

**Enabling Social Dialogue Project
of WageIndicator**

**A report of a
Mid-Term Evaluation**

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Summary

The following pages report on an independent mid-term evaluation of the Enabling Social Dialogue (ESD) project of WageIndicator, with a budget of € 491.952 over the period 2013-2015. Assuming this budget is fully applied, and counting start-up activities begun in 2011, total funding up to the end of 2015 will slightly exceed one million Euros.

Programming for the five countries involved – Ghana, Kenya, Rwanda, Tanzania and Uganda -- pivots on the WageIndicator model, a system developed over 14 years and operating in more than 80 countries. The ESD project introduced an innovation to the usual employee-oriented model: a second website in each country (except Rwanda) oriented toward employers. Among workers, the extent of project relevance roughly equates with the degree of their incorporation in formal labour markets and with their ease of access to and familiarity with internet-based activities. Offline (face-to-face) activities show higher relevance for a wider range of working people, sometimes even the informally-employed. Purposes and design of the project are well-aligned with international efforts to promote policy, such as about Decent Work, and with efforts by researchers and academics to promote improved knowledge of job markets and labour relations.

Operations centrally run from The Netherlands – information gathering, processing and broadcasting via websites, and general financial and managerial support for country partners – take place in timely ways and within budgets. Relative to the quantity and quality of information managed, cost-efficiencies are high. This is chiefly due to scale economies achieved by inclusion of the five project countries with many others following the same model. At country levels, the ‘debates’, which are low-cost and locally-managed activities, have been carried out largely within timeframes and budgets. Media campaigns, by contrast, have yet to be implemented consistently and strongly; their budgets are routinely under-spent. Awareness-raising targets of 10 percent of the working population are evidently too ambitious. Widely differing levels of traffic to websites indicate variations in partner performance, as well as country-specific differences in Internet access and use. Compliance-promotion activities (in some cases just starting) have yet to show consistent and vigorous implementation. Monitoring of website activities is sophisticated and strong. Monitoring of outputs on-the-ground is uneven, and often weak. Monitoring of outcomes for in-country priority groups has yet to be designed and carried out.

Emerging effects of online, Internet-based components show markedly different patterns across the five countries. Effects of offline components are in some cases detectable, with debates standing out as stimuli for learning about rights and for animating union action and employer-employee interaction. Yet to be detected consistently are effects of media campaigns and of compliance and mediation activities. In realms of knowledge production, there is recognition and some uptake of data produced through the project, but awareness in policy-making realms of what the project produces is still quite limited.

In terms of sustainability, benefit streams from the high-quality information transmitted via the websites may well extend beyond the life of the ESD project, assuming the continuity of WageIndicator worldwide. However sustainability of this project itself, in these five countries, is problematic. Strategies for leveraging project results to realise and sustain concrete improvements in respect for labour rights have yet to be developed.

This report recommends a number of adjustments to programming during the balance of the project period.

0. Background to the Mid-Term Evaluation

0.1 Antecedents

In 2005, FNV Mondiaal made its first grant to WageIndicator for activities pertaining to Africa, Asia and Latin America. In June 2011, WageIndicator, supported by FNV Mondiaal (grant nr NL081041) began planning for the countries considered here. In October 2011, (under terms of FNV Mondiaal grant nr NL081031/2, plus co-financing from the Dutch Employers Cooperation Programme DECP), WageIndicator began programming for Ghana, Kenya, Tanzania; in April 2012 for Uganda (FNV grant nr NL0810051/2) and in September 2012 for Rwanda (FNV grant nr NL0810061/2). Grants allocated for this 19-month start-up period ending 31 December 2012 totalled € 526,588, of which 75% came from FNV Mondiaal and 25% from DECP. Building on that programming, the three-year project under review in here, supported by FNV Mondiaal (grant nr NL0810071) and by DECP, began on 1 January 2013. This project, entitled **Enabling Social Dialogue (ESD)**, has been co-financed by FNV Mondiaal, DECP and by WageIndicator itself; their respective funding shares are 61 %, 32,9 % and 6,1 % of the €491.952 total budgeted.

Up to 2014, no evaluation of WageIndicator programming for Africa, including the five countries covered in the present project, had been undertaken. One of conditions for the release of FNV Mondiaal funds for the third year of the present project was the realization of an evaluation during its second year. Therefore in August 2014 FNV Mondiaal staff drew up Terms of Reference (Appendix A) and in September contracted the evaluators, both of whom are acquainted with programmes in support of organised labour and experienced in evaluations of such work.

0.2 Purposes

This evaluation is intended to meet routine monitoring/accountability norms of FNV Mondiaal as the project's major funder. However the mid-term evaluation's primary purpose is learning: to assess progress and to illuminate developments at mid-course in order to draw lessons of potential use during the period remaining.

0.3 Methods

The evaluation drew on programme documentation, analyses of context and particularly on information gathered through interviews, most of them in the five countries covered by the project (see Appendix B). Informants granted the interviews in the understanding that their views would be treated anonymously unless otherwise agreed. The evaluation went through three phases, as follows:

Phase One. During the period mid-September to mid-October, activities comprised: (a) review of FNV Mondiaal and WageIndicator documentation; (b) initial scans of WageIndicator websites and websites of partner organisations; (c) face-to-face interviews in the Netherlands; (d) preparation of fieldwork methods (identification of potential informants, of information gaps, of questions for various kinds of interviewees); (e) preparation of fieldwork logistics in the five countries.

Phase Two. From mid-October to late November the co-evaluators gathered information, chiefly through interviews, in Africa. Sogge visited Accra, Ghana, from 19 to 23 October; Dütting visited Kampala, Uganda 28 October to 3 November; Kigali, Rwanda 3 to 7 November; Nairobi, Kenya 7 to 14 November; Dar es Salaam Tanzania 14 to 21 November; Zanzibar 22 November.

Phase Three. Supplementary information-gathering through interviews and e-mail contact, analysis of information, and report formulation were main activities during this phase. A draft report was submitted to FNV Mondiaal on 10 December; this draft was also shared with WageIndicator in order to identify factual errors. Helpful critical feedback on the draft was received from both FNV Mondiaal and WageIndicator and subsequently taken into account in the preparation of this final version of the report, which was submitted to FNV Mondiaal on 29 December.

0.4 Limitations of the Study

WageIndicator project documentation, most of it in digital form, provided the evaluators with highly structured plans, budgets, records of meetings and chronicles of website use. In contrast to their access to this impressive array of information, and to practical tips received from WageIndicator staff, the evaluators met conditions in the five African countries that were less than optimal for information-gathering. During the preparations it became clear that it would not be possible to draw information from pre-defined matching samples of informants across all five countries. That was due in part to unfortunate time clashes. Fieldwork did not include contact with government staff in Tanzania and Kenya, owing to key informants being away on leave and to complicated relationships between partner organisations and governments in those countries.

0.5 Acknowledgements

The evaluators wish to express their thanks for the time and attention given them by staff of FNV Mondiaal, DECP and by staff and associates of WageIndicator – especially its Director Paulien Osse – as well as for the time, information and practical assistance afforded them by WageIndicator’s main partner organisations in Ghana, Kenya, Rwanda Tanzania and Uganda.

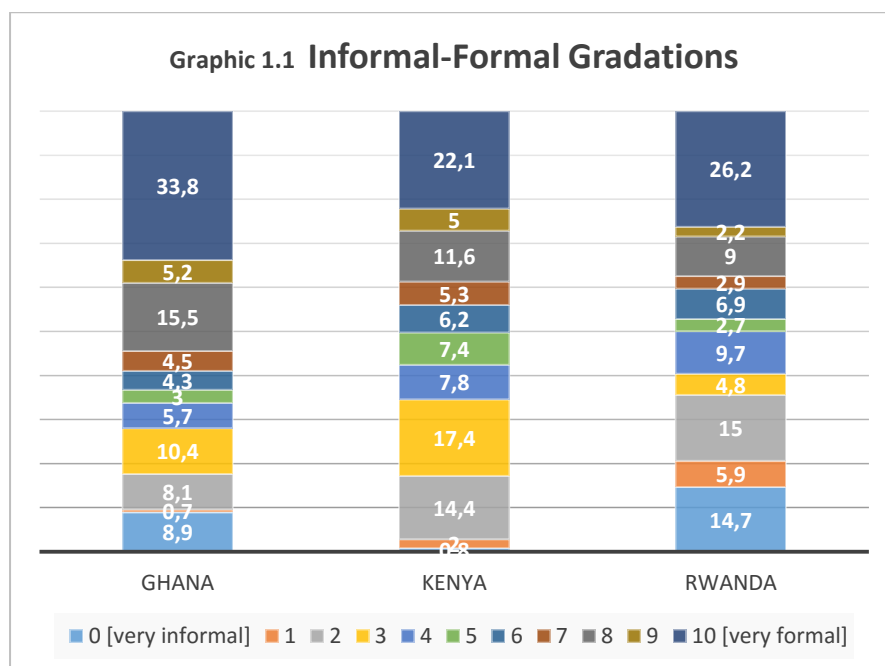
1. Contexts

The ESD project has developed amidst circumstances that pose both opportunities and risks. This chapter sketches a number of these challenges at global and national levels.

1.1 Conditions of Labour

Work that regularly provides a decent standard of living remains scarce in all five countries. In the period 1991-2013 proportions of those considered ‘working poor’ (incomes less than US\$2 per day) have decreased by an estimated 10 % in Tanzania, 11 % in Rwanda, 20 % in Kenya, 28 % in Uganda and 40 % in Ghana. Yet proportions considered ‘near poor’, that is, with incomes between \$2 and \$4 per day, have increased (ILO 2014: 8 & 42). Consistent with these data are findings from recent opinion surveys: large majorities in Ghana, Kenya, Tanzania and Uganda (Rwanda has yet to be surveyed) describe their current living conditions as “fairly bad” or “very bad”. The average view in all five countries was much less positive than the African average. Looking ahead, only in Ghana did a majority of respondents express optimism about their personal prospects for improved living standards, whereas Kenyans, Tanzanians and Ugandans were more pessimistic than Africans elsewhere (Hofmeyr 2013: 14-15).

Prospects for reducing poverty and precariousness depend greatly on economic demand (hence spending power) in markets for goods and services, where livelihoods are derived. However those prospects also depend on the coverage and robustness of labour laws and the extent to which they are concretely enacted and enforced. In respect to those statutory institutions and processes, African workers are conventionally seen as either inside or outside; they are categorized as either ‘formal’ or ‘informal’. However research by the Amsterdams Instituut voor Arbeids Studies (AIAS) supported by precursors to the project under review here, reveals a more nuanced picture, in which working life may be more realistically understood as partially formal and partially informal.



Derived from data in Tijdens and others (2014) p. 41

The AIAS researchers constructed a ‘job-based informality index’ for nine African countries, based on objective indicators. At the “very informal” end of an 11-point scale are those “who are not entitled, do not contribute to social security, are own-account workers, have no agreed working hours, and receive their earnings in cash”. At the “very formal” end are those “who are entitled, do contribute, have an employment contract or are employers, have agreed working hours, and receive their earnings in a bank account” (Tijdens and others 2014: 19-20). Graphic 1.1 above gives the results for Ghana, Kenya and Rwanda¹.

Gradations of informality/formality change as general economic tides and certain sectors rise and fall, as patterns of investment shift and as the scope of public protection expands. Today in all five countries, job security and wage levels are under downward pressure. That is for a host of reasons, among which are employer preferences for ‘casualised’ contracts. These sometimes depend on informal labour brokers. Public sector bodies under pressure to ‘outsource’ work also follow these trends. They are also common among foreign firms, some of whom have become new sources of lower-skilled jobs for Africans in some places.

1.2 Protecting, Promoting and Fulfilling Labour Rights

Majorities of able adults in these countries are not job-seekers or job-holders. Rather, most pursue something different: livelihoods. That is, most people derive income and sustenance from economic relationships other than those found in markets for waged labour. In light of that distinction, there can be risks (especially in cases of high ‘informality’ like Rwanda and in countries with a gender-blind definition of work) of over-estimating the importance of rules and transparency in labour markets. Labour laws and regulations are not everywhere and equally relevant. Nevertheless, effective protection, promotion and fulfilment of labour rights can influence the circumstances of many, even those only partially in formal circumstances.

Statutory Frameworks

On the side of statutory duty-bearers, the governments of all five countries are signatories to Fundamental Conventions concerning core labour standards, as defined by the ILO. In formal terms they adhere to most of the so-called ‘governance conventions’ including a 1976 convention concerning “tripartite consultation to promote the implementation of international labour standards”. On paper, these governments’ domestic labour statutes would seem to be more or less aligned with those international rules. All countries have formal labour conciliation bodies and labour inspectorates. All governments have passed legislation to enhance social safety nets and to promote worker health and safety; only Rwanda declines to legislate minimum wages (Uganda as latecomer intends to fix a minimum wage by mid-2015).

The greatest deficits, then, are in the concrete enactment and enforcement of existing rules. Administrative and juridical means to enforce compliance with labour laws are weak. It is not clear that they are getting stronger. The ILO is among several agencies grappling with low and uneven capacities of state bodies in the management and use of labour-related data. They also face challenges in weak coherence and capacities of both workers’ and employers’ organisations. Tripartite institutions exist, but do not enjoy coherent legal frameworks and political relationships that would permit their smooth functioning. Their capacities and incentives to press for core labour

¹ Uganda and Tanzania were not included in that study and thus do not appear in the graphic. The study *Wages in Uganda* (Besamusca et al 2012) uses a different informality index, which could not be adapted to this graphic. In the study *Wages in Tanzania* (Tijdens and Kahyarara 2012) an informality index does not appear.

standards are often limited or biased; private sector preferences tend to prevail, with government backing (Alby and others 2005; Koçer and Hayter 2011). The relevance of tripartism in social dialogue is open to question where the political class and the class of employers are closely allied, if not made up of the same people.

Organised Labour

On the side of rights-seekers, organised labour is present in all five countries. However trade unions face complex and sometimes murky challenges, including their own organisational shortcomings and disunity. General political circumstances are not sunny for trade unions in any of the five countries, but some face more hostility than others. Table 1.1 presents the ITUC's most recent assessment of respect for union rights in the five countries, based on formal rules and their actual observance:

Table 1.1 Political Climates for Organised Labour

Country	rating	Descriptions of ITUC <i>Global Rights Index</i> 2014 ratings
Rwanda	2	"slightly weaker collective labour rights than those with the rating 1. Certain rights have come under the repeated attack by governments and/or companies and have undermined the struggle for better working conditions".
Ghana, Tanzania Uganda	3	"Government and/or companies are regularly interfering in collective labour rights or are failing to fully guarantee important aspects of these rights. There are deficiencies in laws and/or certain practices which make frequent violations possible".
Kenya	4	"Workers ... have reported systematic violations. The government and/or companies are engaged in serious efforts to crush the collective voice of workers putting fundamental rights under continuous threat".

Source: ITUC (2014) *ITUC Global Rights Index*.

These ITUC assessments are broadly supported by others, including recent LO/FTF *Labour Market Profiles* and the US Department of State's *Country Reports on Human Rights Practices*. Formal indicators of social dialogue – trade union and collective bargaining coverage – suggest considerable differences across the five countries (see Table 1.2). As is well known, the reliability of these kinds of data is often in question.

Table 1.2 Organised Labour: Points of Reference

Country	Trade union density		Collective Bargaining Agreement coverage			2012-2013 Population aged 15-64 (in thousands)
	As % of waged workers (± 2006-2009)	As % of total labour force	% of waged workers covered	% of total labour force covered	% of Wage Indicator samples (± 2012)	
Ghana	70		70		32	9.062
Kenya	35,5	4,1	3,7	0,4	30	24.440
Rwanda					35	6.442
Tanzania	18,7	2,2			42	18.902
Uganda		1,1 [2005]			47	16.358

Sources: Hayter and Stoevska 2011; working age population: <http://www.ilo.org/ilostat/> and World Bank

The histories, and present-day make-up of organised labour differ greatly across the five countries. A few broad comparative remarks are nevertheless possible:

- Union membership numbers are tending to decline, especially among employees in the formal private sector, a result of increasing job insecurity;
- Public sector employees tend to be more unionized than private sector employees; in Ghana, Kenya and Uganda, public sector unions are more prone to job action and to show autonomy from central confederations of trade unions;
- Some union federations have been effectively ‘captured’ or neutralised by employers and government; those forces often work jointly; as a result, bargaining power and legitimacy among workers have declined;
- Governments hoping to attract foreign investment tend to follow policies of labour market liberalisation and wage suppression.

Outside sources of support for labour rights and social dialogue

Employment and certain labour rights issues (such as child labour, labour rights for women, domestic work and human trafficking) have attracted more attention from international agencies in the past ten years. Since the early 2000s, the ILO has developed successive strategies to promote ‘Decent Work’ in all countries except Rwanda. It has made efforts across the continent to develop decent work indicators (ILO 2012) and to support national Labour Market Information Systems. Among those seeking better data is the African Union, as evidenced by its ‘Labour Market Information System Harmonization and Coordination Framework’. Talk of Decent Work is today beginning to enter policy-making mainstreams, according to a recent evaluation of worldwide ILO efforts to promote that agenda (ILO 2014). But the Decent Work agenda has yet to move beyond elite corridors and to gain traction politically, among publics at large. The report states: “Achieving DW mainstreaming in laws and policies is only a first step. Raising awareness of the reform agenda should receive better recognition...” (ILO 2014: 66). The evaluation further points to “confusion” in the ways relevant statistics are captured and analysed, and it calls for greater clarity in measuring Decent Work. Nevertheless the ILOSTAT Database, though criticised for tardy publication of data, remains a major source of information relevant for workers and employers.

Meanwhile moral, intellectual and some modest financial support is available from a few NGOs, policy activist organisations such as the Friedrich Ebert Stiftung, labour-related research and education organisations (as represented in the Africa Labour Research Network), Global Union Federations and a few grant-making bodies oriented toward organised labour (the Danish LO/FTF, Finnish SASK, British TUC and American Solidarity Center). Concrete interventions include those by the Kenya Human Rights Commission (organising in flower sector) or Platform for Labour Action (PLA) an organisation in Uganda furnishing information and legal support to domestic workers and others.

Beyond agencies directly engaged with labour markets and rights, there are other reliable sources of information, much of which is directly accessible to the public via the Internet. Wikipedia carries a routinely updated ‘List of minimum wages by country’ including legal workweek hours.

1.3 Public Awareness and Means to Improve It

Across the five countries, histories of class and civic sector development, urbanization and political contestation have differed. Hence there are divergent patterns of public attitudes, such as trust in those in authority, in business and in civil society bodies including trade unions. Studies of public opinion by Afrobarometer, Civicus and others suggest that, for example, Tanzanians show greater

readiness to temper their political demands and to trust the authorities than do Kenyans or Ghanaians in their respective political domains.

There is little systematic information about the scope and depth of popular awareness about labour rights, about levels of pay and benefits or about the bodies tasked with enforcing them in the five countries. On the 'demand' side, worker motivations to gain knowledge of pay and of rights depend on many factors: gender relations, job characteristics along spectra of informal/formal and precarious/secure, traditions of activism, peer pressure, specific purposes such as contract negotiations, and the development of economic sectors. Demand for knowledge is influenced by personal capacities (various 'literacies' including computer/internet 'literacy') and by access to media.

The 'supply' side is heavily influenced by what can be called the 'political economy of information'. Crucial here are the interests that own and control radio and television broadcasting, as well as government stances toward labour laws, social protection, and to recognised channels for regulation, mediation and redress of grievances.

In all five countries there is no lack of means by which individuals can gain and exchange information. As of 2012, mobile telephones were said to be accessible to large majorities: 93 % of Kenyans; 89% of Ghanaians; 82% of Tanzanians; and 80% of Ugandans (Afrobarometer 2013)²; Rwandans' access is estimated at 72%. Mobile telephones are affordable for many; Chinese made phones are available for less than ten US dollars. Beyond mere access, the frequency and diversity of mobile phone use continue to increase.

As for sources of public news and information, surveys of the media landscapes in Ghana, Kenya, Tanzania and Uganda indicate that the public's main source of news and information is radio. To a lesser degree, African publics depend on television and text/sms flows via mobile telephones (AudienceScapes 2014). Internet access is far lower, being confined mainly to city dwellers, usually the better-off and young people. Cyber cafés, and to a lesser extent workplaces, are the chief locations of internet access. However, with the advent of 'smart phones' (for those who can afford them), access to Internet has been rising by 15 to 17 % per year. Table 1.3 provides three recent estimates of Internet access in the five countries.

Table 1.3 Internet access

Country	(A) internet access 2014	(B) "internet users" 2013	(C) "use internet at least occasionally" 2013
Ghana	19,6	17	23
Kenya	36,7	47,3	33
Rwanda	9,2	8,7	n.a.
Tanzania	15	14	n.a.
Uganda	16,8	16,2	11

Sources: column A: Internet Live Stats access in % of total pop.as per 1 July 2014; column B: Internet World Stats "internet users" % of total pop. as of 31 Dec 2013; column C: Pew Research Center (2014) % of stratified samples answering "yes" to question "Do you use the internet, at least occasionally?", as of March 2013.

Although mobile phones today reach even the most remote rural areas, most of these are not smartphones. As of 2013 smartphone ownership among adults was estimated at 15% in Ghana, 19% in Kenya and 4% in Uganda. Mobile phones are used for calls and sending and receiving text

² These roughly match findings by Pew Research Center (2014) for Ghana, Kenya and Uganda.

messages. Some phones serve as channels for news and information, despite the costs of purchasing extra 'air time'; in Kenya, 27 %, in Ghana 19 % and in Uganda 23 % of mobile phones owners use them to obtain political news, while somewhat fewer use mobile phones to get consumer and health information (Pew Research Centre 2014). Greater use of smart phones and tablets is anticipated in Sub-Saharan Africa (Ericsson 2014) based on assumptions of falling prices of devices and of 'air time' and rising spending power. At present, however, effective online access (for email, for surfing, for submitting responses, such as the online questionnaire on wages) requires either a computer or tablet and a paid subscription that charges by "airtime". Only in Nairobi is wifi freely available at upmarket hotels and restaurants. Consequently, information on the Internet is available only to a limited number of workers and small business people.

However, successful models exist to distribute information on labour rights. This takes place through texts transmitted to mobile telephones. Every week the Uganda NGO Platform for Labour Action (PLA) sends a text message to the mobile telephones of ten thousand domestic workers. It has a toll-free number by which signed-up members can call for specific information; this service generates 30 calls a week and 15 visitors to PLA offices. In Rwanda, the construction union STRIGECOMI promises texted replies within a day to those calling its well-known phone number, 1212, for advice.

While radio and television are main public media channels, their relevance for transmitting full and valid information on often explosive topics such as working conditions and labour rights cannot be taken for granted. Full public attention to such issues is problematic given structures of media ownership, control and regulation, and the interests of politicians and enterprise owners (who are sometimes the same people). The likelihood that contested material such as about rights of organised labour will be freely and amply aired varies greatly across the five countries. Of the 180 countries whose 'press freedom' was rated in 2014 on the basis of media pluralism, media independence from those with economic and political power, quality of legislation, regulation and infrastructure for media, Ghana ranked 27th, Tanzania 69th, Kenya 90th, Uganda 110th and Rwanda 162nd in the world (Reporters Without Borders 2014). In addition to politically-driven factors, sources of bias in public media arise from 'market forces', namely the practice by broadcasters or newspapers of requiring payment from those seeking public media attention – a phenomenon especially marked in East Africa.

Key points from this chapter:

Work that regularly provides a decent standard of living remains scarce in all five countries. However, most people are not job holders or job seekers, they pursue something else: livelihood.

All five countries are signatories to the ILO core labour standards; the greatest deficits are the concrete enactment and enforcement of existing rules.

Trade union membership is declining and public sector employees tend to be more unionised than private sector employees.

Workers rely mainly on radio for information. Although mobile phones are available to the large majority of the population, these are not smartphones. People use their phones mainly for calling and texting.

2. The system of objectives and its relevance

What rationale and logic have shaped the design of the ESD project? How closely have these matched contexts of the five countries? How internally coherent were these choices?

2.1 Goals and Starting-Points

In all five countries, there continue to be reproduced jobs that are insecure, poorly-paid and otherwise unsatisfactory. At the same time, laws and agreements to reduce those afflictions continue to be inadequate or poorly enforced. These discrepancies form the cluster of problems the ESD project seeks to address. Its broad objectives are to assemble and spread information, thereby promoting awareness about wages, working conditions and the laws and agreements meant to govern them. The project's chief premise is that greater transparency about these labour market issues – transparency achieved through more and better information via the Internet -- will improve social dialogue among workers, employers and governments, leading to outcomes satisfying all three, both in achieving compliance with existing law and in reforming the law.

An important point of departure for these objectives and premises is the existence of the WageIndicator model of information-gathering and information-dissemination . The ESD project is therefore not *sui generis*, but essentially an extension of that model, developed over more than a decade. It was already running in over sixty countries (including several in sub-Saharan Africa) before the ESD emerged.

2.2 Priority Categories

The main ESD project document (WageIndicator 2012) takes as the project's target groups:

- a) workers under contract and self employed
- b) trade unions
- c) employers
- d) government agencies
- e) bi- and tripartite institutions

Those in categories (b) and (c) take special priority. Their national collective bodies – union federations and national employers' associations – carry tasks as project implementers as well as being objects of the project's capacity-building objectives. In light of how the WageIndicator model is applied elsewhere, the prominent place afforded employers' associations in the ESD project is a significant innovation.

Further, the project implicitly also involves and serves two other priority groups. Both have roles as users and producers of some of the project's key outputs. These groups are:

- f) researchers and research institutions focused on labour issues
- g) international policy-making or policy-influencing bodies.

In regard to the latter two categories, the Amsterdams Instituut voor Arbeids Studies (AIAS) has played pivotal roles. From the preparatory stages of the ESD project, it has acted as a designer of research instruments used online and offline, as coordinator of field studies and as co-producer of data and analyses of labour market conditions. It further disseminates studies serving academicians and policy-makers. For this project, it has worked closely with the Central European Labour Studies

Institute (CELSI). These activities underscore the importance of knowledge production for academic and policy specialists as a project priority.

2.3 Operational Objectives

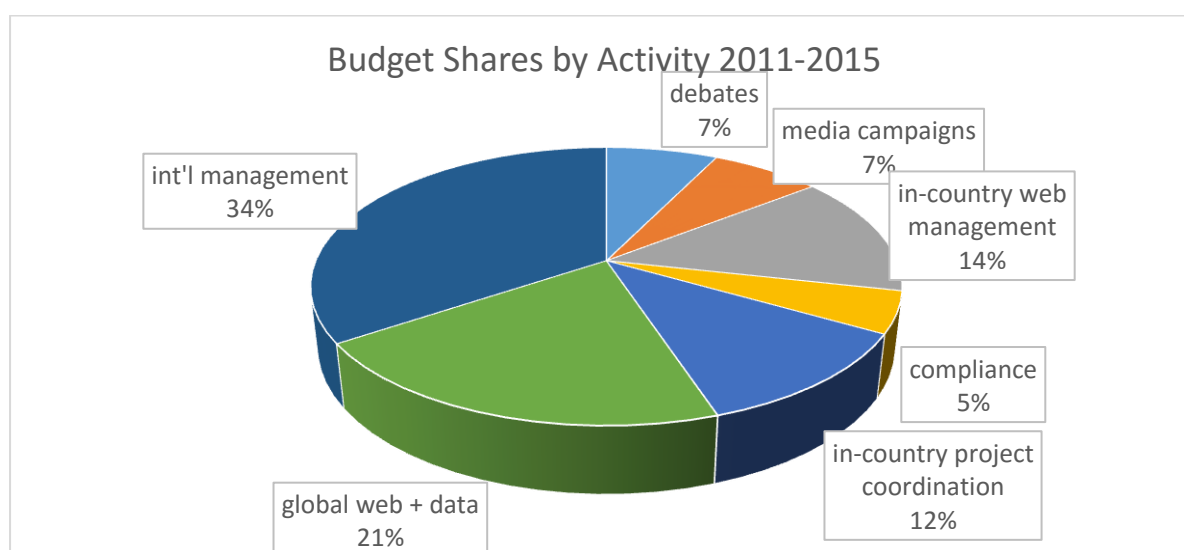
The project's concrete activities and immediate outputs include:

- a) Maintenance of 10 public websites, including the assembly and posting of basic information on each country's labour laws, collective bargaining agreements, etc.
- b) Online and offline collection and analysis of data on wages, working conditions, social protection and labour relations for use in (i) 'wage survey' reports, labour studies papers &c.; (ii) online mechanisms by which visitors can compare their wages and working conditions with prevailing norms and can also submit information to WageIndicator on those matters and on costs of living;
- c) Meetings of workers and representatives of employers and governments in a tripartite setting; texts and other materials to draw public attention through campaigns via print and electronic media as well as Internet sites;
- d) Pointers ('legal advice') to website visitors who submit queries about labour rights, and the handling of written complaints (especially on non-compliance with minimum wage rules and working hours) received online and offline into worker-employer processes leading to conciliation and compliance with the law.

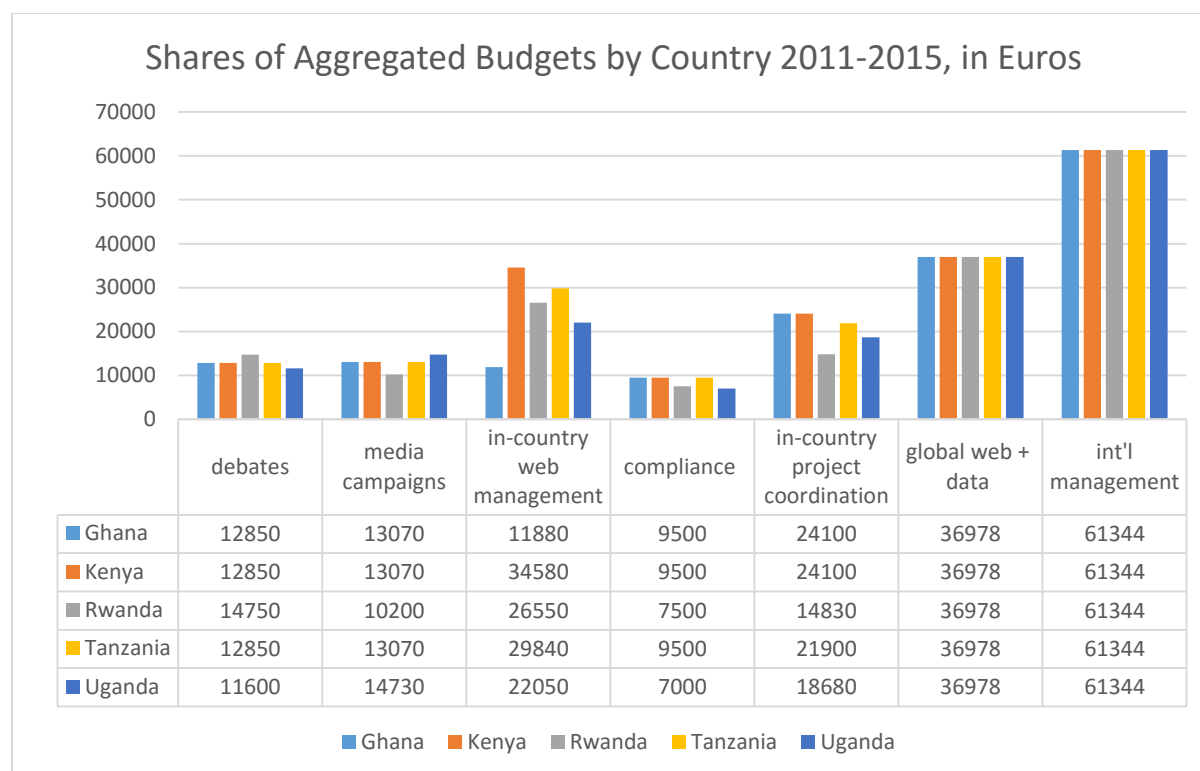
The project takes activities and immediate outputs (b), (c) and (d) as sequential and cumulative activities; that is, activities under (c) are built in part on what is achieved under (b), and so forth. Being largely internet-centred, the project seeks to promote website traffic as part of all three; hence outputs under (a) are pre-conditions for the realization of the rest.

At its outset in January 2013 the ESD project was already a moving train. All face-to-face wage survey fieldwork had taken place under prior project budgets. At least 30 meetings or 'fact-finding debates' under phase (c) were carried out in 2012; indeed Kenyan partners had completed the majority of their budgeted debates before the current project began.

As reflected in budgets, the activity components of the system of objectives are indicated in the following graphic:



Over the full five-year period of programming, including preparations begun in 2011 and running to the end of the current ESD project period in 2015, about 55 percent of all monies have been allocated to central levels (for overall website support, data collection, data processing and overall international and regional management) and about 45 percent to in-country activities (chiefly for web management and project coordination). Activities involving face-to-face interaction with priority groups in the five countries (debates, campaigns and compliance) account for about 19 percent of these aggregated budgets.



Breaking down budgets country-by-country, programming has seen varied allocations, with some countries requiring somewhat more money for website development and management. The 'Budget Shares by Country 2011-2015' table above presents multi-year costs in Euros for two activity categories at central levels: (a) global website & data management, and (b) international & regional management. They portray central level budget allocations as if these were country-linked. In practice, such a country-by-country distribution does not occur; the graph merely reflects a pro-rata (one-fifth) share of totals allocated for central level activities.

2.4 Relevance of Programme Design

How closely does the programme design fit the context? How well does it align with the needs, preferences and capacities of the key priority groups? To what extent is the design built to anticipate and adapt to changing circumstances and needs of key priority groups?

Preparation. Beginning in 2011, as noted in section 0.1 above, WageIndicator staff began concerted exploration of the feasibility of extending the WageIndicator model into the five countries. For the trade unions and for some of the employers' associations, the model's focus on wage and salary information as a basis for social dialogue was a novelty, whereas the model's components to promote awareness of rights were well known and aligned with existing union objectives. The DECP

for its part strongly urged its partners among employer associations to join in. WageIndicator had no difficulty obtaining letters of intent to participate from union confederations and employers. It organised introductory meetings in Africa in late 2011, a major planning/training meeting in February 2012 and follow-up visits later in 2012. All this testifies to vigorous efforts to transmit project methods, rules and operational objectives in order to anchor the WageIndicator model in partner organisations. It also testifies to the acceptance of Social Dialogue as a way forward, and of the assumption that reliable data and knowledge open new possibilities for dialogue.

Choice of partners. Operating key parts of the model through national organisations is not without risks. Many trade union bodies in particular are plagued by weaknesses in organisational capacity, financial self-reliance, internal democracy, managerial integrity and autonomy from political forces and business interests. When these challenges become severe, they can nullify union claims of effectiveness and legitimacy. None of the five countries is wholly free of such problems. The dilemmas for WageIndicator have been particularly acute in the case of Kenya, although difficult choices are present also in Tanzania and Uganda. Dilemmas for the project arose in these countries because there were no viable organisational alternatives to existing federations. In Kenya and Tanzania those bodies may be losing legitimacy but they remain capable of defending their monopolistic positions. However such dilemmas for WageIndicator are not necessarily inescapable. In Ghana the ESD project had no difficulty in setting up a partnership with a second trade union federation. In Uganda, a new trade union federation competing with NOTU is informally plugged into the ESD's information circuits. That is, multiple partnerships can be viable alternatives to exclusive partnership with one central body.

Perceived need for information. In all countries, specific information on wages is not easy to come by, as it is scattered or aggregated at best. Most partners assert that good and accessible wage information is needed for their members. Trade unions do not generally have access to the kinds of data WageIndicator can provide. Although advocates and the Industrial Relations officers have the total labour law on their laptop, the WageIndicator site is more manageable because of the summaries and search function.

Employers organisations carry out wage surveys among their members on a limited scale in Uganda, Kenya and Tanzania; in Ghana they go into considerable depth. The results are available to selected paying members only. WageIndicator provides wage information much faster and more cheaply. In all countries, employers' organisations have been able to use the information online. They use the websites to compare labour legislation, wages and Collective Bargaining Agreement terms.

Government has access to wage information through specialised departments like the tax departments, the NSSF and the Bureaus of Statistics (from which only aggregate information is publicly available). In some countries, data is available from the ILO Labour Market Information System. As noted in Chapter 1, up-to-date information on minimum wages and official working hours is available on a Wikipedia page. However, this does not mean that information is available to all civil servants, including the labour inspectors. There was only some evidence in Rwanda that labour inspectors made use of WageIndicator data.

Several interviewees mentioned the growing need for wage information across borders, which WageIndicator provides. The East African Community will enhance regional migration. In addition, especially Kenyan companies are setting up branches in the region, which will also enhance labour migration and therefore the need for regional wage information. Gulf countries are planning to recruit personnel in Rwanda.

Public encounters ('debates'). Employers' associations and union federations usually lack means and disposition to convene meetings, especially at workplaces, that bring together workers and management to discuss working conditions. The ESD project's 'fact-finding debate' is a response to this challenge. The 'debates' are composed and led according to partner preferences. For working people they are accessible in terms of physical proximity, national idioms and social ambiance. They are straightforward affairs consistent with local traditions and capacities to organise. Hence they constitute a project component with a high degree of relevance for priority groups. Yet while the relevance of 'debates' may be clear, their fit within the overall project design faces challenges. Four of these challenges are: (a) integration with objectives to gain local media attention; (b) integration with objectives to communicate and animate via the websites; (c) inclusion of informally employed people; and (d) plans and means to follow up on or reproduce 'debates' in accordance with their outcomes.

Website information and interaction. The project design pivots mainly on Internet-based components, namely, provision of information on salaries and wages, costs of living, labour laws, collective bargaining agreements and means to put forward questions or complaints. To reach their target groups, all websites are graphically attractive. They feature eye-catching photographs and attention-grabbing titbits (salaries of top sport figures and celebrities etc.) alongside up-to-date labour-related information. WageIndicator's own systems of management – planning, budgeting, disseminating templates and practical methodologies, capturing new information and news, tracking project website use and carrying out numerous other management tasks – rely heavily on Internet mechanisms. Foremost among these is an internal and thus password-protected website, WageIndicator.net. Other Internet-based systems such as Google Drive and Dropbox, as well as e-mail and chatboxes, are also in routine use.

In several respects, however, the relevance of websites and Internet-based interaction is open to question.

First, as noted in Chapter 1, the scope and quality of internet access in the five countries are not high, especially for lower-income people. However, internet access is now rising with the advent of smart phones.

Second, use of Internet systems by national partner organisations is not strong. CESTRAR in Rwanda has no website. NOTU in Uganda has not updated its website since 2010 and lacks capacity to maintain it. TUATA in Tanzania has no active website and even lacks wifi internet connection in their new building. COTU in Kenya has a relatively active website but has only recently hired someone with technical expertise to keep it functioning well. Contrary to the trade unions, employers organisations all have up-to-date websites, a website strategy and in-house capacity to manage everything. In most countries they support communication departments (with e-newsletters for members, an active Facebook policy etc.). Consequently, web based information is available to all employers organisations involved in the ESD project, and to three out of five trade union federations.

Third, language barriers may be high, especially for non-elite people. English is the main language of nine of the ten websites supported by the ESD project; Tanzania has a Swahili-only MyWage site. Swahili also appears in some parts of the Tanzania English-language website. Swahili is not used in any part of the Kenya websites, despite its being an official and national language that is spoken and read by most Kenyans. The choice of English-only for Kenya was made, however, in consultation with local partners. Kinyarwanda and French are used in some parts of the Rwanda site.

Fourth, low spending power, personal and collective preferences and habits lead many people in these countries to favour other means of communication (face-to-face, mobile telephone, paper) above internet-based channels. Beyond workers and employers, the relevance of the project's Internet-based components for other priority groups, namely researchers and international policy-makers, may be greater. But among national officials of governmental or tripartite bodies, routine reliance on websites to obtain or transmit information cannot be taken for granted in any of the five countries.

Public media outside Internet. Objectives to inform the working population, employees, employers and official bodies, are logically part of a project intended to promote transparency in labour markets and awareness and action for the protection, promotion and fulfilment of rights. Accompanying the design is an imperative to build strong relationships, even 'partnerships' with local public media such as radio, television and newspapers. Within those broad objectives, the ESD project affords partner organisations freedom to shape and pursue media strategies appropriate to national circumstances. Given the markedly different landscapes of media and socio-political contestation, that flexibility of the design makes good sense. Less clear in the design, however, is the extent to which it helps partners focus on (a) strategic audiences/users of WageIndicator's information and the often distinct channels of information they rely on and (b) available technologies beyond radio and other conventional mass media, notably mobile telephony. In light of the very wide access to mobile telephones (not smartphones), and their rising relevance for people in all social classes in all five countries, the employment of text-messaging as a project component stands out by its absence in the ESD project design.

Promoting compliance with the law. Building on the stimulus of information spread through websites, through meetings and through conventional public media, a further near-term objective is to bring forth complaints from workers about low wages or otherwise inadequate labour conditions and then to address those grievances through conciliation with employers or intervention by labour authorities, or both. Through such processes, compliance with existing law is a medium-term aim, while improvement of the law is the longer term intention. Given that non-compliance with statutes or agreements is a major rallying-point for organised labour seeking improved working conditions and for employers and government seeking pathways toward good industrial relations and labour peace, the place of compliance in the ESD project is logical and relevant. However where institutions tasked with labour law enforcement and conciliation are often weak or moribund (poorly staffed, poorly financed, vulnerable to corruption and denied political backing both domestically and internationally) -- circumstances common to the five ESD countries -- a project of relatively modest means like the ESD functions at a scale that is hardly commensurate with these huge challenges. Nevertheless, as a vehicle by which to draw on cross-country experiences, on knowledge of law and legal norms, and methods of legal activism (identifying test cases, aiming for small victories and building on them through wider alliances, focused campaigns on juridically vulnerable cases of non-compliance, etc.), there remain elements of the ESD project that merit further attention and possibly development.

2.5 Relevance of the system of objectives in the five countries

All three main ESD objectives -- (a) collecting and sharing data on minimum wages and decent work; (b) raising awareness and improving stakeholder management; and (c) improving compliance with existing labour law and contributing to better law -- can often be relevant for enhancing social dialogue aimed at better working conditions. In many ways these objectives cohere with one

another and interlock. The latter two objectives – awareness and compliance -- are more politically laden and carry more risks, yet are vital means of driving forward motion and steering it in appropriate and effective ways. As is widely acknowledged, at least among policy-makers, labour market data are necessary, but are insufficient in themselves to leverage change.

Key points from this chapter:

The ESD project is an extension of the work that WageIndicator has been implementing worldwide over 14 years. WageIndicator is based on the assumption that access to relevant information is the critical link and this information is provided chiefly through the Internet. Main activities pivot on collecting and analysing data offline and online and on maintaining 10 public websites with up-to-date information.

The design relies on central management, which is reflected in budgets: that management accounts for about 55 percent of overall spending planned in the period 2011-2015, while 45 percent of aggregated budgets goes toward in-country activities; face-to-face interaction with priority groups in each of the five countries accounts for about 19 percent of these aggregated budgets.

The design involves an innovation for the WageIndicator model, the engagement of employers' organisations, consistent with intentions to promote social dialogue.

Challenges in the overall project design are:

- concretizing objectives to gain local media attention;
- integration of objectives to communicate and animate via the websites in contexts where access to and use of the Internet are uneven and often low;
- inclusion of informally employed people;
- advancing legal knowledge and compliance where partners' existing capacities to plan such activities strategically, and carry them out, are limited

3. Project Implementation and Sustainability

How has WageIndicator put its ESD strategies and plans into practice? Has performance matched plans? This chapter considers primary processes of implementation and systems to support implementation.

3.1 Sharing data and analyses

Creating and running websites

Since setting them up in October 2011 (Ghana, Kenya, Tanzania), April 2012 (Uganda) and September 2012 (Rwanda), WageIndicator has provided the ten websites with basic information and added more features at a rapid pace. For WageIndicator the ESD project's key innovation was the creation of two sites for each country: one in partnership with a national employers' organisation and one in partnership with a main trade union federation. Being constructed on tested and refined systems that serve websites in more than eighty countries, the ten sites of the ESD project are beneficiaries of readymade templates and worldwide teams that capture, synthesize and update data and texts on a routine basis. For example, on the basis of worldwide experience and testing, WageIndicator specialists have paid special attention to ways of boosting the number of website visitors, namely in positioning key terms on the sites as a part of Search Engine Optimisation (SEO). The ESD websites not only receive, they also give. For example, they extend WageIndicator's capacity to capture new data, mainly about wages, salaries and costs of living. Glitches on the sites do crop up; during the fieldwork phase of this evaluation, the evaluators found several erroneous hyperlinks and internal 'dead links'. But overall the websites and their management operate like well-oiled machines.

Collecting & publishing content re minimum wages, Decent Work and labour law

Minimum Wage Facts. All MyWage.org websites carry a page with current information on the official minimum wage, together with official stipulations of working hours per week. Some pages on minimum wages, notably those of Kenya, offer details by sector and job category. WageIndicator's Asia Regional Manager keeps the content up to date, occasionally in consultation with national partners. Additional land-specific information on minimum wages is posted and updated on a 'Frequently Asked Questions' page.

Decent Work Check. For each country, WageIndicator has created an educational and reference tool, the Decent Wage Check (DWC). Each of these 18-page documents describes elements of the country's labour and social protection legislation and assesses those *de jure* provisions against standards set in ILO conventions. WageIndicator's methodology of DWC assessment appears in Ahmad (2013). Each country's DWC can be downloaded from the central WageIndicator.org site³. A typical DWC bears the title *Decentwagecheck.org* (a non-existent website) and begins with a three-page detailed checklist to which readers are invited to respond. Upon scoring the answers and adding up the sum, readers are informed if they are poorly served ("This score is unbelievable! ... If there is a union active in your company or branch of industry, join it and appeal for help.") or enjoy relatively good contractual circumstances. As of now there is no systematic collection of information from the completed forms. Evidently DWCs are expected to yield no data to

³ According to WageIndicator staff, DWC documents are available on every country-specific site. However the evaluators could not detect them on those sites after a thorough search, including their sitemaps.

WageIndicator, but rather to help focus ESD ‘debates’ and to serve as mini-handbooks on laws relevant to working people.

Salary Surveys & Salary Checks (online and offline)

Salary surveys carried out through face-to-face interviews were financed and carried out before 2013; they therefore fall outside the formal remit of this evaluation. Total numbers of offline surveys are presented in Table 3.1. The data gathered underpin two project components: the online ‘Salary Check’, and the WageIndicator/AIAS *Wage Survey* covering each of the five countries.

Table 3.1 Interviews offline (‘face-to-face’) for Wage Surveys

	2011	2012
Ghana		1,413
Kenya		1,515
Rwanda		2,074
Tanzania	2,000	
Uganda		1,306

Salary Survey forms are available for completion online via all ten country websites. Even if they suffer from a high rates of ‘dropout’ (that is, visitors failing to complete the surveys), salary data are routinely managed via CELSI in Bratislava. The wage parameters presented in the ‘Salary Check’ of every website can thus be adjusted with fresh incoming information based on the online Salary Surveys. WageIndicator is aware of the fact that salary information provided online suffers biases stemming from the visitors with Internet access – younger, better-paid urban people. However such data biases can apparently be compensated for through techniques that have been tested and refined by AIAS, making use of data gathered via WageIndicator.

Living Wage

Although ‘Living Wage’ components of some websites is not directly part of the ESD project, it has been addressed in the various countries under study. The concept of Living Wage may be appreciated, but there is limited local interest. Struggles over minimum wages and Decent Work are much more prominent. Compliance with minimum wage regulations has foremost priority; wage increment issues are preferably addressed in CBA negotiations. In none of the countries are living wage campaigns visible.

Publications on data sets

During the period under review, WageIndicator and AIAS together published surveys on wages in Zanzibar (February 2014 – not financed under the ESD project budget) and wages in Rwanda (March 2013). Wage Survey reports on Ghana, Kenya, Tanzania and Uganda were published in 2012.

On 1 May 2014, WageIndicator released a *Country Profile* on each of the five ESD countries (and many other countries besides). These ±21 page documents contain data from WageIndicator websites and elsewhere. According to the introductions to each Country Profile intention is to “serve as an instrument for monitoring labour market developments in countries where WageIndicator is active”. Apparently they are shared selectively; they are not published on any website. A *Country Profile* was apparently also produced in 2013.

Although it is not formally part of the ESD project⁴, ESD partners are expected to provide examples of Collective Bargaining Agreements (CBAs) in their respective countries. As of December 2014, the CBAs posted on both the AfricaPay.org and MyWage.org websites numbered: Ghana 22; Kenya 55; Rwanda 1; Tanzania 19; Uganda 16.

For the most part these are composed of selected examples rather than comprehensive lists of CBAs. For in 2012 alone Kenya's industrial court registered some 285 collective bargaining agreements. The *Labour Market Profiles* by LO/FTF state that as of 2013 there were 309 CBAs in Kenya, 3 CBAs in Rwanda, 310 CBAs in mainland Tanzania and 60 CBAs in Uganda (LO/FTF 2014a, 2014e, 2014b, 2014c). In Ghana, trade unions are reluctant to publicise CBAs. In Tanzania employers are not keen to share a CBA. Partner reports and interviews indicate difficulties in obtaining CBAs, as these are sometimes seen as confidential (or potentially embarrassing) documents that are better kept from public view. CBAs tend to lose their formal validity after two or three years. As of December 2014, two-thirds of the Ghanaian CBAs posted by WageIndicator had in formal terms expired. However some of these may retain interim or informal validity.

On 23 April 2014, the first issue of the publication, *Collective Agreements Database Newsletter*, appeared on the WageIndicator.org site. As of October 2014, five of these newsletters had been published. Specialists from the AIAS in Amsterdam have analysed WageIndicator CBA data, including that from the five ESD countries, and have prepared an overview paper for publication (Besamusca and Tijdens, forthcoming 2015).

3.2 Awareness-raising and engagement

In-country activities budgeted under the ESD project have taken place roughly according to plans and budget allocations. The accent of the middle phases of the WageIndicator strategy falls on 'fact-finding debates' and media campaigns.

'Debates'

As of December 2014, three debates fewer than budgeted have taken place in Rwanda, two fewer in Tanzania and one fewer in Kenya.

Table 3.2 Debates

	Debates budgeted 2011-2012	Debates budgeted 2013-2014	total debates realized thru October 2014	Debates outside capital city	Debate participants (estimated)
Ghana	10	4	27	14	455
Kenya	10	4	13	6	325
Rwanda	2	14	13	9	275
Tanzania	10	4	12	5	275
Uganda	5	7	12	7	300
	37	33	77	40	1630

Note: Some debates were not paid by the ESD project; available documentation does not specify the funding source of debates, hence these data probably overstate what is attributable to the ESD project.

Uganda has seen all budgeted debates carried out, and Ghana has seen thirteen more debates carried out than were budgeted, apparently thanks to grants made to the Ghana Federation of

⁴ The ESD project budget for Ghana in 2014 does however include "CBA-Collection" as a funded activity.

Labour. Participant totals differ across countries, with Ghana involving the most people, Rwanda and Tanzania the fewest. In Ghana most debates took place outside Accra, indicating closer social and geographical distances between participants and workplaces, whereas in Tanzania most debates took place in Dar es Salaam.

The debates show positive cost-efficiencies. Partners applied relatively modest amounts of project money (€700 to €750 per meeting) while also making in-kind contributions of staff time, vehicle use, etc. from trade unions and employers' associations. Given that most debates involved both workers and management, and created opportunities for learning and networking by trade unions and employers' organisations, the debates generally align well with 'social dialogue' purposes.

Media Campaigns

Although workplans require partners to assemble media campaign reports and dossiers of media coverage, no such documentation could be found. Similarly, 'campaign monitoring meetings' were supposed to be held quarterly in each country, but no evidence could be found about such meetings, if they occurred. Some informants did describe occasional bilateral contacts (by telephone, e-mail or face to face) regarding media, but such things seems to have been routine management interactions. Information on media campaigns in partner reports is scarce and fragmented. Partner spending on media campaigns has been low. In the period 2011-2013, partners spent on average only 57 % of amounts budgeted for media work; in the first half of 2014 they spent 56 % of what had been budgeted.

In most countries, cards, stickers or posters calling attention to the websites have been produced and circulated to members (such as union shop stewards in Kenya) or to others whose roles or identities have not been recorded. Events such as the launch in 2014 of the WageIndicator low wage complaints system, have drawn media attention in Ghana and Kenya. Otherwise attempts to draw media attention to debates have often met disappointment. In Uganda, media campaigning was put in the hands of a private agency. As this agency staff did not have access to web hits, they were basing the strategy on their own experience. They did manage to organise two press conferences and two television interviews. The reach of these episodes is unknown as there was no effort to measure or follow up on them. The Ugandan trade union NOTU did not play a part in the media campaign. Similarly, Ghana's GFL is not active in ESD-supported media efforts. Some special initiatives have taken place, such as a project-focused blog (later abandoned) on the website of the Ugandan employers' organisation FUE.

3.3 Contributing to compliance with labour law and pro-poor policies

Legal Help Desks

All websites have from the outset offered a means by which visitors can react or pose questions. This message system has two alternative online channels: First, the 'contact us' button, almost inconspicuous between "about us" and the website's search device; Second, the prominent 'Legal Help Desk' clickable banner on each home page, offering (via MyWage) "free legal advice for your questions about workers' rights" and (via AfricaPay) "Advice on Legal Labour Issues". That is, WageIndicator has given its normal website write-to-us function a second, special task, that of eliciting from visitors their specific legal worries or queries.

Compliance Forms. In 2013 trade union partners were expected to distribute country-specific 'minimum wage complaint forms', and to call attention to the same forms online, for those workers

possibly interested in lodging complaints. Forms are downloadable in English (for Tanzania, also in Swahili) in pdf format from WageIndicator.org. However they are not downloadable from any of the five MyWage.org websites or the four AfricaPay.org websites. Since the first semester of 2014, all five MyWage.org websites offer online means to complain about low wages. For Ghana, Kenya and Tanzania these are designated as the ‘Minimum Wage Check and Complaint Form’; for Rwanda and Uganda they have lower-key titles and are less prominent on the websites. In any case, most people showed preference for printed rather than online complaint forms.

Table 3.3 Compliance Form Distribution and Collection

	Distributed 2013 [target: 1000 to 2000]	Collected 2013 [target 200 to 1000]	Distributed thru October 2014 [2014 target: 1500 to 2000]	Collected thru October 2014 [2014 target 500 to 1500]
Ghana	TUC: 215 GFL: 500	TUC: 136 GFL: not reported	TUC: 500	TUC: 250
Kenya	1500	Not reported	“hundreds”	Offline not reported [53 online]
Rwanda	No target	No target	167	67
Tanzania	±100	60	300	100 [4 online]
Uganda	No target	No target	Not reported	Not reported

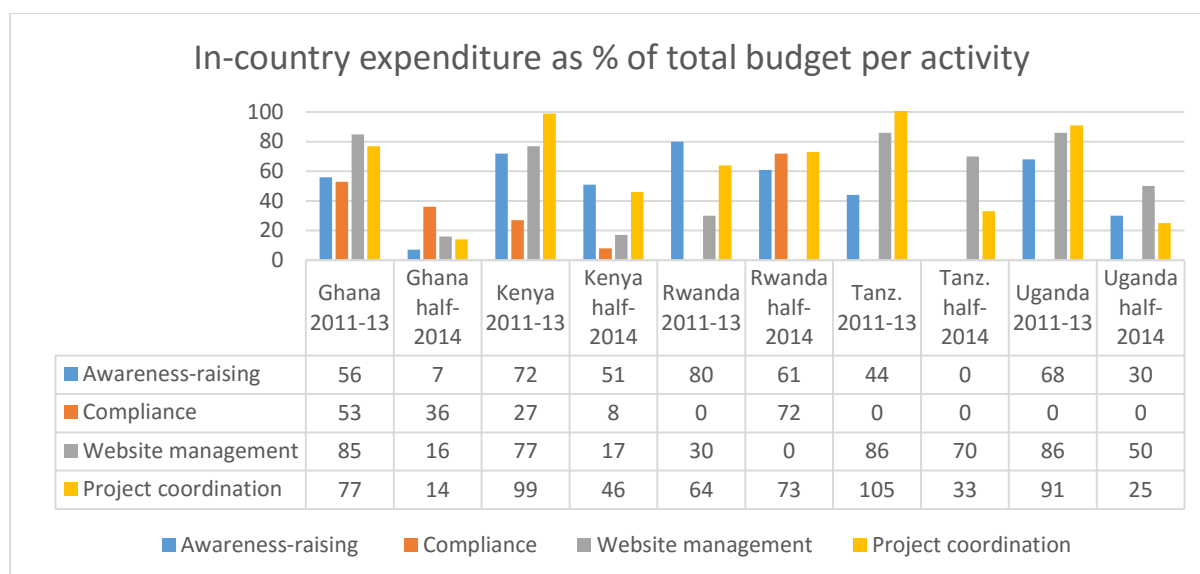
This project component has yet to see performance consistent with plans. With the exception of Ghana, written reporting about compliance forms and processes is incomplete or missing entirely. Interviews were unable to elicit clear statements about distribution and collection of compliance forms. It appears, however, that the numbers of forms distributed and collected are far below targets. Reasons for underperformance are not clear, but one clue appears in a statement from Tanzania: “Apparently workers do afraid to expose mention themselves in the forms due to bad consequences the employers may put them to by complaining.”

Given low activity levels and substantial budget allocations, cost-efficiencies have yet to be achieved. Plausibly, however, if at some future time the complaint forms and compliance methods gain acceptance in the routines of labour inspectorates and labour courts, ‘transaction costs’ could in theory be lowered, with resulting cost-efficiencies for workers, employers and governments. There is as yet, however, no evidence by which to verify that hypothesis.

3.4 Expenditure Overview

Across the full period of programming, that is from 2011 up to July 2014, spending for centrally-managed activities (website and data management, international and regional programme management) has largely matched available budgets. Spending for in-country activities has been routinely lower than available budgets. Under-spending has been particularly marked for media campaigns. Implementation of compliance activities, although budgeted for later stages (that is, with rising use, with particular emphasis on 2015), have also been postponed or faced difficulties. The following table gives in-country spending as a percentage of amounts budgeted for each main activity category during two periods: 2011-2013 and the first half of 2014.

Table 3.4 Expenditure Patterns



Exceptions to under-spending have been the full uptake of funds available for project coordination in Kenya and Tanzania. Otherwise, country partners have used available funds only partially.

3.5 Systems

3.5.1 Systems for financial control and monitoring

As in other countries, WageIndicator has applied in the five ESD countries its worldwide systems of control over budgets, time expenditures and reporting. Most rules and templates are available in the WageIndicator *Manual Finance and Operations*, published in January 2012 and posted in downloadable form on WageIndicator.net. In addition, summaries (and sometimes fuller versions) of the ESD and related project descriptions, accounts of debates in many countries, and other information are also posted on WageIndicator.net. Further detailed information on activities, reporting schedules and a 'who's who' of management can be viewed on WageIndicator.net. Overall, these tools offer partners a comprehensive overview of WageIndicator management systems, rules and requirements; of activities in all participating countries; and data on traffic to each country's respective website. For computer-literate staff members of partner organisations these online guides offer information that in principle is regularly updated and responsive to emergent general queries and issues. These instruments place the ESD project and its requirements of partners in a wide, transparent field, in which learning across projects and countries becomes possible. Annual regional meetings, and bi-annual global meetings (such as in Amsterdam in August 2013) offer occasions for learning. Interviews with staff of partner organisations indicate that these face-to-face encounters are especially welcome for learning, guidance and motivation.

The project's bookkeeping is audited yearly by an independent accountant (see for example DuBois & Co 2014).

3.5.2 Systems of supervision/motivation

In principle, release of all budgeted funds takes place only after receipt of written and corroborated accounts. For example, WageIndicator Amsterdam makes payments to ESD partner organisations according to submitted time sheets that chronicle hours actually worked on project activities, as verified by staff supervisors in each partner organisation. For at least one informant, it required

considerable personal adjustments to begin working with hour sheets, but that practice has now become routine. Interviews suggest that WageIndicator payment and accounting procedures have, after some negotiated adjustments, imposed no significant new burdens on partner systems.

The broad workplan and matching budget for the ESD project were sketched in the planning phase in 2012 and laid out definitively at the outset in 2013. Since then, budget adjustments are evidently negotiated country-by-country.

3.5.3 Systems for monitoring and learning

The most important reference for tracking activities country-by-country is the workplan. The current workplan was developed during a meeting of regional (mainly ESD project) partners held in Dar es Salaam in January 2014. Its focus is on activities/outputs, not on outcomes. For partners it serves as a tick sheet, and is felt to be the major point of reference for activities implementation. Most interviewees could clearly recall the Dar es Salaam meeting, and especially the agreements made there verbally.

A second instrument available to central associates and partners is the management sheet posted on Wageindicator.net. However interviews indicate infrequent use of this password-protected website, with only the regional coordinator consulting it regularly for monitoring purposes. For this evaluation, data on partner country visitor traffic to Wageindicator.net were not available, as that website has not been tagged to allow tracking via Google Analytics.

A third instrument is narrative reporting. Reports are supposed to conform to standardized formats, one for mid-term (half yearly) reports and one for the annual report. The latter are comprehensive and professional (up to inclusion of a glossary of relevant terms in English). They require partners to report (in English) on national contexts, on activities carried out and effects of activities. They also ask partner organisations to offer analyses of project components as implemented, as well as project management and considerations of the future. These reports have deadlines. The WageIndicator Project manager sends reminders on late reports. Interviews suggest that feedback on reports is infrequent, and when it occurs is usually about non-responses to certain items or questions. At present a system is not in place to track and allow feedback about effects and outcomes of project activities and other outputs.

Supplementing these instruments is a template for reporting on debates. These follow a clear logic and call for comprehensive snapshots of one-off events. However there are only weak systematic means of tracking outcomes of debates, such as verifying fulfilment of declared intentions by employers or employees, or resolutions among workers to form task teams or to recruit union members. Interviews suggest that positive results in improved knowledge and organisation-building have been sparked by these encounters (e.g. moves to set up new associations of hawkers, porters and other informal workers) hence important information on outcomes of this project component may be lost for want of follow-up monitoring, and therefore overshadowed by other project components that may in fact be less relevant or appealing to priority groups.

For information exchange and practical trouble-shooting, most project partner coordinators rely on Google Chatbox. All interviewees reported positively on the rapid and helpful assistance from WageIndicator Amsterdam staff and other associates.

While WageIndicator seems to have no unified paradigm or strategy about monitoring, its staff have recognised needs for a stronger and deeper focus on effects and outcomes. At the General WageIndicator Conference Amsterdam August 2013, WageIndicator staff Karen Kammeraat and

Tendayi Matimba provided a workshop on Programme Monitoring and Evaluation. Introducing that workshop, they stated: “Yet traffic web statistics alone are not enough to measure progress. It is important to also include indicators that give information about the improvements/ changes for the ultimate beneficiaries, both individuals and organizations”. Field interviews for this evaluation suggest that, at least in the cases of the five ESD countries, the PME measures advocated in August 2013 are still in a scaffolding, and have yet to be put into practice.

3.6 Sustaining Flows of Benefits

Strategies for sustaining the flow of project benefits beyond the end of the ESD project are not easy to detect. The main project document (WageIndicator 2012) makes no mention of these matters. However the issue of sustainability is being raised, at least at the level of partner organisations. Formats for annual narrative reporting ask partners about prospects of (financial) sustainability. Their answers in annual reports over 2013 ranged from pessimistic (“So far the project is 100% funded by the HQ, if the HQ pull out the sustainability of the project will be seriously affected”) to wishful (“There is need to establish a joint fund project by both employer and workers organizations”) to concretely optimistic (“The project website will be supported by employers in future and the debates at the workplace will also be supported by the employers. In addition, awareness raising will be mainstreamed into [our] work together with offering of legal advice”). WageIndicator staff disagree with the pessimists, asserting that the updating of websites and functioning of the legal help desks will continue in the future.

The question of sustainability rest on both organisational and financial pillars:

Organisational Pillar of Sustainability

The importance of the ESD project and other WageIndicator projects (most partners handle the Labour Rights for Women and Living Wage projects as well as the ESD) varies per organisation and country. However there is evident commitment in all countries to participation in WageIndicator projects. At leadership levels there are strong expressions of commitment. Although leaderships express commitment, the promotion of the WageIndicator project depends in practice on active staff members and their positions in the organisation. They try to motivate other staff members, general leaderships, regional leaders and staff, but success varies. In Rwanda and Kenya, the employers’ organisations have delegated the project to lower level staff, which causes problems in linkages with trade unions (status, decision making mandates, mutual invitations etc.)

Sustainability of the project depends on the strength of each partner. In Tanzania and Uganda, trade union HQs are seen as weak. But neither are employers’ organisations always stable organisations, as illustrated in the case of Tanzania. Overall, employer organisations have more capacity in terms of finances and the number and professional capacities of staff. In some countries (such as Kenya), WageIndicator activities are tweaked to fit into own activities, whereas elsewhere (as in Uganda) they are added on to the organisation’s own planned other activities or (as in Tanzania) are added to focus of staff.

All partners endorse the concept of Social Dialogue. Given central importance this project places on public statutes regarding wages and conditions of work, government participation in Social Dialogue is indispensable. However in each country there are different linkages between employers, government and unions. These often show tensions and fissures. Hence there are serious challenges to WageIndicator efforts to enhance tripartite Social Dialogue. Bi-partite social dialogue remains an option.

In all countries the ESD is seen as a project of donors and handled as such. Anchoring it in the

respective lands and promoting 'ownership' of activities by partner organisations are also challenges to sustainability. Partner staff members express personal commitments to the project and appreciate the personal contact through online chats, the fast and personal contact with WageIndicator management staff, and the email contact with the staff from other countries. The planning meeting in Dar es Salaam in January 2013 helped to include opinions and proposals from the different countries. Nevertheless, main decision-making is seen to come from WageIndicator headquarters. Local ownership of the project is low; participation is limited to the planning meeting and to exchanges with WageIndicator management staff; the project does not rest on a participative process of joint goal setting.

Financial Pillar of Sustainability

In all countries, trade unions see that the ESD project is consistent with their mandate. However, they see that their financial means are too limited to take on the project. In practice, they see ESD as one of the donor projects they are implementing. Compared to other donors, WageIndicator is among the smaller projects, carrying more modest financial roles.

At a global levels of the WageIndicator network, ideas about cost recovery are certainly exchanged. At the August 2013 WageIndicator conference in Amsterdam, Islamabad-based associate Iftikhar Ahmad sketched the possibility that the DecentWorkCheck could become a 'compliance assessment tool' for sale in the market for products that track corporate social performance. Similarly, the prospect of selling WageIndicator country profiles are also under consideration.

In The Netherlands, FNV, DECP and CNV (limited to Ghana) fund the project. In broad terms, the current project rests of 80% donor funds and 20% own income (licences, some fees from countries, tool development for 3rd parties etc.). The Raad van Toezicht plans to move more in the direction of 50%-50% over the next 5-10 years. Overall, the financial sustainability is a long term process and donor funds will be needed in the foreseeable future.

Key points from this chapter :

Under the first objective (Sharing data and analyses), the websites are up and running, being part of a well oiled machine. They contain updated information on minimum wage rules and other labour laws, provide access to Collective Bargaining Agreements, maintain means to allow visitors to compare their wages against average salary ranges.

The second objective of awareness raising has been approached by organising 'debates' involving employees and employers. These have been well received and cost effective events; seven more than planned were carried out, and 1630 participants involved. Other awareness-raising activities show weaker performance, and underspending of budgeted funds.

The third objective of compliance to labour laws has yet to gain traction. Compliance forms have yet to be distributed or used according to project expectations.

In terms of management, clear budgeting systems are in place. In practice, the project is well supervised from central levels of WageIndicator. Planning and monitoring rest mainly on annual meetings, a system of standardised report formats, and the Google chatbox for fast problem solving. There is no system in place to systematically track outcomes.

Sustainability is an issue for the future and rests on the organisational anchoring of the project in the current partner organisations, which is limited. There are only limited possibilities to self-finance the project either by partners (unlikely) or by the organisation as a whole. Hence reliance on donors for at least 50 percent of income in coming years may be expected.

4. Emerging Effects

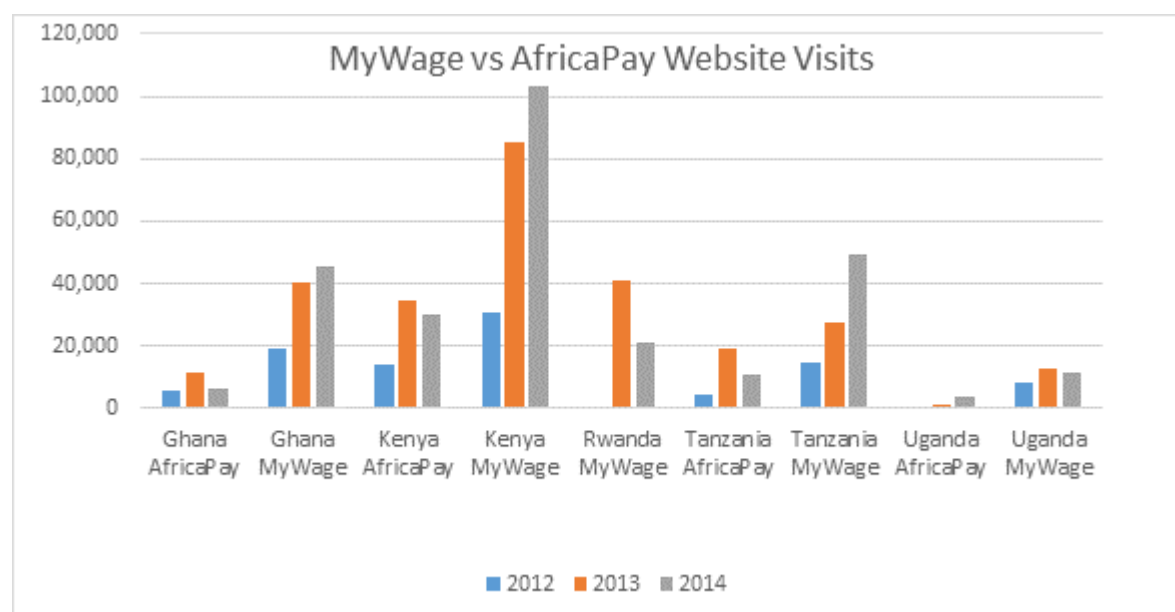
4.1 Awareness

4.1.1 Uptake of Information from Websites

How frequently information posted on websites is accessed, and by whom, are proxy indicators of awareness effects. In the 34-month period January 2012 through November 2014, the ten websites all together have received about 690.000 visits. Initial growth in traffic was good; most sites saw a doubling (or more) of visitors in their second years of operation. This can be seen in graphic 4.1 below. This chart makes clear the superior performance of the Kenya websites, relative to their counterparts in the four other countries (full, comparable data for Zanzibar are not available).

Between the two kinds of websites for each country, data show that MyWage sites get more visitors than AfricaPay sites. A WageIndicator web expert attributes this measures WageIndicator has taken to adapt to mechanisms that influence outcomes of internet searches. Those mechanisms lead visitors automatically to the most frequented sites in cases where, as with AfricaPay and MyWage, alternative sites carry duplicate content.

Table 4.1 Nine websites: annual total visits 2012-2014



For purposes of this evaluation it wasn't possible to assess the effect on visitor traffic of other web-based mechanisms, such as the case of associated or supportive sites posting of links to the MyWage or AfricaPay sites. It is common practice for many organisations to put on their websites, under rubrics such as 'further resources' or 'other useful sites', the names and website addresses of other organisations. This could be termed 'onward linking'; it is a way of alerting visitors to additional sources of information. Such 'onward linking' mechanisms seem not to be numerous or influential in increasing traffic for the MyWage or AfricaPay websites. In the immediate circuit of the project partners, only the websites of two employers' associations – FKE of Kenya and FUE of Uganda – carry a banner for the AfricaPay.org websites. Otherwise the AfricaPay.org and MyWage.org websites go completely unmentioned by all other project partners. However references to the project's websites may well exist elsewhere; on Google as of mid-November 2014, mentions of the four

AfricaPay.org sites numbered between 1040 and 1530; whereas mentions of the five English-language MyWage.org websites numbered between 1330 and 1910.

In what countries are website visitors based? Overwhelmingly, visitors are based within the country of the respective sites; although somewhat prominent immediately after the website start-ups, visitors based abroad have become relatively infrequent. Exceptions have been MyWage-Ghana, whose US-based visitors since January 2013 accounted for about 13 percent of the total from the top three visitor bases, and the Tanzania/Zanzibar MyWage website (in Swahili), where in 2014 visitors based in Kenya accounted for about 16 percent of all visitors.

What kinds of visitors consult the websites? Survey data that might offer clues are not at hand. It seems fair to assume that typical visitors to these sites would conform to the general sociological profiles of website visitors in these countries: urban, younger, better-educated people with more spending power or with access to internet at work. Data from WageIndicator collected via Google Analytics show that visitors using mobile internet devices (smartphones and tablets) form a rising proportion of all visitors, as shown in the following table.

Table 4.2 Percentages of all website visitors using internet-capable mobile devices

	Ghana		Kenya		Rwanda	Tanzania			Uganda	
	MyWage	Africa Pay	MyWage	Africa Pay	MyWage	MyWage	Swahili MyWage	Africa Pay	MyWage	Africa Pay
2011	3	0	8	1	0	4	0	0	0	0
2013	35	26	30	23	18	23	49	23	18	20
2014	50	41	43	34	24	34	68	30	26	32

Note: percentages have been rounded off to nearest whole figure.

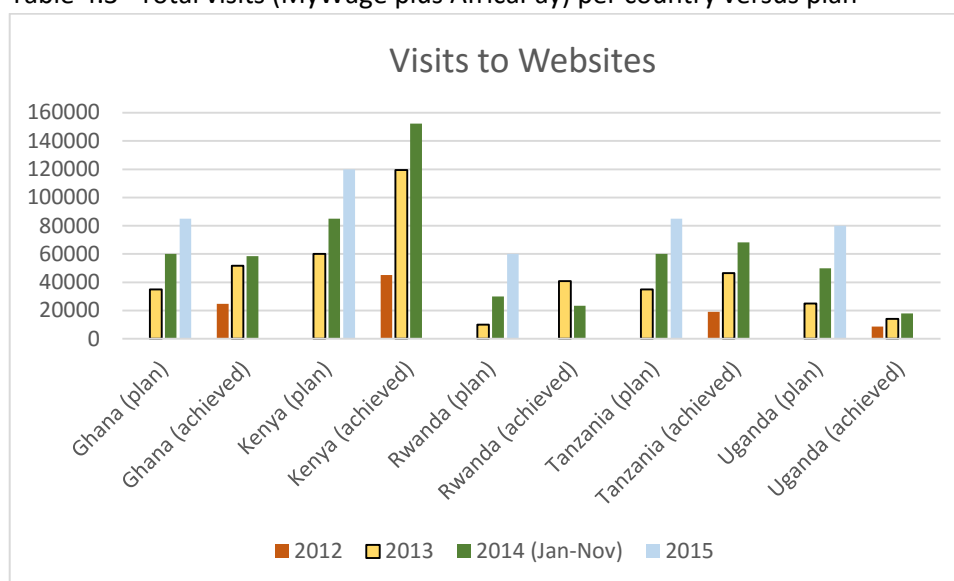
Furthermore, fieldwork did reveal an unexpected pattern: among informants that could be reasonably expected to have heard of the websites, namely officials of government labour departments, the ILO and labour-focused NGOs, there was almost universal ignorance about the websites and the labour-related data and analyses they make available.

Tripartite wage negotiations do not as yet seem to suffer from lack of data. There is no indication that WageIndicator data have been used in the various tripartite committees.

University researchers and at research institutes generally rely on the government's Bureau of Statistics or on household surveys. Among NGOs and research institutes, the MyWage and AfricaPay websites were unknown, except for one institute in Uganda that stumbled upon WageIndicator via Google. At lower levels in all partner organisations and among members, access to information is through the debates. COTU, CESTRAR and NOTU claim that the legal desks make most use of the information.

WageIndicator projected rises in web traffic in all five countries. Increases are indeed occurring. Kenya's two sites have attracted the most visitors, in substantially greater numbers than expected. At the other extreme, visits to the Uganda sites have fallen well short of expectations. Sites for Ghana, Rwanda and Tanzania have attracted somewhat more visitors than expected.

Table 4.3 Total visits (MyWage plus AfricaPay) per country versus plan



What issues on the websites attract the most attention? Favourites vary across the five countries and over time. However the following web pages usually draw the largest numbers of visits: job security; income/salary/wages (especially minimum wages and public sector wages); and labour laws. Because those matters involve information ‘capture’ via the websites, they are discussed in the following sub-section.

4.1.2 Capture of Information via Websites

Salary Surveys and Salary Checks

Visitor interest in comparing wage and salary levels is moderately high. However relatively few visitors take steps via the website to submit information about their own wages and salaries. For that information, WageIndicator has relied chiefly on face-to-face interviews held ‘offline’ and subsequently digitalized. Online data-gathering in most countries has been modest. WageIndicator and CELSI report the following numbers of completed salary surveys via the six MyWage.org

Table 4.4 Online Salary surveys (complete)

	2012	2013	2014	2013+2014 Totals
Ghana	397	337	284	621
Kenya	367	1170	1112	2282
Rwanda	0	32	51	83
Tanzania	330	254	139	393
Uganda	256	75	88	163

Note:

The majority of those beginning the online surveys do not complete them. Data appearing here thus reflect, on average across the three years, only 11 %, 28% and 30% of all those who begin to respond to the surveys online.

Kenya is therefore the only country of the five to have met the ESD project goal of 1000 completed surveys in 2013; the 2014 goal of 1500 completed online surveys might just be met, again in the case of Kenya. In Rwanda and Uganda participation in online surveys is low but roughly stable; in Ghana

and Tanzania participation is falling. The goal of 2000 online surveys in every country in 2015 therefore looks too ambitious, with the possible exception of Kenya.

There is evidently interest among website visitors in aggregated and analysed information about wages. Data gathered ‘offline’ mainly in 2012 through face-to-face interviews in all five countries has been analysed by AIAS specialists and promptly published by WageIndicator. In the cases of reports on Ghana, Rwanda and Uganda, interest has been widespread, as indicated by the number of reports downloaded:

Table 4.5 Downloads of *Wage Surveys*

	from WI global site up to Nov 2014	from MyWage.org (national websites)
<i>Wages in Ghana</i> [September 2012]	3550	
<i>Wages in Kenya</i> [June 2012]	0	
<i>Wages in Rwanda</i> [March 2013]	2676	110
<i>Wages in Tanzania</i> [May 2012]	39	
<i>Wages in Uganda</i> [October 2012]	2427	

Note: These reports may also be downloaded from the University of Amsterdam’s digital archive DARE, thus yet more downloads of these reports may have taken place.

There is uptake of data from these reports, such as in the Danish LO/FTF annual *Labour Market Profiles* of Kenya, Tanzania, Uganda, Ghana and Rwanda (LO/FTF 2014a, 2014b, 2014c, 2014d, 2014e).

Partially on the basis of experiences in East Africa and Ghana, WageIndicator, together with AIAS and CELSI, was invited to present its work in a panel on "Global WageIndicator Data: New Opportunities for Employment and Development Research" at the 8th IZA/World Bank Conference on Employment and Development held in Bonn Germany in August 2013. This included presentations by ESD regional manager Godius Kahyayara on ‘Offline Data Collection in East and West Africa’, and Kea Tijdens and AIAS colleagues on the ‘Job-based Informality Index for Nine Sub-Saharan African Countries’.

In interviews with staff of partner organisations in the five countries, mixed views emerged about the Salary Check and Wage Surveys. Some interviewees expressed pride at being associated with a global organisation capable of producing this kind of information. Other project partners, however, expressed doubts about this information’s significance for the pursuit of partner core objectives. For example, one employers’ organisation makes little or no use of these data in support of its members. It has concluded that its members need information with a finer grain and wider scope; it knows this because it carries out its own surveys of salaries and contractual conditions and sells its analyses to members and others.

Cost of Living

In 2013 WageIndicator introduced a survey feature on most websites in order to collect data on costs for items in a standardized ‘basket’ consumed by (lower-) waged people in countries, cities and sub-regions around the world. At the same time it has begun publishing via every website a ‘global living wage map’ in which monthly costs for one adult of food, housing and transport are presented in ‘bandwidths’ of maxima and minima, alongside a ‘required income’ also in a bandwidth between maxima and minima. The data have been gathered within the WI online system of visitor-provided data, but data from www.numbeo.com, an online databased of user-contributed information, have also been used in the past.

Cost of living pages on the websites generally attract less traffic than other pages. WageIndicator partner organisations appear to make no use of cost of living pages. The evaluators heard expressions of doubt about their validity: “About those surveys, they looked good but the reality does not match. Those filling out online cost-of-living forms were from the elite”.

Legal Help Desks

These write-in portals are attracting attention, but generally in limited and uneven ways. Because both channel visitors to the same “write to us” e-mail portal, it is not clear whether the following website traffic was motivated by needs for legal advice or for other reasons. In the WageIndicator registry all traffic is registered as having come via ‘legal help desks’. Available data are as follows:

Table 4.6 Queries Submitted to Online Legal Help Desks

	2013 (Jan-June)	2013 (July-Dec)	2014 (Jan-June)	Total
Ghana	14	37	23	74
Kenya	25	75	118	218
Rwanda	4	7	6	17
Tanzania	14	36	36	86
Uganda	2	12	6	20

According to the ESD project workplan, each country’s legal help desk function was expected to generate legal assistance to 50 to 100 cases in 2013; assistance to 50 to 200 cases in 2014; and assistance to 100 to 200 cases in 2015. Except in the case of Kenya, it these targets are not being met. There is only fragmentary information about how many of these queries received responses from national partner organisation staff or from WageIndicator staff elsewhere. In East Africa, informants from partner organisations said that they provided fewer responses than total intake. In Ghana informants of both union federations said that they were not involved in responding to online help desk queries; they assumed that others (outside Ghana) in the WageIndicator system managed those tasks⁵. As one informant put it, “We cannot say that the online legal aid is working”. However they were aware of a small number of ‘offline’ queries – messages on paper or verbal requests from people walking in off the street – and that these were handled face-to-face. However no records were available giving total ‘offline’ queries, describing issues raised in them, or responses given. At national levels there are no systems to track outcomes of advice provided. Some informants noted their organisations’ lack of capacity for handling queries.

4.1.3 Activities ‘Offline’

Debates

In the WageIndicator strategy for the ESD project, ‘Fact-Finding Debates’ organised by trade unions or employers’ organisations separately or together (but usually with invitations to appropriate officials) were intended to spark and focus interest.

⁵ These findings are not inconsistent with a statement made at the WageIndicator Conference in Amsterdam in August 2013 by WI legal specialist Iftikhar Ahmad, referring to =all= legal help desks in the WI system: “Of the 3,950 queries received, actually a negligible number have been responded to. {L}ocal teams may not have the capacity to respond to the queries as these involve complex labour and employment laws.”

Reports on the 77 debates frequently suggest that, thanks to the debates, employees gained greater awareness of their legal rights. From interviews and in most of the written reports, it appears that most debates exposed participants to aspects of contractual and working conditions that fail to meet national standards and norms. There are claims that debates have animated participants; employees appreciate debates as opportunities – which are infrequent -- to express themselves in the presence of their workmates and to learn about where and how their conditions of work fall sort of legal norms. Some are said to be interested to hear from employers (and sometimes from government officials) about steps that authorities will or could take to resolve or ameliorate specific problems.

It is also evident from the reports to WageIndicator that some debates – notably in Tanzania and Rwanda – were organised chiefly to animate trade union activists. By contrast in Kenya a number of debates were set up chiefly to animate members of the employers’ association FKE. For both unions and employers’ organisations, a motivation for these meetings is a wish to enhance the profile and activism of their respective groupings. Nevertheless, interviews and written reports suggest that ‘debates’ designed expressly to serve union organising goals constitute only a minority of these encounters.

Debates have occurred in ways largely de-linked from the public websites and internet communications. Plausibly, some debates may stimulate website traffic, where moderators or WageIndicator partner representatives mention the existence of the website and where participants have internet access. Information taken from the websites, and from the Decent Work Check (DWC) was often employed to kick off the most of the debates. In principle, debate organisers should employ the DWC at the outset to identify priority issues and to steer the discussion accordingly. However in roughly two out of five cases, the DWC was not used in the debate or was not mentioned in the debate report. Non-use was most frequent where participants were from the informal sector or worked in the agrarian sector. Organisers sometimes used the DWCs indirectly, without participants individually going through the checklist; instead moderators used it as a topic guide. In debate reports, use of the wage survey data was hardly detectable. In the case of Tanzania, wage survey data were used in one debate and referred to in four others; in all other accounts of debates, there is no are no references to the wage survey data.

Media Campaigns

Overall, effects of media activities are difficult to assess. For most partners, media audiences are not well defined. The kinds and sizes of audiences reached are not tracked systematically. In Uganda and Tanzania, the practice of paying for media attention clashes with the limited project budget for media. It clearly frustrated efforts to draw attention to project activities and information. In the cases of Kenya and Rwanda, media campaigning was not well integrated in the host organisation. In the case of Uganda, a good strategy was lacking, leading to underspending of the money allocated in the project budget. In East Africa, the anticipated amplification of debates and other activities through media was not possible in East Africa. In Ghana, however, four debates in 2013 were featured on the weekly radio programme on TUC-aligned labour broadcast over the Accra station ‘Unique FM’. Overall, key persons reported that they made more links with media staff (radio, TV, print).

Organisation- and network-building

Emerging effects of the project are in strengthened linkages between staff of trade unions and staff of employers’ organisations. For example, informants in NOTU in Uganda report more frequent

contact and more personal contacts with their counterparts in FUE. In all countries staff appear to have become more aware of how the other partners are organised and the issues at play. Plausibly, such effects enhance the prospects of effective social dialogue.

At leadership levels, the heads of the unions and employers groups know one another already; they are accustomed to seeing each other at government meetings or in media events. In contrast to the staff level interactions, which the ESD project has evidently promoted, there is no evidence as yet of enhanced collaboration at leadership levels, as the political context and positioning of the partners in each country determines the possibilities.

Internationally, participation in the ESD project has enabled partner staff to meet their counterparts from other countries at WageIndicator planning meetings and conferences. These lay a basis for practical interchange and mutual learning.

Thanks mainly to its debate component, the ESD project has increased the frequency and quality of contacts between each organisation's headquarters and their members and regional and branch office leaders. Debates allow both unions and employers' associations to be present in different regions and to improve their organisations visibility for members and others. In addition, debates have sometimes led to membership gains and to collective action. In Uganda, the debates were organised at the workplace and therefore non-union members were present. This resulted in new members. In Ghana, debates are said to have triggered steps toward the building of small 'unions' of informal sector workers. Indeed, debates have helped open doors between trade unions (almost all in formal sectors of the economy) and informal workers, who have been largely excluded from union-like collective action. Some examples mentioned in interviews include: in Ghana, porters and street hawkers; in Rwanda, the motor taxi drivers; in Tanzania Vibindo; in Kenya an informal workers' union is in the making. However, informants in all countries see the ESD project as mainly focused on formal sector workers.

No evidence could be found that unions gained stronger linkages with NGOs as a result of project activities. In some countries (Tanzania, Rwanda) there are already good relationships between trade unions and NGOs, whereas in other countries (Uganda, Kenya) such relationships are fraught. In any event the project did not lead to better links. None of the employers' organisations interviewed works routinely with NGOs.

4.2 Compliance and Mediation

As noted in Chapter 3, evidence about the implementation of this project component is fragmentary, and its effects are not readily detectable. The project foresees interventions to mediate between workers and employers following the receipt of compliance forms. In the ESD workplan for each of the years 2013, 2014 and 2015, "Quarterly sessions in each country with 6-10 cases, involving 5-25 workers" are supposed to be held. Up to December 2014, however, such sessions have been infrequent. In Ghana in 2013, the TUC organised three and the GFL four sessions; in 2014 the TUC had received complaints from seven workers employed in so-called 'Free Zones', but because "most free zone companies are not union friendly" no mediation sessions had been held as of October 2014. The GFL in Ghana had 12 complaint cases pending as of October 2014, and the prospects of bringing them forward into mediation processes were uncertain. However, in contrast to these slow-moving and tentative steps, the Rwandan trade union CESTRAR

organised in 2014 two mediation sessions involving 43 workers. For many of those participating, positive results (e.g. contracts put in writing, social security payments begun) were recorded.

Apart from the compliance/complaints procedures, ESD-sponsored debates seem to produce detectable effects. Issues emerging from those debates may require resolution, sometimes through mediation. A few debates are said to have moved some employers to promise greater respect for worker rights, or to pay more attention to employees' concerns. Commonly, issues cannot be solved at the time of the debate. Sometimes employer representatives present (Human Resources managers) do not have the company's mandate to decide on the spot and need to report back. Moreover, issues often need more time to be resolved. On some occasions an impromptu committee or a locally based union leader is tasked with follow up. Results then vary, depending on the capacity of the responsible person. As the results of the debates are not systematically tracked, monitoring relies on telephonic follow-up, repeat visits etc. The following list is therefore suggestive of results:

- steel mills in Uganda stopped firing pregnant women, as a result of one debate. NOTU followed up with a "campaign to the right to remain on the payroll". The steel mills brought this policy to an end;
- unions in Rwanda and Tanzania have more contacts with Labour Inspectors, thanks to debates; however there is no evidence of concrete outcomes because of that improved contact;
- Twenty persons got a contract (and thus ceased to be informal) as a result of one debate in Tanzania. However, they were not completely satisfied as their salary did not change.
- NOTU in Uganda reports more members as a result of some debates, but it could provide no specific data about that.
- two trade unions reported that the debates enabled them to bring up, in an informal way, the need for a CBA or a renewed CBA with employers present;
- NOTU in Uganda claimed that as a result of the ESD project, an Occupational Health and Safety committee was set up in the Hospitality Union to deal with sexual harassment complaints;
- Motivated by a debate, NOTU set up a Women's Committee at the General Secretariat,
- in Tanzania, the local Plantation Union began to focus on sugar plantation companies' practices of union busting

Key points from this chapter:

Traffic to project's ten main websites is uneven and often low. Websites are scarcely linked to other organisations' websites; in general the websites are not well known by other organisations working on labour issues. Publications on the salary surveys, most finished before the start of this project, have been produced.

Debates appear to have allowed participating workers to gain awareness of their legal rights. In some cases debates are said to have helped improve interaction between union officials and members, as well as interaction between employees and employers. However the extent and depth of such effects are unknown, as follow-up on debates evidently does not occur.

Monitoring of awareness-raising is not well-developed, however the targeted 10% of working population to be reached through media campaigning has not been achieved, and appears to have been too ambitious. Potential audiences and users of project products among officials and policy-makers are being reached to only a very limited extent.

Access to legal advice takes place via websites, but with the exception of Kenya, incoming questions

handled are fewer than planned. There is as yet no evidence of uptake by Labour Inspection or Courts.

5. Conclusions and Lessons Learned

This chapter draws on the findings in the foregoing chapters to answer the main questions posed in the Terms of Reference.

5.1 Relevance

Introduced from abroad, the main design features of the project are not the result of local or joint initiative and planning. Nevertheless, the WageIndicator model was accepted in all five countries with little hesitation by leaders of trade union federations and of national employers' associations, who continue to accept it as relevant to their objectives in regard to labour rights and industrial relations. Once they become aware of its existence (and by no means everyone is aware) government officials and policy-makers express interest. The project's information-focus is well-aligned with a number of international policy promotion efforts, such as about Decent Work. Among workers, the extent of project relevance roughly equates with the degree of incorporation in formal labour markets and the extent of his or her ease of access to and familiarity with internet-based activities. Some of the project's offline (face-to-face) activities show stronger relevance for a wider range of working people. For researchers and academics the information generated through the project appears to be highly relevant to their work in expanding the frontiers of knowledge and focusing attention on labour issues in need of exploration and illumination.

5.2 Implementation and efficiency

Core project tasks of managing websites, and of processing of information flows they absorb or generate, have taken place in timely ways and within budgets. Partners note and appreciate the rapidity and clarity of communication, along with other forms of support (such as conferences) organised from central levels of WageIndicator. Added to that are cost-efficiencies stemming from 'scale economies' whereby 'unit costs' of the five ESD countries are greatly lowered because they are managed together with more than 70 other countries. At country levels, some activities take place with more efficiency than others. The clearest cases of efficient implementation have been the debates; they are low-cost activities carried out largely within timeframes and budgets. Although website traffic is far from controllable, the wide range of results (Kenya's website traffic is high, Uganda's is low) suggests that partner performance differs in the pursuit of website visitors. Where evidence about them is available, activities of awareness raising through media campaigns and compliance-promotion show lower levels of efficiency. Monitoring is as yet incomplete. Tracking internet-based phenomena (web traffic, receipt and processes of data, downloads of reports, etc.) is extensive and often literally up-to-the-minute. Monitoring of outputs on-the-ground is uneven, and generally weaker. Monitoring of outcomes for priority groups has yet to be organized and carried out.

5.3 Effects and Effectiveness

Available evidence – much of which is fragmentary or anecdotal – suggests the following about emerging effects:

Online components – website transmission and capture of information – have drawn forth markedly different responses across the five countries. Website traffic to the two Kenyan websites has surpassed targets by considerable margins, while traffic to the Ugandan sites has fallen well short of targets. Traffic to websites for the other three countries conforms largely to expectations. With the

striking exception of the Kenyan websites, anticipated submission of salary survey data, cost-of-living data and online queries via the 'legal help desks' portals have fallen short of targets. WageIndicator's ambitions are high, yet with the addition of new elements since 2012 (Living Wage, complaints forms, legal online helpdesk, CBA database) the limits of partner capacity are becoming more apparent, especially in the trade unions.

Means to monitor effects of offline components have yet to be developed. However, anecdotal information from local informants suggests that these effects may be positive. Claims that 'fact finding debates' had satisfied needs of workers, and some employer representatives, were widely and consistently heard, and are credible. Preparation and running of debates have brought union and employer associations closer to members and to branch offices. Offline activities have brought together staff of trade unions and employers' associations – a new impulse toward bipartite Social Dialogue. Credible claims are made that the debates had animating effects, triggering some participants to take concrete steps including in collective action. Informants in Kenya and Uganda suggest that the visibility of trade unions has grown in recent years, a change to which the ESD project might have contributed. However the effects of media campaigns are largely unknown. Emerging effects of the newly-introduced compliance and mediation component have been few; there are high barriers of fear to be overcome. However several anecdotes suggest positive results in the small number of cases where complaints were addressed through mediation.

On a smaller, but not unimportant scale, the project has contributed to learning among its front-line participants. All those tasked with running project components on a daily basis know each other; they communicate with and advise each other despite physical and cultural distances. Both on a daily basis but also in special events such as conferences, the project creates space for this people-centred interaction to take place, which is positive for learning.

5.4 Quality and Sustainability

The ESD project 'trades' in information of high quality, both in what it helps disseminate and in what it collects close-to-the-ground. For several priority groups, its quality dimensions stem from its additions to knowledge – whether over the content of worker complaints, cross-country wage levels or means of comparing collective bargaining agreements – that have been hitherto unavailable in public domains.

Good quality, accessible knowledge once delivered may remain available for long periods before losing its usefulness. In that sense some benefit streams may be sustained well beyond the life of the ESD project. However sustainability of this project itself, in these five countries, is problematic. Local 'ownership' is not strong, leading to weak 'anchoring' of the project in partners' own strategies. For a few partners, organisational capacities – namely motivated staff and proven management capabilities to plan and deliver – are present and could plausibly sustain certain on-the-ground (offline) activities such as debates and very basic kinds of legal advice and conciliation. However capacities to support such activities financially are not currently present. In respect to the ESD project's Internet-based information dissemination and capture, neither institutional nor financial capacities are present.

6. Recommendations

- 6.1 **Promote debates.** Among most partners the experience with debates was positive and there are strong preferences to carry out more of them, either with a view to expand geographical coverage or to concentrate in specific sectors. Together with partners, WageIndicator should consider re-allocating remaining project funds accordingly.
- 6.2 **Reach additional users of information and analysis.** Labour-related data and analysis available on the country websites or the central WageIndicator website (and allied bodies such as AIAS) are evidently not reaching many potential users or audiences. They are at national and especially international policy-making levels (ILO, ITUC, etc) and at the levels of partner memberships, especially of trade unions. For the latter category, text based information mechanisms that rely on mobile telephony should be explored, for example along the lines of PLA in Uganda.
- 6.3 **Anchor the project more firmly in institutions.** To improve prospects that project benefits continue to flow, WageIndicator together with partners should seek ways of achieving: (a) stronger engagement and commitment among the leaderships in the unions and employers' organisations; (b) in particular, stronger involvement of Deputy Secretaries General of unions; and (c) greater engagement by sector unions in project implementation in collaboration with union federation headquarters.
- 6.4 **Strengthen monitoring systems.** WageIndicator and its partners should (as already advocated within WageIndicator) extend the focus of monitoring beyond Internet-based trends to include effects and outcomes of project activities. Follow-up on participants in debates (such as via mobile telephone text message exchange) merits development; secondly, means should be developed to follow-up (perhaps via e-mail, since addresses are known) on those receiving assistance via the Legal help desks and those pursuing settlement of grievances through complaint/compliance processes.
- 6.5 **Explore potentials for partners to engage or develop paralegal advisors.** Given current capacity limits affecting legal help desks and complaints/compliance processes, WageIndicator should help interested partners learn from existing successful initiatives such as PLA's text based information and hotline services in Uganda; the Solidarity Center support to paralegal training in Kenya and Tanzania; and text based hotline services furnished by the Construction union in Rwanda. Selection of, and concentration of effort on winnable compliances cases should be considered with the aim of achieving maximum national results.
- 6.6 **Draw more attention to the websites.** By way of their conferences, internet bulletins and other information channels, union support networks, ITUC, the ILO, GUFs and perhaps human rights organisations offer opportunities for drawing attention to WageIndicator websites and activities. For example, simple but well-targeted public relations exercises can be included in annual workplans to make the WageIndicator project known among organisations supporting work in this area. Further, a number of simple measures could be encouraged, such as the adding of website addresses automatically at the end of partner e-mails, inclusion of website addresses in printed materials, and requests to other organisations to include website addresses under the 'other useful links' rubric of those organisations' sites.

**Mid-Term Evaluation of programme “Enabling Social Dialogue”
October-December 2014**

1. Introduction

This Terms of Reference concerns the mid-term evaluation of the Enabling Social Dialogue programme running from January 2013 until December 2015 and funded by FNV Mondiaal, Dutch Employers Cooperation Programme (DECP) and CNV Internationaal. The evaluation should take into account that the Wage Indicator started in 2011 in Kenya, Tanzania and Ghana. Uganda and Rwanda were added in 2012. The programme is part of the Trade Union Cooperation Programme 2013-2016 funded by the Dutch Ministry of Foreign Affairs (VMP-programme).

In the approval letter of FNV Mondiaal to Ms. Paulien Osse, director of the Wage Indicator, the external evaluation was mentioned as a condition upon which approval by FNV Mondiaal of funding the third year of the programme would be based. Focus would be, among others, on analysing the relevancy of the wage indicator project for the different target groups, the relevancy of the selected partner organisations, and the possibilities for financial sustainability of the wage indicator.

The evaluation should answer questions related to the relevance, effectiveness, efficiency and quality of implemented activities and achieved results, and provide recommendations to improve the programme.

2. Background

In 2001 the Wage Indicator started with the Women Wage Indicator in the Netherlands. Wage Indicators for other interest groups followed and in 2003 the Wage Indicator Foundation was officially established. In 2004 Wage Indicator was introduced to eight other European countries. Now the Wage Indicator can be found in over 70 countries all over the world, including Russia, China, USA, India and Brazil. According to the Wage Indicator website, the concept and salary check are always the same, and the presented minimum wages, living wages, salaries per profession, and CBA salaries would be comparable internationally. The objective is to provide basic information on the labour market to employees and small employers.

The Wage Indicator is a global network, 60% of the countries have a national team, the others fall under the regional teams based in Buenos Aires, Bratislava, Cape Town, Dar es Salaam, Maputo, Mexico City and Minsk. Some teams work at global level such as those in Ahmedabad, Amsterdam, Bratislava, Dar es Salaam, Islamabad and London.

Cooperating partners are the University of Amsterdam/AIAS, FNV, Monster International and CELSI. The vice-president of FNV is a member of the board of the Wage Indicator.

In the countries the Wage Indicator signs agreements with research institutes, universities, and trade unions for collecting the necessary information and implementation of the programme in that particular country. It is not always clear on which grounds trade unions are selected for participation but this outweighs the fact that the wage indicator almost

always succeeds in bringing representatives of employees and employers together, also in countries with a hostile climate towards trade unions.

The moving force behind the wage indicator is her director Paulien Osse, an inspiring lady, who relentlessly pushes for proper implementation of the programme, and expansion to new countries. FNV Mondiaal has supported Wage Indicator initiatives in various countries, financial and technical reporting has always been good.

The current project is implemented in Ghana, Kenya, Tanzania, Uganda and Rwanda as a follow up to the Enabling Social Dialogue project 2011-2012 in Ghana, Kenya and Tanzania. Uganda was added in April 2012 and Rwanda in September 2012. In the first project GEA and GTUC implemented the project in Ghana. In 2013 GFL was added to the implementing organisations, thanks to CNV Internationaal funding. Most of work related problems in East Africa and Ghana refer to low wages, long working hours, job and income insecurity and poor working conditions. Wage Indicator focuses on the intersection between wages and work. In this intersection three main obstacles have been identified:

1. A widespread lack of awareness about minimum wages and labour rights.
2. Lack of labour law enforcement and non-compliance with regulations.
3. National labour laws inadequately protect workers and minimum wages are not sufficient for a living.

In East Africa Kenya and Tanzania do have a system of minimum wages in place, although these are adjusted infrequently and irregularly. Rwanda and Uganda do not have minimum wages, or minimum wages which are no longer relevant because they date back 20 years or more (Uganda). In Uganda the discussion about minimum wage is seen as “scaring away investors”. Besides the minimum wage systems are often hard to understand as there are many different minimum wages set, based on for example occupation, experience and location. Another specific issue for Sub Sahara Africa (and many other developing countries) is that a large number of workers is active in the informal sector.

Wage Indicator works on overcoming the obstacles by collecting data, distributing data through online and offline activities and discussing the data in debates and other meetings, resulting in activities targeting compliance with existing labour laws and minimum wage settings.

Wage Indicator collects real wage data directly at the source, i.e. from employees and self-employed (in all segments of the informality index). The data can be shared with stakeholders, like employees, employers, governments and organisations of informal workers. Wage Indicator shares the up to date, standardized information with academic and media partners as well.

Built in the Wage Indicator concept is close cooperation with trade unions, employer organisations, universities, governmental labour departments and media.

The time line of the implementation of the Wage Indicator distinguishes 3 phases:

1. The first phase is dedicated to data collection with a special emphasis on real wages and real working conditions through national websites with salary surveys. Offline

salary surveys will guarantee that occupation groups without internet access will be covered too. In addition, inventories of minimum wages, and national labour laws are also collected, and will be used to develop online and offline Decent Work Checks by comparing the national data with the relevant ILO's Decent Work clauses.

2. In the second phase the collected data is used as the basis for awareness raising amongst stakeholders, multi-stakeholder debates and public media campaigns.
3. The third phase is geared to increasing compliance with existing labour law, the extension of its outreach into the informal economy, and the provision of input for social partners, i.e. employers, employees, as well as the government, to allow for a more effective Social Dialogue, contributing to labour law reforms.

There is a chronology in the phases, and at the same time they run parallel, i.e. data will continue to be collected and updated, and these will again be made available through websites that have been developed for workers (www.mywage.org/ghana, www.mywage.org/kenya, etc.) and employers (www.africapay.org/ghana, www.africapay.org/kenya, etc.). In the first years of the project, there will be more emphasis, energy and time put in phase one, while in the last years, the emphasis will be on phase three.

Wage Indicator developed a so-called informality index, as the division between formal and informal is normally not clear-cut. Criteria are entitlement to social benefits, contribution to social benefits and an employment contract. Workers who are not entitled to social benefits, do not contribute to social security and have no employment contract are placed at the informal end of the spectrum. Workers who are entitled, do contribute and have a permanent contract are at the other end of the spectrum.

Wage Indicator works with and through trade unions and employers organisations in the partner countries. Also, this project is partly supported by the Dutch employers' organisation DECP. DECP not only contributes financially, but also supports and stimulates employers' organisations in the partner countries.

The online/offline method has been introduced and successfully used in Guatemala, Paraguay, South Africa, Mozambique and Zambia, and is currently, funds permitted, part and parcel of the Wage Indicator Strategy. As might be expected, information and salary data gathered online is more related to higher educated groups at the labour market. Therefore, the information and salary data gathered offline is determinedly related to the lower educated groups at the labour market. The debate model has been introduced in Ghana, Kenya, and Tanzania in October 2011, Uganda and Rwanda followed later after project coordination teams and debate moderators were installed and trained.

3. Log frame

The development objective of the Enabling Social Dialogue project is:

To contribute to Better Work through transparency and effective social dialogues focusing on minimum wages and labour laws.

The project objectives are:

1. To collect and share with stakeholders relevant data on Minimum Wage and Decent Work agenda items
2. To support awareness raising and enhanced management amongst stakeholders
3. To contribute to improved compliance with existing labour law and new and improved labour law

The following outputs and results were planned in the project proposal:

Objective 1: To collect and share with stakeholders relevant data on Minimum Wage and Decent Work agenda items

Planned results:

1. There is elaborate, relevant and reliable information available for all stakeholders, and target groups on labour issues regarding wages, policies, and practices.

Planned outputs:

1. Five sites for employers and seven sites for employees attract the following traffic estimates:

Country	2013	2014	2015
Ghana	35.000	60.000	85.000
Kenya	60.000	85.000	120.000
Tanzania	35.000	60.000	85.000
Uganda	25.000	50.000	80.000
Rwanda	10.000	30.000	60.000

2. Five web sites with a mix of interactive items (survey, legal advice), salary checks, labour information, regularly updated features, news, stories, research, etc. interesting for both employers & employees.
3. Various web marketing activities through Search Engine Optimisation, ads, and at the end of 2013 at least 2 media partners per country. In the last year at least 10 times media coverage per country.
4. Online Surveys in all five countries are online. In each of the countries at the end of the project at least 2,000 online surveys are completed annually.
4. Annually five reports on data sets and website-sections on Minimum Wage and Decent Work Checks per country.

Objective 2: To support awareness raising and enhanced management amongst stakeholders

Planned results:

1. Workers (formal/informal) know their rights, know their wages, and know where to get compliance.
2. All stakeholders underscore the relevance and necessity of transparency on wages and labour laws.

Planned outputs:

1. In 2013 ten debates organized in Uganda and Rwanda and two in Ghana, Kenya and Tanzania. In 2014 two debates in all five countries. Debates are attended by 15-20 participants.
2. Each year a national stakeholders meeting attended by 10-15 participants organized in all five countries.
3. Campaign materials designed and produced by the national teams.
4. At the end of the project, the outreach has been roughly estimated at 10% of the working population by the combined campaign efforts (rounded): 1,3 mln. Ghana; 2,2 mln. Kenya; 2,3 mln. Tanzania; 1,6 mln Uganda and 1,2 mln Rwanda.
5. Annually four campaign monitoring sessions are organized in each country attended by 10 participants.

Objective 3: To contribute to improved compliance with existing labour law and new and improved labour law**Planned results:**

1. The awareness raising activities and the websites, and in particular the legal advice sections are a focal entry point for information on compliance issues.
2. Through transparency employers have more motivated and productive employees; and are aware of the commercial benefits of being a 'good employer'
3. Data-collection and awareness raising activities reveal policy gaps & the necessity to bridge them.

Planned outputs:

1. Legal requests are answered through the online legal helpdesk. In 2013 50-100 questions in each of the countries; in 2014 50-200 questions; and in 2015 100-200 questions.
2. Compliance forms are created, distributed, collected and analysed. In 2013 200-1000 forms are collected in each of the countries; in 2014 500-1500 forms; and in 2015 1000-2000 forms.
3. In 2014 at least one pilot mediation session is organized in each country. In 2015 four mediation sessions are organized in each country.

Target group

In the table below you will find the target group, the expected benefits for each of the target groups and the needed involvement of the target groups.

Target group	Expected benefits	Involvement
Workers under contract and self employed	<ul style="list-style-type: none"> • Increased awareness on labour law and minimum wages; • A signed contract detailing at least wage, working hours, and leave arrangements; • (For women) maternity protection living up to internationally agreed 	<ul style="list-style-type: none"> • Share personal work and income related data, participate in surveys, debates and campaigns, identify cases of non-compliance with the law, worst and best practices

	minimum standards	
Trade unions	<ul style="list-style-type: none"> • More transparency, better insight in wages paid in a range of occupations and compliance with Minimum Wages; • Increased outreach; • Greater visibility 	<ul style="list-style-type: none"> • Volunteer data, know how, contacts and organizing capacity
Employers	<ul style="list-style-type: none"> • More transparency, improved compliance with national legislation (Labour Law, Minimum Wages); • Healthy and qualified staff 	<ul style="list-style-type: none"> • Volunteer data, know how, contacts and organizing capacity
Government agencies	<ul style="list-style-type: none"> • Improved capacity and effectiveness for monitoring and enforcing compliance; • Minimum Wages tuned to national income distributing policies; • Goal-oriented, consistent, cost-effective, sustainable Decent Work-policies 	<ul style="list-style-type: none"> • Participate in fact finding as regards compliance; • Participate in local debates and national constituent consultations; give testimonials as to the functioning of the Social Dialogue
Bi- and tripartite institutions	<ul style="list-style-type: none"> • Goal-oriented, consistent, cost-effective, sustainable Decent Work-policies 	<ul style="list-style-type: none"> • Participate in local debates and national constituent consultations; give testimonials as to the functioning of the Social Dialogue

Partner organisations

The following organisations are involved in the project:

Role	Country	Organisation
Funding organisation	The Netherlands	FNV-Mondiaal
	The Netherlands	DECP
	The Netherlands	CNV Internationaal (GFL)
Implementing organisation Responsible for website stories and offline activities	Kenya	Central Organisation of Trade Unions (COTU)
		Federation of Kenyan Employers (FKE)
	Tanzania	Trade Union Congress of Tanzania (TUCTA)
		Association of Tanzania Employers (ATE)
	Uganda	National Organisation of Trade Unions (NOTU)
		Federation of Ugandan Employers (FUE)
	Rwanda	Centrale des Syndicats des Travailleurs de Rwanda (CESTRAR)
		Private Sector Federation (PSF)
	Ghana	Ghana Trade Union Congress (GTUC)

		Ghana Federation of Labour (GFL)
		Ghana Employers' Association (GEA)
Coordinating organisation & responsible for online activities	The Netherlands	Wage Indicator Head Office
	South Africa	Regional management English speaking sub Sahara Africa
	India	IIM - Minimum wages
	Slovakia	CELSI – Data management
	The Netherlands	AIAS - Research

4. Summary of progress

The Wage Indicator submitted the annual report for this project in which achieved results and progress made so far are described in detail. Below a short summary 2012, for the details please see the annual report.

The number of web visitors is exceeding the planned numbers, and is sometimes even twice or four times as much as the planned number. This is true for all countries except for Uganda where the actual number is below the planned number, and is also lagging behind compared to the other countries in the region. Reasons for this are not yet known and are investigated.

The high number of visitors in Kenya and number of online surveys can be explained by the fact that the economy of Kenya is stronger. In the other countries, more people use internet at work or in internet cafés, which means their usage time is limited.

In Rwanda the information collected during debates has led to position papers about minimum wages by both PSF and CESTRAR. The proposal to update minimum wages is approved by the tripartite council and is now on the table with the Ministry and Cabinet. In Uganda NOTU and FUE managed to get the Minimum Wage Advisory Board reinstalled. And in Tanzania the views that were collected on minimum wages are used by the government for benchmarking.

In Ghana it appeared during the debates that there is a need for a policy on Occupational Health & Safety. After lobby activities the Ministry promised to look into this. Ghanaian private media workers and private school teachers became aware that they have the right to set up a trade union for the promotion and protection of their rights and they are now in the process of doing so.

Media activities really started to take off in 2013. When necessary the national partners contracted PR firms, such as in Tanzania and Uganda. The websites and offline activities are increasingly covered by newspapers and other media. Both Ghana and Tanzania managed to get free space on the radio and are running a programme where labour issues are discussed. Listeners can call with their questions and may receive an answer already during the programme. Otherwise the national partners deal with the questions afterwards. The big

advantage of radio is that it also reaches rural areas, which is a wish and challenge in all of the project countries.

Cooperation between the trade unions and the employers' associations has started in the project countries. Before the project the two parties used to meet and discuss on policy level, often in the framework of the tripartite dialogue, but since the project the parties also cooperate on work floor level, mainly due to the debates that are organised together. The frequency of contact between the parties increased, sometimes even to several times a week. The exception is Rwanda where they did not manage yet to organise activities together. During the regional meeting in Dar es Salaam they completed the Rwanda work plan for 2014 together, and it is expected that cooperation will improve.

The project countries have made their first steps in working with compliance forms. Ghana and Tanzania have already distributed and collected forms, and in Ghana compliance sessions were organised. In Tanzania, they found out that most of the forms were filled anonymously, because of fear of losing the job. It makes it difficult to solve the complaints mentioned in the forms. The other partners are planning to start distributing and collecting compliance forms in 2014.

The debates that were held within the first year of this project were meant to reinforce relationships between the different components of social dialogue in the countries. In terms of outreach, the debates reached two specific types of audiences: decision-makers on the one hand and workers on the other hand. The first composed of union leaders, politicians, labour inspectors, employers and economic and labour experts. The second group of audience was composed of workers from different economic sectors, from informal to formal. These brought to light specific aspects related to non-implementation of labour legislation and its implications for the lives of citizens.

An unanticipated result was that the methodology of these discussions made it possible that:

- Employers reflected on their problems at the same table with labour and government, as did trade unionists.
- Unions reflected together on common problems and challenges affecting their members.
- Helped labour inspection to better understand the different problems in a holistic perspective.

In the regional meeting end of February 2012, trade union federations and employers' associations actively worked together on their work plans.

While trade unions were implementing partners ever since Wage Indicator started its websites, in developed as well as developing countries, this is the first project where intensive cooperation was sought with employers' associations.

In 2013 there were also developments, funded from other projects that are relevant and enhancing to the social dialogue project:

- Country Profiles were prepared for 29 countries, including the five that are part of this project. In the Country Profiles the status of the Wage Indicator website in that country and the status of the labour situation (minimum wages, labour laws, ratification of ILO conventions, etc.) is provided. The first ones that were published in March 2013 serve as a baseline. The annually updated Country Profiles will be used in relation to the baseline in order to monitor changes in the countries.
- After the pilot in West Africa, the Collective Agreement database was expanded to more countries, including the five that are in this project. See: <http://www.wageindicator.org/main/labour-laws/collective-bargaining-agreements>
- Wage Indicator introduced a method of calculating the living wage, and created a world map where living wages and minimum wages per country can be found. Wage Indicator also introduced the Cost of Living Survey, where users can provide information about the cost of living in their country. <http://www.wageindicator.org/main/salary/living-wage/living-wage-map>
- The main Decent Work topics were made visible in the Labour Law map: <http://www.wageindicator.org/main/labour-laws/decent-work-check/decent-work-map>

5. Objectives of the evaluation

The overall objective of the midterm evaluation is to assess the relevance and effectiveness of the policies and strategies applied by Wage Indicator in order to realize the development and specific objectives of the programme at the end of the programme period.

The conclusions and recommendations will be used by Wage Indicator for steering the implementation of the programme, to become more effective and increase the prospects of sustainability. FNV Mondiaal will also monitor the programme in the light of the conclusions and recommendations of the evaluation.

The evaluation questions aim to address the policies, strategies and activities of Wage Indicator and her partners to achieve the objectives as formulated in the original proposal. The evaluation questions refer to project relevance, efficiency, effectiveness, impact and sustainability. Gender aspects related to these questions should be addressed throughout the evaluation report.

1. Project Relevance

- a. Target groups were involved in design of country programme?
- b. Country programmes match with other programmes in involved countries
- c. Provided information and planned activities are relevant to the specific target groups?
- d. Information on websites and implemented activities match with global labour norms and practices?
- e. Wage Indicator programme is relevant to FNV's East Africa Programme?

2. Efficiency

- a. Current programme progress matches plans? Plans are implemented within budget?
- b. Monitoring is used to improve implementation of programme?

- c. Online and offline activities are well balanced?
- d. The different target groups are making use of the programme outputs?
- e. Decision-makers pay attention, respond to programme outputs?
- f. Programme partners in the countries are optimally involved in programme?
- g. Quality of communication between in-country implementors and outside country data processors and website managers?
- h. Regarding the processing of info and managing websites outside country, what is scope for in-country processing and management?

3. Effectiveness and effects

- a. How effective the coordination, information and support from Wage Indicator have been to improve functioning of implementing organisations?
- b. Have improved CBAs been signed due to the activities of the Wage Indicator programme?
- c. Results of the social dialogue activities?
- d. How does Wage Indicator succeed in promoting living wage in stead of minimum wage, is sufficient attention paid to this issue?
- e. Ghana: Government, World Bank and donors are against wage increments. How Wage Indicator deals with this issue?
- f. Has Wage Indicator, through this programme and any other engagement, optimally positioned itself strategically, with other unions/federations, employer organisations, NGO's and governmental institutions in implementing priorities either jointly or collaboratively?
- g. Has Wage Indicator leveraged its current/potential partnerships with unions/federations/employer organizations/universities/NGOs to maximum effect?
- h. To which extent the strength and the image of the trade unions participating in the programme have improved?

4. Quality and Sustainability

- a. Prospects of sustainability of Wage Indicator programme in each of the evaluated countries?
- b. Strategies for promoting sustainability?
- c. Are there any other activities contributing to sustainability?
- d. Did the cooperation between the tripartite target groups (trade unions, employers' associations, and government) improve?
- e. Ownership of Wage Indicator programme by implementing partners?
- f. Learning possibilities between participating East African countries?

6. Methodology

A comprehensive methodology is necessary for the evaluation. Given the parameters, a set of operational methods, tools and techniques need to be developed by evaluator, and approved by FNV and Wage Indicator. The methodology should consider the process below:

- Sampling design
- Information compilation and analysis
- Preparation of draft report and
- Submission of final report

For the purpose of information collection and management, the following methods can be adopted:

- Data/information collection from primary and secondary sources
- Interviews with stakeholders directly and indirectly involved with the project
- Data/information analysing using outcome and impact evaluation theories/standards.

1. Research of secondary sources:

- Project files, records, reports available at Wage Indicator and at FNV Mondiaal
- Documentation of systems and procedures of Wage Indicator

2. Interviews/focus group discussions with involved Wage Indicator staff and partners, including involved unions and employer organizations, with representatives of the funding organisations such as FNV Mondiaal and DECP

3. Interviews with relevant government representatives, and with related stakeholders (civil society organisations and others)

The evaluator will receive logistical support from Wage Indicator partners in the countries to contact the representatives of target groups and other involved organisations and institutions.

Evaluation Report Design

The evaluation must fulfil the objectives set for the evaluation. The final evaluation report is expected to convincingly answer the questions put forward in the ToR.

The final evaluation report will have the following structure (see also Format Evaluation report):

- Executive summary
- Introduction
- Description of the evaluation process
- Key findings
 - project relevance
 - efficiency
 - effectiveness
 - impact of project
 - sustainability
- Conclusions
- Lessons Learned
- Recommendations
- Annexes

The final evaluation report will have the following desired style and features:

- Be written in English.
- The executive summary, key findings, conclusions, recommendations and lessons learned sections will be translated into other languages as appropriate.
- User-friendly (meaning easy to read and understand).
- Constructive: provides alternatives and recommends solutions.
- Contribute to future planning, and is forward looking.

- Contribute to future policy making.
- Recommendations must be well justified, clear and explicit.
- The evaluation process and the methodology must be explained in a transparent manner.
- Correct and factual.

7. Time Frame and Schedule

The evaluation should be implemented in a maximum of 40 days by two consultants. The research for the evaluation will start in October 2014 and the first draft of the report will be ready before 30th of November 2014. After comments of FNV Mondiaal and Wage Indicator, the final report will be ready before 10th of December 2014.

Time planning will be as follows:

2 persons x 2 day	read project files, plan data collect
2 persons x 2 days	Interview involved staff of Wage Indicator, FNV Mondiaal, DECP (and CNV?)
2 persons x 10 days	Fieldwork in 5 countries (4 day/country/consultant)
2 persons x 4 days	draft report writing
1 person x 2 day	process feedback and final report to FNV
3 persons x 2 day	Travel A'dam-EAC, Ghana and vv (assuming 1 person going to Ghana, one to EAC)
Total number of days: 44 days	

Proposed Field visit plan: Cover 5 countries out of the 5 involved: Ghana, Rwanda, Tanzania, Kenya and Uganda. In each country 3 students will be contracted to collect additional information from the target groups. Students will be instructed by consultants.

8. Qualifications of Consultants

The consultant(s) should be international experts with ample experience (at least 10 years) in evaluating multi-stakeholder trade union projects and programmes, especially in the area of social dialogue.

Appendix B. Persons Contacted

The Netherlands / Slovakia

FNV-Mondiaal	<i>Place</i>	<i>Date</i>	<i>Contact by:</i>
Wim Mellink, Policy Staff	Amsterdam	6 October	GD & DS
Tuur Elzinga, Policy Staff	Amsterdam	6 October	GD & DS
Dian van Unen, Director	Amsterdam	6 October	GD & DS
Corrie Roeper, Policy Staff	Amsterdam	6 October	GD & DS
WagIndicator			
Paulien Osse, Director	Bussum	9 October 28 November	GD & DS GD
Kea Tijdens, Scientific Director	Amsterdam	13 October	GD & DS
Tendayi Matimba, Financial Manager	Amsterdam	14 October	GD
Karen Kammeraat, Manager Projects	Amsterdam	27 November	GD
Prof. Dr. Paul T. de Beer, Raad van Toezicht, WageIndicator	Amsterdam	27 November	GD
WageIndicator Foundation Bratislava Office [CELSI]			
Brian Fabo, Data and Survey Manager	Bratislava (by e-mail)	18-30 November	DS
Dutch Employers' Cooperation Programme - DECP			
Ronald de Leij, Director	The Hague	10 October	GD
CNV - Internationaal			
Jan Ridder, Policy Staff	Utrecht (by phone)	14 October	GD

South Africa

Karen Rutter, Regional Manager for WI, media	Capetown (by skype)	21 November	DS
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Ghana (all in Accra, all by DS)

Ghana Employers' Association Charles Asante-Bempong, Projects Manager Joseph K. Amuah, Industrial Relations officer	20 October 21 October
Labour Research and Policy Institute (LRPI) of the Ghana Trade Union Congress (GTUC) Mary Akosua Torgbe, Research Officer, Prince Asafu-Adjaye, Acting Director, LRPI	20, 23 October 23 October
Ghana Trade Union Congress (GTUC) Rose Kwei, Informal Desk, TUC Nana Yaw Safo, President of Ghana Porters Union of TUC Enoch K. Bio, president, Ga-East Traders Union of TUC	21 October 21 October 21 October
Ghana Federation of Labour (GFL) Eben Aidoo, Project Coordinator (based in Tema)	22 October
Ministry of Employment and Labour Relations Eugene Korletey, Acting chief labour Officer Charles Kugblenu, Administrator, Labour Department Andrews Agbenyo-Obidiaba, Acting Head, Industrial Relations, Labour Department Elizabeth Akanbombira, Senior Labour Officer and Head, Child Labour Unit	21 October
ILO Akua Ofori Asumadu, Officer-in-Charge, ILO Ghana Akwasi Sarpong, National Project Officer for Monitoring & Evaluation	22 October 22 October

Uganda (all in Kampala, all contacts by GD)

National Organisation of Trade Unions (NOTU) Peter Werikhe, Secretary General Steven Lesibe, Treasurer General Victoria Nanteza Kakooza, Projects Coordinator (WI/ESD project)	29 October
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NTV television Maurice Mugisha, Head of news	29 October
All Round Consult Ltd Irene Birungi Mugisha, consultant to FUE re WI/ESD project	30 October
Uganda Retirements Benefits Regulatory Authority (URBRA) Moses Bekakye CEO Hilda Nyamaizi, Head of Finance Department	30 October
Federation of Uganda Employers (FUE) Robert Mwegise, Communication & Marketing officer	30 October
Uganda Hospitality Leisure and Allied Workers Union Frank Mugyema, Secretary General	31 October
Samuel Sanya, business Journalist at New Vision newspaper	31 October
Paul Onapa, specialist in social policy, social protection and social accountability research, programming and analysis	31 October
Center for Labour Research and Studies Martin Wandera, Director	31 October
Platform for Labour Action (PLA) Isaac Arinaitwe (program officer Advocacy and community service) Lydia Bwiite (legal assistant)	31 October
Federation of Uganda Employers Douglas Opio, Research & Policy Officer	2 November

Rwanda (all in Kigali, all contacts by GD)

CESTRAR Africain Biraboneye, Deputy Secretary-General Hobesse Nkunmnana, Bureau Executif & Labour Inspector Gaspard Mpakanyi, Education Officer Joyeuse, Financial Officer	4 November
Rene Anthere Rwanyange, Editor Panorama Newspaper Jane Uwimana, Radio Journalist Radio 10	4 November

Private Sector Federation (PSF) Antoine Manzi, Director of Advocacy, Trade, Communication & Labour Relations	5 November
Private Sector Federation (PSF) Clémence Murekatete, Head of Employment & Labour Relations	5 November
Private Sector Federation (PSF) Gerard Mukubu Nkusi, Acting Chief Executive Officer	5 November
MIFOTRA, Ministry of Civil Servants and Workers Gilbert Agaba, Assistant Director of Employment and Labour, Ministry of Civil Servants and Workers	5 November
Collectif des Ligues et Associations de. Défense des Droits de l'Homme (CLADHO) Emmanuel Safari, Executive Secretary Stany Ngarukiye, Domestic Workers Project Coordinator	6 November
Group Interview at CESTRAR: Florentine Mukasine, STECOMA Francois Xavier Vumiriya, STECOMA Déo Nshimuyumukza, STECOMA Joseph , Sibomana, STECOMA Epaphrodite Fikiri, STECOMA Thérèse Nyirandahayo, SNER Tharcisse, Yansoney, SNER Frida, Dushimimana, SNER Edmond Nyabagabo, SNER Gabriël Amriyamungo, SNER	6 November
Institute of Policy Analysis and Research Dickson Malunda, Senior Researcher	6 November
Doreen Mutesi, Reporter of the New Times Publications Ltd	6 November

Kenya (all in Nairobi, all by GD)

Federation of Kenyan Employers (FKE)	
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Gentrix Juma, Research Officer	10 November
Noah Chune, Labour Economist, Consultant, Ex COTU	10 November
COTU Isaiah Munoru, Bankin, Insurance & Finance Union	10 November
COTU Stephen O. Obiro, Manager, Research & Policy Advocacy	11 November
COTU Bonne Nicholas Barasa, General Secretary, Aviation and Airport Union, Anthony Githinji, Industrial Relations Officer	11 November
Federation of Kenyan Employers (FKE) Raimond Molenje, Advocate, Commissioner for Oaths & Notary Public Senior Legal Officer-Coast Region, FKE	11 November
Federation of Kenyan Employers (FKE) Felix Otiato, PR and Communications Manager, FKE	11 November
Tom Mboya Labour College, Kisumu Rosemary Meyo, Principal, (by phone)	11 November
COTU Jane Masta, head of Director Gender / Education	12 November
Mark Faustin Macharia, Business Executive, NTV	12 November
Anthony Wambugu, Lecturer, University of Nairobi	13 November
COTU Benson Ol. Okwaro, 1st Assistant General	13 November
COTU Isaac Mbingi Okello, Advocate , Administrative Secretary	13 November
ILO Jane Maigua, Gender Specialist, (by phone)	13 November
Friedrich Ebert Stiftung Dr. Heinz Bongartz, Resident Representative,	13 November
Solidarity Center (USA) Khadija Mohamed, Program Coordinator Eastern Africa,	13 November

Caroline Kasina, Program Officer	
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Tanzania (all in Dar es Salaam, all contacts by GD)

TUCTA Edwin Richard Mwakyembe, Acting Director for Workers Education,	15 November
TUCTA Siham Ahmed	15 November
University of Dar es Salaam Ernest Ngeh Tingu, Economist Researcher, Collective Bargaining Agreement processing; and Arcade Ndoricimpa, Researcher, Collective Bargaining Agreement processing	16 November
University of Dar es Salaam Professor Godius Kahyarara	17 November
Association of Tanzanian Employers Oscar Mkude, Project Officer,	17 November
Association of Tanzanian Employers Sabine Klaus, Regional Coordinator EAC, Office Manager	19 November
Association of Tanzanian Employers Ali Mjella, Deputy Project Manager, Best Dialogue	19 November
TUCTA Said S. Wamba, General Secretary, CHODAWU,	19 November
TUCTA Salum O. Kuumba, Education & Organizing Officer CHODAWU, TUCTA	19 November
TUCTA Deograsia Vuluwa, Director Gender, Children and Youth Development, CHODAWU,	19 November
Friedrich Ebert Stiftung Khalid Mlanga, Project Officer	20 November
ZANEMA (Zanzibar Employers Association) Salahi S. Salahi, Executive Director	21 November
ZATUC, Zanzibar Khamis Mwinyi Mohammed, Secretary General	22 November

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Annex D	Planned results per objective	Mid term results																																				
<p>Objective 1: To collect and share with stakeholders relevant data on Minimum Wage and Decent Work agenda items</p> <p>Planned results: There is elaborate, relevant and reliable information available for all stakeholders, and target groups on labour issues regarding wages, policies, and practices.</p> <p>Planned outputs: 1.1 Five sites for employers and seven sites for employees attract the following traffic estimates:</p> <table><tr><th>Country</th><th>2013</th><th>2014</th><th>2015</th></tr><tr><td>Ghana</td><td>35.000</td><td>60.000</td><td>85.000</td></tr><tr><td>Kenya</td><td>60.000</td><td>85.000</td><td>120.000</td></tr><tr><td>Tanzania</td><td>35.000</td><td>60.000</td><td>85.000</td></tr><tr><td>Uganda</td><td>25.000</td><td>50.000</td><td>80.000</td></tr><tr><td>Rwanda</td><td>10.000</td><td>30.000</td><td>60.000</td></tr></table> <p>1.2 Five web sites with a mix of interactive items (survey, legal advice), salary checks, labour information, regularly updated features, news, stories, research, etc. interesting for both employers & employees.</p> <p>1.3 Various web marketing activities through Search Engine Optimisation (SEO), ads, and at the end of 2013 at least two media partners per country. In the last year at least 10 times media coverage per country.</p> <p>1.4 Online Surveys in all five countries are online. In each of the countries at the end of the project at least 2,000 online surveys are completed annually.</p> <p>1.5 Annually five reports on data sets and website-sections on Minimum Wage and Decent Work Checks per country.</p>		Country	2013	2014	2015	Ghana	35.000	60.000	85.000	Kenya	60.000	85.000	120.000	Tanzania	35.000	60.000	85.000	Uganda	25.000	50.000	80.000	Rwanda	10.000	30.000	60.000	<p>Websites are running, information available and regularly updated with news; all stakeholders involved as planned</p> <p>Four sites for employers and five sites for employees (Rwanda is a general one) are operational. Combined visitor numbers :</p> <table><tr><th>Country</th><th>Traffic January-November 2014</th></tr><tr><td>Ghana</td><td>58.428</td></tr><tr><td>Kenya</td><td>152.228</td></tr><tr><td>Tanzania</td><td>68.299</td></tr><tr><td>Uganda</td><td>17.948</td></tr><tr><td>Rwanda</td><td>23.333</td></tr></table> <p>Thus plans for Kenya and Tanzania have been exceeded; for Ghana nearly met.</p> <p>All sites have regularly updated features, news etc.</p> <p>SEO implemented. The media partner strategy was abandoned during the planning meeting in January 2014, as it did not work. Media coverage is not systematically tracked by partners.</p> <p>Online surveys are online. Intake limited to: Ghana 621, Kenya 2282, Tanzania 393, Uganda 163, Rwanda 83.</p> <p>WageIndicator and AIAS together published surveys on Rwanda (2013) and on Ghana, Kenya, Tanzania and Uganda (2012).</p>	Country	Traffic January-November 2014	Ghana	58.428	Kenya	152.228	Tanzania	68.299	Uganda	17.948	Rwanda	23.333
Country	2013	2014	2015																																			
Ghana	35.000	60.000	85.000																																			
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Ghana	58.428																																					
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Uganda	17.948																																					
Rwanda	23.333																																					

Objective 2: To support awareness raising and enhanced management amongst stakeholders	
Planned results: <ol style="list-style-type: none"> 1 Workers (formal/informal) know their rights, know their wages, and know where to get compliance. 2 All stakeholders underscore the relevance and necessity of transparency on wages and labour laws. 	<p>Workers (mainly formal) have gained access to information during debates.</p> <p>Achieved</p>
Planned outputs: <ol style="list-style-type: none"> 2.1 In 2013 ten debates organized in Uganda and Rwanda and two in Ghana, Kenya and Tanzania. In 2014 two debates in all five countries. Debates are attended by 15-20 participants. 2.2 Each year a national stakeholders meeting attended by 10-15 participants organized in all five countries. 2.3 Campaign materials designed and produced by the national teams. 2.4 At the end of the project, the outreach has been roughly estimated at 10 % of the working population by the combined campaign efforts (rounded): 1,3 mln. Ghana; 2,2 mln. Kenya; 2,3 mln. Tanzania; 1,6 mln Uganda and 1,2 mln Rwanda. 2.5 Annually four campaign monitoring sessions are organized in each country attended by 10 participants. 	<p>The original plan was thus to have 36 debates. Adjusted planning allowed for 68 debates. In October 2014, 76 debates were held. In the original planning 36x max. 20= 720 persons were anticipated. Totals show that 1.452 persons attended a debate</p> <p>Stakeholder meetings not held in all countries. In 2014 only Uganda managed to do so (June, with 16 participants). These meetings were often combined with or subsumed under the debates.</p> <p>Only COTU, Kenya produced 3000 posters and 1000 cards for Labour day Nairobi 2014</p> <p>Media strategy performance and low and uneven website traffic indicate that these goals are out of reach.</p> <p>Not achieved</p>

<p>Objective 3: To contribute to improved compliance with existing labour law and new and improved labour law</p>	
<p>Planned results:</p> <ol style="list-style-type: none"> 1. The awareness raising activities and the websites, and in particular the legal advice sections are a focal entry point for information on compliance issues. 2. Through transparency employers have more motivated and productive employees; and are aware of the commercial benefits of being a ‘good employer’ 3. Data-collection and awareness raising activities reveal policy gaps & the necessity to bridge them. 	<p>insufficient information</p> <p>anecdotal evidence that some employers are more open to mediation, due to debates</p> <p>Limited information. Indications of topics that were taken up by trade unions in Uganda and Kenya</p>
<p>Planned outputs:</p>	
<p>3.1 Legal requests are answered through the online legal helpdesk. In 2013 50-100 questions in each of the countries; in 2014 50-200 questions; and in 2015 100-200 questions.</p>	<p>‘Legal Help Desk’ exists on all websites. Online queries via that portal and the ‘write-to us’ portal in 2013 were: Ghana 51, Kenya 100, Rwanda 11, Tanzania 50, Uganda 14. Hence Kenya met 2013 target and seems (with Tanzania) on course to meet 2014 target.</p>
<p>3.2 Compliance forms are created, distributed, collected and analysed. In 2013 200-1000 forms are collected in each of the countries; in 2014 500-1500 forms; and in 2015 1000-2000 forms.</p>	<p>Compliance forms created and limited to min wage working hours compliance. Intake forms: Tanzania 100 offline, 4 online; Kenya 53 online and 118 offline; Ghana 3 online; Rwanda: 67 offline. Results below target</p>
<p>3.3 In 2014 at least one pilot mediation session is organized in each country. In 2015 four mediation sessions are organized in each country.</p>	<p>Mediation sessions have differed, ranging from conflict resolution during debates, mediation of individual cases after debates, trade union work initiated by complaints during debates. In each country, at least one session could be found for 2014, if using the broad definition.</p>

Annex E Overview of Debates Per Country

Debates Ghana					
date	lead org	place	sector/priority group	participants	Decent Work Check (DWC) relevance
24/06/2014	GFL	Akosombo, Eastern Region	manufac.	?	"Highly effective. It was able to expose both management and workers to the flaws in implementing health and safety rules at the work place."
10/12/2013	GFL	Kumasi	media	10	
06/12/2013	GFL	Tema	manufac.	13	It served as a useful guide to the debate. The first half of the meeting was devoted to explaining the questionnaire to participants in the local language and debate issues were picked thereof.
05/12/2013	GFL	Tema	manufac.	13	
14/11/2013	GFL	Adeiso (Eastern)	agricultural	17	there being no CBA, WI the Wageindicator Checklist became a useful benchmark
15/11/2013	GFL	Adeiso (Eastern)	agricultural	10	
03/10/2013	GFL	Dovlo (Eastern)	agricultural	15	
04/10/2013	GFL	Dovlo (Eastern)	agricultural	12	
19/09/2013	GFL	Accra	education	12	DWC set the tone for fruitful debate at the forum.
20/09/2013	GFL	Accra	education	10	
13/07/2013	TUC	Accra	telecom	21	DWC was very useful as it exposed participants to a wide range of issues concerning workers in general.
05/07/2013	TUC	Accra	media	25	DWC was very useful as it exposed participants to a wide range of issues
10/04/2013	GFL	Tema	manufac.	23	DWC proved very useful. It aided the true assessment of the real situation at the workplace in the wake of the rampant accidents that occurred in past.
08/04/2013	GFL	Tema	informal	26	DWC not used directly; minimum wage and labour laws were completely irrelevant to them.
20/03/2013	GFL	Tema	informal	25	DWC served as a guide; Participants were generally unable to work through the checklist so we did not use the document.
14/03/2013	GFL	Tema	education	23	DWC sheets used; all encouraged to check websites

11/03/2013	GFL	Gomoa Akraman	agricultural	22	DWC used; participants filled sheets; knowledge of labour law is low
20/12/2012	TUC	Accra	hotel	13	DWC served as an easy guide for both participants and moderators to identify their areas of concern.
08/12/2012	TUC	Accra	oil & gas	15	GWC not mentioned
23/11/2012	TUC	Accra	domestics	15	GWC not used directly, but as guide for moderators
02/11/2012	TUC	Tema	oil & gas	15	DWC served as a guide; Participants were not well informed about the labour law and the minimum wage
25/10/2012	GEA-TUC	Accra	employers	13	DWC served as a guide
12/10/2012	TUC	Accra	general	24	DWC was useful; participants filled in form
11/10/2012	TUC	Accra	informal	17	DWC not used.
10/10/2012	TUC	Accra	informal	17	DWC not used.
28/09/2012	TUC	Accra	students	23	DWC was useful; participants filled in form
11/09/2012	TUC	Accra	general	26	DWC was useful; participants filled in form
				455	

Debates Kenya					
date	lead org	place	sector/priority group	Participants	Decent Work Check (DWC) relevance
05/09/2014	COTU	Nairobi	Energy and electrical Sector	30	DWC "was effective"
16/05/2014	COTU	Eldoret	general	50	"We did not use it [DWC] because we had already developed our own path guide to be used by the moderator during the debate."
12/07/2013	COTU	Nairobi	Building, Timber and Construction Sector	28	DWC "was effective"; Knowledge about Labour Laws: Minimum
21/06/2013	COTU	Mombasa	general	21	DWC "was effective"; Knowledge about Labour Laws was average
08/11/2012	COTU	Nairobi	Post & Communication	22	DWC "was effective"; Knowledge about Labour Laws was average
31/10/2012	COTU	Nairobi	Commercial	22	DWC "was effective"; Knowledge about Labour Laws & minimum wage was good
12/10/2012	COTU	Nairobi	Banking and Insurance	21	DWC "was effective"; Knowledge about Labour Laws & minimum wage was good
09/10/2012	COTU	Nairobi	services	21	DWC "was effective"; Knowledge about Labour Laws: "Had the idea though not very conversant"
28/09/2012	COTU	Naivasha	agricultural	22	DWC "was effective"; Knowledge about Labour Laws & minimum wage was "very low"
06/09/2012	COTU	Kisumu	agricultural	25	DWC "was effective"; Knowledge about Labour Laws & minimum wage was "fairly ok"
07/08/2012	COTU	Kisumu	general	27	DWC "was effective"; "most participants were not aware of what is contained in the labour laws";
17/07/2012	COTU	Nairobi	printing; informal	19	DWC "was used"
13/07/2012	COTU	Kitengela	textile	17	DWC "was used"
				325	

Debates Rwanda					
date	lead org	place	sector/priority group	participants	Decent Work Check (DWC) relevance
06/06/2014	CESTRAR	Mata	agricultural	31	oui -" a provoqué une vive réaction"
25/04/2014	CESTRAR	Kigali	education	18	oui -mas "La précision dans leurs interventions ...témoignent leurs connaissances en la matière. "
24/04/2014	CESTRAR	Kabuye	agricultural	25	non "checklist du travail décent n'a pas servi a grand-chose parce que la majorité des participants maitrisent bien la loi du travail grâce au syndicat actif"
16/04/2014	CESTRAR	Kigali	construction	18	oui "Visiblement les participants ne connaissaient pas grand-chose en rapport avec le salaire minimum et la législation du travail"
23/12/2013	CESTRAR	Karongi	general	20	oui
14/12/2013	CESTRAR	Musanze	general	20	oui
23/11/2013	CESTRAR	Mulindi-Byumba (Gicumbi)	general	21	"La majorité des participants étant intellectuel, la lecture des questions du travail décent a aidé les participants à donner les commentaires sur les lacunes de la loi"; "Check du Travail décent comme principal support du débat"
30/10/2013	CESTRAR	Rwamagana	general	20	oui - "a aide les participants a avoir une prise de conscience du travail décent"
15/08/2013	CESTRAR	Rubavu	general	20	na
01/07/2013	CESTRAR	Muhanga	general	20	na
15/06/2013	CESTRAR	Huye	general	20	na
01/05/2013	CESTRAR	Kigali	general	20	na
15/12/2012	CESTRAR	Kigali	general		na
				253	

Debates Tanzania					
date	lead org	place	sector/priority group	Participants	Decent Work Check (DWC) relevance
24/07/14	TUCTA	Kibaha	women	28	no
03/07/14	TUCTA	Dar es Salaam	women		no
30/11/13	ATE-TUCTA	Dar es Salaam	Trade unionists	33	
06/11/13	ATE-TUCTA	Mbeya	general	30	Yes, the DWC was used & was effective
30/10/13	ATE-TUCTA	Mwanza	general	32	Yes, the DWC was used & was effective
23/10/13	ATE-TUCTA	Dodoma	education	32	Yes, the DWC was used & was effective
12/12/2012	TUCTA	Dar es Salaam	finance	21	Yes, the DWC was used & was effective; knowledge on Minimum wages and labour laws was fairly good"
06/10/2012	ATE-TUCTA	Morogoro-Kilombero	agricultural	22	
07/09/2012	TUCTA	Dar es Salaam	hotels	18	Yes
27/07/12	TUCTA	Dar es Salaam	informals	24	"No, The Decent Work checklist was not used. Since the debate was with informal sector it was seen irrelevant..."Contrary to our expectations, the actors in the informal sector proved to be well knowledgeable on issues such as Social Security, registration machinery such as BRELA ...
22/06/12	TUCTA	Dar es Salaam	public sector	25	Yes, the DWC was used & was effective
02/06/12	TUCTA	Dar es Salaam	security guards	16	Yes, the DWC was used & was effective
				253	

Debates Uganda						
date	lead org	place	sector/priority group	firm	Partici-pants	Decent Work Check (DWC) relevance
07/05/14	NOTU	Kampala	transport	Uganda Railways	30	DWC apparently not used; unique focus was Occupational Hazards in Railways Industry
25/04/14	NOTU	Kampala	hotels	"some of the five star hotels and other Hotels"	30	DWC apparently not used; unique focus was Occupational Hazards & Health
13/03/14	FUE	Fort Portal	general	"employers, workers, government, civil society and community leaders"	23	DWC distributed and the participants filled it in. Then DWC was used as a basis for identifying the three major issues that were discussed, that is, work and wages, occupational safety and health, and employment security. It was therefore very informative for the participants.
06/02/14	NOTU	Kampala	general			DWC not used; theme: sexual harassment at work.
31/10/13	FUE	Lira	general	"Education, Hotel, NGO, Commerce and trade"	25	DWC distributed and the participants filled it in. The contents of the decent work check was also discussed.
22/10/13	FUE	Mbale	general	"Education, research, media, NGO, commerce, industry and trade"	15	DWC distributed and the participants filled it in. The contents of the decent work check was also discussed.
15/10/13	FUE	Kasese	general	"Commerce, trade, industry, Media & NGO"	18	
27/06/13	NOTU	Kampala	domestic workers		26	
26/06/13	NOTU	Kampala	hospitals	Mulago Hospital	31	DWC was effective, it guided the debate discussions; No Knowledge about Labour Laws
18/06/13	FUE	Jinja	education		25	DWC Distributed and filled by the participants then it was followed by discussions; level of understanding of the participants was easily verified as well as their working conditions. Participants had a fairly good understanding of the minimum wage and the law in general
04/12/12	NOTU	Kakira	agricultural	Kakira Sugar Works	24	
19/11/12	FUE- NOTU	Iganga	general	"Commerce, industry and trade"	30	
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