most vulnerable groups that will be most affected by climate change (recommendation 6).

Sustainability

The program has contributed greatly to internal organizational sustainability in the three countries. Thousands of union representatives were trained and acquired skills that should enable them to play a role in the social dialogue process. In case these trained trade unionists use the skills they have acquired, there is obviously enormous potential for sustainable effects over time. After all, it is these representatives who must negotiate new CBAs that guarantee better working conditions for vulnerable groups. These training activities therefore have potential long-term effects. BIS-MSI has contributed immensely to the formation of the trade union cadre and has been able to make a difference in this area in the 3 partner countries. It is recommended that BIS-MSI continue these efforts in order to further strengthen the capacity building of the trade unions involved (see recommendation 1). Secondly, it was noted that trade unions also established partnerships and participated in networks that enabled them to achieve results such as minimum wages (Senegal and South Africa). These results obviously have a lasting positive effect. Finally, because of the covid-19 pandemic, trade unions have only partially succeeded in increasing their membership numbers. Increasing membership numbers is nevertheless important to generate higher income as a trade union. It is important that the local unions do not reduce their efforts to recruit new members and to this end also further digitize their database (see recommendation 4).

Covid-19

The impact of the Covid-19 pandemic is somewhat different between Burundi on the one hand and South Africa and Senegal on the other. In Burundi, governments opted to largely deny the problem, although international travel and trade was obviously difficult, which had direct repercussions on the income of small-scale informal traders, and an indirect negative effect on households' expenditure on imported necessities. In South Africa and Senegal, where the tourism industry (hospitality sector in general) is a major source of income, the economic damage was enormous. Vulnerable populations (such as domestic workers, people working informal economy...) were hit hard. Lockdowns were also declared in South Africa and Senegal. In both countries the trade unions succeeded in drawing attention to vulnerable groups. In South Africa, moreover, under the influence of the trade unions, compensatory measures were provided for vulnerable groups. However, these measures were not sufficient to compensate for the loss of wages, resulting in high unemployment rates and rising poverty.

Finally, the Covid-19 pandemic also ensured that digitization was accelerated and expected to be used on a permanent basis.

LNOB and Multistakeholder approach

The UN Agenda 2030 principles of LNOB are the essence of the program because in the three countries the most vulnerable people are the main target group. The commitment to workers in the informal sector and BIS-MSI's

¹ CNTS has been consulted (occasionally, not structurally) in the formulation of Senegal's NDC, COSATU formally. Cosatu is represented in Presidential climate change coordination commission (then: Ms Lebogang Mulaisi - <https://www.thepresidency.gov.za/press-statements/presidential-climate-change-coordinating-commission-appointed>;) and has been instrumental in developing the country's just transition framework (<https://www.wri.org/update/south-africa-strong-foundations-just-transition>). As of late 2020, the Presidential Climate Change Coordination Commission (PCCCC) was in the process of being established. Its mandate includes coordinating South Africa's just transition to a low-carbon, resilient economy by 2050, operationalized by finalizing the NEVA and the SJRPs, coordinating the implementation of the Low Emissions Development Strategy 2050 (South Africa's Long-term Strategy under the Paris Agreement), and overseeing the implementation of the revised National Waste Management Strategy 2020.

commitment to the implementation of ILO R204 are the common threads throughout the program. BIS-MSI and its partners have achieved significant results for informal sector workers in the three partner countries (see chapter effectiveness). The target group of women and youth also formed the subject of an important part of the activities. The successes for the target groups of women and youth vary greatly from country to country. However, they were a particular focus of attention in the three countries. Gender themes deserve further attention in the future program (see Recommendation 3)

The BIS-MSI partners showed that they are embedded in various networks and work together with different actors to achieve their objectives. This multi-actor approach proved to be very important for the successful adoption of the Convention 190 on GBV at the ILO during the International Labour Conference in 2019.

3 Executive Summary in French

Portée, but et objectif

La portée de l'évaluation a été clairement définie dans les TdR. "Le BIS-MSI a explicitement souhaité se concentrer sur ses résultats individuels, tels qu'ils sont contenus dans son cadre logique pour l'Afrique et couvrant les trois pays suivants : l'Afrique du Sud, le Burundi et le Sénégal " (*TdR* p.18). La portée de l'évaluation sera précisée dans le chapitre sur la Théorie du Changement.

Le premier objectif de l'évaluation externe est de répondre aux exigences de responsabilité des donateurs concernant les critères de l'OCDE/CAD. Les évaluations finales sont basées sur les résultats individuels et relèvent donc, dans le cadre du programme conjoint, de la responsabilité de chaque acteur individuel. Étant donné que la responsabilité est principalement liée aux critères du CAD (efficacité, efficacité et durabilité), l'évaluation s'est concentrée sur ces trois critères. (*ToR* p.18). Outre l'obligation de rendre des comptes, BIS-MSI et ses parties prenantes espéraient également pouvoir apprendre comment améliorer conjointement leurs interventions. Les recommandations de l'évaluation finale profiteront à la trajectoire de BIS-MSI MEAL au cours du prochain programme 2022-2026.

Questions d'évaluation et méthodologie.

Six questions d'évaluation ont été identifiées, principalement liées aux critères d'efficacité, d'efficacité et de faisabilité.

La recherche documentaire s'est basée sur une analyse approfondie de tous les documents fournis par BIS-MSI. Les questions d'évaluation ont déterminé l'analyse du contenu des documents. Pour les données descriptives, le logiciel Nvivo a été utilisé. Sur la base de la recherche documentaire, les premières réponses aux questions d'évaluation ont été élaborées et les lacunes en matière de données ont été identifiées. Par la suite, les premiers résultats ont été triangulés et les lacunes ont été comblées lors d'entretiens approfondis avec le personnel clé de BIS-MSI et lors des missions sur le terrain. Les visites au Burundi et au Sénégal ont été effectuées. La mission en Afrique du Sud a été annulée en raison de la découverte de la variante Covid-19 Omicron en Afrique du Sud, à la fin de 2021.

Constatations

Efficiences

Jusqu'au début de l'année 2020, la plupart des activités ont pu être mises en œuvre comme prévu. Avec le début de la pandémie en mars 2020, la situation générale a changé mais sans engendrer de conséquences majeures sur la véracité des résultats et des produits. En raison du verrouillage imposé par la crise sanitaire, plusieurs activités ont été retardées ou réorientées au cours de l'année 2020. Cette situation s'est quelque peu améliorée en 2021, les parties prenantes s'étant habituées à la pratique numérique. Néanmoins, comme un fonctionnement normal et complet n'était toujours pas garanti, la réorientation des activités en fonction des besoins des membres a été un choix nécessaire. Cette réorientation a prouvé que les partenaires du BIS-MSI sont des organisations flexibles qui peuvent répondre aux besoins de leurs groupes cibles. Cette flexibilité est un élément qui contribue à une opération efficace pour répondre aux besoins des groupes cibles en cas de crise imprévue (sanitaire ou autre).

Le BIS-MSI a en outre mis au point une série d'outils dans le cadre de ses activités quotidiennes afin de garantir un fonctionnement efficace, à savoir plusieurs manuels et méthodologies qui ont visé à une mise en œuvre

efficace du programme. Ces manuels sont effectivement appliqués et utilisés pour accroître l'efficacité de cette dernière.

Les ressources ont été bien allouées pour atteindre les résultats attendus et un mécanisme de responsabilité a été mis en place pour faciliter la gestion du budget. Lors de la mission sur le terrain, les évaluateurs ont pu apprécier ces pratiques et la manière dont elles étaient gérées par les responsables financiers des partenaires. Les évaluateurs ont pu vérifier que les dépenses du programme étaient pour la plupart directement liées aux activités contribuant aux résultats. Il est important de noter que BIS-MSI n'a pas de personnel local dans ses pays partenaires et, donc, que la mise en œuvre du programme est entièrement gérée par les partenaires locaux. Les données de suivi sont également rapportées par ces partenaires locaux. Cependant, leurs données sont confirmées par le directeur national du programme de BIS-MSI (basé en Belgique) et sont largement documentées pour en assurer l'exactitude. Cette structure du programme ne garantit pas seulement une utilisation très efficace des ressources ; elle en assure aussi la saine gestion. En effet, les frais généraux sont limités et la plupart des ressources sont utilisées par les partenaires pour le développement et la mise en œuvre des activités.

La communication entre les partenaires au Burundi, au Sénégal et en Afrique du Sud et BIS-MSI s'est avérée fluide et efficace, les deux parties étant conscientes de leurs responsabilités et de leurs tâches. L'évaluation note que des rapports annuels sont réalisés pour évaluer la réalisation des activités et détailler les bonnes pratiques mises en place au cours de l'année. Ces rapports sont standardisés et organisés selon le cadre logique du programme.

Il a été observé, en termes généraux, que les partenariats au sein des trois pays, entre les instances représentatives de BIS-MSI et les autres parties prenantes ont été améliorés au cours de la mise en œuvre du programme. Ainsi, les syndicats et les confédérations ont participé à de nombreuses activités de réseau (international). Il s'agit d'une évolution positive en vue d'obtenir l'égalité des droits pour les travailleurs vulnérables, particulièrement dans le secteur informel.

Efficacité

Dans l'ensemble, les objectifs et les résultats ont été atteints conformément à ce qui était prévu dans le cadre logique, tant au niveau des effets et de leurs indicateurs qu'au niveau des résultats par pays. La pandémie de COVID-19 a eu un impact majeur sur la société sud-africaine et sénégalaise et les autorités ont agi en conséquence pour s'adapter aux contraintes sanitaires, alors que les autorités burundaises n'ont pas eu cette réactivité. Les syndicats du Sénégal mais également ceux du Burundi ont fait preuve, quant à eux, d'une extrême agilité. Ils sont passés au numérique et ont tout mis en œuvre pour atténuer les conséquences de la crise pour les travailleurs les plus vulnérables. Au Burundi, les syndicats ont dû par eux-mêmes promouvoir et mettre en œuvre des mesures de protection. Malgré ces changements d'orientation nécessaires, les principaux objectifs stratégiques du programme sont restés dans les esprits. Les principales réalisations pour chacun des pays peuvent être résumées comme suit :

Principales réalisations au Burundi :

Le nombre de conflits dans le monde professionnel qui ont donné lieu à discussions a augmenté au cours des premières années du programme pour ensuite diminuer en 2020 et 2021. Cette baisse est le fruit d'une stratégie de formation massive des cadres syndicaux qui leur a permis de comprendre l'importance de la concertation et de la négociation.

Les quatre fédérations syndicales de travailleurs informels (FNNT-SI, FNTAA, FNNTD, FNNTMI) mettent les revendications des travailleurs à l'ordre du jour du dialogue social sur la base de processus participatifs et cela grâce à une stratégie de communication et de plaidoyer forte. Les revendications sont recueillies aux niveaux local et national par le biais des cahiers destinés à les collecter.

Il y a eu une augmentation importante des membres affiliés (231 501 en 2021, dont 20 % de femmes et 56 % de jeunes) grâce aux campagnes d'adhésion et à la sensibilisation des travailleurs aux avantages d'être syndiqué. La proportion de femmes et de jeunes parmi les nouveaux adhérents a suivi la même tendance, cette fois grâce à la création de comités dédiés au traitement des questions particulières.

La gestion des bases de données, les descriptions formelles des métiers de l'économie informelle et des services et prestations de services fournis ont augmenté, ont gagné en qualité et sont devenues accessibles grâce à des formations sur ces sujets. Des bases de données numérisées ont été créées et sont régulièrement mises à jour, ce qui a permis aux syndicats de suivre leurs activités et leurs affiliés afin d'adapter leurs stratégies.

La FNNT-SI et la confédération COSYBU ont renforcé leur collaboration avec les plateformes et les structures de la société civile grâce à des processus de consultation, des campagnes de plaidoyer sur le R204 et la synergie des stratégies (principalement avec les partenaires sociaux CSB et AEB). Cette union des forces a permis d'améliorer la qualité et l'efficacité du plaidoyer conjoint sur l'agenda du travail décent.

Principales réalisations au Sénégal :

La CNTS a travaillé intensivement sur des actions de plaidoyer pour augmenter de 44,8% le salaire minimum (SMIG et SMAG) depuis le début du programme .

Entre 2017 et 2021, la CNTS a augmenté l'adhésion des travailleurs informels de 34%.

Au cours du programme, la CNTS a négocié certaines des priorités politiques du R204 et défini une feuille de route consensuelle avec le gouvernement. Il s'agissait de présenter un programme national de réformes du système de protection sociale afin de garantir une couverture durable et plus inclusive. La mutuelle nationale de santé pour les travailleurs de l'économie informelle a également été mise en place avec l'intersyndicale.

Des comités consultatifs régionaux ont été mis en place dans les 14 régions du Sénégal. Ils mènent des négociations et résolvent les conflits collectifs au CRD (Comité régional de dialogue).

Le rôle du département de l'économie informelle de la CNTS a été renforcé depuis la signature du protocole de collaboration avec le HCDS. La CNTS dispose désormais d'un représentant de l'économie informelle du secteur auprès du HCDS. Cette Confédération est directement et constamment impliquée dans la médiation des conflits sociaux nationaux et/ou régionaux. La représentativité et l'importance de l'économie informelle sont accrues ainsi que sa présence dans les organes de décision.

La CNTS a signé des conventions avec les structures gouvernementales de formation professionnelle pour améliorer les compétences techniques des travailleurs vulnérables et de l'économie informelle affiliés à la CNTS. Elle leur offre la possibilité de participer à des formations professionnelles répondant à leurs besoins de reconnaissance de leurs compétences et leur délivre un certificat d'habilitation.

Principales réalisations en Afrique du Sud :

Tous les indicateurs de niveau de résultat ont été atteints, à l'exception des valeurs fixées pour la croissance du nombre de membres. Au cours des trois premières années du programme, les deux organisations partenaires ont connu une croissance du nombre de membres qui laissait penser qu'elles atteindraient l'objectif prévu. En raison de la pandémie de Covid-19 et du licenciement de nombreux travailleurs dans des secteurs très vulnérables (tels que le tourisme et l'hôtellerie), les syndicats ont au contraire perdu des membres.

L'une des principales réalisations des syndicats a été le travail effectué sur le R204 de l'OIT dans le cadre du NEDLAC, ainsi que la sensibilisation à cette transition vers une économie formelle à l'intention des politiques mais aussi à l'intention de la société sud-africaine dans son ensemble.

La mise en place d'un salaire minimum national (NMW) est l'une des réalisations majeures : ce NMW s'applique à tous les travailleurs, y compris les personnes travaillant dans le secteur informel (par exemple les employé-e-s de maison). À partir de 2022, le même salaire minimum s'appliquera à tous les travailleurs quel que soit leur secteur d'activité.

Le SACCAWU a renégocié 66 CBA – comme il était prévu – ce qui a permis d'améliorer considérablement les conditions de travail (indemnité de transport pour les équipes de nuit, congé parental et de maternité prolongé, etc.).

Enfin, une réalisation inattendue et positive est née : SACCAWU a réussi à négocier une nouvelle convention collective par le biais du dialogue social avec un nouveau comité de négociation collective ; en conséquence, le gouvernement a étendu la convention collective du nouveau conseil de négociation à tous les employeurs.

Genre et environnement

Il est clair que le thème du genre a reçu une attention particulière dans les trois sous-programmes, tant pendant les phases de formulation que pendant la mise en œuvre du programme. Cependant, il est évident qu'il existe des différences dans les résultats obtenus. Les syndicats sud-africains, et plus particulièrement le COSATU, ont obtenu les résultats les plus significatifs en termes de travail législatif et de documents de politique interne qui incluent l'égalité des sexes et l'intégration de la dimension de genre. Dans les programmes burundais et sénégalais, les questions de genre (égalité des sexes) ont été mises à l'ordre du jour tout au long de la mise en œuvre. Cependant, il est clair que pour ces deux pays, un approfondissement est nécessaire au niveau politique et qu'une mise en œuvre rationalisée serait utile. Dans le contexte sud-africain, il serait particulièrement important de mettre en œuvre l'application de la législation et de la politique interne à tous les niveaux du syndicat (*voir recommandation*).

Dans le domaine du changement climatique et de l'environnement, les syndicats des trois pays ont été indirectement impliqués. Bien qu'il ne s'agisse clairement pas d'un thème central dans leurs activités, il est important que les syndicats accordent davantage d'attention à cette question car ce sont les groupes les plus vulnérables qui seront les plus touchés par le changement climatique (*recommandation 6*).

Durabilité

Le programme a grandement contribué à la durabilité organisationnelle interne dans les trois pays. Des milliers de représentants syndicaux ont été formés et ont acquis des compétences qui devraient leur permettre de jouer un rôle dans le processus de dialogue social. Dans le cas où ces syndicalistes formés utilisent les compétences qu'ils ont acquises, il existe évidemment un énorme potentiel d'effets durables dans le temps puisque ce sont ces représentants qui devront négocier de nouveaux accords-cadres garantissant de meilleures conditions de travail pour les groupes vulnérables. Ces activités de formation ont donc des effets potentiels à long terme. BIS-MSI a énormément contribué à la formation du cadre syndical et a pu faire la différence dans ce domaine dans les trois pays partenaires. Il est recommandé que le BIS-MSI poursuive ses efforts afin de renforcer davantage le développement des capacités des syndicats impliqués (*recommandation 1*). Par ailleurs, il a été noté que les syndicats ont également établi des partenariats et se sont insérés dans des réseaux qui leur ont permis d'obtenir des résultats tels que le salaire minimum au Sénégal et en Afrique du Sud. Ces résultats ont évidemment un effet positif durable. Enfin, en raison de la pandémie de covid-19, les syndicats n'ont que partiellement réussi à augmenter le nombre de leurs membres. L'augmentation du nombre d'adhérents est pourtant nécessaire à un syndicat pour générer des revenus plus élevés. Il est donc important que les syndicats locaux soutiennent leurs efforts pour recruter de nouveaux membres et, à cette fin, il est souhaitable qu'ils poursuivent la numérisation de leur base de données (*recommandation 4*).

Covid-19

L'impact de la pandémie de Covid-19 est quelque peu différent entre le Burundi d'une part et l'Afrique du Sud et le Sénégal d'autre part. Au Burundi, les gouvernements ont choisi de nier en grande partie le problème, bien que les voyages et le commerce internationaux soient évidemment difficiles. Cette politique a eu des répercussions directes sur les revenus des petits commerçants informels, et un effet négatif indirect sur les dépenses des

ménages en produits importés de première nécessité. En Afrique du Sud et au Sénégal, où l'industrie du tourisme est une source importante de revenus, les dommages économiques ont été énormes. Les populations vulnérables (telles que les employé-e-s de maison et les autres personnes travaillant dans l'économie informelle) ont été durement touchées. Des restrictions sanitaires ont également été déclarées en Afrique du Sud et au Sénégal. Mais dans ces deux pays, les syndicats ont réussi à attirer l'attention des pouvoirs publics sur les groupes vulnérables. En Afrique du Sud, en outre, toujours sous l'influence des syndicats, des mesures compensatoires ont été prévues pour ces groupes vulnérables. Toutefois, ces mesures n'ont pas suffi à compenser la perte de salaire, ce qui a entraîné une augmentation du taux de chômage et à une augmentation de la pauvreté. Enfin, la pandémie de Covid-19 a permis d'accélérer la numérisation et d'en prévoir l'utilisation pérenne.

LNOB et Approche multipartenaire

Les principes du LNOB de l'Agenda 2030 des Nations Unies constituent l'essence du programme car, dans les trois pays, les personnes les plus vulnérables sont le principal groupe cible. L'engagement envers les travailleurs du secteur informel et l'engagement de BIS-MSI à mettre en œuvre le R204 de l'OIT sont les fils conducteurs du programme. BIS-MSI et ses partenaires ont obtenu des résultats significatifs pour les travailleurs du secteur informel dans les trois pays partenaires (*voir chapitre Efficacité*). Le groupe cible des femmes et des jeunes a également bénéficié d'une partie importante des activités. Les succès obtenus pour le groupe cible des femmes et des jeunes varient considérablement d'un pays à l'autre. Les thèmes liés au genre mériteront une plus grande attention dans le futur programme (*recommandation 3*).

Les partenaires de BIS-MSI ont montré qu'ils sont intégrés dans divers réseaux et qu'ils collaborent avec différents acteurs pour atteindre leurs objectifs. Cette approche multi-acteurs s'est avérée très importante pour l'adoption réussie de la Convention 190 sur la VBG à l'OIT lors de la Conférence internationale du travail en 2019.

4 Recommendations

Recommendation 1: Continue to build capacities of Federations and Trade union (affiliates).

Although there has been clear progress in the management of service delivery activities, union governance and the ability to engage staff and members, there is still room for improvement. The relevance of the program and the change mechanism for vulnerable people as defined in the ToC, are still valid. The covid-19 pandemic was overwhelming for some vulnerable groups. The usefulness of trade unions in protecting workers' rights was clearly illustrated. The struggle for decent jobs and decent protection (social protection and occupational Health and Safety) deserves continued attention in the future in the three countries. Deepening the results already achieved in all layers of trade unions and federations of trade unions and to large groups of vulnerable people necessitates additional capacity building.

Recommendation 2: Deepening of Capitalization of Good Practices, including the processes that lead to results to identify the contribution of support. Many good practices could and have been identified. Following up on the recommendations from the Mid-term evaluation in 2019, BIS-MSI have set a number of steps towards the capitalisation of good practice through a number of publications, synergies with the ITUC/TUDCN and a learning trajectory with ACE-EU. It would be good to use existing or new formats to document these good practices systematically. The process towards the result should be described in sufficient detail. It is also recommended that the contribution of BIS-MSI in the process and the results be mapped out.

Recommendation 3: The gender dimension deserves continued attention, although a diversification towards partners (and countries) should be built in. In South Africa, important legislative results have already been achieved. Important internal policy documents have also been drafted and adopted. It is now important in South Africa to further implement these at all levels within COSATU and its affiliates. The implementation of legislation also has an important role to play. Additional activities and support can be provided within this framework. In both Burundi and Senegal, it seems necessary to promote gender equality and gender mainstreaming further intensively. Important efforts have already been made within the programmes, but there is still room for progression, both in terms of creating support, adapting internal procedures and policy development and involving women in the activities. It would be good to strongly emphasise the gender theme in the development of all activities.

Recommendation 4: Improve production of digitalized data and statistics. A lot of work has been done in the three countries to create digitized databases regarding membership management. The first steps have been taken and these need to be further deepened. It is also recommended that database management be expanded to include an inventory of CBAs and an analysis of the content of the CBAs. Such electronic databases will enable strategic analysis and strategic choices to be made in social dialogue processes. Of course, this should be accompanied by the training and recruitment of personnel who have the necessary skills to manage this database.

Recommendation 5: BIS-MSI has very good manuals and monitoring tools. Since reporting is done by the partners, and BIS-MSI does not have its own coordinator on site, **it is recommended to continue to invest in monitoring and evaluation capacity** at the partners. BIS-MSI have included

under the program 2017-2021 through their learning trajectory with ACE-EU the use of tools like, outcome harvesting, contribution analysis and Intervention Context, Mechanism & Outcome (ICMO), but these have not yet being operationalised. In doing so, it is recommended that the monitoring data can be sustainably implemented as part of the new program implementation. In other words, that the monitoring data can also be used by the unions for their operations, independently of the program implementation. A careful identification of methodology, indicators and monitoring data are thus important.

Recommendation 6: More support is needed to emphasize the importance of environment and climate change. In the area of climate change and environment, trade unions in the three countries have been indirectly involved. However, it is clearly not a central theme in their operations. However, it is important that trade unions pay more attention to Just Transition as it is the most vulnerable groups that will be most affected by climate change.

5 Purpose, scope and context of the evaluation

The scope of the evaluation has been very well defined in the ToR. “BIS-MSI explicitly wished to focus on its individual outcomes as contained in its logical framework for Africa covering the 3 countries South-Africa, Burundi and Senegal”(p.18 ToR). The scope of the evaluation will be further elaborated in the chapter on the Theory of Change.

The first aim of the external evaluation is to fulfil donor accountability requirements, concerning the OECD/DAC criteria. End of year evaluations are based on individual outcomes and therefore in the frame of the joint program the responsibility of each individual actor. Since accountability mainly links to the DAC criteria efficiency, effectiveness, and sustainability, the focus of the evaluation will be on these three criteria. (p.18 ToR, own interpretation).

Besides accountability, BIS-MSI and its stakeholders hope also to be able to jointly learn on how to improve its intervention. Recommendations from the end evaluation will benefit the BIS-MSI MEAL trajectory for the next programme (2022-2026).

In the ToR the main users of the evaluation results and recommendations have been well described (see table below, ToR, p. 19)

Main users of the evaluation = key programme stakeholders	Main interests
DGD as main donor (80%) ACLVB-CGSLB, as provider of the 20%	<ul style="list-style-type: none"> - Accountability on the 3 priority DAC criteria of; efficiency, effectiveness, and sustainability - Did the BIS-MSI intervention (outcome) on social dialogue contribute to more favourable working conditions
BIS-MSI, as implementing organisation – primary users (BIS Team and their board members)	- What went well and what could be improved with relation to the DAC criteria, the principles of Agenda 2030 and the Covid-19 pandemic?
WSM, CM-MC, ACV-CSC International, in the frame of the joint program	- Has BIS-MSI contributed as planned to the Joint program
Strategic partners – to be informed and consulted by BIS-MSI	- How can BIS-MSI and its Strategic partners adjust our support/collaborations in view of greater effectiveness, efficiency & sustainability towards policy and practice change in partner countries
Partner organisations in partner countries (in Africa) – to be involved in the evaluation, and to be informed and consulted by BIS-MSI	(See combination of interests of implementing organisations as well as strategic partners)
Other actors of the JSF Decent Work – to be informed with regards to lessons learned	- Can we draw general lessons of interest to all actors of the JSF Decent Work from this evaluation?

6 Theory of Change

6.1 Joint Programme ToC

WSM/CM-MC, ACV-CSC International and BIS-MSI, as well as their partner organizations in partner countries, commit to collaborate at national, regional (sub-continental), continental and international levels in order to strengthen impact in terms of promotion, defense and implementation of Decent Work to the benefit of workers with precarious status of the informal and formal economy in the south (Africa, Asia and Latin America). The strategy of the joint programme is described in a continental "Theory of change" (ToC), applicable to each of the 3 southern continents (Africa, Asia and Latin America), although BIS-MSI is only working in the continent of Africa (3 countries).

The joint programme's ToC is actor focused. It is mapping the different actors whom the programme is seeking to support or to influence (either directly or indirectly) in order to achieve its overall objective. It is based on the realization that sustained positive change concerning Decent Work in the partner countries will to a large extent be the responsibility of local actors. External actors such as those implementing the joint programme (WSM/CM-MC, ACV-CSC international and BIS-MSI) will only be able to facilitate and support change but are in no position to take responsibility for change to actually occur, or to ensure the sustainability of changes. All actors involved are convinced that it takes a **united network of actors** to effectively influence change at national as well as regional (sub- continental), continental and international levels. This hypothesis forms the main assumption or premise of the joint programme's ToC.

The various programme actors have been mapped and categorized in line with the programme's distinct spheres of control, influence, and interest. Within the **sphere of control**, mapped actors are those who have a considerable level of control over the joint programme's strategies, activities, and budgets. These actors consist of the implementing organizations WSM, CM-MC, ACV-CSC International and BIS-MSI.

Within the sphere of influence mapped actors include those who are being supported or influenced in a direct way by the programme activities and budgets, as they are considered to be key actors in promotion of the decent work agenda in partner countries. These actors include (a) individual partner organizations in specific partner countries (such as trade unions, social movements, ...) with whom WSM, ACV-CSC International and BIS-MSI have formal partnership agreements, as well as (2) multi-actor networks with whom WSM has formal partnership agreements, and which consist of representatives of partner organizations of WSM, ACV-CSC International and BIS-MSI, supplemented with organizations with whom the implementing organizations do not have formal relationships.

These multi-actor networks may be national networks involving organizations from a specific partner country, regional networks involving organizations within a specific (sub) continental region, or international networks involving organizations from different continents. The programme implementing organizations support partner organizations (including multi-actor networks) in strengthening their capacity to provide relevant services to their respective target groups or members, as well as to engage in political action and social dialogue in order to influence policy actors.

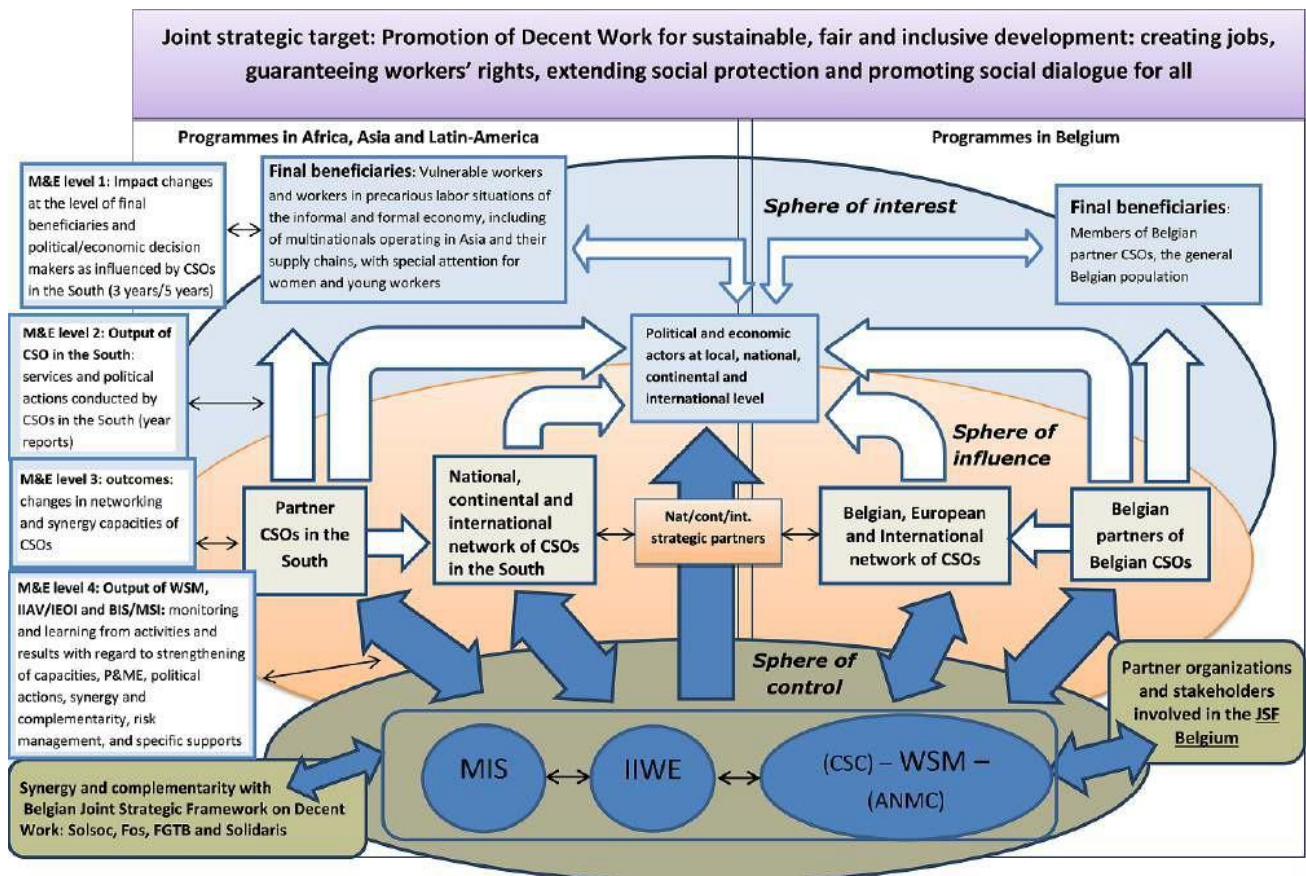
Within the sphere of interest, mapped actors consist of the final beneficiaries of the joint programme (i.e. workers with precarious status of the informal and formal economy in the south). Policy actors (political and economic decision makers) are positioned partly in the sphere of interest and partly in the sphere of influence. This is because policy actors will in some cases be influenced indirectly by partner organizations (including multi-actor networks), while in other cases policy actors will be influenced directly by WSM/CM-MC, ACV-CSC International and/or BIS-MSI.

The arrows connecting the spheres of control, influence and interest represent various types of strategies implemented by all of the actors mentioned above. These strategies aim at:

- **strengthening service delivery by partner organisations:** the creation, expansion or improvement of health mutualities, legal assistance, social economy initiatives, and collective bargaining to the direct benefit of final beneficiaries.
- **strengthening policy influencing initiatives of partner organisations (including multi-actor networks):** lobbying, advocacy and social dialogue aimed at influencing policy actors to the indirect benefit of final beneficiaries, i.e. through creation, expansion or improvement of policies (positively) affecting their work and life;
- mobilising support from Belgian social movements, and organising of political actions at Belgian and international levels; and
- creating **complementarity and synergy** with the other Decent Work programme as well as other Belgian NGA.

Ultimately, this ToC envisages **changes to be effected** at different levels :

- (within the sphere of interest) - changes benefitting workers with precarious status within the formal and informal economy (allowing for positive impact for these workers and their families as final beneficiaries) ; and changes at the level of policy makers - who contribute to enabling access to decent work with the construction of legislative, legal and institutional frameworks. Changes planned at this level, as well as envisaged impact, may be expected to occur starting 3 to 5 years after the start of programme implementation.
- (within the sphere of influence) - changes in terms of actions organised by the partner organisations and/or multi-actor networks – with the organisation of services or political actions directly benefitting workers.
- (also within the sphere of influence) - changes in terms of strengthened capacities of the partner organisations – allowing for improved service delivery to members and greater political strength when trying to weigh on policy change in favour of decent work.
- (within the sphere of control) - changes at the level of strategies being implemented by WSM/CM-MC, ACV-CSCi and BIS-MSI as a result of having monitored (and learned from) the implementation of synergies/complementarities, the implementation of activities, the strengthening of capacities, the political work, the PM&E cycles themselves, and the management of risks.



6.2 Scope and Joint ToC.

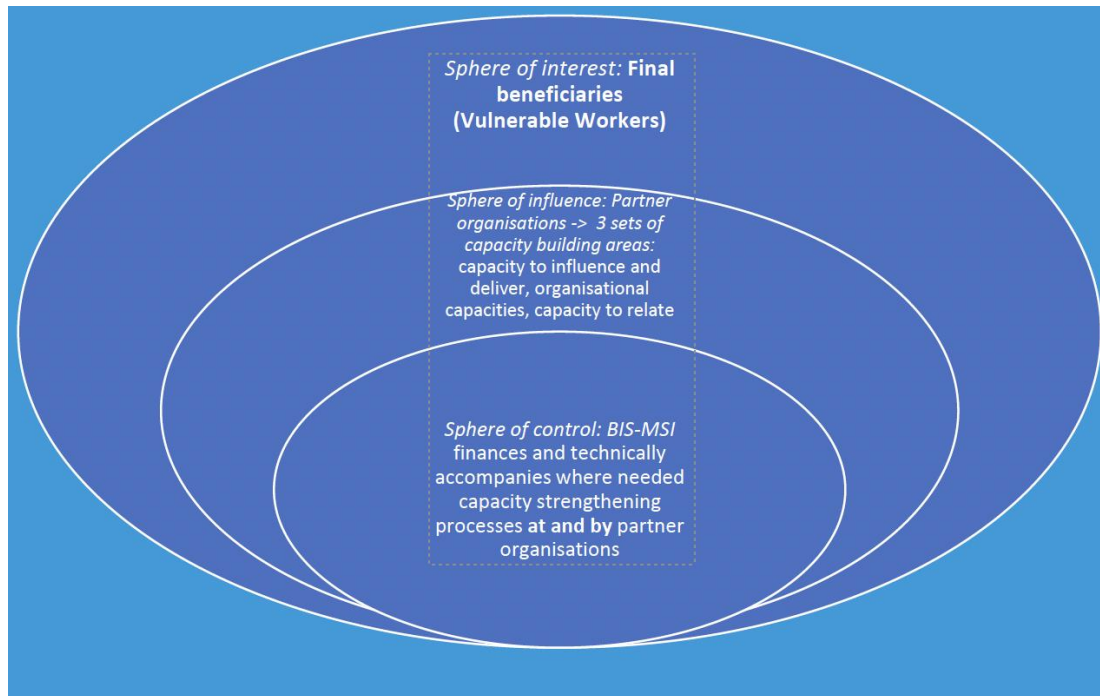
WSM/CM-MC, ACV-CSC International and BIS-MSI' different focuses (see section B.3) have resulted in 8 complementary specific objectives (outcomes) covering 3 continental sub-programmes. Responsibility for each of the outcomes lies with just one of the joint programme's implementing organizations. **The BIS-MSI outcome, as per focus of this external evaluation tender, is:**

SSO4: Strengthened trade union partners in South Africa, Burundi and Senegal are able to improve social dialogue, contributing to more favorable working conditions for vulnerable workers in the informal and formal economy with focus on women & youth.

The overall programme wants to make a difference for workers with precarious status of the informal and formal economy, but this is outside of the scope for this evaluation (sphere of interest). The evaluators will consider as main respondents the actors in the sphere of control and sphere of influence:

- (i) BIS-MSI (and its relations/collaboration/interaction) and its changes (in strategy as a result of learning),
- (ii) the individual partner organisations of BIS-MSI in the respective countries that are strengthened to provide relevant services and to engage in social dialogue and political action and that are expected to change in terms of action taken and strengthened capacity.
- (iii) Policy actors can be situated both in the sphere of influence and interest. When they are directly influenced by BIS-MSI partners they can be considered under this evaluation as key respondents.

In relation to the individual partner organisations, the evaluators considered as key respondents: representatives of internal structures and staff and members of the trade unions that have a mandate. The specific BIS-MSI ToC is illustrated in the figure below.



7 Evaluation Questions

The evaluation questions developed below are based on the evaluation questions proposed in the ToR. The evaluation questions related to efficiency, effectiveness and sustainability are further elaborated in the column of evaluation questions and sub-questions. These evaluation questions form the guideline for the evaluation research. The evaluation matrix does include the clarifications provided by BIS-MSI in paragraph B.5.2 and B.5.3 of the ToR (p.20-21).

No EQ	Evaluation Question (EQ)	Sub-Questions
	Efficiency	
EQ.1	To what extent did the use of resources and the strategies developed achieve the expected changes in the target groups/beneficiaries at the end of the programme?	<p>1.1. Have the allocated resources been used to achieve the expected results (outputs)? Has the use of resources been managed in optimal fashion the light of the results (outputs) been achieved?</p> <p>1.2. Have the partnerships used resources efficiently to achieve the expected results?</p>
	Effectiveness	

EQ.2	To what extent has the specific target and the 3 results per country been achieved or are they on track to be achieved?	<p>2.1.Which changes have been achieved by the BIS-MSI intervention at the result and outcome level?</p> <p>2.2.Have unplanned positive and/or negative changes occurred?</p> <p>2.3.Are there any indications that (capacity strengthening) activities have contributed to the achievement of the results/objectives (element of impact)</p>
EQ.3	Were crosscutting themes effectively addressed during implementation?	<p>3.1.Has Gender Mainstreaming been implemented effectively?</p> <p>3.2.Are other crosscutting themes such as climate and the promotion of peace effectively integrated during implementation?</p>

Sustainability

EQ.4	After the termination of the program, will the partners sustainably continue the results of the program?	<p>4.1.Will the different sustainability dimensions continue to exist after the program ends (political, financial, socio-cultural, environment/climate, and institutional dimensions)?</p> <p>4.2.What factors have promoted or counteracted sustainability?</p> <p>4.3.What can be done to further promote sustainability?</p>
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Covid-19

EV.5	Which has been the influence of COVID-19 on the achievements of results and outcomes? And has the organization adapted/responded efficiently and effectively in order to still achieve the results?	<p>* Has the Covid-19 pandemic effected the implementation of the programme activities?</p> <p>*How? Negatively/Positively?</p> <p>* Are sustainable (operational) changes made due to Covid-19</p> <p>*What has been the effect of COVID-19 on the activities, outputs, outcomes (and impact)</p> <p>How have partners/individuals adjusted themselves to cope with Covid-19 restrictions? Lessons learned with regard to capacity strengthening and effectiveness.</p>
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Impact, Relevance, Synergy

EQ.6	Which data collected on the basis of the evaluation's research into efficiency, effectiveness and sustainability of the programme shed which light on impact and relevance for the indirect/final target groups of the 2017-2021 programme - in general, as well as regarding the 3 principles of the Agenda 2030?	<p>6.1.Which elements did support LNOB principle?</p> <p>6.2.Which elements of the transformational approach (interlinkages/multistakeholder approach) could be identified?</p>
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8 Methodology

8.1 Methodological Approach

8.1.1 Desk research

The desk research was based on an in-depth analysis of all documents provided by BIS-MSI. The evaluation questions determine the content analysis of the documents. For the descriptive data, the software package Nvivo was used. Based on the desk research the first answers on the evaluation questions have been elaborated and data gaps have been identified. Subsequently the first findings have been triangulated, and the data gaps have been further elaborated during in depth interviews with key staff of BIS-MIS and during the field missions.

8.1.2 Field Missions

The main objectives of the field missions were defined as follows:

1. To fill data gaps identified during the desk phase
2. To triangulate the preliminary findings as a result of the desk research
3. To create participation and support for the evaluation process of the local stakeholders

As mentioned above, the data gaps were identified during the desk research. These data gaps have then, become parts of the topic lists for both in-depth interviews and discussion and focus groups. The main purpose of triangulating the desk research findings was to increase the validity of the findings. In other words, desk research findings have been crosschecked with the country specific stakeholders. Finally, besides the involvement of local stakeholders in the data collection we will share the preliminary findings with the key stakeholders at the end of the mission.

Based on the analysis of the Theory of Change and scope of this evaluation the main stakeholders to be consulted during the field visits were:

Key respondents of individual partner organisations:
representatives of internal structures and staff
members of the trade unions that have a mandate
Policy actors when they are directly influenced by BIS-MSI-partners

The following mission have been implemented:

1. Burundi: Monday 17 January – Friday 21 January 2022
2. South Africa: Monday 31 January – Friday 4 February 2022: online interview due to Covid-19 pandemic (the discovery of the Omikron variety in South Africa)
3. Senegal: Monday 14 – Friday 18 February 2022

8.2 Limitations

The specific objective 4, under the responsibility of BIS-MSI, was investigated in depth by two field visits in Senegal and Burundi. It was also planned to carry out a field visit in South Africa. Due to the discovery of the omicron variant in South Africa at the end of 2021, it was virtually impossible to travel to South Africa. It was therefore decided to organise interviews online. The disadvantage of not being able to verify results on site and the lack of an evaluation dynamic during a mission meant that the South Africa case could not be evaluated as thoroughly as the other two country cases. Nevertheless, South African stakeholders were very willing to participate in the online interviews and desk research findings could be triangulated with the findings of the online interviews.

9 Short description of the programme

9.1 The Burundi Programme

Independent trade unions in the recent history of Burundi have only existed since 1992, following the abolition of the one-party system. Since then, several trade unions have emerged and gained the approval of the Ministry of Labour. Trade unions can form coalitions such as federations and confederations and join national and international organisations. It is within this framework that BIS-MSI's partners, including the associate partner, the Confederation of Trade Unions of Burundi (COSYBU), came into being. Several federations of workers in specific sectors are affiliated to COSYBU, including the National Federation of Transport, Social and Informal Workers (FNTT-SI), the executing partner of BIS-MSI in Burundi, as well as its sister informal federations the National Federation of Domestic Workers (FNDD), the National Federation of Informal Manufacturing Workers (FNMI) and the National Federation of Agri-Food Workers (FNATA). The various federations are affiliated to COSYBU, which includes representatives of each in its executive board, and sits on the Conseil National de Dialogue Social and Conseil National du Travail. The agreements and objectives defined between BIS-MSI and its Burundian partners are part of the joint WSM - IIAV/IEOI/IIWE - BIS/MSI/MIS program 2017-2021 whose objective is to promote decent work for sustainable, equitable, solidarity-based and inclusive development: creating jobs, guaranteeing rights at work, extending social protection and promoting social dialogue for all. The program in Burundi focuses on specific objective 4 (SO4): "Strengthened trade union partners in South Africa, Burundi and Senegal are able to improve social dialogue, contributing to more favourable working conditions for vulnerable workers in the informal and formal economy with focus on women & youth."

The four federations and COSYBU are present in all 17 provinces of Burundi through provincial offices. A provincial officer coordinates the activities of the trade union groups at the same time as the activities of COSYBU. The provincial officers give support to the affiliated associations and unions in their province. They provide provincial services to affiliates such as training, mobilisation of informal workers, support in the management of trade union support services, negotiation, and involvement in social dialogue at local level, etc. Sectoral committees are set up within the provincial offices, particularly for each activity sector, as well as women's and youth committees.

The Programme Management Unit at national level monitors the provincial offices and was initially composed of 4 members: Célestin NSAVYIMANA, Marie BUKURU, Jean NTUNGUMBURANYE and Béatrice SIMBANANIYE. After Ms SIMBANANIYE's death in 2021, the management team is hence composed by the 3 remaining members.

The main partners of FNTT-SI / COSYBU are other major employer and workers organisations (AEB and CSB), international institutions (the ILO) and public institutions (the government, the Ministry of Labour and the national institute of Social Security).

BIS-MSI and FNTT-SI/COSYBU have had links since 2002 and have been engaged in a capacity building partnership since 2008. Since then, the unions have become more organised and structured. They have set up trade union support services and basic professional and trade union training to gradually emancipate themselves from the socio-economic precariousness characteristic of the informal economy.

The program took place in all the provinces of the country (17) and directly addressed to (initially) 86.560 informal affiliates represented by the 4 federations and could indirectly impact more than 3 million informal

workers, 58% being women. The program launched in Burundi was established according to 3 results that had to be attained by the end of 2021:

The human and structural negotiation capacities for/by the target groups and trade union representatives from trade union partners in Burundi (FNNT-SI affiliated to COSYBU) are strengthened.

The representation, internal participation, and financial autonomy of FNNT-SI (extended to FNTAA, FNTD and FNTMI, affiliated to COSYBU) are strengthened.

The capacity for advocacy and political actions on national, continental, and international level of trade union partners in Burundi (of FNNT-SI and COSYBU) are strengthened in collaboration with inter-unions and other relevant allies.

The program dedicated a total amount of 927.031 euros to the launch of activities in the aim of achieving SO4. This amount was totally transferred to FNNT-SI, the main partner of BIS-MSI in increasing amounts over the 5 years (due to shifts in government-allocated budgets – originally, the partner would receive between 180.000 and 190.000 euros/year).

9.2 The Senegal Programme

CNTS (*Confédération Nationale des Travailleurs du Sénégal*) and the CGSLB-BIS/MSI (*Centrale générale des syndicats libéraux de Belgique*) have been partners since 2005 working together to improve the conditions of workers, both in the formal and informal sectors. The cooperation between Belgium and Senegal has been very productive and several projects have been conducted together. In this edition, covering from 2017 to 2021, the goal was to improve the social dialogue, contributing to favourable working conditions for precarious workers in the formal and informal economy with a focus on women and youth.

The programme was implemented with the support of the DGD (*Direction générale Coopération au développement et aide humanitaire - Belgium*) by CNTS, the most important central trade union of the country that works also in partnership with other interunion organisations, governmental bodies and the High Council of Social Dialogue (HCDS). CNTS is engaged to defend workers' individual and collective rights and provide them with social and union services, mostly adapted to the informal economy.

During this cooperation, BIS/MSI funded many CNTS activities, focused on strengthening its negotiation capacities, increasing its representativeness, developing its organisational structure, and improving its financial autonomy. The programme also provided support in improving CNTS's capacity to make effective lobbying and advocate within the government and political actors on workers' rights. In addition, another pillar of the programme was to strengthen CNTS capacity building at the national, continental, and international levels, by promoting participation in events and conferences in Senegal and outside of the country.

It is important to remark that this edition of the program was developed considering the achievements of the edition from 2015-2016, notably the strategy of setting up regional representations. In order to continue that work, since 2017 CNTS is focused on six targeted sectors in order to organise them into national federations and include them in the equivalent union structures of the formal economy: wood, agriculture, food transformation, transport, domestic workers, mechanics and seamstress/textile. In addition, CNTS also worked to promote and amplify its presence at the regional levels, by expanding the informal counters (*guichets de l'informel*) into the 14 regions of Senegal. Those structures help informal workers by giving them information and guidelines to formalise their business. They were funded by the programme and represent an important step towards decentralisation.

With the activities promoted by the programme, CNTS was able to increase the number of memberships from the informal economy and amplify its services specifically adapted to the informal sector, such as training sessions, campaigns and targeted negotiations. Currently, CNTS counts with more than 76,000 affiliates from the

formal sector and 16.000 members from the informal economy. The program dedicated a total amount of 788.500,00 euros to the development of the activities during the five years of implementation. This amount was totally transferred to CNTS, in almost equal parts, around 150,000 and 160,000 euros per year.

During the program, CNTS one of the most important goals was to develop a campaign to establish a minimum wage and access to social protection for all workers in the informal economy, contributing to the implementation of Recommendation 204 of the International Labour Organisation (ILO), which consists of the transition from the informal economy to the formal economy. After many negotiations, this objective was achieved, as well as other remarkable results, such as the recognition of employment contracts in the informal sector and access to vocational training courses.

9.3 The South African Programme

The main objective of the programme is to strengthen the trade union partners to improve social dialogue, contributing to more favourable working conditions for vulnerable workers in the informal and formal economy with focus on women and youth (outcome). To achieve this objective the programme's ambition was to strengthen the human and structural negotiation capacities for/by the target groups and trade union representatives. (output 1) and to strengthen the representation, internal participation and financial autonomy of SACCAWU and COSATU (output 2). Finally, the programme aimed to strengthen the capacity for advocacy and political actions on national, continental, and international level of the trade unions in collaboration with other trade unions and other relevant allies (output 3).

The following types of activities were organized to achieve the outputs and ultimately the specific objective (outcome):

- Studies and research (outsourced or self-implemented) in relation to the rights (access to social dialogue) of target groups, implementation of R202 and 204, gender equality and desired legislative/administrative reforms.

- Publication of newsletters (and maintenance of websites) for the promotion of social dialogue of the target groups.

- Training (seminars, workshops, bilateral South-South exchanges between trade union partners, training of trainers, support to workplaces...):

- In relation to output 1 & 3: Training of members, activists, delegates, executives, members of women's and youth commissions, legal advisors, negotiators, and union assessors of labour courts in matters of relevant conventions, defence of rights, negotiation techniques, women's needs and concerns (such as in relation to their health and safety-pregnancy, maternity, sexual harassment, inclusion), gender mainstreaming, conflict resolution; support for the development of trade union proposals in relation to proposed legislative and administrative reforms, development of representative structures, national green job creation policies, negotiations, advocacy and campaigning with employers and government.

- In relation to output 2 - support for the development and strengthening of digitalized databases on membership, fees, training - disaggregated by gender and age; internal democratic structures (sectoral trade unions, youth and women's committees); digital documentation centres (online); appropriate and documented financial management, human resources management and self-financing strategies and policies; formal digital accounting; audited and approved financial reports, steering committee meetings

- Representation: negotiations, advocacy, campaigns with employers, government, national social security institutes, mutual insurance companies, labour inspectors, and extractive companies;

networking with CGSLB, ITUC, ITUC-Africa, RSCD for the promotion of social dialogue of the target groups; participation within the ILO in the work and negotiations of the revision of standards (conventions and recommendations) revision of relevant standards (conventions and recommendations), the development of new standards, and the denunciation of the non-respect of fundamental standards and trade union rights, monitoring of the ILO Decent Work Country Program Awareness campaigns: on the rights/improvement of working conditions of workers in the informal and formal economy of the target groups with employers, political-administrative authorities, national social security institutes, mutual insurance companies and NGOs; in favour of ratification of relevant conventions with employers and the government

Membership recruitment actions - with a special focus on target groups, women, and youth.

Participation in continental policy actions in favor of the right to social protection/social dialogue at the ILO, UEMOA, ECOWAS, SADC/SADC and the AU Social Affairs Commission, as well as in favor of legislative and administrative reforms in relation to the rights of the target groups - as organized by the multi-stakeholder network.

The main BIS-MSI partners in South Africa are:

COSATU (Congress of South African Trade Unions) was launched in December 1985 after four years of unity talks between unions opposed to apartheid and committed to a non-racial, non-sexist, and democratic South Africa. At the launch COSATU represented less than half a million workers organized in 20 unions. Currently COSATU has more than two million workers, of whom at least 1.8 million are paid up.

COSATU is the largest of the three federations of Trade Unions and is part of the Tripartite alliance with the African National Congress (ANC) and the South African Communist Party (SACP).

SACCAWU (South African Commercial Catering and Allied Workers Union) was founded in 1975 as CCAWUSA (Commercial Catering and Allied Workers Union of South Africa). In 1989, in response to the call of COSATU's founding principles of One Industry One Union – One Country One Federation, CCAWUSA merged with other unions in the sector to form SACCAWU. SACCAWU is an affiliate of COSATU as well as affiliated to two Global Union Federations (GUFs) initially known as International Trade Secretariats (ITSs) being UNI Global Union (UNI: Union Network International) and International Union of Food, Agriculture, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF).

10 Main contextual facts during programme period 2017-2021

10.1 Context in Burundi

In April 2015, demonstrations took place in Burundi to protest against President Pierre Nkurunziza's bid for a third term (which was forbidden by the constitution). This popular uprising led to a quick rise of violence in the country, specially between authorities and the opposition to the government.

The years that followed these events were characterized by a great political turbulence mainly caused by a climate of political violence installed by authorities. These included prosecutions and chase against civil society actors, and alterations of the constitution. In May 2018, a constitutional referendum marked by an upsurge in political violence, confirmed the ruling party's grip on the state. The second half of the year saw a gradual shrinking space for civil society, culminating in the banning of a few international NGOs from operating in Burundi. Most of the foreign NGOs left the country by 2019 and stopped their activities due to increasingly

oppressive legislation. Political assassinations and forced 'disappearances' have occurred regularly leading the United Nations to accuse the government of inciting hatred and violence.

In 2020, while most of the planet was facing the pandemic of COVID-19, Burundian authorities were preparing the elections that took place in May. The candidate endorsed by the outgoing president, Evariste Ndayishimiye was declared winner of the elections, even if the international organisations were kept out of the election monitors. The ex-president was expected to stay close to the power and influence the governmental decision-making even after the transition of power since his successor was from the same party and chosen by him. Nkurunziza died suddenly in June 2020, before the hand-over of power which was planned to take place in August of the same year, leaving the newly elected President pursuing the strategy of a strict and "tough" government. Dialogue has been reported as difficult and even dangerous for CSO and labour unions considering the national reality and the general distrust of the authorities.

10.2 Context in Senegal

In 2017, in the first year of the programme, there was a delay in the beginning of activities, mostly due to the elections of representativeness of the central trade union of Senegal, led within the Ministry of Labour and the High Council of Social Dialogue. After the elections, more activities could be planned and structured in the programme framework. In 2018, a situation of social tension in all sectors was happening in Senegal because of the minimum wage. In a scenario pré-presidential elections, CNTS organised a national march in January to draw the attention of public authorities to this social tension and to demand an increase in the minimum wage. This action led to the resumption of negotiations with the government and further an agreement to increase the Guaranteed Interprofessional Minimum Wage (SMIG) and the Guaranteed Agricultural Minimum Wage (SMAG) by 44.8%. There was also a 10% improvement in retirement pensions. The last time the SMIG and SMAG had increased was in 1996 and although it represented an important step, there was still a lot to do, mostly to informal workers, who represent almost 90% of the country's workforce.

In 2019, presidential elections happened in Senegal and in the same year, CNTS celebrated its 50th anniversary with two big activities: a workshop on social protection in Africa, with the goal to make comparative analysis of the social protection systems of the continent; and a workshop on violence and harassment in the workplace, which aimed to promote ILO Convention 190. The year of 2019 was also marked by legal victories in Senegal related to women's rights. Following the example of #Metoo campaign, women in Senegal organised the DOYNA movement, in which female trade unionists in association with women's organizations developed different actions to fight against sexual and gender-based violence. This advocacy led to the unanimous vote of the bill criminalizing acts of rape and paedophilia in December.

In 2019, CNTS also included in its advocacy priorities the ILO recommendation 204, according to the second phase of the Senegalese Emerging Plan from the government. In the same direction, a law on start-ups was adopted in December of 2019, to encourage the creation and promotion of start-ups, and thus encouraging the transition towards the formalisation of the informal economy sector. Finally, the 1982 National Interprofessional Collective Agreement (CCNI) was updated, within a tripartite dialogue between the government, employers and workers throughout Senegal, in which CNTS actively participated.

In 2020, like in many other countries, Senegal's economy was seriously affected by the Covid-19 pandemic. Curfew and other barrier measures were imposed in the country, such as the closure of air and land borders, schools and universities, markets and businesses, and a ban on intercity travel and gatherings. However, in a country where the majority of the population depends on the informal economy, these restrictions created lots of problems and showed the weakness of the social protection and the health system, explicating the lack of support to the informal sector. In this context, CNTS worked to promote awareness campaigns and carried

numerous consultations with the government, which resulted in some measures such as the provision of 300 buses to alleviate the transportation problems faced by workers.

In 2021, most of the activities restarted and some important actions were taken to protect informal workers. As an example, the third conference for social protection, led by the Ministry of Labour, Social Dialogue and Institutions' Relations that culminated with an orientation document to guide informal workers to formalise their business. In the same sense, CNTS has also led a campaign to the formalisation of informals, with the production of a guide to help them with this process. Moreover, the Ministry of Labour, Social Dialogue and Institutions' Relations, together with the High Council of Social Dialogue launched the "National Plan to Reinforce the Social Dialogue in Senegal 2021-2024", which represents an important step towards better working conditions for the informal sector in the country.

10.3 Context in South Africa

The COVID-19 (coronavirus) pandemic is having a major impact on South Africa's economy leading to a 6.4% contraction in 2020, as the pandemic weighed heavily on both external demands even as the government implemented containment measures. This severe contraction is estimated to increase poverty with 2 million people living below the poverty line for upper-middle income countries, on \$5.5 per day in 2011 Purchasing Power Parity exchange rates, PPP.

Structural challenges and weak growth have undermined progress in reducing poverty, which have been heightened by the COVID-19 pandemic. The achievement of progress in household welfare is severely constrained by rising unemployment, which reached an unprecedented 34.9 percent in 2021. The unemployment rate is highest among youths aged between 15 and 24, at around 64%. Unemployment according to the expanded definition, which includes people who were available for work but not looking for a job, rose to 46.6%. Main job losses could be registered in the following sectors: Finance industry, community & social services, Trade industry, mining, construction, and Agricultures and the sectors of tourism and hospitality.

South Africa remains a dual economy with one of the highest, persistent inequality rates in the world, with a consumption expenditure Gini coefficient of 0.63 in 2015. High inequality is perpetuated by a legacy of exclusion and the nature of economic growth, which is not pro-poor and does not generate sufficient jobs. Inequality in wealth is even higher and intergenerational mobility is low meaning inequalities are passed down from generation to generation with little change over time.

According to Statistics South Africa, almost one third of the working age population (15-64 years) is employed in the informal economy (almost 5 million people). According to their definition all people who are employed and work in private households or helping unpaid in a household business or in the informal sector working for someone else for pay and are not entitled to basic benefits from their employer such as a pension or medical aid and have no written contract, are counted in this category². This means that a high proportion of the people are working in the informal sector, which is one of the major targets groups of the programme.

² Statistics South Africa (2020). *Gender Series Volume VII: Informal Economy, 2013-2019, Report number 03-10-23*, p.8

11 Findings

11.1 Introduction

This chapter describes in general terms the findings on the evaluation questions. It is a summary of the main findings of the three sub-reports Burundi, Senegal and South Africa. More country-specific details can therefore be found in the sub-reports.

11.2 Evaluation Question 1: Efficiency

EQ1.To what extent did the use of resources and the strategies developed achieve the expected changes in the target groups/beneficiaries at the end of the programme?

Sub-questions:

EQ1.1.Have the allocated resources been used to achieve the expected results (outputs)? Has the use of resources been managed in optimal fashion in the light of the results (outputs) been achieved?

EQ1.2.Have the partnerships used resources efficiently to achieve the expected results?

Till the beginning of 2020 most of the activities could be implemented as planned. That story, although without major consequences on the achievements of outcomes and outputs, changed with the start of the pandemic in March 2020. Because of the Covid-19 lock, several activities were delayed or redirected in the year 2020. This situation improved somewhat in 2021, as stakeholders were attuned to a digital operation. Nevertheless, full normal operation was still not guaranteed.

The reorientation of activities according to the needs of members was obviously a necessary choice. It showed that the BIS-MSI partners are flexible organizations that can respond to the needs of their target groups. This flexibility is an element that contributes to an efficient operation to meet the needs of the target groups in the event of an unforeseen mass health crisis.

BIS-MSI has used existing or additionally developed a host of tools in its day-to-day operations to ensure efficient operation. Several manuals and methodologies aimed at efficient implementation of the program. Examples of such manuals are:

- Performance measurement system of outcomes and details manual

- Manual Resultaatsgericht beheer

- Trade Union Organizational Capacity Tool (TUOC-tool)

- Monitoring tools at outcome and output level.

These manuals are effectively applied and used to increase the efficient implementation of the programme.

After consultation of many documents and interviews with the involved stakeholders, the evaluators concludes that the quality of the activities and the produced documents are of good quality. It has been observed that many outputs (and outcomes) can serve as good practices for other Trade Unions in the region (see effectiveness)

Resources have been well allocated to achieve the expected results and a mechanism of accountability was put in place to facilitate budget management. During the field mission, evaluators could assess those practices and how they were managed by the partners. Evaluators could verify that expenses of the programme were mostly directly related to activities contributing to the results. It is important to note that MSI has no local staff on the ground and the implementation of the program is handled entirely by the local partners. The monitoring data is also reported by the local partners. However, this data is followed up by the MSI country manager (based in Belgium), of the program and is extensively documented. This structure of the program not only ensures a very efficient use of resources. After all, the overhead costs are limited and most of the resources are used by partners for the development and implementation of the activities.

Communication between partners in Burundi, Senegal and South Africa and BIS-MSI is proven to be fluid, efficient, and both sides are aware of their responsibilities and tasks. The evaluation notes that annual reports are done to assess the accomplishment of activities and detail good practices founded in the course of the year. Those reports are standardised and organised according to the logic framework of the programme.

It has been observed, in general terms, that in the three countries, the partnerships within the countries between the partners and other stakeholders has been improved during the programme implementation. The unions and confederations have been engaged in many (international) network activities. This is positive evolution in order to obtain equal rights for vulnerable workers (in the informal economy).

11.3 Evaluation Question 2: Effectiveness (Outcome level – Specific Objective)

EQ2. To what extent has the specific target and the results in Burundi, Senegal and South Africa been achieved or are they on track to be achieved?

Sub-questions:

EQ2.1. Which changes have been achieved by the BIS-MSI intervention at the result and outcome level?

EQ2.2. Have unplanned positive and/or negative changes occurred?

EQ2.3. Are there any indications that (capacity strengthening) activities have contributed to the achievement of the results/objectives (element of impact)?

11.3.1 Burundi

Overall, objectives and results have been achieved according to what was planned in the logical framework, both in the outcome level and its indicators, and also in the country results:

The number of labour related conflicts discussed increased during the first years of the program, but then decreased in 2020 and 2021, thanks to a massive training strategy of trade union cadres which allowed them to learn how to carry out negotiations and lead discussions.

The 4 federations put workers' demands on the social dialogue agenda on the basis of participatory processes thanks to a strong communication and advocacy strategy. Claims are gathered at local & national levels thanks to the renewed "cahiers de revendications", constant submission of demands and updated reports on discussions and demands.

There was an important increase of affiliated members (231.501 in 2021, in which 20% women and 56% youth), thanks to affiliation campaigns and sensitization of workers on the benefits of joining a trade union. The proportion of affiliated women and youth appear to have followed the same trend thanks to the creation of specific committees to address specific issues.

The management of databases, formal descriptions of trades within the informal economy and services provided / provision of services improved and became more accessible and of good quality thanks to the activities of trainings on those topics. Digitalized databases were created and are regularly updated which allowed the unions to keep track on their activities and affiliates and to adapt their strategies.

FNTT-SI/COSYBU enhanced their collaboration with civil society platforms and structures thanks to consultation processes, advocacy campaigns on R204 and synergy of strategies (mainly with social partners CSB and AEB) which allowed to improve the quality and effectiveness of the joint advocacy on the decent work agenda.

National, regional, or international networking for the exchange of information and experiences improved thanks to the participation of COSYBU in congresses and exchanges. The networking contributed to the development of effective internal policies such as and the adoption of trade union policy, and advocacy interventions on gender, climate, or the decent work agenda.

Training sessions were designed in order to respond to the local and sectorial issues addressed by several stakeholders, and to involve all the partners. They were conceived thanks to a participatory process which allowed the trainers to adapt their modules to the needs of workers depending on their sector, sex, and province.

Capacity building results were well monitored by the management unit which led to a constant adaptation of the activities.

11.3.2 Senegal

Overall, objectives and results have been achieved according to what was planned in the logic framework, both in the outcome level and its indicators, and also in the country results. On the outcome level the evaluation highlights that CNTS's capacity has been able to strengthened and social dialogue has improved in Senegal, contributing to more favourable working conditions for vulnerable workers in the informal and formal economy with focus on women and youth. Regarding the indicators, the achievements can be summarized as the following:

CNTS has intensively worked on advocacy actions to increase by 44,8% the minimum wage (SMIG and SMAG) since the beginning of the programme

Between 2017 and 2021, the CNTS has increased the membership of informal workers by 34% and has achieved the indicator 2.

During the programme CNTS has negotiated some of policy priorities of R204 and has achieved and define a consensual roadmap with the government for a national program of reforms of the social protection system in order to guarantee sustainable and more inclusive coverage. The national health mutual fund for workers in the informal economy has also been set up with the inter-union.

Regional advisory committees were established in all 14 regions of Senegal

The role of the Informal Economy Department of CNTS was reinforced since the signing of the memorandum of collaboration with the HCDS. CNTS has now a representative of the informal economy from the sector at the HCDS who is directly and constantly involved in the mediation of national and/or regional labor conflicts. The representativeness and importance of the informal economy is increased as well as its presence in decision-making bodies.

CNTS has signed agreements with government vocational training structures to improve the technical skills of vulnerable and the informal economy workers affiliated to CNTS. It offers them the possibility of taking part in vocational training that meets their needs for recognition of their skills and an accreditation certificate is issued to them.

CNTS has also achieved most part of the results that relied on two verifiable objective indicators (VOI), which were monitored during the programme. Evaluation highlights the following points:

- Regional advisory committees were established in all 14 regions of Senegal by 2019, which conduct negotiations and resolve collective conflicts at CRD (Comité régional de dialogue The role of the Informal Economy Department of CNTS was reinforced as they worked in constant mediation of conflicts in all the regions. CNTS has been constantly involved in the mediation of conflicts within the HCDS, due to a memorandum of collaboration between them with the Department of the informal economy, increasing its importance in that instance.
- CNTS was able to make some advocacy actions, but many of them were delayed or cancelled due to the COVID crisis. Even if CNTS has a limited influence on the agenda of the HCDS, it has increased during the timeframe of the programme and it can be potentialized with the formalisation of the informal sector representation on the workers' instance.
- The participatory process in collecting the demands has proven to be effective in terms of representativeness of local and sectorial demands. We also note the participation of women and youth committees in the implementation of advocacy and negotiation strategies within the HCDS.
- The evaluation notes that even if CNTS increased the number of informal workers affiliated to the unions, it is still a work in progress. It requires a very intense mobilisation to convince and give them arguments to join the unions.
- Regarding its advocacy and political action capacities, CNTS has improved its collaboration with other central unions and civil society platforms during the programme.
- CNTS has substantially improved its participation in the national, regional or international networking to exchange information and experiences on promoting social dialogue.
- Training sessions on labour rights, entrepreneurship, management and how to formalise a business, among others, are useful to create awareness on affiliated members and work well at the central level. However, to ensure the unfolding of those training sessions on the regional level, CNTS needs to put in place a calendar and better structure those trainings.
- Partnerships with professional training institutions and governmental programs help affiliated members to improve their technical skills and allow them to be more productive.

11.3.3 South Africa

Most of the indicators at outcome level has been achieved in South Africa.:

The trade Unions succeeded in establishing a National Task Team on the implementation of ILO Recommendation 204 within the National Economic Development and Labour Council (NED-LAC), which includes representatives from various sectors of the informal economy. Within the framework of NEDLAC important attention has been paid to vulnerable groups, but also that

results have been achieved whereby workers from the informal economy accrue rights on par with workers from the formal economy. In that sense, COSATU has accomplished more than was planned within the framework of the BIS-MSI programme.

COSATU could not achieve the second indicator.; "By 2021, 3 affiliates of COSATU has adopted the (membership growth) strategy and are able to represent 3-4% p/y more vulnerable worker of which 35% are female and 15% younger than 35years". The membership growth by 3-4% of COSATU was reported to be around 2-3%. We can say with high certainty that the failure to achieve this indicator is entirely due to the impact of Covid-19. Due to the dismissal of many employees during this crisis, some of COSATU's affiliates lost members. However, through 2019, COSATU was on track to meet its projected targets. Despite 2 years of health crisis, a limited increase in membership can still be observed (compared with baseline values).

COSATU has achieved the third outcome indicator. The national minimum wage was first proclaimed in 2018. Indeed, the national minimum wage should be considered as historic precedent in the protection of low-earning (vulnerable) workers. The South-African trade unions (COSATU, FEDUSA & NACTU) have fought for many years for the implementation of a national minimum wage in South-Africa.³ Through the social dialogue structures of NEDLAC and the technical help of the ILO, research institutions and solidarity support from the global trade union world (including MSI), the National Minimum Wage Act came into force on January 1, 2019.

SACCAWU was just able to meet its projected goals of "having negotiated in 66 of the 211 companies adjusted Collective bargaining agreements (CBA), benefiting vulnerable workers in hospitality sector, from which 35% are female and 15% younger than 35 years" and "membership with 20-22% from workers in a non-standardised employment, from which 35% are female and 15% younger than 35 years." In all the CBA's that SACCAWU have negotiated, all workers earn equal or above the national minimum wage (= or above 21,69 rand p/h), and have a paragraph concerning late night/shift (transport) allowance and or extended parental/maternity leave. Reaching the objective should be considered as an outstanding outcome, considering the impact of Covid-19 pandemic on the sectors covered by SACCAWU.

Besides that, SACCAWU experienced a membership loss of no less than about 25 percent, which was entirely attributable to the economic downturn in the sectors vital to SACCAWU. Since there was a strong growth in membership through 2019, there is still a new membership growth to report at the end of the program of approx. 15%. The loss of members in 2020 and 2021, despite the increase in 2017, 2018 and 2019 is due in both COSATU and SACCAWU to the safety measures taken as a result of the Covid-19 pandemic. Despite this unforeseen circumstance, compared to 2016 there is still a gain of members to report for both organizations. Therefore, this should be reported as positive.

It could be concluded from the desk research and interviews that the failure to achieve the indicators of membership growth, which was entirely due to the Covid-19 pandemic. After all, when people are laid off, they no longer remain members of a union. And because of the covid-19 pandemic, an estimated 2 million people lost their jobs. It is evident then that within such a context, membership growth was unfeasible.

In addition, some results were obtained beyond what was anticipated in the logframe. The sector CLA of SACCAWU, which was declared generally applicable by the Minister of Employment, is particularly noteworthy. These are CLAs that transcend the specific company level and must be applied in all companies. Also, the implementation of the National Minimum Wage (NMW), the index adjustments on the minimum wage, and the rigorous follow-up of violations on the application of the minimum wage are downright spectacular results to which the BIS-MSI program clearly contributed. Finally, it is clear to all stakeholders that the emphasis given in program to highly vulnerable persons was only possible because of BIS-MSI support. Vulnerable women,

³ [https://thewestrand.co.za/wp-content/uploads/2018/03/Joint Organised Labour NMW BCE LRA Bills Submission 16 03 2018 final.pdf](https://thewestrand.co.za/wp-content/uploads/2018/03/Joint_Organised_Labour_NMW_BCE_LRA_Bills_Submission_16_03_2018_final.pdf)

youth and persons with disabilities who are often working in the informal sector received particular attention in the program. It is therefore a success that a National Task Team (NTT) was set up within NEDLAC and that, with the support of BSI-MSI and ILO, steps are being taken to build up a thorough dossier that should make it possible to move institutional reforms from the informal economy to the formal economy.

Besides the achievements of the outcome indicators, which are the most important to report, it could be concluded that for all three countries most results indicators have been achieved during the programme implementation 2017-2021. The country result details can be found in the country reports.

11.3.4 Conclusion Effectiveness at outcome level (Specific Objective)

Overall, objectives and results have been achieved according to what was planned in the logic framework, both at the outcome level and its indicators, and also at the country level results. The programme largely achieved what it promised to achieve. The COVID-19 pandemic had a major impact on South African and Senegalese society while it Covid-19 pandemic was largely ignored in Burundi. The trade unions in Senegal and Burundi showed extreme agility. They went digital and pulled out all the stops to mitigate the consequences for the most vulnerable workers. Despite these necessary shifts in focus, the major strategic program objectives were not forgotten. The main achievements for each of the countries can be summarized as follows:

Main Achievements Burundi:

The number of conflicts discussed increased during the first years of the program, but then decreased in 2020 and 2021, thanks to a massive training strategy of agents which allowed them to understand the importance of negotiation and lead discussions.

The 4 federations put workers' demands on the social dialogue agenda on the basis of participatory processes thanks to a strong communication and advocacy strategy. Claims are gathered at local national levels thanks to the renewed "cahiers de revendications", constant submittal of demands and updated reports on discussions and demands.

There was an important increase of affiliated members (231.501 in 2021, in which 20% women and 56% youth), thanks to affiliation campaigns and sensitization of workers on the benefits of joining a trade union. The proportion of affiliated women and youth appear to have followed the same trend thanks to the creation of specific committees to address specific issues.

The management of databases, formal descriptions of trades within the informal economy and services provided / provision of services increased and became accessible and of good quality thanks to the activities of trainings on those topics. Digitalized databases were created and are regularly updated which allowed the unions to keep track on their activities and affiliates and to adapt their strategies.

COSYBU and FNNT-SI enhanced their collaboration with civil society platforms and structures thanks to consultation processes, advocacy campaigns on R204 and synergy of strategies (mainly with social partners CSB and AEB) which allowed to improve the quality and effectiveness of the joint advocacy on the decent work agenda.

Main Achievements Senegal:

CNTS has intensively worked on advocacy actions to increase the minimum wage (SMIG and SMAG) since the beginning of the programme and has achieved the indicator 1.

Between 2017 and 2021, the CNTS has increased the membership of informal workers by 34% and has achieved the indicator 2.

During the programme CNTS has negotiated some of policy priorities of R204 and has achieved the indicator 3.

Regional advisory committees were established in all 14 regions of Senegal by 2019, in addition to one at the national level. The role of the Informal Economy Department of CNTS was reinforced as they worked in constant mediation of conflicts in all the regions. CNTS has been constantly involved in the mediation of conflicts within the HCDS, due to a memorandum of collaboration between them with the Department of the informal economy, increasing its importance in that instance.

CNTS has substantially improved its participation in the national, regional or international networking to exchange information and experiences on promoting social dialogue.

Main Achievements South Africa:

All outcome-level indicators have been achieved, except for the values set for membership growth. During the first three years of the programme, both partner organisations experienced growth in membership numbers that suggested they would achieve the forecast growth. Due to the Covid-19 pandemic and the dismissal of many workers in very vulnerable sectors (such as Tourism and Hospitality), the unions lost members.

A major achievement of the Trade Unions has been the work done on ILO R204 within the framework of NEDLAC, as well as awareness creation at the political level and at level of South African society

The realisation of a National Minimum Wage (NMW) is one of the most important achievements. This NMW applies to all workers, including people working in the informal sector (such as domestic workers). From 2022, the same minimum wage will apply to all workers, regardless of sector.

SACCAWU renegotiated 66 CBA (as targeted) which improved the working conditions significantly (late/night shift transport allowance, extended parental and maternity leave,...)

Unintended positive effects: SACCAWU managed to negotiate a new collective agreement through social dialogue with a new Collective Bargaining committee as a result, with the government extending the collective agreement of the newly formed bargaining council to all employers.

11.4 Evaluation Question 3: Effectiveness

EQ3. Were crosscutting themes effectively addressed during implementation?

Sub-questions:

EQ3.1. Has Gender Mainstreaming been implemented effectively?

EQ3.2. Are other crosscutting themes such as climate and the promotion of peace effectively integrated during implementation?

11.4.1 Burundi

Findings on Gender.

Gender topics have been addressed throughout the program not only as a crosscutting theme but also as a specific topic for trainings, although the strategy must be re-appropriated and refined.

The strategy on gender mainstreaming has broadened women's membership of the associative movement and the trade unions from 2017 until today. Networks of "Decent work" for women leaders in the informal economy and for women working on protection of the environment were established during the program and are functional. Strategies and actions for empowering women's leadership have also been identified and implemented in some provincial offices. The activities differ depending on the local necessities and the labour activity of the affiliates.

Trade unions have never had such an important weight in female participation and FNNT-SI, COSYBU and its affiliate unions were committed to the cause. The objectives of the program and expected results have influenced its activities and launch which reflect on the rising affiliations of women and their growing number in mandated positions inside the unions. With the death of the Management Unit's member, Ms Simbananiye, who was specially committed and in charge of the gender-related topics, the MU is still seeking on how to manage and control the activities in terms of gender. A person dedicated to the topic inside the MU would be crucial for the continuation of the efforts that were made until the moment of the writing of this report.

Women's committees reinforced the engagement of women in the unions and contributed to their legitimation inside the organisations and the dialogue structures.

The women's committees are organised around a focal point who is responsible for the coordination of activities and adapts the capacity building activities for each province. The focal point is in charge of articulating the programmes activities with the gender crosscutting theme and the management unit. The programme has proven that gender themes are included in most of the activities and involve women in the decision-making processes and the conception of activities. For example, the committee's focal point is elected among all the women committees' representatives in the country which reinforces her legitimacy.

This factor has contributed to the rise of women's participation in the activities: they assess their needs, report them, co-built the activities with the management unit and implement them. Some of the activities go beyond capacity building and include awareness-giving among the communities around gender questions, which goes even further than just including a crossover topic in the capacity building activities.

Youth are highly integrated in the activities launched by the partner but still lack of understanding the benefits of unionism and affiliation.

The development of youth engagement in trade unionism was a major crosscutting theme approached by the programme which addressed many trainings and activities to the empowerment of the younger population. They were identified as being in the centre of socio-community and, at the same time, the most vulnerable age group concerning social benefits including lack of jobs, lack of income, human rights, etc.

During the 2017-2021 programme, the FNNT-SI has proven to concentrate on consolidating the activities of youth groups within associations and trade unions, especially in the informal economy, for effective and responsible unionisation with a particular focus on the production of goods and services.

A network of youth programmes to combat underemployment has been initiated for this purpose and youth committees' focal points led a specific approach to the dynamic-youth vision in their social environment through the provincial offices.

Findings on Environment

The program has included climate issues as a crosscutting topic in its trainings and actions but still lacks resources to implement the designed strategy.

The training modules include awareness of environmental protection and the risks of climate change. FNNT-SI/COSYBU and the federations adopted a reinforced environmental protection and compliance strategy in 2018 with the joint environmental strategy, developed with CSB. The environmental arrangements are very much driven by international guidelines and recommendations mainly transmitted by international trainings as part of this program and/or by ITUC during congresses, frontline campaigns and statements on just transition, based on yearly COP conferences' briefings. The management unit as well as the delegates and other stakeholders identified show a great willingness to pass on ecological and sustainable development values during training courses. However, there is still a lack of a clear and consolidated understanding of environmental issues in workers' rights and how these may be affected by climate change.

Despite the attempt to build a global strategy on this topic and to include it in the training modules, trainers and mandated trainers still lack the resources and training to be able to transmit a clear and consolidated vision of the behaviours to adopt and the working methods that respect the environment. In Rutana, for example, the staff organised activities to plant trees in the valley, which has been almost completely cleared in recent years for agriculture. These activities have brought together many volunteers and have been very successful, especially as the local people are aware of the changes that have taken place. However, these activities remain rather isolated and do not provide affiliates with a comprehensive and consolidated strategy on how to tackle climate change.

11.4.2 Senegal

Findings on Gender.

Training sessions and sensibilisation events take cross-cutting themes into consideration and they are often discussed in the consultative committees, but the programme still **needs to strengthen its** specific support actions to workers that are more affected by climate change, youth and women.

All documents reporting training activities and sensibilisation events that were evaluated during the desk research point out that gender and climate change were taken into account in the training sessions. However, they did not specify or detail how it was done and during the field missions, evaluators tried to clarify that point. There are training courses solely centered on women organized with the women's committee such as violence, leadership, the role and place of women in trade union action, etc. The other training courses are organized with a minimum representation of 35% women and 15% youth. The programme allowed the women committee to participate in many regional and international events to talk about gender based violence,

leadership and empowerment; and then bring its knowledge to CNTS and national negotiations for the adoption of the convention on harassment and violence at ILO, mobilising stakeholders. All CNTS delegations at the national level include at least presidents of the women's committee and the youth committee

On climate change, they incorporated the impact of Climate change and information on the importance of treating their waste and making them aware of pollution and water wasting, for example. Delegates and youth are trained on climate issues.

The fact that those points were incorporated in the training sessions and events was important to make workers conscious and more environmentally responsible. It was also possible to assess that in the consultative committees of young people, women and climate, members promote frequent discussions about the topics, which is positive. However, evaluation highlights that actions to create awareness and discussions, even if they are a first important step must be increased to promote decent working conditions to most vulnerable workers.

CNTS has participated in many events to discuss and put into evidence the gender thematic but there is no formal internal gender policy.

If a great part of workers in Senegal are in the informal economy (approximately 90%), this number is even more representative to women. Among the informals, women represent almost the entirety of sectors such as in food production (*transformatrices*), local food sellers (*gargotières*). Given that scenario, promotion of female empowerment and entrepreneurship becomes an important issue to be addressed.

In that sense, CNTS has improved its participation in events to discuss thematic, promoted events and sensibilisation campaigns through the Female Committee, responsible to develop most of those actions. The evaluation highlights the following:

- Organisation of a women network from the informal sector to allow exchanges, share of information and peer-support.
- Organisation of events with stands to exhibit women's products that have the approach of sustainable development and recycling of waste, and to show their practices on hygiene and quality control.
- Participation of the women's committee of the CNTS in the DOYNA movement, to fight against sexual and gender-based violence in 2019.

Evaluation also notes that the Women Committee has elaborated an action plan to organise its activities, but there is no formal internal gender policy at CNTS to specify on women's rights. Sensibilisation towards gender equality is still an on-going process in the context of the country and efforts need to continue in order to promote it. In addition, even if informal sector workers have received training modules on the role of women and youth in social dialogue, we note that, further actions can be taken in the next edition to better target this group.

Findings on Environment

CNTS has improved its internal awareness on climate change and conceived a policy to deal with the topic, but specific actions to most vulnerable sectors need to be further addressed.

During the time of the programme, CNTS has internally improved its consciousness on climate change and nowadays there is a dedicated person to this topic in the organisation, which is the focal point since 2016. The programme allowed this person to participate in many regional and international events to talk about the topic and then bring its knowledge to CNTS, mobilising members of the management unit and other stakeholders. CNTS has also created at the national level an internal working group to discuss the thematic and better structure their actions for different sectors, which is positive but still incipient. However, there are no regional committees on the topic, which limits discussions at the subnational level. Due to advocacy efforts, CNTS also takes part in the National Committee on Climate Change that discusses related public policies in the country and provides the necessary inputs for the conditions of workers, mostly in the informal sector. The young committee of CNTS has also mobilised for a Form 'Action campaign to promote companies that are more eco-responsible

and sustainable. They trained their delegates and promoted an awareness march on selective sorting and the need for reforestation.

However, despite the efforts on the action plan and with the discussions in committees, evaluation notes that specific training sessions to workers in vulnerable areas mostly affected by climate change have not been done, such as for mining, energy, extraction, fishing, and transportation. Specific support actions on how they should proceed to avoid wasting and polluting, for example, are still needed. In addition, evaluation highlights the difficulties reported from CNTS to discuss the thematic with the government, as sometimes it goes against economic interests, such as petroleum and gas exploitation in the country.

11.4.3 South Africa

Findings on Gender.

A major contribution of the programme has been the ratification of ILO Convention 190 by the South African government to the ILO. Besides that, the Parliament passed three Gender based Violence bills the beginning of 2022 after a long debate in parliament and the broader society. The most important elements of the three bills are:

Sexual intimidation will be an official offence

Increase the reporting duty of those who suspect that a child is the victim of a sexual offence

Extend the national register for sex offenders to not only include perpetrators who acted against children and people with disabilities, but all known sex offenders

Those accused of GBV could only be granted bail under exceptional circumstances

Extension of the definition of domestic violence to include victims of assault in those engaged to be married, those who are dating, those in customary relationships, and those in actual or perceived romantic, intimate, or sexual relationships of any duration. This extended definition would also include older citizens who have been abused by family members.

Although, the ratification and the three GBV bills are the result of a broad public debate, it has been very clear that COSATU and SACCAWU played a vital role in awareness creation among their rank and files and the public in general. Many information sessions in different regions and different target groups have been organised the past 5 years, with the support of MSI. Both partners have strong (female) leaders who consider GBV as a priority which as consequence resulted in informing and mobilizing female and male members to become advocates to ban gender-based violence.

Besides that, COSATU has been committed to the ideals of gender equality in the world of work for many years now and implemented a sexual harassment policy and GBV. It is through the support of MSI (and ILO) that this commitment has gathered more deliberate direction. In particular, COSATU revised and refreshed their old gender policy in order to deal with GBV within the workplace. Learnings and ideas have been transferred to workers and capacity building activities have been implemented. Further, COSATU has continued advocacy for gender equality to be mainstreamed into all fora. Recently, through mobilization from the Young Women Leaders and Male Champions⁴. The leaders ensure that youth development is based within a gender equality framework. It has been shown, from documentation and interviews that gender mainstreaming has become a powerful tool to drive changes within the Trade Union as well as an instrument to discuss working conditions and behaviour at the work floor. The Young women`s development training, which developed women leaders

⁴ The male champion strategy calls on men to be hands-on and to push the envelope about gender equality in workplaces and so stress the role that male trade unionist can play in the fight against GBV. More info can be found: <https://www.youtube.com/watch?v=mbA-cHuA0Nno>

to advocate gender equality has been another example of how trade unions are mobilizing resources to achieve gender equality.

The MSI programme had a major contribution by facilitating research, trainings, workshops and other activities with members, leaders, and management.

Besides the updated policies, also material and campaigns that put these policies into practice have been developed, distributed, and used during several workshops by COSATU and its affiliates. The most important are:

COSATU Manual and booklet on Combating Sexual Harassment, giving practical cases, supporting shop-stewards to act against GBV on the work floor.⁵

Experience of SACCAWU Women Workers in the Covid-19 pandemic (gender booklet).

Launch a national campaign on GBV.

COSATU Gender Review 2021⁶

COSATU and the Struggle for Gender Equity-A critical review.⁷

Finally, is it important to mention that COSATU assigned a national gender coordinator who is dedicated to gender mainstreaming issues and GBV, illustrating once again that gender related work has been of major interest of COSATU and its affiliates.

This evaluation, partly due to the fact that a field mission could not be conducted, could not assess the extent to which the policy has penetrated the union base. However, during the interviews, it was possible to indicate that the results achieved were not an end point, but rather a starting point for further action. Informing and mobilizing around these themes, at grass root level seem to be necessary.

Findings on Environment

COSATU has a clear statement for the COP26 on Just Transition and is communicating this to a broad group union leader (including shop stewards). The statement includes: reskill and redeploy workers at aging power stations and mines, developing and implementing water conservation, recycling and harvesting plan, developing and implementing a land rehabilitation plan, using more scientific tools and providing support to build consumer and industrial goods recycling sectors for all products.

Although COSATU has a comprehensive policy position, only 6 of its affiliates have either a policy or resolution on climate change. COSATU reported that leaders, shop stewards and members are still lacking capacities on climate change. The comprehensive policy on climate dates from 2011 and does not include the latest text on just transition or reference to the Paris Agreement.

It has been noted that COSATU is advocating at the government for those workers whose jobs are at risk due to climate change. That's why COSATU condemned the Carbon Tax Bill to standing Committee in Parliament in 2018. COSATU stated that it is in strong favour fighting against climate change and that it is fully aware of the fact that workers are the first to suffer and most at risk. It is very clear that COSATU is advocating for a balanced approach with a strong investment in a climate neutral economy with a lot of attention and resources for the most vulnerable categories of the population.

It has been observed that COSATU together with the two other Federations (NACTU and FEDUSA) co-organized under the umbrella of NEDLAC a JUST TRANSITION workshop in 2021. It has been clear that the

⁵ <http://mediadon.co.za/wp-content/uploads/2019/11/COSATU-Sexual-Harassment-Booklet.pdf>

<http://mediadon.co.za/wp-content/uploads/2019/11/COSATU-Manual-on-Combating-Sexual-Harassment.pdf>

⁶ http://mediadon.co.za/wp-content/uploads/2022/01/COSATU-35-year-gender-review_30-November-2021.pdf

⁷ <http://mediadon.co.za/wp-content/uploads/2022/01/Cosatu-7th-Central-Committee-Gender-Equity-Book-6.pdf>

federations are supporting the transition and mainly the just energy transition meaning that for its energy supply South Africa should move away from the coal. COSATU is supporting this point of view also in the public debate.⁸ COSATU also participated in the COP26, with input from its affiliates.

Nevertheless, it should be noted that there is still work to be done in the area of environment (for example updating the 2011 climate policy). Trade unions' priorities have been to protect the most vulnerable workers. Without losing this focus, it is therefore worth considering whether more attention could be paid to climate in the future. After all, it is to be expected that the first victims of climate change will be vulnerable workers.

11.4.4 Conclusion Transversal Themes

From the above analysis and finding, it is clear that the gender theme received attention in the three subprograms both during the formulation phases and during the implementation of the program. However, it is apparent that there are gradual differences in results achieved. The most significant results both in terms of legislative work and internal policy documents that include gender equality and gender mainstreaming could be achieved by the South African trade unions, and more specifically COSATU. In the Burundian and Senegalese programs, gender issues (gender equality) were put on the agenda throughout implementation. However, it is clear that for both countries further deepening is needed at the policy level especially a streamlined implementation is possible. Within the South African context, it will be especially important to implement the application of legislation and internal policy at all levels of the trade union. (see recommendation 3)

In the area of climate change and environment, trade unions in the three countries have been indirectly involved. However, it is clearly not a central theme in their operations. However, it is important that trade unions pay more attention to this issue as it is the most vulnerable groups that will be most affected by climate change (recommendation 6)

⁸ <https://www.news24.com/fin24/economy/cosat-throws-support-behind-r131-billion-deal-to-move-away-from-coal-20211104>

11.5 Evaluation Question 4: Sustainability

EQ4. After the termination of the program, will the partners sustainably continue the results of the program?

Sub-questions:

EQ4.1. Will the different sustainability dimensions continue to exist after the program ends (political, financial, socio-cultural, environment/climate, and institutional dimensions)?

EQ4.2. What factors have promoted or counteracted sustainability?

EQ4.3. What can be done to further promote sustainability?

11.5.1 Burundi

FNTT-SI/COSYBU and its affiliate unions have established an improved and solid basis in terms of human resources and engagement which needs to be carried on.

The programme has allowed FNTT-SI and the federations to improve their own capacities in terms of programme management and M&E which will certainly be essential to continue their efforts in terms of activity launch. They have established good governance practices inside the unions and between other unions and SCOs, and local authorities and associations. These methods will be used in future programmes and are well capitalised by the partner. A total of 22,341 mandated trainers had been trained by the end of 2020 which created a solid base of actors at all scales, that are aware of their rights and know how to negotiate. Mandated trainers and other affiliates are expected to transmit their knowledge and information to their communities and have the needed skills and abilities to expand the action of the unions and social dialogue in general. Continued engagement in training is essential for the sustainability of the programme and its results. Stakeholders are expected to keep increasing in number and trainings must be at the heart of the transmission and capitalisation of the programme's achievements in terms of social dialogue.

Legislative and reglementary acquisitions will allow the eventual following programs to start with a well trained and experienced training team which will allow to have ambitious objectives in terms CBA. The confederal committee appears to be well established and will allow a flexible and effective coordination of the activities and the delegations. 44 mandated trainers were included in the confederal committee of COSYBU in 2020, including 22% women, 40% youth and representatives of the informal sector. The management team, however, has an important control of the program and needs to capitalise and transmit their skills and know-how for next generations to take advantage from the good practices and lessons learned in the programme and continue the action led by the current team.

Other factors played in favour of the programmes' sustainability such as the commitment of the actors and the voluntary nature of the work which could be lost if the activities are not capitalised. The fact that most of the actors are volunteers could become a threat for the continuity and enlargement of the mission. The awareness that the unions offered many more services, the women's and young people's committees, the very decentralised governance that operates as close to the field as possible, the permanent offices that are open all week long and that give concrete expression to the unions' activity.

The unions have gained legitimacy which should play in its favour for the following actions but the political instability and general distrust towards labour unions could endanger their engagement.

Besides good practices and an effective team, able to implement and capitalise its actions, the chronic political instability of the country has is a major element of preoccupation when it comes to the sustainability of the

program. Although the activities are effective and social dialogue appears to be improving in the last few years, political leaders tend to change quite often and there is no linearity in terms of social dialogue strategy from one government to another and between provinces and the capital. The partner is aware of the instable condition of public agents and has achieved a lot since the beginning of the program, but it is still a point of fragility that can interfere with the achievement of results and impacts.

The partnership with ILO and other organisations in Burundi is strategic and essential for the sustainability of the trade unions and the programme.

The partnership and cooperation with ILO appear to be essential for the sustainability of the programme, as the organisation seeks to create linkages to improve working conditions in the country. The government has shown some openness to dialogue with ILO and trade unions lately and it has benefited the launch of the cooperation programme with BIS-MSI. The Decent Work Country Pro-grams (DWCP) were evaluated and a new one was developed for the period 2020-2023, after the different institutions asked for support on SD around COVID-19 and work safety. COSYBU is considered one of the pillars of the tripartism, capable of advocating and implementing decent work programs as this form cannot be derogated for any programme supported by ILO. The mandate that was signed between them and the government for the next 15 months specifies that COSYBU and AEB have to be involved in the DWCP. The organisation has shown a big interest in cooperating with labour unions which could be an opportunity for COSYBU and its partners to capitalise the activities done during the programme.

The National Development Plan (NDP) defines the strategic orientations of the government and is currently being implemented. However, the two organisations (COSYBU and AEB) have not been associated to it, and the United Nations base their interventions in the plan. The interventions of COSYBU and AEB do not necessarily fit in with those of the government which complicates UN actions in Burundi. However, the UNDAF, which had been conceived for the 2019-2023 period, has been incurred to end in 2021 and adapt to the new NDP which could be an opportunity for COSYBU to intensify its action and claims to the labour and social security policy. ILO seeks to find means to achieve the tripartism to be based on the joint capacities of the different mandates which reinforces the need of independent institutions to work. The implementation of the NDP would then give space for the organisations such as COSYBU to grow but this also means that they would have to increase their resources. ILO can then be an interesting intermediate for COSYBU to seek new funding sources.

Although the number of affiliates is rising and FNNT-SI/COSYBU has acquired a relatively good experience and independence concerning programme management, accountability, and communication, it still depends very much on external funding. The payment of contributions from affiliates is still a challenge for the federations to become monetarily independent and to finance their activities. Even if both COSYBU and the federations, can finance some of their expenses (such as the secretary and some of the trips), they still rely very much on external fundings such as the cooperation with BIS-MSI to launch activities and achieve results.

11.5.2 Senegal

Decentralisation and the reinforcement of regional structures contribute to the sustainability of the programme and reinforce local capacity building to enhance the social dialogue in the entire country.

CNTS has adopted the strategy to decentralise its structure and have regional offices in the 14 regions of Senegal. Each regional structure is composed of a regional coordinator and one person responsible to help the coordination. Those people receive orientation from the national level and should pass information and guidance to the regional level. In the management unit, each person is responsible for at least 2 régions. They conduct visits and do follow ups with the regional coordination. Evaluation notes that with the reinforcement of regional structures with informal economy lockets and decentralisation of processes and information, which was an organizational capacity building (TUOC) exacerbated with the adaptations of the pandemic, the efforts to

massification of unionisation have been maximised. Right now, more people are aware of the presence of unions and the benefits to become a member and contribute to them. In a scenario where most of the economy is in the informality, the efforts to engage local structures are remarkable and help in the sustainability of the programme.

Internal capacity building of CNTS has improved during the programme in terms of human resources, transparency, and accountability. However, financial autonomy and dependence on external funding from the Belgian cooperation remains an issue.

In terms of organisational capacity, internal management, and human resources, CNTS was able to build a good structure along the years of the programme. They are able to organise a considerable number of events and trainings during the year, as well as to produce reports and materials that assess their capacity to report with coherence and transparency. Documentation is frequently provided to BIS/MSI and their responsibilities are clear. This element contributes to the sustainability of the programme in the mid and long term.

In terms of financial autonomy, CNTS still needs to improve its mechanisms to control and account for their members' contributions. This could be improved once data and statistics are further developed, and a digital tool could be put in place in order to assure quality control. A strategy has been put in place with a gradual annual increase of 10% of paying members. It was agreed to gradually encourage the informal sectoral unions to pay dues at the rate of at least 12 paying members per department, i.e. 36 members for a region of 3 departments or 48 members for those with 4 departments. but there is no digital accountable mechanism

Regarding the desk research documentation and the field mission, evaluation notes that CNTS is working with a tool to compile data from regional units.

There is a cultural aspect that needs to be taken into account, as there was no digital routine to collect data and it was implemented by the program at the level of the regional coordination, but additional efforts need to be made in this sense. It is about a change in the mentality, and we note that internal work is needed in this sense for new unions established, ICT training sessions and workshops were developed during the programme, such as training on Excel and how to digitise paper databases, which were important, but still need to be extended to new unions to have data collected, organised or automatic processes.

11.5.3 South Africa

The financial stability of unions is largely determined by membership fees: the larger the number of members, the higher the trade union income. Therefore, one of the objectives of the program was also to increase membership numbers to increase the strength of COSATU and SACCAWU. Through 2019, both organizations were well on their way to achieve the projected membership growth. Due to the Covid-19 pandemic and its high impact in the Hospitality and Tourism sectors, SACCAWU could not meet this objective. However, the membership loss that occurred in 2020 and 2021 was not such that the unions involved were in dire financial straits. Both were able to guarantee their operation.

The program has also contributed greatly to social sustainability. By achieving results as mentioned in the log-frame:

In terms of the introduction of general minimum wages that should also be applied to the most vulnerable groups

Through the conclusion of numerous company CBA's and sector CLAs in the Hospitality and Tourism sectors, which improved the working conditions for many (vulnerable) workers

The contribution of the trade unions in the realization of legislation on GBV and sexual harassment.

By the strong focus on vulnerable groups in society in the lobbying activities of the trade unions (migrant workers, domestic workers, disabled people,...) which have contributed to the needs of these groups being addressed in different forums.

Finally, the program has given more women a chance in the trade union and gender mainstreaming has received a significant boost in both unions.

Many results and activities have also contributed to an increased institutional sustainability. MIS and its partners are using the TUOC-tool to measure organisational capacity (the so called 5 C`s-tool). This tool is used a monitoring progress made on several dimensions and on 5 levels. It has been observed that COSATU as well as SACCAWU have made progress on most of the dimensions, meaning that their organisational capacity (on procedures, policies, capacity to influence, capacity to relate) have been increased during the implementation of the programme.

It is very clear that the MIS program contributed greatly to achieving these sustainable results by facilitating training and workshop in which hundreds of people were formed and engaged thereby building capacities that then produced results. The added value of the MIS program is primarily situated through the large scale at which this occurred. Without the input of the MIS, far fewer people would have been formed and the results would also have been lower as a result. All stakeholders confirmed that input from MIS had a big effect on scale at which people were able to work.

11.5.4 Conclusions on sustainability

The program has contributed greatly to internal organizational sustainability in the three countries. Thousands of union representatives were trained and acquired skills that should enable them to play a role in the social dialogue process. If these trained trade unionists use the skills they have acquired, there is obviously enormous potential for sustainable effects over time. After all, it is these representatives who must negotiate new CBAs that guarantee better working conditions for vulnerable groups. These training activities therefore have potential long-term effects. BIS-MSI has contributed immensely to the formation of the trade union cadre and has been able to make a difference in this area in the 3 partner countries. It is recommended that BIS-MSI continue these efforts in order to further strengthen the capacity building of the trade unions involved (see recommendation 1)

Secondly, it was noted that trade unions also established partnerships and participated in networks that enabled them to achieve results such as minimum wages (Senegal and South Africa). These results obviously have a lasting positive effect.

Finally, because of the covid-19 pandemic, trade unions have only partially succeeded in increasing their membership numbers. Increasing membership numbers is nevertheless important to generate higher income as a trade union. It is important that unions do not reduce efforts to recruit new members and to this end also further digitize their database (see recommendation 4).

11.6 Evaluation Question 5: Covid-19

EQ5. Which has been the influence of COVID-19 on the achievements of results and outcomes? And has the organization adapted/responded efficiently and effectively in order to still achieve the results?

11.6.1 Burundi

Unlike most of the countries in the world, the global crisis of COVID 19 did not stop the country and its activities in 2020 as the Burundian authorities did not adopt preventive measures when the virus was found. Although international flights were cancelled for several months, and most of international activities (such as forums or trainings) and travels delayed or adapted to take place remotely, activities that were planned in Burundi were not.

Since there were few national guidelines to combat the virus, the management unit opted for maintaining the activities by adapting them and creating “COVID committees”. These were in charge of adapting training sessions to barrier gestures and to new training modules which included awareness giving concerning the virus. The “COVID committees” brought consistency to the activities but also reinforced cooperation with the administration and the government, which appears to have been fruitful considering the lack of action and awareness raising.

11.6.2 Senegal

Covid-19 has hindered and delayed activities and has shown the weaknesses of social protection on the health system in Senegal, mostly to informal workers.

Covid-19 first hit Senegal in March 2020. By then, even though there was no general containment announced by the government, schools and universities were closed, and sports, cultural and religious events were banned. On 23 March 2020, a state of emergency was declared with national curfew obliging the population to retrain their travels and movement from 8pm to 6am. This situation created a major economic and social crisis due to the fact that 90% of the population depend on informal work and were not initially included in the national aid provided by the government. Workers in the informal economy were the most vulnerable group in relation to the management of Covid-19, as they were exposed to work stoppages or dismissals without any compensation. The restrictions imposed in 2020 included all types of gatherings which largely affected CNTS activities and especially the ones planned as part of the cooperation programme with BIS-MSI. All the training and campaign activities were suspended. CNTS was closed for some months and visits to the regionals were no longer possible. All union activities were suspended or cancelled during the most part of 2020.

However, the Covid-19 has also led to some positive unexpected impacts, as CNTS has been committed to the negotiations with the government in order to minimise the impacts to informal workers. The Central led several direct discussions with authorities to address the problem of public transports during the curfew hours and drafted several recommendations for the government to take into account during the crisis, specially related to the social protection of informal workers.

Internally, CNTS took quick action to respond to the impossibility of organising campaigns and negotiations sessions. It put in place a global regulatory framework for the structuring of the informal economy, with the aim of involving the government. Alternatives included redirecting part of their budget to the occupational health and safety department of the CNTS to strengthen the work done for vulnerable workers; to strengthen the listening centre for domestic workers set up by the CNTS; the strengthening of local emergency support to affiliated members and their families; and assistance to vulnerable workers who had been dismissed.

CNTS was also committed to communicating on barrier gestures and the need of restricting social interactions to their affiliated members through the internet, social media and their local offices. In 2021, the CNTS led sensibilization campaigns on how to fight Covid-19 which was deployed in every local office and supported local solutions for informal workers to adapt to the new circumstances through solidarity chains and reconversion of activities.

The Covid-19 crisis has laid bare the vulnerabilities of the workers who earn a livelihood in the informal economy and was seen as a reminder of the crucial need to make the transition from the informal to the formal economy a priority area in national policies. On one hand, authorities seem to have valued the importance of formalising the economy and workers in order to deploy national policies to fight the consequences of the crisis. On the other hand, workers appear to have become more sensible and interested in the same issue as the formalisation of labour and of economic activities also gives access to social benefits such as social protection which was reinforced after Covid-19 hit the country. CNTS appears to have taken that into consideration and as an opportunity to reinforce its activities and advocacy for the formalisation of the economy and labour. They have intensified their claims regarding the inclusion of informal sector workers in social protection mechanisms.

By 2021, four policy priorities regarding the R204 had been concluded in a cross-industry legislative framework for workers in the informal economy. In the same year, the authorities agreed in amending the labour code with derogatory measures on dismissal and technical unemployment during the Covid-19 pandemic period (guaranteeing remuneration during the period of technical unemployment; and avoiding a cycle of mass dismissals for economic reasons). CNTS was a very important partner and led the discussions in that sense, despite the slow-down of negotiations in 2020.

More recently, CNTS has also organised a day of reflection on employment and the resilience of the tourism industry, the second largest source of foreign exchange, strongly impacted by the Covid-19 pandemic. Indeed, the self-employed and the informal economy represent nearly 60% of the workers in the hospitality sub-sector, who were the first hit by distance measures. The advocacy actions led by CNTS resulted in the government's commitment to provide an increase of 50 billion CFA francs (76.22 million euros) to finance investments in the framework of the recovery of the tourism sector in the country.

11.6.3 South Africa

The Covid-19 pandemic had a devastating effect on South African society resulting in skyrocketing unemployment. Unemployment that was already particularly problematic before the pandemic outbreak.

It is well understood that both COSATU and SACCAWU initially needed to refocus their activities in several areas. We list the most important ones below:

1. Initially, unions stood up for workers' rights. Many workers were laid off. The monitoring of dismissal schemes was a major focus. In addition, significant efforts were made to avoid layoffs as much as possible.
2. The unions fought an important battle to guarantee a minimum income (a kind of basic income) to all vulnerable people during the pandemic. They succeeded in obtaining, through the NEDLAC, that a (low) benefit was granted to all affected citizens.

3. The trade unions initiated internal and external actions to inform the most vulnerable people and mitigate effects related to the lock-down. For example, the issue of domestic violence (due to long-term mandatory quarantines) was put on the agenda several times.
4. Finally, the unions also adapted their internal functioning almost immediately. Online meetings, organizing webinars and meeting moments online, were accurately implemented. It has been reported that some of these online events resulted in a higher participation as compared to live events prior to the pandemic. The trade unions have well understood that a mixture of live and live events will be part of the future reality.

The Covid-19 pandemic also had significant negative consequences. In 2020, key activities were postponed to 2021. Despite this postponement, we reported above that results were largely achieved. Without the pandemic, it is logical to assume and given the developments through 2019, that all predefined indicators would be effortlessly met.

The main negative impact should be noted with regard to SACCAWU's membership figures. SACCAWU's sectors (hospitality & tourism) were particularly hard hit by the pandemic, as in all other countries worldwide. The tourism and hospitality sectors were the first to be affected by lock downs. This resulted in mass layoffs of workers in these sectors. Of course, laid-off workers do not pay membership fees which resulted in less income for the unions. Nevertheless, the unions managed to keep their heads above water and continue to guarantee their operations.

11.6.4 Conclusion on Covid-19

The impact of the Covid-19 pandemic is somewhat different between Burundi on the one hand and South Africa and Senegal on the other. In Burundi, governments opted to largely deny the problem, although international travel was obviously difficult. In South Africa and Senegal, where the tourism industry (hospitality sector in general) is a major source of income, the economic damage was enormous. Vulnerable populations (such as domestic workers, people working informal economy...) were hit hard. Lockdowns were also declared in South Africa and Senegal. In both countries the trade unions succeeded in drawing attention to vulnerable groups. In South Africa, moreover, under the influence of the trade unions, compensatory measures were provided for vulnerable groups. However, these measures were not sufficient to compensate for the loss of wages, resulting in high unemployment rates and rising poverty.

Finally, the Covid-19 pandemic also ensured that digitization was accelerated and expected to be used on a permanent basis.

11.7 Evaluation Question 6: LNOB and Multistakeholder approach

EQ6. Which data collected on the basis of the evaluation's research into efficiency, effectiveness and sustainability of the programme shed which light on impact and relevance for the indirect/final target groups of the 2017-2021 programme - in general, as well as regarding the 3 principles of the Agenda 2030?

Sub-questions:

EQ6.1. Which elements did support LNOB principle?

EQ6.2. Which elements of the transformational approach (interlinkages/multistakeholder partnerships/approach) could be identified?

11.7.1 Burundi

The programme has a strategy of including the communities as a whole in their activities and results, which is quite unique in the country. The local and national managers appear to be very concerned in improving workers rights and quality of life no matter what the category of worker is. FNNT-SI/COSYBU seek to include the informal sector and unorganised populations as main beneficiaries of their actions.

These groups were, until now, excluded from any form of union and negotiation strategy which prevented them from improving their working conditions and life quality. As the informal sector involves approximately 90% of the country labour force, the partner has addressed specific issues regarding people excluded from any kind of social protection to allow them to aspire to better conditions.

Plus, women and the youth were specifically identified as populations that were traditionally not included in negotiation activities nor in the political life of the country. By desegregating the information about beneficiaries and staff, the management unit constantly checked that most vulnerable and excluded populations were included in the all the steps of the launching of the program. However, efforts still need to be made to include disabled workers in the policy and claims done by the partner. This range of population is still very vulnerable in the country and does not have access to decent working conditions.

COSYBU is a key actor in the union sphere in Burundi and still needs to enlarge its range of partners in order to settle its action.

COSYBU and the unions it covers is one of the few active actors in trade unionism in Burundi besides from CSB which is considerably smaller in terms of size and echo. The confederation is even more isolated when it comes to promoting entrepreneurship in the informal sector, which is largely disregarded and ignored by public and private institutions in the country. This makes COSYBU as a key organisation, if not the unique vector in terms of formalisation of labour and economic activity. In that sense, the confederation has proven to enrich its action through the key partnership with BIS-MSI. A direct link can be made between the cooperation between the two organisations and the improvement in the quality services that are given to workers who are usually neglected by the system.

COSYBU has done important efforts in terms of partnerships and included other similar organisations in their activities - even though they are few - such as CSB which has a partnership with WSM. However, COSYBU still

needs to enlarge its partnerships and fund sources. The cooperation programme with WBI (Wallonie Bruxelles International) appears to be an opportunity to further extend the outcomes of the MSI programme, with a view to enlarging the range of funders. ENABEL, which has also updated its Vocational training program in 2021 until 2024 could also be an opportunity in terms of capacity building activities for the unions.

There is a general disregard of unions from the public authorities and unionism can even be a dangerous activity in Burundi. Notwithstanding, the confederation has managed to improve it strengthen the dialogue and partnership with national authorities, even if a large path seems to still be on the way. They have a regular communication with the Ministry and the CNDS who validate or at least are made aware of their actions. COSYBU has developed and strengthened its partnership with AEB (employers association). The two institutions have good relations and are able to dialogue and cooperate despite their differences in terms of revendications. The strengthening of partnerships and collaboration with other institutions has proved that COSYBU and its affiliate unions are able to protect workers' rights, advocate for their demands and also cooperate and co-build with national authorities and employers.

The program has allowed COSYBU to get closer to international institutions such as ITUC, the African Union and improve its networks. The MU participation in ITUC conferences has allowed to share good practices, communicate the action led by COSYBU and seek new partnerships. The confederation has worked with other countries on social protection which is in a nascent stage but is likely to grow in Burundi, Rwanda, and DRC. The multistakeholder approach is manageable in Burundi as few actors, but despite the leading position of COSYBU, the governance and decentralization avoid the management unit to be the one and only leading force on trade unions. COSYBU plays the card of MSP and empowers partners and relays. The affiliated unions to COSYBU have joined international federations of workers such as the FNTD who joined the domestic workers international federation, the FTAA who is likely to set up an international federation and the construction union who is also in the process of joining the international federation of construction workers. Interregional partnerships can still be improved and reinforced through the affiliation of Burundi unions to international federations.

11.7.2 Senegal

In general, CNTS has been able to promote important changes to improve the working conditions, notably for the informal sector. Interlinkages, collaboration with multiple stakeholders and synergies between strategies could be identified, but more partnerships could be developed, such as with CSOs and NGOs.

The concept of synergy and complementarity between programmes have been well developed by CNTS. In fact, the exchange of good practices among BIS/MSI partners (with South Africa and Burundi) happened often and helped CNTS to plan its work, share good experiences and be inspired by other examples. Likewise, the cooperation between the BIS/MIS programme and the WSM programme has been established since the beginning in 2017, when a workshop was organised to identify synergies and potential points of collaboration.

The main focus of the programme is on informal workers and a lot of progress has been made in terms of assuring them decent working conditions. The approach taken contributed to the inclusion of left behind groups.

Traditionally, informal workers were excluded from any form of union and negotiation strategy. With the programme, focused on formalising their business, giving them access to information on their rights and training sessions on basic management tools, they could be finally included in the discussion of decent work. Evaluation highlights the efforts that have been made to include women, young people and other marginalised workers that normally were not organised. CNTS has helped them to make associations, create unions and change their working conditions. They learned how to negotiate at the local level and how to organise their demands to bring them to the national level. However, efforts still need to be made to include other groups that are

marginalised and not organised yet into specific unions, such as disabled workers. Many working sectors do not have access to decent working conditions yet.

11.7.3 South Africa

It is more than clear that the MIS program has focused on the most vulnerable in South African society. From the above reporting and analysis, it is clear that the program has helped to improve the situation of following groups:

1. Domestic workers: through the NMW and the actions taken to ensure domestic workers enjoy the same rights as other workers.
2. (Young) women: as a result of the program, demonstrable progress has been made in the area of GBV and sexual harassment, both in legislation and in policy processes within the trade unions.
3. All employees in the Hospitality and Tourism sector have improved. Workers in these sectors are often unskilled. Through the concluded (sector) CBAs, they have better rights and can rely on better working conditions.
4. The evaluators were also able to note that various activities have been organized to engage other vulnerable groups in the union and defend their rights within the framework of social consultation. The following groups were included: migrant workers⁹ and the LGBTI+ workers¹⁰, taxi drivers, truck drivers,.... For the latter group, for example, it is advocated that they have equal access to benefits, uniforms, bathrooms, etc. and that recruiting and hiring policies and practices do not discriminate against LGBTI+ workers.

By definition, social dialogue involves a multi-stakeholder approach. After all, trade unions negotiate with government (governments/ministers) and business. And try to make agreements with them or influence them. This report shows that both partners of BIS-MSI have been successful in this.

Moreover, trade unions and federations have been cooperating with each other to achieve common goals. After all, social agreements cannot be reached without consultation between trade unions and employers federations. The evaluation also shows that in terms of reaching vulnerable groups, links were also made with broad groups in society (e.g., disabled people). The use of existing networks to prepare dossiers is also a sign that all resources and possibilities present in society are being engaged.

The MIS programme contributed to the fact that mainly COSATU and to a lesser extent SACCAWU were able to further develop their international cooperation, not only with Belgium, but also with other trade union partners in Africa.¹¹ Although the Covid-19 pandemic largely halted these exchanges, online meetings and consultations still took place where good practices were exchanged.¹²

⁹ The international department of COSATU indicated that they are in the process of developing a Labour Migration policy and that policy paper on Migrant Workers has been presented in the NEDLAC.

¹⁰ It is worth mentioning that COSATU has conducted a workshop on mainstreaming of non-discrimination for LGTBI group for the South African Trade Union partners.

¹¹ E.g. NMW Used and shared as a good practice: presented by COSATU during the side event of the 3 Belgium Trade Unions at the ITUC-Africa 4th Congress in Nigeria from 20-21 Nov. 2019.

<https://www.ituc-csi.org/social-protection-and-living-wage-two-pillars-of-decent-work>

https://twitter.com/ituc_africa/status/1197544283747835911

¹² E.g. The ITUC/TUDCN webinar on exchanging good practice on 16/11/2021, giving input on the implementation of a national minimum wage. COSATU took part in the MIS webinar on 6 December 2021 on gender and share their good practice on their strategy for fighting against gender based violence. COSATU took part in the first part of the ITUC World Women's Conference on 13-14 December 2021, giving input the their strategy on ratifying the ILO C.190

11.7.4 Conclusions on LNOB and Multistakeholder approach.

The UN Agenda 2030 principles of LNOB are the essence of the program because in the three countries the most vulnerable people are the main target group. The commitment to workers in the informal sector and BIS-MSI's commitment to the implementation of ILO R204 are the common threads throughout the program. BIS-MSI and its partners have achieved significant results for informal sector workers in the three partner countries (see chapter effectiveness). The target group of women and youth also formed the subject of an important part of the activities. The successes for the target groups of women and youth vary greatly from country to country. However, they were a particular focus of attention in the three countries. Gender themes deserve further attention in the future program (see Recommendation 3)

The BIS-MSI partners showed that they are embedded in various networks and work together with different actors to achieve their objectives. This multi-actor approach proven to be very important for the successful adaptation of the Convention 190 on GBV at the ILO during the International Labour Conference in 2019.

BIS-MSI have paid special attention to align the SDG's from the UN agenda 2030 to their partnership program, despite the fact the original program format did not fully take this into account. The contribution from the partner organisations towards the SDG have been capture in a publication by the ITUC/TUDCN¹³ and a brochure developed by SUSTACON on "Good Practices in the Trade Union towards the achievement of the Agenda 2030"¹⁴.

¹³ https://www.ituc-csi.org/IMG/pdf/international_cooperation_for_sdgs_en-2.pdf

¹⁴ https://www.aclvb.be/sites/default/files/aclvb/Documenten/Over_ACLVB/bis-msi/bis-msi_trade_union_partners_contributing_to_achieving_the_sdgs_en.pdf

12 Conclusions

Overall, objectives and results have been achieved according to what was planned in the logic framework, both at the outcome level and its indicators, and also at the country level results. The programme largely achieved what it promised to achieve. The COVID-19 pandemic had a major impact on South African and Senegalese society while it Covid-19 pandemic was largely ignored in Burundi. The trade unions in Senegal and Burundi showed extreme agility. They went digital and pulled out all the stops to mitigate the consequences for the most vulnerable workers. Despite these necessary shifts in focus, the major strategic program objectives were not forgotten. The main achievements for each of the countries can be summarized as follows:

Main Achievements Burundi:

The number of conflicts discussed increased during the first years of the program, but then decreased in 2020 and 2021, thanks to a massive training strategy of agents which allowed them to understand the importance of negotiation and lead discussions.

The 4 federations put workers' demands on the social dialogue agenda on the basis of participatory processes thanks to a strong communication and advocacy strategy. Claims are gathered at local national levels thanks to the renewed "cahiers de revendications", constant submit of demands and updated reports on discussions and demands.

There was an important increase of affiliated members (231.501 in 2021, in which 20% women and 56% youth), thanks to affiliation campaigns and sensitization of workers on the benefits of joining a trade union. The proportion of affiliated women and youth appear to have followed the same trend thanks to the creation of specific committees to address specific issues.

The management of databases, formal descriptions of trades within the informal economy and services provided / provision of services increased and became accessible and of good quality thanks to the activities of trainings on those topics. Digitalized databases were created and are regularly updated which allowed the unions to keep track on their activities and affiliates and to adapt their strategies.

COSYBU and FNNT-SI enhanced their collaboration with civil society platforms and structures thanks to consultation processes, advocacy campaigns on R204 and synergy of strategies (mainly with social partners CSB and AEB) which allowed to improve the quality and effectiveness of the joint advocacy on the decent work agenda.

Main Achievements Senegal:

CNTS has intensively worked on advocacy actions to increase the minimum wage (SMIG and SMAG) since the beginning of the programme and has achieved the indicator 1.

Between 2017 and 2021, the CNTS has increased the membership of informal workers by 34% and has achieved the indicator 2.

During the programme CNTS has negotiated some of policy priorities of R204 and has achieved the indicator 3.

Regional advisory committees were established in all 14 regions of Senegal by 2019, in addition to one at the national level. The role of the Informal Economy Department of CNTS was reinforced as they worked in constant mediation of conflicts in all the regions. CNTS has been constantly involved in the mediation of conflicts within the HCDS, due to a memorandum of collaboration

between them with the Department of the informal economy, increasing its importance in that instance.

CNTS has substantially improved its participation in the national, regional or international networking to exchange information and experiences on promoting social dialogue.

Main Achievements South Africa:

All outcome-level indicators have been achieved, except for the values set for membership growth. During the first three years of the programme, both partner organisations experienced growth in membership numbers that suggested they would achieve the forecast growth. Due to the Covid-19 pandemic and the dismissal of many workers in very vulnerable sectors (such as Tourism and Hospitality), the unions lost members.

A major achievement of the Trade Unions has been the work done on ILO R204 within the framework of NEDLAC, as well as awareness creation at the political level and at level of South African society.

The realisation of a National Minimum Wage (NMW) is one of the most important achievements. This NMW applies to all workers, including people working in the informal sector (such as domestic workers). From 2022, the same minimum wage will apply to all workers, regardless of sector.

SACCAWU renegotiated 66 CBA (as targeted) which improved the working conditions significantly (late/night shift transport allowance, extended parental and maternity leave,...)

Unintended positive effects: SACCAWU managed to negotiate a new collective agreement through social dialogue with a new Collective Bargaining committee as a result, with the government extending the collective agreement of the newly formed bargaining council to all employers.

It has been clear that the gender theme received attention in the three subprograms both during the formulation phases and during the implementation of the program. However, it is apparent that there are gradual differences in results achieved. The most significant results both in terms of legislative work and internal policy documents that include gender equality and gender mainstreaming could be achieved by the South African trade unions, and more specifically COSATU. In the Burundian and Senegalese programs, gender issues (gender equality) were put on the agenda throughout implementation. However, it is clear that for both countries further deepening is needed at the policy level especially a streamlined implementation is possible. Within the South African context, it will be especially important to implement the application of legislation and internal policy at all levels of the trade union. (see recommendation 3)

In the area of climate change and environment, trade unions in the three countries have been indirectly involved. However, it is clearly not a central theme in their operations. However, it is important that trade unions pay more attention to this issue as it is the most vulnerable groups that will be most affected by climate change (recommendation 6)

The program has contributed greatly to internal organizational sustainability in the three countries. Thousands of union representatives were trained and acquired skills that should enable them to play a role in the social dialogue process. If these trained trade unionists use the skills they have acquired, there is obviously enormous potential for sustainable effects over time. After all, it is these representatives who must negotiate new CBAs that guarantee better working conditions for vulnerable groups. These training activities therefore have potential long-term effects. BIS-MSI has contributed immensely to the formation of the trade union cadre and has been able to make a difference in this area in the 3 partner countries. It is recommended that BIS-MSI continue these efforts in order to further strengthen the capacity building of the trade unions involved (see recommendation 1). Secondly, it was noted that trade unions also established partnerships and participated in networks that enabled them to achieve results such as minimum wages (Senegal and South Africa). These results obviously have a lasting positive effect showing the importance of a multi-actor approach.

It is also recommended that unions further digitize their database (see recommendation 5).

Finally, because of the covid-19 pandemic, trade unions have only partially succeeded in increasing their membership numbers. Increasing membership numbers is nevertheless important to generate higher income as a trade union. Although very relevant towards sustainability, the BIS-MSI program cannot indefinitely take-up the element of membership growth, support can also be provided to obtain further diversification of income. This can be done, for example, by developing joint projects with other organizations (such as ILO) for which additional funding can be sought. An analysis of possibilities for additional funding of projects could be explored.

The impact of the Covid-19 pandemic is somewhat different between Burundi on the one hand and South Africa and Senegal on the other. In Burundi, governments opted to largely deny the problem, although international travel was obviously difficult. In South Africa and Senegal, where the tourism industry (hospitality sector in general) is a major source of income, the economic damage was enormous. Vulnerable populations (such as domestic workers, people working informal economy...) were hit hard. Lockdowns were also declared in South Africa and Senegal. In both countries the trade unions succeeded in drawing attention to vulnerable groups. In South Africa, moreover, under the influence of the trade unions, compensatory measures were provided for vulnerable groups. However, these measures were not sufficient to compensate for the loss of wages, resulting in high unemployment rates and rising poverty.

Finally, the Covid-19 pandemic also ensured that digitization was accelerated and expected to be used on a permanent basis.

The principles of LNOB are the essence of the program because in the three countries the most vulnerable people are the main target group. The commitment to workers in the informal sector and BIS-MSI's commitment to the implementation of ILO R204 are the common threads throughout the program. BIS-MSI and its partners have achieved significant results for informal sector workers in the three partner countries (see chapter effectiveness). The target group of women and youth also formed the subject of an important part of the activities. The successes for the target groups of women and youth vary greatly from country to country. However, they were a particular focus of attention in the three countries. Gender themes deserve further attention in the future program (see Recommendation 3)

Finally, we would like to conclude that the timing of the final evaluation included a particularly tight schedule. This is largely explained by the deadlines imposed by DGD. DGD might consider extending the deadline for the evaluation reports to the end of September for the next five-year program. This would allow internal monitoring reports from the last year of implementation to be included in earlier stages of final evaluations.

- 13 Annex 1. Country report Burundi**
- 14 Annex 2. Country report Senegal**
- 15 Annex 3. Country report South Africa**
- 16 Annex 4: ToR**