

**External Evaluation Report  
LO-Norway's Programme of Cooperation with OATUU  
External Evaluator Nora Wintour (16.01.2012)**

**Introduction**

This evaluation is based on an analysis of the narrative and financial reports of the occupational health and safety project 2006-2010, various workshop report, training manuals and research reports as well as a survey of all affiliates participating in the two stages of the project, based on a questionnaire, and a field mission to Kenya, Tanzania and Ghana carried out between November 9<sup>th</sup> – November 23<sup>rd</sup> 2011.

I would like to thank everyone who assisted me in the evaluation during the field mission and in particular Alice Siame (LO-Norway Zambia) and Michael Besha (OATUU, Ghana) , who were extremely helpful at all stages of the evaluation.

**Evaluation Objectives**

The objectives of the evaluation were to:

- (1) Assess the results of the support provided to OATUU and the affiliated unions by LO;
- (2) Assess the modality of cooperation with OATUU and provide recommendations on areas for improvement, in particular related to monitoring and reporting on performance by OATUU;

The scope of the evaluation was described in the Terms of Reference in 7 main points enumerated below. **(See Annex 1)**

**Evaluation Findings**

**1. Relevance**

There can be no doubt that occupational safety, health and the environment (OSHE) is a major issue confronting trade unions in all the participating countries. As a non-specialist, the evaluator was personally shocked at the appalling safety and health conditions of some of the plants visited during the evaluation. Unions describe the low OSHE awareness of the workers, lack of knowledge among shop stewards and trade union leaders, non-existent or poor OHSE structures in trade unions and lack of national policies or legislation or poor implementation of the same. Employers were variously described as complacent and lacking in knowledge. Even the provision of basic facilities and personal protective equipment remains a challenge. Compensation for workplace injuries are derisory (Nigeria quotes USD 5 for the loss of a thumb). Government departments responsible for occupational health and safety are chronically under-resourced and data on workplace accidents and diseases is not reliable.

The project has coincided with government initiatives in Uganda, Tanzania and Kenya to reform the labour laws and the occupational health and safety legislation, including related social insurances and compensation schemes. The new laws (2003 in Tanzania; 2006 in Uganda and 2007 in Kenya) allow for the establishment of workplace safety committees as well as a strengthened role for labour inspection and reporting systems. Governments have variously drafted or adopted national policies on occupational health and safety and strengthened tripartite institutions. The new laws and institutions meant that the trade unions needed to up-grade their own union officials and shop stewards and develop OHSE capacity at the workplace. The project was therefore extremely relevant over this period. As one respondent said, "the project matched our needs perfectly."

In addition, a number of respondents mentioned that OHSE issues have proved a very good entry point into the workplace and has given the unions increased legitimacy and voice both with the workforce and with the employers. "When we go to workplaces and can provide good advice on

OHSE issues, workers think we are being really helpful and we find we get new members that way.”  
“Managers have come to appreciate the work of the union on safety issues as there has been a real decrease in the number of minor accidents and injuries.”

Generally speaking, while the project title from 2009 onward included the environment and the topic was added as an issue in the training programmes, the objectives and expected results of the project do not appear to have been significantly modified.

From 2010, the issue of contributing to the struggle against HIV/AIDS was also included in the project objectives, although in practice HIV/AIDS had been included as an issue previously. However, goals and expected results were not specified and no specific results reported, and in practice the level of coordination with other on-going trade union initiatives on HIV/AIDS has varied.

**Findings:** The project is highly relevant although it would benefit from a more targeted approach to achieving regional and national goals.

## **2. Efficiency**

**2.1 Project management:** OATUU consistently reports that LO-Norway has transferred funds in a prompt manner and that the yearly consultations have been useful. In addition, LO Norway staff have participated in OSHE seminars when their visits coincided with project activities and OATUU has appreciated their participation in LO-Norway partnership conferences.

OATUU reports that all the project activities are reported and discussed at the General Council and Congress, which are attended by the affiliates’ General Secretaries. For that reason, project coordinators were not involved in the initial planning stages of the overall project. “The first time that I heard mention of the project was after it had been approved;” or “when the project arrived;” were frequent comments. National partners’ involvement in project planning and evaluation has been limited to national coordinators’ participation in the special planning regional workshops.

Project management and implementation is heavily dependent on the availability of the two resource persons in OATUU. National partners confirm that they are not responsible for the management and reporting on project funds nor are they responsible for the narrative reporting on the training programmes. Project funds are carried personally by the OATUU resource person and there is sometimes lack of clarity on the budget for an event. “It is difficult to plan for the activity. Sometimes I had to wait to buy the notepads and pens as I wasn’t sure if there would be enough funds.”

The project narrative reports are drawn up by OATUU and are a compilation of the activities carried out in the benefitting countries. The reports are based on discussions with the coordinators. However, project partners state they are not in receipt of the donor applications nor donor reports, nor indeed the reports on each workshop.

Project partners’ involvement in implementation is therefore limited to the organisation of specific training activities, such as programme design, participant selection, identification of additional resource persons and logistical preparation.

All current partners considered that there was scope for efficiency savings through developing a more institutionalised system of project management and that the role of project partners in design, implementation and reporting could be strengthened.

## 2.2 Coordination Costs

The administration expenses include communications, secretarial costs, bank charges, and internal and external audit fees. They have been well over the budget apart from 2009, when an amount for the depreciation of computers was not charged to the expenditure account.

Year	Budget in USD	Expenses in USD	Over-spend in USD	% budget
2006	3,860	10,447	6,587	270%
2007	3,860	7,865	4,005	203%
2008	4,360	6,581	2,221	151%
2009	8,320	5,563	-2,757	66%
2010	6,608	9,806	3,190	148%

Source: See Annex 2

OATUU sends one and occasionally, two resource persons to each training programme, who are paid fees and travel expenses. The role of the OATUU resource persons is to ensure quality of delivery, transparency and accountability. In addition, there are one or two national resource persons. If the OATUU resource persons fees and per diems are included in the coordination costs, the percentage coordination compared to total expenditure appears high (almost 40% as an average over the 5 years.)

Year	Total Coordination Costs	Total Expenditure	%
2006	34,869	62,360	55.59%
2007	22,695	67,599	33.57%
2008	29,791	76,119	39.13%
2009	18,447	55,795	33.06%
2010	19,538	52,808	36.99%
Average	125,740	314,681	39.96%

Source: See Annex 2

## 2.3 Project Implementation Rates

From 2006-2009, the project implementation rates were good. However, since 2009 and in 2010, there have been large cumulative balances, amounting to USD 22,000 at 31<sup>st</sup> December 2010. These balances are because in most activities there are fewer participants than planned, activities were conducted at venues that were cheaper than budgeted and because activities were postponed or transferred to the next year. During 2011, while the evaluator received assurances that the full programme will be conducted, two out of four activities have been rescheduled to mid- December.

## 2.4 Evaluation and Planning Meetings

All partner countries from the first and second phase participated in a regional evaluation and planning meeting in 2009, with 16 participants (6 women). In the second phase, there has been one planning meeting in 2010 with 6 participants (all men) and in 2011 a follow-up special planning seminar in September 2011 with 10 participants (2 women). The special planning seminar reviewed the 4 baseline surveys prepared by each country and the calendar of activities for 2011 and 2012.

From 2010 onwards, the OATUU project coordinator has enthusiastically adopted a results based management approach which has assisted the project partners to identify SMART goals and expected results.

**2.5 Findings:** The project management system is highly dependent on the OATUU resource persons. It is not conducive to national ownership, results-driven projects and longer term sustainability. It has resulted in frustration at the lack of control on event planning from national coordinators, and has created obstacles in achieving follow-up and specific results.

Administrative costs are substantially over the agreed budgets in each year with one exception. OATUU resource persons travel and fees represent a large part of the costs of each training activity. If coordination costs include the OATUU resource persons, the percentage of total expenditure is almost 40%.

Since 2009, project implementation has suffered from a series of delays and there have been substantive end-of-year balances, with a balance of USD 22,000 in 2010. There have been delays in 2011 as well and two key activities are now scheduled for mid-December.

The introduction of results based management techniques have improved the project indicators of expected results. However, the two planning meetings in the second phase have taken place quite late in the year, resulting in scheduling challenges to complete the programme.

### **3. Project Results**

The project results were defined in the contracts signed between LO Norway and OATUU and includes:

- (1) Relevant knowledge of OHSE, negotiation skills and OHSE structures in the unions.
- (2) Shop stewards and leaders defend their members, through negotiating for improved OHSE at work place and national level (social dialogue) on behalf of their members.

The training programmes have generally consisted of one or two activities in each country each year. The expected results as per the programme cooperation agreements appear quite broad given the limited inputs. There is also a question as to the relative efficiency of a national centre organising shop stewards training.

#### **3.1 Leadership and Shop-Steward Training**

In the first phase of the programme (2006-2009), it was expected that 638 workers would be trained and 44 educators (30% women). Over the period, 576 shop stewards and leaders (35% women) were trained and 42 educators (38% women).

In the second phase (2010-2014), the quantitative goals in terms of trained leaders, trainers and shop stewards (2010-2014) have a fair chance of being reached. 133 persons have been trained (27% women) for the period 2010 and up until October 2011. The goal is to reach 88 leaders, 88 trainers and 528 shop stewards over a four year period.

Reporting on the leadership and shop-steward training programmes has not been very detailed. The evaluator met with some participants from the training programmes during the mission, who were generally appreciative of the programmes although the degree of impact at the workplace varied.

#### **3.2 Plans of Action and OHSEE Strategies**

In Ghana, Nigeria, and Tanzania, the trade unions have developed their own policies on OHSE, and have a dedicated officer and national coordinating committee on OHSE. These structures had been put in place prior to the start of the project but have been strengthened and sustained as a consequence of the project. In Ethiopia and Kenya, responsibility for OHSE issues is shared among staff and elected officials and there is no national coordinating structure.

### **3.3 CBAs and workplace safety committees**

With the possible exception of Tanzania, the trade union centres do not have sufficient access to information to be able to track the number of functioning OSHE structures at the workplace nor do they have accurate data of the numbers of new and renewed collective agreements with specific clauses on OHSE and HIV/AIDS provisions.

While there is standard language on HIV/AIDS for inclusion in collective agreements, there is less of a strategic approach to issues related to gender and OHSEE. Model clauses were not distributed during the training programmes nor circulated in other ways.

### **3.4. Country Studies:**

#### **3.4.1 Kenya**

In Kenya, the programme had begun in 2010 and there was only one leadership training programme very late in the year (November 24-27). Designed for 22 participants with 30% female participation, there were in fact 16 participants, all male. The shop steward training and research programme did not take place. As one COTU board member stated, "There have been a lot of postponements and we are not aware why there has not been any follow-up training." In 2011, there were plans for a training of trainers' workshop, shop steward training and follow up meetings with members of the OSHE workplace structures. In fact, no activities had taken place and COTU was planning a shop stewards' workshop for the week after the evaluator's visit. Subsequently the evaluator was informed it had been postponed until 19-22<sup>nd</sup> December. The COTU staff reported that after the 2010 training, unions had been encouraged to establish OSHE structures. However, the follow-up has been limited. "The activities have been too few and not consistent enough. We could not meet the objectives as the planning was not realistic," as one staff member explained.

COTU does not have a full-time coordinator on OHSE and in practice responsibility is divided between two members of staff and a member of the National Executive. Different people have attended the regional planning meetings and taken responsibility for the project outcomes. There is no union policy on OHSE. COTU does not have an accurate over-view of the numbers of functioning safety committees at workplace level nor the number of CBAs with specific clauses on OHSE or HIV/AIDS.

It is clear that there are more resources and a more coordinated and consistent approach to the work on HIV/AIDS. The CBAs which the evaluator examined for the construction industry in Kenya all had virtually identical language on HIV/AIDS. The clauses on OHSE varied from a general commitment to protecting OHSE to more specific clauses on setting up workplace safety committees. There were no references to the environment.

A DANIDA funded tripartite programme on strengthening social dialogue and improving business support and an LO/FTF programme on collective bargaining both included components on OHSE and HIV/AIDS. Improvements in the OHSE situation, including increased numbers of trained inspectors, and improved reporting rates on accidents are largely the consequence of these interventions, not the LO-Norway programme.

#### **3.4.2 Ghana**

In Ghana, the programme also began in 2010 with one shop stewards and industrial relations officers' workshop for the Ashanti region, in Kumasi. The workshop was designed so that after the training, participants would be able to assess risks in the work place, carry out follow-up training and demand that safety committees be established. There was no component on collective bargaining and model clauses. Out of 21 participants (including 8 women,) 5 reported that they were able to

carry out follow-up workplace training but there is no information from the other participants. The coordinator has not been able to carry out follow-up visits.

The leadership seminar was postponed until 2011. It took place on 17<sup>th</sup>-19<sup>th</sup> March with 25 participants (including 5 women). Participants interviewed by the evaluator included the programme officer of GAWU and the deputy international relations officer of the GTUC. They had found the programme informative and had been able to effect some workplace improvements in their union offices at the TUC HQ but had not been involved in any company level follow-up or CBA negotiations.

GTUC has a full-time OHSE and HIV/AIDS Desk Officer in the Department of Industrial Relations and Social Protection. The GTUC has a national coordinating committee comprising 4 General Secretaries and some Heads of Department which meets quarterly. The desk officer does not have an overview of the numbers of functioning safety workplace committees nor an overview of information on the CBAs.

According to the GTUC, the national government has a national tripartite council on OHSE but it is relatively weak. The government has drafted a national policy on OHSE but it has been sitting in Ministers' offices for a long time. As I was leaving Ghana, there was an article in the local press citing the Ministry of Employment's commitment to reforming the OHSE laws which date back to the 1970s.

### **3.4.3 Tanzania**

From the evaluator's review, TUCTA offers an example of best practice in terms of ensuring clear and tangible results. The programme targeted shop stewards at a regional level in industries with the highest potential occupational hazards (mining, plantations and certain industries). A record was kept of each person who attended the training programme and each participant was issued with a certificate and a letter addressed to the employer, indicating that the person was now equipped to act as a workplace safety representative. In addition, the union was sent a letter to say that the person who had been trained should be considered for inclusion in the negotiating team when OHSE issues were under review. In this way, as the OSHE Director explained, when it came to appointing safety committees, the people trained were normally selected.

TUCTA has also established a national OSHE committee, comprising the focal points on OSH from each of the 14 national affiliates. The national OSHE committee meets on a quarterly basis for a few hours or half a day and each focal point reports on what has been happening in their unions, major issues are discussed and any plans for upcoming training or other activities. In this way, the Director of OHSE at the national centre also keeps in touch with issues on the ground. Also the number of CBA's with OSHE clauses is tracked and it is clear there has been an increase. The survey conducted in 2011 indicated there were 114 CBAs with HIV/AIDS, gender and OHSE clauses. **(See Annex 3)**

### **3.5 Findings**

In the first phase, the programme was implemented largely according to plan except in the case of Botswana where there were internal difficulties in the trade union centre. The annual donor reports are quite general and unfortunately it was only Tanzania from the first phase that returned the questionnaire. However, it is clear that the quantitative goals in terms of training were met, including the gender quota of 30%.

Lack of information prevented the evaluator from forming an accurate opinion about the extent to which there has been an impact in terms of CBAs and workplace committees, except in the case of Tanzania where there has been very positive developments.

In the second phase of the programme, there have been considerable and unreasonable delays in implementing the programme. There are often long periods between each training activity and there is little sense of continuity. Selection of participants in some programmes appears haphazard as they do not have responsibility for OHSE and cannot follow-up at company level. Programme content seems unduly general. Coordinators have indicated that lack of small travel budgets and in the case of Kenya, lack of time, have prevented adequate follow-up and workplace visits.

Project partners interviewed consider that they have a sufficient pool of national experts to conduct leadership and shop steward training programmes, without necessarily being dependent on the presence of external resource persons. Additionally, national coordinators stated that as they do not have copies of the workshop reports, it is harder to lobby governments or employers to conduct follow-up activities.

### **3.6 Materials Production**

This aspect of the programme has experienced considerable delays. The OATUU manual that is currently used is the "Health is Wealth" manual which was produced under the FNV/SASK funded OHSE project in 2003, prior to the LO Norway project. There was an evaluation and manual revision workshop in 2009 with participants from both the old and the new phases, when the manual was revised, in particular the section on HIV/AIDS and the ILO Recommendation 200, the section on women and OHSE and the section on the environment. The manual comprises stand alone sections or modules so that trainers can select the sections required depending on the time available. While the printer was paid in 2009, the manual has not yet been produced. The OATUU Secretariat is continuing to put pressure on the printer complete the job prior to the start of the 2012 programme of activities.

While the manual has not yet been printed, it is being used in draft form. As the Nigerian Labour Congress reported in their questionnaire "*There is a manual on OHSE being developed with OATUU with National Centres. We have used the draft manual in carrying out other OHSE Programmes with NLC affiliates and it has helped so much. In one occasion, a part of the manual was published in our national daily and it had become a reference point (Hazards Prevention and Control).*"

Most trade union centres and many of the affiliated national unions have developed their own OHSE materials with support from other external donors. However, much of the material is general in content and does not provide links to relevant government websites or advocacy or campaign goals. The set of 10 training modules produced by TUICO, Tanzania seemed of particular merit.

The baseline surveys were presented at the September 2011 regional workshop. While they contain valuable general information on the trade union situation and the OHSE legislation and policies, it is not original research. Information concerning workplace safety committees and CBAs is not specific. Presumably these baseline surveys were to be used for planning at the beginning of the project.

**3.6.1 Findings:** The OATUU manual, which was published in October 2003, provides general information on OHSE and a very brief section on the environment. Although it was revised in 2009, it has still not been published and the delays with the printing seem excessive.

The baseline surveys of the 4 new countries also provide general information on the OHSE in each country but have been compiled late in the programme implementation. Key information on workplace committees and cbas is not included.

### **3.7 Research Studies**

In the first phase of the project, research studies on the OSHE situation in each country were commissioned. The evaluator reviewed the reports from Uganda and Botswana. "Occupation Safety and Health in Uganda" by Kiggundu Sulaimaiman, published in 2008, is a general overview of the economy, the labour market and the new legislation adopted in 2006. It also contains an interesting analysis of the resource constraints of the Department of Occupational Safety and Health- for example there are only two vehicles to carry out all its functions throughout the country. It provides a good analysis of the Department budget and there are two short case studies of the ohse situation in construction industry and the small-scale industries. The "SNAP Survey of Occupational Health and Safety Situation in Botswana", published in 2006, by T. Kalusopa and Dr. K. Solo was based on a survey of 25 institutions, including central and local government, para-statal, the private sector and some NGOs. Neither study really addresses the role of collective bargaining or workplace safety committees in any detail.

**3.7.1 Findings:** The research reports contain some interesting information although there is also a lot of general information about the country's economy. The role of trade unions is not central to the research. Case studies of action taken by unions to enforce OHSE legislation would have been useful.

The value of the research studies could have been greatly enhanced if the research had been conceived as part of a broader strategy to lobby for legislative changes or effective implementation of laws, particularly for the strengthening of the labour inspectorate and the duty of employers to conduct risk assessment. The reports could have been accompanied by stakeholder meetings to review the recommendations, media work and the production of campaign or advocacy materials.

In Botswana, the report was discussed at a stake holders meeting as part of the project activities. Unfortunately, Botswana did not complete the follow-up survey so there is not further information available. There was no follow-up in Uganda as the country was left out of the second phase.

### **3.8 Advocacy on Legislative Issues**

Both phases of the projects included an objective on initiatives for new or improved national OHSE legislation and the second phase included initiatives for the ratification of relevant ILO Conventions.

In fact, there are two groups of countries: (1) those with no legislation or "factories acts" dating from the 1970s which are in need of new legislation to improve the regulations, and strengthen the reporting aspects of occupational health and safety; (2) those with relatively recent "Occupational Safety and Health Acts" where the focus should be on effective implementation and possibly some amendments. **(See Annex 4)**

Unfortunately, the country selection criteria in the first and second phase did not take into account the legislative frameworks as it might have been more effective to group them taking into account the legislative frameworks and related issues.

### **3.9 New legislative gains**

In the first phase, Uganda reported the adoption of the new OSH legislation and NOTU officials were able to use the opportunity of a leadership seminar to strategise before attending a meeting with President Museveni to review how to implement the new measures effectively. NOTU requested the Ministry of Gender, Labour and Social Development to set up a tripartite OSH board.

In the second phase, Nigeria reported that there is currently a bill in Parliament for the enactment of ILO C. 155 into national legislation and a new law, the Employees Compensation Act, was adopted in



2010. The NLC has taken part in an ILO initiated two year tripartite social dialogue on the bill. In Ethiopia, CETU reports that new directives on the prohibition of child labour and female labour in hazardous work have been adopted. In Ghana, ILO Convention 184 on Safety and Health in Agriculture was ratified in June 2011. The GTUC acknowledges that GAWU had been very active in campaigning for this ratification. In addition, there is an ICEM initiated regional campaign for the ratification of ILO C. 176 on Safety and Health in Mines. Representatives of the Ghanaian mining union had recently attended a conference when a resolution calling for ratification had been adopted and there were plans for the production of campaign materials, a stakeholders meeting, and a press conference about the need for ratification.

**3.9.1 Findings:** There have been some national initiatives to call for new legislation and ratification of ILO Conventions. The LO-Norway project has contributed to these gains. However, there has been no coordination between project countries or with OATUU on this work. Both OATUU and the trade union centres interviewed during the mission considered that the priority was to ensure wider ratification of ILO C. 155. There does not appear to be any clear campaign or lobbying strategy either at national or cross-regional level.

#### **4. Sustainability**

**4.1 Findings:** In the case of Tanzania, the TUCTA Department of OHSE continues to function efficiently, the coordinating committee is meeting regularly and there is on-going training of shop stewards with external support. There is a small national centre budget for OHSE activities as well. The national centre is tracking the number of CBAs with specific clauses on OHSE, HIV and AIDS and gender issues and the number of functioning safety committees at the workplace.

Unfortunately, the evaluator is not in a position to assess the level of sustainability in the other first phase countries as the project partners did not reply to the survey.

In the second phase countries, all the trade unions will be in a position to maintain some level of staffing and work on OHSE when the LO-Norway project terminates, either through other external support and internal resources. However, in the case of some trade union centres, there are a large number of specific projects and activities related to HIV/AIDS coordinated by same staff also responsible for OHSE. There is a danger that OHSE issues may receive less priority or become the "poor cousin."

#### **5. External Impact**

OATUU is ideally placed to organise strategic campaigns on OHSE issues, coordinated both with project partners and other affiliated organisations. The General Secretary of OATUU considers that the OHSE project is a "flagship" programme. The Conference of African Ministers of Labour and Social Affairs, which meets every 2 years, had discussed the ratification of ILO C. 155 on the initiative of the OATUU, and called for its implementation at national level.

At the present time, however, OATUU is not actively undertaking a ratification campaign on ILO C 155. It is only the Nigerian Labour Congress which reports that it has been active in lobbying for the passage of C. 155 through Parliament.

At national level, the trade union centres have good working relations with the relevant government OHSE departments and have supported calls to strengthen their human resources, technical capacity and general budget. The Tanzanian unions reported that they work with the national OSH authority on development of policies, production of materials or joint training activities. The Association of Tanzanian Employers was supportive of bipartite training programmes and noted that managers are

under increasing pressure to improve OHSE standards. The Executive Director also remarked that TUCTA had very effectively argued against the revision of the statutory maximum working hours. TUICO in Tanzania reported that their OHSE officer often provides advice to the management.

The trade union centres do not appear very pro-active in demanding the effective implementation of legislation, particularly in relation to the obligation of the employer to appoint safety representatives, establish workplace committees and to carry out risk assessments in hazardous workplaces. As one ILO official noted, there appears to be a hesitancy to take legal action to enforce the law. A few successful test cases could potentially change employers' attitudes to their OHSE obligations.

Neither the first phase nor second phase project partners have developed any campaigns on OHSE issues, apart from Nigeria. Indeed the concept of developing a national campaign is not part of the standard practice of the majority of the OHSE departments. The communications and outreach work is not well developed, whether to trade union affiliates, other stakeholders, or indeed the general public. The use of the website, on-line reporting facilities, electronic bulletins, e-networks and other social networking facilities, seem to be relatively uncharted terrain.

**5.1 Findings:** While there has been some external impact, particularly in relation to legislative changes and ratifications in Uganda, Ghana and Nigeria, the trade unions could substantially strengthen their lobbying and advocacy work. There is a critical need to develop campaign strategies, with all stakeholders, which would also require improved communication systems, including the setting up of websites with campaign pages, and other media work.

## **6. Gender Issues**

OATUU has consistently reported on women's participation in the training programmes and the overall average has met the goal of 30% women's participation. It was only in the regional planning workshop in 2010 when no women were represented.

Three of the national coordinators in the project countries in the second phase are women, and at affiliate level, the evaluator also met a number of OHSE officers. The OHSE officer often has responsibility for HIV and AIDS which might attract more gender-aware female candidates.

National unions send out invitation letters with a general encouragement to ensure women's participation. In some instances, the proportion of women has therefore been low but no further action is taken. There is no discussion about increasing the current target of 30%.

The courses generally have included a component on OSHE and gender (or OSHE and women), which look at issues related to pregnant and nursing women and exposure to hazards, sexual harassment, women and night work, or ergonomics. The training materials reviewed by the evaluator also have a section on OHSE and gender. However, the ILO Convention 183 (2000) on maternity protection is not referenced in some recent training manuals.

In terms of workplace outcomes, CETU in Ethiopia reported that there have been new directives related to women and children working in hazardous environments. In Tanzania, TUICO reported that the trade unions have taken up issues related to unisex sanitation facilities, pregnant women standing for long hours, and sexual harassment.

On the other hand, the Botswana research report noted that most trade union officials failed to identify any specific gender issues related to OSH. (p.15)

The Assistant Director of the Gender and Youth Department at OATUU considered that the gender dimensions of OSH were a priority area of work, particularly on maternity protection. She cited common issues of pregnant women's exposure to chemicals, long working hours, the right to medical check-ups during pregnancy, and dismissal because of pregnancy. She expressed interest in strengthening the gender dimensions of the OSHE project.

COTU Kenya also mentioned their interest to carry out a short documentary about women in the construction industry and the role of trade unions in promoting OSHE rights for women workers.

**6.1 Findings:** Women's participation in the training programmes has largely met the quota of 30% except in the regional events. Gender issues have been integrated into the training programmes and most of the manuals reviewed by the evaluator include a section on OHSE and gender. Many of the key officers involved in the implementation of the project at national centre and affiliate level are women.

The project partners report some improvements for women workers although equally there were many who reported that pregnant women and nursing mothers were exposed to many risks. "In farms, I've seen nursing mothers under a tree while a few metres away someone is spraying the crops."

The linkages between the gender departments and the OSHE departments could be strengthened at both OATUU and national levels, in particular on issues related to maternity protection.

## **7. Other Issues**

There are useful lessons to be learnt from the way the HIV/AIDS work is coordinated in East Africa by the Solidarity Support Organisations (SSO's), national centres and global unions. This coordination has strengthened the capacity of the unions to work together strategically and to lobby government, employers and other stakeholders. For example, the evaluator noted common language on HIV/AIDS clauses in CBAs found in Kenya, Uganda and Tanzania.

Every 2 years, in English-speaking East Africa at least, the SSO's, global unions and national unions meet to exchange information on programmes and good practice, pool existing training materials, share information about resource persons, and to review plans and strategies or coordinate lobbying.

## **Recommendations:**

1. The project is relevant to the needs of the OATUU affiliates and should be continued until 2014, on the understanding that there could be some changes to the current project management system.
2. The project goals are ambitious given the relatively modest scale of the project. They could be usefully narrowed down to a few tangible outcomes at national level focusing either on establishing workplace committees in key industries, taking test cases on employer responsibility to ensure safe workplaces or national campaigns for ratification. These goals should be followed through on a consistent basis for the duration of the project.
3. The project management system should be reviewed in order to build greater national ownership over the implementation of the activities, allow for more flexible planning and to reduce the risks of non-completion of the scheduled activities. Project funds could be transferred to each national centre on the basis of an agreed plan of activities and budget, taking the form of a signed agreement. Expenditure could be audited in the project country and the audit report forwarded to OATUU,

which would then compile a consolidated report to LO-Norway. Most national centres indicated that they are already operating similar systems to the satisfaction of other SSO's. OATUU's auditors would need to agree reporting and auditing guidelines with the auditors of the project partners' national centres.

4. COTU should be asked to appoint one person as the coordinator of the LO-Norway project. The current system of shared responsibility can result in a lack of continuity and follow-up.

5. Shop steward training programmes would benefit from a built-in system of follow-up visits and reporting. Courses could potentially be carried out in two phases, to include an initial 2-day training and a subsequent one-day or half-day meeting as a report back session, where progress and obstacles are reviewed and further interventions discussed. The programmes should be linked more specifically to goals related to new CBA clauses, establishment of workplace committees in a particular industry or national campaigns on legislation.

6. Although OATUU expressed concerns about the potentially negative impact on the quality of the activities, the timely submission of reports and the monitoring and follow-up of the post activity exercises, in the opinion of the evaluator, the use of external resource persons in the training programmes could be reduced. This recommendation is linked to the need to restructure the shop-stewards training so that follow-up monitoring by the national coordinator is built into the programme and budget.

7. The Tanzanian system of performance indicators and the methods of work of the OHSE national coordinating committee could be usefully shared with the current project partners and unions asked to consider ways of developing similar monitoring systems.

8. The GAWU/GTUC campaign for the ratification of C. 184 on safety and health in agriculture is a case study which could be written up and shared with the current project partners as well.

10. There is a sufficient stock of general OHSE manuals available for use although there may be a need to reprint existing manuals.

11. Consideration should be given to developing a project wide ratification campaign for C. 155 which could potentially be extended to other African countries. In this case, there would be a need to provide some initial external support to plan the campaign and a budget would need to be allocated at national level for IEC work, such as the production of campaign materials and media work. A campaign coordination team could be established at national level, involving other stakeholders, such as the ILO, OHSE authorities, environmental organisations, ohs research and training institutes or relevant NGOs.

12. While women's participation rates in the training programmes have met the project goals, the project could benefit from closer coordination with the departments responsible for gender within OATUU and at national level. For example, each country could identify a company with a hazardous work environment and campaign or take legal action to demand specific protection for pregnant women workers and nursing mothers and document the outcome.

13. Consideration should be given to setting up a coordination mechanism on OHSE involving SSOs, global unions and national centres, at least in East Africa, similar to that which exists for HIV and AIDS work. Another option might be to broaden the agenda of the existing mechanism.

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