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## Evaluation Directorate



*May 2008*

# Formative Evaluation of the International Trade and Labour Program

*Final Report*  
**May 2008**



# *Formative Evaluation of the International Trade and Labour Program*

**Final Report**

*For :*  
*Evaluation Directorate*  
*Human Resources and Social Development Canada*

*May 2008*

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# *List of Acronyms*

ACILA	Advisory Committee on International Labour Affairs
CIDA	Canadian International Development Agency
CRIMT	Centre de recherche interuniversitaire sur la mondialisation et le travail
CSGC	Common System for Grants and Contributions
DFAIT	Department of Foreign Affairs and International Trade
HRSDC	Human Resources and Social Development Canada
IACML	Secretariat of the Inter-American Conference of Ministers of Labour
IILAD	International and Intergovernmental Labour Affairs Directorate
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour of the ILO
ITLP	International Trade and Labour Program
LCA	Labour Cooperation Agreement
OECD	Organization for Economic Cooperation and Development
NAALC	North American Agreement for Labour Cooperation
RIAL	Inter-American Network for Labor Administration (its Spanish acronym: Red Interamericana para la Administración Laboral)
RMAF	Results-based Management and Accountability Framework
SCLC	Secretariat of the Commission for Labour Cooperation
TB	Treasury Board



# *Executive Summary*

## **Introduction**

This report presents the results of the formative evaluation of the International Trade and Labour Program (ITLP). The ITLP is designed to help the Government of Canada meet its commitment to address the labour dimensions of international trade and economic integration.

The ITLP comprises three streams of funding for a total of 2.2M\$ annually.

### ***Stream 1: Grants for Technical Assistance and Foreign-Based Cooperative Activities***

Under this stream, Canada enters into grant agreements to strengthen capacity for effective labour administration in Canada's current and future international trading partners.

### ***Stream 2: Grants for International Labour Institutions in which Canada Participates***

Under this grant stream, Canada primarily meets its international obligation to fund the Secretariat of the Commission for Labour Cooperation (SCLC), established under the North American Agreement for Labour Cooperation (NAALC) by Canada, the United States, and Mexico.

### ***Stream 3: Contributions for Consultation and Partnership-Building and Canadian-Based Cooperative Activities***

Under this stream, Canada enters into contribution agreements to foster trade-related social dialogue among and with interested social partners. Canada's non-discretionary financial obligations towards social partners, incurred by virtue of Canada's membership in the International Labour Organization (ILO), were also folded into the design of the ITLP.

## **Evaluation Objectives**

The data collection for the formative evaluation was conducted between December 2006 and March 2007. The evaluation addressed three main issues: 1) program design and delivery; 2) achievement of early results; and 3) readiness for a summative evaluation. The four specific objectives of the evaluation were to:

- Identify areas for improvement and provide an early indication of corrective actions required to ensure the objectives of the ITLP are met, focusing on design and delivery;
- Assess the logic model and related performance indicators, data sources and data collection methods planned for the program;
- Assess the availability, reliability and validity of the data needed to monitor and evaluate the program (summative evaluation), and identify gaps; and

- Assess the extent to which early outcomes of the program have been achieved or are being achieved as expected (Streams 1, 2, and 3).

## Methodology

Three data collection methods were used to conduct the evaluation: a document, file and administrative data review; interviews with key informants; and case studies.

The program document, file and administrative data review focused on the context of the ITLP, its design and the processes used in program implementation.

The key informant interviews provided qualitative information on all evaluation issues. In total, eighteen (18) interviews were conducted with four (4) different groups of key informants: ITLP staff, representatives of funded organizations, non-funded applicants, and stakeholders.

Eight (8) case studies were conducted involving four (4) projects from Stream 1, and two (2) from each of Stream 2 and 3. The cases chosen were intended to represent the breadth and depth of ITLP project activities. The case studies included interviews with key project or organization staff, and a document review where 256 documents were examined.

## Key Findings for Program Design

In general, the Program is well designed and delivered. The evaluation has identified three issues concerning the program design.

***The program requires more accountability from grant recipients than intended at program inception per its Streams 1 and 2 Terms and Conditions.*** The program has three different sets of Terms and Conditions, one for each stream. The terms and conditions outline the accountability required for each project, depending on whether it falls under a grant or contribution stream. Although some flexibility is provided in the application of grant agreements, departments can generally make fewer demands for financial, statistical and progress reporting from grant recipients than from contribution recipients. It seems that ITLP grant agreements are treated as if they are contributions by requiring some degree of monitoring and evaluation. The actual non differentiation can be construed as a laudable effort by the Program to manage the risk associated with funding organizations with which the Program is not familiar and that are located abroad. However, it tends to cause dissatisfaction among funding recipients, as revealed through the key informant interviews, and places an unnecessary administrative workload on ITLP staff.

***Using contributions agreements to reimburse non-discretionary program expenses appears to be an ineffective way of meeting these obligations.*** These non-discretionary expenses are made mandatory by Canada's membership in the ILO. They consist of reimbursing travel expenses of labour and employer representatives to the annual ILO conference. Given that there is an obligation for ITLP to reimburse these expenses, the use of contributions makes the administrative process more complex than it needs to be and imposes an irrelevant reporting burden on beneficiaries. It was reported that the previous mechanism (expenses being reimbursed on presentation of receipts at rates in accordance

with the rates for public servants set out in the Travel Directive of the Treasury Board), used for many years before the creation of ITLP, was working well.

***Funded projects will contribute to the achievement of the ITLP goals but the overall contribution to higher level outcomes is expected to be low and difficult to measure due to the modest amounts of funding per stream.*** The adequacy of funding for Stream 1 projects to enable ITLP to reach its ambitious outcomes is difficult to ascertain. The evaluation did not find a solid rationale to justify the modest funding level of that stream in relation to the existing labour affair needs in the Americas. The high number of applications received can be used as evidence of the high level of need related to labour affairs. Project proponents also tailor their projects to available funds and may propose smaller projects with limited objectives, thus limiting the scope of potential impacts. The level of program funding for Stream 2 and 3 seems sufficient to allow it to reach its current expected outcomes.

### **Key Findings for Program Delivery**

***The organizational structure is adequate to support the goals and objectives of the Program.*** A high involvement of staff with project proponents was noted, and the latter expressed their satisfaction with their contact with staff. For its operations, the Program uses a manual system in lieu of the Common System for Grants and Contributions (CSGC). Staff reported that they deem it satisfactory for day-to-day management of the Program given the small number of files per year. It should also be noted that program representatives reported that they had been exempted from using the CSGC because its features cannot accommodate the international nature of the funded projects (e.g., international telephone numbers cannot be entered).

***The amount of work involved in assessing applications is high and impacts the staff's ability to sustain other activities of the International and Intergovernmental Labour Affairs Directorate.*** The implementation of the stringent project selection process developed for ITLP resulted in the putting on hold of other on-going tasks executed by the staff during the selection period, who are, among other things, responsible for negotiating and managing labour cooperation agreements which accompany Canada's free trade agreements. The ability of the Directorate to support its goals and objectives would be vulnerable to an increased workload linked with the signature of new Labour Cooperation Agreements arising due to Canada's expanding trade agenda.

***The current strategy for promoting the Program and soliciting applications is successful.*** The right groups have been targeted for promotional efforts and ITLP staff personally invited some organizations to submit an application in their grant or contribution streams. Levels of satisfaction with the promotional efforts vary from high to low depending if applicants were funded or not. Stakeholders noted that ITLP staff should share more information on the ITLP, their plans, priorities and various funded projects.

***The application and selection process is in general satisfactory although it may not have been understood by all.*** The evaluation found that some organizations were guided by ITLP staff in the preparation of their proposals in two streams of funding. Non-funded applicants did report a low degree of satisfaction with the project application/selection process. They expressed their dissatisfaction with the amount and type of information they were able to find about the Program. Non-funded applicants were also the most likely to question the fairness of the selection process. It was suggested that rejection letters include feedback about why a project was not selected.

Selection criteria are aligned with the program objectives but concerns about their alignment with the fiscal reality of the program are raised. First, one selection criterion is the desire to stretch the available funds of Stream 1 over several small projects. This fact should be stressed more in the promotional information made available to target groups. Full awareness of funding limits, provided before an organization undertakes the preparation of a project proposal, may be critical to motivate potential applicants to make realistic requests. It should also be noted that using this selection criterion to make a final selection among worthy applications could lead to a situation where the best projects are not selected.

Second, while not duplicating existing work per se, ITLP may fund projects (specifically under Stream 1) in areas that are already well-funded at the international level. In light of very limited budgets, it may be asked whether ITLP should fund projects in areas where other international actors are already funding programs and policies that may be capable of satisfactorily achieving Canada's trade and labour related goals.

***The project selection process is deemed to be effective although concerns about its efficiency are raised.*** The evaluation has identified several aspects of the process that contribute to its effectiveness, including internal peer reviews of application assessments and final project selection by a committee. The selection process is also standardized and appropriately differentiated between each stream. On the other hand, the standardization related to the selection process and content of contribution agreements for both Stream 3 discretionary and non-discretionary projects could lead to the latter being too cumbersome and therefore, counter-productive. The selection process was found to be very labour intensive and has had a negative impact on the operations of the directorate during the first wave of funding.

## **Key Findings for Success**

***The early success of the Program was difficult to assess as most projects were at a very early stage of implementation when the evaluation was conducted.*** For that reason, projects had not yet produced many results. The lack of quantitative data related to project results makes it impossible to draw firm conclusions. Nevertheless, interviewees were optimistic that Stream 1 projects will be successful. They have produced some tangible accomplishments to date, such as the establishment of an organizational health and safety policy in a partner country.

For Stream 2, interviewees were optimistic that the mandates of the funded organizations will be fulfilled. The SCLC linked with the NAALC had to downsize its work plans as it was not achieving them to its satisfaction. However, this should not be construed as a deficiency since the role of ITLP is to transfer the non-discretionary funds related to a treaty obligation. Other mechanisms are in place so the Secretariat can report on its results to Canada, Mexico and the United States.

In general, evidence is scant and inconclusive for all Stream 3 projects. Greater evidence of early success might have been found if the various projects had had the opportunity to fill progress reports with the ITLP containing more than financial information before the data was collected for this evaluation. Some early results have nonetheless been achieved by the Advisory Committee on International Labour Affairs (ACILA) related employer caucus and academics. Recommendations about international labour affairs coming from these activities could be shared if more frequent ACILA meetings were held.

### **Key Findings for Summative Evaluation Readiness**

*ITLP is not ready for a summative evaluation, in part because the performance measurement framework that was planned as per the RMAF has not been implemented and relevant performance data is not being collected.* As a result, the data necessary to assess the on-going performance of the Program is not available. If collected regularly, this data could also serve for the summative evaluation. In addition, there is no comprehensive process or tool for collecting and reporting information on Program results and outcomes. Nevertheless, there is a very high optimism among Program staff about their future availability.

*Results of ITLP funded projects and activities should be available and be able to inform on the achievement of immediate outcomes, which directly flow from these projects and activities. However, it is unknown how these results or what other information will be used to measure mid- to long-term outcomes.* ITLP requires grant and contribution funding recipients to account for their results through the signed agreements. Stream 3 funding recipients have not set aside resources to report on results although they understand the accountability requirements imposed on them. Stream 1 and 2 funding recipients are permitted to choose mechanisms and data collection systems that appear suitable to them, some of which reflect results-based approaches that are similar to the Canadian practice, while others are activity-driven, without a focus on results.

The evaluation has found that some data is collected by the Program one project at a time. As a result, most data needed for the measurement of immediate program outcomes should be available for the summative evaluation from beneficiaries of grant and contribution agreements. However, the availability of data needed to measure mid- to long- term outcomes linked with the two grant streams (Stream 1 and 2) is unknown. These two streams represent 86% of the Program's budget.

## **Recommendations**

### **Recommendation 1**

The use of Grants versus Contribution Agreements should be revisited and assessed in light of the different nature and level of risk of the funded projects/activities, with the objective of ensuring administrative efficiency and ITLP's ability to report on results.

### **Recommendation 2**

ITLP should 1) revisit the performance measurement framework that was presented in the RMAF and update it as necessary, and 2) use an electronic performance measurement system that will allow them to collect, store, analyze and easily retrieve performance information on the funded projects.

### **Recommendation 3**

ITLP should work with the Evaluation Directorate to revisit the logic model and evaluation framework to ensure that expected outcomes are realistic and measurable given the specific context of the Program (e.g., funding instruments used, work in the international arena).

### **Recommendation 4**

ITLP should ensure that guidance is provided systematically to all project proponents during the application process and consider the development of an Application Manual. The selection process is time consuming and should be reviewed with the aim of increasing its efficiency.

# *Management Response*

## **Overview**

Management supports most key findings and conclusions of this formative evaluation report, which has highlighted the generally good design and delivery of the International Trade and Labour Program (ITLP) while making suggestions for improvement that the ITLP, as a new program, can incorporate to its benefit. The report also indicates that, despite a funding level that is significantly outstripped by applicant demand, the ITLP is demonstrating some early but tangible accomplishments, and that both staff and beneficiaries have high expectations for successful project outcomes.

## **Recommendations**

Management's response to the specific recommendations made in the report is as follows:

1. The use of Grants versus Contribution Agreements should be revisited and assessed in light of the different nature and level of risk of the funded projects/activities, with the objective of ensuring administrative efficiency and ITLP's ability to report on results.
  - a. ITLP administrators have already addressed this concern with respect to one particular finding, namely, that Contribution Agreements are not the appropriate vehicle to meet Canada's International Labour Organization (ILO) membership obligation to reimburse the expenses of worker and employer representatives to attend the ILO's annual International Labour Conference. Following discussions with Departmental financial officers, reimbursement of these non-discretionary expenses, paid using operational funding, is done through Memoranda of Understanding (MOU) with the Canadian Employers Council and the Canadian Labour Congress, following detailed budget guidelines. The MOU provides for reimbursement for transportation and other costs related to participation in the annual conference of the International Labour Organization.
  - b. As suggested, ITLP administrators will also review current accountability practices vis-à-vis ITLP Grant Agreements, which require recipients to participate in some monitoring and evaluation. However, it is important that ITLP apply due diligence in ensuring that Government of Canada standards are met with regards to the management of transfer payments/taxpayer dollars. Some ITLP grant recipients are foreign-based organizations with little to no experience in working with Canadian donors, and building their capacity in this regard may reasonably require some accountability measures beyond those normally instituted for grants, such as limited financial, statistical or progress reporting. Should this be the case, Management will ensure that:

- i. any accountability practices retained will continue to be less than those required under Contribution Agreements;
  - ii. the practices will be consistent with the Treasury Board's Policy on Transfer Payments (which, as this evaluation report recognizes, does not preclude programs from including appropriate accountability requirements in Grant Agreements); and
  - iii. as suggested in this report, they will be clearly outlined in the relevant ITLP Terms and Conditions, which will be modified to this end.
2. ITLP should 1) revisit the performance measurement framework that was presented in the RMAF and update it as necessary, and 2) implement an electronic performance measurement system that will allow them to collect, store, analyze and easily retrieve performance information on funded projects.
  - a. Management agrees with this recommendation and ITLP administrators will undertake to meet it in cooperation with the HRSDC Evaluation Directorate or others as appropriate by June 30, 2008. Addressing this issue will include exploring ways to systematically collect performance management data. Administrators will consult with Service Canada to determine whether it would be cost-effective to purchase commercial software, supported by the Department, to capture ITLP project information electronically.
3. ITLP should work with the Evaluation Directorate to revisit the logic model and evaluation framework to ensure that expected outcomes are realistic and measurable given the specific context of the Program (e.g., funding instruments used, work in the international arena).
  - a. Management agrees with this recommendation and ITLP administrators will undertake to meet it by June 30, 2008.
4. ITLP should ensure that guidance is provided systematically to all project proponents during the application process and consider the development of an Application Manual. The selection process is time consuming and should be reviewed with the aim of increasing its efficiency.
  - a. ITLP administrators have no way of knowing what organizations may be applying for a grant/contribution, meaning guidance through the application process specifically can be given only to those who contact ITLP with requests. However, Management agrees with this recommendation in principle and ITLP administrators will undertake to meet it, including by examining streamlining the selection process where feasible and by enriching the existing Application Guidelines to create an Application Manual, as suggested elsewhere in this report.

## **Other Findings**

### **Program Design Issues**

The evaluation report questions whether the \$900,000 available yearly under Stream 1 (Grants for Technical Assistance and Foreign-Based Cooperative Activities) is sufficient to meet applicant need in the Americas, where the work of the Stream has been directed to date. Management agrees that Canada's expanding trade and labour agendas strain this very modest amount. For example, the presence of a labour cooperation agreement, while not a prerequisite, is a priority factor in the awarding of Stream 1 grants, and from the time that the ITLP was initially rolled out in 2004 to the date of its anticipated renewal in 2009, Canada will likely have quadrupled the number of countries in the Americas with which it has such agreements. Further, it will have expanded beyond the Americas to trade partners in Asia and elsewhere. To help alleviate the funding pressure under Stream 1, the Labour Branch is complementing and bolstering the work of ITLP by other means where possible, including by working in partnership with the Canadian International Development Agency (CIDA) on labour capacity-building projects in labour cooperation partner-countries. As these solutions are not ongoing and do not address the finding of a possible deficiency in the ITLP per se, Management will also consider whether to request additional new funding for Stream 1 when applying for ITLP's renewal in 2009.

### **Program Delivery Issues**

The report states that in some cases, ITLP administrators personally invited some organizations to submit grant/contribution applications. In fact, administrators made a call for proposals by announcing the establishment of the ITLP and inviting any and all interested and eligible parties to apply. This call for proposals was posted on the ITLP web pages and circulated in bulletin form to target applicant populations as defined in ITLP's Terms and Conditions, including Canadian employer and worker organizations; Canadian academics/university faculties having an industrial relations, labour law, or related focus; and Canadian and foreign-based non-governmental organizations working in the labour sphere. The bulletin was also distributed to foreign governments' Labour Ministries and Canadian Embassies/CIDA offices throughout the Americas with an invitation to those bodies to circulate it freely to potential eligible applicants. Where take-up was low (Stream 3) or where the number of eligible applicants was very limited (Stream 2), program officials did invite applications, as necessary, in order to fully disburse existing funds under all streams which permitted the Labour Program to meet its objective of increased Social Dialogue with key partners and stakeholders regarding International Labour Affairs in the context of globalization as outlined in the terms and conditions for ITLP.

With respect to on-going promotion of the ITLP and to respond to this report's finding that some stakeholders would like to have more information on, and better understand, the ITLP, administrators will make better use of the ITLP web-pages. In particular, the pages will be revised following "plain language" and other user-friendly principles, and will be updated more regularly. Information provided to applicants will include a clear explanation of the funding limits prescribed in each ITLP stream.

The report advises use of “aid-effective programming” in developing ITLP selection criteria, to ensure that funds for foreign-based projects are not spent on themes or activity areas already well-funded by other international actors. Although the work of the ITLP does not constitute official development aid (ODA) as formally defined, Management agrees with the principle behind the suggestion. Donor coordination is an important consideration for ITLP administrators: ITLP funding is carefully targeted to ensure that ITLP does not replicate existing projects. Rather, it complements the programming of other donors, such as the United States’ programming in Central America. Through needs-assessment missions, participation in donors’ meetings, and ongoing involvement in the Organization of American States and the International Labour Organization, ITLP administrators have acquired a strong sense of where other international donors are active in labour capacity-building. In addition, for each Stream 1 grant application proposing an activity in the Americas, ITLP administrators consult with experts on the ground (the Labour Ministry and, where one exists, the CIDA office in the country in question) as to whether the project fits current country priorities and whether it would duplicate the activities of other donors working in the region. This also helps ensure that funded projects specifically reflect ITLP priorities and those of its stakeholders with respect to Canada’s trade and labour related goals.

### **Early Success Issues**

The report notes evidence of early success in Stream 3 (Contributions for Consultation and Partnership-Building and Canadian-Based Cooperative Activities) with respect to the funded activities of the Minister of Labour’s Advisory Council on International Labour Affairs (ACILA), but notes that one key informant opinion was that this body should meet more frequently to share its recommendations on international labour matters. The high level of representation on the ACILA, which comprises Canadian employer and worker representatives, has made it difficult to convene frequently. However, consultations held in 2007 with ACILA stakeholders have identified means of facilitating the meeting process. Meetings will now be scheduled twice yearly, which should help address the above suggestion.

### **Readiness for the Summative Evaluation**

Management acknowledges this report’s finding that the ITLP is not currently ready for a summative evaluation for two main reasons: the results of its funded activities are not yet known, and the performance measurement framework for assessing these results needs to be revised/updated. On the first concern, Management can confirm that project progress reports indicate that planned outcomes are being met and that there are demonstrable results stemming from the funded projects. ITLP is a new program, with many of its projects only shortly underway at the time of the formative evaluation data collection; by the summative evaluation date, a range of projects will have concluded, and their results will be available for use as evaluation data. On the second concern, Management has, as outlined above, committed to update its performance measure framework and related data collection/storage mechanism, and will make this a priority activity. By these means, Management will ensure that the ITLP is fully prepared for its summative evaluation, as well as for its anticipated subsequent application for renewal.

# ***1. Introduction***

This report presents the results of the formative evaluation of the International Trade and Labour Program (ITLP), of Human Resources and Social Development Canada (HRSDC). The report is divided into four (4) sections. First, the Context section presents (1) the program context and (2) the evaluation context. The following section (Section 4) presents the evaluation methodology, including a discussion on limitations. The next section (Section 5) presents the evaluation findings organized by evaluation issues and questions. Finally, key conclusions and recommendations are found in sections 6 and 7.

## **1.1 Context**

The program context provides information on program background, objectives, design and resources, governance and logic. The evaluation context provides information on the evaluation strategy, purpose, issues and objectives.

## **1.2 Program Context**

### ***1.2.1 Program Background and Objectives***

The ITLP is designed to help the Government of Canada meet its commitment to address the labour dimensions of international trade and economic integration. This commitment focuses on promoting good governance and the rule of law, respect for international labour standards, and a more equitable distribution of the benefits of globalization, and on participating in international efforts to improve respect for labour rights. Activities eligible for ITLP funding generally share one or more of these goals.

### ***1.2.2 Program Design***

The objectives listed above are achieved by providing funding to different target groups. The ITLP comprises three streams of funding.

#### ***Stream 1: Grants for Technical Assistance and Foreign-Based Cooperative Activities***

Under this stream, Canada enters into grant agreements to strengthen capacity for effective labour administration in Canada's current and future international trading partners.

#### ***Stream 2: Grants for International Labour Institutions in which Canada Participates***

Under this stream, Canada primarily meets its international obligations to fund the Secretariat of the Commission for Labour Cooperation (SCLC), established under the North American Agreement for Labour Cooperation (NAALC) by Canada, the United States, and Mexico.

### ***Stream 3: Contributions for Consultation and Partnership-Building and Canadian-Based Cooperative Activities***

At the domestic level and with a view to strengthening capacity in Canada itself, the ITLP fosters the trade-related social dialogue among and with the interested social partners, such as employer and worker associations, as well as with the relevant academic community. With these, Canada enters into contribution agreements under the ITLP. Canada's non-discretionary financial obligations towards its social partners, incurred by virtue of Canada's membership in the International Labour Organization (ILO), were also folded into the ITLP in the form of contributions.

### ***1.2.3 Program theory and logic model***

The narrative summary that follows articulates the program theory and the logical relationship between program activities, outputs and outcomes.

#### **Activities**

In pursuing its overall strategic objective, ITLP has instituted a range of core activities in support of its overarching mission to help Canada meet its commitment:

- Develop and implement the program;
- Promote the program; and
- Receive, assess and select applications.

#### **Outputs**

The outputs are the products of the key activities undertaken by the Program. They are evidence that the planned activities did take place. The characteristics of each output depend on the stream to which it belongs (two grant streams and one contribution stream). The immediate quantifiable output derived from the ITLP activities outlined above is:

Grants and Contribution Agreements with:

- International and domestic organizations for technical assistance and cooperation on labour issues (Stream 1 (S1) - Grants);
- International labour institutions, including secretariats created through Labour Cooperation Agreements and organizations mandated with the administration of the labour dimension of globalisation (Stream 2 (S2) - Grants); and
- Representatives of Canadian business, labour, academic and not-for profit organizations to foster social dialogue and Canadian-based cooperative activities on labour issues and to fund the participation of labour and employer representatives to the annual International Labour Conference (Stream 3 (S3) - Contributions).

## **Immediate outcomes**

By implementing its core activities and creating its outputs, the ITLP expects to achieve the following immediate outcomes:

- Increased cooperation between international or domestic organizations dealing with labour issues, and partner countries of the American hemisphere, that builds capacity to implement sound labour practices;
- Institutional strengthening of key international institutions dealing with labour matters;
- Increased participation of Canadian labour partners (workers, employers, academics) in social dialogue about labour policy with the Government of Canada; and
- Fulfilled Canadian obligation, as a member of ILO, to fund participation of labour and employer representatives to annual International Labour Conferences.

## **Medium-term outcome**

The medium-term outcomes stem from the Program's activities and outputs and they occur after the immediate outcomes. The medium-term outcomes associated with the Program are:

- Increased knowledge in partner countries about sound labour practices (S1, S2);
- Increased quantity and/or quality of labour related infrastructure and systems in partner countries (S1, S2);
- Increased adoption by partner countries of sound labour practices respecting international labour standards (S1, S2); and
- Increased knowledge sharing between social partners and the Canadian government (S3).

## **Longer-term outcome**

Achievement of the medium-term outcomes will lead to the longer-term outcomes resulting from the ITLP:

- Increased compliance within partner countries with internationally recognized labour related obligations (S1, S2); and
- Increased input into and support for the Government's international policy agenda (S3).

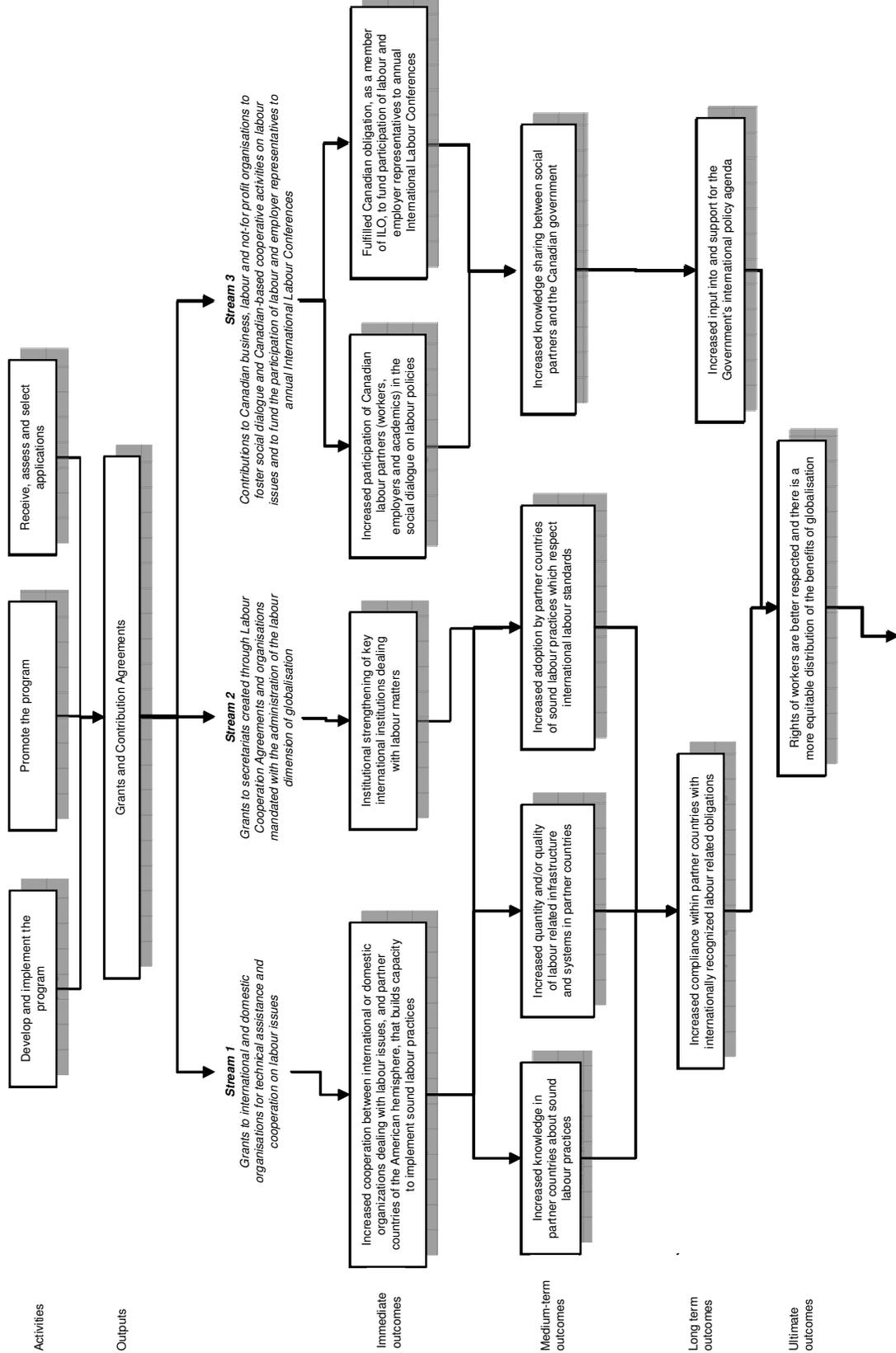
## **Ultimate outcome**

The ultimate ITLP contribution to the social and labour dimension of globalisation is:

- Rights of workers are better respected and there is a more equitable distribution of the benefits of globalisation resulting in safe, healthy, fair, stable, cooperative and productive workplaces in countries of the American hemisphere.

The ITLP logic model is illustrated on the next page.

**Figure 1**  
ITLP Logic Model



## 1.2.4 Program Resources

Annual program funding for the ITLP is in the order of \$2.2 million.

<b>Table 1</b>					
<b>ITLP Funding by Stream</b>					
<b>Stream</b>	<b>Fiscal Year</b>				
	<b>2004-2005</b>	<b>2005-2006</b>	<b>2006-2007</b>	<b>2007-2008</b>	<b>2008-2009</b>
<b>Stream 1 Grant</b>	\$900,000	\$900,000	\$900,000	\$900,000	\$900,000
<b>Stream 2<sup>1</sup> Grant</b>	\$1,000,000 (\$700,000 USD)				
<b>Stream 3<sup>2</sup> Contribution</b>	\$300,000	\$300,000	\$300,000	\$300,000	\$300,000
<b>Total</b>	<b>\$2,200,000</b>	<b>\$2,200,000</b>	<b>\$2,200,000</b>	<b>\$2,200,000</b>	<b>\$2,200,000</b>

## 1.2.5 Governance of the Program

The ITLP is integrated into the International and Intergovernmental Labour Affairs Directorate (IILAD) in the Labour Program of HRSDC. The Program is governed in an advisory environment that includes the following stakeholders:

- Officials in the Canadian International Development Agency (CIDA). Their role is to provide information to ITLP staff on interfacing ITLP Stream 1 projects with Canada's development initiatives, and in particular, about the suitability of local applicants for ITLP funding, as well as to act as an information source about ITLP in participating countries.
- Officials in Canada's Department of Foreign Affairs and International Trade (DFAIT). Their role is to provide information, when requested, to ITLP staff about international relations, with special reference to existing and emerging bilateral trade agreements, for which labour side agreements are required. DFAIT also serves as an additional information source about ITLP in participating countries, particularly if there is not a CIDA presence.
- Officials in such international organizations as the SCLC and the Secretariat of the Inter-American Conference of Ministers of Labour (IACML). Their role is to provide information to ITLP in their areas of competency.

<sup>1</sup> Stream 2 is earmarked for \$1,000,000 and allows for exchange rate fluctuations as the grant to the SCLC is made in US dollars.

<sup>2</sup> The total amount of money allocated to Stream 3 is \$300,000 divided as follows: the employer and labour caucuses of the ACILA each get \$100,000; travel costs for Canadian labour and employer representatives attending the ILO annual conference of approximately \$80,000; and the rest for academic activities. Some of the budget was reprofiled from 2006-2007 to 2007-2008.

- The Minister's Advisory Committee on International Labour Affairs (ACILA) consists of six labour and six employer organization representatives under the leadership of two co-chairs from the business and labour sectors. The members of the committee are appointed by the Minister for a two-year renewable term. The purpose of the committee is to provide advice to the Minister of Labour on federal government policies and initiatives pertaining to international labour matters.

## **1.3 The Evaluation Context**

The overall evaluation strategy proposed for the ITLP involves both a *formative* and a *summative* cycle. The overall purpose of the formative evaluation was to determine whether the program design and implementation approach is appropriate to enable the ITLP to attain its planned immediate, medium-term, long-term and ultimate outcomes, and to ascertain if program implementation is on track. The evaluation results are expected to help guide implementation toward the successful achievement of the expected results. Early success of the Program and the readiness for the summative evaluation were also assessed in the formative evaluation.

### **1.3.1 Formative Evaluation Issues and Objectives**

The formative evaluation was conducted between December 2006 and March 2007. It addressed three main issues: 1) program design and delivery; 2) achievement of early results; and 3) readiness for a summative evaluation. The four specific objectives of the evaluation were to:

- Identify areas for improvement and provide an early indication of corrective actions required to ensure the objectives of the ITLP are met, focusing on design and delivery;
- Assess the logic model and related performance indicators, data sources and data collection methods planned for the Program;
- Assess the availability, reliability and validity of the data needed to monitor and evaluate the Program (summative evaluation), and identify gaps; and
- Assess the extent to which early outcomes of the Program have been achieved or are being achieved as expected (Streams 1, 2, and 3).

The specific evaluation questions that were examined and their associated indicators and sources of information are presented in the Evaluation Matrix in Appendix A. The Evaluation Matrix provided the basis for the development of the data collection instruments.

## ***2. Evaluation Methodology***

Three data collection methods were used to conduct the evaluation: a document, file and administrative data review; interviews with key informants; and, eight (8) case studies.

### **2.1 Document, File and Administrative Data Review**

The purpose of the document, file and administrative data review was to help the evaluators understand fully the context of the ITLP, the “why” and “how” of its design, as well as the processes used in program implementation (e.g., process for solicitation and selection of program funding applicants). This document review was limited to program documents. Additional project-related documentation (256 documents) was made available later and reviewed as part of the case studies.

### **2.2 Key Informant Interviews**

The purpose of the key informant interviews was to provide qualitative information that would shed light on all evaluation issues. In total eighteen (18) interviews were conducted with key informants: seven (7) out of seven (7) representing ITLP staff, five (5) out of eleven (11)<sup>3</sup> funded organizations, three (3) out of thirteen (13) non-funded applicants, and three (3) stakeholders out of four (4) (one of the stakeholders invited to participate was not available for an interview). Informants were first asked to answer questions using structured responses and were free to offer additional comments in an open format.

### **2.3 Case Studies**

In this formative evaluation eight case studies were examined. The case studies involved four (4) projects from stream 1, and two (2) from each of Stream 2 and 3. The cases chosen were intended to represent the breadth and depth of ITLP project activities. In view of the small number and uniqueness of the funded projects in Streams 1 and 2, and in order to cover the full range of program design and delivery issues, all Stream 1 and 2 projects active in 2006-07 were studied. For Stream 3, there was a non-random selection of two (2) projects, one for each class of stakeholders in this stream. Specifically, one funded project was put forward by the Canadian Employers Council (CEC) as one of the two main representatives on the ACILA. The other project, headed by the Centre interuniversitaire de recherche sur la mondialisation et le travail (CRIMT) through McGill University, was one of several typical projects proposed by other social partners. This particular project was chosen because it was relatively larger in size and advanced in its execution in comparison to others. Projects from previous years were not selected for the case studies as they were implemented using different mechanisms than the one under study in this

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<sup>3</sup> Three more representatives of funded organizations were interviewed through the case studies.

evaluation. Detailed information about the different projects selected for the case studies are available in Appendix B.

## 2.4 Data Analysis

Since the data were predominantly qualitative, techniques such as thematic analysis were used to analyze the data. The only quantitative data were the program budget figures, and on a few occasions, indications of the actual or estimated number of attendees at events.

### Document review

Secondary data were extracted from documents and administrative files using a *coding structure*. As documents were reviewed they, or their parts, were categorized by type, important key observations and evaluation implications. Within these categories, the data were summarized and, together with primary data, were subsequently synthesized into evaluation findings.

### Key Informant Interviews

Structured response categories in the key informant interview questionnaires were built on a five point scale, with 1 being pessimistic or least satisfying or favourable and 5 being optimistic or most satisfying or favourable. The responses were summarized by evaluation question and differentiated by interviewee group, in order to identify significant variations of perception by the groups. When summarizing the structured responses, the two highest values were summed to get a sense of interviewees' overall level of satisfaction or optimism, depending on the survey question and specific scale associated with it. The lowest two were interpreted to mean dissatisfaction or pessimism. Satisfaction or optimism indicates a positive perception by the interviewees, while dissatisfaction or pessimism represents a negative view. Open responses were analysed by interviewee groups.

### Case studies

The case studies were developed using primarily secondary sources. These were complemented by case study specific interviews. If more than one interview was conducted for a given case study, all interview responses were considered, but structured responses were not quantified, as in the case of key informant interviews.

## 2.5 Addressing and Reporting Conflicting or Atypical Findings

The evaluators noted a tendency among interviewees from ITLP staff and funded organizations to select high-end structured responses (ratings of 4 and 5), while stakeholders and non-funded applicants made lower-end choices (ratings of 1 and 2). The high-end responses by ITLP staff and the funded organizations, in comparison with the other two groups, may be attributable to a more intimate knowledge of the program design and its implementation, or to stronger interest in speaking positively about the Program, or both.

Conversely, less positive responses from rejected organizations may be attributable to limited interest in speaking positively about the ITLP.

## **2.6 Limitations of the Methods Used**

The main limitation of the methodology is that one of two critical stakeholders was not available for timely participation in the interviews. Because of this, in one instance, only one stakeholder responded to specific questions concerning the issue of success and gave only three structured responses out of a potential of seven, all on the topic of the application process. The fact that the total number of interviewees is relatively small (n=18) is not deemed a serious limitation since almost all potential interviewees (n=19) were consulted, with the exception of non-funded applicants (in this case, 3 out of 13 were interviewed).



## 3. Key Findings

This section presents a summary of the evidence upon which the evaluation conclusions and recommendations are based. The material is structured by evaluation issues – design and delivery, early success and summative evaluation readiness – and their corresponding questions. Throughout this section, when possible, the information provided is attributed to one or more of the lines of evidence, since no major contradiction arose from their respective data analysis. However, the report specifies when information can only be attributed to specific groups of interviewees or case studies.

### 3.1 Program Design and Delivery [D]

Q D1: Does the Program, as designed and operated, align with the objectives set out in the RMAF and the 2006 Logic Model?

Q D3: Is the current (2006-2007) and planned (2007-2008 to 2008-2009) level of program funding adequate to achieve the outcomes (immediate, medium and long-term) specified in the Program Logic Model?

In general, the evaluation found that the ITLP is well designed and delivered. Observations collected through the document and file review and key informant interviews revealed that the implementation processes of the ITLP are consistent with the program objectives laid down in the original RMAF (2004) and the revision of some of its components<sup>4</sup> (2006). For example, a major aim of the ITLP, according to the RMAF and the Terms and Conditions for the ITLP Stream 1, is the provision of technical assistance to help ensure that countries with whom Canada has or may establish Labour Cooperation Agreements (LCAs) will be able to meet their labour commitments. The nature and content of the technical assistance provided has to be geared to the needs of the partner country/organization with respect to labour law and practices. The RMAF document also states that needs assessments should form part of input to program implementation. In the document review, at least four reports were found indicating that the ITLP has undertaken needs assessments in potential LCA countries. All lines of evidence have also indicated that program and projects objectives are consistent for all three streams.

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<sup>4</sup> The original RMAF was found to be complete but lacked satisfactory broader program-based intermediate and ultimate outcome indicators. Moreover, the document is in fact largely focused at the *project* level. The input statements of the Logic Model are a reflection of the steps being taken to implement the one or two projects identified for implementation when it was developed in 2004. The output and outcome statements (immediate, intermediate, final) are very much contingent on the projects that actually get implemented during the five-year program span. A new program logic model and related outcome indicators were created in 2006 based on the actual design and operation of the program. No work was done at that time to assess the validity of the performance measurement framework.

Different lines of evidence have pointed to three (3) program design concerns: 1) the intended differentiation versus the actual similarity in accountability requirements between grants and contribution agreements, 2) the use of contribution agreements to reimburse non-discretionary travel expenses of employer and labour representatives to the ILO annual conference, and 3) the impact of the funding level of the Program on the achievement of program outcomes by stream. The concerns introduced in this section will also be discussed in the summative evaluation readiness findings, as they relate to the issue of program accountability.

### **Accountability requirements of grant and contribution agreements**

The Terms and Conditions (Ts and Cs) for Stream 1 grants and Stream 3 contributions differ in the intended degree of accountability required for projects. Ts and Cs for Stream 3 contributions require that agreements include information on “mutually agreed upon measures designed to assess the success of the activities in attaining their objectives” whereas for Stream 1 grants, only the “reporting mechanism” would be required. However, agreements signed under Streams 1 and 3 show little differentiation in their accountability requirements. In practice, it seems that grant agreements are treated as if they were contributions by requiring some monitoring and evaluation.

In the case of Stream 2 grants, funding for the NAALC Secretariat is to be allocated and renewed simply on the basis of the presentation by the funded institution of its work plan and budget for the period covered by the funding. The same requirements would apply for future institutions similar in nature to the NAALC Secretariat. Other institutions such as that created as a result of the work of the Inter-American Conference of Ministers of Labour which would receive funding under Stream 2, would be required to submit a proposal. However, the Ts & Cs do not require that agreements be signed with any of the funding recipients. Notwithstanding the Ts and Cs, a grant agreement was signed under Stream 2 which also required some form of monitoring.

These program characteristics would appear to be at odds with both the ITLP Ts and Cs and the general definition of grants and contributions in Treasury Board’s Policy on Transfer Payments (PTP). Although some flexibility is provided in the PTP’s application, Departments can generally make fewer demands for financial, statistical and progress reporting for grants than for contributions. The policy would not preclude the program from requiring stronger accountability requirements from grant recipients, providing that these requirements were included in the Ts and Cs.

The actual non differentiation in the accountability requirements of grants and contributions can be construed as a laudable effort by the Program to manage the risk associated with funding organizations with which the Program is not familiar and that are located abroad. However, it tends to cause dissatisfaction among funding recipients, as revealed through the key informant interviews, and places an unnecessary administrative workload on ITLP staff.

## **Use of contribution agreements to reimburse non-discretionary expenses**

Two labour-related non-discretionary funding obligations are folded into Stream 2 and 3 of ITLP. They are assumed by Canada because of international treaties, its membership in international organizations, or other agreements. The first obligation is included in Stream 2 and takes the form of the annual grant given to the SCLC linked with the NAALC. This international treaty-related grant is made every year at the level of 700,000\$ US. It should be noted that tripartite negotiations between Canada, Mexico and the United States are used to set that amount. The mechanism used to transfer the funds is different than for other grants as the Secretariat simply needs to present a work plan in order to be granted them. By design, the Secretariat is not required to report on results. The second mandatory funding activity is nested in Stream 3 and takes the form of a contribution agreement used to reimburse travel expenses of labour and employer representatives to the ILO annual conference, as mandated by the ILO statutes.

The concern raised through all three lines of evidence is related to the latter design characteristics of ITLP, the use of contribution agreements to fund non-discretionary travel expenses. Recipients of these non-discretionary funds are requested to submit proposals for contributions, have them approved, and, with few if any exceptions, account for the use of the funds in a results-based management environment. This is a difficult programming characteristic of the ITLP, since the mechanism used previously (expenses being reimbursed on presentation of receipts at rates in accordance with the rates for public servants set out in the Travel Directive of the Treasury Board) appears to have functioned well before the ITLP was introduced. The new mechanism is now accompanied by a burdensome administrative process for which there does not seem to be added value, from the perspective of the funding recipients. This raises a question about the design of that portion of Stream 3 - whether a contribution agreement is the appropriate vehicle for the purpose of reimbursing travel expenses as made mandatory by Canada's membership in the ILO.

## **Program funding level**

Evidence obtained from all three lines of evidence indicates a nuanced assessment about the adequacy of the level of program funding to achieve its outcomes. Evidence gathered through open responses to the key informant interviews revealed that while staff, stakeholders and funded recipients recognized that the projects contribute to the achievement of the ITLP goals, the overall impact on higher level outcomes is expected to be modest and difficult to measure due to the modest amounts of funding. A stream by stream analysis, presented below, allows the identification of the ITLP activities that are most likely to reach their outcomes as expected. It is to be noted that the evidence collected does not allow determining how much money would be sufficient to reach the expected program outcomes per stream.

The adequacy of funding for Stream 1 projects to enable ITLP to reach its ambitious outcomes is difficult to ascertain. First, the evaluation did not find a solid rationale to justify the modest funding level of that stream. The ITLP has conducted individual country needs assessment study on labour issues but there does not seem to be a link between the identified needs in the area of labour issues in the Americas with the level of ITLP funding. It seems that the funding level for this stream was based on the availability of funds that were previously entirely earmarked for the purpose of funding the secretariat of the NAALC. The 17 to 4 ratio of number of applications received to signed agreements can be used as evidence of the high level of need related to labour affairs in the regions engaged by the Program.

Secondly, the evidence obtained in the case studies indicates that project proponents tailor their projects to the available funds and may set smaller, but still relevant, objectives that may reduce the scope of potential impacts. Individual projects may not receive enough to achieve their objectives, as reported by a project representative who explained that they need to rely on volunteer work done by researchers during their vacation time to help the project realise one of its outputs. Case studies and funded recipients interviewees also revealed that most funding recipients said they could achieve more and better results if more funds were made available to them. The funding of projects over more than one year appears to be a reasonable response to this constraint. Documentary evidence revealed that there will be no call for proposals for financial year 2007-2008 because all Stream 1 funding is committed until March 31, 2008. The two findings presented above raise the question of whether the outcomes linked with Stream 1 can be reasonably reached with the current level of funding. If not, a reassessment of expected outcomes, especially those to be achieved in the mid- to long-term, might be required.

The funding level for Stream 2 is deemed appropriate since out of the original \$2.2 million allocated for the work of the Secretariat (as per the 1994 agreement between Canada, the United States and Mexico), only \$700,000 (US) is needed today.<sup>5</sup> The Program has set aside \$1 million (CAD) for this stream to allow for fluctuations in the exchange rate. A favourable exchange rate further enables the Program to reach its immediate outcome of strengthening key international institutions in which Canada has a stake since extra money becomes available to fund other organizations.

The third ITLP stream is aimed at encouraging social dialogue on labour issues in Canada. The bulk of the money is distributed in the form of contributions to the two most representative labour and employer organizations to support the employer and labour caucuses of the ACILA and the tripartite delegation to the annual International Labour Conference. For these projects, the ITLP funding is generally the sole source of funding. Money earmarked for these organizations has not always been distributed as planned as proponents chose not to apply. This could suggest that Stream 3 funds are sufficient for its objectives of supporting social dialogue among the employer, labour and the Government of Canada on international labour issues in Canada. In 2006, the ITLP was thus able to fund more academic projects than anticipated. One such project was included in the case studies and it was revealed that the contribution of the ITLP to that one project

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<sup>5</sup> The original amount of \$2.2 million agreed to by the three countries was eventually re-negotiated to \$700,000 (US). ITLP was created to make use of the additional funds that thus became available.

has enabled it to exceed its original plan. The amount of funding therefore seems to be adequate to help the Program reach its outcomes. On the other hand, key informants have argued that the amount of funding does not cover the needs in the academic world to sustain the social dialogue on labour issues.

While two ITLP streams seem to be sufficiently funded to reach the program's outcomes, the findings of this evaluation raise the issue of the ability of the Program to reach, and measure, all its expected outcomes, especially those linked directly or indirectly to Stream 1 activities and projects.

Q D2: Does the organizational structure provide for responsible management and support for the achievement of goals and objectives?
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The Program operates with International and Intergovernmental Labour Affairs Directorate (IILAD) staff who are responsible for other directorate activities and programs besides the tasks related to the management and operation of ITLP. The documentary review did not provide clear answers about the ability of the organizational structure of the IILAD to provide for responsible management and support for the achievement of goals and objectives. However, key informant interviews revealed that the capability of the organizational structure to support achievement of these was rated high overall. Cases studies revealed the high level of involvement of staff with project proponents in all three streams to help them fine tune their proposal for grants or contributions. In return, project proponents were satisfied with the staff with whom they are in contact.

Some key informants indicated that the large workload associated with the review of proposals had an impact on their ability to sustain other activities of the Directorate during the proposal assessment period (approximately two months). Evidence collected also suggests that the adequacy of staffing levels will be directly influenced by the potential signature of new Labour Cooperation Agreements to support Canada's free trade agreements, since the responsibility for negotiating and managing these Labour Cooperation Agreements rests with IILAD. However, it should be noted that staffing efforts within the Directorate were underway during the data collection period and that it is therefore difficult to assess the adequacy of the final staff complement associated with ITLP.

Both primary and documentary evidence indicated that the Common System for Grants and Contributions (CSGC) does not adequately support the requirements of the ITLP and that it is not used by ITLP staff for that reason. In particular, it was noted that the CSGC is not set up for international grants. For example, foreign telephone numbers and postal codes cannot be entered into CSGC. Program representatives reported that they had been exempted from using the CSGC for this reason. Key informant interviews also revealed that staff find the manual system in place to be sufficient to meet their needs, given the low number of grants and contribution agreements in any given year (10 in 2006-2007).

Q D4: Is the current strategy for promoting the Program and inciting applications successful?

Q D5: Is the application process effective, standardized, clear, fair and timely?

Q D6: Are the selection criteria appropriate?

### **Program promotion**

Overall, the current Stream 1 and 3 strategy for promoting the Program and soliciting applications is successful. The evidence also suggests that the right groups have been targeted for promotional efforts.

The document and administrative file review reveals that the efforts made by the ITLP to notify potential Stream 1 and 3 funding recipients of the availability of program funds and the terms and conditions for receipt of funds (publicity on the ITLP website; communications with embassies and academic institutions; personal contacts with recipient country organizations) is extensive. Although some arrangements were made with organizations to serve as intermediaries in promoting the Program, evidence about how these organizations disseminate the information to different target groups was not widely available. One key informant stated that Canadian representatives abroad did not promote the ITLP to the extent that they could.

The level of program awareness among target groups and stakeholders was not specifically measured but representatives of the latter group noted that the ITLP staff should share more information on the ITLP, their plans, priorities and various funded projects. Case studies and key informant interviews revealed that ITLP staff personally invited some organizations to submit an application in their grant or contribution stream. The reach of promotional efforts can also be measured with the ratio of applications received to selected projects. In the case of Stream 1, ITLP has received a large number of applications and signed a grant agreement with only 23% of them. The key informant interview responses revealed that the level of satisfaction of funded organizations about the promotional efforts ranged from excellent to moderate while non-funded applicants demonstrated a low degree of satisfaction.

### **Application process**

The application and selection process is in general well rated although some suggestions for improvement were made.

The ITLP application process is two-phased: the completion of the application by organizations and the assessment of applications by staff. The evidence collected from key informant interviews of funded and non-funded applicants as well as from the case studies suggests that the application process may not be understood by all. The case studies revealed that ITLP staff supported actively a portion of Stream 1 and Stream 3 organizations in drafting their proposals. Such guidance probably allowed these organizations to develop a more satisfactory proposal. Non-funded applicants interviewed have not reported receiving such guidance but they have expressed their dissatisfaction with the amount (or lack thereof) and type of information they were able to find about the Program. A non-funded applicant suggested that an *Application Manual* be developed, which might be an enrichment to the application guidelines published on the Internet.

The usefulness of the guide would depend on the level of sophistication of international applicants and their general knowledge of the Program.

Contradictory satisfaction levels with the application process were also reported. On the one end, funded applicants gave a positive satisfaction rating while non-funded applicants reported a low degree of satisfaction with the project application/selection process. Also, non-funded applicants were the most likely to question the fairness of the selection process. It was suggested that rejection letters include feedback about why a project was not selected. This could suggest a link between the guidance received because of a lack of understanding of the application process and satisfaction levels of project proponents with the application process.

### **Selection criteria**

The documentary evidence revealed that the selection criteria are aligned with the program objectives. Key informant interviews disclosed that levels of satisfaction vary on the topic of the selection criteria. ITLP staff expressed a high level of satisfaction while funded applicants expressed a moderate level of satisfaction. The satisfaction level expressed by non-funded applicants and ITLP stakeholders was slightly higher than for the latter group.

The evidence also points to the desire to stretch the available funds of Stream 1 over several small projects as expressed in the following selection criterion:

“Projects whose funding level allows sufficient funds to remain in the grants stream to support other projects in the same year may be given priority over other projects.”

This fact should be stressed more in the promotional information made available to target groups. Full awareness of funding limits, provided before an organization undertakes the preparation of a project proposal, may be critical to motivate potential applicants to make realistic requests. Moreover, program management should consider that the use of this selection criterion to make a final selection among worthy applications could lead to a situation where the best projects are not selected. Therefore, allocating larger amounts of available funds to fewer projects should be considered if the nature of the proposed projects suggests that this may better enable ITLP to achieve its outcomes as expressed in the logic model and program documentation.

The issue of aid-effective programming as defined by the OECD sponsored Declaration of Paris<sup>6</sup> and enshrined in CIDA's aids practices is a key factor in assessing the ITLP project selection criteria. Multilateral and bilateral donors have indeed come to recognize that shrinking public funds must be expended with great care to ensure both effectiveness and efficiency. In light of the modest amount of Stream 1 funding, it may be asked whether ITLP should fund international projects in areas where other international actors are already funding programs and policies that may be capable of satisfactorily achieving Canada's trade and labour related goals. For example, it may be asked whether Canada's grant in support of

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<sup>6</sup> [http://www.oecd.org/document/18/0,2340,en\\_2649\\_3236398\\_35401554\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/18/0,2340,en_2649_3236398_35401554_1_1_1_1,00.html). The document *Paris Declaration on Aid Effectiveness, Ownership, Harmonization, Alignment, Results and Mutual Accountability* is found at <http://www.oecd.org/dataoecd/11/41/34428351.pdf>.

child labour issues, under ILO Convention 182, is sufficiently different from other ILO *International Programme on the Elimination of Child Labour* (IPEC) projects to warrant an expansion of ITLP funds. To abide by the principles of aid-effectiveness, ITLP would need to determine the relative priorities of further funding a specific labour issue. ITLP might be able to prioritize its interventions by directing its grant funding to specific areas of intervention that are critical to achieve its trade and labour-related goals, while avoiding areas that may already be effectively addressed by other donors.

### **Selection process**

The evidence indicates that the project selection process is effective. Several aspects of the process contribute to its effectiveness. ITLP does conduct a needs assessment relating to the countries and organizations that initially apply for funding. The needs assessment process involves asking officials in the receiving countries to comment on whether the applicant is credible and if they perceive a need in their country for the programming initiatives proposed by a given ITLP grant applicant. One case was found where a country proponent did not support an ITLP application because they had reservations about the technical capability of the project proponent to handle a project.

The evaluation noted that while the practice of requesting confirmation of need is appropriate, the risk exists that a foreign official might not make comments that would jeopardize access to grant funding. To address this situation, the needs assessment process could be improved if the consultation would not start with a proposal for which it might be difficult to obtain objective comments, but with a generic consultation about the status of a particular issue (e.g. child labour), and existing shortfalls in response and current plans to overcome them. Only after the potential target country had identified an issue, without awareness of a potential proposal, would a project specific consultation be initiated. This would reduce the risks that are inherent in the existing approach.

The evidence revealed that the selection process is standardized. Some of the steps included in the process are: a peer review of each proposals and the use of a committee to make the final selection. ITLP staff thoroughly review the proposals, and the order of review and action taken at each step in the process is standardized. Key informants have noted that the process is time consuming. The selection process is also differentiated between each stream, as differences in the contents of Stream 1 and 3 selection documents were noted. These differences are appropriate between these two streams as grants and contributions are different in nature. For Stream 3 contribution projects, the Program implemented a stringent selection process for both discretionary and non-discretionary projects based on the fact that it was already using the same application process. Consequently, the selection process used for reviewing applications aimed at reimbursing travel expenses ended up being too cumbersome, raising questions of efficiency.

Timeliness of the application process was not identified as an issue by funding recipients.

### 3.2 Findings about Early Success [S]

Most projects are at a very early stage of implementation and for that reason have not yet produced many results. The main line of evidence used to assess the success is the case study approach. Quantitative data were not collected in relation to the issue of ITLP success, in part because project reports had not been filed with the Program at the time of the evaluation. The lack of that type of data makes it impossible to draw firm conclusions. The data collected during the case studies could be considered if a baseline needs to be built for the summative evaluation. Specific examples are cited under the relevant evaluation question. However, the qualitative evidence collected through the case studies' key informant interviews shed light on the issues and revealed that the ITLP demonstrates some early successes. Also, all eight case studies revealed that the organizational structure in the reviewed cases is adequate, which suggests that the capacity of the funded organizations to achieve results is adequate. The fact that some projects were able to leverage funding from other organizations is evidence of an unintended benefit of the program funding activities.

Q S1: Are capacity building cooperation projects likely to succeed (Stream 1)?

Case studies of Stream 1 projects described some tangible accomplishments. For example, in El Salvador a relevant national organizational health and safety policy was established. In Nicaragua, the Dominican Republic and Belize relevant network building occurred. Key informants generally indicated a high to very high degree of optimism that their projects will be successful.

Q S2: Are key international institutions dealing with labour issues able to fulfill their mandates (Stream 2)?

Key informants interviewed as part of Stream 2 project case studies revealed a high to very high degree of optimism that the mandates of their organizations will be fulfilled. Most felt it is very early in the process to see the desired outcomes. In one (1) case study conducted, the documentary and interview evidence suggests that the project principals are optimistic about the achievement of the results reflected in their agreements with the ITLP. Some of the project principals noted that they belong to an organization that is uniquely placed to obtain the expected outcomes. Documentary evidence suggests that the SCLC related to the NAALC seems to have had to downsize its work plan as it was not achieving it to its satisfaction. No specific information explaining this situation was collected. This should not be construed as a deficiency as the role of ITLP is to transfer the non-discretionary funds related to a treaty obligation. Other mechanisms are in place for the Secretariat to report on its results to Canada, Mexico and the United States.

Q S3: To what extent has the Program's Stream 3 reached its expected immediate outcomes?

In general, evidence is scant and inconclusive for all Stream 3 projects. Greater evidence of early success might have been found if the various projects had had the opportunity to fill progress reports with the ITLP containing more than financial information before the data was collected for this evaluation. Anecdotal evidence collected reveals that the ITLP Stream 3 has already reached some early results. ACILA employer and labour caucuses are doing research and conducting consultation activities on international labour issues. These activities should produce their intended objectives. Recommendations about international labour affairs coming from these activities could be shared, according to interviewees, if more frequent ACILA meetings were held. The activities of academics, under Stream 3, also demonstrate early success, as in the case of the McGill project. The mandate in that case was to convene a conference under specified conditions, and that was achieved. The CEC's role in recruiting employer participants for the ILO convention is also a success, as it has been for many years before this activity was folded into the ITLP.

### **3.3 Findings about Readiness for the Summative Evaluation [R]**

Q R1: Does the Program currently have the processes required for performing a summative evaluation?
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As mentioned earlier, evidence collected through the document review and key informant interviews revealed that the Program is not using the CSGC as it was found to be largely incompatible with the ITLP's needs and that an enhancement of it would be required in order to be compatible. Whether that would happen depends on the availability of resources. Nevertheless, ITLP staff consider their manual system to be adequate. Files are numbered using a streamlined system. Electronic files are kept in a shared drive. Lacking at the time of the evaluation were documents reporting project results individually and a system to aggregate them. But, key informants expressed very high optimism about the availability of adequate processes to conduct the summative evaluation although these processes have not been identified.

The document review executed within case studies revealed that paper project files for each studied project were complete as much as the advancement of the projects warranted it. Key informant interviews also informed about the content of the files. Generally, they contain grant and/or contribution application forms, contribution agreements, proofs of payments, copies of electronic communication and notes of telephone conversations. Missing were the project reports as the data collection was executed too early in the life of the projects and the reporting stage had not yet been reached. Files are accessible only to team members who work on them and are kept in designated filing cabinets. The files were available for this evaluation cycle and there is no reason that this wouldn't be the case for the summative evaluation.

- Q R2: Does the Program currently have the necessary tools and processes for reporting on the achievement of outcomes and results?
- Q R3: Are organizations that receive Program funds able to measure and report attainment of planned outcomes and achievement of results to program management?

### **Performance Measurement Framework**

The evidence collected indicates that the performance measurement framework elaborated in the RMAF has not been implemented and that data is not being collected for that purpose. The consequence of this fact for the management of the Program is that the data that would be necessary to assess the on-going performance of the Program is not available. If collected regularly, this data could also serve for the summative evaluation. It should also be noted that some data is currently being collected by the program through the project reports, for example, although they are not specifically linked with the RMAF requirements. This being said, it is important to note that the performance measurement framework dates back to 2004 and has not been revisited whereas the evaluation framework has. An exact listing of the performance indicators is required sooner rather than later to enable staff to arrange for the collection of the data necessary for both performance measurement and the summative evaluation.

The review of the performance measurement framework should take into consideration the data collection limitations imposed by the CSGC in light of the specific needs of the ITLP. It should also consider the “Checklist for Managing ITLP Contributions” which contains an appendix that lists the areas for which beneficiary groups must report. These are, in effect, performance indicators. However, the list is not all-inclusive, and is somewhat different from the performance indicators that are contained in the initial RMAF.

Key ITLP informants also suggested the establishment of an integrated horizontal performance measurement approach, not only in support of the intermediate and ultimate outcome indicators of the summative evaluation, but also for project tracking during implementation. They noted that a horizontal approach would be more amenable to satisfying the performance measurement indicators they understood to exist in the ITLP evaluation framework. In the Evaluator’s opinion, few informants outside of the ITLP staff had a good knowledge of the ITLP evaluation requirements.

Finally, the review should also take into consideration the level of results information requested from projects. The ITLP requires signatories of grant agreements signed in 2006-2007 to account for their results but these requirements are usually not expected when grants are used as a funding mechanism. If the requirements included in future grant agreements change, the amount of results data available from the projects could be limited.

## **Accountability Requirements**

The evaluation has found that contribution agreements signatories understand the accountability requirements imposed on them. While the contribution agreements require funded organizations to set resources aside for collecting and reporting data, case studies revealed that no funds are specifically set aside for that purpose. This evaluation was not able to assess the quality of the project result reports as only financial reports were available at the time of the data collection.

The evaluation has found that grant funding recipients also understand the accountability requirements imposed on them. While no documentary evidence was found regarding the ability of funding recipients to measure and report on their attainment of planned outcomes and the achievement of results, key informants reported high to very high optimism about the ability of their organizations to do so. All case studies also contained evidence that the funded organizations can measure and report on results. However, the evidence collected revealed that the Program permits grant funding recipients to choose mechanisms that appear suitable to them, some of which manifest results-based approaches that are similar to the Canadian practice, while others are activity-driven, without a measurable focus on results.

Case studies interviewees mentioned that grant funding recipients have electronic or manual systems to collect information in order to report progress on a project-by-project basis. However, no documentary evidence about the nature of such systems came to the attention of the evaluators. Data collected through key informant interviews reveals that ITLP is nevertheless prepared to accept progress reports, based on the funded organizations' own systems. It can be concluded that ITLP considers such procedures as existing and as adequate. This situation does raise questions about the capacity of the Program to systematically collect data for Stream 1 projects as there is no common and/or specific performance data requirement made from funding recipients.

## **Measuring Program Impact**

Based on the evidence collected so far, it is believed that the data needed for the measurement of immediate program outcomes should be available for the summative evaluation from beneficiaries of grant and contribution agreements. It is unknown how these results or what other information will be used to measure mid- to long-term outcomes associated with the two grant streams (Stream 1 and 2). These two streams represent 86% of the Program's budget.

## ***4. Key Conclusions***

### **4.1 Key Conclusions about Program Design and Delivery [D]**

- The Program is generally implemented as designed and as per the Terms and Conditions. However, some of the results reporting requirements imposed on grant recipients do not reflect the intent of the Stream 1 and 2 Terms and Conditions.
- The use of Contributions as a funding mechanism for non-discretionary travel expenses is cumbersome for both ITLP staff and beneficiaries. Given that there is an obligation for ITLP to reimburse these expenses, the use of contributions makes the administrative process more complex than it needs to be and imposes an irrelevant reporting burden on beneficiaries.
- Some expected outcomes, especially those for Streams 1, may be too ambitious in light of the funds available to the Program.
- While program staff find the manual system put in place to manage the application and agreement files satisfactory, there is nothing in place to systematically collect data that could be used for performance measurement.
- The application and selection process is effective but may not be efficient as it stretches resources and imposes a burden on the activities of the Directorate during the period of time when applications are assessed and projects selected.
- Evaluation results indicate the application process may not be understood by all and that guidance provided during the application process could have helped some project proponents develop better proposals than they would have otherwise.
- The selection criteria are aligned with the objectives set out for all three streams and allow the selection of projects that support these objectives. However, in light of modest level of funding, a concern was raised that while not duplicating existing work per se, ITLP may fund projects (specifically under Stream 1) in areas that are already well-funded at the international level.

### **4.2 Key Conclusions about Early Success [S]**

- It is too early to assess the success of the ITLP but interviewees were optimistic about the ability of the projects to reach their objectives in all three streams. Anecdotal evidence of success was found through some of the early results of on-going projects.

### **4.3 Key Conclusions about Readiness for a Summative Evaluation [R]**

- ITLP is not ready for a summative evaluation, in part because the performance measurement framework that was planned as per the RMAF has not been implemented yet.
- Results of ITLP funded projects and activities should be available and be able to inform on the achievement of immediate outcomes, which directly flow from these projects and activities. However, it is unknown how these results or what other information will be used to measure mid- to long-term outcome.

## ***5. Recommendations***

### **Recommendation 1**

The use of Grants versus Contribution Agreements needs to be revisited and assessed in light of the different nature and level of risk of the funded projects/activities, with the objective of ensuring administrative efficiency and ITLP's ability to report on results.

### **Recommendation 2**

ITLP should 1) revisit the performance measurement framework that was presented in the RMAF and update it as necessary, and 2) use an electronic performance measurement system that will allow them to collect, store, analyze and easily retrieve performance information on the funded projects.

### **Recommendation 3**

ITLP should work with the Evaluation Directorate to revisit the logic model and evaluation framework to ensure that expected outcomes are realistic and measurable given the specific context of the Program (e.g., funding instruments used, work in the international arena).

### **Recommendation 4**

ITLP should ensure that guidance is provided systematically to all project proponents during the application process and consider the development of an Application Manual. The selection process is time consuming and should be reviewed with the aim of increasing its efficiency.



# Appendix A

The ITLP Evaluation issues and question matrix			
	Questions	Indicators	Data Collection Methods
<b>Program Design and Delivery</b>			
D1	Does the program, as designed and operated, align with the objectives set out in the RMAF (original ITLP document ) and the Logic Model	<p>Degree of consistency between the program description in the RMAF and as amplified by program description documents, the Logic Model (program theory), the program design, and the program's <i>actual</i> implementation policies, plans, and processes.</p> <p>Extent to which objectives and expected outcomes are clear and realistic (understandable, measurable and fall within the program's current mandate).</p> <p>Opinions on the extent to which expressed outcomes are likely to be achieved.</p> <p>Degree of consistency between program objectives set out in the RMAF and as amplified by program description documents, with the objectives of currently funded projects/activities.</p>	<p>Document, file and administrative data review</p> <p>Key informant interviews</p> <p>Case studies</p>
D2	Does the organizational structure provide for responsible management and support for the achievement of goals and objectives?	<p>Level of fit and support between the program's structure and operations (staffing levels and staff competencies compared to program management parameters such as grants/contributions funds normally managed on per staff member basis).</p> <p>Experience of satisfactory operations management systems and mechanisms (e.g. numbers of positive and negative observations by internal auditors and/or managers).</p> <p>Satisfaction level of program staff with operations management systems and mechanisms.</p> <p>Satisfaction level of program beneficiaries with the service received.</p>	<p>Document, file and administrative data review</p> <p>Key informant interviews</p> <p>Case studies</p>

**The ITLP Evaluation issues and question matrix (continued)**

	<b>Questions</b>	<b>Indicators</b>	<b>Data Collection Methods</b>
D3	Is the current (2006-2007) and planned (2007-2008 to 2008-2009) level of program funding adequate to achieve the outcomes (immediate, medium and long-term) specified in the program Logic Model?	<p>Experience in use of program funding (e.g. over-expenditures or slippages in previous fiscal years).</p> <p>Opinions on the adequacy of the program funding levels for each fiscal year during the five-year program life.</p> <p>Satisfaction level of program beneficiaries with the funding levels for their projects.</p>	<p>Document, file and administrative data review</p> <p>Key informant interviews</p> <p>Case studies</p>
D4	Is the current strategy for promoting the program and inciting applications successful?	<p>Extent to which the process to identify the target groups is aligned with the program objectives.</p> <p>Extent of contact between program staff and target group representatives.</p> <p>Level of program awareness among target groups and stakeholders.</p> <p>Knowledge of the target groups on the funding application process (eligibility criteria, selection criteria, deadline dates, submission formats, rights and responsibilities, accountability requirements).</p>	<p>Document, file and administrative data review</p> <p>Key informant interviews</p> <p>Case studies</p>
D5	Is the application process effective, standardized, clear, fair and timely?	<p>Opinions on the extent to which the application process is effective, standardized, clear, fair and timely.</p> <p>Extent to which the numbers and types of applications made each year represent the potential pool of applicants (e.g. in terms of proportion of applications received relative to the number of groups believed eligible to apply).</p> <p>Degree of satisfaction of target groups (funded project proponents and non-funded proponents) with the grant and contribution application process.</p>	<p>Document, file and administrative data review</p> <p>Key informant interviews</p> <p>Case studies</p>

**The ITLP Evaluation issues and question matrix (continued)**

	<b>Questions</b>	<b>Indicators</b>	<b>Data Collection Methods</b>
D6	Are the selection criteria appropriate?	<p>Extent to which the selection criteria align with the program objectives.</p> <p>Extent to which the alignment of the selection criteria to the program objectives is constrained by the Department's general terms and conditions for grants and contributions.</p> <p>Extent to which the selection criteria correspond to the expressed needs of target groups and stakeholders (e.g. to those expressed by the Inter-American Conference of Ministers of Labour and by the ILO).</p> <p>Extent to which the target groups are familiar and agree with the selection criteria.</p> <p>Extent to which the selection criteria help in choosing projects that have the best chance of succeeding.</p> <p>Extent to which the selection criteria help ensure the best possible performance of the projects.</p>	<p>Document, file and administrative data review</p> <p>Key informant interviews</p> <p>Case studies</p>
<b>Early Results/Success</b>			
S1	Are capacity-building cooperation projects likely to succeed (Stream 1)?	<p>Opinions on the extent to which funded organizations have the knowledge, resources and project management methods to ensure the success of the ITLP-funded projects. S1</p> <p>Increase year over year in the number of key group officials that participate in conferences and like events on key labour issues. S1</p> <p>Increase year over year in the number of key group officials that take training to modernize labour law administration. S1</p> <p>Increase year over year in the number of key group officials that receive labour issue materials/publications. S1</p> <p>Increase year over year in the number of key labour topics covered in conferences and like events, in training, and through the dissemination of materials/publications. S1</p>	<p>Key informant interviews</p> <p>Case studies</p>

**The ITLP Evaluation issues and question matrix (continued)**

	<b>Questions</b>	<b>Indicators</b>	<b>Data Collection Methods</b>
S2	Are key international institutions dealing with labour issues able to fulfill their mandates (Stream 2)?	<p>Level of satisfaction of Canadian stakeholders about the results attained by international institutions that can be attributed to ITLP funded projects. S2</p> <p>Opinions of program beneficiaries (e.g. secretariat of Inter-American Conference of Ministers of Labour) about the capacity of the funded projects to reach their objectives. S2</p> <p>Extent to which the projects' products and services are aligned with the ITLP objectives. S2</p> <p>Opinions on the extent to which funded organizations have the knowledge, resources and project management methods to ensure the success of the ITLP-funded projects. S2</p>	<p>Key informant interviews</p> <p>Case studies</p>
S3	To what extent has the program's Stream 3 reached its expected immediate outcomes? (Increased participation of Canadian labour partners in social dialogue on labour policies and academic conferences.)	<p>Extent to which worker and employer representatives agree on the nature, purpose and mandate of their caucuses. S3</p> <p>Number and characteristics of outputs created by projects receiving contributions (e.g. activities, publications, positions) for the social dialogue on labour issues. S3</p> <p>Number of new opportunities for social dialogue on labour issues that would not have arisen without the ITLP contribution. S3</p> <p>Number of individuals reached by the social dialogue activities generated through the ITLP. S3</p> <p>Opinions on the extent to which the program's Stream 3 has contributed to increasing the social dialogue about labour related issues. S3</p> <p>Satisfaction level of the labour players with their participation in the social dialogue (in terms of format, number of activities, and equitable representation). S3</p>	<p>Key informant interviews</p> <p>Case studies</p>

**The ITLP Evaluation issues and question matrix (continued)**

Questions	Indicators	Data Collection Methods
<b>Summative Evaluation Readiness</b>		
<p>R1</p> <p>Does the program currently have the processes required for performing a summative evaluation?</p>	<p>Existence and characteristics of databases and administrative systems.</p> <p>Accessibility of databases and administrative systems for use in summative evaluation.</p> <p>Characteristics of the information available for summative evaluation (staff, material and financial resources used in program management and delivery; grant and contribution applications; obligations under grant and contribution agreements; project reports received by the program).</p>	<p>Document, file and administrative data review</p> <p>Key informant interviews</p> <p>Case studies</p>
<p>R2</p> <p>Does the program currently have the necessary tools and processes for reporting on the achievement of outcomes and results?</p>	<p>Existence, relevance and acceptance by all players of the performance indicators.</p> <p>Extent to which quality data (relevant, reliable and valid) is collected to measure outcomes and results against the performance indicators.</p> <p>Extent to which the grant and contribution agreements reflect the requirements for measuring program outcomes and results against the performance indicators.</p> <p>Extent to which grant and contribution recipients have a good understanding of their accountability.</p> <p>Extent to which the program has a procedure in place to obtain the required information from funded organizations.</p>	<p>Document, file and administrative data review</p> <p>Key informant interviews</p> <p>Case studies</p>
<p>R3</p> <p>Are organizations that receive program funds able to measure and report attainment of planned outcomes and achievement of results to program management?</p>	<p>Extent to which funded projects have the knowledge, data and resources to measure their results.</p> <p>Extent to which grant and contribution funding levels have included the resources required for projects to collect data and report progress and results.</p> <p>Extent to which funded projects have processes or systems in place to report on results.</p>	<p>Document, file and administrative data review</p> <p>Key informant interviews</p> <p>Case studies</p>



# Appendix B

Project selected for the case study approach						
Case Study No.	Stream	Funded Applicant [amount funded]	Funding Year(s)	Labour Issue/ Project Descriptor	Beneficiaries	# Interviews
1	1	FUNDACERSSO [CAD \$750,000]	2005-2006  2006-2007  2007-2008	<ul style="list-style-type: none"> <li>▪ Training employers and employees in the maquiladora sector</li> <li>▪ Supporting tripartite occupational health and safety (OSH) committees</li> <li>▪ Strengthening capacity of institution responsible for OSH</li> </ul>	Government or firms in El Salvador, Guatemala, Honduras, Nicaragua, Costa Rica, Belize and the Dominican Republic	3*
2	1	International Labour Organization (ILO) [CAD \$599,948]	2006-2007 2007-2008	Combating worst form of child labour	Governments, worker and employer groups in Costa Rica, Guatemala, Honduras, Nicaragua	3*
3	1	International Labour Organization (ILO) [CAD \$322,500]	2006-2007 2007-2008	Harmonizing labour laws	Governments of English and Dutch speaking Caribbean	1
4	1	North-South Institute (NSI) [CAD \$100,000]	2006-2007	Enhance the institutional and technical capacity of the Caribbean governments to meet their obligations under the memoranda of understanding governing the Canadian Seasonal Agricultural Workers' Program (CSAWP)	Jamaica and Barbados as well as other members of the Organization of Eastern Caribbean States	2
5	2	Secretariat of the Commission for Labour Co-operation (North American Agreement on Labour Cooperation. [US \$700,000 USD annually]	Annual	Annual support, along with the United States and Mexico, for a secretariat to the Commission for Labour Cooperation	Mexico, United States and Canada	0**

**Project selected for the case study approach (continued)**

Case Study No.	Stream	Funded Applicant [amount funded]	Funding Year(s)	Labour Issue/ Project Descriptor	Beneficiaries	# Interviews
6	2	Secretariat of the Inter-American Conference of Ministers of Labour [CAD \$310,800]	2005-2006 2006-2007	Support to the Inter-American Network for Labor Administration (RIAL, its Spanish acronym)	Organization of American States (OAS)	2
7	3	McGill University, Interuniversity Research Centre on Globalization and Work (GRIMT) [CAD \$49,102]	2006-2007 2007-2008	Impact of structural / organizational changes of firms, in union structures, and in the use of regulatory instruments on the construction of regional integration	Academic researchers from different disciplines and regions across the world and policy specialists and leaders from the civil society and the business community	2
8	3	Canadian Employers Council [CAD \$100,000 annually]	2006-2007 2007-2008	Large scale consultation of members on international labour affairs	Employers and employer organizations in Canada	2

\* Two representatives of the funded applicant and one ITLP program officer.

\*\* Three representatives of the IILAD were interviewed for this case study.